

Local Development Framework Briefing Paper Adult and Community Services



Devon County Council's advice to Local Planning Authorities.

This is one of a series of briefing papers prepared by Devon County Council to assist the preparation of Local Development Documents.

To view this, and other briefing papers, see <http://www.devon.gov.uk/ldf-briefing-papers>

For more information or comment contact 01392 382275 or email environment@devon.gov.uk

Local Planning Authorities are requested to take the following matters into account in preparing their Local Development Frameworks and other documents:

- a) **Lifetime Homes Standards - All new housing of any tenure, and conversions (particularly ground floor), should fully meet Lifetime Homes Standards.**
- b) **Wheelchair Design Standards - 10% of all new housing of any tenure should meet full Wheelchair Design Standards.**
- c) **Older Persons extra care housing - should be sought within LDFs, developed within accessible locations in key towns (liaison with ACS necessary), seeking provider contributions to ensure they are achieved.**
- d) **Adults with either long term or short term support needs - should be provided for in general needs housing or special housing provision.**
- e) **Affordable housing policies - should ensure that they recognise and meet the needs of vulnerable people when determining mix, type and size of units.**
- f) **Monitor levels of housing provision in terms of Lifetime Homes, housing meeting the full Wheelchair Design Standards, Extra Care Housing provision and Affordable Housing mix, type and size of units**

Partnership Working

Devon County Council wishes to work in partnership with District Councils, in further developing the above policy areas with colleagues and other organisations and would wish to be fully involved in any discussion relating to them.

1. Introduction

The County Council has a statutory duty of care to vulnerable people in Devon set out in legislation¹. Eligibility for publicly funded assistance is determined under a local Fair Access to Care policy.

Devon with its expanding ageing population can expect a possibly four-fold in demand for long term care for the older people by the middle of the century. As the number of people living into their late 80s and beyond, increases and real care costs rise, according to new projections based on the latest official population projections. The main findings a Joseph Rowntree Foundation Study about the national projected costs of long-term care for older people are summarised in **Appendix 1**.

The needs of physically disabled persons, and 'socially excluded' client groups (homeless, offenders, drug & alcohol misusers, young people) also need to be accommodated.

This briefing paper addresses the specific housing and accommodation needs of the 'vulnerable adult' or 'socially excluded' population in Devon that need to be addressed by District Councils through the preparation, implementation and monitoring of Local Development Documents.

2. Vision

The Adult and Community Service Directorate is seeking:

To assist vulnerable people to remain living independently in their own home with appropriate care and support.

Services are geared to prevent people from being admitted into hospital or institutional forms of residential and nursing care, or helping people to move back into their home as soon as possible after a hospital stay.

3. Issues

a) **Future Proofing of Housing / Lifetime Homes / Wheelchair Accessible Homes**

In order to enable people to remain in their home in the community, housing of all sizes, types and tenures must be 'future proofed', well designed, and capable of supporting a range of mobility, disability and vulnerability issues. Local Authorities should ensure that:

- All new housing of any tenure, and conversions (particularly ground floor), should be designed to fully meet 'Lifetime Homes Standards' which require incorporation of **all** 16 design features that together create a flexible blueprint for accessible and adaptable housing in any setting. The Lifetime Homes concept (i.e. design features that make housing flexible enough to meet the existing and changing needs of households, as set out in the Joseph Rowntree Foundation Report "Meeting Part M and Designing Lifetime Homes) increases choice, independence and longevity of tenure, vital to individual and community well being.
(see: <http://www.lifetimehomes.org.uk/pages/home.html>)
- That 10% of new housing of any tenure 'are designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users'. The purpose of the Wheelchair Housing Design Guide is to explain how to design and detail a home that is fully manageable by wheelchair users and maximise their independence.
(see: <http://www.habinteg.org.uk/news/00025.html>)

These requirements reflect the standards required in the Greater London Plan, which requires all new homes in London to be built to Lifetime Home Standards (Policy 3A.4 Housing Choice) and research by the Habinteg Housing Association and Walker Richardson Quantity Surveyors on the relatively low costs of building to Lifetimes Homes Standards. The current building regulations (Part M) do not adequately make the home easily accessible for changing housing needs over time and don't sufficiently recognise the need to provide homes for life regardless of tenure and affordability. The Department for Communities and Local Government's Disability Equality Action Plan, published in December 2006, states that all homes funded through the Housing Corporation's affordable housing

• ¹ National Assistance Act 1948, Chronically Sick and Disabled Persons Act 1970, National Health Service Act 1977, Mental Health Act 1983, Carer and Disabled Children Act 2000, [Mental Health \(Patients in the Community\) Act 1995](#), [Community Care \(Delayed Discharges etc.\) Act 2003](#)

programme will have to meet the requirements of the Lifetimes Homes Standard within four years (i.e. by 2010).

Some Councils have gone further than the requirements suggested above - most notably the London Borough of Kingston upon Thames who have stated that *'all new dwellings should be built to Lifetime Homes Standards For larger developments we also require at least 10% of dwellings to be built to the wheelchair housing standard, to enable wheelchair users to live as independently as possible'*.

English Partnerships have also included the requirement for all new homes to be built to Lifetime Homes Standards as part of their design and quality standards for all new build homes. This includes their Major Hospital Sites Programme which will deliver 14,000 new homes all of which will meet Lifetime Homes Standards.

Evidence will need to be provided to demonstrate if the 10% wheel chair accessible homes requirement is appropriate for particular communities in Devon.

b) Access to suitable affordable housing

Other than a proportion of older people, the majority of vulnerable people are in receipt of welfare benefits. Access to a good range of affordable housing solutions, particularly rented accommodation and smaller sized units of accommodation are required.

(see <http://www.communities.gov.uk/index.asp?id=1150232>)

c) Provision of Extra Care Homes

Devon has an above average aging population (by 2026 approx 56% of the population will be aged 50 or over). However, current accommodation and support options are restricted, with traditional sheltered housing and residential care homes forming the bulk of service provision.

The Service Review of supported housing for older people showed that sheltered housing schemes are increasingly 'unfit' for a frail older population, with poor access to local infrastructure in a lot of cases. Devon's Adult and Community Services are seeking to provide alternative community based options to residential care, mainly in the form of mixed tenure extra care schemes in key market towns (geographical spread and volumes still to be determined over 2007). For example 50 units of extra care housing are in the process of being provided in Okehampton.

Extra Care accommodation enables individuals and couples to rent a purpose-designed flat within a safe and welcoming community with access to responsive on-site care services. It is ideal for people who are finding it increasingly difficult to maintain their independence and security as they become older or increasingly frail.

(See Extra Care Housing Toolkit at <http://www.cat.csip.org.uk/index.cfm?pid=478>)

d) Adults with either long term or short term support needs.

There is a need plan for the accommodation requirements of:

i) **Physically disabled persons** - disabled people have a greater need for internal space (than provided for in the Wheelchair Housing standards) and external space, to aid the opportunity for their development and independence. Approximately 5% of any population will contain people with severe / significant physical disabilities will require adapted properties. (see Appendix 2)

ii) **People with enduring Mental Health problems, and people with learning disabilities** – increasingly opt to live independently in general needs accommodation with long term provision of floating support. This preferred and cost effective option needs planning for when considering the needs for affordable, secure local social housing.

iii) **Adults moving to independence** – Service review of supported housing for people who've been in care, or with homelessness, offending, substance use, or domestic violence issues has revealed a shortfall of move-on options within the affordable housing sector. Often, service users who are ready to move on to greater levels of independence are unable to do so, resulting in unnecessary delays to their recovery process and further loss of skills needed for independent living. This can in turn lead to demand from new service users in crisis not being adequately met within specialist accommodation.

(See www.socialexclusionunit.gov.uk/page.asp?id=588 and http://www.cabinetoffice.gov.uk/social_exclusion_task_force/)

4. **Recommendations**

- a) All new housing of any tenure and conversions (particularly ground floor), should **fully meet** the Joseph Rowntree Foundation's Lifetime Homes Standards.
- b) 10% of all new housing of any tenure should meet full Wheelchair Design Standards
- c) Older Persons Extra Care housing should be sought within LDFs, developed within accessible locations in key towns (liaison with ACS necessary), seeking provider contributions to ensure they are achieved
- d) Adults with either long term or short term support needs should be provided for in general needs housing or special housing provision
- e) Affordable housing policies in LDFs should ensure that they recognise and meet the needs of vulnerable people when determining mix, type and size of units.
- f) Monitor the provision of Lifetime Homes, housing meeting the full Wheelchair Design Standards, Extra Care Housing provision and Affordable Housing mix, type and size of units.

5. **Partnership Working**

Devon County Council's Adult and Community Services (ACS) wishes to work with District Councils in further developing LDF policies to meet the needs of Devon's vulnerable people. ACS would ask that District Councils liaise with them in considering any planning proposals which may have an impact on care and support services, including those in the private and independent sector.

Projected costs of long-term care for older people - new projections point to substantial rise Taken from a Joseph Rowntree Foundation Study (see: www.jrf.org.uk)

Main points:

Britain can expect a substantial - possibly four-fold - increase in spending on long-term care for older people by the middle of the century as the number of people living into their late 80s and beyond increases and real care costs rise, according to new projections based on the latest official population projections.

The projections, prepared for the Joseph Rowntree Foundation, suggest that care spending would need to rise by 315 per cent in real terms between 2000 and 2051 to meet demographic pressures and rising costs, assuming that dependency rates, patterns of care and current funding arrangements remain unchanged.

The Government Actuary's Department's latest population projections have projected higher growth than previously anticipated in the number of older people. The number of people over 65 in the UK is expected to rise by 81 per cent over the next five decades from 9.3 million to 16.8 million. But growth in the population over 85 - the age group most likely to need nursing, residential or home care - is now expected to rise by 255 per cent from 1.1 million in 2000 to 4 million in 2051.

Using these projections, researchers at the London School of Economics and University of Leicester project that total UK spending on long-term care would rise from around £12.9 billion in 2000 to around £53.9 billion by 2051. This would see the proportion of national income (GDP) being spent on care for older people increase from 1.4 per cent to around 1.8 per cent.

In order to keep pace with demographic change, the number of places taken in residential care homes, nursing homes and hospitals would have to rise by around 150 per cent, from around 450,000 to 1,130,000, and the time spent by home care services caring for older people in their own homes would increase around 140 per cent, from around 2 million to more than 4.8 million hours per week.

Lord Best, Director of the Joseph Rowntree Foundation, said:

"It is seven years since the Joseph Rowntree Foundation's Inquiry into Paying for Long-term Care highlighted the implications for care services as life expectancy increases and those who were born during the post-war 'baby-boom' reach old age."

"These new projections show that the major problems our inquiry anticipated as demand for nursing, residential and home care increases have intensified. The potential for a four-fold increase in spending identified by this report should make politicians and policy makers stop and think carefully. We all need to consider what changes could be implemented now if we are to ensure that people now in their 30s, 40s and 50s can be sure of receiving a high standard of care when they need it in old age. It is time to re-open the debate."

Further details of the report from the Joseph Rowntree web site
<http://www.jrf.org.uk/knowledge/findings/socialcare/944.asp#top>

Extracts from relevant JRF Findings

1. Young Disabled People moving into Adulthood June 2002

Housing

Young disabled people wanting to move into their own home face considerable barriers, including:

- Shortage of suitable housing, particularly in the private rented sector – the main source of independent housing for non-disabled young people.
- Suitable housing is often only available in segregated schemes.
- Difficulties in bringing together housing with the support required.
- A common failure of housing and social services to work together.

Young disabled people often find that the only option for leaving their parents' home is not a move into a home of their own but instead into a 'housing scheme' or group home. The decision about where to live is more often determined by what vacancies services have than by young people's choices about where to live and who with. Schemes which aim to offer a transition to independent living often do not because there is nowhere for the young person to move on to.

The house is not really a 'home' (in the sense of the way we usually use the word home) of the people who live there, but a 'scheme'. The shape of the service will have more to do with funding mechanisms than the needs or wishes of the inhabitants. There is often little security (individuals may get moved for organisational reasons) and people have little say in with whom they live, or who works with them. Despite all the rhetoric, these are not services based on the needs of individuals, but largely reflect the concerns of organisations.

Simons, 1997, p.3

A poverty trap, created by high social housing rents, can prevent the progression from renting to owning a home which many non-disabled young people experience as they grow older. Moreover, young people growing up with impairment often reach adulthood without any significant resources. Their family is less likely than the families of non-disabled young people to be able to assist them with buying their first home, because of the financial consequences of having a disabled child.

Young people with high levels of support needs are likely to move into a residential or nursing home, where there is often no one of their own age. This is rarely seen as a transition stage in their lives, the assumption being that they will be there until they die.

2. The Housing needs of Disabled Children: the national evidence Nov 2002

- No single agency assumes lead responsibility for meeting the needs of disabled children. Lack of strategic information collection hampers improvements in service provision and delivery
- Many families would prefer to deal with their housing problems by moving rather than adapting their current home
- Difficulties with housing can be experienced by any family with a disabled child: not just where there is physical impairment

3. Good Practice in housing disabled children and their families Nov 2002

- Recognition of the specific needs of children .This included for example appreciating the needs for space, especially for play and considering the developmental needs of children

It includes a Checklist for change including some strategy considerations which are of particular relevance. e.g. Are the needs of disabled children made explicit within local housing strategies?