



Housing Strategy
for
Older People
(2009 – 2014)

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

EXECUTIVE SUMMARY

The Vision

Southampton City Council's aims are that older people:

- **Live in safe, secure, warm, well-maintained, energy efficient and affordable homes.**
- **Live in homes of their choice.**
- **Can get timely advice on housing options and support, and be able to make choices.**
- **Are able to maintain their independence in their home.**
- **Live in a safe and well maintained neighbourhood with good access to local facilities, and the opportunity to make a positive contribution to the local community.**

Introduction

1. This Strategy will cover the five years from 2009 to 2014. It refreshes and builds upon the previous Housing Strategy for Older People (2002 - 2007).
2. The Strategy plans for the housing and support needs of those who are aged 60 years and over, and those who are planning for their future housing needs. Age by itself does not determine what housing a person may need or wish for, or what support they may need, but as people age their housing needs may change.

Overview

3. The main trends identified in the Strategy are:
 - An ageing population, with increasing numbers of older people and an increased life expectancy, in the City.
 - A greater variety of older people's needs and expectations, particularly people who want to remain in work, to volunteer, or otherwise to have an active life.

- More older people retaining their independence, rather than having to enter residential care.
- Increasing childlessness, relationship breakdown and geographical mobility mean less family support may be available.
- An increased risk of isolation and social exclusion, especially for those with a background of poor housing and a low income.
- Poor housing conditions found disproportionately amongst older home owners, particularly those who are 80 and over, and also older private tenants.
- Fuel poverty continues to be a problem, particularly for older home owners and private tenants.
- Low income continues to feature, with nearly a quarter of older people in the City claiming Pension Credit.
- Relatively small, but increasing, numbers of older people from minority ethnic groups.
- Relatively small, but increasing, numbers of older people with learning disabilities.
- A small number of older people still becoming homeless, or at risk of homelessness.
- A relatively large amount of specialist social housing for older people in the City.

Safer, warmer homes

4. An important part of being able to remain independent is good quality, safe, warm, well repaired and maintained housing, and the support to bring it up to, and keep it in, that condition.
5. Comprehensive advice and information, on keeping the home in good condition, funding this, and ways to reduce fuel poverty are essential in achieving this priority.
6. The Council's Private Sector Housing Strategy and Fuel Poverty Strategy provide overall direction for improving housing conditions. This includes the provision of loans and grants to help people carry out necessary work on their homes.
7. Safer, warmer homes for council or housing association tenants are being achieved by a programme of improvement and energy efficiency work under the government's "Decent Homes" requirements.

Remaining independent (housing adaptations and support)

8. Adapting the home to make it more accessible or easier to live in can help people with physical, mental or sensory impairments to retain their independence.
9. New developments in monitoring, assistive, and alarm technology are also helping people remain independent, and safe and secure in their own home. This Strategy wants to see the promotion and expansion of technological support so more people can benefit.
10. Housing support services can help people remain independent. This support needs to be expanded to benefit the wider community. Work is also needed to better co-ordinate other forms of support, such as help with everyday tasks and the provision of community transport.

Housing options and advice

11. Good advice is essential to enable people to remain independent and to enjoy life in the home they have chosen.
12. Key to achieving this is the co-ordination of, and an integrated approach to, the provision of this information and advice. The “Sure Start to Later Life” initiative is one way of improving access to information.
13. People want choice over the sort of home they live in, as well as the advice and support needed to exercise this choice. More people are home owners than ever before, so providing choices for them will be important. However many older people still look to social housing to meet their housing needs, so more choices also need to be available in this sector.
14. Barriers which may prevent some older people from accessing social housing need to be investigated. This could be, for example, how housing schemes reserved for older people are thought of, or the difficulties in moving home in later life.
15. The range of incentives offered to those occupying social housing now too large for them will be reviewed, and more new homes developed in partnership with housing associations to encourage them to trade-down, freeing-up family homes.
16. The potential and viability of new housing options other than those based on the sheltered housing model will be investigated to ensure the maximum possible choice.
17. Low cost home ownership options need to be further investigated to

provide more choice for those who want to move, but cannot afford to buy outright.

Staying active – neighbourhoods and the community

18. Older people need to feel safe to make the best use their neighbourhood, to shop, socialise, or do paid or voluntary work. An older person who is able to get out and about will tend to have better physical and mental health, better mobility, and be less at risk of falls.
19. New housing development needs to consider more age-friendly design and features.
20. Intergenerational work, to improve understanding and respect between older and younger people, is one way to encourage people to feel safe in their community. The Southampton Inter-Generational Network (SIGN) project will be co-ordinating this work across the City.
21. The “Life to the Full” project uses older, peer volunteers to improve the independence and sense of wellbeing of more isolated older people, and help them feel more included in the local community.
22. Ways of enabling people to remain in paid or voluntary work need to be developed. The increasing pension age means that more people are likely to be at work for longer.
23. A good quality, energy efficient, home that is affordable to live in, can help people avoid a real or perceived benefits trap and enable people to work from home.
24. The promotion of voluntary working including the use of peer mentors, i.e. people developing skills to support and motivate other, more isolated, older people, benefits volunteer as well as recipient. Training to build confidence and update the skills of older people, will help them to take part in continued activity.

Resources

25. Approximately £7 million per year between 2009 and 2012 is being spent on providing older people’s housing services and support in the City.

Action plan

26. This Strategy includes a detailed Action Plan which sets out the objectives to be achieved by 2014.

Any enquiries about this Strategy

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 1

Introduction

The Vision

Southampton City Council's aims are that older people:

- **Live in safe and secure, warm, well-maintained, energy efficient and affordable homes.**
- **Live in homes of their choice.**
- **Can get timely advice on housing options and support, and be able to make choices.**
- **Are able to maintain their independence in their home.**
- **Live in a safe and well maintained neighbourhood with good access to local facilities, and the opportunity to make a positive contribution to the local community.**

1. People in their later years play an important part in the life of the City as active participants in the paid and the voluntary workforce, informal carers of grand-children and family members, taxpayers, and consumers of local goods and services.
2. Growing older is a continual process throughout life, and the housing and support people need in later life is determined by their housing background, family, financial and health circumstances. So, while this Strategy is generally aimed at the housing needs of those aged 60 or over, it is also directed at those who are planning for their future. The age of 60 is used as this is the age when currently many services aimed at "older" people commence.
3. It is recognised that there are many terms to describe the group of people this Strategy is aimed at, and there is not a single term currently accepted and used by all. The Strategy uses the term "older people" in line with current Government use, but understands that this term is not universally accepted, and that many people prefer terms such as "seniors", "senior citizens", or "people in their later years".
4. This Housing Strategy for Older People will last for the five years from 2009 to 2014. It has been produced with the assistance of a multi-agency group, which included representatives of:
 - Southampton Seniors Council

- Age Concern
- Sheltered Tenants Forum (of older council tenants)
- The Tenants Federation
- Local housing association
- Later Years Partnership
- The Council's housing service
- The Council's Health and Community Care services
- Southampton Primary Care Trust

Representatives from these groups were responsible for the wider consultation on the Strategy.

5. This Strategy builds upon, and refreshes the previous Housing Strategy for Older People (2002-2007).

6. The previous Housing Strategy for Older People (2003 - 2007) led to an Action Plan which set out areas for improvement. As a result of the last Strategy:

- There has been much done to reduce fuel poverty in the City. Since 2003, Southampton has become the lead authority in the South East for referrals to the Warm Front scheme, which provides insulation and central heating to vulnerable households. Estimates of the number of households in fuel poverty, based on the Private Sector Stock Condition Surveys of 2002 and 2008 ⁽¹⁶⁾, have gone down by 3,900 since 2006, to a total of 6,000, which is lower than the national average.
- Since 2003, Southampton City Council has established and led a sub-regional partnership called "PUSH 4 Safer Homes". (PUSH = Partnership for Urban South Hampshire). This now offers loans, grants and other assistance to older, disabled and vulnerable people in Southampton, to make homes safe and warm. The Council has administered over 200 interest free loans to deal with serious housing hazards.
- The first purpose-built extra care housing in the City, Rosebrook Court, opened in 2009. Residents benefit from self-contained flats, each with its own front door, with support, useful facilities and social activity on-site.
- The Council reviewed its housing schemes reserved for older people. Some flats, facing lower demand, were changed to quieter housing for people aged 50 and over. The review also led to plans to improve communal areas and to a wider range of activities on offer in some schemes.
- Supporting People are beginning to provide housing support to older people who would benefit from it and who live outside of housing with scheme based or floating support (formerly called sheltered housing).
- There is much more joint working between housing, health, social services and other agencies to promote the wellbeing of older people, service

provision in the community rather than in institutions, and more effective ways of planning and providing those services.

7. However there are still areas in the previous Housing Strategy for Older People that require more work, and as a result are within the action plan for this Strategy.
 - The provision of housing adaptations for people with physical, sensory or mental impairments has moved on a lot since 2003. For example, since 2003, over 600 grant-funded adaptations have been completed for disabled people living in private homes. Most of these have been to enable older people to continue living independently at home. However there is still work to be done on the provision of adaptations, particularly in reducing some waiting times.
 - The provision of advice and information on housing options needs to be better co-ordinated, reach more people, and offer more good quality information in a variety of formats from face-to-face to the internet.
 - There remains a mismatch between the housing some older people live in and their need for a safe, warm, accessible, well repaired home. The work outlined in the Action Plan, for example over housing conditions and fuel poverty, aims to help close this gap.
8. The Vision shows what the Strategy and its action plan are working towards. It reflects the aims of the Council's overall Housing Strategy (2007 – 2011), the priorities of the group who helped to produce the Strategy, and the main concerns of the government, particularly as highlighted in its "Lifetime Homes, Lifetime Neighbourhoods – a national strategy for housing in an ageing society (2008)" (1).
9. This Strategy links into the Council's overall Housing Strategy, the Supporting People Strategy for the provision of housing support to vulnerable and older people in the City (due in 2010), and the PUSH Sub-Regional Housing Strategy (2008 – 2011) which has identified the ageing population as needing long-term work on a regional basis to develop a range of housing options for. It will contribute to achieving the City of Southampton Strategy (Southampton Partnership 2006) vision of making Southampton "a good city to grow older in", and is in line with the Council's Senior Citizens Charter (2007).
10. The Strategy begins by examining the statistical trends seen both nationally and in the City. It then considers the work required to meet the aims of the Vision.
11. The Strategy develops an action plan. This is a key part of the Strategy, as it draws together the actions that will be needed over the next 5 years to meet the identified priorities. The action plan will be monitored by a working group and the Council's Cabinet Member for Housing and Local Services. This monitoring will be principally via an annual report on the progress of the action plan produced by the Council's Housing Solutions division.

12. The Strategy's overall aim is to ensure the provision of appropriate housing solutions to meet the needs and preferences of older people in the City. The key issues to consider in meeting the priorities are:

- The City has increasing numbers of older people and the population is generally ageing.
- Older people's needs and expectations are much more varied, with some older people wanting to retain a lifestyle more traditionally associated with younger age groups.
- As people age, they are more likely to experience ill-health, physical or sensory impairment, or dementia. With more people living beyond 80 there will be greater demand for health, care, and housing support services, including services and support to help people maintain their independence.
- Family breakdown, increased geographical mobility, and a trend towards childlessness, means it is likely that people will have fewer family members nearby to offer support when they need it.
- Many older people are still living in poor quality, cold homes, including many home-owners.
- Housing and support options have increased over the years and are likely to continue to grow. People have higher expectations of housing options.
- The potential effect of the economic climate, and housing market conditions, on older people and their housing options.
- How people can retain access to local facilities and community opportunities, and maintain social isolation.

13. The Strategy aims to produce the best housing outcomes for local residents and encourages organisations to work together to help meet the priorities over the next 5 years and beyond.

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 2

Statistics and trends - Older people in Southampton – now and in the future

Introduction

This chapter introduces some facts, figures, and trends about Southampton's older population to inform what sort of housing, and housing-related services, needs to be planned for. This information has pointed the way to the actions contained in this Strategy.

Where local statistics are available they are included in this chapter. However, in some cases information is only collated nationally, and where this is the case only national figures are shown. The situation in Southampton is generally likely to be similar to the national picture.

1. Population

- In Southampton, out of a total population of 231,200 ⁽²¹⁾ there are approximately:
 - 40,900 people are aged 60 years or over, representing 17.7% of the population ⁽²¹⁾.
 - 10,000 people are aged 80 years or over, representing 4.3% of the total City population ⁽²¹⁾.
- As the population ages, the numbers of older people in Southampton, and nationally, are increasing. The City's population of people aged 65 and over is expected to increase by 13.3% between 2005 and 2012, with a particular increase in the 85 and over age group ⁽⁵⁾.

		Increase between 2005 and 2012 in the City ⁽⁵⁾	
Age group (in years)	Actual numbers in 2009	The age group is projected to increase between 2005 and 2012 by	Projected increase in actual numbers (2005 – 2012)
18 – 64	151,867	+ 4.7%	+ 6,987 people
65 – 74	17,001	+ 18.1%	+ 2,820 people
75 – 84	12,842	+ 2.5%	+ 308 people
85+	5,218	+ 26.9%	+ 1,183 people
Total aged 65+	35,061	+ 13.3%	+ 4,311 people

- The expected increase in the numbers of people aged 65 and over is smaller than the increase in the 18 to 64 age group, but the proportion is much greater. In the longer term, projections for the population nationally over 40 years show the following ⁽¹⁾:-

Age group	Percentage increase in people since 2006			
	2011	2016	2021	2026
65+	8%	22%	33%	47%
75+	7%	18%	35%	61%
85+	16%	33%	57%	88%

- By 2020, people aged 55 and over will account for nearly half of the adult population ⁽¹⁴⁾.
- Migration may increasingly affect the numbers of older people nationally. Currently over a million people claim their state pension from outside the UK. It is estimated that by 2024, 1 in 8 (12%) of older people from across the UK will have moved abroad ⁽⁸⁾, although economic conditions and housing market activity will affect this.
- Older people are not such a large group in the population here as nationally, because Southampton has above the national average of people aged 18 to 29 years- in particular double the national average of 20 to 24 year olds ⁽⁶⁾, mainly due to the large student population in the city.

2. Life expectancy

- Once someone has reached the age of 65 in Southampton, they can expect to live for another 16.1 years (men) and 19.9 years (women), i.e. men to 81 years and women to 85 years ⁽⁶⁾. Life expectancy at age 65 is expected to continue to increase by a year each decade. ⁽⁸⁾
- In the Priority Areas of the City, where disadvantage is concentrated, life expectancy is lower. In these areas, on average, a man can expect to live 3.4 years less than a man in a non-priority area of the City, and a woman can expect to live 2.7 years less ⁽²⁾. People living in them tend to experience higher unemployment rates, lower pay, fewer educational qualifications, and higher rates of crime and ill-health. These areas are shown on a map in Appendix E.
- Nationally, gypsies and travellers have an average life expectancy of 10 to 12 years less than the settled population and may require support earlier in life ⁽¹⁾. This is often also the case for older people with a history of substance abuse, homelessness or a chaotic lifestyle.

3. Increasing diversity

- As more people live to greater ages, and older population will include several generations and become increasingly diverse.
- In 2001, 1049 people aged 65 or over were from a minority ethnic background. This figure represents 2.5% of everyone aged 65 and over, and 1.7% of people aged 75 and over in the City ⁽⁵⁾. The ageing population will become increasingly ethnically diverse as earlier migrants and their families reach retirement.
- Social changes mean there are likely to be more openly gay or lesbian older people. Future care and housing is a particular concern for older lesbians and gay men, with most feeling that they would prefer to stay in their homes and receive home care due to concerns about possible homophobic attitudes among staff and other residents in specialist housing or care homes ⁽²⁵⁾.
- Advances in medicine and care mean people with learning disabilities can expect to live longer, as can people with severe lifelong disabilities. In Southampton in 2004, there were 35 people over 65 with learning disabilities.⁽⁴⁾ Older people with learning disabilities are also more vulnerable to dementia, which affects 55% of those who reach age 60-69 ⁽²⁾.

4. Housing tenure

- Nationally three quarters of people reaching state pensionable age are home owners, compared to 61.5% in Southampton ⁽¹⁹⁾. The trend towards home ownership is still increasing. Nationally, 85% of people aged 55-64 own their own homes, and 15% also have second homes ⁽²⁰⁾.

The housing tenure of people aged 65 or over in the City ⁽⁵⁾ (using 2001 census figures):-		
Owner occupiers	61.5%	19,452 households headed by a person aged 65 or over.
Private tenants	4.8%	2,288 households
Council & housing association	28.1%	8,777 households
Other	5.6%	1,776 households
Total		32,293 total households

- People are increasingly remaining in their own homes. In Southampton only 1,170 older people live in residential or nursing care homes, representing 2.9% of the population aged 60 or over in the City ⁽⁵⁾. Despite the increase in the older population, the numbers of people the Council financially supported in residential care reduced from 680 people in 2002 to 521 people in 2008.

5. Social housing

- In March 2009 there were 887 households of older people on the Council's housing list for rented council or housing association accommodation reserved for older people, representing 7% of the total housing list (of 12,529 households)
- Of the Council's housing stock (of just over 17,200 homes), 2267 are units reserved for people aged 60 and over, and 983 are available to people aged 50 or over, totalling 3250 rented homes - approximately 19% of the Council's total housing stock. There are also 1,278 housing association rented homes reserved for older people. In total, these properties could cater for 14% of households in Southampton headed by someone aged 65 or over. Nationally only 5% of older people, and 19% of those aged 85 or over, live in housing with scheme based support (formerly called sheltered housing) ⁽⁸⁾.
- These figures include a small number of flats providing extra-care housing with a range of services on-site, suitable for people who require additional help to remain independent.
- Within the Council's housing stock, there are 2736 households under-occupying family-sized housing that is now too large for them. These are mainly people who now have grown up children. However, only 352 of these households have applied to the Council's housing list to downsize.

6. Housing conditions:-

- Southampton City Council and housing associations in the City are working to ensure all their rented homes meet the government's Decent Homes Standard by 2010. To be classed as decent housing, a property needs to:
 - Be above the minimum standard for housing.
 - Be in a reasonable state of repair.
 - Have reasonably modern facilities and services (for example kitchens and bathrooms).
 - Provide a reasonable degree of thermal comfort (by effective insulation and efficient heating).

A home that is non-decent does not meet these standards.

- It has been difficult to track changes in housing conditions over the last decade, as the law governing how to assess them changed in 2006 from the housing fitness standard to the housing health and safety rating system. Estimates, based on the findings of the Southampton Private Sector Housing Surveys of 2002 and 2008 ⁽¹⁶⁾, of the numbers of homes in the City that do not meet the Decent Homes Standard have gone up by 5,800. However this could be because of the changes in the way housing standards are assessed.

- Nationally, over half (51%) of homeowners over 85 in England live in non-decent housing ⁽¹⁰⁾. The table below shows the prevalence in Southampton

Non- decent housing in Southampton by head of household and tenure ⁽¹⁶⁾		
Age of head of household	Owner- occupied	Privately rented
60-74	33%	3.3%
75-84	35.7%	0.7%
85+	46%	4.4%

- The main defects or hazards in owner occupied properties in Southampton are excess cold inside the home, and risks of falls from hazardous stairs or problems with floors. This is the same for privately rented property, with the addition of fire risks ⁽¹⁶⁾. The assessment of the housing standards on which these figures are based uses the Housing, Health and Safety Rating System (HHSRS), brought in by the Housing Act 2004. This looks at the extent to which hazards in a dwelling are a risk to the health and safety of potential vulnerable occupants (such as older people) and visitors. It works on the basis that if poor housing is improved, then the risk of poor health and injury or harm (for example from excess cold or from falls at home) will correspondingly reduce.
- Although Southampton has a large student population, older people are more likely to be living in a property as their permanent home, and therefore living with any defects or hazards it contains for longer. Nationally, 14% of people who live in the same place for over 30 years have a home in serious disrepair ⁽¹⁰⁾.
- Of the properties looked at in the Southampton Private House Condition Survey (2008) ⁽¹⁶⁾ the main types that were in non-decent condition were low-rise, purpose-built and converted flats. Those generally in the best condition were medium and large sized terraced houses (not those divided into flats) and bungalows.

7. Fuel Poverty

- Fuel poverty is becoming even more of an issue as fuel prices have risen. There are an estimated 6,000 households (8% of dwellings) in fuel poverty in Southampton, compared to approximately 13.9% of dwellings across England as a whole ⁽¹⁶⁾. Most fuel poor households in the City are owner-occupiers, but high proportions of private tenants are also affected. Affected households tend to also live in older housing, and are over-represented in the Central areas (the Bevois, Bargate and Freemantle wards). People in fuel poverty also tend to live on means tested benefits and on low incomes. In Southampton in 2008, 70% of households (4,200) in fuel poverty had household incomes of below £10,000 ⁽¹⁶⁾.
- In the winter of 2006/7, there were an estimated 25,393 excess winter deaths nationally of people aged 65 and over ⁽¹⁸⁾. It has been estimated that for any degree colder than 20C, death rates rise by 1% to 2% ⁽¹⁸⁾. Deaths from

8. Homelessness

- Relatively few older people go through the formal homelessness system in Southampton. There is now increasing emphasis on finding ways of preventing people becoming homeless. Older people who are homeless or at risk of becoming so have often been able to obtain a tenancy in social housing relatively quickly, provided their choice of where they want to live is not too restrictive.
- In addition, a person with a history of rough sleeping or repeat homelessness has usually either settled down by the time they get into their 50's, or they may not have survived to reach their later years.
- The Southampton Street Homeless Prevention Service works with people with a history of homelessness, including rough sleeping, to encourage them to move into, or help them to stay in, more settled housing. Between 2004 and 2008 they saw an average of 23 people aged 53 to 59 in a year, and 9 people aged 60 and over in a year. To put these figures in context, they work with, on average, a total of 385 people of all ages in a year.

9. Housing Aspirations

- Older people have a variety of different housing aspirations. However, research indicates trends in what older people want from their homes.
- Most older people think bungalows are the best option for them, because of their perceived accessibility ⁽²⁵⁾. In research with older people in Eastleigh, nearly half of owner occupiers and two thirds of tenants said that, if reasonably independent, they would prefer a bungalow or chalet bungalow to other accommodation. Flats or maisonettes ranked second, followed by small houses. Very few respondents said they would prefer to live with family ⁽²⁸⁾.
- Most people consider two bedrooms to be their minimum requirement. In responses to the Eastleigh survey, 79% of people indicated that they would choose a two bedroom property, 13% a three bedroom property, and 8% a one bedroom property ⁽²⁸⁾. Reasonable living space for activities of daily living (such as being able to eat at a table) is important, and for activities that give people interest, like DIY or crafts ⁽²⁵⁾.
- Generally housing with scheme based support (formerly called sheltered housing) is seen as a good thing, but only really necessary for the very old or infirm ⁽²⁵⁾. The main advantages of this accommodation are considered to be having your own front door, no maintenance, independence, and the presence of a manager or warden. However, people are concerned about the

- People generally have low opinions of care homes. These views are informed by visiting people, but also negative reports in the media ⁽²⁵⁾.
- Responses to the Eastleigh survey highlighted the features older people consider desirable in a new home

Desirable features of a new home	
Own front door	73%
Near shops, post office etc	72%
Small garden	53%
Car parking	50%
No stairs	50%
Shower	49%

Source: Bleak Housing ⁽²⁸⁾

10. Getting about

- Older people value local neighbourhood services with good access. Common concerns are the poor condition of pavements, inadequate crossing facilities, and boarding and alighting buses and trains ⁽³⁷⁾.
- Effective and reasonably priced transport is also a priority to allow people to use a wider range of services and amenities ⁽²⁵⁾.
- People over 60 are some of the most common users of buses, and are also the most likely group to travel by taxi less than once a year or never. Around 10% of older people say they travel by taxi at least once a week, with taxi use highest among the oldest age group.

11. Information preferences

- Older people value information presented focusing on the topic of concern to them, rather than information provision from a particular agency. The accuracy and the perceived trustworthiness of the information provided is also very important ⁽³⁸⁾.
- Personal assistance is valued more than paper-based information, particularly by those who have a disability or caring responsibilities. Continuity of contact, and follow up, are important. Paper based information is more useful for straightforward, non-emotive topic areas ⁽³⁸⁾.
- Older people also want comprehensive, coordinated and timely information. An active approach which includes advice on additional services is valued. People often feel that they are receiving too little information too late ⁽³⁸⁾.

- Nationally, only 29% of people aged 65 or over have ever used the internet, at a time when more information and services can be accessed using it ⁽⁷⁾.

12. Financial status

- Many owner occupiers in their later years have a low income, but a large amount of equity in their property; they are “asset rich but cash poor”. The Council’s Private Sector House Condition Survey (2008) found that the greatest proportion of low income households surveyed were where the head of household was aged 75 years or more ⁽¹⁶⁾. Over 90% of older owner occupiers in the City have equity in their property of over £80,000 ⁽¹⁶⁾.
- Poverty, where a person has an income of less than 60% of the current median household income (adjusted for family size) affects the following older people nationally:
 - 17% of this group, with women making up nearly two thirds of those in poverty.
 - 41% of private tenants.
 - 42% of people of Pakistani/Bangladeshi origin.
- In Southampton there are 9,855 people claiming pension credit, nearly a quarter (24.4%) of people of pension age in the City.
- It is estimated that, nationally, 40% of older people who are entitled to Council Tax Benefit do not claim it ⁽⁸⁾.
- The numbers of people receiving the full basic state pension will rise. At present approximately only one third of women of state pension age nationally, receive full state pension (85% of men do). Nationally, from age 55, women outnumber men, and in the 85+ age band there are over twice as many women as men ⁽³⁾. However recent changes in the number of years contribution needed (to 30 years) means three quarters of women reaching state pension age will get the full basic pension – and by 2025 it will be over 90% ⁽⁸⁾.
- The trend towards increasing owner-occupation will bring benefits to many, but it is also likely to mean more polarisation in wealth terms based on property owned (as well as on any worthwhile private pension received), and more older people who are asset rich but cash poor.

13. Employment

- Government research has found that older people strongly prefer more flexible and part- time working ⁽³⁴⁾. However, continuing at work for longer by utilising flexible retirement seems unlikely for many people. 31% of workers say they plan to retire flexibly (leaving 69% who do not) – but nationally only

- Despite the state pension age for men being 65, only just over half of men aged 60 to 64 years are in paid employment. The chart below shows the rates of paid employment amongst the workforce nationally.

Economic activity among women and men

Age	Percentage in Paid Employment	
	Women	Men
50 – 54	75%	85%
55 – 59	64%	75%
60 – 64	33%	55%
65 – 69	11%	20%
70+	2%	5%

Source: Labour Force Survey, Jan – March 2007 ⁽¹⁷⁾

- People aged 55 to 64 are twice as likely as their younger colleagues to be made redundant in organisational restructuring and reshaping exercises ⁽¹⁸⁾.
- Approximately 70% of pre and post retirees are not worried about not being able to cope financially after they retire. However, 41% of pre- retirees expect to miss colleagues once they retire, and 43% actually do.
- 23% of pre-retirees expect to miss the feeling of being useful, compared to the 18% of post-retirees who do miss it. 35% of pre-retirees expect a decline in their standard of living when they retire. 21% of post-retirees say that they did experience such a decline ⁽³⁹⁾.

14. Contributing to the community

- Nationally, people over 60 contribute almost 18 million hours of voluntary work a week. Based on minimum wage, this corresponds to almost £4.2 billion a year ⁽³⁹⁾. In Southampton in 2006, 22% of residents over 60 were involved with formal volunteering, such as helping to organise activities or sitting on a committee. 45% of residents over 60 were involved with informal volunteering, such as shopping or caring for someone ⁽⁴⁰⁾.
- The National Volunteering Survey has shown that domestic stability and relationships with neighbours are significant for involvement in volunteering. Many volunteers live in or near the area where they were born, or have been present in the neighbourhood for many years, and have good social networks ⁽⁴¹⁾.
- 49% of 50-59 years olds and 24% of 70-79 year olds provide support to a relative or friend (other than children, grandchildren, a spouse or partner). This is predominantly to a family member, but among 70-79 year olds 30%

15. Caring

- In Southampton 8.3% of the city's population are unpaid carers ⁽³⁾. Nationally, carers' unpaid work is estimated to save the government £87 billion a year ⁽⁴²⁾.
- The number of hours of care given increases with the age of the care giver. 6% of people aged 50-59, and 5% of people aged 75 and over, provide 20 or more hours of care a week ⁽⁹⁾. A higher percentage of older care givers provide 50 or more hours of care a week than younger age groups- this level of care rises sharply after age 45. Of people aged 60 and over, married people are much more likely to be carers, reflecting that much of the care is for a spouse ⁽⁴³⁾.
- 60% of grandparents look after grandchildren aged under 15 in the daytime; a valuable role which can help parents to stay in work ⁽⁴⁴⁾. However daytime childcare is related to how close the grandparent lives ⁽⁴⁵⁾.

16. Social Contact

- In England in 2001, 86% of men and 88% of women aged over 50 had living children. 55% of these fathers and 68% of mothers met with their children at least weekly. 61% of grandparents aged 50 and over saw their grandchildren at least once a week ⁽⁴⁴⁾, and 52% have their grandchildren to stay overnight ⁽⁴⁵⁾.
- However, the trend towards childlessness is increasing, meaning that increasing numbers of older people will not have the support that some (adult) children can provide. An increasing trend towards relationship breakdown and divorce also means that more older people lack family links and support. Around 1 in 6 older people have less than weekly contact with family, friends and neighbours ⁽⁷⁾.
- Nationally, most people aged 80 and over live alone (the majority of whom are women). Research has shown that 20% of this age group are severely socially excluded. This involves feeling detached from society, being lonely and isolated, perhaps with chronic ill health, and struggling to cope (eg. with keeping up with home). A woman aged 85 or over is 6 times more likely to be socially excluded than a woman aged 60 to 69 ⁽¹⁰⁾.
- Many factors contributing to social exclusion are carried into old age from younger life, such as the accumulated effects of a lifetime of poor housing or low income. People with a background of manual work have a much greater chance of social exclusion (15.1% of this group aged 80 and over) than people with a managerial background (7.1% of this group aged 80 and over).

17. Health and wellbeing

- As people age, their risk of ill health and restricted mobility increases. Men in Southampton have an average healthy life expectancy after age 65 of 12.7 years, with 15.3 for women. This leaves an average 3.4 years (men), and 4.6 years (women), of ill-health in old age ⁽⁶⁾.
- However, decline is not inevitable. Nearly three quarters of people in their 70s describe their health as good or very good. Only 6% feel that they are in poor or very poor health. 65% of older people often feel able to do the things they want to do ⁽³⁹⁾.
- The most common chronic diseases nationally are arthritis and rheumatism. These affect mobility, and are more common among older people, with women twice as likely to be affected as men - 194 women, but 110 men, per 1000 people ⁽³⁾.
- Research for the Health Survey for England (2005) found that the older age groups are more likely to be walking impaired, based on 0.5 m per second, equivalent to the time available at a pelican crossing.

Prevalence of walking impairment		
	Men	Women
Age 65-69	14%	25%
Age 85 and over	36%	56%

Source: Health Survey for England 2005 ⁽⁴⁶⁾

- At ages 65-69, 87% of men and 79% of women were able to get up from a chair without using their arms. This fell to 68% of men and 54% of women over 85. The ability to balance also declined. By age 85, hand grip strength is about two thirds of the grip strength of those between 65 and 69.
- However, there is no inevitable link in an individual between weakness and age. For example, in the grip strength test, although the mean grip strength fell as the group age increased, many of the older informants were stronger than the youngest ⁽⁴⁶⁾.
- Osteoporosis, affects 1 in 3 older women and 1 in 12 older men nationally ⁽³⁾.
- Falls account for 71% of fatal accidents to those aged 65 or over, across the country one older person dies every 5 hours as the result of a fall ⁽⁹⁾. Half of people with a hip fracture (which is often caused by a fall) never regain their former level of function, and one in five dies within 3 months ⁽¹⁸⁾.
- Nearly half of people aged 75 and over in England will have their sight affected by age related macular degeneration (eye damage) ⁽⁷⁾. Diabetes can also affect sight, and Type 2 of this disease (maturity onset diabetes) is currently increasing nationally.

- Nationally, depression affects approximately 1 in 8 people over 65 years (7). In Southampton, more older people have depression than have dementia, excluding the 85 years and over age group.

Dementia:-

Prevalence of Dementia Nationally(2):	
Age Group	Proportion of that age group that can be expected to have dementia
65 – 69	1.4%
70 – 74	2.8%
75 – 79	5.6%
80 – 84	11.1%
85+	23.6%

- Due to the increasing older population and the increasing prevalence of dementia with age, Southampton is projected to see a 15% increase in people aged 65 and over with dementia between 2005 and 2012, with a 27% increase among people age 85 and over (2).
- People with dementia experience a decline in memory, reasoning, judgement, and communication skills, the ability to carry out daily personal activities, and the ability to maintain their home. Dementia also significantly increases the risk of that person being socially excluded (10).
- People can live with dementia for many years; the average time from diagnosis is 11 to 12 years (providing the diagnosis is not made at a late stage), but the course of the illness can be up to 20 years (15).
- Nationally, most (three quarters) people with dementia live in the community, with a third living in a care home. 64% people in care homes have dementia (15).

18. Conclusion

In summary, the issues arising from the above statistics are:-

- Increasing numbers of older people due to an ageing population and increased life expectancy. This population is becoming increasingly diverse due to immigration, social changes, and improved health and care.
- A large provision of social housing reserved for older people in Southampton, compared to many cities of similar size.
- Poor housing conditions are more common among older age groups, particularly affecting owner-occupiers, but also private tenants in the oldest age group. These are most commonly excess cold and risk of falls due to

hazards.

- Fuel poverty continues to be a problem among older people in the City, particularly older home owners and private tenants.
- Older people still becoming homeless, or at risk of homelessness, although these are in small numbers due to preventative work.
- Older people have a variety of housing aspirations, being particularly concerned about retaining their independence and having enough space in their home.
- Information preferences include comprehensive, coordinated and timely advice, with a high value placed on personal assistance for certain matters.
- Many older home owners have low incomes but large amounts of equity in their homes. Older women are particularly affected by poverty.
- Few people are in paid employment after retirement age. However, many older people actively contribute to their community, and provide support to family and friends, including caring.
- Risk of social isolation increases with age, particularly affecting women in the oldest age groups. Issues around social isolation are often carried forward from earlier in life, such as poor housing and low income.
- There is an increased, but not inevitable, risk of ill-health and impairment as people age, and a predicted increase in the prevalence of dementia as the population ages.

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 3

Safer warmer homes

Introduction

1. An important part of health and wellbeing is having safe, warm, secure, well repaired and maintained housing. This includes the support to bring it up to, and keep it in, a good condition.
2. Poor quality housing has a major impact on the health and wellbeing of anyone living in it. However, it is generally recognised that older, frailer and vulnerable people are more at risk of experiencing poor health, injury or harm due to poor housing conditions. People with a background of poor housing and low income are at an even greater risk when they reach their later years.
3. A house in poor condition or a poor state of repair increases the risk of tripping and falling at home, or exposure to serious risk from excess cold. Falling at home can result in broken bones, a stay in hospital, loss of confidence, or death. Cold homes exacerbate existing respiratory and cardiovascular disease among older people, increase the risk of strokes, create the risk of hypothermia, and increase the risk of isolation, as the home becomes too cold for other people to want to visit.
4. The Government ⁽¹⁾ has said that it wants to make it easier and safer for people to stay in their own homes. It wants to see an improved Home Improvement Agency service, wider use of handy person's services, and more use of an expanded range of equity release products to fund improvements to people's homes. These services are discussed further in this Chapter.

Improving Homes in the Private Sector

5. Southampton City Council's Private Sector Housing Strategy (2003 – 2010) details the action being taken to improve the condition and fuel efficiency of privately rented and owner occupied housing in the City, and how to resource this. The Strategy will be updated in 2010, to take the work of improving housing conditions and energy efficiency further, and take into account the results of the 2008 Southampton Private House Condition Survey ⁽¹⁶⁾. From 2010 the Private Sector Housing Strategy will contain specific targets for improving the housing conditions for older people living in the City.

Funding repairs

6. The private sector housing market has a major role to play in providing decent and appropriate homes for older owner-occupiers and those who rent in the

7. PUSH, the partnership of the South Hampshire local authorities, launched a "PUSH 4 Safer Homes" project in January 2009. The aim of this initiative is to make more funds available for grants, loans and advice to help vulnerable people improve the condition, safety, and the heating and energy efficiency of their homes. These grants and loans are explained in the sections below.

Home Improvement Loans:-

8. Owner occupiers needing to fund essential repairs and maintenance can apply to the Council for a Home Improvement Loan, to a maximum of £50,000. This loan can also be used to install features that are environmentally sustainable, such as solar panels. It is interest free, but secured as a charge on the property, and repaid when the property is sold. As such it helps unlock the equity that the loan recipient has in their property, to enable them to have a good quality home when they need it.
9. Loans are used, rather than grants, to enable the Council's budget to stretch further and assist more people.

Home Improvement Agency:-

10. This service is provided by In Touch Support Ltd, part of the Hyde Housing Group, and funded by the Council from the housing and social services budgets. It focuses on older or vulnerable owner occupiers and private tenants, providing support and expertise to help people bring their home environment up to a reasonable standard.
11. This includes helping people through the process of applying for a loan or grant, obtaining any necessary planning and building control consents, and appointing a contractor to do the work. The Home Improvement Agency also provides free advice on routine maintenance, prioritisation of works, likely costs, and advice on appointing reliable and trustworthy builders and trades people.
12. Many customers of the Home Improvement Agency are referred by the Council. Referral rates are currently increasing. The target for the financial year 2009 to 2010 is for 400 customers to be helped.

The Handy Person Service:-

13. The 'Handy Person Service' provides simple maintenance and repairs for older or vulnerable people, who own their own home or rent it privately. This may include, for example, changing a light bulb or small plumbing repairs. Labour costs and materials are free up to a set level for older people on certain benefits.
14. A Council review of services for older people in 2008 found that service users highly valued a Handy Person service as a way of helping them stay independent and safe in their own homes.

15. The Council have tendered for a new handyman service, "Handyman Plus", to start in 2010. As well as help with simple repairs and maintenance, it will include a new service to identify when people need further support to maintain their independence and to refer them for it. Initially this service will be funded for 2 years through a central government grant. Any longer-term provision will be subject to funding being available.
16. The Council wishes to see a handyman service being sustained and developed in the longer term. However longer-term options for funding this service, including a possible need to make it self-funding, need to be explored in order to do this.

Support to stay safe

Fire and Home Safety Checks:-

17. Hampshire Fire and Rescue Service provide home fire and safety checks for Southampton residents. With older people a key "at risk" group for home fires, it is important that they receive these visits.
18. The Southampton Later Years Partnership is establishing the Home Safety Co-ordination Scheme. This scheme, currently a pilot, co-ordinates the provision of advice, information and services around the safety of people at home. It ensures that an older person visited at home by, for example, a Police Community Support Officer giving advice on security, is also visited by any other relevant service providers, such as an officer from Hampshire Fire and Rescue, to receive a fire safety check. All Supporting People contracts (for older people in the community) will include an expectation that referrals will be made on behalf of older people.

The "Buy with Confidence" Scheme:-

19. Run by a partnership of council's Trading Standards services, this scheme provides a reference point for people to find trades-people they can have confidence in to do work for them in their home. The trades-people who are members of this scheme undergo pre-entry checks to ensure the credibility of their business and that high standards are maintained. The information is available through a dedicated website and a telephone enquiry service.

Enforcing housing standards:-

20. The enforcement of improved housing standards is dealt with by the Council, using the Housing, Health and Safety Rating System (HHSRS). This system was introduced by the government in the Housing Act 2004, and came into force nationally in April 2006.
21. The HHSRS uses a risk assessment approach. It looks at defects or hazards in dwellings in the context of their effect(s) on the health and safety of potentially vulnerable occupants and visitors. It works on the basis that if poor housing is improved, then the risk of poor health and injury or harm (for example from excess cold or from falls at home) will correspondingly reduce.

22. The Housing Act 2004 also introduced mandatory licensing, by the Council, of houses in multiple occupation (HMO's), which are 3 or more storeys high and occupied by 5 or more people, forming 2 or more households. This requires the property to be properly managed and maintained, and these standards are legally enforced.

Decent Homes for all social housing

23. All social housing in the City, is being upgraded to meet the government's Decent Homes standard by 2010. This means that, by 2010, they will:
- Be above the minimum standard for housing.
 - Be in a reasonable state of repair.
 - Have reasonably modern facilities and services (for example kitchens and bathrooms).
 - Provide a reasonable degree of thermal comfort (by effective insulation and efficient heating).

People living in these properties will therefore benefit from a safe, secure, warm home.

24. The Council's investment in its housing schemes with scheme based or floating support (formerly called sheltered housing), means that people living there will benefit from improved insulation, heating and security systems in these schemes.
25. Some older people who are council tenants, and would have great difficulty decorating their home, also benefit from a free decorating service, subject to eligibility criteria, to help them to maintain their homes.

Warmer Homes

Tackling fuel poverty

26. Someone living in fuel poverty is defined as having to spend more than 10% of their income on heating their home. It is caused by a combination of poor energy efficiency (insulation and heating), low income (particularly over a long period of time), and fuel prices. They may also be living in a larger home, which they now find too large to afford to heat properly.
27. Fuel poverty is influenced by national and international issues, but a lot can still be done locally. The Council aims to take a visible lead in the drive to reduce fuel poverty. The Council's current Fuel Poverty Strategy will be updated in 2010, as part of the Private Sector Housing Strategy.

28. The Southampton Joint Strategic Needs Assessment for Health and Wellbeing (2008 – 2011) commits the Council and Southampton City Primary Care Trust to working towards tackling fuel poverty. This includes working alongside key stakeholders at a local level through the Southampton Warmth for All Partnership (SWAP) to promote the alleviation and prevention of fuel poverty and excess winter deaths. SWAP's aims include:
- Reducing fuel poverty in the City.
 - Reducing health and wellbeing inequalities associated with fuel poverty.
 - Improving the quality of life of people living in fuel poverty.
29. The Council also works with SWAP to co-ordinate advice and information available to tackle fuel poverty. The Keep Warm helpline (tel. 0800 519 1100) offers advice on managing fuel bills, improving homes and energy efficiency, getting the right benefits, and keeping warm and well in the winter. Tailored information packs are available and callers can be transferred to appropriate agencies for more specialist advice.

WarmFront

The WarmFront Grant:-

30. WarmFront is a government funded initiative whereby a person who is an owner occupier or renting privately may be eligible for a grant, up to a set limit, for central heating and insulation. WarmFront uses its own contractors to carry out the work. It provides internet and phone advice on eligibility, and face to face support with getting the work done.
- The Warm Home Top-Up Grant:-
31. This Council grant is available for low income residents, subject to an eligibility check, to top up a WarmFront grant where more extensive works are needed. This grant has been made available from the Council under the "PUSH 4 Safer Homes Project".
32. The Council is also planning to promote the take-up of social tariffs for fuel (cheaper tariffs provided by some energy suppliers for vulnerable people), to promote the use of Smart Meters, and to develop ways of promoting switching between suppliers among vulnerable groups without cold calling.
33. The Council can also use its enforcement powers under the Housing, Health and Safety Rating System (HHSRS) if landlords fail to improve the heating and energy efficiency of their homes to such an extent that the property poses an older or a vulnerable person a serious risk from excess cold.
34. In 2008 a report of the Environment and Sustainability Scrutiny Panel of the Council on fuel poverty recommended the development of a fuel poverty referral system to be used by all local agencies. This will involve specialist

outreach workers helping people in fuel poverty to access benefits, care packages, aids and home adaptations, and home improvements as well as work to improve the fuel efficiency and insulation of their home.

35. The Council is also continuing to provide fuel poverty training for its own staff and for key partners who visit people at home.

Conclusion:-

36. Living in a safe, warm, good quality home plays an important part in people's health and wellbeing.
37. Services and advice aimed at producing safe, warm, good quality homes need to be tailored to meet the needs of older people as well as of the wider community. Advice and information geared to improving the homes older people live in, and on taking them out of fuel poverty, needs to be comprehensive and provided in a co-ordinated way. That is what the fuel poverty referral system, the Handyperson Plus scheme, and the Home Safety Co-ordination Scheme aim to do.
38. The Council's Private Sector Housing Strategy and Fuel Poverty Strategy, which provide overall direction for service provision and for improving housing conditions, will be updated in 2010 and cover the rest of the life of this Housing Strategy for Older People. They will continue to take the housing-related needs of older people in the City into account.
39. People living in social housing in Southampton will benefit from the Decent Homes programme to provide them with homes with improved insulation, heating and facilities by 2010.

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 4

Remaining independent (Housing adaptations and support)

Introduction

1. People generally want to remain independent in their own home. As health and mobility can decline with age, adaptations and support can help some people to retain or re-establish their independence, and maintain their quality of life and wellbeing in their home. New developments in technology are also increasingly playing a part in helping people stay independent.

Adaptations to the home

2. The national strategy 'Lifetime Homes, Lifetime Neighbourhoods' highlights the need to improve organisation and funding of housing adaptations as part of an overall ambition to make it easier and safer for older people to remain independent ⁽¹⁾.
3. The Southampton Joint Strategic Needs Assessment for Health and Wellbeing (2008 – 2011), produced by the Council and Southampton Primary Care Trust (PCT), includes the aim of improving the provision of aids and adaptations.
4. The carrying out of adaptations in the home is a service provided by the Council so that people can retain or re-establish their independence in their own homes and have a better quality of life there. It can also help them maintain their health and physical and mental wellbeing. By adapting the facilities, services, or layout within the home a person with a physical, sensory or mental impairment can be helped to stay independent. Adaptations can also help to prepare a new home for an older person if they wish to move to something more suitable for their needs.
5. The table below shows the number of adaptations carried out by the Council per financial year. Most of these are carried out for older people.

Southampton	April 2008 to Sept 2009	2007 - 2008
Major adaptations completed in private homes *	109 (April 2008 to February 2009)	106

Major adaptations completed in Council homes	(Target for 2008/9 is 100)	158
Minor (smaller) adaptations completed in private homes	467 (752 are projected for 2008/9)	
Minor adaptations completed in Council homes	(750 are projected for 2008/9)	750

*Private homes in this context means owner- occupied or rented from a private landlord or housing association.

6. For people in private sector housing, the Council provides Disabled Facilities Grants (DFG) and, for home-owners Accessible Home Loans to help them install adaptations. This is subject to eligibility.

Disabled Facilities Grant:-

7. The Disabled Facilities Grant (DFG) is available from the Council, under eligibility rules set by the government, to fund adaptations. It has a mandatory limit of £30,000, set by the government. Home owners and private or housing association tenants can apply for it. Council tenants cannot apply because the council as a landlord organises the adaptations to its own housing stock separately (see below).

Accessible Home Loan:-

8. This is an interest free loan for home-owners, secured as a charge on the property, and repaid when the property is sold. It aims to unlock equity in peoples' homes so they can carry out adaptations beyond the limit of the Disabled Facilities Grant. It can also be used to pay the persons' contribution to the Disabled Facilities Grant. It is available from the Council under the "PUSH 4 Safer Homes Project". The aim of this PUSH initiative is to make more funds available to help older or vulnerable people improve their homes.
9. It will become increasingly important for people to work from home, which offers opportunities for older people with impairments. The Accessible Home Loan can be used for specific adaptations to help people work from home.
10. If moving home is more appropriate than adapting the existing one, home owners and private tenants may apply to the City's housing list for council or housing association properties. Anyone can apply to the housing list. To access more points than just those for waiting time, an applicant for housing designated for older people needs to have equity in their property of £75,000 or less. (The limit is £25,000 for other applicants). However, each housing

Adaptations to housing association homes:-

11. With tenants of housing associations, the Council will work with their landlord to ensure any necessary adaptations are carried out. In limited circumstances they are eligible to apply for a Disabled Facilities Grant; they will be subject to the £30,000 limit and will need to be means-tested for eligibility. For low value or “minor adaptations”, the housing association, as their landlord, usually pays for it. If they do not, then social services’ technician service may help, or they are signposted to other services, such as the handyperson service. Housing association tenants are social housing tenants as are council tenants, yet this service differs in this respect from the one that council tenants receive. The Council is therefore currently working on a protocol concerning these smaller adaptations to ensure consistency between the housing associations. Housing association tenants are also eligible to apply to the Council’s housing list to move if they wish to do so and, since April 2009, they have been awarded the same points for giving up most types of family sized homes to move to a smaller one as council tenants receive.

Adaptations to council homes:-

12. Adaptations to council tenants’ homes are carried out by the Council as their landlord, up to the value of £30,000. People who wish to move to a more suitable property instead of adapting their existing home are encouraged to do so, as are people for whom the value of the work to be done comes to over £30,000. People who are under-occupying a family sized council property that is now too large for them may well also benefit from the Council’s financial incentive scheme for this – and they would also be able to move to a smaller home that is easier to heat and to run. The Council is also working with housing association partners and with developers, to produce housing that people moving from family housing would like to move to, and has had success with several small schemes.
13. In 2008, the Council reviewed the effectiveness and speed of delivery of housing adaptations. The findings are contained in the Report of the Healthy City Scrutiny Panel (September to December 2008), “Increasing independent living through housing” (26). This included ways of minor adaptations being done under a different system to free-up occupational therapists to work on more major ones. New service standards and targets for the delivery of adaptations have been agreed with the aim of completing major adaptations within a year of the first enquiry. These will be reviewed after a year, with a view to further reducing timescales.

The use of technology in the home to help people remain independent

14. The use of improved technology, particularly assistive technology, can be a valuable aid to enabling people to remain independent in their own homes. It can, for example, summon help quickly in an emergency, help boost the

15. A community alarm service is the most commonly used assistive technology for older people. The user can pull an alarm cord or active a pendant or wrist alarm to call for help. This can give users the confidence and reassurance to live safely at home.
16. The Council operates a community alarm service (Care-line) which covers its own housing reserved for older people as well as people in their own homes who have applied to have this system (for a small weekly charge). The Council is committed to developing and expanding its use in the wider community.
17. In 2008 there were 15 providers of community alarm services, including the Council, in the City. This can mean that services are inconsistent. The Supporting People team are carrying out work to improve the consistency of the community alarm provision in the City and to ensure a good quality service for all the people who use it.
18. New types of technology have, and are being, developed which will play a greater role in supporting people in their own home. This can include motion detectors to check that a person with dementia is not leaving home in the night, sensors to check a bath is not running over, temperature detectors, centrally monitored fire/smoke alarms, technology to monitor long-standing health problems, or to automatically turn a light on if someone gets up in the night. In the right situation they can help a person remain independent.
19. Reducing costs, increasing emphasis on independence, and the healthcare costs associated with an ageing society are all driving the development of technology. The speed of developments can be affected by the overall economic climate, which can affect development research as well as the demand for products. However new developments in technology need to be kept under review in order to provide the most effective help and support can be provided to people who would benefit from their use.
20. Technology on its own will always have its limits. However, this Strategy shows that the use of technology goes alongside much face-to-face work to help people remain independent.

Aids and equipment to help people stay at home

21. The Josian Centre (in Bevois Valley) is provided jointly by the Council and Southampton PCT. It provides a wide range of aids and equipment which can be loaned, after a medical or social care referral, to people to help prevent admission to hospital or residential care, support people on discharge from hospital, help people with rehabilitation, and to help promote maximum independence at home. It also offers free, impartial advice and information about equipment to anyone having difficulty with every day activities such as

22. The Josian Centre provided 6,295 pieces of equipment to adult clients between April 2008 and December 2008, which equates to approximately 8300 pieces of equipment per year. Over 95% of it was delivered within 3 days of it being ordered, and 97% within 7 days. Over the year they also gave advice on equipment to approximately 1000 people over the phone and to 400 people who visited the Centre. Demand is increasing, including for more complex equipment to enable people to live independently.

Support to live at home

Housing related support:-

23. Housing related support is provided to people who need help to develop and sustain their capacity to live independently in their accommodation. Some examples of housing support include:
- Seeking the views of a person to develop a clear picture of their needs and aspirations, and providing the support so they can move towards meeting them.
 - Enabling a person to access their correct benefit entitlement.
 - Helping a person stay safe by accessing a community alarm service, and providing that service to them.
 - Ensuring a person has the correct skills to maintain a tenancy and a home, perhaps because they are resettling from a life of repeated homelessness and chaotic living.
 - Providing advocacy to a person who may, for example, have difficulty telling people what they want, or in ensuring people listen to them.
 - Ensuring the voice of an individual is heard in regard to any health or social care issues.
24. Housing support can be provided, for example, by staff in housing with scheme based support (formerly called sheltered housing). It can also be provided by a support worker providing floating housing support by visiting individual people's homes which are outside of such housing schemes.

Housing support funded by Supporting People:-

25. Services supporting people with independence at home are largely funded by the council through the Supporting People system. This system was set up throughout the country by the government to ensure support with housing related issues is provided to vulnerable people, including older people, to help

26. Following a review in 2008, by the Supporting People team, of services for older people, which included consultation with service users, services will be targeted in a different way. The housing support provided by Supporting People funding before the review had almost solely gone to the (approximately) 4300 people living in council and housing association schemes reserved for older people. Only 43 older people living outside of these schemes received this housing support.
27. The Supporting People review in 2008 also looked at where the need for housing related support might be greatest. Whilst this support was concentrated in social housing schemes reserved for older people, it bore no geographical resemblance to the seven wards with the highest level of indicated needs for older people, i.e. living alone, income deprived, in ill health, and receiving benefits. These wards were (in order of need) Harefield, Redbridge, Millbrook, Bitterne, Coxford, Sholing, Shirley.
28. Ways are now being developed to target housing support services for older people so that they reach beyond housing schemes. The aim is to provide support to those who would benefit from it, regardless of where they live in the City. In general, the provision of this support does need further development.
29. A short-term Supporting People service for older people in Harefield and Redbridge will be evaluated in 2009, after it has run for a year. This service is developing ways of identifying and supporting vulnerable people who might not otherwise access services, keeping them engaged with services, measuring the need within the community and identifying the most appropriate referral routes for further help and support. It is hoped that this will inform the development of future community based support.

Informal carers:-

30. Families and other informal carers play a huge part in supporting older people in their own homes, where they need such support. They are recognised as integral to any plans people may make for their later years and, with the agreement of the older person, will be actively included in considering housing and care options. As the use of computer and other technology becomes more common in seeking housing options, considering aids and adaptations in the home, and in purchasing care, it is likely that younger family members will assist any older family members who are not so accustomed to its use.

Home-from-Hospital services

31. One of the challenges facing many older people is the return home from a stay in hospital. This can be particularly problematic for those who are living alone.
32. Health and social care services work closely to develop appropriate packages of care for individuals, but some older people need additional support.

33. Ways are being developed to monitor the provision of housing support services for older people, to ensure they are targeted effectively and appropriately, and respond to future trends. In addition they also need to link more with other community support services, such as gardening projects, help with getting social care, care of pets, and home and fire safety checks.
34. In some areas of the country the government has funded POPPs (Partnerships for Older People Projects), aiming to encourage more joint working in providing help and support. An example of this has been Tameside's system of trained peer volunteers. It is supported by the local council, NHS, older person's partnership, and Age Concern. Older volunteers support and assist isolated and vulnerable older people to improve their health and wellbeing, and in doing so help keep them out of hospital or residential care. The support the volunteers give includes help with arranging visits and appointments, and sign-posting to relevant services.

Simple support or 'That Little Bit of Help'

35. In 2005 the Joseph Rowntree Foundation produced "The Older People's Inquiry – That Little Bit of Help". It was based on national research and looked at the need for low level support to help people retain their independence. This is particularly important as home care and support services tend to concentrate on people assessed as being at "critical or substantial" risk. The report found unmet need across the country, with older people isolated in their own homes. In addition people, faced with the focus on "life and limb" issues, were becoming increasingly sceptical about policies meant to enable them to stay in their own homes. What people in this research said they would find really useful was help with ordinary day-to-day needs; simple services or a "little bit of help" such as cleaning, DIY, gardening, care of pets, chiropody, transport and a befriending service.
36. In Southampton, some services do provide "a little bit of help". The Council provides some cleaning, gardening and chiropody services for example. The Handyperson service helps vulnerable older people not living in housing with scheme-based support or in council accommodation, with basic repairs and home maintenance. However this service, although funded until 2012, is subject to continued funding in the longer-term. There are also several small-scale community based organisations providing that little bit of help to older people in their area. However services that provide "a little bit of help" need to be explored further, and provided in a co-ordinated way, to reach more people who are in need of this help and help them to retain their independence.

37. The Council is piloting a “simple support” project to link people with services providing this type of support. The project will concentrate on support for older people who do not meet the Council’s criteria for receiving home care. It will also map what provision of simple support already exists, what else is needed, and work to fill any gaps identified. The pilot will run for 18 months from June 2009. It is hoped it work will produce a positive business case for continuing the scheme in the longer-term.

Supporting independence through improving health and wellbeing

38. In addition to making homes more accessible, support with staying healthy and active is an important way of helping people to stay independent.
39. In Southampton the Later Years Partnership has developed the “Life to the Full” project. Trained, volunteer peer mentors support and assist other older people to improve their health, wellbeing, ability to retain their independence, and inclusion in the community. The project is jointly funded in the short term by the Council and Southampton Primary Care Trust, and is delivered by Age Concern. It has achieved significant results over the last 18 months, improving access to services, introducing exercise and activities that are contributing to preventing falls and reducing the likelihood of cardiovascular disease. It requires longer-term funding from 2010.
40. The Council is also funding two activity co-ordinators to develop and sustain activities to be enjoyed by and be of benefit to older people, for example exercise classes or health prevention work in conjunction with the Primary Care Trust. These activities will focus on older people both living in housing with scheme based support and in the local area. It is hoped that, as groups develop, the older people themselves will join in the running of them.

The provision of social care in peoples’ own homes

41. Social care, for example helping people with their personal care (bathing, dressing, etc) in their own home is organised through the Council’s Health and Community Care teams. It can play an important part in enabling older people to remain in their own home.
42. Housing services can help to facilitate the provision of this care, and joint working here has been consciously developed over the years. For example:
 - People who first come to the attention of housing services can be referred for assessments for social care provision.
 - Those providing housing support also monitor that person’s general wellbeing, which helps to spot when problems are developing.
 - Problems with existing social care are noticed and reported on.

Choice in care provision - “Putting People First”

42. During the period over which this Strategy applies, it is likely that there will be changes to the way that people use social care. This is because more people will be able to choose how to spend their money on their personal care, and more people will be staying in their own homes rather than going into residential care.
43. Putting People First is a government initiative which aims to give people who use public services far greater choice and control. Social care has been leading the way in developing personalised services, giving people more say over the care and support they receive. A pilot started in 2009 giving people a personal budget that they can use to design their care packages to help meet an agreed range of needs. They can choose to use this money to manage and pay for their support or to have someone else do this on their behalf.
44. It is likely that while for many, care packages will not change significantly, others will use this as an opportunity to reshape their support. It is likely that many more will choose to remain at home, with care being delivered to them there for longer.
45. Southampton has been at the forefront of promoting independent living through direct payments where users can choose to have a cash payment and employ their own carers direct or purchase from an agency. Putting People First will give more people the chance to do this, as well as offering alternatives to having a cash payment. For some, new carers will be chosen – and this may include their family members or neighbours taking a role.
46. While personal budgets are for social care provision, Putting People First envisages extending this to a range of other services, including housing support. In the long term, it is likely that these new freedoms will increase the choice older and disabled people have over social care, and will lead to new choices about housing and other services.
47. The Council has identified personalisation as one of the City’s key transformational projects. This will mean major changes for all Council provision with a programme of reform which will include:
 - The Council transforming the way it delivers services to offer people more choice and control over the way their support is organised and delivered.
 - The City working in a more joined-up way so that people can access universal services – e.g. in health, housing, leisure and transport.
 - All citizens being able to access excellent information and advice.

- Early intervention and prevention.
 - A better deal for families and carers, with an emphasis on supporting young carers.
 - ‘Social capital’ – how the community can play a role in care and support
 - A new way of working where people needing social care, their carers, and families are involved at every stage.
48. The Government is planning to release a paper (initially a parliamentary Green Paper) about how social care will be funded in the near future. It is likely that the availability of housing and ownership of property will be an important part of this. This means that it is important to plan housing that means that people can live independently into older age and can make decisions about how to live safely and comfortably. This is one reason why it is important that this Strategy is seen as an approach that will develop and build on new policies, enable learning from people who use housing and care services, and that will be subjected to review as a result.

Conclusion

49. There are now more services that can be provided to help people retain their independence and to enjoy living in their own home, such as adaptations to people’s homes, housing support outside of housing schemes reserved for older people, or assistive technology in the home.
50. The time taken to carry out adaptations to the homes of people with a physical, sensory or mental impairment, needs to be reduced. Work is being done to achieve a target of completing all major adaptations within a year, and once this is achieved further work will be done to reduce the wait even more.
51. Community alarm services are very useful in helping keep people safe in their home, and giving them more confidence there. These services need to be promoted and expanded to ensure more people can benefit from the reassurance that they provide. As new forms of technology are developed, it will be important to continue to ensure access to the most effective and efficient forms of monitoring and alarm equipment into the future.
52. Housing support is starting to be expanded beyond the boundaries of housing with scheme based support (formerly called sheltered housing), to older people who would benefit in the wider community. The home from hospital scheme helps people come home from, and to stay out of, hospital. Other community and voluntary based forms of support, such as those providing a “little bit of help” (help with everyday tasks), community transport, and the various ways of promoting health and wellbeing, need to be co-ordinated so

that they can be provided in an effective way to reach more people in need of some support to retain their independence.

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HOUSING STRATEGY FOR OLDER PEOPLE (2009-2014)

Chapter 5

Housing options and advice

Introduction

1. The Government ⁽¹⁾ and the Council want to improve the housing options and choice for people planning for their later years. Key to this is promoting more choice of good quality housing, with housing built for older people at the heart of the community, creative options for buying homes, and making the best use of publicly funded accessible housing.
2. The demand for residential care is in decline. People prefer to live in their own home, or to move to specialist housing, where they can have their own front door and maintain, with care and support if necessary, their independence (see chapter 2). Meeting such aspirations is crucial to providing a welcome range of housing options for the future, and the Council is committed to this approach.
3. Good quality, accessible, timely and independent advice and information can help people make plans and choices for their future housing options and for funding them. It can also help prevent or alleviate problems of poor or inappropriate housing, fuel poverty, debt or homelessness. The Government ⁽¹⁾ is concerned about the national shortfall of good advice on housing options in later years. It wants to see a national housing information and advice service linked to strengthened local housing advice, information and “help with moving home” services.

Support and advice on moving

The need for support and timely advice to help people choose housing options:-

4. A range of housing options are available to people in their later years. When deciding which housing option(s) to pursue a range of issues need to be considered. Help with this process may be needed. Such issues include:
 - What type of housing to consider, and how to find it.
 - The differences between housing, where support can be provided to people in their own home, and residential or nursing care. A self-contained flat in housing with scheme based support or in extra-care housing, and a room in residential or nursing care, provide very different ways of living.
 - Funding the housing option. For owner occupiers this includes whether to retain, or to use, any equity in their home. This can also include eligibility for housing and council tax benefit.

- Organising the move. Some people may need help with this, and to settle in afterwards.
 - Disposing of certain possessions if moving to a smaller property.
 - Whether it is more important to stay close to friends and contacts, in a familiar area, or to move to a more appropriate home that may better suit their needs.
5. Some people consider their housing options early on and decide to move or to prepare their current home for their later years. However, research ⁽²⁸⁾ has indicated that most people only move once they find that poor health, reduced mobility, or bereavement in their later years is making it difficult to cope and to maintain their property, indicating a tendency to wait until a move is inevitable.
 6. Advice on housing options is best sought and given at an early stage, to prevent rushed decisions. The decision to move or to stay put is often not easy, and a range of complex influences often come into play, as well as the person's ability to cope with the upheaval.
 7. Wider availability of good quality, easily accessible, timely and independent information and advice on housing options, and funding them, is needed to both prompt early consideration and help people choose the option best for them. A service providing counselling around the need to move and to make choices about later years options, may also help some people.

Support to move home:-

8. Older people may also need support to move house. In research ⁽²⁸⁾, nearly half the respondents said they needed help with removals and related issues such as viewing a property and disposing of belongings.
9. This support could be provided by organisations with experience in supporting people, such as the local voluntary sector. New businesses are starting to develop to help older people move home, including discussing housing options, escorting to view properties, and settling in after the move. However the cost of this needs to be paid, either by the individual, or by a publicly funded grant. Westminster City Council, and Age Concern Oxfordshire, have begun to trial this approach with Seamless Relocation Ltd. The provision of support to help older people move to more suitable housing needs to be monitored and explored further.
10. Barriers stopping people moving to more suitable housing for later life, and ways to help overcome them need to be investigated.

Current provision of advice

11. A range of organisations provide information and advice in the, as shown in Appendix C.

12. The Council's Housing Advice Service and the Welfare Rights Unit have both attained the legal services commission Quality Mark for the quality and consistency of the services they provide. The Housing Advice Service is for people who do not live in Council housing, whilst the Welfare Rights Unit provides a service for tenants of the Council.
13. A "Sure Start to Later Life" project is being developed in Southampton by the Later Years Partnership. This will widen the scope for older people to receive reliable information through word-of-mouth. Information will be provided on options and services to key people in local communities, or through local social groups (e.g. pub clubs), and the range of public service information outlets improved.
14. Nationally, charities including Age Concern, Help the Aged and SSAFA (Soldiers, Sailors, Airmen and Families Association) provide advice. 'First Stop Advice' on housing options is also provided by Counsel and Care, the Elderly Accommodation Council, Help the Aged and NHFA.

Advocacy:

15. For some people, advocacy may be a key to them getting the advice, information and services they need, and the practical and moral support to help resolve their housing situation. An advocate helps someone examine their choices and make their voice heard, and can support or represent the client.
16. Currently "Your Voice Advocacy", part of the Hampshire Advocacy Group, provides a service for older people in Southampton, including for people with dementia.

Advice on specific housing matters

17. Housing conditions:-
Statistics and trends on housing conditions and fuel poverty indicate the need for more, targeted advice and information. A role for specialist housing advice to help older tenants, as well as other groups, enforce their tenancy rights may improve the situation for people living in the private rented sector. A wider awareness amongst all agencies of what can be done to help anyone in poor housing conditions would also help ensure people are directed to effective help.

Financial planning:

18. The planning and management of financial resources from an early stage, preferably whilst still in paid employment, is often important to having a wider choice of housing options. In addition, many home owners have substantial amounts of equity tied up in their homes. Access to good quality, reliable, independent financial advice and planning – and advice on how to find this – is a key to having a wider range of housing choices.
19. This process also includes checking eligibility for housing and council tax benefits. Moving to a smaller property can help reduce council tax bills, and the Council also applies a 10% discount to this bill for those aged 65 and over.

Access to advice and information available on the internet

20. Research nationally has shown that 70% of older people have no access to the internet⁽²²⁾. It tends to be people who are better off, better educated, white and male who have full access to home computers ⁽²²⁾. However, more people now use computers at home or work, and regularly find information on the internet.
21. Council tenants in housing with scheme based support (formerly called sheltered housing) have benefitted from a pilot scheme to provide internet access, training and confidence building sessions. Its success means that expansion into more housing schemes is under consideration, as is widening this service to older people living in the local community.
22. There is a need for appropriate, attractive, easy to use internet information and advice on housing options. "First Stop" ⁽²³⁾, a "not-for-profit" service for older people, provides advice on housing options on a national basis, but there is also a need for a service using local knowledge and information. However, this must not be at the exclusion of other forms of advice.

Other possible barriers to accessing advice and information

23. There are specific issues in delivering advice and information on housing options for later years to minority ethnic communities. Nationally there is evidence that some people from minority ethnic groups, lack information on the range of options available, and may view mainstream services as not being for them, thinking they might face discrimination.
24. Some people also face physical barriers to obtaining advice and information. They may have a physical or sensory impairment, mobility problems, a learning disability, or are too frail to go out to find it.
25. There is a need for housing advice that recognises and provides for diverse needs. This includes providing culturally sympathetic advice and support, a service for those who can rarely go out, and improving access for hard-to-reach groups such as older people with a history or risk of homelessness.

Co-ordination of advice and information

26. Many agencies provide housing, and housing-related, advice and information in the City. At present older people can obtain this service from a range of places. This variety can mean that the information provided is not always consistent or expert enough. For example, the Council's housing advice services may see fewer older people and so have less expertise on the wide range of housing issues faced in the later years, whilst agencies specialising in advice for older people may not have sufficient expertise in all housing areas, e.g. in complex housing law.
27. Having one agency responsible for co-ordinating the advice and information that is provided to older people, and for sign-posting people to it, would greatly improve this situation. Alongside this, appropriate ways of referring people between agencies and services need to be developed so that the services and advice people receive is consistent regardless of which organisation they first approach.

Lifetime Homes

28. The government's aspiration is for all publicly funded housing to be built to the Lifetime Homes standard by 2011, and all new homes by 2013 ⁽¹⁾. This is reflected in the Council's Local Development Framework Core Strategy which includes the local principles for planning decisions on new homes in the City.
29. Lifetime Homes have features designed to make them more flexible and functional for all. They are built with changing lifetime needs, and with older and disabled people, in mind. For example the Lifetime Homes standards include:
 - A front door with an accessible threshold, that is also covered and lit.
 - Walls able to take future adaptations and a stair lift.
 - Electric sockets at convenient heights.
 - The entrance level of the property to have a wc, living/family room, and the doors and hall able to take a wheelchair width.
 - The entrance level living room to include space for a wheelchair turning circle.
30. Lifetime Homes standards are not about making everything fully wheelchair accessible when the property is built, but do allow for a person using a wheelchair to visit someone at the property, and for it to be easy and relatively cheap to adapt.
31. Lifetime Homes standards can, however, make new homes more expensive to produce. Many developers are not using them yet for this reason. The PUSH (Partnership for Urban South Hampshire) housing target for Southampton is to deliver 14,300 new homes in the City between 2006 and 2026. The Council wants to ensure that these homes are built, to the benefit of those who need them and of the local economy, despite the downturn in the housing market in the earlier years of this Plan.
32. The Action Plan that accompanies the Council's Local Development Framework Core Strategy states that one of the indicators of its success will be an increase in the proportion of new homes in Southampton meeting Lifetime Homes standards. This will be monitored by the Council's Planning and Sustainability Division.

Social housing in the City

Making the best use of publicly funded, accessible housing:-

33. The Government is keen to see that best use is made of publicly funded (council and housing association) accessible housing, by matching vacancies with specialist features to people who need them ⁽¹⁾.
34. The Government also wants councils to use choice-based lettings systems whereby people bid for properties of their choice. In Southampton this system is called Homebid. Council and housing association homes are advertised, and

35. Older people on the housing list can bid for housing reserved for older people, or for properties open to people of any age (“general needs property”). Much longer queues for general needs property mean that older people usually have more chance of success by bidding for housing reserved for their age group. As of November 2008, there were 6717 households waiting for a general needs 1 bed property, compared to 887 households waiting for a property reserved for older people. Housing reserved for older people is also more likely to have been designed or adapted to be accessible.
36. The few properties not advertised on Homebid are those so specially designed or adapted they are offered direct to people on the housing list who have very specific, complex physical requirements.
37. It is important that older home owners and private tenants are made aware that they can also apply to the housing list for council or housing association accommodation. Access to this housing depends on the assessment of housing need done for everyone who applies.

The provision of good quality specialist housing:-

38. The government acknowledges that housing reserved for older people, such as housing with scheme based support (formerly called sheltered housing) or extra care housing, is still a useful option, especially where it reduces social isolation, the impact of an impairment or helps people to stay out of residential care. ⁽¹⁾
39. Government guidance also encourages any new specialist housing to be built at the heart of the community, with resources such as community cafes and computer suites to promote active ageing and links to the wider community. ⁽¹⁾

Housing with scheme based support:-

40. There has been a gradual decline in the popularity of many housing schemes in the City that are reserved for older people. Many people want to remain in their family home, cannot face the upheaval of moving, or do not want to move to the one bedroom flat or studios that are common in this type of housing. In addition some people are not clear what housing with scheme based support (formerly called sheltered housing) can offer, or confuse it with residential care.
41. The Council reviewed its own housing with scheme based or floating support, in consultation with tenants, in 2008. This identified a surplus of this type of housing. There are now three types of rented housing in the City reserved for older people:
 - Extra care housing (see below).
 - Housing with scheme based support (formerly sheltered housing).
 - Housing with floating support on offer if needed. Floating support is that support provided through visiting the person at home.

42. The changes to Southampton City Council's provision does impact on the support that people will receive, through the Supporting People funding. The new accommodation designations will have different support levels allocated:
- Housing with scheme based support (formerly called sheltered housing) will have support workers based in these schemes, providing support to both residents and to people in the neighbouring community. This accommodation will be directed at those with support needs, but can be accessed by all over 60.
 - Housing for people aged 60 and over – floating (visiting) services will be available to those who need this level of support.
 - Housing for people aged 50 and over – floating services will be available to those aged 60 and over who need this level of support.
43. Similar moves are underway within the rest of the housing provision in the City that is reserved for older people – mostly owned by housing associations. Many have already begun making changes to their warden and support worker roles. By the start of 2011, new housing support services will be in place. They will be focused on supporting older people where they are living, and based on their specific need for support, rather than on the type of accommodation they are in. Any changes will be handled sensitively, and will reflect the different needs within specific housing schemes. It will also require new descriptions of services, support and accommodation to be made available, to enable older people using Homebid to have real and informed choices about their options.
44. The Council is committed to improving and investing in its housing with scheme based support to include some 2 bedroom flats, improvements to the communal areas, and upgrading the landscaping to the external areas. The support service offered is also being modernised and expanded into the community.
45. The conversion of some smaller flats into 2 bed, or larger one bedroom, flats is being trialled. It is particularly hoped these will attract people currently living in larger family homes (see below).
46. The Council's review also led to some housing previously reserved for older people being re-designated for people aged 50 or over, to offer a quieter environment than general needs housing. Floating (visiting) support is offered to people in this housing aged 60 or over. Tenants still have their own front door, their independence, and their own tenancy.
47. The outcome and effectiveness of this review needs to be monitored, and any lessons learnt put into place. Many housing associations, also finding the same drop in demand, have begun to review their housing reserved for older people. This will help them make the best use of their housing, and promote consistency in housing services across the City.

48. Apart from extra-care housing and housing with scheme based or floating support (sheltered housing models), there are no other housing options specifically for older people in the City. In order to increase choice, the potential and viability of providing something other than the sheltered housing model will be investigated.

Extra-care housing for older people:-

49. The Council provides extra-care housing for older people with some flats in Manston Court and Rozel Court. The first purpose-built extra-care housing scheme opened in the City in 2009; Rosebrook Court, run by Saxon Weald Housing (a housing association). Flats are rented to people aged 60 and over from the housing list, or for purchase through shared ownership.
50. People living in extra-care housing have their own self-contained flat, own front door, own tenancy, and care and support to help maintain their independence and avoid having to enter residential care. A team provides care and support on-site along with a scheme manager. Rosebrook Court offers features including a residents' lounge, dining room with a daily meal, buggy charging store, and courtyard garden.
51. Extra care housing has worked well in other areas of the country. Although the demographics in Southampton support its provision, the success of and demand for the new scheme, Rosebrook Court, is being monitored following its opening in February 2009, to help determine the demand for more extra-care units.

Moving out of council or housing association family-sized housing:-

52. Under-occupation (living in a family-sized property now too large for that person) is an issue for social housing in Southampton due to the high demand for family homes. In November 2008 there were 2262 families on the City's housing list waiting for a council or housing association home with 3 or more bedrooms. There are currently about 2200 households in council homes with 2 or more bedrooms than they need. However in the financial year 2007/8 only 52 households eligible for the Council's incentive payment scheme moved to a smaller home.
53. The aspirations of people in their later years have changed over time. Government research ⁽²⁷⁾ indicated that the best way to encourage a move from a larger family home is to offer a choice of good quality housing and personalised support with the move.
54. A recent Inquiry by the Council's Healthy City Scrutiny Panel ⁽²⁶⁾ recommended investigating how to provide practical help to move and how to develop more housing that people who are under-occupying want to move to, by identifying the type of properties this group might prefer. One example which proved popular with people moving from family housing was a small cluster of one bedroom bungalows each with an extra "hobby room".
55. The incentives offered to council tenants to relinquish their family-sized homes are explained in Appendix F. These need regularly reviewing in the light of the

56. More choice may also be achieved by working with neighbouring councils and housing associations to allow people to bid for homes across the boundaries. This may help with the lower demand for some housing reserved for older people across the region.

Owner-occupier housing

Private retirement housing:-

57. These schemes are another option for older people to move to housing which either has some support and social activities on-site or provides a quieter environment. There are several private retirement housing schemes in the City.
58. Purchasers need a reasonable level of financial resources, both to purchase a flat and pay any support and service charges. People mainly appear to be considering this as an option further into their later years. The average age of McCarthy and Stone PLC purchasers is 77 (as stated in their Annual Results for 2007).
59. Like all housing, these schemes are affected by the economic climate, particularly as they rely on people selling their family homes. It remains to be seen what the long-term effect of the economic downturn will be.

Low cost home ownership options for older people:-

60. The Government ⁽¹⁾ hopes to see housing associations and the private sector develop more creative options to enable older people to purchase a property that suits their needs, and a way for people to tap into the equity in their home to help with this.
61. Low cost home ownership offers shared ownership or shared equity of a property. Both involve the purchaser part-owning their home, with the organisation that developed it, such as a housing association, owning the other part. It can increase people's choice of where to live. By making home ownership more affordable, people can often consider a wider range of properties to buy, or areas to buy in. Locally, shared ownership and shared equity schemes can be accessed through "Homes in Hants" (part of Swaythling Housing Society).
62. This option needs to be marketed to people in their later years as well as first-time buyers. It also needs to offer more options to buy existing, rather than new built homes such as the Open Market Homebuy Scheme. People in their later years are likely to have more financial resources (perhaps a family home to sell) than younger purchasers, so financial considerations will also be different. Independent financial advice will be a necessity.

Co-housing for older people:-

63. The government also wishes to see co-housing considered as an example of innovative housing for older people ⁽¹⁾. Co-housing residents control their own self-contained housing, share some common space (e.g. a hobby area, gardens, social area), and live as a mutually supporting group. There are several schemes in this country, but none yet specifically for people in their later years. However, the Older Women's Co-Housing (OWCH), for women aged 50 and over, is looking for suitable property to start up in London.
64. Co-housing does not provide long-term personal care, which would still be provided by outside services and professionals. However, it can build an atmosphere of group support and solidarity by which people can feel safer in their home, and retain their independence through like-minded neighbours keeping an eye on each other and helping each other out.
65. Co-housing originated in Denmark and the Netherlands. In the Netherlands it began over 20 years ago. There are more than 200 co-housing groups of older people, mostly renting the co-housing property from the country's large social housing sector although there are some groups of owner-occupiers and of mixed tenures. Here it is found that groups of 24 units (or 30 – 40 people) work best.
66. Co-housing is still in its infancy in this country, and our property law and finance is not as favourable. However its benefits mean that it needs to be reviewed as a potential option for some people.

The nursing and residential care sector

67. Southampton is currently developing plans for the use of nursing and residential homes in the longer term. An ageing population suggests there could be a greater need for this accommodation. However, greater user choice suggests fewer people choosing residential options, and preferring to remain at home or to live in specialist supported accommodation, including extra-care housing.
68. Housing and social care services will work together to maximise the availability of safe housing opportunities that support the reduced use of residential care. It is already the case that the provision of Council provided residential care for frail older people is being reduced because there is less demand and this, together with the higher than average availability of specialist housing for older people, provides an opportunity to consider how best to support people to stay independent into older age.
69. The recent development of a purpose-built extra care housing scheme has enabled some care home residents, and people who might otherwise have had to move into residential care, to choose this option instead. Extra-care housing offers greater independence than residential care as it provides a self-contained flat with its own front door, as well as communal social facilities, but with care

70. Southampton is looking to help focus residential and nursing homes on developing skills with specific groups of older people, including dementia support.
71. A new dementia specific nursing home will be open by the start of 2010, including day centre provision. 40 of the 70 beds will be purchased by the Council and the Primary Care Trust, as part of refocusing provision for this group in the community.

Housing for people with special needs

Specialist housing for older people with dementia:-

72. The ageing population means there will be more people with dementia living in the City. Ways of helping them to remain independent and out of residential care need to be explored. This will include investigating specialist housing, using an extra-care housing model which also incorporates dementia friendly designs and practice. There is no such provision in the City at the moment.

Housing for older people with learning disabilities

73. There are more people with learning disabilities in their later years than in the past, and this number is likely to grow with increased longevity due to factors such as improved health and medical care.
74. People with learning disabilities want to live in housing where they can be independent. Support may be needed, particularly as people with learning disabilities are more at risk of developing dementia earlier on in life. This support can be provided to the person where they live, as well as through housing with support on-site.
75. The council's Housing Strategy for People with Learning Disabilities (updated in 2009) will look at housing for older people with learning disabilities and the priorities that need to be met.

Homes for homeless older people

76. The main triggers which make some people vulnerable to homelessness in their later years are bereavement, redundancy, and/or chronic health problems. These are often linked to other risk factors including having limited or no support networks (from family or friends), limited literacy, and isolation ⁽²⁴⁾. In these situations, a tenancy or a relationship coming to an end can cause someone to become homeless because they cannot cope with finding another home without help or support.
77. Older people form a low proportion of people helped by the Council as homeless or threatened with becoming homeless, in comparison with the total number of households helped ⁽³⁾. However people aged 60 or over are still,

78. The Council's Homelessness Strategy (2008 – 2013) has 4 key objectives. These are to:

- Prevent homelessness.
- Maximise the number of available homes in the City to all sectors of the community including homeless people.
- Provide good quality accommodation with support for short periods only, to enable successful move-on to, and maintenance of, a settled home.
- Improve positive outcomes for homeless people, or people at risk of homelessness.

79. The Council has put increasing emphasis on preventing homelessness, and specialist housing staff, have had success in doing this.

80. Lower levels of demand for some council and housing association rented housing for older people often means older homeless people can obtain a flat in one of those schemes. However, the Council's review of its housing reserved for older people, implemented in April 2009, may mean fewer flats being so readily available. The effect of this review needs to be monitored.

81. A recent Supporting People review of homelessness services stated that no-one of state pensionable age or over should be living in a hostel in the City unless in very exceptional short term circumstances. More information on this, and the issue of homelessness in Southampton, can be found in the Council's Homelessness Strategy (2008 – 2013).

Older homeless people with complex needs:-

82. A background of long-term or repeated homelessness, a chaotic lifestyle, often combined with substance misuse, mental health problems, and poor nutrition, often means that middle-aged people who have lived this way have health problems more common in much older people, and often age and die prematurely (24). However medical advances and improved care is now beginning to help people so affected, to live longer.

83. People with this background may need much support, geared to their needs, to help them to keep a tenancy. People with a history of long-term homelessness may miss the social contact that hostels and shared housing gave them. They may not like rules and regulations, but still want access to care, support and company (24). Housing reserved for older people in general, which is supposed to be quieter, may not be suitable for some of this group who are more accustomed to a chaotic lifestyle.

84. There is provision in the City to help people try to tackle problems such as alcohol misuse. There is also a "wet" housing scheme (specialist housing for people who have been unable or unwilling to stop their long-term heavy drinking) in Southampton. This provides high levels of support for a small number of residents, and is run on the basis of reducing the harm they can

85. In the longer term there are likely to be more people in their later years affected by long-term misuse of illegal drugs (as well as alcohol). This group may also need specialist accommodation and support, and this also needs to be investigated and planned for.
86. The Council is reviewing the housing, care and health support for people with more complex needs, such as ongoing alcohol misuse, to establish the style and extent of services, and models of delivering this, required in Southampton.

Conclusion

87. Good, accessible, consistent, timely, independent advice on housing options, and housing issues such as keeping the home in good repair, is essential to ensuring people in their later years retain their independence and enjoy life in the housing they have chosen.
88. Provision for this advice and information needs to be made. This could be achieved by one agency co-ordinating the housing, and housing-related, advice and information that older people receive.
89. People want to have a choice over what sort of home they live in, and to live in accommodation which realistically meets their needs and preferences. More people are home owners than ever before, so providing choices that they can afford as they age, will be especially important. However many will still look to social housing to meet their housing needs, largely because they lack the resources for other options, so choices need to also be made available in this sector.
90. The barriers to older people accessing suitable social housing (needing help to move home, for example) need to be investigated and remedies suggested. The financial limits for older people applying to the housing list need to be reviewed in case this is also deterring access to suitable housing. The potential and viability of housing options other than the sheltered housing model also need to be investigated to ensure that the maximum possible choice of housing options is being provided.
91. The need for family housing is a key issue for many people in the City including those on the housing list for those on the housing list. People under-occupying larger family-sized social housing need to be encouraged to move to smaller properties using a reviewed range of financial incentives, and new homes developed in partnership with housing associations with them in mind.
92. Low cost home ownership options need to be further investigated to help meet the housing needs, and improve the choices, of home owners in their later years who live in older or poor quality homes, want to move to something more suitable, but who cannot afford to unless it is through one of these schemes.

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 6

Staying active – neighbourhoods and the community

Introduction

1. The Government wants local areas to grow into “lifetime neighbourhoods” as part of a move towards age-friendly cities for an ageing population ⁽¹⁾. The impact of poor design and maintenance of a public place is felt disproportionately by older people, as well as disabled people and carers with young children. It also has a disproportionate effect on women, who are the majority in the oldest age groups, and more likely to be caring for a child.
2. Local areas and services tend to be more important to people’s quality of life and their participation in the community in their later years. Neighbourhoods therefore need to be comfortable, safe, accessible, welcoming and enjoyable places. Older people who have had a bad experience outside the home may become reluctant to go out, and feel insecure and vulnerable at home.
3. ‘Lifetime Homes Lifetime Neighbourhoods’ highlights the importance of empowering older people to remain economically active ⁽¹⁾. Inclusive neighbourhoods and transport help ensure that people can access opportunities. Good quality housing and age-friendly neighbourhoods supporting health and wellbeing enable people to be active in the workplace and community for as long as they choose. Skills updating and confidence building can also help to support this.
4. The aims of the Council’s Senior Citizens Charter (2007) include improving peoples quality of life by promoting safe and accessible neighbourhoods. The Council’s planning policy includes working towards age-friendly areas. The Local Development Framework Core Strategy is being adopted in 2010 and will take into account the Government’s advice and requirements on lifetime neighbourhoods.
5. The provision of lifetime neighbourhoods is as much a matter of resources as of the will to create them. There are undoubted benefits, financial as well as to health and wellbeing, to people remaining independent and active in their community. The Government has indicated it may consider applications to pilot lifetime neighbourhoods. However it remains to be seen what effect the economic climate over the next few years will have on the ability to work towards this aim.

The physical features of lifetime neighbourhoods

6. The physical features of a lifetime neighbourhood include:-

Feature	Examples of what to look for in that feature
Paving and streets	Well maintained and smooth; no obstructions on pavements (e.g. parked cars); suitable pedestrian crossings; clear lines of sight; contrasting materials and colours to guide people along a route; no litter.
Lighting	Well designed, “vandal-proof” and well maintained.
Open spaces	Well designed and maintained green space, and space to socialise in; no overgrown shrubs.
Safe spaces for young people to be in	Designed with their participation in mind and with the aim of reducing/preventing intergenerational conflict.
Public toilets	Well maintained, cleaned and safe; within easy reach as many older people are restricted where they can go by how readily available toilets are.
Public seating (benches, etc)	Safe to use; good urban design; spaced at regular intervals. Having somewhere to rest can mean an older person is mobile in their local area for longer.
Buses and transport	It is a realistic, safe option to use; stops have seating; community transport for people with poor mobility.
Basic amenities, local shops, leisure, GPs.	Access to money, healthcare and some shops within easy reach; the area is safe, and seen to be so; provision for electric buggies.
The approaches to properties	No dense, high hedging; good, easy to operate, door locks; well lit; well maintained paving.
Upkeep of local area	Antisocial behaviour and crime designed out and deterred by patrolling (police and PCSO’s, City Patrol, neighbourhood wardens, etc); no litter or graffiti visible; transmits a sense of safety.
Dementia-friendly designs and layouts	For example to help people tell public from private space; distinctive structures and landmarks to help people (re)orientate themselves.

Good practice and guidance

7. In addition to the Government's 'Lifetime Homes, Lifetime Neighbourhoods', the national charity Help the Aged has produced a ten point manifesto for lifetime neighbourhoods ⁽²⁹⁾. This supports the Government's view of the physical criteria needed for this to happen, and calls for older people's voices to be heard in local decisions on how to produce lifetime neighbourhoods.
8. A European Union project – "Wel-Hops", i.e. welfare housing policies for senior citizens ⁽³⁰⁾ – has produced a guide looking at good practice in the design of older people's housing and an age- friendly urban environment. Brighton and Hove City Council were involved in developing this guide.
9. Research by CABA (Campaign for the Built Environment) also re-iterates the need for good quality, well designed, age friendly buildings and public spaces⁽³¹⁾. Research by the World Health Organisation (WHO) produced a similar checklist for age-friendly outdoor spaces and buildings ⁽³²⁾.

Transport

10. Getting around is essential for people to be able to use their neighbourhood, and to support economic and civic participation. New housing schemes need to take account that if an older person has a car, it helps them to be able to park the car in a safe place near their home. Landlords need to consider if there needs to be any improvement to the shared parking areas of their existing housing schemes in the city. The Council's Planning Services must use local and national planning policies and guidelines, to which there is a housing input locally, to govern parking policy.
11. Older people are a main user group for buses. Public transport operators are commercial companies and tend to only operate profitable routes unless they receive a public subsidy to do otherwise. There is then, some limited scope to influence this subsidy to ensure more routes are able to operate that serve areas with concentrations of older and vulnerable people.

The community feel of local neighbourhoods

12. Neighbours and the neighbourhood are a key influence on people's housing decisions ⁽³³⁾. A person may stay in a house that is really too large for them, or only move to a smaller one if it is nearby, if they like the neighbourhood, feel safe there, and have good neighbours. Conversely they may wish to move away if the opposite is true.
13. A major theme that emerged from a recent consultation by the Joseph Rowntree Foundation ⁽³⁶⁾ was a decline of community and weakened local neighbourhoods. Participants felt that neighbours no longer know or look out for one another, which leaves people feeling isolated, lonely and fearful – particularly the elderly and those who live alone.

14. A mixed and sustainable community, with a sense of community spirit and pride, is important for a lifetime neighbourhood. Community development and participation work can often help grow a local community spirit.
15. This includes ensuring that everyone's voice is heard when planning and carrying out work so they feel an active part of that community. Within its own housing stock the Council as a landlord works to ensure a voice for its older tenants both through the encouragement of general tenants groups and associations, and through the specialist Sheltered Tenants Forum.
16. Older people can be invaluable in helping organise resident involvement groups, especially when they have lived in the area for a length of time and have come to know it well. However this does also need to be balanced by the involvement of younger people and representation from the whole community. The Council as a landlord actively encourages tenant and resident involvement, including locally based tenants groups and associations, and the city-wide Sheltered Tenants Forum and the Tenants Federation.

Older people's spending power can boost local communities

17. Older people often tend to shop locally, particularly if they do not do paid or voluntary work in other areas. Any increase in the spending power of older people can therefore boost the money they spend locally. This can be achieved by, for example, improving the energy efficiency of their home so that fuel bills are lower, or by giving benefits advice. Community and public transport to local shopping parades or centres, which themselves are attractive and safe places to go, can also help here.

Encouraging people to stay active in their neighbourhoods

18. Information and advice about services and facilities in the local community can help people remain active. If people do not know about local services and facilities then they are unlikely to use them. Promotion within the local area can sometimes be all that is needed to encourage more people to use them.
19. Tailored activity in the community, such as local walking schemes, dancing, or strength and resistance exercise for the more frail, is also an effective way of helping people stay active outside the home. In its capacity as a landlord the Council is due to pilot exercise and fitness classes, specifically aimed at older people, using the community rooms of some of its housing with scheme based support (formerly called sheltered housing). If successful, it is hoped to extend an invitation to older people living locally near these schemes.

Voluntary work by older people

20. Carrying out voluntary work helps older people stay active, as well as bringing practical benefits to the local community and encouraging community spirit.

Encouraging peer volunteers:-

21. Some people may prefer to work as peer volunteers, so they can directly help and support other older people. The “Life to the Full” project is being developed by the Later Years Partnership, alongside Age Concern. Trained, volunteer, peer mentors assist more isolated older people to improve their health, wellbeing, level of independence, and inclusion in the wider community. This work includes developing groups to, for example, eat together socially, or bulk buy shopping as a group. Funding is also available for small groups developing activities for older people, for example exercise classes and computer training. If this project proves effective, and can be made financially viable in the long-term, it will benefit older people on a more permanent basis.
22. Age Concern Southampton also runs a 50+ health mentors programme, whereby an older volunteer is teamed up with another older person to help them overcome their worries or nervousness about joining a new group or activity.
23. Peer volunteering can also involve organising social events for other older people or day to day activities such as helping with shopping or pet-care. The national charity, the Cinnamon Trust, for example has volunteers for the latter activity in Southampton.

Intergenerational activity:-

24. A particularly useful way of increasing confidence about going out into the local community is to promote intergenerational voluntary activity. There is evidence from psychological research (8) that improved, positive and close contact between age groups can reduce fear, hostility, prejudice and misunderstanding. It can also increase understanding, respect, community cohesion, and a sense of belonging amongst all those involved.
25. Intergenerational work can include older and younger people working together to find ways of reducing the fear of crime, older people helping with reading in schools, or younger people offering computer training. In addition to promoting community spirit and participation, this sort of activity can be fun and enable both groups to learn new skills.
26. The Later Years Partnership in Southampton has established the SIGN project (Southampton Intergenerational Network) from 2009. This is a 3 year pilot to encourage, co-ordinate and link up intergenerational work in the City.

Time banking:-

27. The Later Years Partnership is also looking at the viability of a time-bank in Southampton. There are currently over 100 active time-banks nationally. Time banking involves a person ‘depositing’ their time by giving practical support

Updating skills and pre-volunteer training:-

28. There needs to be more input in updating skills, and in building up the confidence of some older people for them to feel able to take up the more complex voluntary work on offer today. Nationally, only 1% of the national education budget is spent on the oldest third of the population ⁽³⁵⁾.
29. The Council as a landlord is piloting the use of some of the communal areas in its housing with scheme based support for older people (formerly called sheltered housing) for sessions of computer skills training. The aim is to extend this to all housing with scheme based support with appropriate communal areas, and to consider encouraging older people in the communities around them to attend. There could also be sessions on updating other skills relevant to carrying out voluntary work, including building up the confidence to make than initial step to volunteer and information on what they could volunteer as.
30. Pre-volunteering training and skills updating is more accessible if done in people's own communities, but outside of council housing, this is not within the remit of a Housing Strategy. This is covered by the policies and strategies of the Adult and Community Learning Division of the Children and Learning Directorate.

Conclusion

31. Everyone needs to be able, and feel safe, to use their local neighbourhood. This can be to shop, socialise, do paid or voluntary work, use services, or to take exercise. Anyone effectively trapped at home because they do not feel their local neighbourhood is for them will tend to suffer more physical and mental ill-health, reduced mobility, dependency, and an increased risk of falls.
32. New housing development needs to incorporate more features of lifetime neighbourhoods (as described above). However a complete move to lifetime neighbourhoods across the City would involve the commitment of extensive resources which are not available at present.
33. The community feel of a local neighbourhood also contributes to how happy people feel about using it. Intergenerational work is one way to help this process by encouraging understanding and respect between older and younger people through improved and positive contact. The SIGN project aims to encourage and co-ordinate this work across the City.
34. Specialist exercise and fitness classes can help participants feel more able to get out and about, as well as provide an opportunity to socialise. The opening

35. It is important to consider ways of enabling people who wish to, to remain active in the voluntary workforce. Offering facilities to build confidence and update skills, for example computer and other technology skills, can enable people to take a full part in the modern community and voluntary sector.
36. The “Life to the Full” project uses peer volunteers to improve more isolated older people’s levels of independence and sense of wellbeing, which in turn should help them to feel more included in the local community. As a pilot project, its effectiveness will need to be assessed, and its long-term viability considered.

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 7

Resources

This Chapter explains the financial resources that are available to provide housing services for older people in the City, and support the aims and objectives of this Strategy.

Making homes safer and warmer

Home Improvement Loans:-

1. These resources are planned for in blocks of 3 years. The money available for the next 3 financial years up to the end of March 2012 is shown below.
2. Home Improvement Loans are used by vulnerable home owners to fund essential repairs and improvements. The loans are secured on the property they are given for, so when that property is sold the loan is repaid to the Council.

Year	Budget for year
2009/10	£1.5 million
2010/11	£1.9 million
2011/12	£1.9 million

WarmFront Grant:-

3. This is a government funded initiative to install central heating and insulation for vulnerable owner occupiers and private tenants. In Southampton, WarmFront install heating and insulation to the value of approximately **£1million per year**. Over the 5 year life of this Strategy they are expected to install £5million of central heating and insulation in the City.

Warm Home Grant:-

4. The Warm Home Grant is funded by the Council and tops up payments under the WarmFront scheme. The Council has a budget of **£632,000 over three years**, to March 2012, for this grant.

Year	Budget for year
2009/10	£262,000
2010/11	£185,000
2011/12	£185,000

Home Improvement Agency (In Touch Support Ltd):-

5. This service helps people in private housing apply for loans and grants, and to find a contractor, to improve or adapt their home. The Council is funding this agency with **£192,000 over 3 years**, to the end of March 2012. They

also receive fees for each case, paid for out of the loan or grant for that property, and also receive a small amount of charitable funding.

Year	Budget for year
2009/10	£62,000
2010/11	£64,000
2011/12	£66,000

6. The above budgets means that **over £3million a year** is being spent by the Council and government in making the homes of vulnerable people in the City safer, warmer, and better maintained.

Making homes accessible

Disabled Facilities Grant:-

7. This grant is paid by the Council to people who need to adapt their home to enable someone with a physical, mental or sensory impairment to live there. It is not paid to Council tenants (see below). An older person applying for this grant will be means-tested to see if they need to pay towards the work. Most grant payments go to older people.
8. The Council is funding the Disabled Facilities Grant by **£1.4 million in the financial year 2009 to 2010**, and then by **£1.1 million from the financial year 2010 to 2011**. This amount is then expected to remain at this level over each of the 5 years of this Strategy.

Year	Budget for year
2009/10	£1.4 million
2010/11	£1.1 million
2011/12	£1.1 million

Accessible Home Loan:-

9. This loan can be used to top up a Disabled Facilities Grant. It is a charge on the property concerned, so the loan will be re-paid to the Council if that property is sold. The Council is spending **£1,108,000 over 3 years**, to March 2012, on these loans.

Year	Budget for year
2009/10	£410,000
2010/11	£349,000
2011/12	£349,000

Adaptations to Council tenants' homes:-

10. This work is funded by the Council from a budget used solely for council owned properties. People applying for these adaptations are not means-tested. Adaptations to the value of **£1.35 million per year** are being carried out in each of the 3 financial years to March 2012.

Year	Budget for year
2009/10	£1.35 million
2010/11	£1.35 million
2011/12	£1.35 million

11. The above 3 budgets mean that the Council is spending **around £2.8 million per year** on adapting peoples homes in the City, to help people with physical, mental and sensory impairments retain their independence.

Improving the common areas of Council housing with scheme based support:-

12. As part of the review of its housing with scheme based support (formerly called sheltered housing), the Council is improving the common areas. This includes refurbishing the activities lounges, enhancing the outdoor areas, and improving security, lighting, and accessibility. The Council is spending **£2.15 million over 3 years**, to March 2012, on this work.

Providing support to stay independent at home

The overall Supporting People budget:-

13. The main source of funding for these services is the Councils' Supporting People budget, a special fund paid by the government, which provides support to vulnerable people to remain independent in their own homes, or to develop the skills needed to do so.

This fund is being reduced over 3 years:-

Year	Supporting People budget (Southampton)
2008/9	£10.1 million
2009/10	£ 9.6 million
2010/11	£ 9.1 million

14. Of this Supporting People fund, **£1.55 million each year** is being spent on housing related support for older people. Over 90% of this resource is currently spent on support to older people who are council (66% of the £1.55million) or housing association tenants (34%) living in housing with scheme based or floating (visiting) support, for example to pay for the warden or scheme manager, and community alarm services they receive.

Year	Supporting People budget for older people (Southampton)
2009/10	£1.55 million
2010/11	£1.55 million
2011/12	£1.55 million

15. Following a strategic review of this funding to older people, this current provision is beginning to change from 2009. While resources will continue to be focused on older people in housing with scheme based or floating (visiting) support, there will be more resources available for older people in the community. The structure of current services will begin to change with less focus on wardens being attached to specific accommodation schemes. Instead, teams will begin to work from sheltered housing bases, and include support to older people in neighbouring areas. This new, more flexible, approach will mean that support provision is better matched to identified needs, rather than being heavily based on where the individual lives.
16. A new service, building on a pilot project (the Older People's Support Development Project), will be commissioned by Supporting People from mid-2009. This service will be focused entirely on older people not in housing with scheme based or floating support. It will link into hospital discharge teams and GP surgeries to support older people when leaving hospital, and to provide support to help prevent older people needing to be admitted to hospital. The pilot service identified a range of support that has helped to improve lives and positive outcomes in these scenarios.
17. By 2011, a new range of support services working with older people will be in place. These will continue the move towards flexible community based support, linking in with strategies to prevent hospital admissions, and with linking older people with community services to help improve their independence.

Domiciliary (home) care:-

18. Social care provision includes domiciliary care to people in the community. It is organised and funded by Health and Community Care. At any one time, around 4,000 older people are supported to live in the community, through domiciliary care packages. Funding for social care for adults in the City is in the region of £76 million a year (2008 figures). However, these packages are specific to the individual, not to their housing, and relate to their care needs.

Extra-care housing provision:-

19. Social care contributes directly to the provision of extra care services. These services enable people with often significant care needs to remain independent, living in housing with scheme based support which also has a care team on-site. As of 2009, the city will have 80 extra care flats, including a new purpose-built scheme, Rosebrook Court, in the east of the City. Some resource for these services is included within the Supporting People fund (as above). However, the largest recipient of funding is the 24-hour (including sleep-in and response) care service. While the total care expenditure will change dependent upon needs, it is likely to cost in the region of **up to £600,000 per year**.

The "Handyperson Plus" service:-

20. This service carries out small repairs to help (mainly) older people maintain their homes and let them know about other services that may help them.

21. A government grant of **£50,000 in financial year 2009 to 2010**, and **£70,000 in the financial year 2010 to 2011**, is funding this scheme until March 2011. Any funding after this date is subject to resource availability and the governments' evaluation of the effectiveness of these schemes across the country.

Year	Budget for year
2009/10	£50,000
2010/11	£70,000

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HOUSING STRATEGY FOR OLDER PEOPLE (2009 – 2014)

Chapter 8

Conclusion

1. This Strategy is the result of positive collaborative working between a number of agencies either representing older people or working with them. It refreshes the previous Housing Strategy for Older People (2002 – 2007).
2. The objectives of the action plan should, by 2014, have moved the City further towards the overall Vision for this Strategy.
3. This Strategy has been produced in the context of an ageing population. This population is becoming increasingly diverse, and includes a range of people with a variety of aspirations, particularly the desire to stay in their own home and to maintain their independence. Housing, related services, and the local neighbourhood should support these aspirations, and the contributions that older people make in Southampton. Issues need to be addressed around poor housing conditions and fuel poverty, and around improving health and wellbeing and social inclusion.
4. This Strategy wants to see older people having safer, warmer homes. As well as services being tailored to meet people's needs, effective referral systems will help ensure that services and support are easily accessible to the people who need them. Handyperson Plus, which will identify and refer people who need more support, the Home Safety Co-ordination scheme, and the fuel poverty referral system, which will maximise access to benefits and services, will work towards this. However these services are subject to funding being continued in the longer-term.
5. People remaining independent is a feature of the action plan. The waiting time for home adaptations is set to reduce. Identifying gaps in the provision of "a little bit of help" (help with everyday household tasks) will help in planning ways to support people for whom such help could make all the difference. New developments in monitoring and alarm technology will be assessed. A consistent, good quality and expanded community alarm service will play an important role in home safety and the peace-of-mind of its users.
6. The provision of good, timely and independent advice is another key to achieving the overall Vision. The possibility of having a co-ordination point for the advice being provided in the City, particularly on housing options and support, is to be investigated. The "Sure Start for Later Life" – Seniors Information Project – will work to spread reliable information by word of mouth through key people in communities and local social groups, such as meal and pub clubs.
7. A choice to move, or not, is also key to people planning for their future. The promotion of low cost home ownership options, such as shared ownership,

could be a way for a person in a larger but poor condition property to move to a smaller one in good condition. However this does partly depend on the condition of the housing market. New forms of housing provision that also provide support will be investigated, and the effectiveness of extra-care housing in the City assessed. The use of services to help people move to more suitable housing will be researched, and barriers to accessing specialist housing investigated.

8. The local neighbourhood should support continued economic and community activity through the built environment and transport. The Southampton Inter – Generational Network (SIGN) will help promote understanding between generations, improve community spirit, and help people to feel safe in their neighbourhood. Promoting activity and exercise will also support older people in being able to get out and about in their neighbourhood. The ‘Life to the Full’ project will use trained older volunteers as peer mentors to improve health and wellbeing, and access to social networks. Communal facilities in housing with scheme based support (formerly called sheltered housing) will be used by residents as well as the local community to update their skills, including computer training, and to host exercise and fitness groups.
9. The Strategy has identified the existing resources available to meet the identified objectives, and highlighted any gaps.
10. The action plan which underpins this Strategy will be monitored regularly in order to maintain progress and to ensure the objectives are met, with evidence of this, over the next five years.

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Housing Strategy for Older People (2009 – 2014)

Chapter 9

Action Plan

Introduction

The purpose of this action plan is work towards achieving the priorities of the Housing Strategy for Older People (2009 – 2014). These are that older people:

- Have a safe, warm, good quality home.
- Can remain independent.
- Can access good quality, timely, independent advice.
- Have the choice and information to help them move if they wish.
- Are able to make the best use of their local neighbourhood.
- Are able to participate in economic or voluntary activity.

The Strategy is generally aimed at those aged 60 or over, but also includes those who are planning for their future needs.

Consultation

The multi-agency group which produced this strategy, and its action plan, included representatives of:

- Southampton Seniors Council
- Age Concern
- Sheltered Tenants Forum (of older council tenants)
- The Tenants Federation
- Local housing association
- Later Years Partnership
- The Council's housing service
- The Council's Health and Community Care services
- Southampton Primary Care Trust

Each group member was responsible for consulting with the group/organisation they represented.

Management and Monitoring of this Action Plan

The action plan will be monitored by a working group and the Council's Cabinet Member for Housing and Local Services. This monitoring will principally be via an annual report on the progress of the action plan, produced by the Council's Housing Solutions division.

Version Control

For Cabinet 27th July 2009

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<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
<p>Objective (1)</p> <p>Having a safer, warmer home</p>				
<p>1.1 Update the Private Sector Housing Strategy, and the Fuel Poverty Strategy contained within it, taking into account the needs of older people.</p>	<p><u>Benefits:</u> A new Private Sector Housing Strategy is in place.</p> <p><u>Measures:</u> The new Strategy clearly sets out the Council's approach to increasing the number of safe, warm, accessible private homes occupied by older, disabled and vulnerable people over the next five years. It includes the recommendations of the Healthy City Scrutiny Panel on "Increasing independent living through housing" (2008).</p> <p>The success of the Strategy is demonstrated by an annual reduction in the number of older people living in private housing that does not meet the Decent Homes Standard. Precise targets for this are contained within the Strategy's action plan.</p>	<p>March 2010</p>	<p>Updating work to be done by existing staff, within the Private Sector Housing revenue budget.</p>	<p>Private Sector Housing Manager (SCC)*</p>
<p>1.2 Ensure existing services and advice, around improving housing conditions in the private sector</p>	<p><u>Benefits:</u> Older people are living in safer, warmer homes in the private</p>	<p>March 2010</p>	<p>The review to be done by existing staff, within the Private Sector Housing</p>	<p>Private Sector Housing Manager (SCC)</p>

<p>Actions</p> <p>We will:</p>	<p>Benefits and measures of success</p>	<p>Timescales and milestones</p>	<p>Financial and other resource requirements</p>	<p>Responsible Officer</p>
<p>(privately rented and owner occupied housing), are tailored to meet older peoples' needs.</p>	<p>sector through having better access to good quality services and advice.</p> <p><u>Measures:</u> Improved customer satisfaction ratings are measured, and there is an annual reduction in the number of older people living in private housing that does not meet the Decent Homes Standard.</p> <p>In 2009/10:- 1,800 homes in the City are improved; many of these homes are likely to be occupied by older and vulnerable people.</p> <p>400 older or vulnerable people are helped by the Home Improvement Agency.</p> <p>75 homes occupied by vulnerable people are made decent homes, including removing Category 1 (most serious) hazards.</p>		<p>revenue budget. Resource implications will then depend on the results of this review.</p>	
<p>1.3 Develop a fuel poverty referral system for local agencies, which provides help to older people in fuel poverty to access relevant services and benefits.</p>	<p><u>Benefits:</u> A fuel poverty referral system is in place, reaching people who need this support.</p>	<p>March 2010</p>	<p>Development work and subsequent operation to be done by existing staff, within the Private Sector Housing revenue budget.</p>	<p>Private Sector Housing Manager (SCC)</p>

<p>Actions</p> <p>We will:</p>	<p>Benefits and measures of success</p>	<p>Timescales and milestones</p>	<p>Financial and other resource requirements</p>	<p>Responsible Officer</p>
	<p><u>Measures:</u> The number of older people removed from fuel poverty is recorded, and shows progress being made towards the Council's aim of eradicating fuel poverty for older people.</p> <p>The numbers of older and vulnerable people referred to Warmfront is increased annually.</p> <p>In 2009/10 the homes of 100 older or vulnerable people are made safer and warmer by the use of Home Improvement Loans.</p>		<p>There will also be input from the voluntary sector.</p>	
<p>1.4 Launch the Home Safety Co-ordination Scheme as a pilot with Later Years Partners. This will enable agencies to carry out a simple check and signpost the householder to relevant support.</p>	<p><u>Benefits:</u> More people access services that enable them to live safely and independently.</p> <p><u>Measures:</u> Benefits can be measured in terms of reduced accidents and falls, increased service take-up, and higher social activity levels.</p> <p>A positive business case can be made to extend the scheme.</p>	<p>March 2010</p>	<p>To be established by the Later Years Safe at Home Co-ordinator, with further expansion dependent on a business case for further resources.</p>	<p>Later Years Co-ordinator</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
<p>1.5 Assess all new equity release products to see if they can help older owner occupiers make informed choices about funding repairs and necessary improvements to their home.</p>	<p><u>Benefits:</u> Private Sector Housing Team are monitoring new products, and promoting any suitable ones to help residents make informed choices on funding necessary repairs and improvements.</p> <p><u>Measures:</u> Any suitable products are used to reduce the number of older people living in private housing that does not meet the Decent Homes Standard.</p>	<p>Ongoing to 2014</p>	<p>Assessments to be done by existing staff, within the Private Sector Housing revenue budget.</p>	<p>Private Sector Housing Manager (SCC)</p>
<p>1.6 Commission the Handyperson Plus scheme, which will provide a handyperson service combined with a support identification and referral service, to older and vulnerable people in the City.</p>	<p><u>Benefits:</u> Older and vulnerable people are benefiting from a new Handyperson Plus scheme.</p> <p><u>Measures:</u> 600 separate jobs will be completed by the end of March 2011.</p>	<p>September 2009</p>	<p>Funding already identified from the Supporting People budget. Continuation after 2012 is subject to further funding being available.</p>	<p>Supporting People Manager (SCC)</p>
<p>1.7 Investigate ways of providing and funding a handyperson scheme to older and vulnerable people in the City on a long-term basis (i.e. above the current 2 years funding 2009-11), including the possibility of it becoming self-funding.</p>	<p><u>Benefits:</u> All the options for running a handyperson scheme in the long-term have been investigated.</p> <p><u>Measures:</u> This service is provided long-term if it is financially viable to do so.</p>	<p>March 2011</p>	<p>Investigations to be carried out by existing staff and to include the possibility of this service becoming self-funding.</p>	<p>Private Sector Housing Manager (SCC)</p>
<p>1.8 To continue to invest in, update and</p>	<p><u>Benefits:</u></p>	<p>March 2012</p>	<p>Capital funding already</p>	<p>Head of Housing</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>	
<p>improve the Council's sheltered and extra-care housing stock, including both communal areas and people's flats, and to ensure Decent Homes standards are met.</p>	<p>People living in the Council's sheltered and extra-care housing schemes benefit from updated communal areas and flats as part of a modern sheltered housing service.</p> <p><u>Measures:</u> The government's target of all Council sheltered and extra care housing meeting the Decent Homes Standard by the end of 2010 is met.</p>	<p>(Decent Homes standards by the end of 2010).</p>	<p>identified in the Council's financial plans for implementing the sheltered housing review.</p>	<p>Management Division (SCC) and Head of Decent Homes Division (SCC)</p>	
<p>Objective (2) Remaining independent</p>					
<p>2.1</p>	<p>Reduce the time taken to carry out adaptations to the homes of people with physical, mental or sensory impairments. The targets for this work to be less than a 12 months wait, with a stated priority given to those assessed as in critical need.</p>	<p><u>Benefits:</u> People needing adaptations in all types of housing have them completed more quickly than they did before 2009.</p> <p><u>Measures:</u> The length of the wait is recorded and reported on. This shows that people wait less than 12 months for their home to be adapted. Those assessed to be in critical need are receiving the highest priority.</p>	<p>March 2010</p>	<p>Target expected to be achievable within existing budgets from 2009/2010 onwards.</p>	<p>Private Sector Housing Manager (SCC) and Health and Community Care (SCC)</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p>Once a full year's performance information is available, a more challenging target for all types of homes will be determined.</p>			
<p>2.2 Pilot a "simple support" project to link people to those simple support services (e.g. cleaning, gardening, DIY) that are already available, map where these services are needed and work towards filling any gaps identified.</p>	<p><u>Benefits:</u> People receive simple support to help them retain their independence.</p> <p><u>Measures:</u> There is a positive business case to extend the scheme beyond the pilot project.</p>	<p>Pilot project to run until December 2010.</p>	<p>The pilot scheme is funded by the government's Social Care Reform Grant, there to help fund preventative approaches to service provision. It is managed and monitored by Health and Adult Social Care.</p>	<p>Policy and Performance Manager, Health and Adult Social Care (SCC)</p>
<p>2.3 Provide additional support to older people returning home from hospital, beyond existing services, and link this additional support with care and health provision. Expand this service into also helping to prevent hospital admissions for those most at risk.</p>	<p><u>Benefits:</u> Older people returning home from hospital receive support to do so, and help to prevent them from having to return there.</p> <p><u>Measures:</u> By December 2010, 20 people have been provided with this additional support to aid their discharge from hospital.</p>	<p>September 2009</p>	<p>Funding from the Supporting People budget has been identified until 2010.</p>	<p>Supporting People Manager (SCC)</p>
<p>2.4 Promote and expand consistency of community alarm services within the City. This will enable independent living for older and vulnerable people, and ensure that the best quality services are provided.</p>	<p><u>Benefits:</u> Consistent and good quality community alarm services have been expanded across the City, helping more people remain independent.</p>	<p>Ongoing</p>	<p>To be carried out by existing Supporting People staff.</p>	<p>Supporting People Manager (SCC)</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p><u>Measures:</u> The first exercise is to scope the current services and responses.</p>			
<p>2.5 Promote the use of, and monitor new developments in, technology, particularly community alarm and monitoring equipment, to assist older people to remain independent and safe at home. To work with appropriate agencies to pilot any that may be cost-effective. In doing so, to seek out any additional funding to further enable this process.</p>	<p><u>Benefits:</u> Older people are benefiting from the most effective and efficient forms of monitoring and alarm technology, helping them to remain independent and safe at home.</p> <p><u>Measures:</u> The different types and models of this technology are monitored and compared for their effectiveness and value for money, and this is reported on.</p>	<p>Ongoing</p>	<p>Monitoring to be done by existing staff. Later funding needs will depend on future technical developments.</p>	<p>Head of Housing Management (SCC) and Head of Adult Care (SCC)</p>
<p>2.6 Supporting People to ensure that housing support services for older people are contracted for, and that good quality, effective services result.</p>	<p><u>Benefits:</u> People needing housing support are receiving it regardless of the housing they live in.</p> <p><u>Measures:</u> New contracts for Supporting People funded services for older people are in place and being monitored regularly.</p>	<p>March 2011</p>	<p>Funding from the Supporting People budget has been identified.</p>	<p>Supporting People Manager (SCC)</p>
<p>2.7 The "Putting People First" system is to be expanded to all social care clients in the City.</p>	<p><u>Benefits:</u> People receiving social care are able to choose their own care, using their own personal budget.</p>	<p>April 2011</p>	<p>Funding from the Health and Community Care budget has been identified.</p>	<p>Head of Health and Community Care (SCC)</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p><u>Measures:</u> Everyone receiving social care is allocated a Personal Budget to choose and fund their own care.</p>			

Objective (3)

Can access good quality, timely, independent advice

3.1	<p>Ensure an integrated approach to producing and delivering good quality, easily accessible and timely information and advice about housing, housing options, and housing-related services.</p>	<p><u>Benefits:</u> People wanting to know more about housing options and services receive good quality, and easily accessible, information and advice. This is provided in an integrated and co-ordinated way by all agencies, with people being referred to the most appropriate agencies.</p> <p><u>Measures:</u> Advice services meet appropriate national quality standards.</p> <p>Customer surveys, and the monitoring of advice sought and given, shows people are referred to the most appropriate agencies.</p>	March 2011	This work to be done by existing staff.	Housing Needs Manager, Housing Solutions Division (SCC)
3.2	<p>Launch and progress the Seniors Information Project, working with the Sure Start to Later Life initiative, to improve access to, and</p>	<p><u>Benefits:</u> People can find information more easily and quickly, and find what is appropriate to them, through</p>	March 2010	Funding identified in Later Years team's budget.	Later Years Team (SCC) and Later Years

Actions We will:	Benefits and measures of success	Timescales and milestones	Financial and other resource requirements	Responsible Officer
availability of information.	seniors' networks, a web-portal and service outlets. <u>Measures:</u> This benefit is measured by customer surveys and the use made of services, and this is reported on.			Partnership

Objective (4)

Having the choice and information to help people move home if they wish

4.1	Investigate the potential for agencies to provide practical support to older people, in all housing tenures, who wish to move to a more suitable home.	<u>Benefits:</u> An agency has been found to help older people move to more suitable homes. <u>Measures:</u> The service is financially viable to provide, and customer satisfaction is shown in surveys.	March 2011	Investigation to be carried out by existing staff. Later funding needs will depend on the outcome of this investigation.	Housing Needs Manager, Housing Solutions Division (SCC)
4.2	Review the financial limits for people accessing the social housing list (for example the equity limits used), to take account of older owner occupiers needing to move to specialist housing.	<u>Benefits:</u> People needing to move to specialist social housing are not prevented from accessing it because of the equity in their home. <u>Measures:</u> The first exercise is to establish whether the level of equity in a	June 2010	Work to be carried out by existing staff.	Housing Policy Officer, Housing Solutions Division (SCC)

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	<p>property is an appropriate way of limiting access to the housing list.</p>			
<p>4.3 Investigate the barriers to older people moving to specialist housing and to develop ways of countering these.</p>	<p><u>Benefits:</u> People feel they can easily access specialist housing.</p> <p><u>Measures:</u> Monitoring shows that people are able to easily access specialist housing when they wish or need to, and customer surveys show that they are doing so.</p>	<p>March 2012</p>	<p>Investigation to be carried out by existing staff. Later funding needs will depend on the outcome of this investigation.</p>	<p>Housing Needs Manager, Housing Solutions Division (SCC)</p>
<p>4.4 Investigate the potential and viability of other specialist housing options for older people than the sheltered housing model, including any new options that may arise. This to include investigating the feasibility of the development of co-housing schemes within the Estate Regeneration Programme.</p>	<p><u>Benefits:</u> People who prefer specialist housing have as much choice as possible across a range of options.</p> <p><u>Measures:</u> The choice in Southampton is comparable to other cities with similar profiles, and takes into account proven good practice.</p>	<p>March 2014</p>	<p>Investigation to be carried out by existing staff. Later funding needs will depend on the outcome of this investigation.</p>	<p>Housing Policy Officer, Housing Solutions Division (SCC) And Head of Estate Regeneration (SCC)</p>
<p>4.5 Develop more accommodation with housing associations that social tenants releasing family homes would wish to move to</p>	<p><u>Benefits:</u> People under-occupying family homes in social housing release them by choosing to move to new, specially designed housing association developments.</p> <p><u>Measures:</u> The number of people who</p>	<p>Ongoing</p>	<p>To be prompted by existing staff within Housing Development. Any scheme specific support to be funded from existing budgets in HLS General Fund capital programme.</p>	<p>Housing Development Manager (SCC)</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p>release their family home this way is recorded, reviewed annually, and shows annual increases.</p>			
<p>4.6 Investigate the financial incentives offered to people under-occupying family sized City Council accommodation to move to a smaller council or housing association property.</p>	<p><u>Benefits:</u> People under-occupying City Council housing are offered appropriate financial incentives to move to smaller homes.</p> <p><u>Measures:</u> The incentives offered in Southampton are comparable to other cities with similar profiles, which show relative success in getting homes released, and takes into account proven good practice.</p> <p>The number of people releasing their family home is recorded, reviewed annually, and shows annual increases. Customer research shows that the financial incentives on offer have contributed to decisions to move.</p>	<p>March 2010</p>	<p>Investigation to be carried out by existing staff. Later funding needs will depend on the outcome of this investigation.</p>	<p>Housing Policy Officer, Housing Solutions Division (SCC)</p>
<p>4.7 Share the lessons learnt from the Council's review of its sheltered housing, with housing associations facing the same issues.</p>	<p><u>Benefits:</u> Housing associations are kept updated on the Council's experiences of reviewing sheltered housing, through the Southampton Affordable Housing</p>	<p>Ongoing</p>	<p>Work to be done by existing staff.</p>	<p>Head of Housing Management (SCC)</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p>Partnership Management Group. <u>Measures:</u> Minutes of these meetings record that this has happened.</p>			
<p>4.8 Investigate the low cost home ownership options (e.g. shared ownership and shared equity) for older people, and to work with the housing associations concerned to encourage the marketing of these options to older client groups.</p>	<p><u>Benefits:</u> Older people are happy to receive information about low cost home ownership and are able to easily access appropriate options. <u>Measures:</u> Monitoring of the marketing being carried out, and of uptake by older client groups, shows this option is easily accessible to those in their later years.</p>	<p>March 2010</p>	<p>Investigation to be carried out by existing staff. This is partially dependent on the input from the housing associations.</p>	<p>Head of Housing Development (SCC)</p>
<p>4.9 Monitor the effectiveness of extra-care housing in the City in meeting the needs and choices of older people with care and support needs, including considering further provision in the City.</p>	<p><u>Benefits:</u> Current and future occupants of extra-care housing benefit from lessons learnt from existing schemes, and of a sufficient level of provision of this form of housing. <u>Measures:</u> Research among customers, relevant professionals, existing provision, and of best practice and local demographics, shows whether further provision is needed.</p>	<p>March 2010</p>	<p>Monitoring to be carried out by existing staff with input from housing association providers.</p>	<p>Extra Care Group, which includes SCC and the Southampton City Primary Care Trust (SCPCT)</p>
<p>4.10 Investigate the need for specialist</p>	<p><u>Benefits:</u></p>	<p>March 2014</p>	<p>Investigation to be carried</p>	<p>Extra Care Group,</p>

Actions We will:	Benefits and measures of success	Timescales and milestones	Financial and other resource requirements	Responsible Officer
housing options for older people with dementia, incorporating dementia-friendly designs and practice.	<p>If a specialist dementia friendly housing scheme is needed, a suitable site is found and a scheme is developed with a partner housing association.</p> <p>If not, then existing housing with scheme based support is improved to take into account the needs of people with dementia.</p> <p><u>Measures:</u> Research among customers, relevant professionals, existing provision, and of best practice and local demographics, shows whether further provision is needed.</p>		out by existing staff with input from housing association providers, Southampton Primary Care Trust (PCT), and Health and Community Care. Funding will need to be identified if new provision is required.	which includes SCC and SCPCT.

Objective (5)

Able to make the best use of their local neighbourhood

5.1	Work with the SIGN project, along with other social landlords, to promote intergenerational understanding amongst the generations living in the housing and on the estates that they are responsible for.	<p><u>Benefits:</u> People are feeling safer in their community because of intergenerational work promoted by SIGN and by social landlords.</p> <p><u>Measures:</u> The use made, and the outcomes of, the project are monitored and</p>	March 2010	Council's input to be carried out by existing staff. SIGN is a European funded project established in the Safer Stronger Communities Team (SCC).	Southampton Affordable Housing Partnership Management Group, all housing associations, Head of Housing Management
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<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p>recorded.</p>			<p>(SCC), and SIGN.</p>
<p>5.2 Safeguard public transport routes where possible, in line with the Council criteria for supporting bus services.</p> <p>To identify the areas where there are high concentrations of older people and evaluate both commercial and supported bus services and their impact on accessibility.</p>	<p><u>Benefits:</u> Public transport routes are safeguarded where reasonable.</p> <p><u>Measures:</u> Which public transport routes are developed and which continue to be provided.</p>	<p>March 2010</p>	<p>Work to be carried out by existing staff. Later funding needs will depend on the evaluation of the need for supported bus services.</p>	<p>Planning and Transportation (SCC)</p>
<p>5.3 The Planning and Sustainability Division to monitor the development of new Lifetime Homes in the City, in accordance with the Council's Local Development Framework Core Strategy.</p>	<p><u>Benefits:</u> New Lifetime Homes are being developed in the City across all tenures, resulting in more accessible and adaptable homes.</p> <p><u>Measures:</u> The numbers and types of homes built to Lifetime Homes standards are recorded and monitored.</p>	<p>From 2011 onwards</p>	<p>Work to be carried out by existing staff. Resource implications will then depend on the results of this investigation.</p>	<p>Planning and Sustainability Division (SCC)</p>

Objective (6)
Able to participate in economic or voluntary activity

<p>6.1 Encourage the provision of pre-volunteer and updating skills training for older people, utilising</p>	<p><u>Benefits:</u> More people are participating in voluntary or community activity.</p>	<p>March 2011</p>	<p>Funding for this will be investigated by existing staff. Implementation</p>	<p>Head of Housing Management (SCC)</p>
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<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
	<p>communal facilities in the Council's housing for older people with scheme based support (previously called sheltered housing schemes).</p> <p>These skills sessions use appropriate areas in the Council's housing with scheme based support.</p> <p><u>Measures:</u> The level of participation in these sessions is monitored, and a satisfaction survey is carried out. The quality of the training provided meets appropriate standards.</p>		<p>depends on funding being secured.</p>	
<p>6.2 Ensure all the council's housing for older people with scheme based support provides access to internet services, along with appropriate training. Investigate how the wider community of older people around these schemes can access this facility. Housing associations are encouraged to promote similar provision within their schemes.</p>	<p><u>Benefits:</u> More people are computer literate due to the internet training and access that is made available to all residents of the Council's housing for older people with scheme based support, and then extended to those living in the community around these schemes. There is similar provision in housing association schemes.</p> <p><u>Measures:</u> The level of participation in these sessions is monitored, and a satisfaction survey is carried out. The quality of the training provided meets appropriate standards.</p>	<p>March 2011</p>	<p>Computer provision in Council schemes already partially funded. Further funding opportunities will be investigated by existing staff but implementation depends on funding being secured. Expansion to housing association schemes depends on their own budgets.</p>	<p>Head of Housing Management (SCC)</p>

<p style="text-align: center;">Actions</p> <p style="text-align: center;">We will:</p>	<p style="text-align: center;">Benefits and measures of success</p>	<p style="text-align: center;">Timescales and milestones</p>	<p style="text-align: center;">Financial and other resource requirements</p>	<p style="text-align: center;">Responsible Officer</p>
<p>6.3 Introduce specialist exercise and fitness classes for older people into the council's housing with scheme based support, and to widen these out to the wider community of older people around the schemes. Housing associations are encouraged to promote similar provision within their schemes.</p>	<p><u>Benefits:</u> Participants of specialist exercise and fitness classes experience better health, mobility and wellbeing. These classes are offered to local older people. There is similar provision in housing association schemes.</p> <p><u>Measures:</u> The level of participation in the sessions is monitored, a satisfaction survey carried out, and the effects on attendees basic health is assessed. The quality of the training provided meets appropriate standards.</p>	<p>March 2010</p>	<p>Funding for 2 x activity co-ordinators in Council schemes already identified. Further funding will be investigated by existing staff, including with Active Southampton. Expansion to housing association schemes depends on their own budgets.</p>	<p>Head of Housing Management (SCC)</p>
<p>6.4 Secure long-term funding for the "Life to the Full" senior health mentor project, based on the existing evaluation of its effectiveness, and the Joint Strategic Needs Assessment (a needs assessment on health and wellbeing carried out by the Council and Southampton City Primary Care Trust).</p>	<p><u>Benefits:</u> Users of "Life to the Full" are benefiting from the access to exercise, activity and services that it offers, through improved health and well-being, social engagement, and being signposted to relevant services. The wellbeing of volunteers benefits from their mentoring activity.</p> <p><u>Measures:</u> Access to these services is</p>	<p>March 2011</p>	<p>Later Years team and the Primary Care Trust to investigate long-term funding for this project.</p>	<p>Later Years team (SCC) and Later Years Partnership</p>

Actions We will:	Benefits and measures of success	Timescales and milestones	Financial and other resource requirements	Responsible Officer
	monitored, and the effects on the health, wellbeing and social engagement of participants assessed.			

* SCC = Stands for Southampton City Council

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APPENDIX A

Housing Services Provided by Southampton City Council

Housing Solutions Division:-

- **Advice :-**
 - Housing Advice
 - Welfare Rights
- **Housing Allocations:-**
 - Maintaining the housing list
 - Homebid
- **Homelessness Team:-**
 - Homeless prevention
 - Homeseeker Lettings Service
 - Additional Assessment (for the housing list)
- **Housing Development Team:-**
 - Working with Housing Associations to develop more social housing in the city.
- **Private Sector Housing Team:-**
 - Enforcement of minimum housing standards
 - Mandatory licensing of larger houses in multiple occupation
 - Improving energy efficiency in housing
 - Improving private housing using loans grants

Housing Management Division:-

- Estate Management through a series of housing offices of:
 - Approximately 17,000 council homes including housing with scheme based and floating support for older people
- Warden Services:
 - Scheme based and floating support services for older people.
Tower block and estate wardens
Neighbourhood wardens
Care line (community alarm service)
- **Decent Homes Division:-**
 - The repair and maintenance of all the councils' housing
 - Ensuring all council homes meet the Decent homes standard

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APPENDIX B

Services Provided to Support Independent Living by:

- **Health and Community Care:-**

- Home Care
- Sensory Impairment Services
- Meals on Wheels
- Day Centres
- Respite Care
- Support for carers
- Occupation therapists, including assessment for adaptations

- **Southampton Primary Care Trust (SCPCT):-**

- Community Nursing Care
 - Primary Care Services via GP surgeries and health clinics
 - Physiotherapy
 - Occupation therapy
 - Podiatry
- } In hospital or in the community

- **Provided jointly by Health and Community Care and SCPCT:-**

- Community Mental Health services
- Rehabilitation care (e.g. after an injury or stay in hospital)
- Josian Centre – Supplies aids and equipment to help people retain their independence

- **Independent and Voluntary Sector:-**

- Luncheon clubs
- Day care
- Home care
- Opportunities for voluntary work
- Advocacy
- Information on housing options
- Community transport schemes

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APPENDIX C

Organisations providing housing related advice and information:

- **Homelessness**
Housing Solutions
Southampton City Council
SO14 7LR
023 8083 2327/023 8083 2737
homelessness@southampton.gov.uk
- **Allocations**
Housing Solutions
Southampton City Council
SO14 7LR
023 8083 2777
housing.services@southampton.gov.uk
- **Housing Advice**
Housing Solutions
Southampton City Council
SO14 7LR
023 8083 2254
housing.advice@southampton.gov.uk
- **Private Sector Housing**
Housing Solutions
Southampton City Council
023 8083 2606
Housing.renewal@southampton.gov.uk
- **Housing and Council Tax Benefits**
Housing Benefit:
023 8083 2031
benefit.services@southampton.gov.uk
- **Pensions Service**
Department of Work and Pensions
General enquiries 0845 – 60 60 265
- **Southampton City Council Information**
023 8083 3333
City.information@southampton.gov.uk
- **Citizens Advice Bureau**
3 Kings Park Road
Southampton
SO15 2AT
023 8022 1406/023 8033 3868;
Text phone 023 8023 7623;
Fax 023 8023 7284
<http://www.citizensadvice.org.uk/>
- **Southampton Home Improvement Agency (InTouch Support)**
63 St Mary Street,
St Mary's,
Southampton,
SO14 1NU
023 8083 6824
- **Age Concern**
1 Saxon Gate
Back of the Walls
SOUTHAMPTON
SO14 3HA
023 8036 8636; Fax 023 8036 8615
acsouthampton@btconnect.com
- **Southampton Environment Centre**
(Run by the Thames Valley and Solent Energy Saving Trust)
For energy efficiency advice:-
Free-phone 0800 – 804 8601 or
Email sole@eeac.net
- **Southampton Centre for Independent Living**
9 - 19 Rose Road
Southampton
SO14 6TE
023 8033 0982
- **Carers Together Southampton**
c/o 9 Love Lane
Romsey
SO51 8DE
01794 - 519495
- **Disability Advice and Information Network (DAIN)**
Unity 12
9 – 19 Rose Road
Southampton, SO14 6TE
Tel: 023 – 80 20 2655
Minicom: 023 80 20 2654

- **Choices Advocacy**
63 Millbrook Road East
Southampton, SO15 1NH

Includes - "Your Voice Advocacy"
for older people -
61A Millbrook Road East
SO15 1HN
023 80 23 8155

People with Learning Disabilities
023 8033 7735

- **Advocacy Matters**
Bedford House
Amoy Street
Southampton
SO15 2DR
023 8022 3845

- **MIND Southampton**
Bedford House
Amoy Street
Southampton SO15 2DR
023 8033 4977

023 8024 1300

- **Mencap**
187A Portswood Road
Southampton
SO17 2NF
023 8058 4088

- **Access to Communication**
Fairways House
Mount Pleasant Road
Southampton
SO14 0SP

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APPENDIX D

Sheltered housing Providers in Southampton (in addition to the City Council)

<p>Abbeyfield (Hampshire) Society</p> <p>15 Cobbett Road Bitterne Park Southampton SO18 1HJ Telephone: 023 8055 5668</p>	<p>Raglan Housing Association</p> <p>22 – 24 Oxford Road Bournemouth Dorset BH8 8EZ Telephone: 012 0267 8731 Fax: 012 0266 5091</p>
<p>Anchor Trust</p> <p>Milestone Place 100 Bolton Road Bradford West Yorkshire BD1 4DH Telephone: 012 7438 1600 Email: enquiries@anchor.org.uk</p>	<p>Robert Thorner Housing Association & Thorner Homes</p> <p>86 Thorners Court Henstead Road Polygon Southampton SO15 2GU Telephone: 023 8063 6772</p>
<p>Downland Housing Society/Downland Retirement Homes / Affinity Sutton Group</p> <p>Norris House Burrell Road Haywards Heath West Sussex RH16 1YL Telephone: 084 5688 7717 Fax: 017 3027 3649</p>	<p>Shaftesbury Housing Association/ Southern Housing Group</p> <p>2nd Floor, Cheviot House 71 Castle Street Salisbury Wiltshire SP1 3SP Telephone: 017 2241 4698 Fax: 017 2234 1232 info@shaftesburyhousing.org.uk</p>
<p>English Churches Housing Group / Riverside Group</p> <p>3 Bede Island Road Leicester LE2 7EA Telephone: 087 0850 5577 Email: contact@echg.org.uk</p>	<p>Swaythling Housing Society / Radian Group</p> <p>Wayfarer Partnership Collins House Bishopstoke Road Eastleigh SO50 6AD Telephone: 023 8062 8000 Fax: 023 8062 8376</p>
<p>Hanover Housing Association</p> <p>Gateway House Cornbrash Park, Bumpers Way Chippenham Wiltshire SN14 6RA Telephone: 012 4970 7000</p>	<p>Housing 21</p> <p>Longwood House Love Lane Cirencester Gloucestershire GL7 1YG Telephone: 012 8565 9928</p>
<p>James Butcher Housing Association / Southern Housing Group</p> <p>39 High Street Theale Reading RG7 5AH Telephone: 011 8939 1292 Fax: 011 8932 3454</p>	<p>Western Challenge Housing Association/ Spectrum Housing Group / Wessex Housing Partnership</p> <p>Spinnaker House Grange Road Christchurch Dorset BH23 4GE Telephone: 014 2528 3600 Fax: 012 0249 9322</p>

	Callcentre@spectrumhousing.co.uk
Hyde Martlet / Hyde Housing Group 63 St Marys Street Southampton SO14 1NU Telephone: 023 8083 6800 Fax: 023 8083 6859	Peverel Management Services 11 Queensway New Milton Hampshire BH25 5NR Telephone: 084 5634 8751 Fax: 084 5241 1265
Saxon Weald Homes Ltd Saxon Weald Homes Ltd 38 – 42 Worthing Road Horsham West Sussex, RH12 1DT Telephone: 01403 226 000	McCarthy and Stone Plc. 26 – 32 Oxford Road Bournemouth Dorset BH8 8EZ
Churchill Retirement Housing Millstream House Parkside Ringwood Hampshire BH24 3SG Telephone: 014 2546 2100 Fax: 014 2546 2101	Retirement Care Group Lincoln Court Sharon Road West End SO30 3RF

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Map of the Priority Neighbourhoods in Southampton



APPENDIX F

Incentive scheme for Southampton City Council (SCC), or housing association tenants living in the City, moving from larger accommodation (Lettings Policy – April 2009)

As per the under-occupation policy, the following applies:-

1. Incentive payments

The following applicants are eligible for the incentive payment of £850:

Any S.C.C. tenant who moves to smaller accommodation with Southampton City Council, another council, or a housing association (with a secure or assured tenancy, or under a Homebuy/low cost home ownership scheme) either by nomination by the council or by their own application, and who is giving up a:

- 2 bedroom ground floor flat or bungalow
or
- 2 bedroom or larger house
or
- 3 bedroom or larger flat or maisonette
or
- If aged 60 years or over, also if giving up any 2 bedroom flat or maisonette.

Applicants are eligible whether or not they are moving into housing reserved for older people.

2. Additional bedroom entitlement

Any S.C.C. tenant, or housing association tenant living within the boundaries of Southampton City Council, who is giving up a 3, 4 or 5 bedroom house (or larger) to transfer to smaller accommodation can be offered a 2 bedroom flat, maisonette or house even if their need is for 1 bedroom accommodation.

3. Removal grants

Any S.C.C. tenant aged 60 years or over giving up any 2 bedroom or larger general needs accommodation to move to accommodation with floating or scheme based support, which is for those aged 50 or over, or 60 or over, or into extra care housing for older people, is eligible for:

- A removal grant of up to £150 or removals carried out by the Council's contractor
and
- Cost of disconnecting or reconnecting a cooker up to a maximum of £100.

4. Under-occupation points within the lettings policy

The under-occupation policy is such that applicants giving up houses and larger flats and maisonettes will be given greater priority in order to facilitate movement of stock.

200 under-occupation (giving up), exceptional, points will be awarded to S.C.C. tenants, and tenants of housing associations who live within the Southampton City Council boundary, who are moving from:

- 2 bedroom ground floor flat or bungalow
or
- 2 bedroom or larger house
or
- 3 bedroom or larger flat or maisonette
or
- If aged 60 years or over, also if moving from any 2 bedroom flat or maisonette.

and

- Who are giving up at least 1 bedroom (this excludes those moving from one bedroom to studio)

Applicants are eligible whether or not they are moving into housing for older people.

Summary of under-occupation policy

<p><u>Incentive payments</u> S.C.C. tenants transferring from: 2 bed ground floor flat or 2+ bed house or 3+ bed maisonette or flat or If aged 60+, also from any 2 bed flat or maisonette.</p> <p>to: S.C.C. or housing association smaller accommodation (with a secure or assured tenancy, or under a Homebuy/low cost home ownership scheme) by nomination by the Council or by their own application.</p>	<p>Incentive payment of £850</p>
<p><u>Bedroom entitlement</u> S.C.C. tenants, or housing association tenants living within the boundaries of Southampton City Council, transferring from:</p>	<p>Can be offered a 2 bedroom house, flat or maisonette even if their need is for 1 bedroom</p>

<p>3 or 4 or 5 bedroom house to smaller accommodation</p>	
<p><u>Removal grants</u> S.C.C. tenants aged 60+ giving up 2 bedroom or larger general needs accommodation to move to accommodation with floating or scheme based support, which is reserved for those aged 60+.</p>	<p>Removal grant of up to £150 or removals carried out free by Council contractor Plus Cost of disconnecting and reconnecting a cooker to a maximum of £100</p>
<p><u>Eligibility</u> S.C.C. tenants, or housing association tenants living within the boundaries of Southampton City Council, and transferring from 2+ bedroom house to smaller</p>	<p>Considered first for 1 bed house Considered for general needs bungalows immediately after any applicant with an assessed need for such accommodation. (Please note: bungalow vacancies are extremely rare).</p>
<p><u>Eligibility</u> S.C.C. tenants, or housing association tenants living within the boundaries of Southampton City Council and aged 60+ transferring from 2+ house to smaller older persons accommodation</p>	<p>Considered for bungalows designated for older people immediately after any applicant who has an assessed need for such accommodation (Please note: bungalow vacancies are extremely rare).</p>
<p><u>Points scheme</u> S.C.C. tenants, or housing association tenants living within the boundaries of Southampton City Council, and transferring from 2 bed or larger house or 2 bed ground floor flat or bungalow or 3 bedroom or larger flat/maisonette or If aged 60 years+, also if moving from any 2 bedroom flat/maisonette to smaller, giving up 1 + bedroom</p>	<p>200 short term points</p>

APPENDIX G

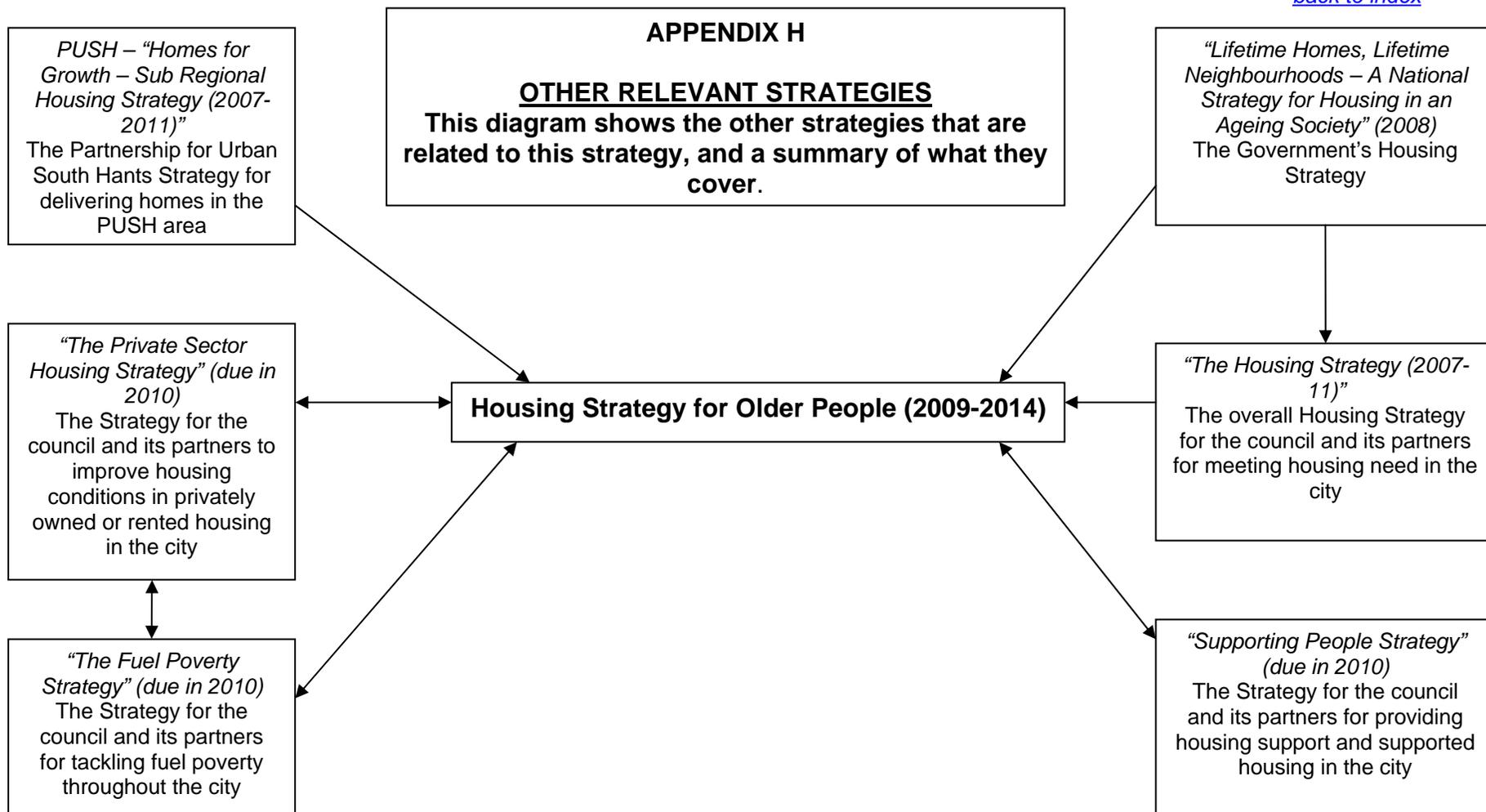
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(2009 – 2014)
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