

**Eastbourne Older People's Housing & Support  
Strategy 2007-27**

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## **Eastbourne Older People's Housing & Support Strategy 2007-27**

<b>Introduction</b>	2
<b>Strategic Context</b>	3-8
<b>Consultation</b>	9-13
<b>Need forecasting for Older People in Eastbourne</b>	14-27
<b>Mapping resources - supply</b>	27-32
<b>Gaps emerging from needs and supply data</b>	33-35
<b>The Market</b>	35-36
<b>Resources, Funding and Financial</b>	37-40
<b>Partnerships – to be completed</b>	41
<b>Strategic direction and desired outcomes - Action Plan</b>	
<b>Monitoring Arrangements – see Action Plan</b>	
<b>Appendices (including Glossary)</b>	

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## Introduction

This strategy sets out a plan for the development of a range of local housing-related options for older people within Eastbourne Borough Council in response to locally assessed needs. It covers housing, including extra care, and support services and is designed to provide a framework for commissioning.

In 1998 the publication “Home Alone” (1998)<sup>1</sup> drew attention to the links between housing and community care for older people. It is now well recognised that Housing and Support options need to be developed that will result in a wider choice, greater independence and control for older people in line with changing aspirations. To achieve this, links need to be made across strategies and policies, particularly between housing, social care, Supporting People and health. This strategy has therefore been developed in partnership with a range of key stakeholders in the Borough, specifically:-

- Adult Social Care Services (East Sussex County Council)
- Eastbourne Borough Council /Eastbourne Homes Ltd
- Eastbourne and Downs PCT
- Supporting People
- Wealden & Eastbourne Lifeline
- Sussex Partnership Trust
- Age Concern; Care for the Carers; Alzheimer’s Society;
- Eastbourne Care & Repair

### Vision

This Older People’s Housing and Support strategy focuses primarily on people over 65. It also considers the longer term needs of the ‘rising elderly’ (over 50’s) in looking forward to possible developments up until 2027.

The aim of the strategy is

*‘To enhance the social inclusion, dignity, choice and independence of older people living in Eastbourne Borough boundaries through*

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- ❖ *Enabling them to remain in their own homes for as long as possible*
- ❖ *Enabling the development of a range of options for housing care and support in later life and facilitating active and informed choices*

The strategy has been considered by the Cabinet and Board members of all those partners involved in its development and has been formally adopted by the East Sussex Health, Housing, Social Care and Probation Strategic Forum - the key commissioning body for local housing related support services.

## **1. Strategic Context**

### **1.1 The National Strategic Context**

The housing, care and support needs of older people have been widely researched and reviewed in recent years as people are living longer and their aspirations are changing.

A four-year research programme by the Joseph Rowntree Foundation found that services are still based on assumptions that older people represent a burden on services rather than being able to make positive contributions to society themselves and entitled to the same freedom of choice and quality of services as others.

Similar issues are raised in 'Excluded Older People' based on consultation with older people by the Social Exclusion unit. Older people want services work together services, early intervention to prevent problems becoming worse and the need for more expensive solutions at a later stage; and to be involved in the design and delivery of services.

The English Longitudinal Study in Ageing (ELSA)<sup>2</sup> identified seven dimensions of social exclusion and the characteristics of those at greatest risk of multiple exclusion – i.e. exclusion from a number of activities. The research indicated that people living alone in rented accommodation, on a low income, with no access to their own transport and suffering from depression were at high risk of social exclusion. Although these factors were seen to be independent of age, people over 80 with limited mobility, in poor health in city areas are also particularly at risk. This inevitably relates to how older people view their quality of life, with people excluded on a number of dimensions reporting a much lower quality of life. Those reporting the lowest quality were excluded from what the author's term 'the basic dimension' – namely, access to finance, health services and local facilities such as shops.

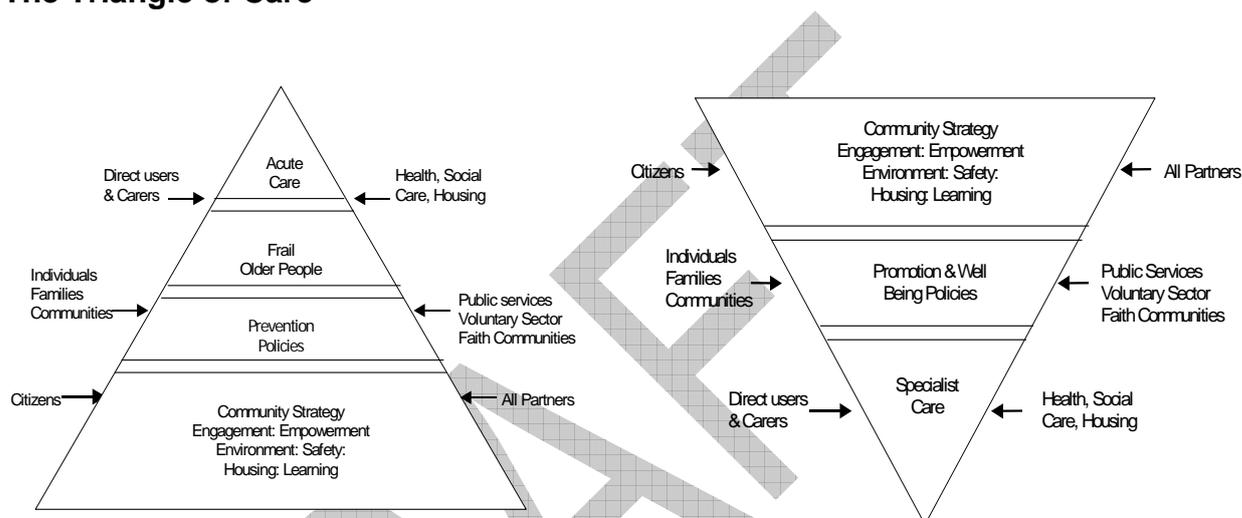
'All Our Tomorrows: Inverting the Triangle of Care'<sup>3</sup> describes a shift away from a focus on acute care and the most frail older people to a more preventative approach. The concept of a triangle of care is used to depict

<sup>2</sup> *Social Exclusion of Older People: future trends and policies – think piece* ( New Horizons Research Programme, Department of Communities and Local Government, June 2006).

<sup>3</sup> *All Our Tomorrows: Inverting the Triangle of Care* Association of Directors of Social Services October 2003

how most resources currently go to the few. This triangle needs to be inverted, putting community engagement and the promotion of well-being at the top in terms of both importance and resources. The extension of universal services for all older people should be crucial to all agencies. Individuals would benefit from this approach as well as the health and social care economy as a whole (through reduced pressure on services) and the local community (becoming sustainable and retaining its diversity and history).

## The Triangle of Care



Appendix A lists some of the key policy documents which need to be considered in the development of local commissioning plans. They set out the national agenda related to older people, emphasizing the importance of maintaining older people as active citizens within their own communities, living an independent life as possible as follows:-

### Social inclusion

The publication 'Opportunity Age' is the Government's strategy for an ageing society. The strategy aims to end the perception of older people as dependent; ensure that longer life is healthy and fulfilling; and that older people are full participants in society. It was first published in 'Opportunity Age: Meeting the challenges of ageing in the 21st century' in March 2005.<sup>4</sup>

**Housing:** The Department of Communities and Local Government Housing policy is focused around increasing choice for users of housing services, increasing the supply of new housing, improving the condition of existing social and private sector housing, preventing homelessness, and creating sustainable communities where people want to live. The Housing Corporation funds the majority of non-market housing, including both general needs housing occupied by older people, and sheltered and extra care schemes. Its policy is to use its resources to ensure housing for older people is provided within inclusive communities that respond to their need for support, care,

<sup>4</sup> Department for Work and Pension, March 2005

choice, independence and a high quality of life, and involve people in the design of services.

**Health:** The agenda for health trust is set within the National Service Framework and more recent supporting documents, including “A New Ambition for Older Age” It continues the emphasises on independence, well-being and choice, but also covers dignity in care and at the end of life; stroke services; prevention of falls; mental health in old age; services to people with complex needs; urgent care; and healthy ageing.

**Social Care:** The agenda for care services is set out in the White Paper, ‘Our Health, Our Care, Our Say’ which addresses the future of Adult Care Services and is based on ‘what people have told us that they want’. The aims are to improve the health and quality of life for adults with care needs and to enable them to make a positive contribution, exercise choice and control, and enjoy freedom from discrimination or harassment, economic well-being and personal dignity. The desired outcomes set out in the White Paper have been used as a framework for the actions set out later in this strategy.

**Housing Related Support:** The Supporting People programme has been in place since April 2003 and is currently undergoing a fundamental review. It is expected that increased emphasis will be given to joint working and commissioning between the key health, social care and support agencies.

### **Key messages from National strategies**

- **An increasingly ageing population presents challenges and opportunities**
- **Planning needs to be long-term, aiming at the ‘baby-boomer’ generation**
- **Older people are part of the ‘social capital’ of an area – authorities enable their social inclusion and promote their role as active citizens**
- **Communities and good accommodation are vital factors for a high quality of life in old age**
- **The aspirations of older people should be addressed through increasing available options of housing and housing support and ways of paying for it**
- **All housing related developments need to be accessible, inclusive socially and economically and environmentally sustainable**
- **Older people themselves should be involved in the design and delivery of care**
- **Resources need to be shifted away from a focus on acute care prevention towards mental and physical wellbeing in old age.**
- **Provision should be responsive and flexible and delivered close to home. It should reflect a wide range of needs and situations including mental health and other complex needs**
- **Provision should be available regardless of tenure**

- **All developments must consider the needs of local BME<sup>5</sup> communities**
- **People living with long term conditions, including dementia, need to be helped to maintain independence for as long as possible**
- **Importance of joint planning across social care, housing, health, planning and the independent sector**
- **Authorities to act as 'strategic enablers' facilitating private sector development as appropriate**
- **Shifts in investment will be required**

## **1.2 The Regional Context<sup>6</sup>**

Increasingly, a cross-boundary approach is being taken to housing and support development in line with the Government's agenda. In particular this approach applies to the commissioning and development of specialist provision e.g. supported housing for people with dementia and extra care housing.

The **South East Regional Housing Strategy** identifies Eastbourne as the area with the highest proportion of people aged 65+ in the region. The Strategy highlights the need for an increased supply of high quality affordable housing for older people. A key target, set by the government, is for social landlords to bring all their housing up to the Decent Homes Standard by 2010.

## **1.3 The Local Strategic Context**

**Eastbourne Borough Council's Housing Strategy 2003 – 2008** identifies a number of actions required to improve services to older people. Most significantly the Strategy aims to increase support services to a wider range of tenants in the Council's own housing.

Another key target impacting most on older people is the Telecare project. Eastbourne Borough Council (EBC) participated in a pilot of Telecare two years ago. The Assistive Technology Grant from Department of Health is for £900,000 over two years (2006 to 2008) across the County.

### **The East Sussex Adult Social Care three year plan**

This plan reflects the national policy agenda emphasising the need to develop more preventative services in partnership with housing, healthcare and voluntary organisations, with an emphasis on intensive home care and community-based services for older people to support people in their own homes. Specifically, the plan aims to help 7000 older people to live at home (compared with 6517 in 2005/6) by 2009/10. A joint commissioning strategy

<sup>5</sup> Black and Minority Ethnic Communities

<sup>6</sup> For full list of strategic references see Appendix A

for services to people over 65 is currently being developed by Adult Social Care Services, East Sussex Primary Care Trusts and Housing to be in place by April 2007. It will draw on a range of identified strategic priorities including the individual Locality Housing and Support Strategies. The Joint Commissioning Strategy will inform future service planning and commissioning of care, health, housing and preventative services for older people in the county.

### **East Sussex Supporting People Strategy 2003**

This strategy sets out the key strategic commissioning aims for the Supporting People programme. It identifies a significant gap in housing related services for older people many of whom live in general needs housing but would like the same services as sheltered tenants received delivered to them in their own home.

The strategic commissioning aims include increasing the proportion of floating support units to all client groups, extending support services to vulnerable people in the private rented and owner-occupier sectors, and keeping the need for specialist services under review. A key aim is to continue improving services to older people.

The Strategy will be reviewed over the coming year with a new framework for commissioning to ensure wider coverage and greater flexibility of housing-related support services. The model for support services set out in this strategy has been developed in discussion with Supporting People to ensure it is broadly in line with the kind of service model likely to be developed in the future. We recognise, however, that this may need to be adapted as wider discussions contribute to a more developed model.

Discussions to date have recognised that there is a diversity of needs within different groups, such as older people, and an often complex range of needs. Many people may have no support needs apart from short periods, for example, around a hospital admission and subsequent discharge. A smaller group, however, have ongoing support needs because of additional physical or mental health issues, including, for example, dementia, enduring mental health problems, alcohol dependency, and learning disabilities. Models of support service need to allow for this diversity and be sufficiently flexible to meet different needs as they arise or diminish.

### **East Sussex Community Strategy**

Every local authority is expected to develop a Community Strategy through wide ranging consultation with local residents and stakeholders. East Sussex County Council's current strategy 'Pride of Place', includes a number of priorities relevant to older people in Eastbourne, including tackling the problems of the most deprived communities; modernising communications (including transport); creating faster and easier access to services; and improving community safety. A specific priority is to improve support services

to older people, empowering them to live the way they choose, valuing their skills, expertise and contribution to the community, and ensuring that care is organised around people and not around services.

**Eastbourne's Community Strategy, 2005-2010 "Shaping a Future Together"** also prioritises:

- A housing market that provides greater housing choices for all
- High quality condition and management in all housing stock
- Appropriate housing with support for vulnerable people

### **East Sussex Local Area Agreement: (LAA) 'Altogether Better'**

The LAA is the delivery arm of the Community Strategy, developed through local strategic partnerships and joint working. East Sussex's Local Area Agreement sets out a range of outcomes and targets all of which can only be achieved through partnership working between different agencies.

### **Planning – Eastbourne Local Development Framework**

This is a set of Local Development documents which provide the framework for planning strategy, including decisions about land usage in the local area. The Core Strategy sets out the long-term strategic vision and is currently under consultation. One issue under consideration is how planning policy can address the needs of special interest groups, including older people. Questions under discussion include: - the provision of housing suitable for adaptations, meeting Lifetimes Homes Standards, and the allocation of sites for accommodation for vulnerable people in accessible locations

#### **Key messages from Regional, East Sussex and local strategies**

- The Sussex coastal region is one of the most deprived parts of SE Region (SE Regional strategy)
- East Sussex has the highest population of people over 80 nationally (all)
- We need to reduce reliance on residential care, respond to increasing aspirations (ASC 3 yr plan)
- People should be enabled to live in high quality, well-designed accommodation and receive care and support at home (3yr plan)
- 150 Extra Care units needed across the county for people living with dementia (report on ExtraCare Housing)
- New developments to be done in partnerships between Health, Housing, Adult Social Care and the independent sector (all)
- Service users should have positive experiences of all services(LAA)
- Older people should be more engaged in the development of local services (LAA)
- Health outcomes for East Sussex residents need improving including Improved wellbeing and choice for older people and those living with long-term conditions (LAA)
- Hospital admissions and delayed discharges need reduction
- Target SP on people in greatest need (SP)

## 2 Consultation<sup>7</sup>

### 2.1 What people want – National evidence

National research indicates that as people age their homes become more significant in defining their identity and shaping their lives. Most surveys show that the majority of people want to remain in their own homes as they age. A study by Counsel & Care<sup>8</sup> showed 82% of respondents wishing to remain in their own homes. Other surveys show similar figures of between 77% - 80%.

Not only are people less willing and likely to move home in older age but they also spend proportionately more time within the home<sup>9</sup>.

Research also suggests that the number of people who plan and act in advance to avoid housing difficulties is low. A significant finding from the Life Force study carried out by Age Concern in 2004 is the tendency not to link the desire for maintaining independence (ranked as the Number One concern for people now and in the future) with the need to think about the impact of their current housing on this priority ('the availability of suitable housing' was ranked only 17). When asked to predict the situation in 20 years time, a large proportion of people felt there would be more demand for housing choice. This suggests that **expressed demand** is not a good indicator of **actual demand**.

However, the Department of Health indicates a growth in demand by older people or very sheltered for Extra Care Housing for rent or sale.<sup>10</sup>

Key messages from older people about their housing preferences in later life<sup>11</sup> are as follows:-

- ❖ Housing should be well designed with growing older in mind – adaptable '*houses for life*'
- ❖ Older people must be involved in planning future housing options and housing design and have choices to enable them to make decisions and take control of their lives
- ❖ More funding needs to be made available to improve and adapt private housing, backed up by reliable repairs and maintenance
- ❖ Housing must be accessible to good local transport, facilities and amenities

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<sup>7</sup> See Appendix B for references to recent surveys nationally and locally

<sup>8</sup> '*Housing Choices in Old Age*'. Counsel & Care and the Dept of Applied Social Science at Lancaster University, 2003.

<sup>9</sup> 'Building Our Futures:' p16

<sup>10</sup> Department of Health 2004, *ExtraCare Housing for Older People: an introduction for commissioners*. London

<sup>11</sup> *Older People's Strategies; taking account of Older People's views* Housing and Older People Development Group 2006

- ❖ Older people need more space that is able to meet their needs, not less. This means 2 not 1-bedroom properties both for single and couple households and rooms need to be larger with good storage.<sup>12</sup>
- ❖ People want real choice, based on access to information and a range of housing options
- ❖ Sheltered housing units are experienced as too small and not allowing people to live normally, have family and friends to stay, maintain privacy and move around safely.<sup>13</sup>

The Counsel & Care study (*op.cit*) reflects the influence local environment has on people's housing decisions. Reductions in public transport, anti-social behaviour, rundown appearance, a lack of parking spaces close to home or pavements suitable for manoeuvring motorised scooters are all factors making people wish to move. Other research suggests that the majority of older people have no preference to live in communities exclusively for people of the same age<sup>14</sup> as long as their anxieties about safety and accessibility are addressed.

### **National research and consultation Key messages**

- **Most older people do not think about future housing needs**
- **Older people must be involved in planning future housing options and housing design and have choices to enable them to make decisions and take control of their lives**
- **More funding needs to be made available to improve and adapt private housing, backed up by reliable repairs and maintenance**
- **Housing should be well designed with growing older in mind – adaptable 'houses for life'**
- **Housing must be accessible to good local transport, facilities and amenities**
- **People want real choice, based on access to information and a range of housing options**

<sup>12</sup> 'Planning for Smaller Households, summary of Housing requirements of the retired population 2001-21 Anglia Polytechnic University, 2005

<sup>13</sup> 'Our Homes, Our life, choice in later life living arrangements'. Centre for Policy on Ageing and Housing Corporation 2002

<sup>14</sup> 'Planning for the Majority, the needs and aspirations of older people in general housing. Joseph Rowntree Foundation/Nigel Appleton, 2002

## 2.2 Local consultation – East Sussex

During the summer of 2006, a series of consultation meetings looking at the housing and housing-related support needs was held in East Sussex. The results of these sessions mirrored exactly the national results described above. The importance of maintaining maximum independence and the factors which contribute to that - accessible housing, mixed communities, sufficient accommodation space for continued family and social life and information about possible options – were all rated as top priorities. Those who attended were mostly retired and reflected the view that most older people do not think about future housing needs.

## 2.3 Eastbourne Borough Housing Needs Survey - 2005

This recent survey included face-to-face interviews with 120 older people across the survey area, and whilst their responses do not apply solely to Eastbourne, they are indicative of the views of older people in our area.

The housing needs survey indicates that the majority of older people would prefer a bungalow rather than a flat, and nearly all require at least one separate bedroom, with many requiring two bedrooms to enable friends and family to stay.

There is also clear evidence that the needs and aspirations of older people have changed considerably since many retirement housing schemes were developed in the 1960s and 1970s. Today, more than 50% of older people are car owners and they require parking for themselves and their visitors. The survey asked respondents to identify the features of Extra Care housing that they would most value. Their responses were as follows:

### Valued features of Extra Care housing:-

Feature	% respondents who say the feature will benefit them
Improved security	100%
Having other people around	93.1%
The warden or manager	100%
The care and support team	96.6%
Not worrying about home or garden maintenance	100%
Meals	93.1%

*Source: Eastbourne Housing Needs Survey, David Couttie Associates 2005*

The survey did not of course investigate whether Extra Care housing was needed by those people indicating an interest, but this type of housing clearly has a good degree of appeal.

## 2.4 Consultation with tenants of Eastbourne Homes

Eastbourne Homes manages a total of council housing properties in Eastbourne of which 520 are in sheltered housing schemes for older people. 60% of Eastbourne Homes' tenants are above retirement age. As part of its own strategy development and a review of its services, Eastbourne Homes consulted its older tenants – including those in sheltered schemes and those in general needs housing – for their views on services. Those consulted said:

- They did not want to move unnecessarily – e.g. to get access to support services
- they valued well designed housing that is easily accessible and fit for their future
- They wanted two bedroom homes that allow them to entertain visitors or to have separate bedrooms if they wish
- They felt that larger gardens and older properties would stretch their ability to cope in later life
- They wanted to be close to facilities, transport, local shops
- They wanted to be part of a community; but not necessarily a community of older people
- They placed a high value on security and safety

In addition, those living in Eastbourne Homes' sheltered schemes were asked what they would consider to be a minimum standard of accommodation for sheltered housing and again stressed the need for greater space, accessibility, adaptations, and a second bedroom. They also valued feeling secure in their own home, having access to day-to-day help and easy access to social and community events, such as coffee mornings.

## 2.5 Consultation with other local stakeholders in Eastbourne

Following the local consultations with older people referred to in 2.2, during the summer of 2006 Adult Social Care sponsored a consultation event to ask representatives from a wide range of statutory services, housing and support providers, voluntary organisations and commissioners from key statutory services for their views on the future of housing and support services to older people. The main points emerging from these discussions were:

- It is important to maintain people's links to their community and friends to prevent them becoming isolated. Transport is critical in enabling people to lead full lives in relation to this
- Choice is important with full knowledge of the options available. Accommodation and services need to be genuinely affordable given the low incomes of many older people. Home ownership is valued both in terms of passing on an inheritance and maintaining control over where to live

- Though finding suitable sites may present a challenge, location should be a primary consideration for new developments and considered in relation to transport to ensure a high quality of life
- New sheltered or retirement housing and extra care housing is needed to meet demand, especially in light of the poor quality of much of the current stock. However, for many people there is a stigma attached to “specialist” housing which puts them off housing designated for older people
- Support needs to be available at an early stage to prevent problems getting worse and link strongly with health and social care. Low level’ services such as gardening, home maintenance are very important
- Support and housing needs to be uncoupled so people have a genuine choice whether to stay in their own homes or to move. Specifically, there is a need for tenure-neutral floating support. There was a general feeling that older people did not feature highly enough on the Supporting People priority list, especially in Eastbourne. The “hub and spoke” model where support (and care) outreaches from a scheme into the local community is favoured
- It is essential to reach people who may not speak English or are at risk of becoming isolated because of hearing, sight or other physical disabilities
- There is insufficient understanding of the needs of the growing numbers of black community elders and of other hard to reach communities (those of Lesbian, Gay, Transgender and Bisexual orientations; older homeless)
- All housing, regardless of tenure should be built to ‘Lifetime Homes’ standards to enable people to stay put
- Telecare products need to be available to people in their own homes as well as in specialist housing
- People should be able to move across tenures and provision e.g. from ownership to renting, from social retirement housing into general needs housing
- There is a need for innovative thinking and to develop a range of options for people to stay in their own homes - such as tenure-neutral floating support, Homeshare, Keyring model, Extra Care
- The needs of people with dementia and their carers must be considered in any developments and redevelopments and any redesign of support services

### 3 Need forecasting for Older People in Eastbourne

#### 3.1 Key Demographic Indicators

The analysis of need in the section below is based on Census data and findings from 'Building Our Futures' published in February 2006.<sup>15</sup>

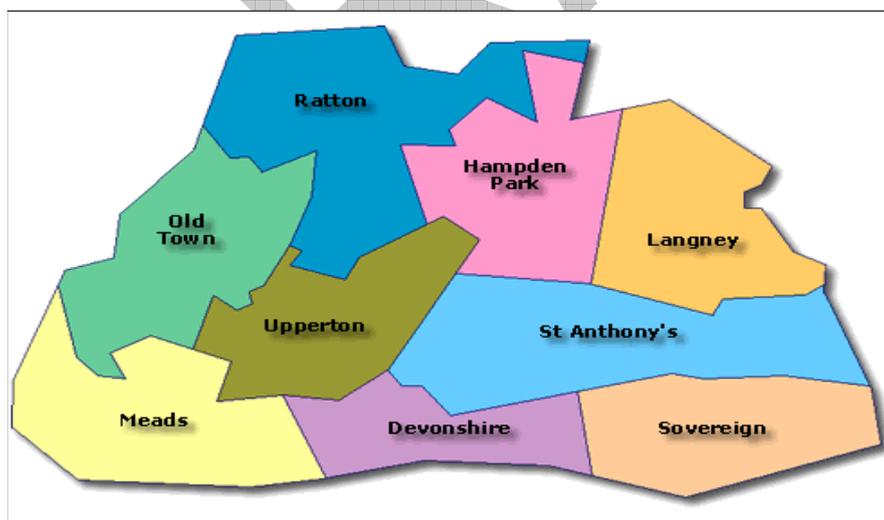
#### Population and population projections

##### EAST SUSSEX

- East Sussex has a higher proportion of people aged 65 years and over, (with over 25% of the population being of pensionable age compared to 18% nationally) than the rest of the country
- The proportion of people aged 85 years and over in the county (those most likely to require health and social care services) is 3.6% against an average of 2% for the country as a whole.
- East Sussex generally has less people in the 45-64 age group than the national average

##### EASTBOURNE

##### EASTBOURNE BOROUGH COUNCIL WARDS

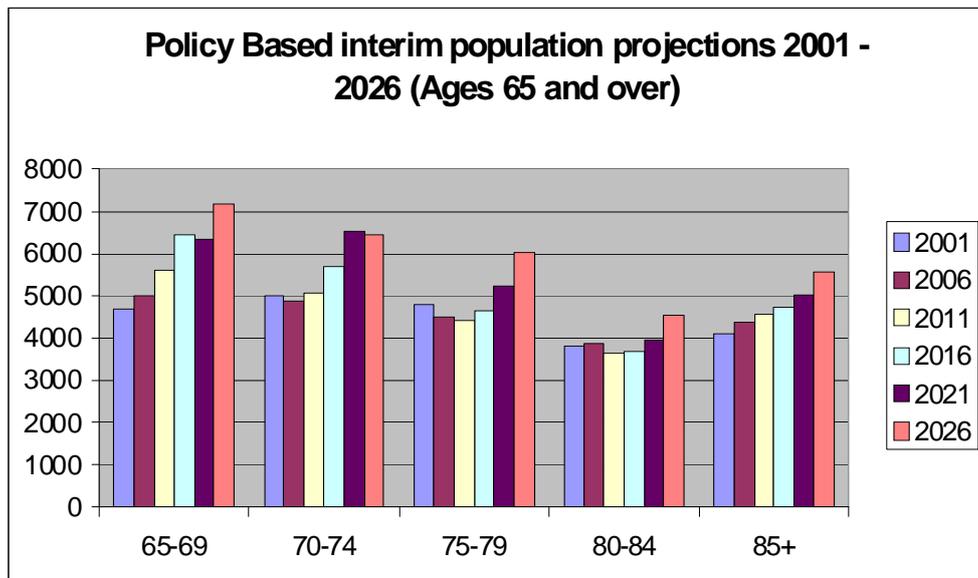


Eastbourne ranks 10<sup>th</sup> nationally (out of 354 authorities) in the percentage of population 65+, 5<sup>th</sup> for percentage of people 75+ and 3<sup>rd</sup> nationally for 85+ and 90+.

<sup>15</sup> *Building Our Futures: Meeting the Housing Needs of an Ageing Population.* International Longevity Centre Uk. London 2006

- As Fig 1 below indicates, there is an increase in the over 75 population from 2006 onwards. We can see this cohort of people showing a significant rise from 2021.
- The segment of the Eastbourne population aged 85 and over is projected to rise steadily from 2006 until 2026.

Figure 1



The current generation of 'baby-boomer' form what is termed as 'rising elderly' As indicated in Fig 2 below, ESCC generally has less people in the 45-64 age group than the national average and Eastbourne has least of all.

Fig 2

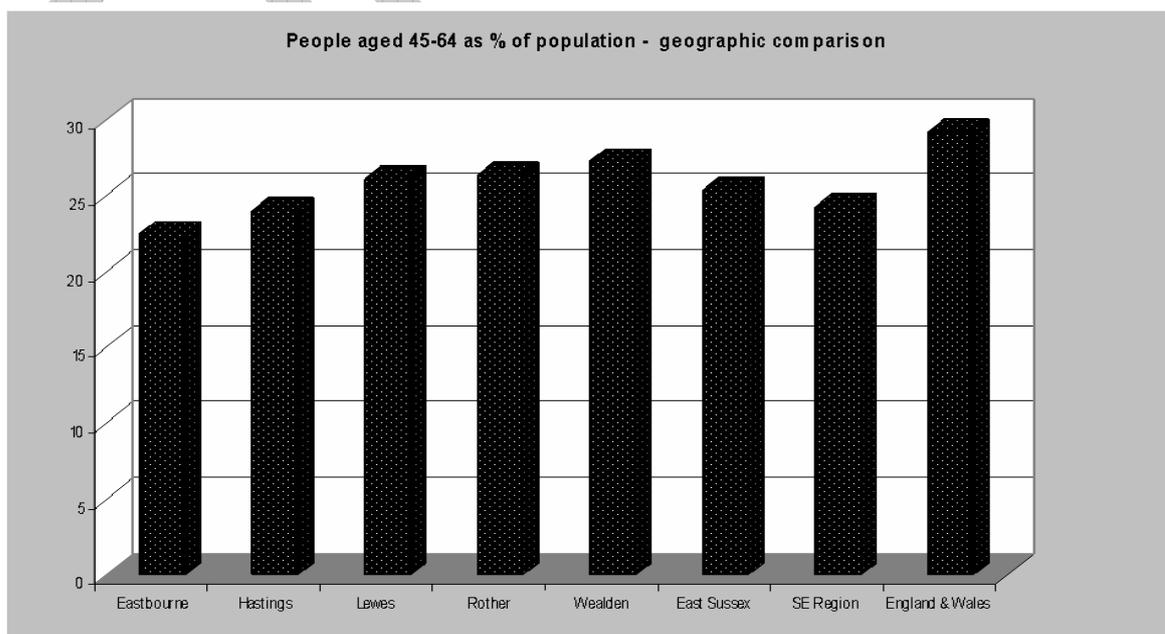


Fig 2 shows that the population over 45 sees an increase from 2006 until 2021, when there is a decline.

## Where older people live

Table 1

	45-64	65-74	75-84	85+
Meads	1,332	1,132	1,329	1,663
St Anthony's	1,910	1,276	1,083	674
Devonshire	2,160	1,155	1,007	612
Sovereign	2,072	1,322	1,142	377
Old Town	2,016	1,317	1,015	555
Upperton	1,529	1,028	956	1,303
Ratton	1,705	1,268	1,176	631
Langney	1,983	1,183	851	309
Hampden Pk	1,958	1,116	863	380

It can be seen from Table 1 that Meads ward and Ratton have the highest total number of people in the 75 – 84 age group and Meads and Upperton in the 85 plus category. Langney and Hampden Park have the least people in the 75-84 group but this increases to nearly 1000 for the PA-74 age range. The picture changes significantly when pre-retirement patterns are considered. Numbers increase considerably in the more affluent Sovereign and Old Town wards but more than double in the more deprived areas of Langney and Hampden Park

## Household composition for 65+

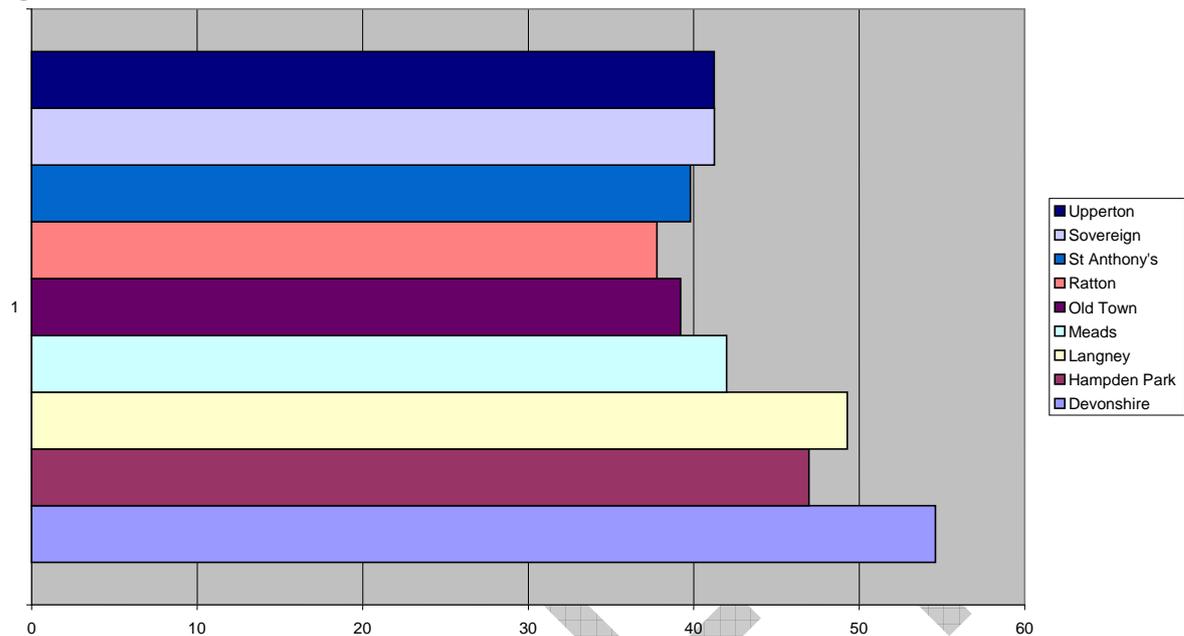
Table 2

	Singles	Couples
Meads	1,770	4,717
St Anthony's	895	1,333
Devonshire	1,183	775
Sovereign	555	450
Old Town	775	553
Upperton	1,485	440
Ratton	932	832
Langney	649	386
Hampden Pk	677	294

Currently, Meads ward is has the highest number of pensioner households, with a particularly high number of couples. Meads, Devonshire and Upperton have the highest numbers of people living alone. However Fig 3 below indicates that the highest percentages of people over 75 living alone are in Devonshire, Hampden Park and Langney. These three wards are considered the most deprived in the borough.

## Percentage of Older People living alone

Fig 3



As can be seen in Fig 3 above Devonshire and Langney wards have the highest percentages of older people living on their own.

### Migration patterns

Appendix D shows the changing migration patterns in the area. Most significant when considering future needs is the considerable rise in the 45-64 population in Sovereign ward(+199) whilst it is Upperton which shows the highest rise in 65+ population (+214) followed by Sovereign(+122) and Meads(115). Devonshire shows the highest reduction in numbers of over 65+ whilst St Anthony's and Hampden Park have small reductions in both age groups.

### SIGNIFICANT DEMOGRAPHIC INFORMATION ABOUT EASTBOURNE

- Eastbourne ranks 10<sup>th</sup> nationally (out of 354 authorities) in the percentage of population 65+, 5<sup>th</sup> for percentage of people 75+ and 3<sup>rd</sup> nationally for 85+ and 90+.
- the borough has less people in the 45-64 age group than the rest of the county
- the population over 50 sees an increase from 2006 until 2021, when there is a decline.
- There is a steady increase in the over 75 population from 2011 onwards with a significant rise from 2021.

- The segment of the Eastbourne population aged 85 and over is projected to rise steadily from 2006 until 2026 (see below)
- Meads ward has the highest number of pensioner households, with a particularly high number of couples. Meads, Devonshire and Upperton have the highest numbers of pensioners living alone. However the highest percentages of people over 75, the more vulnerable age group, are in Devonshire, Hampden Park and Langney.
- The picture changes significantly when pre-retirement patterns are considered with Devonshire, Upperton, Sovereign and Old Town expected to see rises in the number of older residents.
- The number of people over 65 is projected to decrease most in the Devonshire area with smaller reductions in St Anthony's and Hampden
- As currently one in 4 people over 80 develop dementia the incidence is likely to be very high in Eastbourne
- Although the numbers of minority elders are currently small, there will be significant cohorts of older people in the main ethnic minority groupings in the next 10 – 20 years.

### 3.2 Deprivation<sup>16</sup>

- Eastbourne Borough Council is 117<sup>th</sup> out of 354 local authorities on the national Index of Deprivation (with 1 being the most deprived).
- Households in the Langney postcode area ranks as the postcode having the 4<sup>th</sup> lowest income in East or West Sussex
- The PCT equity survey identified Devonshire, Hampden Park and Langney wards within Eastbourne borough as being the most deprived.
- Sovereign, St Anthony's and Upperton were classified as intermediately deprived wards
- 56.7% of older people in East Sussex have annual incomes below £10,000. Using pension credit as a proxy for income deprivation, the wards within Eastbourne with the most income deprived older people are Devonshire, Hampden Park and Upperton – followed by Sovereign (DWP – Feb 2006).
- The PCT survey identified considerable variation in life expectancy (72.5 to 78.7 years for men and 80.9 – 82.1 for women) depending where they lived. For men life expectancy correlates with deprivation, but the picture is slightly more complex for women as it is in the intermediate wards where people are currently living longest.

<sup>16</sup> Wealth of the Nation, quoted in 'The Argus' Oct 2006-11-03

- **The PCT survey noted significant variations for incidence of mental illness, emergency admissions and diseases relating to the circulatory system and pulmonary related illnesses for those over 75, in chronic heart disease according to whether they lived in an area of deprivation**
- **There is a significant difference in mortality from lung cancer according to deprivation**
- **There are no or minimal differences in hospital admissions for stroke, asthma, pneumonia, diabetes or mortality from cancer (all cancers) according to deprivation.**
- **There were slight variations according to deprivation in categories such as exercise and diet, falls and admission for coronary heart disease.**

### **3.3 Health – prevalence and incidence**

A review reported in Health Statistics Quarterly (Autumn 2002) reached the conclusion that healthy life expectancy has increased significantly over the past 20 years, but not as fast as total life expectancy. This means that, despite living longer, people can also expect to live more years in poor health. Though care needs may increase in later life, they also fluctuate, indicating that care and support needs to be available on a flexible basis according to individual need.

Census figures for 2001 and the results of a recent report from Eastbourne Downs PCT indicate the following key health-related issues influencing the future direction provision of housing and housing related support in Eastbourne: -

- **Whilst East Sussex as a whole has a high proportion of households with at least one person with a Limiting Long-term Illness (LLTI), Eastbourne has a higher than average proportion of households with 35.8%. Numerically this means there are 35,383 people over 50 of whom 13,032 have a LLTI.**
- **LLTI affects slightly less women than men in Eastbourne. This reverses for people over 80, with 60% of men and 67% of women reporting an LLTI (probably due to greater longevity of women)**
- **The proportion of people with an LLTI and not in good health, living in social rented accommodation is over double the figure reported for people who own their properties**

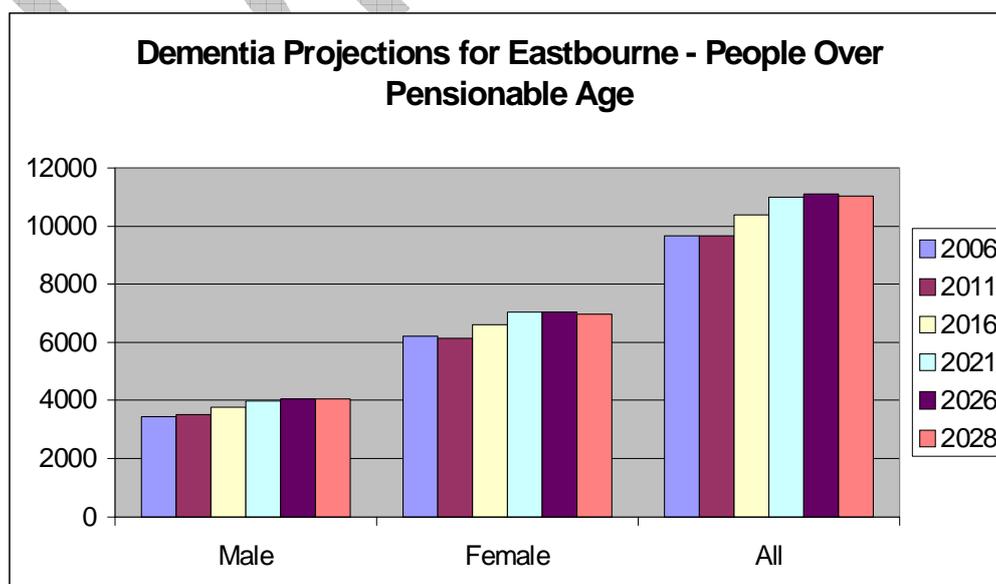
- the proportion of BME households containing at least one resident who has some difficulty walking is over 51% compared to that of the non BME population (36%). Overall, the percentage of residents with disabilities was generally higher amongst BME households-(exceptions being visual/hearing and impairment, asthmatic/respiratory problems)
- The national average admission rate for cataracts is 6 per 1000 population. In Eastbourne among people 75+ it is nearly 3 times this rate (17 per 1000) with very little variation according to level of deprivation

### 3.4 Diversity

Appendix E gives an indication of the breakdown of ethnic groups in Eastbourne at the time of the 2001 census. There are currently no significant groups of ethnic elders but it is clear that there will be in the future as the 50-60 group reach retirement, particularly within the Chinese community and people from the Asian subcontinent. Little is known about the housing needs of other 'hard to reach' communities such as those based on sexual orientation, religious groups (e.g. those of Jewish or Muslim faith) or Gypsies and Travellers.

### 3.5 Dementia

One of the most challenging long term conditions nationally and locally is the presence of dementia in old age. One in four people over 80 are estimated to be at risk. The chart below shows the projected growth in the incidence of dementia in Eastbourne up until 2028



### 3.6 Care and Support needs

The **Housing Needs Survey 2005** across East Sussex Brighton and Hove identified that 44.5% of the population in households interviewed received some form of service (including health services). Almost 32% respondents said that they had some difficulties managing in their current home with 32% of these already receiving some service as part of a support package. The highlighted boxes below indicate the wards in Eastbourne with the highest current needs in terms of those assessed under the Fair Access to Care criteria.

	Intensive Home care (Provided by ASC)-1400 hours <sup>17</sup>	Ongoing homecare	Most carers	50+ hours of unpaid care
Devonshire				
Hampden Pk				
Langney				
Meads				
Old Town				
Ratton				
St Anthony's				
Sovereign		Least users		
Upperton				

### 3.7 Housing need and demand

#### Tenure

Table 3 Tenure of people of pensionable age

	Owner occupier	Council tenant	RSL tenant	Private tenant
Meads	2,381	43	160	356
St Anthony's	1,435	213	56	105
Devonshire	1,124	238	144	321
Sovereign	1,020	13	76	67
Old Town	1,207	184	52	100
Upperton	1,501	78	261	261
Ratton	1,750	115	91	61
Langney	838	297	13	50
Hampden Pk	571	288	185	122

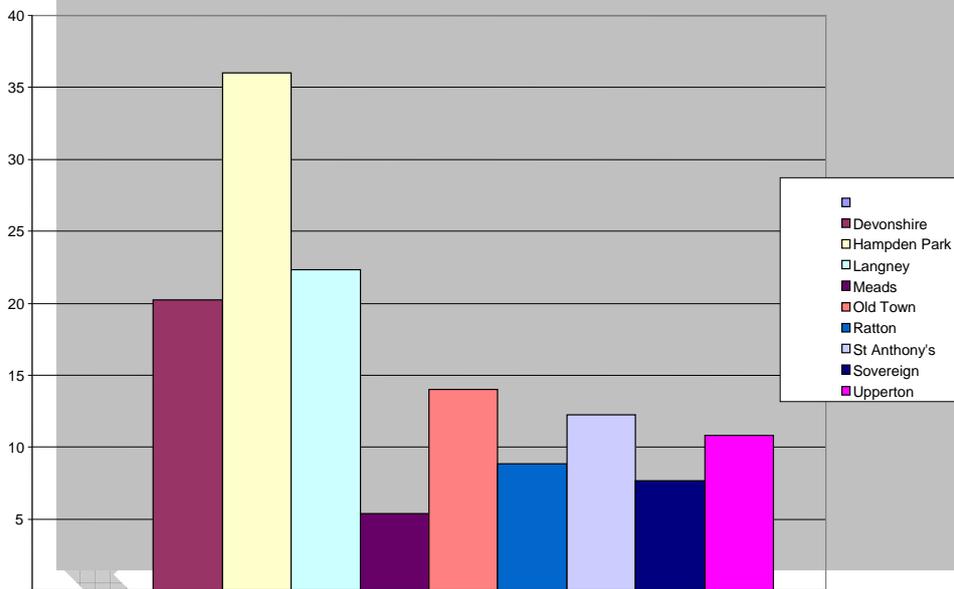
<sup>17</sup> This figure is for the whole of the former Eastbourne PCT area which extended beyond borough boundaries

As can be seen from this Hampden Park has the highest number of people in the social rented sector, whilst the more central wards of Upperton, Meads and Devonshire have larger numbers of private tenants. Hampden Park has the lowest percentage of owner occupiers.

Figure 4 shows the number of people in the older age group living in social rented housing and how this is distributed across different areas in the town. The highest proportion of those aged 75 or over in social housing live in Hampden Park, followed by Langney and Devonshire wards, whilst the lowest proportion live in Meads

Fig 4

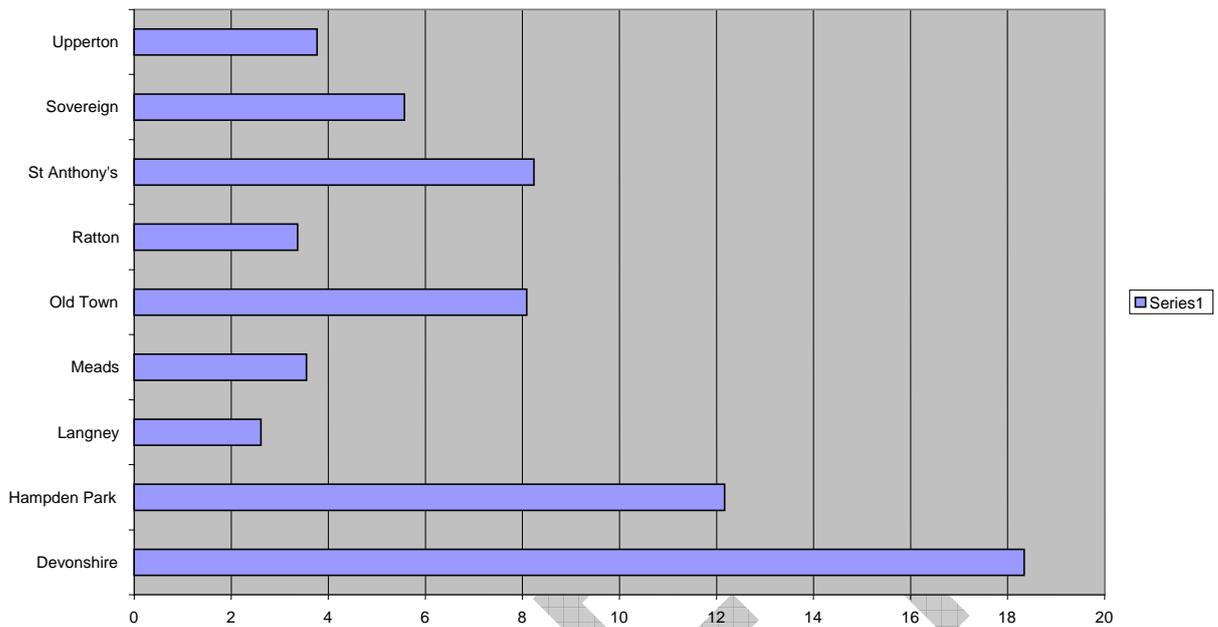
**People over 75 in the social rented sector by ward and Percentage**



**Housing conditions - Cold homes**

32% of respondents to the PCT survey stated they could not keep their homes warm. A significant percentage of older people (29% of 65-74 year olds and 32% of 75+) reported cold homes. Devonshire has over 18% of people over 75 living without central heating, followed by Hampden Park and St Anthonys.

**Fig 5 Percentage of people 75+ living without central heating by ward**



**General demand for housing for older people – Housing Register**

Eastbourne Borough Council maintains a register of households seeking affordable housing in Eastbourne. There are currently 1412 households on this register who are aged over 50:

**Table 4: No. Housing Register applicants aged 50+**

Age of applicant	No. applicants registered
50 – 60	937 applicants
61 – 70	361 applicants
71 – 80	296 applicants
81 – 90	138 applicants
91+	28 applicants
<b>Total applicants aged over 50</b>	<b>1412 applicants</b>

Source: Eastbourne Borough Council, September 2006

Whilst only 475 of these households have expressed a preference for retirement housing there is a clear need for a range of accessible flats throughout the town to meet the needs of these applicants.

The register also records the following preferences for the size of homes required:

**Table 5: Range of needs recorded on Eastbourne’s Housing Register**

Type of home required	1 bed	2 bed	3 bed
Bed sit	385		
Studio flat	7		
Flat	536	39	3
<b>Totals</b>	<b>928</b>	<b>39</b>	<b>3</b>

Source: Eastbourne Borough Council, September 2006

It should however be noted that these preferences are in many cases tempered by the applicants' modest expectations of what type of housing is likely to be available. For example:

- Most applicants will take a pragmatic approach and will not register a wish for a 2 bedroom flat because the supply of retirement housing has traditionally been in the form of small flats and bedsits.
- Although the housing register includes 385 people who have indicated a need for a bedsit, this is at variance with the number of retirement housing bedsits that remain unlet for approximately 3 months before the council is able to identify an applicant willing to take such a property
- The high demand for affordable housing means that waiting times for general needs flats (i.e. non-retirement housing) will generally exceed 5 years. Older people will often therefore select retirement housing as their preferred option in order to increase their chances of earlier rehousing, rather than to meet their perceived support needs.

Nevertheless, the expressed demand for 578 self-contained retirement flats endorses the outcomes of the local and national consultations mentioned in Section 2 demonstrating that the aspirations of older people have changed over the last 20 years

**Table 6: N<sup>o</sup> retirement housing applicants on Eastbourne housing register by type**

Household type	N <sup>os</sup> . on housing register
Single people aged 65+	369 households
Older couples aged 65+	106 households
<b>Total households requesting retirement housing</b>	<b>475 households</b>

*Source: Eastbourne Borough Council, September 2006*

In addition, the Housing Needs Survey demonstrated a likely demand for 1,583 units of retirement housing in Eastbourne in the five years to 2010. Of these, 920 are required in the affordable housing sector:

**Table 7: Demand for retirement housing in Eastbourne**

Demand from: ↓	Private market housing	Affordable housing	Total
Existing households	323	543	<b>866</b>
In-migrant households	340	377	<b>717</b>
<b>Total</b>	<b>663</b>	<b>920</b>	<b>1,583</b>

The demand from in-migrant households was predicted by the families of existing residents of the town, based upon the perceived needs of their older relatives who have expressed a wish to relocate to be near their adult children. The survey provider advised caution in relying too heavily on this figure as in their experience most older people preferred to remain in their own homes in the area where they have existing social networks.

As well as retirement housing, the adult children of elderly parents also predicted a potential need for a range of other types of housing over the next 5 years:

**Table 8: Predicted future demand for housing for older people in Eastbourne**

Type of housing required ↓	% responses	Numbers implied
Private general housing	22.7	485
Residential care / nursing home	17.9	382
Live with respondent (with a need for extension/adaptation to accommodate them)	22.7	484
Live with respondent (existing home adequate)	4.6	97
<b>Total</b>		<b>1,447</b>

*Source: Eastbourne Housing Needs Survey, David Couttie Associates 2005*

This demonstrates a potential total demand for 2,432 homes for older people by 2010.

### **General demand for housing for older people – Housing Needs Survey**

Of the people interviewed across East Sussex and Brighton & Hove nearly 42% of those interested in retirement housing said they would prefer to rent, with a mere 6% choosing shared ownership products. This may however indicate a lack of awareness of this tenure rather than a lack of demand. The spread of responses was as follows:

**Table 6: Types of private homes required by older people by 2010**

Type of tenure	% of respondents
Renting	41.7%
Buying	27.1%
Shared ownership	4.2%
Shared equity	0
Either shared ownership or shared equity	2%
Don't know	25%

One quarter of all respondents said that although they are interested in retirement housing, they do not know the type of tenure they prefer. This may indicate a need for clearer explanation and more robust marketing of the various types of retirement housing by local authorities and providers.

However, nearly 30% of older people surveyed are existing tenants, of which more than 70% were renting in the social housing sector. This means they are unlikely to have the means to buy, either outright or through shared ownership schemes.

### Key issues in housing demand

- Hampden Park has the highest number of people aged 65 and over living in the social rented sector and the lowest percentage of owner occupiers. The more central wards of Upperton, Meads and Devonshire have larger numbers of private tenants.
- 32% of over-75's cannot keep their homes warm enough. Devonshire has the highest percentage of people (18%) over 75 living with no central heating, followed by Hampden Park and St Anthonys.
- Over 6% of Eastbourne's residents are wheelchair users the majority of whom are aged over 60. There is a lack of wheelchair housing available to this group.
- There are currently 1412 households on this register aged over 50 and 166 households over 80. 578 require self-contained retirement flats and 106 are in 2-person households
- The majority of older people would prefer a bungalow rather than a flat, and nearly all require at least one separate bedroom, with many requiring two bedrooms to enable friends and family to stay.
- Waiting times in excess of 5 years for non-retirement housing can force older people to accept retirement housing to increase their chances of earlier re-housing.
- High numbers of bedsit flats in sheltered schemes are difficult to let and may remain void for around 3 months
- Over 700 older households may move into Eastbourne by 2010
- The Housing Needs Survey 2005 showed a potential demand for 2,432 homes for older people in the five years to 2010 of which 1,583 would be required in retirement housing, 920 in affordable schemes
- 484 existing households are likely to need to adapt their homes to accommodate an older relative
- Only 27% of older people surveyed who need to move wish to buy their next home. Whilst only 6% would prefer shared ownership products this may reflect the high proportion of those surveyed who were social housing tenants and unlikely to be able to afford any form of shared ownership.
- Of those who expressed an interest in retirement housing, nearly 42% said they would prefer to rent. A quarter did not know what tenure they would prefer.
- When asked, 24% of older people said they would be interested in Extra Care housing with the majority (34.5%) saying they would prefer to rent. The East Sussex Extra Care Housing Strategy 2003-2008 identified a need for 80 Extra Care units in Eastbourne, together with an additional 150 units countywide for older people with dementia.

### 3.8 Adaptations

The Eastbourne Housing Needs Survey identified significant number of people with disabilities (6% of all respondents) of whom a large proportion (45%) had difficulties walking. Of those who reported a disability, 66% were aged over 60. Information about adaptations was compared with responses asking about wheelchair users in the household and revealed that only 21% of

homes suitable for wheelchair users were actually occupied by people needing these adaptations. This indicates a probable mismatch between adapted housing and needs and consequent unmet need amongst those needing wheelchair housing.

### **3.9 Transport**

Today, more than 50% of older people are car owners and they require parking for themselves and their visitors where they live.

Access to amenities and good transport links are important factors in the choices older people make about where to live. Some retirement schemes are more popular than others because they are located near road and rail networks, whilst others are less popular because they are cut off from local shops by busy roads. Ensuring easy access to shops and other amenities is essential when selecting sites suitable for new schemes and services.

### **3.10 Risk Matrix – target populations**

Appendix H highlights areas where a number of key risk factors are present among the ageing population. It can be seen that people in Hampden Park, Devonshire and Upperton score highly on the defined cluster, with Upperton and Meads headlining in terms of needs of people with dementia. Langney and Hampden Park have significant number of people living alone or with carers, in socially rented accommodation suffering with depression. Additionally, it would seem that St Anthonys – with less older people numerically, has large numbers of carers and some worrying health statistics.

## **4 Mapping Resources/Supply**

### **4.1.1 Housing supply – social housing**

#### Eastbourne Borough Council

- Eastbourne Borough Council has a stock of 532 retirement housing units across 19 schemes.<sup>18</sup> They are managed by Eastbourne Homes Ltd, an Arms Length Management Organisation (ALMO).set up by the council to improve the quality of management of their homes.

#### Housing Associations and independent providers:

- Eastbourne has 543 units of rented sheltered housing that are owned and managed by housing associations and other charitable and independent providers

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<sup>18</sup> Data based on information provided by the Supporting People programme

Landlord <sup>19</sup>	Studio flats / bedsits	1 bed flat	2 bed flat	3 bed flat
Anchor Housing Association	114	38	2	
Housing 21	60	29		
James Butcher	36	9		
N. British (Places for People)	56	36		
Raglan	56	57		
United Women's Homes	1	49		
Eastbourne Homes Ltd	391	161	35	5
<b>Totals</b>	<b>624</b>	<b>406</b>	<b>31</b>	<b>5</b>

*NB: This includes the Extra Care scheme at Gwent Court which has 13 flats*

Housing related support for tenants in the above schemes is funded via Supporting People (see 4.4. below).

#### 4.1.2 Sheltered housing to buy (Appendix J)

- There are at least fifteen leasehold schemes in Eastbourne that provide around 600 units of sheltered accommodation, the majority managed by Peverel Management Services on behalf of developers such as McCarthy & Stone
- Most of these schemes have full communal facilities and a manager on site.
- Few of these schemes provide any significant support being mainly limited to a community alarm system and advice provided by manager.
- All flats are fully self contained and have at least one separate bedroom (many have two), making them more likely to fulfil the aspirations of people who can afford to buy and pay the service charges

Marlborough Court in the Upperton area provides 66 units of “extra care” housing but on a purely private basis rather than in partnership. One council-owned scheme, Riverbourne, includes 7 leasehold units and 18 shared ownership units. This is the only scheme managed within the affordable housing sector that offers sheltered housing for sale.

#### 4.1.3 Other private housing

- Over 9% of older people in Eastbourne live in private rented housing.
- 75% live in owner-occupied housing (see Section 3.6 above).

<sup>19</sup> Information provided by Eastbourne Borough Council

## 4.2 Quality of Housing

### 4.2.1 Socially rented sector

#### Eastbourne Homes (EHL)

- 291 of the Eastbourne Homes units are bedsits or studios, with no separate bedrooms. Almost 200 share bathrooms with other tenants. Ten schemes have no lifts to upper floors, or have lifts that are inadequate. In some cases a flight of stairs must be negotiated in order to access the lift.
- Demand for housing units in some schemes, particularly those with bedsits, is low and they are often eventually let to people who have very few alternative options. Average void times in retirement schemes are 8 weeks compared with 3 weeks for general needs housing.
- Many of these difficult to let schemes are located in areas several miles from the town centre and have relatively poor access to local facilities
- In contrast, demand for self-contained retirement housing in popular areas close to the town centre or local facilities is fairly high with waiting times frequently exceeding 3 years.

Eastbourne Homes is currently developing an Older People's Strategy which incorporates a review of the options for these properties and an action plan for addressing the issues of low demand and bringing the residual stock up to Decent Homes standard.

#### Housing Associations and Registered Social Landlords

As with the council's housing stock, the self-contained flats in popular areas are in high demand, whilst those that share facilities or are located in outlying areas are hard to let. A recent survey of RSLs reveals that

- 58% of their retirement housing is in the form of bedsits
- 50% has poor access for people with restricted mobility
- there is a lack of demand for 60% of their retirement housing

As social landlords are required to direct most of their resources to bringing up their properties to the Decent Homes standards by 2010 very little funding is left to remodel unpopular schemes. They will need to have clear business plans to ensure that resources concentrate on accommodation meeting current and future aspirations of older people.

### 4.2.2 Private housing including private rented sector

- 7.7% of all private dwellings fail to meet basic minimum standards and this percentage is considerably higher in the private rented sector
- 40% of unfit housing is occupied by households aged over 60 and on low incomes. The majority of these dwellings require works of less than £2,000

- A disproportionately high level of disrepair is found among wheelchair users and households with asthmatic and respiratory problems, mental health problems and learning difficulties

### 4.3 Care homes –

#### 4.3.1 Statutory sector

There is no Directly Provided (i.e. council) long term care provision within the borough boundaries. The following are provided by the statutory sector

- 36 Intermediate care beds ( ESCC)
- 14 respite care beds (ESCC - frail elderly)
- 8 respite care beds(mental health/dementia )

All Directly Provided services in ESCC will be reviewed during 2007 and recommendations made in the light of national and local priorities

#### 4.3.2 Independent sector (September 2006)

No of residential places	No of residential places – EMI	Older People MH (not dementia)	No of nursing home places	No of nursing home EMI
558	124	40	191 +305 <sup>20</sup>	30

Discussion with CSCI indicates that much of the local provision is not fit-for-purpose and that the cost of updating to requirements may force some owners out of the market in the next few years. More pressing, however is the likelihood of closures due to owner's retirement and the rising price of property as home owners find more lucrative and less demanding rewards from selling the property to developers.

In common with the national position, there is concern about the quality of the provision overall, particularly in areas of specialist care such as dementia. Staff recruitment is always a challenge and there is a high turnover (see Workforce issues).

### 4.4 Supporting People funded support services

Supporting People provides the funding source for both sheltered housing and other support services. Currently, funded services in Eastbourne are largely a legacy of traditional models of service provision but there is scope for more creative commissioning in the future. Data as of August 2006 is as follows:-

Sheltered Housing <sup>21</sup>	Community Alarm	Floating support	HIA
1154	110	20	150

<sup>20</sup> includes dual registered

<sup>21</sup> these figures include those given in 4.1 above

- Of the 1,383 units of support provided, 170 units are short term inputs of help with repairs, adaptations etc. either through the handy person scheme (supplied to customers of EHL) or the Home Improvement Agency, supplied to disabled and older people living in their own homes.
- The remainder are either sheltered housing (including extra care) with around 1,100 units and community alarm services with 110 units. Whilst there is a small generic floating support scheme in Eastbourne, this concentrates on younger people or people living alone for the first time.

#### 4.5 Adult Social Care provision

From April 2007 all independent sector home care services will be provided under 4 block contract arrangements as follows:-

	Hampden Pk & Ratton	Langney & Pevensey	Old Town, Meads & Upperton	Devonshire, Sovereign and St Anthonys
No of hours pw	450	520	515	750

For residential and nursing care it is intended to move from the current position whereby only 11% of beds are purchased on a block contract basis across the county to 25% by next spring.

A review has begun in early 2007 to look at the need for respite beds across the county and to make recommendations for future provision

As indicated in Section 4.3 all ASC provision is currently under review and recommendations for future configuration of services will be made during 2007.

#### 4.6 Dementia services – statutory

One 9 –bed respite facility for people with dementia (ESCC)  
 Extended Older Peoples Mental Health team (evenings and weekends)  
 30 place day assessment for Older People with complex mental health needs (Sussex Partnership Trust)

#### 4.7 Other housing –related support services

##### Private Sector Housing renewal

EBC provides information, advice and assistance to people living in the private sector, both as tenants and homeowners. Financial assistance is available to people over 60 to improve their living conditions and bring their homes up to the Decent Homes standard; to carry out small repairs and adaptations to enable them to carry on living at home; to help improve the insulation and energy efficiency of their homes; assist with repairs to boilers and replacement of heating systems; and to help vulnerable older people

living in a family-sized house which is in disrepair to sell their property and move to an affordable rented house.

### Home Improvement Agency (HIA)

Eastbourne Care & Repair, the contracted HIA working in the private sector achieved 189 jobs including repairs, aids and adaptations and 57 handyman jobs under Supporting People funding during 2005-6. In addition to helping arrange adaptations and repairs it runs a number of small scale Handyman Schemes around minor repairs, home safety and security.

### Age Concern – Contact a Contractor

Puts homeowners in touch with approved contractors for large and small building works

### Assistive Technology

The Preventative Technology Grant (PTG) was launched in July 2005 by the Department of Health. ESCC has been allocated £345,000 for 2006/7 and £577,000 for 2007/8 East Sussex Adult Social Care has agreed that the money should be solely for the purpose of enabling new ways of using Telecare<sup>22</sup> solutions in mainstream social care provision, primarily aimed at older people. These will be provided by Wealden & Eastbourne Lifeline.

Lifeline The community alarm system is provided by WEL and is currently supporting 1000 people in the community

## **4.8 Voluntary & Community activity**

- Care for the Carers employs an Outreach worker and a Backpain Advisor to work with carers in the Eastbourne area to give financial and practical advice. They also run a number of support and training groups
- Age Concern offers a Contact a Contractor service for homeowners to connect them with vetted builders who can offer large and small works They also offer Befriending, telephone contact, day club (3 days per week) and assisted bathing. Also Chiropody and nailcutting and door to door supermarket trips
- Alzheimers Society – offers a range of support, advice and social activities to carers and people living with dementia

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<sup>22</sup> Telecare is a flexible term used for sensors and alarms linked via telephone lines to monitoring systems, often community alarm centres. Unlike standard community alarms it has the capability to raise an alert without the active participation of the person and includes equipment such as monitors for falls, movement sensors and pill dispensers. It can also work in a preventative mode with people with high care needs by monitoring changes and deterioration often known as lifestyle monitoring. Telecare has huge potential to support individuals to live at home, and to complement traditional care giving carers more personal freedom and more time to concentrate on the human aspects of care and support.

## 5. Gaps Emerging from the Needs and Supply Data

### 5.1 Gaps in supply of specialist housing

#### Affordable Retirement Housing

In the consultation with tenants of EHL housing (see Section 2.4) responses indicated that the majority of those units will not meet their requirements because of the high number of bedsits with shared facilities and studio flats coming available. The Housing Needs survey points out that the expectation of “children” of older people rarely accords with the wishes of their parents and the figure of 717 total (380 affordable) demand for sheltered housing units over five years must be regarded with extreme caution. The demand from 543 older person households who current live in Eastbourne is more telling but, again, the majority would not regard bedsit and studio accommodation as acceptable.

The number of EHL managed units is likely to decrease significantly as a result of the review. The immediate impact of decisions about the future of EHL-managed schemes will be to reduce availability to the population of older people living in their own homes, since all units will need to be ring-fenced to customers being displaced by work to schemes. The impact of this is likely to last for at least three years whilst schemes are remodelled. Given that EHL currently manages almost 50% of the sheltered housing stock in Eastbourne, the total supply will also be significantly reduced once that initial period is past.

The Housing Needs survey identified that a relatively high proportion of older people in Eastbourne live in accommodation already suitable for their needs so whilst there may be an aspiration to move into specialist accommodation, the needs for moves may not be so high. The additional services highlighted by respondents highlighted as important advantages in sheltered housing could be made available to people living in their own homes. Although such measures would not meet the aspirations or needs of all customers who would otherwise seek to move to sheltered housing some could be met at least in part.

#### Affordable Leasehold / shared ownership

Empirical evidence, including the paucity of vacancies on such schemes, is that there is nowhere near enough supply to meet the demand for leasehold schemes. However, older people on lower incomes may not consider these because of high running costs and highly variable service charges, rather than because of the capital cost of purchase. Shared ownership is one way in which current owner occupiers could release equity from their homes and still afford service charges. It also offers the safety net of Housing Benefit on the rental portion of outgoings and allows people to leave wealth to their family whilst enjoying life in a more affluent state. Capital funding for shared ownership schemes would add to resources for fit for purpose and sustainable

affordable schemes where a mix of tenures would enable people to choose to stay in contact with their current community.

Section 3.6 indicates an expressed demand for a total of 663 private market units over the next 5 years. Even if the number of expected in-migrant households is halved, the implied demand is for at least 513 units of either leasehold or, more affordably, shared ownership retirement housing.

### Extra Care Housing

Knowing the health indicators and caring patterns for the population is particularly important when considering developments such as extra care sheltered housing which cater for people who have care needs on a daily basis. Information from the ExtraCare Housing Strategy (2003-8) indicates that Eastbourne, which currently has only one affordable housing extra care scheme of 14 units, could absorb a further 60 extra care units without any further needs analysis and despite the advances of Telecare. The overarching view is that rather more extra care housing will be needed but the evidence base is not currently strong enough to justify a target of higher than 60 units at this point.

## **5.2 Gaps in support services**

### Floating Support

There are currently no floating support services for older people other than the Wealden and Eastbourne Lifeline service and short term input services for practical issues (such as adaptations). Support needs to be available to those whose housing meets their physical and social needs but who have a need for advice, enabling and other support activities

Floating support is particularly important in meeting the needs of older people being discharged from hospital after events that temporarily reduce mobility, to help them regain their confidence to do things for themselves. This could be a short term input which diminishes over time and is a rehabilitative rather than a caring function. This would contribute to the health and social care targets for early discharges and older people helped to live in the community.

Other older people need longer term support with the facility to increase and decrease flexibly as circumstances change, possibly linked with Assistive Technology.

The numbers of older people with a need for a floating support service are relatively unclear; no needs data currently exists that comprehensively assesses the level of need for support services but it could reasonably be expected, from supply data in other areas, that 10% of the population over 75 years old need support at least intermittently and either do not have that support available from family or friends, or feel they cannot ask. For Eastbourne this equates to, on a modest estimate, 1,200 people, with numbers generally rising over the next twenty years.

## Innovative models of support

Other support needs largely consist of the expressed need for assistance with arranging repairs and adaptations as well as practical help with things like gardening. The Home Improvement Agency and the Handyperson service (which is currently limited to EHL customers) could clearly supply services to more people than the current capacity would allow. Respondents to the Housing Needs Survey particularly identified difficulties with maintenance and repairs, using facilities such as bathrooms and stairs as challenging their ability to cope in their homes.

Ways of empowering older people as givers as well as users of support need to be developed. National models of support such as Homeshare and Keyring (a housing-based mutual support scheme currently aimed at people with learning disabilities) - as well as extending the ESCC Adult Placement - Scheme – need further exploration

## Information and advice on housing and support options

There is currently little comprehensive advice available on possible housing and support options, particularly for people likely to be self-funders of care. Recent consultations in Lewes and Wealden confirmed the value of providing this information and Adult Social Care is currently working with its Older Peoples Forums to explore options for disseminating this information whilst involving older people themselves in this activity. A pilot scheme is also being developed by Adult Social Care to give housing and housing related advice to people making enquiries via Social Care Direct.

## Options for Elders from Black and Ethnic Minority Communities

With the ageing of the current cohorts of members from different BME communities more work is required to explore their preferences for the future and ensure their inclusion in all the above developments

## **6.0 The Market**

### **Care home market**

As indicated earlier in this document, the aspirations of older people are changing with increasing demand and expectation of maintaining independence for as long as possible at home. This is supported by government targets and currently ESCC is under-performing in the area of reducing residential care admissions. ESCC currently has 30% of the local market and this is likely to decline, except for older people with mental health problems or dementia and nursing care. It is hard to get a picture of how much the market is currently sustained by in-comers but as more authorities develop local alternatives this flow is likely to reduce and be confined to people moving into Eastbourne to be closer to their families.

At the same time, the range of provision is shrinking as homeowners retire or sell their property for lucrative redevelopment. It is likely that in future most homes will be owned by large companies rather than the current family-based market. Given the tendencies of these companies for economies of scale and challenges of finding suitable land in central Eastbourne it is unlikely they will develop in accessible localities. An indication of this is the intention of Sunrise, a top-of-the-market American-based residential home company to build a large development out of the centre at Willingdon roundabout.

### **Private retirement housing schemes**

The price of purchasing units on private schemes varies widely, depending on demand and what the market will bear. There are other “one-off” costs (besides the normal costs of purchasing any property) that might include having to buy the call system plus service charges which will vary depending on the property and services provided.

It could be anticipated that for most people the majority of equity in current homes would be needed to meet the costs of purchase and moving home, leaving little to fund additional costs of service charges in such schemes and therefore most people will have to rely on the affordability of the running costs from their own pensions. However, the Housing Needs Survey indicates that 56.7% of older households have incomes of £10,000 per annum or less.

### **House prices (Average Prices, Land Registry, April –June 2006)**

<b>Detached</b>	<b>Semi-detached</b>	<b>Terraced</b>	<b>Flat/Maisonette</b>	<b>Overall</b>
<b>288,784</b>	<b>191,704</b>	<b>171,727</b>	<b>145,372</b>	<b>181,720</b>

Affordability of these private retirement schemes is therefore clearly an issue for local people and it is likely that providers will rely on in-comers to the town to purchase many of their flats.

### **Extracare market**

ESCC is currently market testing the potential interest in this specialist market as a result of being approached by a number of RSLs and private providers in the past two or three years.

### **Support services market**

There is likely to be an impact on the market as a result of the refocusing of funding sources such as Supporting People.

## **7.0 Resources, Finances and Funding**

### **Eastbourne Borough Council and housing related resources**

#### New affordable housing

New housing requires some form of subsidy to make it affordable. This subsidy may be provided in the form of:

- Free or discounted land
- Grant from the government or local authority
- Contributions from a private developer

In most cases there will need to be a combination of these to make affordable housing financially viable. In some cases the inclusion of market housing for sale and / or shared ownership units will provide a capital receipt to the developer which will reduce the level of the loan needed to finance the development.

Land costs generally represent around one third of the total cost of developing new housing. Where Councils have a strategic priority or financial interest in certain developments they may choose to reduce the price they ask for the land, in some cases to a minimal level, in order to meet a particular need. Land may be transferred, for example, to a 'not for profit' development partner.

Land is a valuable asset, not only in terms of its financial value on the market, but because of the difficulties there are identifying suitable land to meet community needs. Planning policies govern the use of particular areas of land and larger sites may be earmarked for particular uses. It is essential that specific needs relating to older people's housing, such as retirement schemes and extra care, are flagged up so that suitable sites can be identified.

In some cases, a scheme or block of properties may be transferred to a Housing Association or other partner to lever in their resources for new development, remodelling and/or improvements to the existing properties.

However, only 25% of the receipts from the sale of any land or property can be retained and used by Eastbourne Borough Council. Nor are any receipts from housing sites or properties automatically ring-fenced to new housing development. Any proposals to sell housing assets need therefore to be assessed for their impact on housing needs in the Borough and linked to firm proposals for re-investment in the replacement of new housing units to ensure older people's housing needs can be met. This would also provide an opportunity to improve the distribution of housing and the mix of housing types to meet local needs better than at present.

Government funding is available to some developers through Housing Corporation arrangements. To date, these have entailed bidding through competitive bidding rounds, currently held every two years.

Eastbourne Borough Council has limited funding from its own capital receipts to subsidise schemes which meet its strategic priorities. The Council also allocates funding to new housing schemes from financial contributions received from developers through planning requirements. Currently a pot of approximately £368,000 is available from these sources. There are significant demands on this capital.

An increasingly important form of subsidy is provided through planning related (section 106) legal agreements made with developers as contributions to affordable housing development. The principle of these contributions is set out in the Local Plan (or, in future, Core Strategy) and other supplementary planning documents. Individual contributions are negotiated on a site by site basis and normally take the form of an agreed percentage of affordable properties within the development itself with occasional financial contributions. Specific policies need to be developed around the development of private sector housing for older people, but contributions to affordable retirement housing need not be restricted to these developments.

### **Private Sector Housing**

Previous tables show that nearly 85% of all older people live in private sector homes, either as owner occupiers or private tenants.

In 2001 Eastbourne Council undertook a survey of the condition of private housing. This survey indicated that:

- 7.7 % of private dwellings failed to meet basic minimum standards and this percentage is considerably higher in the private rented sector
- Unfitness is concentrated within older properties with 16% homes built before 1919 identified as unfit
- The cost of repairing these unfit homes is estimated at £12.8 million
- The Council faces a potential immediate demand in excess of £2.9 million for means tested grants such as Disabled Facilities Grants. These grants are merely targeted at bringing unsatisfactory owner occupied dwellings up to basic minimum standards
- 40% of unfit housing is occupied by households aged over 60 and on low incomes. The majority of these dwellings require works of less than £2,000

This information augmented the later cross-tenure housing needs survey which also showed that:

- Disrepair was disproportionately high among dwellings occupied by private tenants
- 24.5% of homes that need repair are occupied by people aged over 60

- Over 20% of households with a disability felt that their home was inadequate for their needs
- A disproportionately high level of disrepair was found among wheelchair users and households with asthmatic and respiratory problems, mental health problems and learning difficulties

Eastbourne Borough Council received £1 million for 2006 - 2007 for private sector housing renewal. Of this sum, £350,000 has been set aside for providing interest-free loans to enable vital repairs to be undertaken or to help people move to more suitable housing. This includes a scheme specifically aimed at enabling prompt hospital discharge by facilitating immediate adaptations. However, uptake has been slow despite the facility to defer any repayment until the home is eventually sold. There is a role for care and support agencies to promote the benefits of this scheme in helping older people to make their home warm, suitable and safe. Full uptake will ensure funding for future years which will be dependent upon achieving positive outcomes.

Disabled Facilities Grants are part-funded by the government, the remaining funding coming from Eastbourne Borough Council's Capital Programme.

Funding for some assistance is provided by the Government's Energy Efficiency commitment (EEC) 2 Utility Funding; Benevolence Funds (match funding for Care and Repair; the East Sussex Healthy Homes Project (part-funded by Eastbourne Borough Council); and the government's Warmfront Top-up Grants scheme.

Eastbourne Care & Repair, the Home Improvement Agency, is funded by Supporting People, Eastbourne Borough Council and East Sussex County Council. In addition to acting as the client's agent in accessing the grants, the Agency is administering a scheme for security and smaller repair grants up to £500 for homeowners over 60 with less than £5000 in savings. An emergency heating repair scheme is also available for those over 70 with less than £5000 in savings.

Grants under £3,000 and all Disabled Facilities Grants are not liable for repayment. Other financial assistance is paid in the form of loans covered by equity in the property itself, rather than by repayments. Equity release is an important area of development. Future loan options may include:

- Interest bearing repayment loans
- Interest only loans secured against the value of the property with capital repaid on the sale of the property
- Zero interest or equity release loans registered as a charge against the property with no ongoing payments.

### **Supporting people resources**

The Supporting People Five Year Strategy highlights the need to shift support from accommodation-based services to floating support that can be available

to anyone who needs it, regardless of tenure. Whilst East Sussex Supporting People partnership might reasonably expect a large injection of additional funding based on the Department of Communities and Local Government's national distribution formula, the implementation of shifts from highly funded areas to those with relative under-funding is taking place much more slowly than originally anticipated. In effect, therefore, new services can only be planned on the basis of others being closed or re-designed to cost less, releasing funding.

### **Adult Social Care**

The Adult Social Care 3 year plan acknowledges the need to shift resources towards a more preventative approach to supporting care needs and is currently developing a county-wide approach to the provision of revenue support for emerging schemes. The department is also working with the corporate centre to establish how council land - which may become available in future years due to changing priorities - can be best utilised to address the new emerging agendas, such as the Extracare needs identified in this strategy, whilst still meeting audit requirements for best value.

Adult Social Care Services will also use the Assistive Technology Grant to fund equipment and responses to alerts from specialist equipment. The potential for preventing escalation of crises is now well understood.

### **Health**

Telemedicine, whilst having huge potential for management of long term conditions, has yet to attract any funding from either central government or local Primary Care Trust. Although strictly related to health conditions, this is an important potential development for extra care housing where the response to support, care and health needs could then be jointly commissioned, offering efficiencies and added value.

### **Workforce issues**

National and local demographics point to a shortage of care workers both now and in the foreseeable future as many current carers reach retirement and recruitment is low. Additionally, new models of support will require a different kind of skills mix which places more pressure on the independent sector to ensure that their employees have the correct training and backup.

## 9.0 Partnerships

A partnership approach has been taken to the development of Extra Care housing and the broader housing and support agenda over the past 4 years. This is set within a broad partnership context across Health, Housing (local authorities and LSVT<sup>23</sup> partners) Adult Social Care and the Independent Sector.

The Locality based housing groups have a wide membership which includes a range of local partners from the statutory, independent and voluntary sectors.

The importance of effective partnership working in the development of this agenda cannot be stressed enough. It is recognised that no one agency is in a position to develop this agenda. Expertise and resources need to be shared.

It is likely that further work needs to be undertaken on reviewing partnership arrangements through partnership agreements or an equivalent mechanism where new Extra Care / housing and support developments are initiated. These will be in line with Partnership Arrangements for all agencies.

**Key Actions – see accompanying ‘Eastbourne Housing and Support Strategy 5-year Action Plan 2007-12’**

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<sup>23</sup> See Glossary