



**DRAFT PORTFOLIO HOLDER DECISION NOTICE**

**PROPOSED INDIVIDUAL DECISION BY THE PORTFOLIO HOLDER FOR HOUSING**

**TOPIC – OLDER PERSONS HOUSING ACTION PLAN**

**PROCEDURAL INFORMATION**

The Access to Information Procedure Rules – Part 4, Section 22 of the Council's Constitution provides for a decision to be made by an individual member of Cabinet.

In accordance with the Procedure Rules, the Corporate Director (Governance), the Chief Executive and the Head of Finance are consulted together with Chairman and Vice Chairman of the Principal Scrutiny Committee and all Members of the relevant Scrutiny Panel (individual Ward Members are consulted separately where appropriate). In addition, all Members are notified.

Five or more of these consulted Members can require that the matter be referred to Cabinet for determination.

**If you wish to make representation on this proposed Decision please contact the relevant Portfolio Holder and the following Committee Administrator by 5.00pm on 25 March 2009**

**Contact Officers:**

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**SUMMARY**

The Communities and Local Government's, "Lifetime Homes, Lifetime Neighbourhoods" sets out a national strategy for housing in an ageing society. This Action Plan takes forward themes from the national agenda and places these within the context of the Winchester District.

The Action Plan will focus on the 84% of older people over the age of 65 who, at any time, are not intensively using National Health Service (NHS) and social care services. This follows the same criteria as Hampshire County Council's Older Persons' Well-Being Strategy 2008. The Action Plan focuses on those people in the most need (who are not intensively using the NHS and social care services), of all tenures. Its main aim is to enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable. This Older Persons Housing Action Plan links to the Winchester District Older People Wellbeing Action Plan, which will be presented to Cabinet in April 2009.

Although the latter focuses on the generic wellbeing of older people, the Older Persons Housing Action Plan sits within the Housing and Home section element of the Wellbeing Action Plan.

There are no additional resource implications with this Action Plan, as the items identified will be undertaken within existing staff time and budgets. If any of the actions, after investigation, do require additional resources, a report will be presented at Cabinet.

### **PROPOSED DECISION**

That the Older Persons Housing Action Plan be approved as per the attached appendix.

### **REASON FOR THE PROPOSED DECISION AND OTHER ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

Due to the Government publishing a national strategy for 'housing in an ageing society', together with the ageing population of Winchester District, there is a need to plan for this population's needs and requirements. Statistics from POPPI (Projecting Older People Population Information System) show that people aged over 65 years make 21% (rounded) of the total population of the Winchester District. By 2025 this will increase to nearly 30% (23% nationally).

### **FURTHER ALTERNATIVE OPTIONS CONSIDERED AND REJECTED FOLLOWING PUBLICATION OF THE DRAFT PORTFOLIO HOLDER DECISION NOTICE**

N/A

### **DECLARATION OF INTERESTS BY THE DECISION MAKER OR A MEMBER OR OFFICER CONSULTED**

None

### **DISPENSATION GRANTED BY THE STANDARDS COMMITTEE**

N/A

**Approved by: (signature)**

**Date of Decision:**

**Councillor Tony Coates**

**Portfolio Holder for Housing**

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## **Older Persons Housing Summary Paper**

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## Foreword

The Communities and Local Government, Lifetime Homes, Lifetime Neighbourhoods sets out a national strategy for housing in an ageing society. This action plan takes forward the themes from the national agenda and places these within the context of the Winchester District.

The action plan will focus on the **84% of older people** over the age of 65 who at any time are not intensively using National Health Service (NHS) and social care services. This follows the same criteria as Hampshire County Council's Older Persons' Well-Being Strategy 2008. The action plan focuses on those people in the most need.

**Aim: To enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable**

## Introduction

There is an ageing population within the nation and within the Winchester District. As the government recommends now is the time to plan for this growing older population. The people who are now growing older have different aspirations and needs compared to existing older people and these needs and aspirations need to be planned for. This action plan for the Winchester District hopes to illustrate what, as a strategic authority we plan to do to address these needs. Partnership working is, of course paramount in the success of any action plan and here in Winchester we pride ourselves in our strong links with all stakeholders. We also believe that talking and listening to the population is also extremely important, whether it is people who currently use older person's services, or who may in the future. It is important that people who will use or are using the services, shape the services for the future.

## Housing Strategy Vision and Priorities

### Housing Strategy 2008- 2013

This strategy is an over-arching strategy with the Older Persons Housing Action Plan sitting below it.

The Winchester Housing Strategy vision is "to ensure that communities are sustainable and inclusive".

The over arching strategic priority for Older Persons Housing is closely aligned to those of the Housing Strategy, it is:-

- To enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable.

There are several priorities in the Housing Strategy which relate directly to this action plan and they are:-

### **To improve the supply of affordable homes and meet local needs.**

- Provide a dwelling stock that can be used in a flexible way to meet households changing needs including improving the supply of Lifetime Homes.
- Ensure that homes are provided for households with particular needs, for instance those with support needs or impaired mobility.

**To promote high standards in private and affordable housing, including improving the quality of the Council stock, taking action to tackle climate change, including improving energy and water efficiency and recycling, and encouraging the use of renewable energy.**

- Investigate new ways of supporting owners to maintain and improve the standards of their dwellings, including home loans and equity release
- Contribute towards meeting Local Area Agreement targets relating to fuel poverty for people on income based related benefits (NI187)

**To promote independent living and provide support for vulnerable and disadvantaged households, in particular homeless households with complex needs and older persons.**

- Investigate how to meet the needs of people with multiple and complex needs through improved accommodation and support.
- Develop a local older persons housing action plan.
- Support vulnerable and disadvantaged households in their own homes e.g. through the provision of Disabled Facility Grants and Home Repair Assistance.
- Contribute towards meeting Local Area Agreement targets relating to providing information and support to older people to enable them to live independently (NI 134) and promoting independent living for vulnerable people (NI 142).
- Expand the provision of housing with support and move-on arrangements for those in supported housing.

## **Summary of Background Evidence and Information**

### **A Demographic Picture**

#### **Ageing Population in the Winchester District**

Statistics from the Office for National Statistics for 2006 show that 23.3% of the population of Winchester are aged 60 years and over. This is higher than the national figure at 21.2% of the population.

Statistics from POPPI (Projecting Older People Population Information System) show that people aged over 65 years make 21%(rounded) of the total population of the Winchester district and by 2025 this will increase to nearly 30% (23% nationally). The age range that is likely to **increase the most** is the 75+ age range; from 91,000 in 2001 to 169,000 in 2028.

But the **largest age cohort** is still the 50-64 age, from 203,000 in 2001 to 228,000 in 2028.

### Gender

With regards to the gender split, men and women are roughly equal until the age of 70 onwards and from this age women outnumber men. This imbalance becomes more striking as age increases, with at the age of 90 and over, when women make up over 68 % (2001) of the total population of this age range.

However, by 2028, the percentage increase between male and female in the 75+ age range reduces. In 2001, 36% of 75+ age were men and 64% were female. By 2028, this has evened out to, 44% men and 56% women.

### Ethnicity

POPPI statistics for 2005 show that 98.7% of people aged between 55-64 years of age were White British. This figure increased to 99.75% in the age range of 85+ years. The remaining percentages were made up in descending order, Asian and Asian British, Chinese or other ethnic group, mixed ethnicity and finally with 0.14% Black and Black British.

Contact Consulting were commissioned in 2007 by Hampshire County Council (HCC) to research and report on the needs for older people in Hampshire. They produced a report titled, Providing a context and setting priorities in accommodation and care for older people in Hampshire. This report goes into more detail by ethnic group, i.e. white Irish, Pakistani, and Indian. It shows that within the older age cohorts at present, there are hardly any ethnic groups of 80 years plus (2001). The second highest ethnic group in total from 50 years of age to 90+ was Indian with 400, Chinese 341, other ethnic groups 278, Mixed white Asian 275.

### Tenure by age cohorts

The majority of people over 50 years of age, in 2001, were **owner occupiers** in the Winchester District, with **19,363** owning their own home outright. The second highest tenure was still owner occupier but where there was still a mortgage or a loan to repay, this was 9,980 people. There are over 5,000 people renting from **the council**, 992 people over 50 years of age in 'other social rented', which means Registered Social Landlords (RSLs) and 1,710 rented in the private rented sector.

The Private Sector housing condition survey 2007 found that 76% of private dwellings have more bedrooms than required and are **under-occupying**. (Private dwellings include owner occupiers and private rented). Nearly **67% of people aged between 55-64 years of age are under occupying by 2 bedrooms** and the age range of 65 years and over, 60% are under occupying by 2 bedrooms.

However, the survey also reports that there is a **high degree of residential stability within private households**. 90.8% of households have no intention to move within the next year. Within the age group of 55-64 years, 96.2% of households had no intention of moving however, with the oldest age group of 65 years and older, 94.6% stated that they had no intention of moving. The majority of people within these age ranges do not want to move, however, it would seem that **the older age group are slightly more likely to think about moving** compared to the younger of the two age ranges.

Within the age range of over 65 years and more, 1.8% definitely want to move, which is **156** households and 3.5% possibly want to move, which is **306** households.

462 owner occupiers aged 65 years+ definitely or possibly want to move. There is no way of knowing what would make them move or why they want to move, but the statistics suggest that of these 462 owner occupiers who may want to move, that they are more likely to be under occupying and, as the Housing Market Assessment (2007) suggests they would like to move to the same tenure.

The Private Sector Condition Housing survey states that 3556 households, 10.6% of the total population of Winchester are in fuel poverty\*. Of this figure, the highest percentage which are in fuel poverty are the 65 years and older, with over 22%, 1910 householders. This is why action 21, within the action plan states 'to co-ordinate a directory of grants and loans available to residents across the district to improve their homes and increase energy efficiency to reduce fuel poverty'. This action will also support the achievement of National Indicator 187,(see Background Paper which explains about the Local Area Agreement) which is 'tackling fuel poverty, % of people receiving income based benefits living in homes with low energy efficiency'.

\*(Fuel poverty is defined as a household who needs to spend more than 10% of their net household income on all domestic fuel use including appliances to heat their home to an adequate level of warmth).

## **Current Supply of Housing for Older Persons**

Winchester City Council is the largest supplier of purpose built sheltered units within the District with 707 units (Elderly Accommodation Database, 2007). RSLs have 347 purpose built units in the district with Almshouses having 80 units and Abbeyfield having 23 units. Abbeyfield and Almshouses differ from sheltered housing models as residents are provided with cooked meals and cleaning services and are volunteer based charity run organisations.

There are currently 391 leasehold retirement housing units within the district, of these, 12 are Extra Care units.



This means that Winchester has 171 sheltered housing places per thousand population (Contact Consulting, 2007). Winchester is the fourth highest ratio within the county. The districts average is 151, so Winchester is above the average. However, this figure only tells us the number of units not the condition or appropriateness of these units. An extract from the Supporting People Strategic Review (2008) states that 'most of the sheltered housing stock was built between the 1960's to 1980's with many schemes of standard sheltered housing design with flats centred around a communal lounge and other shared facilities. Overall the stock in terms of flat size and layout remains popular with existing residents. There is, however, a consistent view among residents from nearly all providers that the maintenance and upkeep of schemes is declining with kitchens, bathrooms and windows needing updating'. With most of the schemes being built around 30 years ago a lot of the original amenities are now gone, for example the post office and bus routes, this can lead to a feeling of social isolation.

Winchester district has 47 services in the public sector, supporting older people across the district (Hampshire Supporting People Strategic Review). This includes 40 sheltered housing schemes; Winchester City Council (WCC) is the largest single provider of older person's services. There are 8 other providers.

Due to lack of demand the majority of sheltered housing providers have needed to allocate some of their accommodation to younger age groups with lower support needs to ensure the scheme is viable. A survey carried out of new residents of sheltered housing WCC in 2008 confirmed this, because 58% said they were surprised to learn that they needed a support plan, once they had moved into the scheme.

The SP Older Persons Strategic Review found that the demand for sheltered housing had and was continuing to decline in Winchester. The population projections, however, clearly indicate an increasingly ageing population in the district over the next 20 years. This shows that the current supply of accommodation for older people is not what the current and future older population want to live in.

Population projections suggest that older people will be owner occupiers and those looking to secure accommodation in the private market. The majority of sheltered housing is located within Winchester town's boundaries. There are, however, a number of schemes covering more rural areas including Alresford, Bishops Waltham, Wickham, Colden Common, Denmead and Swanmore.

The SP Strategic Review has recommended various sheltered schemes are re-designated to general needs housing for older people, which will mean people will not have to pay for support or alarms if they do not require it. Winchester district is a large geographical area; therefore there is a need for more floating, community support as an alternative to accommodation based services.

**Extra care**

The provision of extra care within the district at present, (Contact Consulting) is 56 units, across 3 schemes. Two of these schemes are run by WCC and one by Colten Developments Ltd, which is a leasehold scheme of 12 units.

### **Indicators of need for Extra Care**

There is no one measure that can highlight the potential for need within an area but rather a collection of information that can inform strategic planning. One dimension is the **concentration of people in advanced old age** within each district, as highlighted above. The Toolkit for Department of Health (DOH) and Communities and Local Government (CLG) has recommended using **prevalence (total number of cases within a population) levels established by national surveys and applying them to local populations**. The third dimension which could show the indicator of need is the **current supply of appropriate options presently available**.

Contract Consulting's study of older people (over 75+) considered the number of people who are experiencing difficulties with various tasks such as bathing, showering, getting up and downstairs and dealing with personal affairs. Compared to the 11 districts within Hampshire, **Winchester has the third highest number of people** who find these tasks difficult. The study also considered the number of people over 65 years of age experiencing moderate to severe mental confusion again **Winchester has the third highest number of people** with 1,260 people in 2001.

They recommend a high first priority, alongside commissioning new schemes would be to exploit the potential of those existing schemes that by design and facilities might operate as Extra Care. That is why in the action plan, number 3, it states that there is a need to contribute towards the 400 Extra Care units target set by HCC.

## Action Plan

The over-arching priority for older Persons Housing is **'To enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable'**.

The action plan is divided up into 5 sections each of which has a priority. The themes of the action plan are to give people a **menu of choice** with regards to housing, tenure, care and support packages. To give people **information** to make these choices, whether it is to improve their existing home, through insulation to reduce fuel poverty, a disabled adaptation to enable them to live longer in their home or to **assist** them to move to a more specialised home.

To reduce **isolation and loneliness** and make people feel **safer** within their community. If people are moving into a new area, a befriending service could reduce the isolation. Using sheltered schemes' community halls as community hubs for everyone, could again reduce the loneliness. To involve older people in the decision making process on services for older people could again not only empower people but make sure the decisions are the right decisions for people.

### 5 Key priorities are :-

#### 1 To enable older people to have a choice of housing appropriate to need.

This is all about having a menu of choice of housing regardless of the circumstances of the individuals, it includes:-

- Good quality sheltered stock of all tenures
- Extra care housing
- Specialised dementia units
- Re-ablement projects
- Lifetime Homes – making sure new build is built to these standards and allocated and adapted to appropriate people

#### 2 To provide an appropriate and wide range of care and support packages, within the home of their choice.

This includes:-

- Floating support across all tenures
- 'Taylor-made' support and care packages for individuals

#### 3 To make physical alterations within existing homes to allow independence and choice. This is where practical physical alterations can be made to peoples homes, whether in the form of a grant or paid for by the individual.

- Disabled adaptations

- Handypersons scheme – energy efficiency advice
- Gardening service
- Telecare/assistive technology
- Directory of grants available

#### **4 To enable people to move between the choices of housing options available.**

This priority is about how we can give people information and/or assistance to move between the menu of housing options.

- Joint assessment panel for extra care
- Relocation package
- Information on equity release

#### **5 To reduce isolation and loneliness to enable older people to feel safe in their neighbourhoods and by doing so help to create sustainable communities.**

This priority is about using sheltered schemes as the centre of a community and making sure that older people have their say in how their services operate.

- Information on choices
- Older people involved in the decision/policy making of older peoples services
- Creation of community hubs
- Pilot of village agent
- Befriending service

There are a number of challenges facing Winchester City Council in its strategic housing role and other housing, social and health care providers. Such as the ageing population, the potential need in the district, the cut in funding from Supporting People, the oversupply of certain types of stock and the rising expectations of our present and future customers. However, this action plan goes some way towards addressing these issues and will continue to progress. This action plan is for a 5 year period and the actions will be monitored on a regular basis. This plan will undergo a review at the end of 2009 and if necessary the findings published.

**Winchester District Older Persons Action Plan  
Background Paper**

**2008/9 – 2012/13**

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**Foreword**

The Communities and Local Government, Lifetime Homes, Lifetime Neighbourhoods sets out a national strategy for housing in an ageing society. This action plan takes forward the themes from the national agenda and places these within the context of the Winchester District.

This action plan consists two supporting documents, one a summary and one, this one, which explains the wider strategic context both nationally, county-wide and locally. There is also an action plan containing 33 actions with timeframes for each action.

The action plan will focus on the **84% of older people** over the age of 65 who at any time are not intensively using National Health Service (NHS) and social care services. This follows the same criteria as HCC because we cannot aim to achieve a strategy that deals with all of older population but rather those in the most need.



## Introduction

There is an ageing population within the nation and within the Winchester District. As the government recommends now is the time to plan for this growing older population. The people who are now growing older have different aspirations and needs compared to existing older people and these needs and aspirations need to be planned for. This action plan for the Winchester District hopes to illustrate what, as a strategic authority we plan to do to address these needs. Partnership working is, of course paramount in the success of any action plan and here in Winchester we pride ourselves in our strong links with all stakeholders. We also believe that talking and listening to the population is also extremely important, whether it is people who currently use older person's services, or who may in the future. It is important that people who will use or are using the services, shape the services for the future.

## Housing Strategy Vision and Priorities

### Housing Strategy 2008- 2013

The Housing Strategy is an over-arching statement on the corporate policy direction and the Older Persons Housing Action Plan sits below it.

The Winchester Housing Strategy vision is "to ensure that communities are sustainable and inclusive".

The over arching strategic priority for Older Persons Housing is closely aligned to those of the Housing Strategy, it is:-

- To enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable.

There are several priorities in this which relate directly to this strategy and they are:-

### **To improve the supply of affordable homes and meet local needs.**

- Provide a dwelling stock that can be used in a flexible way to meet households changing needs including improving the supply of Lifetime Homes.
- Ensure that homes are provided for households with particular needs, for instance those with support needs or impaired mobility.

**To promote high standards in private and affordable housing, including improving the quality of the Council stock, taking action to tackle climate change, including improving energy and water efficiency and recycling, and encouraging the use of renewable energy.**

- Investigate new ways of supporting owners maintain and improve the standards of dwellings, including home loans and equity release
- Contribute towards meeting Local Area Agreement targets relating to fuel poverty for people on income based related benefits (NI187)

**To promote independent living and provide support for vulnerable and disadvantaged households, in particular homeless households with complex needs and older persons.**

- Investigate how to meet the needs of people with multiple and complex needs through improved accommodation and support.
- Develop a local older persons housing action plan.
- Support vulnerable and disadvantaged households in their own homes e.g. through the provision Disabled Facility Grants and Home Repair Assistance.
- Contribute towards meeting Local Area Agreement targets relating to providing information and support to older people to enable them to live independently (NI 134) and promoting independent living for vulnerable people (NI 142).
- Expand the provision of housing with support and move-on arrangements for those in supported housing.

The Housing Strategy will be monitored by the Housing Board and so will the key actions from this plan, see Monitoring section.

### **Community Strategy**

The City Council has identified through its **Community Strategy and Corporate Business Plan** the need to promote sustainable communities and places where people will want to live and work, both now and in the future. The overall aim is to achieve sustainable communities through sustainable development and to enable and improve access to affordable housing. This relates to this action plan in several key areas, namely in providing a menu of choice of support and care packages, so that people can stay within their community through old age and produce a sustainable community. Also, to provide more information to people about the choice of housing available to enable people to have access into affordable housing.

**Local Development Framework**

At the time of writing this action plan, Winchester City Council is currently preparing the LDF. It has been recommended that within the future LDF for Winchester District there will be recognition of older persons housing, for example, dementia care, intermediate care, extra care and understanding of when and where this type of housing would be appropriate.

**Older Persons Housing Action Plan Strategic Priority**

This action plan has an over arching priority which is:-

**To enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable.**

Under this priority sits 5 key priorities:-

- To enable older people to have a choice of housing appropriate to need
- To provide an appropriate and wide range of care and support packages, within the home of their choice
- To make physical alterations within existing homes to allow independence and choice
- To enable people to move between the choices of housing options available
- To reduce isolation and loneliness to enable older people to feel safe in their neighbourhoods and by doing so help to create sustainable communities.

Under these 5 priorities are the actions to enable these priorities to be met. There is a named Lead, WCC support and other key stakeholders, a resources column, a time period of when this will begin and end, or continue.

**National Strategic Context**

There is a need to understand the context of this action plan for the Winchester District within the national agenda.

The **Local Government White Paper: Strong and Prosperous Communities** (2006) advocates the need for partners to work together effectively to deliver new market and affordable housing, make best use of stock in order to achieve social, economic and environmental objectives that shape a community and create a sense of place.

**Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society (2008)** sets out the Governments approach to the challenge of an ageing society by ensuring the provision of appropriate housing and care. The strategy signals the move towards the building of new homes to Lifetime Homes standards as the norm and the creation of lifetime neighbourhoods. It also aims to reconnect housing, health and social care sectors in order to achieve better outcomes for older people. This includes improving information and advice and providing support for adaptations and repairs and opportunities for people to move towards specialised accommodation in later life. The Communities for Local Government priorities are Community Support, Community Alarms, Home from Hospital and the expansion of Homes Improvement Agency. All of which are addressed within this action plan.

Also within this strategy recommends that the Disabled Facility Grants are unringfenced. This means that previously these grants were used to adapt people's homes to make their lives more easy. Now the grants can be used for associated purposes, such as moving home, where this is a more appropriate solution, or funding could be pooled to purchase portable extensions which are suitable for reuse, through improved procurement models.

The **Housing Green Paper: Homes for the Future, More Affordable, More Sustainable** (2007) aims to ensure everyone has access to a decent home at a price they can afford, in a place they want to live and work. It recognises that good quality affordable housing enables stable and secure family lives, creates communities that attract investment and skilled workers, and reduces our carbon footprint. To help increase the supply of affordable homes the Green Paper also signals the opportunity for councils to establish new local housing companies and a review of the Housing Revenue Account subsidy system that may allow councils to build homes themselves. The **Housing and Regeneration Bill** (2007) once enacted will implement the key changes outlined in the Green Paper.

**Well Being**

In 2004 the Audit Commission in partnership with Better Government for Older People (BGOP) published a series of reports focussing on the challenges to public service in promoting independence and well being for older adults. These documents identified seven dimensions of independence.

Government departments and national voluntary organisations and pressure groups have over recent years produced a variety of policy documents which highlights the need to plan for an ageing population. They have also been stating that this growing, ageing population has a lot to offer the community in which they live if their quality of life is to be maintained. The theme of 'well being' has been used by government departments and this means that if older people are in good health and have good social networks, they have increased confidence and opportunities and this can lead to increased participation within the community, this is called the 'cycle of well being'. The seven dimensions of independence in brief are :-

1. **Housing and Home**
2. **Neighbourhood**
3. **Social activities, social networks and keeping busy**
4. **Getting out and about**
5. **Income**
6. **Information**
7. **Health and healthy living**

If one link to the cycle is broken then this can have a detrimental impact on the whole well-being of the individual. That is why one research finding from the Joseph Rowntree Foundation referred to 'that little bit of help' (JRF, 2005, The Older People's Inquiry. 'That bit of help'). This is why some of the actions within the action plan focus on small-scale, preventative actions in order to try to eliminate large-scale, crisis reactions.

**Regional Strategic Context****Older People's Well-Being Strategy April 2008-March 2011**

Hampshire County Council (HCC) has released the above strategy. HCC carried out extensive consultation within the county including the Winchester district to produce this document. They consulted older people within the community as well as NHS, Police service, Fire and Rescue service, the Pension Service, district council and voluntary and community organisations who are involved with working with and alongside older people.

This strategy focuses on the seven dimensions of well being, as explained above. The top priorities for this strategy after a thorough consultation are:-

1. Work with transport agencies to improve access and services.
2. Promote information about existing gardening services. Support the development of low maintenance gardening initiatives and gardening schemes where required.
3. Consider a variety of ways to access existing handyperson and home improvement activities, including energy savings and insulation.
4. Develop further ways to promote personal safety.
5. Co-ordinate an on-going benefits campaign across the county with the Pension Service and other agencies.
6. Encourage activities between the young and the old.
7. Promote simple and regular physical activities in a variety of settings.
8. Increase the opportunity to access a variety of social activities and co-ordination between existing resources.

This action plan covers four of these priorities.

**Hampshire Supporting People**

The Hampshire Supporting People programme which came into effect in 2003 supports nearly 2000 people across Winchester in a range of services. The current level of contribution from Supporting People funding in Winchester is in the region of £3 million per annum which provides services for older persons such as people in sheltered housing, people with learning and physical disabilities as well as many vulnerable and disadvantaged groups who are at risk of or who have experienced homelessness. It is a priority to examine how to meet the needs of older persons, including through the provision of extra care.

HCC undertook a comprehensive strategic review on all of the services they currently pay towards for older people in 2008. This involved consulting with many service users and service providers.

Hampshire Supporting People aims coming from this strategic review are:-

- To improve access to and develop community based support services for older persons regardless of tenure
- To ensure that support is targeted at those who need it within sheltered housing
- A minimum level of support is made available to all sheltered housing tenants

Hampshire Supporting People will also work with housing providers to look at options for re-designating some inappropriate sheltered accommodation as general needs accommodation for over 55s or alternative uses. Also to continue to identify opportunities to develop extra care services in Winchester and to have greater use of Assistive Technology and Telecare. All of these themes will have a great impact on all service providers receiving Supporting People funding and in deciding to continue to receive this funding from Hampshire. These considerations have been taken into account when writing the action plan and the Supporting People Co-ordinator for Winchester District has been consulted in detail on this proposed approach.

### **Local Area Agreements**

Hampshire County Council, like all local authorities have a Local Area Agreement (LAA) with central government. It is achieved through consultation with all district councils and is for 3 years.

Hampshire's LAA has 8 priority areas, two of which relate to this action plan: they are to '*improve access to housing and accommodation*' and '*to promote and improve the health and well being of people in Hampshire*'.

The LAA has 33 targets for the priority areas and several of these will be partly achieved through this action plan. They are:-

- **National indicator 187** – Tackling fuel poverty- % people receiving income based benefits living in homes with a low energy efficiency rating.
- **National Indicator 142** – Number of vulnerable people who are supported to maintain independent living.
- **National Indicator 134**- Number of emergency bed days per head of weighted population.

There are also **Local Targets** within the LAA, one of which will be partly achieved through this action plan, it is:-

- People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently.

The LAA also has 13 local **improvement targets**, two of which relate to this action plan, they are:-

- Provide information and support to older people to enable them to live independently.
- Promote independent living for vulnerable people.

**Contact Consulting**

Contact Consulting produced a report titled, 'Providing a Context and Setting Priorities in Accommodation and Care for Older People in Hampshire', in November 2007 for Hampshire County Council (HCC). HCC use it to allocate funding for Extra Care units across the county. It will be referred to in this action plan.



## **Demographic Trends**

### **National**

The national demographics show that we are living in an ageing society. The growth in population as a whole is slowing down, the number of children and young people are falling, but the proportion of older people is steadily growing. In 2007 the number of people over 65 had exceeded the number of children under 16, (HM Government, 2005, Opportunity Age: meeting the challenges of ageing in the 21<sup>st</sup> century). Households where the main householder is over 65 years will make up about half of the projected growth in households to 2026, (CLG, Lifetime Homes, Lifetime Neighbourhoods).

Statistics from the Office for National Statistics for 2006 show that 23.3% of the population of Winchester are aged 60 years and over. This is higher than the national figure at 21.2% of the population. Table 4 in Appendix 1, shows the current figures for England's total population and the projected growth in these age ranges as a percentage of the total population.

Just over 18%( 16% nationally) of the population of Winchester is over 65 years in 2008 and by 2025 it will be 24% and 20% nationally. This predicts that Winchester has a faster growing older population than is happening nationally.

### **South East**

In the South East, 16.5% of the population is over 65 years of age (HCC Older Peoples Well being strategy), just slightly higher than the national average. The number of over 65 years old will have increased by nearly 50% by 2020 and those over 85 will have more than doubled in number. (SE Regional Public Health Group, draft 2007).

### **Winchester**

The district of Winchester has a population of 111,012 people (2006) with projections for growth to 114,812 by 2012, an increase of 3.4% over 6 years. This is the sixth highest growth projection across Hampshire districts with a number of areas likely to see falls in population size and is in line with the likely percentage increase for Hampshire as a whole.

Winchester has a rapid percentage growth in population aged over 75, which is higher than the SE as a whole, (HMA, 2007).

Table 1, in Appendix 1, shows the census information for Winchester District and the age and gender population figures in 2001.

The largest age cohort at that time was the 50-54 age range, which of course would now be the 57-61 age range. With regard to the gender split, men and women are roughly equal until the age of 70 onwards and from this age women out number men.

This imbalance becomes more striking as age increases until at the age of 90 and over, women make up over 68% of the total population of this age range.

As Table 2, in Appendix 1 illustrates the projected population figures for Winchester District for male and females in 2028 the biggest increase in both genders, is the 75+ age, with a nearly 7,000 increase. Of this 7,000 increase 56% are females.

In 2008 for the first time, there were more people over 75+ than between 65-74 age range for both sexes.

With this projected increase in the advanced elderly there is a need to make sure there are care and support services available which meet peoples aspirations and needs. Table 3 in Appendix 1, shows the current figure for older people in England's total population and the projected growth in these age ranges.

HCC projections for the district show an 8.39% increase in the 45-64 year age range and a 13% increase in the over 65s between 2005-2012. This means that by 2012 the district will have 31, 328 residents in the age range of 45-64years and 22, 176 residents over the age of 65. By 2026 22.7% of the resident population will be 65 years and over.

Table 5 in Appendix 1, shows the population of older people by age cohort in Winchester District, together with the percentage of the total population predicted increase.

The Hampshire County Council Household projections shows that for Winchester in 2001, Pensioner households (singles & couples) accounted for 27% of the population, the second highest household type, with Couples without dependent children at 28%. However, in 2026 it is predicted that Pensioner households will consist of 30% of the population.

The south east of the District has a slightly older age profile and the western part a relatively high proportion of 15-24 year olds, partly due to the University and College populations. Recently, there has been a significant growth of families with children, perhaps because the high quality environment proves attractive to households moving from places such as London. It is noticeable that there has been out-migration of single (non-pensioner) households. They are likely to have moved to adjoining lower value areas due to affordability problems. The Housing Market Assessment (HMA, 2007), also shows that areas with an older age profile often have high levels of owner occupation and this is true of Winchester District.

**Gender differences in Older People**

With regard to the gender balance it is roughly equal until the age of 70 onwards and from this age women outnumber men. This imbalance becomes more striking as age increases, with at the age of 90 and over, when women make up over 68% of the total population of this age range (2001).

However, the predicted statistics for 2028, the percentage increase between male and female in the 75+ age range reduces. In 2001 36% of 75+ age were men and 64% were female. By 2028, this may even out to, 44% men and 56% women, (Contact Consulting). These statistics have implications for how to engage not only with people within existing sheltered schemes and those within the community but also on how to market the specialised housing stock. An example of this is in action 33, a befriending service for people who are moving into a sheltered scheme. It is recommended that an existing resident of the same sex go along and offer assistance to the new resident to make them feel part of the community.

There is also a need to consider gender when the resident is receiving care and support. Some residents would prefer to have same sex carers and the services need to be available to the resident.

**Sexual Orientation**

There are no statistics on the number of transsexual/transgender population as well as the lesbians, gay men and bisexual population within for example sheltered housing accommodation. However, when marketing and portraying an image of this type of housing and specialised older persons housing, such as extra care, there is a need to consider this population and their needs.

**Ethnicity**

In Appendix 2, Table 1, it shows the population of older people from BME communities in Winchester in 2005 and the percentage per population in brackets. This shows that 98.7% of people aged between 55-64 years of age were White British. This figure increased to 99.75% in the age range of 85+ years. The remaining percentages were made up in descending order, Asian and Asian British, Chinese or other ethnic group, mixed ethnicity and finally with 0.14% Black and Black British.

The Contact Consulting paper goes into more detail by ethnic group, i.e. white Irish, Pakistan, and Indian. It shows that within the older age cohorts at present, there are hardly any ethnic groups of 80 years plus (2001). The second highest ethnic group in total from 50 years of age to 90+ was Indian with a population of 400, Chinese 341, other ethnic groups 278, and Mixed white Asian 275.

Table 2, in Appendix 2 shows the population of Winchester District divided between male, females, age and ethnicity.

**Tenure by population of Winchester District**

The majority of people over 50 years of age, in 2001, were outright owner occupiers in the Winchester District, with 19,363 owning their own home outright. As illustrated in Table 7, shown in Appendix 1. The second highest tenure was still owner occupier but where there was still a mortgage or a loan to repay, this was 9,980 people. There are over 5,000 renting from the Council, and 1,710 rented in the private rented sector.

In terms of stock within the Winchester District, the private stock (as defined to include private rented and owner occupiers), has 36, 968 private dwellings, of these 81.3 % are owner occupiers.

The Private Sector Housing Condition Survey 2007 found that 76% of private dwellings have more bedrooms than required and were under-occupied. (Private dwellings include owner occupiers and private rented). Nearly 67% of people aged between 55-64 years of age were under occupying by 2 bedrooms and the age range of 65 years and over, 60% were under occupying by 2 bedrooms. This means that there are a number of people over 55 years of age who are living in homes larger than their need and it could mean at some stage these people may want to downsize to a more manageable home.

However, the survey also reports that there is a high degree of residential stability within private households, i.e. people not wanting or needing to move. 40.4% of households have been resident in their current homes over 10 years. 90.8% of households have no intention to move within the next year. Within the age group of 55-64 years, 96.2% of households had no intention of moving and, with the oldest age group of 65 years and older, 94.6% stated that they had no intention of moving. Even though the majority of people within these age ranges do not want to move, it would seem that the older age group are slightly more likely to think about moving compared to the younger of the two age ranges.

Within the age range of over 65 years and more, 1.8% definitely want to move, which equates to 156 households and 3.5% possibly want to move, which is 306 households.

There is no evidence to know what the reasons are for people wanting to move but the statistics (Housing Market Assessment (HMA), 2007) suggest that those who are under occupying may want to move to a leasehold tenure rather than rented. The HMA confirms this by stating that there was evidence to suggest that older householders require choice and quality options. The HMA also suggested that more research should be carried out in order to discover what types and locations of housing would be attractive to older households in the future.

However, these figures do not mention what condition the homes of these owner occupiers are in. The Private Sector Housing Condition survey stated that 3556 households, 10.6% of the total population of Winchester were in fuel poverty. Of this figure, the highest percentage which were in fuel poverty were the 65 years and older, with over 22%, 1910 householders. This could also be one of the reasons why this age group want to move. The issue of fuel poverty is addressed later in the action plan.

### **Winchester City Council and Registered Social Landlord Stock**

Winchester City Council is the largest supplier of purpose built sheltered units within the District with 707 units (Elderly Accommodation Database, 2007). RSLs have 347 purpose built units in the district with Almshouses having 80 units and Abbeyfield having 23 units. Abbeyfield and Almshouses differ from sheltered housing models as residents are provided with cooked meals and cleaning services and are volunteer based charity run organisations.

There are currently 391 leasehold retirement housing units within the district, of these, 12 are Extra Care units.

The following section is an extract from Hampshire's Supporting People Strategic Review. It illustrates the current provision of sheltered stock within the district.

*Winchester District benefits from 43 services receiving funding through Supporting People with capacity to support 1287 older people in sheltered housing with a further 110 older people with access to community based support and alarm only services. The majority of these services are sheltered housing provision with the largest provider being Winchester City Council. Winchester also has one service defined as Very Sheltered Housing, one Almshouse and one Abbeyfield scheme. There is also one alarm only contract operating across the district.*

*The majority of sheltered housing is located within Winchester town's boundary. There are, however, a number of schemes covering more rural areas including Alresford, Bishops Waltham, Wickham, Colden Common, Denmead and Swanmore.*

*Although Winchester does have a mobile warden service this is only accessible by WCC tenants and the district does not currently have a dedicated floating support service specifically for older persons.*

*Home Improvement Agencies (HIAs) are not for profit, locally based organisations that assist vulnerable homeowners or private sector tenants who are older, disabled or on low income to repair, improve, maintain or adapt their home. Winchester is currently receiving an HIA service through a cross district contract covering Winchester, New Forest, Eastleigh and Test Valley.*

*Services for Older Persons are operated by eight different providers including the District Council, RSL's and voluntary organisations.*

*Whilst the nature of the client group and service model of sheltered housing will frequently lead to services being under 100% utilised, Performance Workbook returns consistently indicate that the majority of services across Winchester have not been fully occupied for a number of years. It is also known that sheltered housing allocations are increasingly being made to people under 55 years old. The demand, therefore, for 'older' persons sheltered housing within the social rented sector in the borough has reduced and without under 55 year olds would be significantly under utilised.*

*Many schemes have lost the benefit of local shops, reduced bus services and other local amenities as these have ceased trading in recent years. This would seem to increase the level of social isolation some residents experience and have shifted schemes from being appropriately located to becoming remote from local services.*

As part of the consultation for the Older Persons Strategic Review Hampshire Supporting People requested completion by providers of a Stock Profile spreadsheet. The information requested included detail on the accommodation layout and facilities, age and condition, mobility and disabled adaptations and long term maintenance or refurbishment plans.

As the Supporting People Strategic Review states, a lot of the sheltered stock was built between the 1960's to 1980's with many schemes of standard sheltered housing design with flats centred around a communal lounge and other shared facilities. Overall the stock in terms of flat size and layout remains popular with existing residents. There is, however, a consistent view among residents from nearly all providers that the maintenance and upkeep of schemes is declining with kitchens, bathrooms and windows needing updating.

Since they were built, building standards have continued to increase, peoples aspirations have changed and a lot of the amenities that were once nearby have probably closed down, for example, shops and post offices. This means that some of the stock will no longer be 'fit for purpose', some will be 'hard to let' and others maybe in isolated area.

The majority of schemes do offer self contained accommodation. Although some units are defined as bed-sit / studio flats they do actually offer sole use of basic bathroom and cooking facilities.

A shortage of one bedroom accommodation for other groups has distorted allocation policies so that people above fifty, for example may only be offered Sheltered Housing if they are in housing need, regardless if they actually require the support that is provided with sheltered housing. This is why Hampshire Supporting People Strategic Review recommends redesignating some schemes to general needs housing.

**Extra Care Provision**

The provision of extra care within the district at present, (Contact Consulting) consists of 56 units, across 3 schemes. Two of these schemes are run by WCC and one by Colten Developments Ltd. At present taking into account the indicators of need (illustrated later in this document), the growing population and the current provision, it could be argued that Winchester District requires more extra care provision.

Contact Consulting recommend a high first priority alongside commissioning new schemes would be to exploit the potential of those existing schemes that by design and facilities might operate as Extra Care. This will be examined within action number 4.

**Fuel Poverty**

Tackling Fuel Poverty is a priority for the Government and they have set a statutory target to eradicate fuel poverty in England in all vulnerable households by 2010 and in all households by 2016. The government's main programme for tackling fuel poverty in the private sector is the Warm Front Scheme. The scheme is run by eaga plc for Defra and provides a range of heating and insulation measures to vulnerable households in receipt of certain benefits. Defra will be investing £800 million more into the Warm Front Scheme from 2008-11.

A household is defined as being in fuel poverty if the family would need to spend more than 10 per cent of their net income on fuel to maintain an adequate standard of warmth. By these definition 3556 private households, 10.6% are in fuel poverty, (Private Sector Housing Condition Survey 2007). Of the household types, the age range of 65 years and older has the highest percentage of householders in fuel poverty, 22%, 1910 householders. This is why action 21, within the action plan states 'to co-ordinate a directory of grants and loans available to residents across the district to improve their homes and increase energy efficiency to reduce fuel poverty'. This action will also support the achievement of National Indicator 187, which is 'tackling fuel poverty, % of people receiving income based benefits living in homes with low energy efficiency'.

**Affordability of housing for older people****Property value**

The Housing Strategy states that the average semi-detached house price within the Winchester District is £352,000 (Land Registry, 2008). This is useful in two respects, it will determine what represents affordability in relation to retirement accommodation offered for sale (some would regard the average selling price of a semi-detached house as an acceptable measure).

It also provides some indication of the likely value of equity available to older people in making a contribution from that source either to the repair and maintenance of their home or to funding long-term care needs.

That is why in the action plan number 27, will investigate and produce information on equity release schemes for residents across the district.

### **Older People with Mental Health Problems**

Good housing is basic to mental health and well-being and can play an important role in improving the well-being of older people with mental health problems. Age Concern state that a key priority for housing providers to develop for the clients are a range of options that can accommodate these diverse and changing needs. For example, older people with mild depression, older people with dementia and people who have grown older with long-term mental health problems (who may have spent long periods in mental hospitals) all have different needs. It is also paramount that new housing meets quality standards for the long-term needs of the population, including homes that can be lived in for an entire lifetime, and that existing housing is improved to meet these standards.

Specialist housing, such as sheltered and extra care housing are part of the choices for this client group, action number 3 will monitor this. As well as assistive technologies, where monitoring options can be placed within an existing home to improve the clients well being. For example, options such as sensors that can tell if someone has left their bed and verbal messaging units that remind residents to turn off taps and cookers, actions 22 and 24 specifically look at these issues.

Internet technology is also now seen to help reduce isolation and depression by enabling older people, especially those who are unable to get out and about, to develop and maintain contact with friends, family and others with similar interests. Actions 17 and 18 will look at providing IT packages within existing sheltered housing communal lounges and to use them as community hubs.

Under the Mental Health Act (2007) and the Mental Incapacity Act(2005) there is a duty to ensure that people have access to Independent Mental Health Advocates (IMHA) where they have been sectioned and/or are deemed mentally incapable of taking decisions for themselves and where there are no friends or family are able to act for them. Action 12 in the action plan will investigate and monitor how many residents have access to IMHA, with regards to care and support services and housing choices.

### **Personalisation**

The Government wants to undertake a radical reform of public services. It is hoped that through the 'personalisation agenda' people are able to live their own lives as they wish; confident that services are of high quality, are safe and promote their own individual needs for independence, well-being, and dignity.

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Strategy and Development Officer

February 2009

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This holistic approach is set out in 'Putting people first: a shared vision and commitment to the transformation of adult social care', the ministerial concordat launched on 10 December 2007.

Personalisation, including a strategic shift towards early intervention and prevention, will be the cornerstone of public services. This means that every person who receives care or support services, whether provided by statutory services or funded by themselves, will have choice and control over the shape of that service in all settings.

The work on direct payments and individual budgets, are crucial to delivering greater personalisation, choice and improved quality. There have been pilots into individual budgets and now this is being 'rolled out' nationally.

Individual budgets are designed to give individuals a full understanding of the finance that is available, in order to empower them to take control and make decisions about the care that they receive. For people who do not want to do this for themselves they do not have to and have the option to stay with the provider of care and support services the local authority have placed them with and the local authority will continue to pay them. For people who may have mental health problems some organisations, for example, MIND will have independent people who can assist individuals in getting the right service.

### **Indicators of potential need**

Indicators of potential need are a difficult aspect to research and quantify. The (need to put name of government paper which suggests this).

Table 9 in Appendix 4 uses a standard instrument that models potential difficulties with a range of tasks. These area tasks found to be highly indicative of a need for specialised accommodation and related care. The prevalence data is taken from the General Household Survey 2001 and applied to the local population numbers. In this table there are all of the district councils within Hampshire county so that a comparison can be carried out.

As highlighted from this data, the 3 districts that have the highest number of residents who need assistance in all four tasks are the same. New Forest has the highest number of residents for all four tasks followed by Havant and third is Winchester.

Looking at the ratio of provision of places within the Winchester District per thousand population who are 75 years of age or older, Winchester sheltered housing ratio is 171, compared to Rushmoor which is 219 and Test Valley which is 95. The districts average is 151, so Winchester is above the average. However, this figure only tells us number of units not the condition or appropriateness of these units required.

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This data paired with the number of owner occupiers within the district combined with what HCC Supporting People Strategic Review states a 'potential untapped area of need is that of vulnerable owner occupiers' could lead to the assumption that there could be a potential market for specialised accommodation for older people who can purchase this accommodation. This will be explored within action number 4.

### **Aspirations of current and future generations**

Within the Contact Consulting paper which looked at providing a context and setting priorities in accommodation and care for older people in Hampshire, it recognises the increasing importance of the aspirations of older people. The example they used was the 'Bleak Housing' written by Eastleigh Southern Parishes Older People's Forum, (May, 2007), which makes it clear that the overwhelming majority of older people wish to remain in their own homes for as long as possible. They look for choice, and importantly to maintain their tenure of choice into old age. By providing leasehold retirement housing not only allows choice but also the release of family sized accommodation into the market.

Expectations of people as they grow older are changing. The post war 'baby boomer' generation has significantly higher and different expectations of public services than previous generations. Financial planning for later life and pension reform are now major issues nationally that will have implications locally. A study by Joseph Rowntree Foundation (JRT) highlighted that the older generation now have an 'aversion to debt and the importance placed on being sensible with money' is high. In contrast the next generation are less debt averse. This has implications for the future generations who have lived at a time when credit and debt has become widespread and socially acceptable.

The next generation of older people are also the ones who exercised their Right To Buy in the 1980s and as a study highlighted, carried out by the JRF, those who had struggled to buy their own home in the past, saw their homes as inheritances for their family and disliked the idea of selling a property to fund residential care. This has implications of under occupancy on properties in the district and perhaps disrepair but also an unwillingness to move to more appropriate accommodation.

At a time when contact with family increases in importance for older people whose networks have diminished because of the death of friends, decreased mobility or disinclination to participate in social activities, social resources are as important to an older person as the housing. That is why this action plan has a priority stating 'To reduce isolation and loneliness to enable older people to feel safe in their neighbourhoods and by doing so help to create sustainable communities.

There is a specific action (26) looking at incentives for people who live in WCC housing, and are currently under occupying. The incentives to be examined may consist of a monetary value as well as making sure the social networks are also in place for people when they move, for example, action 33, a befriending service.

### **Future Services within the district**

#### **Gardening Service**

It has been clear within the consultation that Hampshire Supporting People carried out and Hampshire Wellbeing team that maintaining gardens is key to an individual's wellbeing. This is shown within numerous ways, in that an unkept garden can be a signal to people that an older more vulnerable person is living in the property and this can lead to fear of crime and actual crime. It can also be a worry for older people that their once pleasant garden is now untidy. With the savings that HCC SP made through the Strategic Review, some of which will now go back into either new or existing contracts. WCC, as a strategic authority put a successful bid together for SP funding for this new service. SP are now in the process of putting together a contract to go out to tender for this service for the Winchester District, action 20 illustrates this.

#### **Handyperson scheme**

From Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society (2008), the CLG want a handyperson service in every local authority as soon as possible. They also want the HIA to expand their services to link to other partners to include falls and accident prevention, home security, fire safety, energy efficiency, adaptations and targeted health improvements. Winchester District at present does not have a Handyperson scheme. There does seem to be a need for this service in Winchester District, as shown in Hampshire's Well Being strategy and action 19 will take this forward.

#### **Homeshare**

Homeshare is a simple way of helping people to help each other. A Homeshare involves two people with different sets of needs, both of whom have something to offer. Firstly, people who have a home that they are willing to share but are at a stage in their life where they need some help and support. These people are known as Householders.

Secondly, people who need accommodation and who are willing to give some help in exchange for somewhere to stay. These people are known as Homesharers.

By putting these two people together Homeshare manages to find the Householder the help, support and security they need. At the same time Homeshare finds the Homesharer a place to call home, possibly rent free and maybe in an area or property that would have been financially out of their reach. Both people, their families and communities benefit from the arrangement and the costs are very low. Homeshare schemes work on the basis that a person with social care needs, often an older person, who is a homeowner provides accommodation in exchange for an agreed level of support. As action 5 illustrates this will be explored.

### **Home from hospital**

This scheme is a partnership between HCC Adult Services and Winchester City Council, action 8 illustrates this. This scheme is for people who are coming home from hospital and may be having been away from home for some time. They need someone to get a few groceries in the home, put the heating on, and clear up the post. Small activities that perhaps a relative would have carried out in the past, but with dispersed families, more and more people do not have family nearby to rely on.

### **Re-ablement**

This scheme is in partnership with HCC Adult Services and Winchester City Council. It will contribute towards one of the LAA National Indicators, NI 134 – Number of emergency bed days per head of weighted population. The scheme will assist people in two ways, those who are moving out of hospital but are not yet ready to go back home, either because the home needs to be adapted to meet their new needs or that the person needs to grow in confidence again before living independently, also seen as people who are 'stepping down the care'. The person will move into a sheltered flat at one of the schemes run by Winchester City Council for a period of time. Care and support packages will be modelled around their needs. Once they are ready to move home, this will be organised taking the appropriate care and support with them. The sometimes called 'step up' element is when someone is living in their own home but cannot cope for some reason, whether physically or emotionally. They move into a sheltered scheme flat and have the care and support package modelled around their individual needs. Once they feel ready to move home, they can. Action 7 will monitor this.

**Time Banking**

This is a scheme where there is no money exchanged but rather credits. For example, someone might have a skill with cooking and cook someone a meal; in return the other person could cut someone's grass and so on. The ethos is to bring the community together, install trust and safety but also to get jobs done for each other within the community without having to pay money out. Action 32 will monitor this.

**Village/Community Agent**

Village Agents bridge the gap between communities and organisations that are able to offer help or support. At present there is a scheme operating within Gloucestershire County Council and are based in the rural parts of Gloucestershire and support the over 50s.

Village Agents provide, high quality information, put people in direct contact with the agencies that are able to provide the service they need, carry out a series of practical checks and help build communities.

The scheme employs someone from a village community to work within the community. They are paid and given a laptop and training from all of the various stakeholders, for example, adult services, housing, and maintenance. The idea is that this person is a trusted member of the community; they know when and where the community meetings take place and also know where the vulnerable people live within the community. They can visit people in their own homes and make referrals to agencies to assist these people. Appropriate training is given to the agents regarding privacy and support is given in the form of a co-coordinator. The scheme in Gloucestershire's part of a LinkAge Plus project and is funded by the Department of Work and Pension. It is jointly managed by Gloucestershire County Council and Gloucestershire Rural Community Council. Action 31 will take this forward.

**Types of care****Extra Care**

HCC have released a paper called, The Partnership for Extra Care Housing in Hampshire and here it defines what Extra Care means to the authority. There are two essential characteristics to Extra Care housing:

a) All new build developments must be fully accessible to all people, including wheelchair users.

For the majority, the quality and design of the accommodation and the availability of care and support on site will ensure that they will always be able to remain in their chosen home for the rest of their lives.

b) Care and support services must be accessible 24 hours a day, seven days a week.

Extra Care services will ensure that inter-agency care and support can be delivered on site 24 hours a day and is able to respond flexibly to people's assessed needs whilst enabling them to retain their independence and importantly, their "own front door.

In addition, and depending on the size of the scheme and the locality, high quality communal facilities will provide a base for the delivery of the wider well-being agenda and offer people the opportunity to participate in a range of activities.

Extra Care units are seen as half way between traditional sheltered housing and residential care. It gives people more independence because they have their own self contained flat and yet they have the facilities to call on the care and support if required.

### **Telecare**

Telecare can help older people and those with more specialised needs, such as residents with mental health difficulties to remain living independently in their own home and can be used in a variety of ways to help improve confidence and minimise risk. It can also provide peace of mind to carers and family members. The action plan will look at ways that Telecare can help keep people in the community.

### **Palliative/End of life Care**

More and more older people want to stay in their own home right until the end of their life. Whether the home is the family home they own or an extra care flat, the majority of people want to die in their home and not to move to either a hospital or hospice. The Government published its National End of Life Care Strategy in July 2008 and the theme of this was to allow people to have dignity and choice in end of life care. They carried out 3 pilots in partnership with Housing 21, a national housing provider of older persons housing. The four key issues that emerged were:-

- promoting dignity and choice for older people and family carers
- staff support and skills development
- Extra care and its links to wider health and specialist resources
- Commissioning and funding

Action 14 in the plan will look at exploring this more thoroughly within Winchester City Councils extra care stock.

## **Partnership working**

### **Winchester Districts Older Peoples Partnership**

This partnership was established in 2008 and the agreed mission is:-

“Ensuring the delivery of agreed outcomes for older people in the Winchester District, both now and in the future, by providing and developing services that are responsive to their expressed needs”.

The partnership has a clear and explicit link to the Winchester District Strategic Partnership (WDSP) – a member of the partnership (currently the Chair) sits on the Health and Wellbeing Strategic Outcome Group (H&WSOG).

The partnership has identified the following areas for priority attention in 2008/09:-

1. Consultation/engagement - development of an Older People's Forum for the Winchester District.
2. Communication/dissemination – develop and co-ordinate the dissemination of information/support/advice to older people.
3. Carers – investigate the needs of carers. Secure carer representation on the partnership.
4. Transport – research transport initiatives for older people across the country.
5. Handyperson services – address the need to increase access to handyperson services e.g. gardening, routine maintenance, cleaning etc.

This Older Persons Housing Action Plan has strong links with this partnership and the key priorities are in line with this action plan.

### **Monitoring**

The LAA is a three-year agreement between the local area and central government and will be monitored by the Housing Board and central government. All of the older person's actions that support specific LAA targets will be presented to the Housing Board on a quarterly basis, giving an update of the present position.

In the autumn of 2009, the action plan together with the supporting documents will be reviewed and consulted upon where necessary.

## Action Plan for Older Persons Housing within the Winchester District

### Strategic Priority:

To enable older people to have a choice of accommodation and support that suits their needs, promotes independence and is affordable.

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
<p><b>1 Priority: To enable older people to have a choice of housing appropriate to need.</b></p> <p><b>Key Links and Implementation Tools:</b> Supporting People Strategic review, Winchester District Older People's Wellbeing Action Plan, Winchester City Council Housing Strategy, Corporate Priorities, Hampshire County Council Older Persons Wellbeing Strategy, Strategic Housing Business Plan, Landlord Services Business Plan, Local Area Agreement (LAA), Affordable Housing Supplementary Planning Document, Joint Hampshire Commissioning Strategy for Older People's Mental Health.</p>						
1. To re-designate sheltered housing across the district to be in line with the SP Strategic Review, taking into account location and transport links.	Landlord Services	Strategic Housing(Enablement), Strategic Planning, Planning Control, Legal Services, Estates, Landlord Services	Supporting People Team (SP), Registered Social Landlords, Housing Corporation, Market house builders	Staff time	2009/10	2012/13 (2010/11 for LAA target)
2. To set up regular Strategic Extra Care Meetings for the district to enable a long term vision for extra care provision within the district.	HCC Extra Care Team	Strategic Housing(Enablement), Strategic Planning	SP, Registered Social Landlords,	Staff time	2008/09	On going
3. To investigate use of Extra Care units for other vulnerable client user groups.	HCC Extra Care Team/Adult services	Landlord Services, Strategic Housing (Enablement)	RSL	Staff time	2009/10	On going



Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
4. To contribute towards the 400 Extra Care units target set by HCC. Supporting the achievement of NI 155 supply of Affordable Homes. To include an outreach service if necessary. To provide a choice of different tenures.	HCC Extra Care team	Strategic Housing (Enablement), Landlord Services	SP, RSL, Adult Services	Staff time	2009/10	On going
5. To investigate and develop a pilot for a Homeshare scheme within the district. After studying the outcomes of the pilots in West Sussex.	Adult Services	Landlord Services, Legal Services	HCC Adult Placement, West Sussex Council, SP	Staff time	2009/10	2013
6. To monitor the need for dementia units within the district and to respond to this by remodeling existing units, or build new dementia units.	Adult Services	Strategic Housing (Enablement), Landlord Services	RSL, PCT	Staff time	2009/10	On going

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
7. To pilot a scheme for re-ablement in partnership with Adult Services to develop the use of existing sheltered units to relieve 'bed blocking' in hospitals and prevent re-admissions to hospital/residential care. Supporting the achievement of NI 134 – Number of emergency bed days per head of weighted population.	Adult services/Landlord Services	Strategic Housing (Enablement), Legal	Adult Services, Volunteers	Staff time	2009/10	On going
8. To pilot a scheme called 'Home from Hospital' to assist in supporting the achievement of NI 134.	Adult Services	Landlord Services		Staff time	2009/10	On going
9. To set up a procedure for Occupational Therapists to give data on the need for disabled units within the district to enable appropriate housing to be built and/or modified.	OT, Landlord Services	Strategic Housing(Enablement)	Social Services	Staff time	2009/10	2010/11
10. To make sure all new build is built to Lifetime Homes standards.	Strategic Housing (Enablement)	Planning	RSLs, developers	Staff time	2009/10	On going

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
11. To establish links with local Residential Care Homes who operate a reablement scheme. To offer appropriate extra care places where needed. Supporting the achievement of LAA National Indicator 134*.	Landlord Services	Strategic Housing (Allocations)	HCC, Health, RSL, Residential Care Homes	Staff time	2009/10	On going
12. To investigate and monitor the number of residents who have access to Independent Mental Health Advocates and/or independent 'brokers' in relation to care and support services within the personalization agenda and housing choices.	Landlord Services		Adult Services	Staff time	2010/11	On going
* NI 134 - Number of emergency bed days per head of weighted population.						

**2 Priority: To provide an appropriate and wide range of care and support packages, within the home of their choice.**

**Key Links and Implementation Tools:** Corporate Priorities, Strategic Housing Business Plan, PUSH Housing Strategy, Homelessness Strategy, Private Sector Housing Strategy

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
13. To offer a Community Based Support Service to all residents of Winchester District regardless of tenure.	Landlord Services	Strategic Housing (Enablement)	SP, RSL, Adult Services	Staff time	2009/10	On going
14. A wide range of care and support packages are available when required that are sensitive to the needs of the individual. To assist in the production of specific publicity material for older people. To cover what floating support there is in the district. Supporting the achievement of the LAA local Improvement Priority*, Local target L1 F1** and the National Indicator 142***.	Winchester District Older People's Partnership	Strategic Housing (Enablement), Landlord Services	Adult Services, Volunteer sector, Residents	Staff time	2010/11	2011/12

\* Provide information and support to older people to enable them to live independently.

\*\* People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently.

\*\*\* N1 142 Number of vulnerable people who are supported to maintain independent living.

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
15. To work jointly with adult services and local GPs to enable residents to continue to live in their own home for as long as they choose, with the appropriate support and care packages, to include end of life care.	Adult Services	Landlord Services	GP, RSLs	Staff time	2009/10	On going
16. To review sheltered scheme managers job roles within the city council to make sure they fit the needs and requirements of the customer as well as the SP strategic review.	Landlord Services	Strategic Housing (Enablement)	Adult Services, RSL	Staff time	2008/09	2010/11
17. To make best use of officer time to deal with customers needs for support across the district regardless of tenure.	Landlord Services	Strategic Housing (Enablement), Strategic Planning	Adult Services, RSL	Staff time	2008/09	On going
18. To ensure there are comprehensive IT packages within WCC sheltered schemes. For example, remote access to internet for residents to gain information required, and for staff to facilitate residents to do this.	Landlord Services/IT		RSL, WACA, Age Concern	Staff time	2008/09	2009/10
19. To develop communal facilities within sheltered schemes to become community hubs. To be used, for example, CBL.	Landlord Services	Strategic Housing (Community Planning), Strategic Housing(Allocations)	Adult Services	Staff time	2008/09	2010/11

**3 Priority: To make physical alterations within existing homes to allow independence and choice.**

**Key Links and Implementation Tools:** Corporate Priorities, Strategic Housing Business Plan, PUSH Housing Strategy, Homelessness Strategy, Private Sector Housing Strategy, Winchester District Older Peoples Action Plan.

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
20. To investigate the use of a handy persons service across the district for all tenures.	HCC	Landlord Services, Strategic Housing (Enablement, Private Sector)	HIA/SP	Government funding/staff time	2009/10	2010/11
21. To investigate the use of a gardening service across the district for all tenures.	Strategic Housing(Private Sector Housing)	Landlord Services	HIA/SP	SP Bid/staff time	2008/09	2010/11
22. To co-ordinate a directory of grants and loans available to residents across the district to improve their homes and increase energy efficiency to reduce fuel poverty, including supporting the achievement of NI 187*.	Strategic Housing (Private Sector)		PUSH4 Safer Homes, RSL, HIA	Staff time	2009/10	On going

\*N1 187 Tackling fuel poverty, % of people receiving income based benefits living in homes with a low energy efficiency rating.

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
23. To explore new revenues of funding for telecare and assistive technology for the people of Winchester District regardless of tenure.	Landlord Services	Strategic Housing (Enablement)	SP, HCC Adult Services, Winchester District Older People's Partnership	Staff time	2008/09	2009/10
24. To achieve accreditation from Telecare Service Association for WCC Telecare service.	Landlord Services		Consultant	Staff time	2009/10	2010/11
25. To promote awareness of the options available for residents on telecare/assistive technology across the district, regardless of tenure. Especially the older people with mental health problems client group.	Landlord Services	Strategic Housing (Enablement)	Voluntary sector, RSL	SP Bid/Staff time	2008/09	2009/10

**4 Priority: To enable people to move between the choices of housing options available.**

**Key Links and Implementation Tools:** Corporate Priorities, Strategic Housing Business Plan, PUSH Housing Strategy, Homelessness Strategy, Private Sector Housing Strategy, Winchester District Older Peoples Action Plan.

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
26. To develop a policy and procedure to have an assessment panel for extra care housing residents.	Landlord Services	Strategic Housing (Allocations)	SP, Adult Services, Residential Care Homes	Staff time	2008/09	2009/10
27. To investigate a relocation scheme to assist people to move from family accommodation to smaller accommodation, including supporting the achievement of Local Target F1*. To include a pilot of 'Try before you buy' on WCC sheltered schemes.	Landlord Services	Strategic Housing (Community Planning)		Staff time	2008/009	2010/11
28. To investigate and produce information on equity release schemes for residents across the district.	Strategic Housing (Private Sector)		Banks/building society	Staff time	2010/11	On going

\*People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently.



**5 Priority: To reduce isolation and loneliness to enable older people to feel safe in their neighbourhoods and by doing so help to create sustainable communities.**

**Key Links and Implementation Tools:** Corporate Priorities, Strategic Housing Business Plan, PUSH Housing Strategy, Homelessness Strategy, Private Sector Housing Strategy, Winchester District Older Peoples Action Plan.

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
29. Older people can access advice and information on the range of services available to them from social care to volunteering. Older people are able to access the information they want, at the time they want it, in the format they need or prefer. To assist in the production of specific publicity material for older people to enable them to live independently.	Winchester District Older People's Partnership	Strategic Housing (Enablement/Private Sector), Landlord Services,	SP, Adult services, RSLs, Volunteer sector, HIA	Staff time	2010/11	2011/12
30. Older people's voices are heard and they are involved in local decisions that affect them. To assist in developing an Older People's Forum for the Winchester District.	Winchester District Older People's Partnership	Strategic Housing (Enablement), Landlord Services,	SP, Adult services, RSLs, Volunteer sector	Staff time	2009/10	2010/11

Action	Lead	WCC Support	Principal Partners	Resources	Start	Finish
31. To make best use of communal spaces within sheltered schemes across the district to enable other uses, i.e. with the voluntary sector and wider community.	Landlord Services		Volunteer sector, Adult services	Staff time	2009/10	On going
32. To investigate the use of piloting a village or community agent.	Adult services	Strategic Housing (Enablement, Community Planning)	HCC Wellbeing team	Staff time	2010/11	2012/13
33. To pilot a time banking scheme in which older people and young people work together to learn new skills.	WCC Wellbeing Team	Strategic Housing (Community Planning), Landlord services	Adult Services, RSL, CAH, WACA	Staff time	2010/11	On going
34. To develop a 'befriending' service within sheltered schemes for new residents, at least one of each sex.	Landlord Services		RSL, WACA(investigate)	Staff time	2009/10	On going