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In the East Riding, the number of people aged 65 or over is projected to increase by 28% between 2016-2029. It is predicted that with greater numbers of older people, demand for housing and housing related support in the East Riding will increase rapidly in the next few years. Continued joint working with health and social care, and with planners and Registered Providers, will ensure an integrated approach to the provision of both adapted and new build homes, and housing related support.

This new Older People’s Housing Strategy aims to build on the approach set out in the previous strategy 2012, which included three overarching outcomes:

**Outcome 1**  Provide accessible and appropriate information and advice on the housing options available to older people;

**Outcome 2**  Ensure that older people’s housing is of a decent standard across all tenures, is accessible and meets their assessed care/support needs to promote independence; and

**Outcome 3**  Plan strategically to meet the needs of an ageing population, to include a range of housing options.

The 2012 action plan has been revisited as part of the research for this new strategy, and a new Strategy and Action plan have been formulated which will deliver additional outcomes in response to these aims.

A Hull and East Riding Joint Housing Needs Study was completed in 2016, and the Council continues to work closely with Hull City Council which has also begun to consider a new Older People’s Housing Strategy. The Needs Study sets out the context to older persons housing provision:

- A rising population of older people;
- Many older households are equity rich and are able to exercise housing choice;
- A move away from residential institutions towards providing care support in someone’s home through adaptation and visiting support; and
- An increased diversity of specialist housing to reflect different levels of care support.

A number of joint meetings have taken place with Hull City Council in order to ensure that approaches are aligned, and that best practice can be shared.

There is a wide range of information available relating to the health and support needs of older people which has informed this strategy, including information from the Housing Learning and Improvement Network (LIN), a network which brings together housing, health and social care professionals in England and Wales to provide examples of innovative housing solutions for older people.

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1 Office of National Statistics 2014  Sub National Population Projections
A Background and Issues

A recent report produced by DWELL (Designing for wellbeing in environments for later life) & the University of Sheffield - ‘Designing with Downsizers Oct 2016’, found that:

*as healthy life expectancy rises, the perception of ‘old age’ is changing; people who are reaching older age now have different social attitudes to work, travel, health, fitness, food and entertaining and are more likely to be digitally connected....... Many people in their 70s do not consider themselves to be ‘older’, while others may feel old in their 50s and early 60s.*

The report notes that many of them have seen their parents or other elderly relatives forced into an unplanned move as result of an emergency following a sudden deterioration in their health. Partly as a reaction to this, research consistently shows that many people do consider relocating from their family home once they reach their mid-50s, even where they have no health need. Unfortunately, the research also shows that the market does not provide homes which meet their requirements, such as homes with proportionally larger and light rooms, and easy access to transport links, in places they would like to live. If options were available to them, an early move would enable younger older people to plan for the future and potentially avoid an urgent or emergency move which may result in limited choice.

**Figure 1**

Housing quality greatly affects health and wellbeing particularly in older residents, and inadequate, cold, or poorly maintained or insulated housing can cause preventable illnesses and injuries. Ensuring there is sufficient choice to encourage older people to move into more appropriate accommodation, or to downsize (or rightsize, which is defined as an older person’s active, positive choice to move home as a means of improving their quality of life) before their housing need becomes a crisis can not only improve everyday living, but can also prevent accidents in the home and deliver savings in emergency treatment costs.

However, where it is possible and the preference is to stay put, the provision of funding for housing improvements or disabled adaptations to make the home environment safer can save the health service money and reduce the need for social care visits. Nationally, funding for Disabled Facilities Grants (DFGs) has been increased significantly through the Better Care Fund, and funding is currently exceeding local demand under the current approved eligibility criteria. A review has recently been completed to ensure an effective use of the balance of
available resources going forward. The Council has recently focussed on reducing the length of time people wait for an adaptation to their home, to avoid an early move into supported accommodation where this is not a first choice. The Council has also reviewed its own sheltered housing stock, to ensure that its offer remains attractive and meets a range of need.

The impact of welfare reforms on the availability of smaller units of affordable rented housing has been less than anticipated. Whilst older people (of state pensionable age and above) are not currently affected by the Government's policy to restrict the amount of housing benefit payable to the size of the property deemed adequate for their needs, it was expected that the reforms would lead to greater demand for smaller social rented units from households of working age. However, evidence shows that older people are more likely to move to rented homes or bungalows which are designated for them, rather than to smaller generic housing stock.

In October 2017 the government announced that it would not be progressing its plan to cap the benefit of tenants living in supported or social housing at the Local Housing Allowance (LHA) rate. Since it was originally announced this proposal has had a significant impact on supported housing development, with many planned new schemes not progressing.

However, in August 2018 the government published a response to the consultation on funding for supported housing setting out that they are maintaining Housing Benefit for all supported accommodation. It is anticipated that this will give the sector the confidence and certainty they need to continue to invest in new supported homes.

This new Older People’s Housing Strategy 2019 will help to deliver two of the Council’s overarching priorities:

- Supporting vulnerable people, reducing inequalities – Supporting in times of need, protecting from harm and improving the quality of life; and
- Promoting health, wellbeing and independence – Helping people to stay healthy, strong and fit for the future.

To help deliver these priorities, the Council’s **Housing Strategy 2017-2021** has the overall vision:

‘To facilitate the delivery of more new homes and to ensure that the quality, type and size of all housing meets the needs of our urban, rural and coastal communities which in turn will support economic growth, prosperity and wellbeing’.

Objective Four is: ‘Providing housing which is appropriate for people’s needs, includes the aim to ‘Increase the number and range of homes suitable for our ageing population across all Tenures.’

Paragraph 61 of the National Planning Policy Framework requires local planning authorities to meet the needs of older people:

- “…the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes)”
The Council encourages developers to bring forward sites with a mix of housing types, taking into account the need and demand identified in the latest SHMA. This includes smaller flats/apartments and bungalows to meet identified housing need and specialist accommodation for older people. Policy H1 of the East Riding Local Plan Strategy Document (April 2016) focuses on the need to maintain a healthy and balanced housing market, and requires that:

A. New residential development should contribute to the overall mix of housing in the locality, taking into account the current need, particularly for older people and first time buyers, current demand and existing housing stock.; and

B. The provision of specialist accommodation, especially for older people, will be required as part of the housing mix on larger allocations where they meet an identified need, unless it can be demonstrated that this would have an unacceptable impact on the economic viability of the proposed scheme. Specialist accommodation on non-allocated sites will be supported within the development limits of settlements, where the proposal is of an appropriate scale in relation to the settlement.

In addition, clause 6.13 of the Local Plan Strategy Document states that: ‘Proposals that include housing suitable for older people should also consider including aspirational housing to encourage those who are under occupying large family housing to move to smaller, more suitable and adaptable housing before they need care or support.’

The East Riding Local Plan will be used to guide housing mix on new developments and encourage the inclusion of homes for older people.

A range of additional policies and strategies set out the assistance available to those needing support at home. These include telecare and telehealth, aids and adaptations, home security and target hardening measures, energy efficiency, and removal assistance for council tenants who are freeing up family housing.

The Council’s Adult Services Market Position Statement continues to focus on wellbeing to prevent or delay people getting to the point where they need long term or high level care. Local Authorities have a duty to focus on preventative services, increasing choice and control for individuals, promoting self-care and having good health in old age.

The recommendations of the Select Committee inquiry into the housing offer for older people in England have now been published and the outcomes will guide our approach alongside local consultation.

2 See Supporting Information D, National context
NATIONAL CONTEXT

Housing for Older People Enquiry 2017

During 2017, a Communities and Local Government Select Committee launched an inquiry into whether the housing offer for older people in England is sufficiently available and suitable for their needs, and consider how older people wish to live. It found that many older people are restricted from moving due to a lack of suitable options, and recommended an expansion in housing supply to meet their needs and ensure that they can live independent and fulfilling lives.

The terms of reference of the inquiry seek to address the following points:

- The adequacy of provision of homes for older people and the challenges people face in accessing housing which meets their needs;
- The adequacy of current planning policy and Government initiatives in England in meeting the housing needs of older people;
- Whether more housing designed specifically for older people could help address England’s wider housing needs;
- The extent to which improving specialist housing provision in England could improve people’s health and wellbeing, and deliver savings in public expenditure;
- The availability of finance to help older people ‘right size’ in retirement, and the impact of the cap on Housing Benefit from April 2017 on the development of specialist housing; and
- Whether a national strategy for the support of housing provision specifically for older people is needed.

Government efforts to boost home building and home ownership currently focus on first time buyers, but increased delivery of specialist retirement housing would free up homes currently under-occupied by older people, and provide some additional movement in the wider market. Official data shows that 8.1m properties, or 35% of all homes in the country, are ‘under-occupied’, which is defined as having at least two spare bedrooms.

In its final report the Select Committee’s key recommendations were;

- The existing FirstStop Advice Service should be re-funded by the Government to provide an expanded national telephone advice service, providing holistic housing advice to older people and signposting them to local services;
- The coverage of Home Improvement Agencies (HIA) should be expanded so there is access to at least one HIA with a handyperson service in each local authority area;
- A range of measures to help older people overcome the barriers to moving home should be implemented: an accreditation for companies which provide tailored services for older people moving home; better customer service and guidance from

3 Published February 2018
lenders when applying for a mortgage; and widened access to shared ownership and shared equity; and

- The National Planning Policy Framework should be amended to emphasise the key importance of the provision of housing for older people and the new standard approach to assessing need should explicitly address the housing needs of older people;

To facilitate the delivery of new homes, specialist housing should be designated as a sub-category of the C2 planning classification, or be assigned a new use class;

- Councils should publish a strategy explaining how they intend to meet the housing needs of older people in their area and, in their Local Plans, identify a target proportion of new housing to be developed for older people along with suitable, well-connected sites for it;
- All new homes should be built to the Category 2 Building Regulations standard so that they are ‘age proofed’ and can meet the current and future needs of older people;
- The Government should accept the Law Commission’s code of practice and consider introducing sector specific legislation in order to promote consumers’ and lenders’ confidence in specialist housing; and
- The social care green paper should consider the range of housing for older people, in particular the potential for extra care housing to play a greater role in providing social care alongside home care and residential care.

In September 2018 the government responded to this report in detail:


**Housing White Paper, Fixing our Broken Housing Market 2017**

The White Paper recognises that offering older people a better choice of accommodation can help them to live independently for longer and help reduce costs to the social care and health systems. The Government plans to introduce a new statutory duty for local planning authorities to meet the needs of older and disabled residents through local development documents. The intention is that clearer expectations are set out around how the needs of older people will be met.

Helping older people to move at the right time and in the right way could also help their quality of life, but there are barriers including costs and fees, and the practical aspects of moving home. The new home will need to be attractive to them and suitable for their needs over a twenty to thirty year period. In addition there is also often a desire to be close to friends and family, and existing support networks.

**NHS Quick Guide – Health & Housing 2017**

This states that: *A report by BRE suggests that... poor housing cost the NHS in 2011 at least £1.4bn in first year treatment costs.**

Housing, Health and Social Care need to work together to prevent and reduce hospital admissions, length of stay, delayed discharge, readmission rates and ultimately improve
outcomes, particularly by promoting equality and reducing health inequalities in accessing services through integration. This approach to the needs of older people will span a number of work areas, including for housing; housing strategy and short and long term housing provision, housing related support, housing options advice, aids and adaptations, local planning decisions, and the support for and delivery of specialist housing schemes.

**Rural Housing for an Ageing Population: Policy Initiatives or HAPPI 4 (Housing our Ageing Population: Panel for Innovation)**

In July 2017 the All Party Parliamentary Group for Housing and Care for Older People launched an inquiry into housing for older people in rural communities (HAPPI 4). In rural areas such as the East Riding access to social care, public transport and broadband can be more difficult than in urban areas, although loneliness and isolation are seen to be less of an issue for older people in rural areas. The outcomes of this inquiry build on previous HAPPI reports in exploring suitable and affordable options for older people’s housing provision.

**LOCAL CONTEXT**

**East Riding of Yorkshire Council Corporate priorities**

The Council’s vision for the area is: *Your East Riding…where everyone matters.*

This Older People’s Housing Strategy will help to deliver two of the Council’s overarching priorities:

- Supporting vulnerable people, reducing inequalities – Supporting in times of need, protecting from harm and improving the quality of life; and
- Promoting health, wellbeing and independence – Helping people to stay healthy, strong and fit for the future.

**Housing Strategy 2017-2021**

This has the vision that: *The range, quality and affordability of housing in the East Riding will meet the needs of current and future residents, contributing towards more sustainable communities and encouraging economic growth and prosperity*.

Older people’s housing comes in many forms; from general needs stock through to specialist supported and extra care schemes. The Council is committed to increasing the range and choice of housing suitable for older people, particularly where they are looking to plan ahead and move before they have no choice. Priority 2 of the Strategy is to: *Increase the number and range of homes suitable for our ageing population across all tenures.*

**Housing Strategy for Vulnerable People 2012**

The action plan has 4 priorities for older people:

- Ensure housing is given equal weight alongside support and care when considering the needs of an ageing population;
- Ensure Council tenants are able to "age in place" in sheltered housing schemes;
- Promote cross tenure extra care housing through the Local Plan; and
- Remodel sheltered housing schemes into sheltered plus housing.
The Council encourages developers to bring forward sites with a mix of housing types, including smaller flats and bungalows to meet identified housing need. In some cases, where larger numbers of houses are to be built, the Local Plan also encourages the provision of specialist accommodation for older people.

As a response to an ageing population and the higher levels of disability experienced by older people, the PPG requires that consideration will need to be given to their particular housing needs. Policy H1 of the Local Plan Strategy Document focuses on the need to maintain a healthy and balanced housing market:

**Figure 2**

**Policy H1: Providing a mix of housing and meeting needs**

A. New residential development should contribute to the overall mix of housing in the locality, taking into account the current need, particularly for older people and first time buyers, current demand and existing housing stock.

B. The provision of specialist accommodation, especially for older people, will be required as part of the housing mix on larger allocations where they meet an identified need, unless it can be demonstrated that this would have an unacceptable impact on the economic viability of the proposed scheme. Specialist accommodation on non-allocated sites will be supported within the development limits of settlements, where the proposal is of an appropriate scale in relation to the settlement.

In addition, clause 6.13 of the Local Plan states that: ‘Proposals that include housing suitable for older people should also consider including aspirational housing to encourage those who are under occupying large family housing to move to smaller, more suitable and adaptable housing before they need care or support.’

**Housing Assistance Policy 2015**

The policy aims to promote independence for older and disabled residents, and sets out a range of assistance which may be available, including aids and adaptations, safe and sound assistance, home security and target hardening measures, renewable technology, energy efficiency, removal assistance for council tenants who are freeing up family housing, and homeless prevention. Priority is given to the most vulnerable households, and is subject to funding availability.

**Affordable Warmth Strategy 2015-20**

This builds on previous strategies focusing future activities on increasing energy efficiency, improving health and wellbeing, supporting rural disadvantaged households and helping residents access cheaper energy. The strategic objectives of the strategy are:

- Homes will be more energy efficient and easier to keep warm;
- Partners will improve the link between affordable warmth and improved health and wellbeing;
- Fewer fuel disadvantaged households in rural communities; and
Residents will be able to access the cheapest energy available to them.

Positive About Life – Strategy for Older People 2010-2015

This strategy was produced in partnership with the National Health Service East Riding of Yorkshire (NHS ERY), Humber NHS Foundation Trust (HFT) and key older people’s groups. Housing/Accommodation was ranked first in importance within this strategy by a survey of 700 individuals, and there were 4 housing related outcomes:

- Promote awareness and use of telecare and telehealth;
- Promote a safe and secure environment for older people;
- Implement a universal information, advice and advocacy service; and
- Develop a range of appropriate, well designed, housing options.

Joint Health and Wellbeing Strategy 2016-2019 – Promoting Wellbeing, Preventing Ill-health

This Strategy sets out priority outcomes for the next three years, one of which is that ‘East Riding residents achieve healthy, independent, ageing’. In particular it goes on to state that ‘The increasing number of older people in the area impacts on the types of housing required, with a greater focus towards providing properties and adaptations which promote improved wellbeing and independence’.

The Joint Strategic Needs Assessment (JSNA) establishes a shared, evidence based consensus on key local priorities to inform the development of a Health and Wellbeing Strategy for the area. This will influence commissioning decisions in order to improve health and wellbeing outcomes and reduce inequalities within the East Riding. The assessment resulted in one of three priority outcomes being ‘Supporting independent living for older people’.

Adult Services Market Position Statement 2017-18

This continues to focus on the importance of wellbeing, to prevent or delay people getting to the point where they need long term or high level care. The second long term priority outcome is ‘East Riding residents achieve healthy, independent ageing.’ Local Authorities have a duty to focus on preventative services, to increase choice and control for individuals, and promote self-care and good health in old age.

The section on Independent Supported Living Services highlights that the current provision for those who wish to live more independently (mostly aimed at those with a learning disability) is currently being reviewed.
The Hull and East Riding Joint Housing Needs Survey 2016 (JHNS) analysed the stock of specialist housing, and estimated that at that time there were over 3,400 units of specialist accommodation for older people in the East Riding; equivalent to 94 units per 1,000 people aged 75 and over. The analysis showed a significantly higher proportion of the stock was in the affordable than the market sector.

This assessment was split between sheltered housing (which contained two categories, sheltered and enhanced sheltered) and extra-care housing. There was also analysis of housing tenure (split between market and affordable). The categories of specialist housing were defined as:

- **Sheltered housing:** Schemes/properties where some form of scheme manager (warden) service is provided on site on a regular basis but where no registered personal care is provided. A regularly visiting scheme manager service may qualify as long as s/he is available to all residents when on site. In most cases schemes will also include traditional shared facilities - a residents' lounge and possibly laundry and garden;
- **Enhanced sheltered housing:** Schemes/properties where service provision is higher than for sheltered housing but below extra care level. Typically, there may be 24/7 staffing cover, at least one daily meal will be provided and there may be additional shared facilities; and
- **Extra care housing:** Schemes/properties are included where care (registered personal care) is available on site 24/7.

However it should be noted that the ‘enhanced sheltered housing’ definition may be included variously in other assessments as either sheltered or extra care.

Analysis of the Elderly Accommodation Counsel (EAC) database, the source relied upon by the Ministry of Housing, Communities and Local Government, indicates that there are over 3,800 units of specialist accommodation for older people in the East Riding at October 2017. These include ‘age exclusive housing’ and ‘enhanced sheltered’ as separate groups.

The approach contained within the EAC database is to assess supply for each type of housing based on provision per 1,000 population over 75. This methodology will be used later in this document to estimate future demand for different types of accommodation. The numbers are broken down as follows:

<table>
<thead>
<tr>
<th>Type of housing</th>
<th>Market</th>
<th>Affordable</th>
<th>Total</th>
<th>Supply per 1,000 aged 75+</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered</td>
<td>1,166</td>
<td>2,195</td>
<td>3,361</td>
<td>92</td>
</tr>
<tr>
<td>Extra Care</td>
<td>0</td>
<td>80</td>
<td>80</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>1,166</td>
<td>2,275</td>
<td>3,441</td>
<td>9</td>
</tr>
</tbody>
</table>
It will be noted that the per 1,000 supply for sheltered and extra care provision is slightly higher than that evidenced in the JHNS 2016.

The Council’s Local Plan Annual Monitoring Report (April 2017) highlights that since the start of the plan period, 623 C2 bedspaces (registered care bedspaces for older people) have been approved and 190 completed. The Joint Needs Study identifies a total need for approximately 135 units each year in East Riding. 187 C3 dwellings, specifically for older people (e.g. sheltered/retirement or extra care) have been approved and 102 completed.

The JHNA identifies a total need for approximately 250 units each year in East Riding.

As with C2 bedspaces, this figure has not yet been translated into a ‘target’.

**Market housing for purchase or rent**

In 2018-19, the average price of a home in the East Riding was £180,028, ranging from an average of £105,004 in Withernsea to £346,886 in Walkington. The average price of older people’s accommodation is difficult to compare as it will be influenced not only by the building itself and its location, but also by the range of facilities provided.

There is currently one ‘retirement village’ in the East Riding, Holderness Grange in Hedon, managed by HicaLife, which provides a mix of 1 and 2 bed flats, bungalows and cottages. On site facilities include a country club, restaurant, health club and gym, dance studio, aromatherapy spa, hair and beauty salon, bowling green, art and crafts room and library with IT suite. Apartments are offered on a leasehold basis to the over 55s, and are pre-wired for digital TV and Sky. Current resale prices on the site start at around £110,000 for a 2 bed apartment (at May 2019).

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4 Rightmove May 2019
Using information obtained from the EAC database, the map at Figure 5 shows the location of specialist provision for older people (freehold or leasehold) in the private sector:

**Figure 5**

In addition there are also two leasehold schemes for older people with planning permission which are due to be completed in 2019:

- 34 x 1 and 2 bed apartments in Pocklington, and
- 35 x 1 and 2 bed apartments in Brough.

In 2016, Age UK reported that there is evidence to suggest there will be a larger proportion of older people privately renting in the future. This was found to be partly due to the greater numbers of older people in the general population, but also due to a decline in levels of social housing stock and the inability of low and middle income households to buy their own home. In addition, renting privately in later life can create an opportunity for equity built up over the years to be released to fund a better lifestyle or to assist younger members of the family to purchase a home.

In terms of private rented stock, research by Countrywide lettings network in 2017 found that nationally, retired people accounted for 8% of private sector tenants, compared with 5.2% in 2007. In the East Riding the Census 2011 similarly found that 8% of over 65s lived in the private rented sector.

Average monthly rental costs in the East Riding are consistent with those of the region and below those of England as whole. The average monthly rent is much higher in the Beverley, Hull Borders and Wolds Housing Market Areas, compared to the Holderness, Goole and Bridlington housing market sub-areas (see Figure 6 for map of housing market areas).

Rents have risen across the country; however the rate of change is higher in the East Riding at 9% since 2012, compared with 7.6% across the Yorkshire and Humber region.
According to Hometrack housing market intelligence, the median rent for a one bedroom property in the East Riding is £91 per week; this ranges from £87 per week to £103 per week. The median weekly rent for a two bedroom property in the East Riding is £120 per week, ranging from £109 per week to £132 per week. Most homes available for rent on the open market are available to all ages, although there are schemes designated for older people which are not sheltered.

**Social/affordable housing stock**

At September 2019 the Council owned and managed circa 11,300 units, including 576 sheltered properties and 130 supported homes. Around 2,780 of the overall stock was bungalows. Whilst the Council’s sheltered, supported and extra care homes are included in the overall numbers obtained from the EAC database, some of the designated dwellings and bungalows will not be included.

In 2019/2020, the average weekly social rent for a Council property was £86.85 (over 48 weeks), and for Affordable rent £97.32. For a sheltered/supported flat the average weekly rent was £81.71 (over 48 weeks).
C: Supply-Existing Housing provision for older people

The average age of a new tenant moving into Council owned sheltered housing in East Riding, is 65. During 2018/19 turnover of sheltered units was higher than that for general needs stock: 17% compared with 12.6%.

In addition to the Council’s stock of sheltered housing there are a further 639 units of sheltered housing owned and managed by Registered Providers and charitable trusts (including Almshouse Charities). The table below shows the combined breakdown of affordable sheltered housing by property type across the East Riding of Yorkshire.

**Figure 7: Council and Registered Provider Owned Sheltered Housing**

<table>
<thead>
<tr>
<th></th>
<th>Bungalow</th>
<th>Flat</th>
<th>House</th>
<th>Maisonette</th>
<th>Studio</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ERYC</strong></td>
<td>1,038</td>
<td>714</td>
<td>15</td>
<td>4</td>
<td>74</td>
<td>1,845</td>
</tr>
<tr>
<td><strong>RPs</strong></td>
<td>162</td>
<td>417</td>
<td>26</td>
<td>1</td>
<td>33</td>
<td>639</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1,200</td>
<td>1,131</td>
<td>41</td>
<td>5</td>
<td>107</td>
<td>2,484</td>
</tr>
</tbody>
</table>


Using the EAC database, the following map shows the location of specialist provision for rent (including sheltered), provided by both Registered Providers and the Council:

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\(^{5}\)Source: CORE Letting Data
Figure 8: Council and Registered Provide owned housing for rent


Bungalows

Traditionally it has been assumed that many people will prefer to occupy single storey accommodation in later life, and certainly in the social sector this still seems to be the general pattern although expectations around the type and size of accommodation can make this preference more difficult to meet.

However, with the emergence of more specialist schemes for older people, with community facilities and social events, and the greater availability of apartments with lifts and wider doorways, this position is starting to change both in the social and private sector.

In the social sector, the Council manages 2,781 bungalows, and Registered Providers own 193 bungalows in the district. Whilst in recent years there have been limited numbers of new-build bungalows developed either in the social or private sector because of the greater demand on land, there are schemes in discussion now which include small numbers in response to the planning requirement to consider the needs of older people.

Adapted and accessible properties

Across the East Riding, as elsewhere in the country, there is limited choice for those who need an adapted or accessible home. Social landlords, and Registered Providers in particular, have been more likely to build homes to the Lifetime Homes Standard\(^6\) (which sets out 16 design criteria resulting in accessible and inclusive homes) or to make them wheelchair

\(^6\) [http://www.lifetimehomes.org.uk/pages/revised-design-criteria.html](http://www.lifetimehomes.org.uk/pages/revised-design-criteria.html)
accessible. The requirement for all new build homes now to have level access has helped where low level adaptations are needed.

People with a disability are twice as likely as those without to live in social housing, due to the limited numbers of adapted homes available on the open market, and the high cost of conversions and extensions. At September 2019 there were 848 individuals over 60 on the Council’s waiting list. Of these 215 households require accessible/ adaptable units (this includes level access showers, ramped access, walk-in showers, overbath showers, sheltered scheme properties, lifts, remote door entry and stairlifts). However, it is difficult to quantify the numbers of households seeking private housing which is or could be adapted.

In May 2018, the Equality and Human Rights Commission published its enquiry on housing for disabled people. It found that:

- disabled people are frustrated and demoralised by the housing system;
- there is a significant shortage of accessible homes;
- installing home adaptations involves unacceptable bureaucracy and delay; and
- disabled people are not getting the support they need to live independently

The report recommends that more adaptable homes are built for disabled people and that local and national governments engage with disabled people at planning stages.

**Extra Care / Community Wellbeing Schemes**

These developments may include a mix of homes for rent, shared ownership or outright purchase. They can vary in scale and offer residents accommodation built to mobility/ wheelchair standards, with 24/7 staff cover, person-centred support, domiciliary services, flexible personal care (depending on needs) and a range of communal facilities including (usually) a restaurant, as well as opportunities for social engagement.

Dependent on need, residents are able to opt in and out of support as appropriate, and schemes build on a strong relationship between housing, health and social care. However, this provision is only able to provide limited support to some older people, in particular to those with moderate to severe dementia, and more specialist care needs to be available to them. In most cases the provision of homes in an extra care or community wellbeing setting can help maintain independence for longer, and delay the need to enter residential care.

Research has shown that care packages for those moving into this type of scheme can be reduced by 16% compared to pre-admission, and the saving to adult social care in home care costs is £2,400 per person per year. Some studies have estimated that almost a third of residential care placements could be avoided if alternative housing choices were available locally.7

Extra care and community wellbeing schemes can also provide a good alternative to residential care for adults with a learning disability, and for the increasing numbers of people living with

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7 Housing LIN – Demonstrating the Health and Social Cost-Benefits of Lifestyle Housing for Older People – Oct 2017
the early stages of dementia. It is good practice to ensure that these varied requirements are catered for in a proportion of new provision, whether in a residential village setting or in a larger flatted scheme. There are a number of different models of provision, from an integrated offer, through to schemes with separate wings or blocks, dedicated dementia schemes, and hybrid models where dementia units are combined with residential and/or nursing care provision. As a result homes may be provided as housing, residential or nursing care, or a combination of both.

In the East Riding there are two extra care schemes in Bridlington, owned and managed by Private Registered Providers which offer 66 apartments. The majority of these are for rent with 6 units for shared ownership, and 9 units used by Adult Services for respite. In addition, in 2015 East Riding of Yorkshire Council developed 40 extra care apartments for rent in Beverley (Rita Hunt Court). Two of these units are used for Active Recovery, providing short term accommodation for people who are medically stable but unable to return home to be discharged from hospital. This allows for care packages or home improvements to be put in place.

The Council encourages the provision of this type of accommodation and will support the development of schemes designed to be suitable for people with low level dementia or other cognitive impairment

**Residential care homes**

*Building the Right Home* published in December 2016, identifies that long stay healthcare facilities and residential or nursing care are not considered settled accommodation because the occupant does not own the accommodation or hold their own tenancy. Consequently this strategy provides only an overview of residential care home provision, with most of the information in the remainder of this section taken from the Council’s Market Position Statement 2017.

The 2017 Market Position Statement identified that there had been a number of care home closures which had put pressure on local capacity. Although these were not emergency/crisis closures the timescales were typically tight and all presented residents and their families with a worrying period of change. Although Keldgate Manor closed with the intention of being redeveloped as a care home, the short term effect on the market was the same. Particular local pressure on bed capacity had resulted from the closure of three properties in Beverley. The following Table identifies the closures in 2016/17:

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8 Local Government Association, /Directors of Adult Social Services and NHS England, page 11

9 Most recent document at July 2019
C: Supply-Existing Housing provision for older people

Figure 9

<table>
<thead>
<tr>
<th>Care Home</th>
<th>Location</th>
<th>Number of Beds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Molescroft Court</td>
<td>Beverley</td>
<td>44</td>
</tr>
<tr>
<td>Keldgate Manor</td>
<td>Beverley</td>
<td>35</td>
</tr>
<tr>
<td>Londesborough Court Care Home</td>
<td>Market Weighton</td>
<td>30</td>
</tr>
<tr>
<td>Westwood Park</td>
<td>Beverley</td>
<td>51</td>
</tr>
</tbody>
</table>

Public Sector Provision

The Council operates four CQC registered care home services which offer niche services but account for a very small proportion of the total capacity in the local market.

Figure 10

<table>
<thead>
<tr>
<th>Care Home</th>
<th>Location</th>
<th>Specialisms/services</th>
<th>Number of beds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wold Haven</td>
<td>Pocklington</td>
<td>Dementia, Caring for adults over 65 years</td>
<td>43</td>
</tr>
<tr>
<td>The Old School House</td>
<td>Beverley</td>
<td>Dementia Caring for adults over 65 years</td>
<td>40</td>
</tr>
<tr>
<td>New House</td>
<td>Beverley</td>
<td>Learning disabilities</td>
<td>8</td>
</tr>
<tr>
<td>Town View</td>
<td>Beverley</td>
<td>Learning disabilities, Caring for adults over 65 years</td>
<td>14</td>
</tr>
</tbody>
</table>

Independent Sector Provision

East Riding Council’s Care Directory (Spring 2019) identified 93 registered care homes in the area, operated by 62 registered providers (including the Council) with 3,768 registered beds.

The Council’s Market Position Statement also set out that the pattern of ownership within the East Riding is in keeping with the national picture with a tendency towards larger new-build care homes being operated by larger national or regional organisations. The majority of local capacity is run by small and medium sized providers as is identified in the following table:
During 2016-17, a total of 855 new placements were made into residential/nursing care.

Permanent admissions to residential care were found to be consistently above the England average, and the number of adults in permanent residential care at 31st March 2017 was also higher than the England rate. Approximately 10% of care home placements are made outside of the East Riding of Yorkshire Council area, but the majority of these placements are due to service user choice rather than lack of suitable provision or capacity in the local area.

The closure of the three properties in Beverley mentioned previously will have been alleviated by the opening of two new build care homes in 2017, at Beverley Parklands (60 rooms with two street scenes, bowling green, cinema and bar, including specialist dementia care) and Claremont House on Victoria Road near to Morrisons (73 rooms with additional facilities including rooftop cafe and terrace, bar, cinema and three restaurants).

The Council provides a residential care home directory with comprehensive information about services in the East Riding, and can be accessed at http://www2.eastriding.gov.uk/living/care-and-support-for-adults/residential-care-services/residential-care-homes/
**D: Identifying need and demand**

**Identifying the housing requirements of older people in East Riding**

PPG outlines the evidence that can be used to determine the housing needs of older people. The age of the population can be drawn from Census data. Projections of households by age group can also be used. The future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) can be obtained from online tool kits provided by the sector, for example SHOP@ (Strategic Housing for Older People Analysis Tool), which is a tool for forecasting the housing and care needs of older people.10

The Projecting Older People Population Information System and Centre for Regional Economic and Social Research (CRESR) toolkit Housing for Older People Supply Recommendations (HOPSR) and Extra Care Demand Assessor (ECDA) have also been used.11

**Population change**

Between 2019 and 2039 the East Riding population is projected to increase by 6% from 342,900 to 362,000. The overall rate of population growth over the period is slower than for England and the region. However, there is a distinct difference between growth of the over 55 and under 55 age groups; the former set to decline by 3% and the latter increasing by 18%.

**Figure 12**

<table>
<thead>
<tr>
<th>Age group</th>
<th>Population (000s) 2019</th>
<th>Population (000s) 2039</th>
<th>Total change 2019-39 (000s)</th>
<th>% change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 55</td>
<td>203.6</td>
<td>198.3</td>
<td>-5.3</td>
<td>-3%</td>
</tr>
<tr>
<td>Over 55</td>
<td>139.3</td>
<td>163.7</td>
<td>24.4</td>
<td>18%</td>
</tr>
<tr>
<td>All</td>
<td>342.9</td>
<td>362.0</td>
<td>19.1</td>
<td>6%</td>
</tr>
</tbody>
</table>

The following figure provides a breakdown of population change in East Riding by broad age band; there will be a decline in the 55-64 age bracket however there will be significant increases in the over 65 population.

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10 [https://www.gov.uk/guidance/housing-for-older-and-disabled-people](https://www.gov.uk/guidance/housing-for-older-and-disabled-people) paragraph: 004 Reference ID: 63-004-20190626

11 [https://www4.shu.ac.uk/research/cresr/news/housing-older-people-supply-recommendations-hopsr](https://www4.shu.ac.uk/research/cresr/news/housing-older-people-supply-recommendations-hopsr)
Older households

Over the period 2019 to 2039, the proportion of households in East Riding where the oldest person is aged over 85 will grow faster than any other age group followed by those aged between 75 and 84. In 2039 63% of all households in East Riding will be aged over 55; an increase of approximately 16,000 households.

**Figure 14 SNPP 2014 household projections**

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2019</th>
<th>2039</th>
<th>2019-2039 % Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 25</td>
<td>2,523</td>
<td>2,680</td>
<td>6%</td>
</tr>
<tr>
<td>25-34</td>
<td>12,987</td>
<td>11,109</td>
<td>-14%</td>
</tr>
<tr>
<td>35-44</td>
<td>19,428</td>
<td>19,329</td>
<td>-1%</td>
</tr>
<tr>
<td>45-54</td>
<td>29,004</td>
<td>27,781</td>
<td>-4%</td>
</tr>
<tr>
<td>55-64</td>
<td>28,445</td>
<td>23,693</td>
<td>-17%</td>
</tr>
<tr>
<td>65-74</td>
<td>29,017</td>
<td>29,541</td>
<td>2%</td>
</tr>
<tr>
<td>75-84</td>
<td>20,461</td>
<td>30,040</td>
<td>47%</td>
</tr>
<tr>
<td>85+</td>
<td>7,920</td>
<td>18,651</td>
<td>135%</td>
</tr>
<tr>
<td>Grand Total</td>
<td>149,785</td>
<td>162,824</td>
<td>9%</td>
</tr>
</tbody>
</table>
The increase in the number of older households in East Riding over the next twenty years will result in a change in the requirements of the housing stock; more homes will be needed that are suitable for older people to live in. This could be specialist housing similar to today’s models, different forms of specialist housing, or mainstream housing (e.g. accessible and adaptable housing). With a larger number of older person households there could be an increase in the number of moves among older person households. Therefore the demand for bungalows and the need for accessible and adaptable homes are likely to increase; bungalows because they are popular among older person households and accessible and adaptable homes because they allow the older people that move to them to live there for longer despite changing health needs.

The current government approach is to support such developments but allow decisions to be made locally. PPG states that, where an identified need exists, plans are expected to make use of optional technical standards guidance to help bring through an adequate supply of accessible housing. Population and household projections suggest that such a need exists and it is recommended that a minimum requirement is set for a proportion of new housing that is delivered to M4 (2) Category 2: Accessible and adaptable dwellings, as outlined in the following figure.12

## Requirement

<table>
<thead>
<tr>
<th>Optional requirement</th>
<th>Limits on application</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Part M access to and use of buildings</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Category 2 – accessible and adaptable dwellings</strong></td>
<td></td>
</tr>
<tr>
<td><strong>M4 (2) optional requirement</strong></td>
<td>Optional requirement M4(2)</td>
</tr>
<tr>
<td>(1) Reasonable provision must be made for people to –</td>
<td>a) May apply only in relation to a dwelling that is erected;</td>
</tr>
<tr>
<td>a) Gain access to; and</td>
<td>b) Will apply in substitution for requirement M4 (1)</td>
</tr>
<tr>
<td>b) Use, the dwelling and its facilities.</td>
<td>c) Does not apply where optional requirement M4 (3) applies</td>
</tr>
<tr>
<td>(2) The provision made must be sufficient to-</td>
<td>d) Does not apply to any part of a building that is used solely to enable the building or any service or fitting in the building to be inspected, repaired or maintained.</td>
</tr>
<tr>
<td>a) Meet the needs of occupants with differing needs including some older and disabled people; and</td>
<td></td>
</tr>
<tr>
<td>b) To allow adaptation of the dwelling to meet the changing needs of occupants over time</td>
<td></td>
</tr>
</tbody>
</table>

Demographic projections suggest that there will be an additional 16,400 households aged over 55 by 2039. Modelling of demographic change and moving patterns has been undertaken which result in a requirement for an estimated additional 295 ‘mainstream’ dwellings per annum which are accessible and adaptable for the growing older population.

The modelling has also been undertaken at a housing sub-area; the estimates are presented in the following figure.
Figure 16

<table>
<thead>
<tr>
<th>Sub-area</th>
<th>2019-2039</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beverley</td>
<td>760</td>
</tr>
<tr>
<td>Bridlington</td>
<td>1,000</td>
</tr>
<tr>
<td>Goole</td>
<td>760</td>
</tr>
<tr>
<td>Holderness</td>
<td>1,000</td>
</tr>
<tr>
<td>Hull Borders</td>
<td>1,600</td>
</tr>
<tr>
<td>Wolds</td>
<td>760</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>5,900</strong></td>
</tr>
</tbody>
</table>

**Housing size and tenure**

In East Riding, the majority of older households are owner-occupiers with the vast majority owning their home outright. 13% of over 65s live in social rented accommodation and 5% live in the private rented sector.

The following figures outline the prevalent trends for housing amongst households aged 55 and over. There is a distinct difference between the size of housing occupied by older people in the market and affordable sector; 64% of over 55s living in market housing have 3 or more bedrooms compared to 19% in the affordable sector. As households age the number of bedrooms that they occupy reduces, however just under half of all households aged 85 or over living in market housing have 3 or more bedrooms. The majority of affordable housing tenants aged over 55 (81%) live in one or two bed accommodation compared to 35% of household in market accommodation.
Figure 17

<table>
<thead>
<tr>
<th></th>
<th>55-65</th>
<th>65-75</th>
<th>75-85</th>
<th>85+</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 bed</td>
<td>3%</td>
<td>4%</td>
<td>5%</td>
<td>7%</td>
<td>4%</td>
</tr>
<tr>
<td>2 bed</td>
<td>23%</td>
<td>31%</td>
<td>40%</td>
<td>44%</td>
<td>31%</td>
</tr>
<tr>
<td>3 bed</td>
<td>44%</td>
<td>44%</td>
<td>41%</td>
<td>39%</td>
<td>43%</td>
</tr>
<tr>
<td>4 bed</td>
<td>30%</td>
<td>20%</td>
<td>13%</td>
<td>10%</td>
<td>21%</td>
</tr>
</tbody>
</table>

Figure 18

<table>
<thead>
<tr>
<th></th>
<th>55-65</th>
<th>65-75</th>
<th>75-85</th>
<th>85+</th>
<th>All</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 bed</td>
<td>30%</td>
<td>39%</td>
<td>41%</td>
<td>50%</td>
<td>39%</td>
</tr>
<tr>
<td>2 bed</td>
<td>42%</td>
<td>43%</td>
<td>44%</td>
<td>38%</td>
<td>42%</td>
</tr>
<tr>
<td>3 bed</td>
<td>26%</td>
<td>18%</td>
<td>14%</td>
<td>11%</td>
<td>18%</td>
</tr>
<tr>
<td>4 bed</td>
<td>2%</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
</tr>
</tbody>
</table>

Based on analysis of housing tenure and how older people occupy housing a recommended split of older person’s housing by tenure and bedroom size is outlined in the following figure.

Figure 19

<table>
<thead>
<tr>
<th></th>
<th>Market housing</th>
<th>Affordable housing</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 bed</td>
<td>10%</td>
<td>40%</td>
</tr>
<tr>
<td>2 bed</td>
<td>35%</td>
<td>40%</td>
</tr>
<tr>
<td>3 bed</td>
<td>45%</td>
<td>20%</td>
</tr>
<tr>
<td>4 bed</td>
<td>10%</td>
<td>0%</td>
</tr>
</tbody>
</table>

Specialist housing for older people

By 2035, 25,935 (22%) of those aged over 65 will have a limiting long term illness that limits their day to day activities a lot. It is predicted that 7.96% of over 65s will have dementia by 2035 this represents a significant increase between 2019 and 2035 of 54%.13

Given the ageing population and higher levels of disability and health problems amongst older people there is likely to be an increased requirement for specialist housing options. The analysis in this section draws on data from the Housing Learning and Information Network’s (Housing LIN) Strategic Housing for Older People Analysis (SHOP@) tool. The SHOP@ calculates the prevalence rates for different types of specialist housing for persons aged 75

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13 https://www.poppi.org.uk/
and over in different authority areas. Comparisons are also made with the outputs from the CRESR HOPSR toolkit.

SHOP@ modelling estimates that there is a need for an additional 4,794 specialist units (sheltered housing, enhanced sheltered housing and extra care/ community wellbeing schemes with 24/7 support) for older people over the period 2019-2039; this equates to 240 per annum. This is broken down by type in the following figure.

**Figure 20**

<table>
<thead>
<tr>
<th>Type of specialist units</th>
<th>Total additional requirement 2019-2039</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered housing</td>
<td>3,525</td>
</tr>
<tr>
<td>Extra Care with 24/7 support/ Enhanced sheltered housing</td>
<td>1,269</td>
</tr>
<tr>
<td>Total specialist housing need (units)</td>
<td>4,794</td>
</tr>
<tr>
<td>Specialist housing need per annum</td>
<td>240</td>
</tr>
</tbody>
</table>

Based on the outputs of the SHOP@ tool, further modelling has been undertaken to provide an estimate of the need for specialist housing at a housing sub-area level over the period 2019 to 2039. The results are presented in the following figure.

**Figure 21 Modelling of specialist housing at a housing sub-area level**

<table>
<thead>
<tr>
<th>2019-2039</th>
<th>Beverley</th>
<th>Bridlington</th>
<th>Goole</th>
<th>Holderness</th>
<th>Hull</th>
<th>Borders</th>
<th>Wolds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered housing</td>
<td>504</td>
<td>544</td>
<td>540</td>
<td>571</td>
<td>859</td>
<td>508</td>
<td></td>
</tr>
<tr>
<td>Extra Care with 24/7 support/ Enhanced sheltered housing</td>
<td>182</td>
<td>196</td>
<td>194</td>
<td>203</td>
<td>309</td>
<td>183</td>
<td></td>
</tr>
<tr>
<td>Total specialist housing need (units)</td>
<td>686</td>
<td>740</td>
<td>734</td>
<td>777</td>
<td>1168</td>
<td>691</td>
<td></td>
</tr>
<tr>
<td>Specialist housing need per annum</td>
<td>34</td>
<td>37</td>
<td>37</td>
<td>39</td>
<td>58</td>
<td>35</td>
<td></td>
</tr>
</tbody>
</table>

Further modelling has been undertaken based on the CRESR methodology which has been updated to reflect the period 2019 to 2039. The findings are displayed in the following figure.
Figure 22 Specialised housing modelling based on CRESR methodology

<table>
<thead>
<tr>
<th>Type of specialist units</th>
<th>Total additional requirement 2019-2039</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered housing</td>
<td>4,176</td>
</tr>
<tr>
<td>Extra care with 24/7 support</td>
<td>495</td>
</tr>
<tr>
<td>Enhanced sheltered housing</td>
<td>4,671</td>
</tr>
<tr>
<td>Total specialist housing need (units)</td>
<td>233</td>
</tr>
</tbody>
</table>

CRESR identifies the need for a total of 233 sheltered, enhanced sheltered and extra care units per annum. This is similar to the figure of 240 per annum produced by the SHOP@ tool. However, there are differences between the individual types of housing; the SHOP@ tool recommends that enhanced sheltered and extra care should make up approximately 25% of specialist units and the CRESR model estimates that they should account for approximately 10% of units.

Further modelling has been undertaken at a sub-area level – refer to figure below.

Figure 23

<table>
<thead>
<tr>
<th>Type of specialist units</th>
<th>Beverley</th>
<th>Bridlington</th>
<th>Goole</th>
<th>Holderness</th>
<th>Hull Borders</th>
<th>Wolds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sheltered housing</td>
<td>597</td>
<td>694</td>
<td>639</td>
<td>676</td>
<td>1017</td>
<td>602</td>
</tr>
<tr>
<td>Extra care with 24/7 support</td>
<td>Enhanced sheltered housing</td>
<td>71</td>
<td>77</td>
<td>76</td>
<td>81</td>
<td>121</td>
</tr>
<tr>
<td>Total specialist housing need units</td>
<td>668</td>
<td>720</td>
<td>715</td>
<td>757</td>
<td>1138</td>
<td>673</td>
</tr>
<tr>
<td>Specialist housing needs per annum</td>
<td>33</td>
<td>36</td>
<td>36</td>
<td>38</td>
<td>57</td>
<td>34</td>
</tr>
</tbody>
</table>

Need for additional Residential/Nursing Care Home- C2 Accommodation

As well as the need for specialist housing for older people this analysis considers registered care needs. Demographic modelling highlights the potential need for an additional 140 registered care bed-spaces per annum for older people (aged 75 or over) between 2019 and 2039. Given new models of provision it may be the case that an increase in this number would not be required. There will however need to be a recognition that there may be some additional need for particular groups such as those requiring specialist nursing or for people with dementia.

In relation to both specialist and Registered Care Housing, it is important to note that the figures quoted relate to factual evidence. It will be necessary in responding to such needs to consider wider policy matters (including the need for other forms of housing), spatial priorities and scheme viability.
The highest proportions of older residents (aged 65 and over) in the East Riding live in Bridlington North, North Holderness, and Cottingham South, and this is shown on the map below.

**Figure 24**

![Map showing the distribution of older residents in the East Riding](image)

**Hometrack 2017 (Census 2011 figures)**

However, the absolute numbers indicate that the greatest numbers of older people live in Bridlington North.
Caution is required when identifying the future need/demand for different types of homes for older people. For example where there is no stock of a particular type in a certain area, it is less likely that there will be any evidence of need or demand. Equally, where older people are unaware of the housing options open to them such as shared ownership or extra care, again demand will not be evidenced. However, by combining the evidence which is available with a more generalised assessment of older people’s housing need, a picture of potential demand can be built up.

Figure 26 below shows the numbers of extra care units required in each ward by 2020, and given that extra care schemes need a minimum number of units to be viable this is indicative of demand over a wider area. Also shown are the number of units provided by existing schemes, which will need to be deducted.
Additional extra care schemes are currently being considered in a number of locations across the East Riding, and formal planning applications are anticipated in the near future.

The mechanisms set out above to calculate housing need are dependent on assumptions about the proportions of older people who need certain types of accommodation.

However, where new models such as retirement villages and extra care are emerging there is potential for these to be higher demand than envisaged, since they address some of those lifestyle aspirations which have been highlighted as important for those reaching older age now.

**Shared Ownership**

Currently there are only 6 homes for older people in the East Riding which are offered as shared ownership, and these are provided by Housing and Care 21 as part of their extra care scheme in Bridlington. These are not widely advertised, but there have been 5 enquiries for possible vacancies in these homes so far in 2017.

Savills paper, *Housing for Older People 2017*, explores the potential demand from older people for shared ownership homes. Nationally they consider that 40% of older homeowners could afford to downsize and have at least £50,000 left over. Social landlords, providing rented sheltered housing for those less well off, account for a further 35% of the elderly population, leaving a ‘squeezed middle’ of 25% who may be interested in other low cost options such as shared ownership.
The Council is currently progressing plans to purchase shared ownership properties on new-build sites through Section106 provision, and some of these could be targeted at meeting the needs of older people in order to test the market. However, it is clear that the Council needs to further explore the demand for different types of housing for older people, and ensure that they are aware of all the options available to them.

**Council Housing**

In terms of the Council’s social housing provision for older people, analysis of the Housing Register at February 2018 showed that there were 2,074 applicants over the age of 60 waiting for affordable housing (not including transferring tenants). However, only 405 of those applicants (around 19%) had a reasonable preference for housing, with the remainder adequately housed at present.

The number with reasonable preference includes a small but significant number of older people who approach the Council as homeless each year. It would appear that a large proportion of these households come from the private rented sector, with ‘end of assured shorthold tenancy’ being their main reason for homelessness. In the first three quarters of 2017/18 there were 26 people aged over 60 (10 of whom were over 65) who were accepted as homeless by East Riding Council.

The over 60s represented 11.3% of homeless acceptances in the first three quarters of 2017/18 which is considerably higher than the national average of 4%. The provision of suitable and affordable accommodation options for older people may help to reduce the numbers going down the homelessness route, particularly as it would appear that the insecurity of renting in the private sector is a significant factor.

Of the total 2,074 applicants on the Council’s housing register who are aged over 60, 554 are specifically waiting to downsize to a smaller home; 237 are couples and 317 are single people. 60 of these were Council tenants registered for a transfer, which would indicate that there are 494 households in the wider housing market who wish to move to Council owned accommodation.

According to applications received, the main reasons new applicants aged over 60 give when applying for social housing are medical, social or welfare. However, these are reasons which will give greater housing priority to applicants under the Allocations scheme, and will therefore be recorded as the overriding issue. It is more likely that people over 60 applying for social housing as a new tenant do so because they have insufficient funds or equity to be able to afford a suitable home on the open market, or in order to free up funds for other reasons. As an example the proceeds of the sale of a 3 bed property in some areas may be insufficient to fund the purchase of a specialist retirement apartment.

The following tables show, from analysis of the Housing Register, that 29% of new applicants for a council tenancy over the age of 60 currently live in family housing of 3 bedrooms or more, whilst for transferring tenants aged over 60 the figure is much lower at 10%.
Figure 27 Current property type occupied by NEW applicants aged over 60 on the housing register

<table>
<thead>
<tr>
<th>Type</th>
<th>0%</th>
<th>1%</th>
<th>2%</th>
<th>3%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bungalow</td>
<td>0%</td>
<td>4%</td>
<td>16%</td>
<td>3%</td>
</tr>
<tr>
<td>Flat</td>
<td>1%</td>
<td>12%</td>
<td>7%</td>
<td>0%</td>
</tr>
<tr>
<td>House</td>
<td>1%</td>
<td>2%</td>
<td>18%</td>
<td>25%</td>
</tr>
<tr>
<td>Other</td>
<td>3%</td>
<td>4%</td>
<td>3%</td>
<td>15%</td>
</tr>
<tr>
<td>Grand Total</td>
<td>5%</td>
<td>22%</td>
<td>44%</td>
<td>29%</td>
</tr>
</tbody>
</table>

Source: Housing Register Analysis December 2017

Figure 28 Current property type occupied by TRANSFERRING tenants aged over 60 on the housing register

<table>
<thead>
<tr>
<th>Type</th>
<th>0%</th>
<th>1%</th>
<th>2%</th>
<th>3%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bungalow</td>
<td>0%</td>
<td>14%</td>
<td>13%</td>
<td>0%</td>
</tr>
<tr>
<td>Flat</td>
<td>0%</td>
<td>26%</td>
<td>30%</td>
<td>0%</td>
</tr>
<tr>
<td>House</td>
<td>0%</td>
<td>0%</td>
<td>4%</td>
<td>10%</td>
</tr>
<tr>
<td>Other</td>
<td>2%</td>
<td>0%</td>
<td>1%</td>
<td>0%</td>
</tr>
<tr>
<td>Grand Total</td>
<td>2%</td>
<td>40%</td>
<td>47%</td>
<td>10%</td>
</tr>
</tbody>
</table>

Source: Housing Register Analysis December 2017

This demonstrates that encouraging the targeted use of transfers could help to free up larger Council homes for families on the waiting list at the same time as addressing the housing preferences of the occupants. At December 2017 this would equate to 42 homes. However, housing those older people on the waiting list who currently live in larger homes not owned by the Council could potentially free up 565 larger homes in the wider housing market (if sufficient suitable Council properties were available to meet that need).

Assessing older people’s preferences on the waiting list generally, the chart below demonstrates that one bedroom properties are in the greatest demand although location is key with some homes being classed as difficult to let and others in high demand. The Holderness and Bridlington housing market areas have the highest overall demand in terms of numbers on the list, and already house higher numbers of older population generally.
Between 2012 and 2017, 752 Council tenants terminated their tenancy to move into residential care. Of these, 93 (12%) were living in houses or flats above ground floor level, and it is reasonable to assume that had suitable accommodation come available at the right time, some of these tenants could have moved into level access accommodation, and a proportion may have been able to continue living independently.
Issues around housing for older people were discussed at one of the workshops at East Riding of Yorkshire’s Rural Housing Seminar on 22nd May 2018.

There was a wide ranging discussion and the group generally agreed that a ‘one size fits all’ approach will not work; some older people wish to live in the community whilst others prefer to live with others of the same age. The importance of support, telecare/telehealth and good connectivity were agreed to be critical to success. Awareness of the housing options available to older people needs to be raised with clarification of the assistance and types of housing available – it’s not necessarily about moving into a ‘care home’ environment. Issues around affordability and different tenures were discussed – there’s plenty of availability at the higher end of the market, and more affordable options through social housing, but more is required for purchase at mid-range.

Consultation on the draft Strategy ran from 5th June to 21st August with a range of awareness raising sessions held across the East Riding. The first of these was held at the Driffield Show, and subsequently sessions were held in Beverley, Bridlington, Goole and Haltemprice.

A poster was used incorporating a chart which set out the potential housing requirements of older people with the strapline ‘Help Harry’, and the option to consider what he might need at 55, 75 and 85. An example can be seen below.

**Figure 30**

Whilst the outcomes which consultees evidenced on the chart were very much as expected, the events did provide opportunities for detailed discussions around housing in later life both generally and in respect of individual experience.
These events also supported the views shared at the previous workshop that evidence of need is more related to individual circumstances than it is to age alone.

The consultation was highlighted to a number of external partners:

- PAGER Pensioners Action groups;
- Communities Network Officer, ERVAS;
- Age UK;
- East Riding Equalities Network (EREN);
- Carers Advisory Group;
- Dementia Friendly East Riding;
- Healthwatch;
- HEY Smile Foundation;
- Older Peoples Partnership Hull and East Riding; and
- Registered Provider Partners

Opportunities for the public and stakeholders to provide feedback on the draft strategy were publicised on social media.

There were also more formal responses to the consultation on the Council’s website which ranged from strong support for our approach with a recommendation that land allocations should be identified through planning policy, through to highlighting issues relating to stamp duty and a shortage of suitable bungalow provision.
F Funding and Resources

Capital Funding

The following sources of capital funding are potentially available to deliver this Strategy, subject to the availability and / or successful bidding:

- Homes England (previously the Homes and Communities Agency);
- Private Developers – Section 106 for affordable units;
- Local Authority Capital Programme;
- Government capital grants, e.g. Department of Health, Re-ablement;
- Registered Providers – ability to borrow and own internal reserves;
- Local Authority borrowing on new build (subject to interest repayments and borrowing headroom);
- Local Authority Housing Revenue Account Reserves;
- Private Finance Initiatives;
- Private Investment; and
- Commuted sums.

Capital bids will be considered to develop new older people’s housing schemes or to improve, adapt or convert existing dwellings to make them suitable for older people as well as investing in the existing housing stock. Any opportunities for match funding and/or potential savings to the Authority and other bodies will be explored.

Revenue Funding

The following sources of revenue funding are available to deliver this Strategy, subject to the Council’s Business Plan and Financial Strategy:

- Care contracts;
- Housing related support contracts;
- Personal social care budgets;
- Personal health budgets;
- Housing (General Fund & HRA);
- Means tested/non-means tested benefits;
- Self-funders;
- Equity release/insurance; and
- Continuing Care (NHS).

Savings

It is predicted that there will be a huge increase in the numbers of older people with limiting long term illnesses, including dementia, and this will impact on NHS and social care budgets. It is suggested that the net benefit of providing capital investment in supported housing for
older people is £219 million, with most of the benefits coming from preventing costly hospital stays or residential care.\textsuperscript{14}

Recent research\textsuperscript{15} found that the provision of housing with care results in savings to Adult Social Care budgets. The amount of care required has been shown to reduce when older people move to specialist accommodation, and they are helped to stay healthy and avoid the need for more intensive care later on. Research in a scheme in N.E. Lincolnshire found that people living in extra care housing needed less formal care, as measured by the size of their ‘care packages’ than a control group in the community. They had fewer admissions into a care home and fewer deaths than the control group. After moving in to the extra care scheme their care package costs reduced by 16\% compared to the cost pre-admission. The saving to adult social care in home care costs was £2,400 per person per year.\textsuperscript{16}

The Valuing Retirement document sets out that the development of a single new specialist retirement housing unit may result in savings to the state as follows:

\begin{figure}
\centering
\begin{tabular}{|l|c|c|}
\hline
Type of saving & Estimated value per person & Estimated value per unit with 2 people \\
\hline
Health and Care needs & £9,700 & £19,400 \\
\hline
Local Authority social care Entitlement & £18,600 & £37,200 \\
\hline
First-time buyers and future retirement wealth & £54,800 & £54,800 \\
\hline
Total & £83,100 & £111,400 \\
\hline
\end{tabular}
\caption{Figure 31}
\end{figure}

\begin{enumerate}
\item \textsuperscript{14} Frontier Economics report for the Homes and Communities Agency on Specialist Housing in 2010: Frontier Economics (2010) Financial Benefits of investment in specialist housing for vulnerable and older people
\item \textsuperscript{15} Valuing Retirement Housing. Exploring the Economic Effects of Specialist Housing for Older People. Strategic Society Centre (Lloyd) August 2016
\item \textsuperscript{16} Source: Evaluating Extra Care – valuing what really matters. Housing LIN Case Study 129 (Lacey & Moody) Dec. 2016
\end{enumerate}
A more accurate assessment of the savings which can be achieved through the use of specialist retirement housing can be made using the calculation method referenced below\(^\text{17}\). This uses the following inputs:

- Average weekly cost of long term residential care (which in the East Riding is £552)\(^\text{18}\)
- Average older person will require 9 months of residential care in their lifetime

\[
\text{Care @ £2,390 per month (\£552 x 4.33)}
\]
\[
\times 9 \text{ months} = \£21,511 = \text{Average expected lifetime cost of residential care for a person living in mainstream housing}
\]

Extending the calculation, if we then assume that an older person living in a specialist retirement housing unit is 0.75% as likely to move into residential care as someone in mainstream housing, we can estimate that the average expected lifetime cost of residential care for a person in specialist retirement housing is £16,133.

\[
\text{Care @ £2,390 per month (\£552 x 4.33)}
\]
\[
\times 6.75 \text{ month} = \£16,133 = \text{Average expected lifetime cost of residential care for a person living in specialist housing}
\]

This would represent a saving of around £5,378 per person in the East Riding.

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\(^{18}\) Projected weekly average for 2018/19