

ALL PARTY  
PARLIAMENTARY  
GROUP ON HOUSING  
AND CARE FOR  
OLDER PEOPLE

# Housing our Ageing Population: Plan for Implementation

Richard Best, APPG Inquiry Chair  
Jeremy Porteus, APPG Inquiry Secretary

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Photo: Tim Crocker

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We are also grateful to everyone listed in Appendix 1 who participated in the Inquiry and those who submitted written evidence, including older people who wished to share their housing experiences in later life.

We also thank those organisations, and Tim Crocker (photographer), who have given permission for the use of images in this report. These showcase examples of designs that follow 'HAPPI principles' and are already making a difference to the quality of new housing and, the communities where older people live.

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# Foreword



**G**overnment is now rolling out some positive measures to stimulate house building. Naturally the special emphasis is on first-time buyers struggling to raise big deposits. But our report shows how meeting the

needs of an ageing population could achieve the double benefit of helping the younger generation as well. Building one retirement apartment probably means a family home comes available, often with a garden and frequently crying out for energetic new occupiers to modernise it: that means homes for five or more people in total.

In our last Inquiry report, the APPG on Housing and Care for Older People set out the social and health gains of investment in upgrading and adaptations of existing property occupied by older people. In this report, we concentrate on the value of building new homes specifically designed for this age group.

Following through on the powerful messages of the 2009 HAPPI report from the DCLG/DH/HCA's Housing our Ageing Population: Panel for Innovation, the Inquiry Members were pleased to hear of strong support for a national effort to build homes designed specifically with older people in mind. The HCA has promoted annual HAPPI Design Awards and, in both the private and

social housing sectors, some of the big players are now building to HAPPI's higher standards. But the Inquiry Members were clear that policy makers and housing practitioners are only just beginning to appreciate the real potential.

Good retirement housing involves plenty of space and light, accessibility, bathrooms with walk-in showers, the highest levels of energy efficiency and good ventilation, a pleasing natural environment outside, balconies, and more. And if the dangers of loneliness are to be replaced with opportunities for a good social life, there must be space for people to get together.

This higher quality and extra space pays for itself: for the occupier, for family and informal carers, and for providers of health services and social care. And these benefits, quite enough in themselves, are greatly magnified by the release of acutely-needed family homes.

To give a real boost to the building of new homes for older people, this APPG report, HAPPI 2, sets out a Plan for Implementation. For this I am grateful to all the participating Parliamentarians, together with our ever helpful Secretary, Jeremy Porteus, and everyone who generously gave of their time to present high quality evidence to us.

**Richard Best**

*Chair, All Party Parliamentary Group on Housing and Care for Older People*

# Summary of recommendations

The APPG Inquiry's *Plan for Implementation* sets out key actions to boost the adoption of the HAPPI report. In summary, the Inquiry strongly urges:

The **Cabinet Office** to establish an external task force to review cross-Whitehall policy co-ordination and take forward the HAPPI 2 *Plan for Implementation*.

**Department for Communities and Local Government** to extend its growing interest in promoting older people's housing when it revisits its Housing Strategy for England and makes its representations for the Comprehensive Spending Review; and encourages all local Councils to incorporate adequate provision for older people into the mainstream of their Local Plans.

**Department of Health** to tailor its new £300m Care and Support Housing Fund to encourage development of schemes designed to HAPPI principle; support all Health and Wellbeing Boards in recognising the preventative benefits of housing provision in making best use of funds at the local level; and undertake research into the linkage between housing and health and social care costs to help in the development of future design standards and housing policy.

**Homes and Communities Agency** and the **Greater London Authority** to reflect HAPPI principles in design, land disposal and procurement initiatives and explore the use of an identifiable 'kite-mark' or similar 'earned recognition' with the Design Council CABE, linked to annual Design Awards, that highlights exciting and innovative developments which accord with HAPPI design standards.

**Local Planning Authorities** to ensure their Local Plans give prominence explicitly to meeting the needs of their ageing population and, through the sensitive use of CIL and Section 106 Agreements, encourage private and social providers to bring forward HAPPI-style projects.

**Housing Departments/Adult Care Services** give sufficient strategic priority to assessing the needs for, and investing in, older people's housing, both in recognition of the savings to social care budgets and in the release of under-occupied family homes; and maintain a register of all accessible and specialist retirement housing to help those looking for more suitable accommodation.



Photo: Tim Crocker

◀ Roden Court, Highgate; 2012 HDA HAPPI award – shortlisted [PTEa architects for One Housing]



Photo: Tim Crocier

Prince Charles House, St Austell, Cornwall; 2012 HDA HAPPI award – shortlisted [PRP architects for Ocean Housing]

**Health and Wellbeing Boards** to identify the role of housing in their new Joint Strategic Needs Assessments and local clinical commissioning plans; and recognise in its budgeting the centrality of housing in preventing and addressing health and social care problems.

**House builders and housing associations** to use their entrepreneurial and marketing skills to accelerate the trend toward retirement housing as a lifestyle choice, bringing forward more projects that accord with HAPPI standards and meet the breadth of retirement needs including shared ownership and ‘co-housing’; and to make best use of technological changes to support independence and security while reducing requirements for expensive communal facilities and on-site staff.

## About the APPG Inquiry

The All Party Parliamentary Group (APPG) on Housing and Care for Older People launched an Inquiry in May 2012 to consider progress towards the adoption of the recommendations and the design criteria set out in a progressive report, *Housing our Ageing Population: Panel for Innovation (HAPPI)*, published in December 2009.



The APPG’s previous Inquiry, *Living Well at Home (2011)*, concluded that, despite an ageing population in the UK and a growing demand for a range of purpose-built, specialist housing that can accommodate older people’s current needs and future aspirations, only modest progress had been achieved. This Inquiry set out to discover what more might be done to scale up the provision of new forms of housing to accommodate the demand of an ageing UK population. To emphasise the focus on delivery, the APPG has called this report, *Housing our Ageing Population: Plan for Implementation – HAPPI 2*.




# Lessons from HAPPI

In 2008, the previous government published a national strategy for older people's housing, *Lifetime Homes, Lifetime Neighbourhoods* (2008). This comprehensive report laid out a farsighted vision for improving the quality of life of our ageing population by:

- challenging the perceptions of housing for older people and influencing the availability and choice of good housing;
- raising the aspirations of older people to demand higher quality, more sustainable homes;
- spreading awareness of the possibilities which innovative design can offer; and
- emphasising the importance of integrating housing for older people within the wider neighbourhood context.



In 2009, the Homes and Communities Agency, on behalf of the Department for Communities and Local Government and the Department of Health commissioned an influential report, *Housing our Ageing Population: Panel for Innovation* (HAPPI); this considered how best to address the challenge of providing homes that meet the needs and aspirations of older people.

De Rokade,  Groningen, Netherlands



## Prospect Place, Victory Pier, Gillingham, Kent

Opened in March 2012, Prospect Place is part of a 775 home Victory Pier development which also includes a 100 bed hotel, 1,000 student homes and commercial floor space. A new central green has been provided alongside a new riverside walk.

There are 60 one and two bed social rented apartments on site, with a range communal facilities. These include: a commercial kitchen, café, day room, hairdresser and a laundry. Social activities are also arranged for and by residents.

*[Housing 21]*



A wide ranging group of architects, designers, planners, developers, providers and consumers were appointed to help advise and shape the programme. It also involved case study visits to innovative housing schemes for older people in England and across Europe, and posed key questions that have continued to remain relevant to this APPG Inquiry; these include:

- Why do we need housing that is built to reflect an ageing population?
- What kind of housing will meet our needs as we grow older?
- How can this housing be delivered?
- Who can make it happen?

The HAPPI exercise concluded with four key recommendations:

- The time has come for a national effort to build the homes that will meet our needs and aspirations as we all grow older.
- We should all plan ahead positively, creating demand for better choice through a greater range of housing opportunities.
- Housing for older people should become an exemplar for mainstream housing, and meet higher design standards for space and quality.
- Local Planning Authorities should play a key role to ensure delivery of desirable housing in great places, tuned in to local need and demand.

Underpinning these recommendations, the HAPPI Panel stressed the importance of design, identifying ten elements that are critical to achieving age-inclusive housing:

- generous internal space standards
- plenty of natural light in the home and in circulation spaces
- Balconies and outdoor space, avoiding internal corridors and single-aspect flats
- adaptability and ‘care aware’ design which is ready for emerging telecare and telehealthcare technologies
- circulation spaces that encourage interaction and avoid an ‘institutional feel’
- shared facilities and community ‘hubs’ where these are lacking in the neighbourhood
- plants, trees, and the natural environment
- high levels of energy efficiency, with good ventilation to avoid overheating
- extra storage for belongings and bicycles
- shared external areas such as ‘home zones’ that give priority to pedestrians



# Progress to date

**Since the publication of the HAPPI report, our experience has been that local authorities increasingly recognise the importance of homes for the elderly when assessing demand and in discussions on planning applications. There could be a greater understanding of the benefits of providing bespoke accommodation in freeing up under-occupied family homes.**  
*[Berkeley Group]*

Those giving evidence to the APPG inquiry drew attention to the fact that the publication of the HAPPI report coincided with a worsening economy and policy uncertainty following the 2010 General Election. It was also suggested that the austerity measures adopted by the incoming Coalition government created nervousness in the housing market and reduced public and private sector appetite for innovation. Clearly this operating environment has limited the take-up of the recommendations in the HAPPI report.

However, there have also been some encouraging signs from forward-thinking local authorities, private sector house builders and housing associations. The largest private retirement provider, McCarthy & Stone, has been taking on board HAPPI recommendations for improved design.

Presentations to the Inquiry by housing associations and from leading architects working in this field have demonstrated further creative thinking. And the important promotional work by the Homes and Communities Agency has led to inspiring Design Awards specifically for projects embracing the messages from the HAPPI exercise.

At government level, there are also some grounds for optimism that a momentum could be generated to encourage a new emphasis on housing that specifically meets the needs of older citizens. Both the National Planning Policy Framework (NPPF) and the government's latest housing strategy, *Laying the Foundations: A Housing Strategy for England (2012)*, make encouraging reference to the importance of housing for older people designed along HAPPI lines.

Victory Court,  
Portsmouth  
[McCarthy & Stone]



Photo: Tim Crocker







### Trees Extra Care Housing, Highgate

Winner of the 2011 HAPPI category at the National Housing Design Awards (HDA), this high quality affordable housing scheme for older people provides 40 extra care flats in a beautiful setting. The scheme was conceived prior to the HAPPI report, yet reflects many of its recommendations and was described as “setting the benchmark for older housing for older people in the UK”.

*[PRP for Hill Homes/One Housing Group]*



◀ Maurice & Vivienne Wohl Campus, Barnet *[Levitt Bernstein for Jewish Care]*

And capital funding of £300m from the Department of Health Care and Support Housing Fund, to be delivered by the Homes and Communities Agency and the Greater London Authority will encourage local commissioners and both social and private sector providers to develop new and innovative specialist housing for older and disabled people.

At a local level, the Local Government Association told the Inquiry that some Councils are taking these issues very seriously. We heard, for example, how Sunderland City Council has adopted an overarching vision for better quality housing with care for older people to achieve greater independence, including housing for people with dementia; this has given confidence to partners aspiring to develop sustainable homes for older households in the city, incorporating HAPPI design principles.

Inquiry Members heard that upwards of 80% of older people choose to stay put in their homes. It was pointed out that a significant increase in attractive housing suitable for older people where they could maintain links to family and friends and retain ties to the local community could help encourage a move. It was also highlighted that this would also benefit local housing markets generally by freeing up much needed family homes.

Written evidence sent in to the Inquiry also indicated that demographic and wider social changes could trigger demand for new and alternative ways of living in later life, including co-operative housing models. Whilst such models are not yet very widespread in the UK, it was suggested that such forms of housing can become more than just a niche form of provision in the future

## Enabling independence by design, Sunderland City Council

The council's approach to good HAPPI designs has helped achieve the following outcomes:

- Keeping couples together within their own homes
- Enabling older households to live in their own homes independently for longer
- Giving people a choice of tenure which best meets their financial circumstances
- Offering sustainable accommodation which is well insulated, warm and efficient
- Resolving under occupation by providing accommodation which meets the needs and aspirations of older households
- Delivering more personalised care to individuals
- Reducing carer fatigue with increased support to carers from care staff and peers, and
- Delivering accommodation which prevents bed-blocking in hospitals enabling people to be re-skilled and reabled in a domestic setting before returning to their home

*[Enabling Independence Design Guide]*



◀ Hanover Housing Association and PTEa architects are working with Older Women's Co-Housing to design a development in Barnet

# Refining the HAPPI product

In the three years since the HAPPI report was published, the economic context has changed. We now know that the downturn is not a temporary blip but must be expected to last for some years to come. Goals that seemed attainable then now look distinctly ambitious.

## A smaller footprint for communal areas

The Inquiry heard how it may no longer be practical, however desirable, to advocate a rapid expansion of Extra Care Housing with all the facilities and amenities these projects have so brilliantly incorporated. These extras, large communal rooms, extensive dining facilities, assisted bathing rooms on all floors, offices and rest rooms for on-site staff, shops, even mini-

Maurice & Vivienne Wohl Campus, Barnet [*Levitt Bernstein for Jewish Care*]

cinemas, can absorb 40% of the floor space of the whole development. And paying the service charges to sustain all these, usually well appreciated, facilities can be a burdensome cost both to residents who pay their own way and to the State in covering the service charges.

Of course, if a project is big enough then the costs for a range of extras can be shared across sufficient numbers. Similarly, if services are funded by local adult social care services or health, the burden will not fall entirely on residents. The Inquiry heard that it is here that the retirement villages and continuing care retirement communities score so well. But for the mass of retirement housing projects the current age of austerity means 'cutting one's cloth' to take account of more straightened times. While some space for social interaction, at least a 'club room' with kitchen facilities, will remain important, it seems that in most new developments the footprint of communal space will have to contract.

## Greater use of new technology

Inquiry Members noted that those with higher care needs, particularly dementia sufferers in the years to come, will of course need the extra security and support of a residential, if not in a nursing, setting. But for the mass market of retirement housing, more schemes will need to tie in with neighbouring amenities and draw in any care that is needed from ('personalised') visiting carers. Over the next decade huge technological advances can be expected through telecare and telehealthcare that will free up care staff for more sustained social contact, while prolonging independent lifestyles even for those with chronic health conditions.





Photo: Tim Crocker

Prince Charles House, St Austell, Cornwall; 2012 HDA HAPPI award – shortlisted [PRP architects for Ocean Housing]

## Revisions to design standards

A number of extremely helpful suggestions were made for refining the criteria that embody HAPPI design aspirations. Recently published research suggests it may be worth revisiting the original set of Lifetime Homes standards brought together by the Joseph Rowntree Foundation some fifteen years ago.

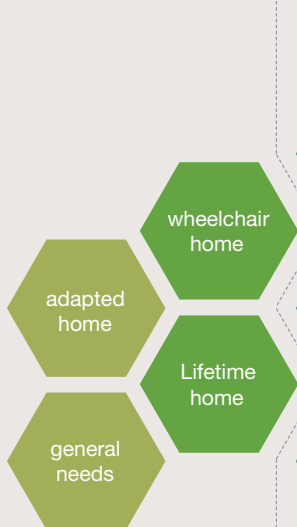
Nonetheless, the Inquiry remains convinced that there should be no diminution in the quality of the individual apartments within tomorrow’s retirement housing. It will remain the case that older people will so often be reluctant to downsize even where the family home is now expensive to maintain, costly to heat, contains hazardous steps and stairs and maybe isolated and insecure. Only if the alternative is of sufficient size and attractiveness, with all the HAPPI components, will this drive for meeting the housing needs of young and old alike be realised.

In recognition of the design aspirations across mainstream and specialist housing and linkages

### scope of HAPPI influence

#### mainstream housing

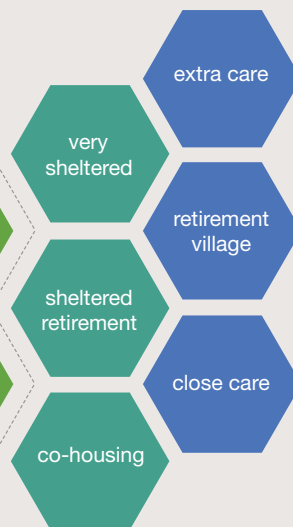
Individual homes to buy or rent – not designated for any specific user group though Lifetime Homes includes age-friendly features and wheelchair housing is specially designed. Personal care, support, other services and amenities available within the community.



Planning: current use class C3 ‘dwelling houses’

#### specialised housing

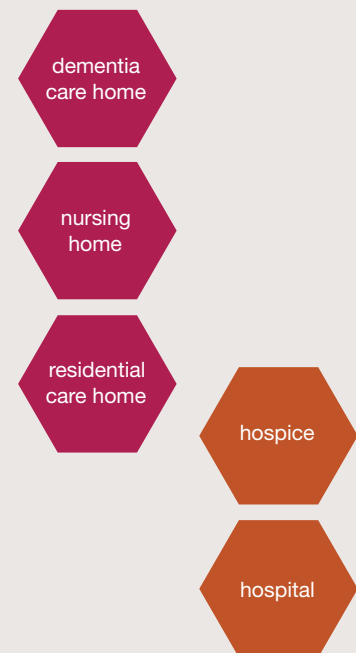
Groups of homes (usually flats) to buy or rent – designated for older people (typically 55+). Personal care and support usually arranged or provided within the development together with shared facilities and activities.



Planning: currently classified as C2 or C3 - would a new class or classes be useful?

#### care homes

Residential care rather than independent living.



Planning: current use class C2 ‘residential institution’

[Levitt Bernstein Associates]

across to the planning system a number of helpful suggestions were made about refining the criteria that embody HAPPI such as those that are set out in the box below.

## Suggestions to APPG Inquiry for refinements to HAPPI criteria

- Provide accessibility to wheelchair standards i.e., in excess of Lifetime Home Standards with lift access to all apartments
- Offer a mix of space standards that exceed 'minimum' requirements and that are dictated by meeting the accessibility requirements (two bed flats at least 70m sq. and one bed flats at least 58m sq.)
- Concentrate on typologies that are suited to older people i.e. apartments or single-storey dwellings (or dwellings which provide self-contained accommodation on one level)
- Notwithstanding proposed housing benefit reform, provide predominantly two bed apartments because of the greater flexibility that they offer
- Incorporate communal facilities to promote social interaction. This could be limited to a single, multi-functional space with ancillary accommodation
- Provide for high levels of energy efficiency to minimise energy costs and reduce fuel poverty
- Allow for good security arrangements
- Be located in an area which constitute a Lifetime Neighbourhood in terms of accessibility to transport, retail and other amenities and facilities that older people need
- Be 'age-eligible' accommodation, with a minimum age requirement that will require a lower level of parking provision
- Offer a housing tenure and management regime that will ensure that some control is retained by the residents, and
- Provide the ability to incorporate 'care aware' smart technology to help with future personal care and support

*[PRP Architects]*

It was also felt that features like the above would help local authorities interpret the National Policy Planning Framework (NPPF) and help them specify the desirable housing mix in their planning briefs for sites in their areas intended both for large residential developments or designated housing for older people. For example, planners may wish to state the housing mix for older people in Local Plans, Supplementary Planning Guidance or similar locally agreed frameworks or plan.

Inquiry Members heard about the approach adopted by the Greater London Authority in its Supplementary Guidance to achieve the highest accessible and inclusive design standards, with particular emphasis on Lifetime Homes, wheelchair accessibility and Lifetime Neighbourhoods.

## Accessible London: achieving an inclusive environment

The design of all new dwellings have adequately sized rooms, convenient and efficient room layouts and meet the needs of Londoners over their lifetime – as well as, addressing social inclusion

All new housing is built to Lifetime Homes standards and 10 per cent of new housing is designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. The guidance requires that account is taken of the changing age structure of London's population and in particular the varied needs of older Londoners

The guidance requires attention is paid to the concept of Lifetime Neighbourhoods, with places and spaces designed to meet the needs of the community at all stages of people's lives and meet the Lifetime Neighbourhoods criteria.

*[GLA Supplementary Planning Guidance]*



# Obstacles to progress

Despite the progress noted above and some grounds for optimism for the future, those bringing evidence to the Inquiry expressed concern that more had not been achieved over the last three years. It was widely held that a step change is needed to boost supply and provide more older people with a genuinely attractive housing offer. Crucially, more needs to be done to engage and listen to their current housing needs and future aspirations.

## Financial insecurities

With deficit reduction as a national priority, this is a difficult time to secure public or private funding for investment in older people's housing:

- **capital finance is harder to secure**, with a significant reduction in grants for housing associations and greater difficulties for all providers in borrowing from banks and other lenders;
- **in providing homes for sale, there are uncertainties about the market:** prices have to be achieved that reflect higher space standards than younger households require, as well as covering the costs of shared communal areas and the expense of acquiring sites close to local amenities;
- **for social housing, the move toward 80% market rents is difficult to achieve**, since there are extra service charges for communal facilities in housing provision for older people while alternative revenue streams (like Supporting People grants) are harder to come by;
- **welfare reform brings uncertainties**, including changes to housing benefit, even though older people are less affected than younger households;





**Just 20% of older owner-occupiers moving would release 840,000 family sized homes to the market. [Shelter]**

- **some local authorities are re-negotiating block contracts**, for care and housing related support, and moving increasingly towards personal budgets: despite other advantages, these can threaten the viability of providers' arrangements for delivering housing-related support and domiciliary care to older residents. It was noted that some providers have already withdrawn from delivering care in the absence of any security around long-term revenue funding
- **the Community Infrastructure Levy (CIL) poses a new threat**, in adding charges of up to £10,000 for each home in some areas, and tipping the balance of viability of schemes for older people which will be inherently more expensive because they comprise larger flats, with some communal space.

However, Inquiry Members did not believe these obstacles were insurmountable. They were clear that central and local government should prioritise stimulating the supply of housing

designed for older people because this brings added financial and economic value. In particular:

- **solutions to health and social care problems so often lie in provision of specially designed, high quality homes:** these reduce risks of falls; provide safety and security; protect against the effects of cold homes and fuel poverty; enable earlier discharge from, and fewer re-admissions to, hospital; prevent the need (both temporary and permanent) for institutional residential care. And the companionship that comes with retirement housing can combat the depression and poor health that so often results from isolation and loneliness. These factors can save public (NHS and local authority) funds as well as conserving private resources; and
- **meeting the need for more suitable homes for older people also helps the next generation** because family homes then become available. At a time of acute housing shortages and a general recognition that more house building is urgently required, this double benefit greatly magnifies the value of building retirement housing.

## Health and Social Care Benefits

A government Partial Regulatory Impact Assessment has shown that implementing the Lifetime Homes Standard would have the following impacts on health and costs attributed to health:

- Reduce, or delay the need for people to move to residential care
- Reduce the demand for temporary residential care
- Ensure that people are discharged from hospital into suitable accommodation instead of remaining in hospital in expensive acute hospital beds because their accommodation is unsuitable, and
- Reduce the need for home care for disabled people.

"When considering the potential cost to society ...it is suggested that building to the Lifetime Homes Standard could provide a further £1,600 in savings, or £8,600 if the potential adaptations were made."

*[Assessing the health benefits of Lifetime Homes, Department for Communities and Local Government]*

# Plan for implementation



With these factors in mind, this APPG Inquiry has concluded that despite the tough economic climate, there is a very strong economic as well as a social case for a national drive, to boost the supply of homes for older people.

This requires leadership and urgent action from all the key players to prioritise and implement the following recommendations. These add up to the Inquiry's *Housing our Ageing Population: Plan for Implementation* – 'HAPPI 2'.

## Central government

### The Cabinet Office could:

establish an external task force to review cross-Whitehall policy co-ordination and take forward the 'Plan for Implementation' below

### The Department for Communities and Local Government could:

- extend its growing interest in promoting older people's housing when it revisits its Housing Strategy for England next year;
- in the context of next year's Comprehensive Spending Review, work with HM Treasury to bolster the levels of grant funding that reduce borrowing costs for social housing providers, recognising that revenue support with Housing Benefit means higher costs in the long-term;
- underline its encouragement to all local Councils to incorporate provision for older people into the mainstream of their Local Plans;
- boost the incentive for local authorities to give priority to such developments with a higher rate of New Homes Bonus;
- support older people who want to 'right size' – and perhaps move nearer to family members – by extending the First Buy/New Buy support with mortgages to help first time buyers who acquire the homes of older people moving to new retirement housing;

The new Group reviewing practical planning guidance seek to clarify the definition of planning Use Class Orders – with extra care/assisted living and 'very sheltered' housing currently often falling between the specialist





'C2' and the general 'C3' categories – and consider whether some intermediate Use Class would be helpful for the effective implementation of both mixed tenure affordable and private sector accommodation built to HAPPI design principles (see box below).

## An additional Use Class

The Retirement Housing Group has suggested possible new planning Use Classes:

Class C2(b) – Use as a hospital or nursing home for the provision of non self-contained residential accommodation for people in need of care by reason of long or short term physical or mental impairment

Class C2(c) – Use as self-contained residential accommodation and associated facilities designed and managed to meet the needs and aspirations of older people related to age and/or existing or foreseeable physical or mental impairment

Class C2(d) – Use as self-contained residential accommodation specifically designed and managed for older people not in need of support by reason of physical or mental impairment

*[Retirement Housing Group]*

▲  
Heald  
Farm Court,  
St Helens;  
2010 HDA  
HAPPI  
award –  
winner  
*[DK Architects  
for Helena  
Housing  
Association/  
MHA]*

### The Department of Health could:

- tailor its new 'Care and Support Housing Fund', provided through the Homes and Communities Agency and the Greater London Authority, to encourage development of schemes designed to HAPPI principles;
- enable all Health and Wellbeing Boards to recognise the preventative benefits of housing provision in making best use of funds at the local level.
- undertake research to develop an evidence base which captures the linkage between housing conditions and the cost to NHS and social care budgets in order to help in the targeted development of future design standards and housing policy



### British Standards Institute

- could reconsider proposed changes to BS991 in respect of fire safety, which aim to prohibit open-plan flat layout, since open-plan living – so commonplace in other European countries – has considerable advantages (and fire risks can be designed out, for example by use of sprinkler systems now used extensively in the US and other countries);

### The Homes and Communities Agency and the Greater London Authority

#### These bodies could:

- extend their valuable initiatives to raise design standards, not least in promoting accessibility and adaptability through adoption of good quality design;
- explore the take-up of HAPPI design standards with the Design Council CABE through an identifiable ‘kite-mark’ or similar ‘earned recognition’ scheme;
- recognise in the structure of their grants for affordable/social housing, including those from the Department of Health capital fund, that housing for older people, with more space and communal areas, needs some

### An Olympic legacy for Newham?

The London Borough of Newham has a relatively low percentage of people living in social housing and accordingly a higher proportion living in their own homes or renting from private landlords. Home ownership rises in younger old age with, it is estimated, around 50% of the 64-75 age group being home owners.

For the borough, the focus on regenerating local communities is to encourage individuals and families to stay in Newham as their personal prosperity improves, including an early retirement population with average assets of £220,000 to £300,000.

Research suggests that the strategic transformation of Newham could offer older people the best design and innovation at a price they can afford by delivering 2,700 units of mixed tenure accommodation by 2020.

*[Transforming Urban Retirement in Newham, PTEa Architects /IPC]*



▲  
St James' Square, Southwark  
[Levitt Bernstein for Hyde Housing Association]

higher levels of grant than for younger single, or childless, households;

- work with local authorities/London Boroughs to ensure a clear, targeted strategy for older people's housing in every Local Plan;
- consider prioritising older people's housing when disposing of surplus public sector land for development, including the 'dividend' back to local health and social care economies;
- continue support for annual National Housing Design Awards which highlight exciting and innovative developments which accord with HAPPI principles.

### Local government

#### Local Planning Authorities could:

- ensure their Local Plans give prominence explicitly to meeting the needs of their ageing population, encouraging private and social providers to bring forward HAPPI-style projects;
- recognise that housing for older people has environmental and sustainability advantages in its density and lower traffic use, while being less likely to arouse public opposition;
- set the tariff for CIL (Community Infrastructure Levy) payments for retirement apartments for sale at levels that recognise the additional gains from such housing, e.g. with charges set on a per dwelling basis, rather than on a per square meter basis, to enable the larger internal floor areas of HAPPI standards to be



Olive House,  
Fulham  
[Berkeley  
Group for  
Hanover  
Housing  
Association]

met; and consider halving the CIL for specialist housing and waiving it where communal facilities are open to the wider public;

- act sensitively when negotiating Section 106 Agreements for affordable housing in recognition that retirement housing brings other benefits but costs more to develop than flats for young people.

#### Housing Departments/Adult Care Services could:

- ensure their assessment of local needs pays attention to the ageing population and gives sufficient strategic priority to older people's housing;
- use Housing Revenue Account freedoms to build where it has retained its housing stock, with priority for older people down-sizing from family accommodation to achieve a double benefit; and encouraging housing associations and private developments to focus on meeting these needs;
- tackling under occupancy amongst older people in unsuitable social housing by incentivising moves to new apartments, not least in partnership projects, now being pioneered in the London Borough of Ealing and elsewhere, with private and social housing providers;
- maintain a register (and a map) of accessible and specialist retirement housing to help those looking for more suitable accommodation.

#### Health and Wellbeing Boards could:

- identify the role of housing in new Joint Strategic Needs Assessments and emerging clinical commission plans;
- recognise the centrality of housing in preventing and addressing health inequalities and social care problems, in its budgeting (and, indeed, in its membership).

#### House builders

##### These companies could:

- note the lead being taken by some of the major players to engage and respond to the burgeoning market of older people;
- recognise the different design requirements, in terms of space, light, ventilation, accessibility, for older residents as opposed to the younger age group who may be spending very little of their time in the home;
- use their entrepreneurial and marketing skills to accelerate the trend toward retirement housing as a lifestyle choice.



### Marina Court, Tewkesbury, Gloucs

Marina Court is a retirement development on a new estate, providing 75 self-contained one and two bedroom apartments and bungalows, allowing residents to maintain their independence, dignity and personal choice.

The development consists of 30 one bedroom apartments, 20 two bedroom apartments and 25 two bedroom bungalows. Each property also has a lounge, fitted kitchen, and bathroom with level access shower.

Residents and the local Tewkesbury community are at the heart of the innovative and preventative approach to wellbeing and independence at the scheme. Regular activities include: coffee mornings, outings, visiting speakers, exercise classes, a library, and a therapy and wellbeing co-ordinator visits. The latter are delivered in partnership with local health services to prevent a decline in emotional wellbeing of residents and the wider community.

*[Hanover Housing Association]*





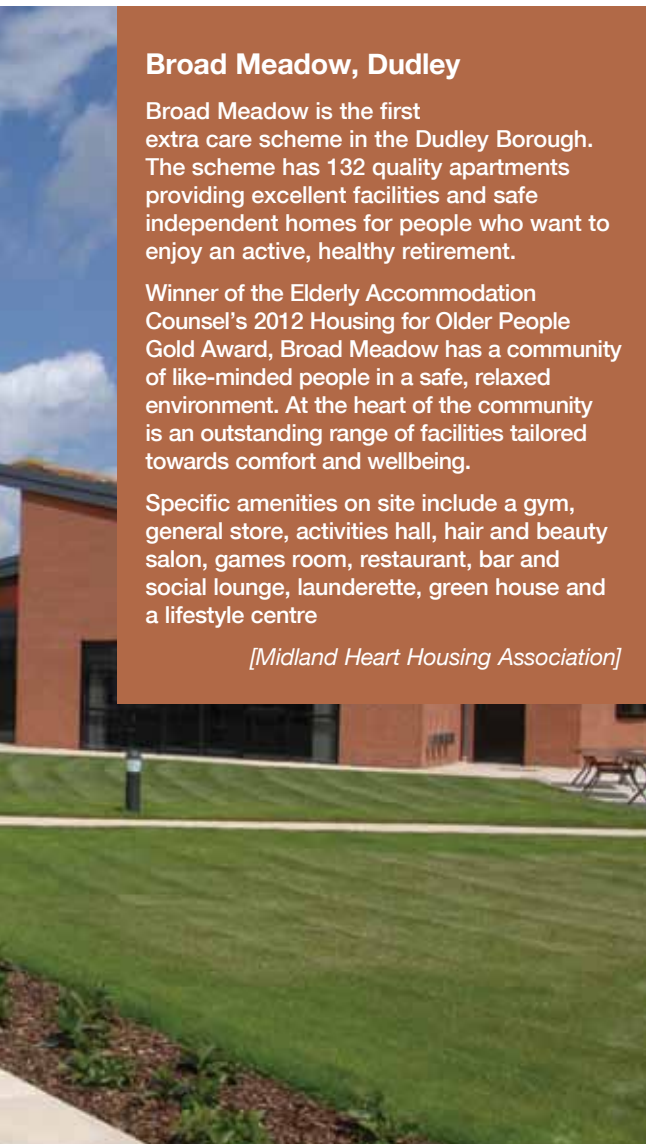
### Broad Meadow, Dudley

Broad Meadow is the first extra care scheme in the Dudley Borough. The scheme has 132 quality apartments providing excellent facilities and safe independent homes for people who want to enjoy an active, healthy retirement.

Winner of the Elderly Accommodation Counsel's 2012 Housing for Older People Gold Award, Broad Meadow has a community of like-minded people in a safe, relaxed environment. At the heart of the community is an outstanding range of facilities tailored towards comfort and wellbeing.

Specific amenities on site include a gym, general store, activities hall, hair and beauty salon, games room, restaurant, bar and social lounge, launderette, green house and a lifestyle centre

*[Midland Heart Housing Association]*



### Housing associations

**These organisations could:**

- bring forward more projects that accord with HAPPI standards and meet the breadth of retirement needs;
- take forward the emerging technological changes through telecare and telehealthcare that will support independence, security and wellbeing in retirement housing schemes;
- use their knowledge of shared ownership housing to provide for those elderly home owners in lower value properties for whom the full cost of new retirement apartments is too high;
- explore further the options for 'senior living' and 'co-housing' whereby a group of older people play an active part in the planning and subsequent management of their retirement accommodation.

**The HAPPI design features need to be implemented to make retirement housing a more attractive and interesting proposition for greater numbers of older people. [Age UK]**

N.B. The House of Lords Select Committee on Public Services and Demographic Change, chaired by Lord Filkin, is due to provide a broad assessment of both the fiscal and practical challenges for public services posed by an ageing population. This Committee is due to report in February 2013. This APPG Inquiry will submit its recommendations on implementing the HAPPI recommendations to the Select Committee to help inform their deliberations on implications for housing of demographic change.

Ellesmere House, Chelsea, [PTEa architects for Care UK]



Photo: Tim Crocker

# In conclusion

The APPG Inquiry's Plan for Implementation for boosting the supply of retirement housing is offered to policy-makers and practitioners at a crucial time. In the months ahead government will be pursuing its efforts to promote more house building, in order to stimulate growth as well as to tackle the chronic under-supply of new homes.

Government will also be reviewing its Housing Strategy for England, publishing results from various relevant consultation exercises, and considering next year's comprehensive spending review. Local authorities are busy with Local Plans and local housing strategies, now working within a more pro-development context of the National Planning Policy Framework with private and social sector partners they are assessing local housing needs and local health and care needs, and the links between these.

The message from our Inquiry is that this is the time to consider the steps in the Housing our Ageing Population: Plan for Implementation (HAPPI 2) to take the opportunity to achieve the double benefit of fulfilling the housing requirements of older people while simultaneously making available family homes for the next generation.



Maurice & Vivienne Wohl Campus, Barnet [Levitt Bernstein for Jewish Care]



**With the population of the country steadily rising and life expectancy dramatically improving in recent decades, there are more 65-year-olds in the UK than at any point in history. [Office for National Statistics]**

Photo: Tim Crocker



▲ Roden Court, Highgate; 2012 HDA HAPPI award – shortlisted [PTEa architects for One Housing] ▶

# Appendix 1

## All Parliamentary Group on Housing and Care for Older People

The APPG on Housing and Care for Older People is a cross-party group of MPs and Peers which raises the profile of housing and care for older people amongst Parliamentarians. The Secretariat of the Group is provided by Independent Age, funded by Hanover Housing Association and MHA.

## HAPPI 2 Inquiry: Participating Parliamentarians:

**Lord Best** *[Chair]*

**Sarah Newton MP**

**Baroness Andrews**

**Nick Raynsford MP**

**Baroness Barker**

**Lord Stoneham**

**Baroness Howarth**

**Baroness Wilkins**

**Baroness Neuberger**

## Inquiry Secretariat:

**Jeremy Porteus** *[Secretary]*

**Marie Kirk**

**Sue Adams**

## Evidence in person:

**Roger Battersby**

*PRP Architects*

**Kevin Beirne**

*One Housing Group*

**Jon Bright**

*DCLG*

**Tim Carpenter**

*Willmott Dixon*

**Ruth Cooke**

*Midland Heart Housing Association*

**Gary Day**

*McCarthy & Stone*

**Patrick Devlin**

*Pollard Thomas Edwards Architects*

**Kathleen Dunmore**

*Three Dragons*

**Antony Hamilton**

*Hanover Housing Association resident*

**Richard Harral**

*DCLG*

**Nicola Hughes**

*Shelter*

**Kevin McGeough**

*Homes and Communities Agency*

**Joe Oldman**

*Age UK*

**Julia Park**

*Levitt Bernstein Architects*

**Tony Pidgely**

*Berkeley Group*

**Steve Quartermain**

*DCLG*

**Robin Tetlow**

*Tetlow King Planning*

**Barry Thompson**

*Age UK service user*



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## The APPG on Housing and Care for Older People is supported by Hanover Housing Association and Methodist Homes

### About Hanover Housing Association

Hanover is one of the UK's leading providers of affordable housing and services for the over 55s. Founded 50 years ago, it now manages approximately 19,000 properties in over 600 locations. These include:

- Approximately 5,000 home ownership/leasehold properties
- Approximately 14,000 properties for rent
- Of the total, approximately 3,000 properties are Extra Care

Hanover also manages a 24 hour, 365 days a year emergency response service handling over 400,000 calls a year from over 20,000 residents.

**Head Office: Hanover Housing Association, Hanover House,  
1 Bridge Close, Staines TW18 4TB**

**Tel: 01784 446000**

**Website: [www.hanover.org.uk](http://www.hanover.org.uk)**



### About MHA

MHA is a charity providing care, accommodation and support services for older people throughout Britain. We are one of the most well-established care providers in the sector and amongst the largest charities in Britain, providing services to older people for nearly 70 years. MHA delivers a range of high quality services to 16,000 individuals:

- 5,000 older people living in care homes – residential, nursing and specialist dementia care;
- 2,000 older people living independently – in a range of purpose-built apartments with flexible support and personalised care
- 9,000 older people supported via live at home services in the community.

**Our services are delivered by 7,000 dedicated staff and enhanced by the commitment of 4,000 volunteers.**

**Head Office: MHA, Epworth House, Stuart Street,  
Derby DE1 2EQ**

**Tel: 01332 296200**

**Website: [www.mha.org.uk](http://www.mha.org.uk)**





Copies of this report can be downloaded from  
the Housing Learning and Improvement Network website  
at: [www.housinglin.org.uk/APPGIquiry\\_HAPPI](http://www.housinglin.org.uk/APPGIquiry_HAPPI)

