

Independent Living - Bolton's Housing Strategy for Older People

January 2020

1. **EXECUTIVE SUMMARY**

- 1.1 As our population ages, so the pressures on our public services increase. In Bolton we have an excellent track record of supporting older people to live independently in their own home and this work will continue. However, for many older people remaining in their existing home is either not an option or is not a lifestyle choice, most find their housing options are limited. Bolton's existing supported housing provision is outdated and often not fit for purpose in the longer term. As a result, Bolton Council made the decision to develop this strategy.
- 1.2 Our Vision: ***To provide an increased choice of homes and support options for people as they get older. This will assist older residents to live happy, secure, productive and independent lives in their communities.***
- 1.3 This strategy is co-written by the Departments of People and Place, along with significant input from our partner organisations who work to deliver Housing for older people in Bolton and aims to meet the needs and aspirations of our residents as they age and address the challenges outlined below.
- 1.4 As part of our consultation process this strategy has been discussed at the Department of People Senior Leadership Team and the Department of People Directorate Leadership Team in July/August this year. The report has been updated to incorporate their comments. People DLT are now happy for the formal approval process of this strategy to sit with the Department of Place.
- 1.5 In October 2018 the Chief Officer, Greater Manchester Health and Social Care Partnership wrote to all GM Authorities providing an GM evidence base and a request that localities develop a Supported Housing Strategy "which ensures future development is based on the needs of the whole population and delivers a diverse, mixed market with cross tenure housing options." The request concluded that "upscaling and improving our provision of supported accommodation, both with and without care and support, will ensure that residents can live as independently as possible in the community. It will also facilitate a shift away from residential and nursing care."
- 1.6 **Independent living**

The North West Sustainability Review concludes that in terms of the Care market the North West Region cannot continue to support people in the same way. The Region needs to:

- Alter the balance of support away from expensive residential care and into more independent living housing models
- Support a lower proportion of the population for less of their life
- Innovate to lower cost of long-term care e.g. use of technology

1.7 Ageing Population in Bolton

Whilst public sector services are already stretched, it is likely that as the population ages with increasing numbers of older people living alone with long-term health conditions, the challenges will continue to increase. Population projections 2016-2041 show:

- An increase of 18,900 people aged 65+ (% change of 39.4%)
- An additional 756 people aged 65+ per year
- Reduction in the working age population, increasing pressures on recruitment of care workers

1.8 Challenges in Bolton's Housing Market

- Bolton's housing market does not function properly because as people age there is little or no-option for move-on. The result is older people struggling to live and maintain an under-occupied home, whilst much needed large family homes are not being released onto the market.
- Oversupply in affordable rented sheltered accommodation
- Lack of purpose-built Extra Care Housing (providing care and support as required)
- Currently no HAPPI schemes designed for retirement living (very successful in other areas)
- Lack of owner-occupied / part owned accommodation built specifically for older people
- Overall need to improve communication, information and networks regarding choice for older people's housing options

1.9 Care and Support

- Significant savings can be made as we shift from residential care into independent living options
- Projected demands on residential, nursing and home care are unaffordable if the Council maintains our existing approach
- Co-commissioning of locality-based care and support services combined with increased use of technology should be developed alongside a new housing offer

1.10 Strategy Ambitions

Bolton 2030 Vision: -

Independent Living - Bolton's Housing Strategy for Older People will support the delivery of agreed outcomes in Bolton's 2030 Vision under both People and Place themes: -

- Ageing well – Older People in Bolton stay healthier for longer, and feel more connected with their communities (People theme)
- Strong & Distinctive – Stronger, cohesive, more confident communities in which people feel safe, welcome and connected (Place theme)

Our Ambitions for this strategy are: -

- Develop our understanding of the needs of older people and involve them in the co-design of future accommodation
- Provide a greater choice of housing options including a range of tenures to help older people live independent active lives.
- Develop care & support services (including the use of technology) providing increased choice for older people to support independent living
- Continue to develop communications, information and networks to ensure people understand their housing options as they age
- Continue our partnership approach to delivering housing options for older people

1.11 Working in Partnership

This Strategy has been developed and will be implemented with the input from a wide range of Council teams, partner organisations and groups including:

Developed by

- Independent Living Housing Delivery Group: - Strategic Housing, Adult Social Care Commissioners, Bolton CCG and Bolton Community Homes Manager

Consulted with

- Bolton Implementation Group Extra Care
- Bolton Community Homes Board and Bolton Community Homes Growth Group
- Bolton CCG Executive
- Housing and Health Steering Group
- Managers of Older People Services – Housing Provider
- GM Supported Housing Group
- People SLT and DLT

2. INTRODUCTION

- 2.1 Bolton has a proud record of supporting the most vulnerable people in our community. Providing safe, secure accommodation backed up by appropriate support, care and advice has always been a key priority.
- 2.2 Over recent years all agencies / partners involved in this work have been challenged. Financial constraints combined with changing Government policy has often resulted in real uncertainty and yet Bolton continues to deliver a wide range of quality services. Our existing supported housing provision covers; older people, people with disabilities and mental health issues, young people and those leaving care, people at risk of domestic violence and those impacted by homelessness.
- 2.3 Recently there has been significant work progressing through the Greater Manchester Combined Authority (GMCA) regarding existing and future needs of supported housing. At the same time Government policy has now provided a degree of certainty about resources and partners are looking to develop new provision. The time is right for Bolton to pull together a strategy which will review the way supported housing is currently delivered and plan for future accommodation in the medium and longer term.
- 2.4 To simplify things, we have decided that instead of one strategy covering all client groups covered by supported housing, we will instead develop two papers, the first for older people, the second covering other client groups. Both will provide relevant data, results of consultation undertaken and a plan outlining the key tasks required over the next 5 years and beyond.

3. SCOPE AND DEFINITION

3.1 Scope

The latest population projections for Bolton show that most of the projected population growth to the year 2041 can be attributed to people of pensionable age. For this reason, we have decided that the scope this strategy will focus on housing for older people (age 55+).

3.2 Defining Housing for Independent living

- Housing where additional services or design are included to enable the resident to live with independence
- Delivers preventative and enabling interventions
- May be transitional or long term
- Additional services may be any service over and above the universal services delivered to general let accommodation
- Additional services may include intensive housing management; technological solutions; personal support and care (this is not an exclusive list)
- Services will be delivered flexibly according to the residents need and for the time period that that need exists

3.3 Defining the types of Housing required in Bolton

This strategy aims to create a range of new homes and make the best use of existing provision, providing choices for our residents as they age. It is important to stress these are housing options for independent living (not care options). That means that the occupant maintains independent living and is responsible for their home. Whilst this is considerably cheaper than placing people in care homes or hospital, it also delivers what people want most as they age – to live independently in their own home. All homes can be made available via a range of housing tenure options including; private sale, shared ownership, private rent and affordable rent etc. The definitions below describe the provision required for the future and make reference to what currently exists in Bolton.

Links are provided below to videos and reports which show in more detail the potential of future schemes proposed for Bolton.

- 3.4 **Extra Care Housing** – Defined community of approx. 60+ individual homes (usually apartments under one-roof) in one secure location. Extra Care provides retirement living with Care and Support options available on site, 24/7 which people can access when they need it. Modern schemes provide homes of choice for older people. Many are built to a high specification and include community facilities such as shops, gyms, medical centres, hairdressers, restaurants etc. often open to the wider community. Outdoor spaces and balconies provide additional space for people to meet and socialise. Schemes have mixed age / ability communities and there exists a wealth of evidence showing real improvements in people’s health and standard of living. Extra Care can provide housing of choice for older people with a wide range of support available. It can also provide more specialist housing for people with a certain condition e.g. Dementia.

<https://www.housinglin.org.uk/Topics/type/The-Future-for-Extra-Care-Housing/>

<https://www.housinglin.org.uk/Topics/type/Designing-a-successful-Extra-Care-Housing-scheme/>

Bolton currently has ten schemes managed by three landlords. Bolton Cares deliver the on-site care for all existing schemes. Except for Manor Gardens all schemes are located in the most deprived areas of Bolton and have been converted from a previous use, not designed as Extra Care. Much of Bolton’s existing Extra Care provision is outdated and does not reflect the provision which we propose for future development.

- 3.5 **HAPPI Homes** – Defined community of approx. 25 individual homes (usually a mix of bungalows and apartments) in one secure location close to community facilities. HAPPI Homes are designed specifically for retirement living and meet HAPPI Design Standards (Housing our Ageing Population: Panel for Innovation). These homes will also have technology assistance capacity built in.

<https://www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/>

Bolton does not currently have any HAPPI Homes provision.

- 3.6 **Retirement Homes** - Homes designed for retirement living, these individual homes can be built as small developments or form part of a larger mixed housing development. Retirement Homes are designed and built to ensure the homeowner can live independently for as long as possible. Ideally, they are designed to meet Lifetime Homes 16 Design criteria e.g. an accessible bathroom. These homes can also have technology assistance capacity built in.

<http://www.lifetimehomes.org.uk/>

Bolton has a range of Retirement Homes; most are currently affordable rented. There is a need for additional homes with an emphasis on owner occupation / shared ownership, offering residents a real choice to move out of large family housing and right size to more appropriate homes of choice.

- 3.7 **Sheltered Homes** – Homes providing residents own flat or bungalow in a block or on a small community. Residents are usually over 55 (some existing schemes include under 55s if they have a support need). Schemes provide independent, self-contained homes with their own front door with access to support when required.

Bolton has traditionally a high proportion of Sheltered Housing and the recent published GM data pack suggest Bolton has a significant over-supply particularly as a social rented model. Bolton's existing housing stock already consists of over 3500 units of Sheltered Housing. This strategy aims to ensure our Sheltered Housing provision is fit for purpose and we make the best use of this asset. Providers of existing Sheltered Housing will review the definition, support and allocations of their schemes as well as the condition of the properties to ensure our future Sheltered offer is fit for purpose and offers a "needs led" and a "lifestyle choice-led" offer.

4. **STRATEGIC CONTEXT**

4.1 **National Context**

Through the recently published Supported Housing Funding Policy Statement the Government acknowledged the importance of accommodation with support and the valuable role it plays in supporting our most vulnerable residents. The Government has committed to protecting existing accommodation with support as well as increasing supply to enable greater access and choice.

- 4.2 The above policy statement sets out the Government's intention to continue to fund long-term accommodation with support for working age adults through the welfare system, while introducing a new 'sheltered rent' for accommodation with support for older people.

- 4.3 In terms of capital funding for new schemes the Government via Homes England have made funds available through the Shared Ownership and Affordable Homes Programme (SOAHP) 2016 – 2021. Within this programme there is a funding stream for specialist accommodation including: housing for older people, extra care and retirement villages.

4.4 **GM Strategic Context**

The Greater Manchester Supported Housing programme has the vision of a housing offer that can respond to the needs of our population and those requiring support and

enables them to live well in their own homes. The workstream is an integral part of Adult Social Care Transformation, as an effective supported housing market enables delivery of the rest of a health and social care system that promotes independence and prevents people going into more acute settings and care homes.

- 4.5 The ASC Transformation Programme is fundamental to the delivery of [Taking Charge](#), the bold and ambitious plan to improve health and wellbeing outcomes across Greater Manchester, putting people and places at the centre of service delivery, thereby helping to achieve economic growth and sustainability in the city region. A strong and fit for purpose GM supported housing market underpins the success of the whole ASC programme objectives and enables people to live supported or unsupported in their own homes.
- 4.6 Across GM, adult social care performance is varied, although we are on an upward trajectory; there is significant variation in approach, quality and effectiveness. Challenges in social care also have consequences across the health and care system, increasing the scale and impact of systemic issues. Social care and support are an integral part of enabling people to remain living well in their own homes with models of care and support that can be designed to provide effective alternatives to hospital-based provision.
- 4.7 Under the ASC transformation programme, local areas are developing and implementing plans for integrated health and social care in the localities, typically involving integrated neighbourhood teams including adult social care, mental health, primary care and community health, all underpinned by an assets-based approach.
- 4.8 Supported housing is key to enabling the activities of the ASC transformation programme, by providing a sustainable alternative to inappropriate hospital-based provision and strengthening the community support offer for older people and those with support needs. This in turn will support a social care system that is less reliant upon nursing and residential care.
- 4.9 The objectives of the programme are to:
 - Support a social care system that is less reliant upon nursing and residential care
 - Identify and test opportunities and innovative delivery arrangements
 - Oversee and advocate up-scaled provision of extra care
 - Create confidence in the market for providers and developers
- 4.10 By utilising the opportunities presented through devolution, citizens should be empowered to live healthy, independent lives in a suitable home within their own communities and draw on their skills and strengths to contribute to health, wellbeing and economic growth within Greater Manchester.
- 4.11 In line with the [GM Housing Vision](#), the GM supported housing workstream has considered the supported housing we have, as well as the supported housing we will need in the future. Fundamental to this has been the development of a robust evidence base to inform and underpin the GM strategic approach, including a comprehensive supported housing census, predictive modelling for future accommodation need and utilising complimentary research on future care needs.
- 4.12 GMHSCP are working with localities, commissioners and providers to identify and test opportunities and innovative delivery arrangements, oversee and advocate up-scaled provision of extra care, and create confidence in the market for providers and

developers, to ensure a pipeline of quality supported housing to meet the needs of individuals and communities.

- 4.13 This shift in approach to supported housing can only be delivered in collaboration with partners across housing, planning, health and care, voluntary sector, citizens and local communities. Drawing together these key stakeholders and making a collective commitment to change will be central to taking this work forward.

4.14 **GM Demographic and Social Context**

Greater Manchester (GM) is home to 2.8 million people living in 1.2 million homes. Although a comparatively young conurbation, the area is facing the challenge of an ageing population, whilst also having relatively high levels of deprivation and health inequalities. Supported housing supply varies across GM, and for some client groups the current stock may not be enough for future needs. This section provides the current demographic context of the conurbation and shows the projected trends in the population and health outcomes of those that may require supported accommodation.

- In GM, 20% of people live in social rented accommodation, 18% in the private rented sector and 62% in owner occupation, with almost half of these people owning their homes outright. Older people are more likely to be owner-occupiers, and the number of young people owning homes has decreased over the last 20 years.
- Within Greater Manchester, there are a lower proportion of older people than the national average, with 18.7% of households aged over 65 compared to 20.7% in England. The population is projected to increase for all age groups over 55, with the eldest age group of over 85 expected to increase by 79% between 2016 and 2036. This represents an increase from 1.9% of the total population in 2016 to 3.2% in 2036.
- In terms of households, in 2016 3.5% of all heads of households in Greater Manchester were aged over 85 and 8.8% were aged between 75 and 84. By 2036 this is expected to rise to 5.6% for those aged over 85 and 11.5% for those aged 75 to 84.
- The average life expectancy in GM is almost two years lower than the average for England, with the gap rising to nearly three years for men and four for women in terms of healthy life expectancy.
- There are a higher proportion of people in GM living with a long-term health problem or disability than the national average, with a significantly higher proportion living in the social rented sector than in either owner-occupation or private renting.
- In Greater Manchester there will be 43% more people aged over 65 living alone by 2035 (although this is below the national average of 48.5%) and 70% more people requiring accommodation with high level support. Around 42% of those over 65 in Greater Manchester will be unable to carry out at least one domestic task on their own and would therefore need some form of care.
- By 2035, 30% of those aged over 65 in Greater Manchester will have a limiting long-term illness that limits their day to day activities (higher than the national average of 25.3%). In Greater Manchester, 7.8% of over 65s are predicted to have dementia in 2035, an increase of 63.3% from 2017. This is a lower proportion than for the North West as a whole (8.1%) and nationally (8.3%). This is a significant increase between 2017 and 2035 of 63.3% even though it is lower than the national increase of just over 70%.

- In Greater Manchester 2.2% of the population are expected to have a serious physical disability by 2035, similar to projections for the North West and nationally, both at 2.3%.

4.15 **Bolton Strategic Context**

The Bolton Vision 2030 aims to deliver an Active, Connected and Prosperous Bolton. Independent Living - Bolton's Housing Strategy for Older People will support the delivery of agreed outcomes in Bolton's 2030 Vision under both People and Place themes: -

- Ageing well – Older People in Bolton stay healthier for longer, and feel more connected with their communities (People theme)
- Strong & Distinctive – Stronger, cohesive, more confident communities in which people feel safe, welcome and connected (Place theme)

4.16 Bolton's Housing Delivery Plan 2019 clearly evidences the need for homes for older people. The report provides accurate numbers of housing provision required by type of home and location. In addition, the report identifies suitable sites and provides details of how interventions can bring these sites forward for development.

4.17 Bolton's new Housing Strategy is in development. It is likely that independent living housing will form part of the Priority – *Health and Well-being* with the goal of *Enabling good quality housing to support well-being objectives*.

4.18 Bolton has established an Independent Living Housing Delivery Group involving staff from Strategic Housing, Adults Social Care Older People Commissioning, Bolton CCG and The Bolton Community Homes Partnership to oversee the development this Strategy. The group is also working closely with the GM Supported Housing Group.

4.19 The strategy has also been developed in consultation with; Bolton Implementation Group Extra Care Housing, Bolton Community Homes Board, Housing and Health Steering Group, Bolton Age-Friendly Strategy Development Group and People SLT and DLT. The Delivery Plan will involve consultation with Elected members and the wider public.

4.20 This strategy forms part of Bolton's strategic approach to developing housing options for older people. These options include assisting people to remain living in their own home and increasing housing and supported housing choices. This approach includes:

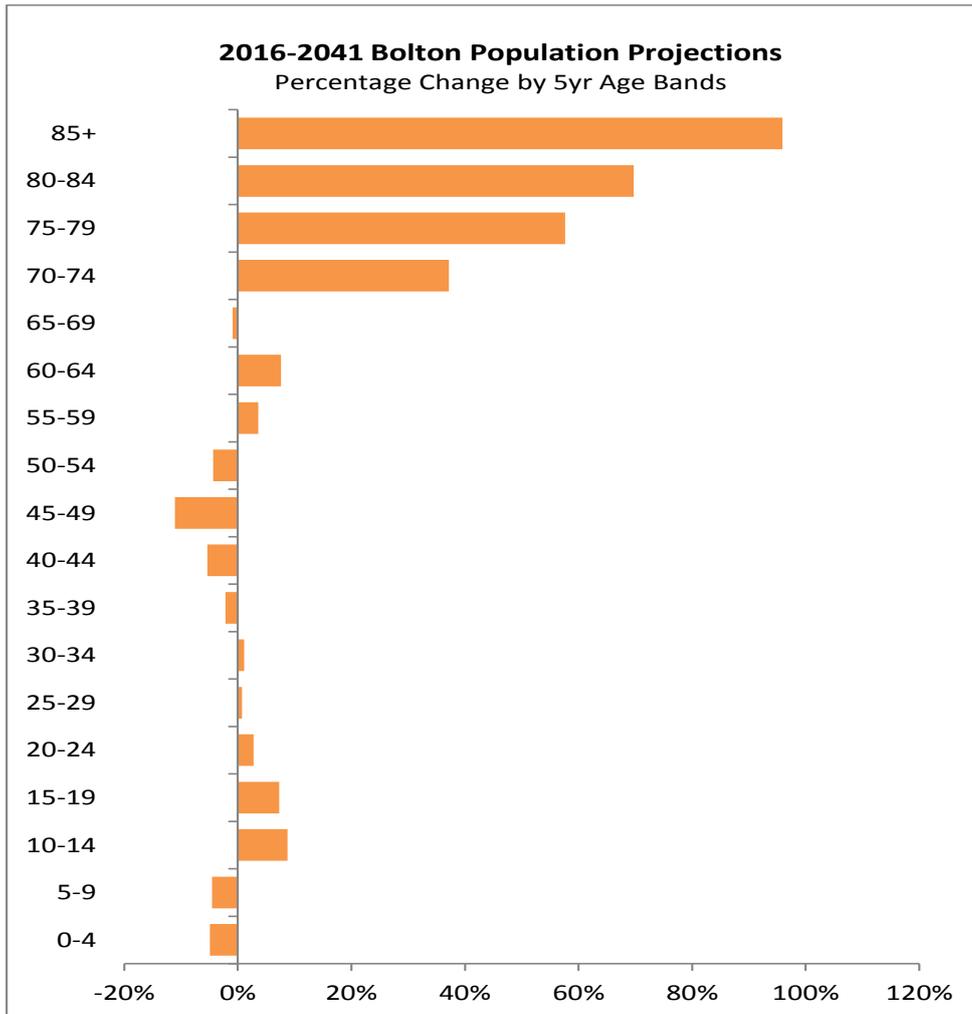
- Commissioning our Care and Repair service – assisting people to remain in their existing home
- Independent Living - Bolton's Housing Strategy for Older People – developing positive choices for independent living
- Extra Care Delivery Strategy – deliver 5 schemes in 10 years
- Housing Delivery Plan – sites, funding, interventions and delivery

4.21 **Bolton Demographic and Social Context**

The most recent population projections published in November 2018 clearly demonstrate how Bolton's population will age over the period 2016 – 2041

- Overall 6% increase in total population (18,000 people, 720 per year)
- Proportion of population aged 65+ will increase from 1 in 6 to 1 in 4
- Ave increase of 750 people of pensionable age each year
- The vast majority of the projected population growth can be attributed to people of pensionable age.
- 17% of people on the Housing Register are aged 60+

(Fig 1) Source: ONS 2016 based population projections (Nov 2018)



(Table1) Source: ONS 2016 based population projections (Nov 2018)

	2016		2041		Total Change	Percent Change	Average annual change
	Number	%	Number	%			
Ages 0-15	59,600	21%	59,700	20%	100	0.2%	4
Ages 16-64	176,000	62%	174,900	58%	-1,100	-0.6%	-44
Ages 65+	48,000	17%	66,900	22%	18,900	39.4%	756

- 4.22 The increase in older people living with age-related disabilities and complex needs will lead to an increase in requirements for support as the population changes. This projected increase will have a direct correlation with the increase in need for supported housing and demand on social care services.
- 4.23 At the time of the 2011 Census, there were 41,873 residents in Bolton that were aged 65 or over. The table below highlights the areas across the borough where the highest numbers / concentrations of older people are living.

(Table 2) Bolton 65+ population by Housing Market Area (Census 2011)

Housing Market Areas	No. Residents 65+	Percentage of the overall population HMA	Percentage of the overall population 65+
Astley Bridge, Bromley Cross and Harwood	6828	19.1%	16.3%
Deane, Derby, Daubhill and Great Lever	5115	11.3%	12.2%
Heaton, Lostock and Smithills	4792	19.3%	11.4%
Horwich and Blackrod	4396	17.7%	10.5%
Little Lever, Darcy Lever and Kearsley	4184	15.1%	10.0%
Tonge and Brightmet	4176	15.4%	10.0%
Halliwell and Crompton	3862	12.7%	9.2%
Westhoughton with Chew Moor	3678	14.4%	8.8%
Farnworth with Harper Green	3376	14.3%	8.1%
Over Hulton	1237	28.0%	3.0%
Bolton Town Centre	229	14.7%	0.5%

Prioritised by highest number of residents

- 4.24 Table 2 shows where the concentrations and high numbers of older people are located across the borough. The Housing Market Areas with the largest number of older people are Astley Bridge, Bromley Cross & Harwood, Deane, Derby, Daubhill and Great Lever. Where there are high numbers, this tends to be reflected in the proportion of the HMA population. However, of interest is Over Hulton which has a relatively small percentage of the overall older population, but this makes up a large percentage of the residents that live there.

5. VIEWS OF BOLTON'S RESIDENTS

In recent years several housing related studies have taken place in Bolton. This work has involved consulting with the residents of Bolton to identify their views on housing and related issues as they age. The results are summarised below.

5.1 Bolton Housing Needs Assessment 2016

As part of this report a Household Survey was undertaken of Older People (Aged 65+)

- The majority (64.2%) want to stay in their own current home with help and support when needed
- 20.5% would consider buying a more suitable home on the open market
- Sheltered and Extra Care is an attractive option, especially for rent:
 - 25.6% would consider renting Sheltered, 11.2% to buy, 5.5% part buy

- 17.6% would consider renting Extra Care, 8.6% to buy, 4.8% part buy
- 12.3% would consider co-housing
- Main reasons why older people are unable to move
 - 49% cannot afford to
 - 15.7% lack of suitable adapted properties
 - 21% lack of suitable property in area
 - 21.6% lack of suitable property type

(Table 3) Dwelling aspirations and expectations of households (HNA 2016)

Dwelling Type	Aspiration (%)	Expectation (%)
House	19.7%	20.4%
Bungalow	44.9%	49.9%
Flat	25.4%	23.4%
Other	10.0%	6.3%
Number of Bedrooms	Aspiration (%)	Expectation (%)
1-2 Beds	73.1%	71.7%
3 Beds	24.6%	26.5%
4+ Beds	2.3%	1.8%

Future housing choices

Housing choice	Aspiration (%)	Expectation (%)
Downsizing	51.1%	53.6%
Staying same	37.9%	42.6%
Moving to larger property	11.0%	3.8%

5.2 Whilst the 64% of older people state they wish to remain in their existing home we are aware that people would consider moving to a more suitable home if available. Table 3 suggests significant demand for smaller 1-2 bed bungalows / flats but only if the design and location meet people's needs and aspirations. The Housing market is failing due to the lack of availability of suitable accommodation for older people, which, if available would not only assist older people to live independent lives but would also free up much needed larger family housing.

5.3 Thinking ahead about independent living 2018

This project was commissioned by Bolton Council. Healthwatch interviewed 149 people (average age 56) through both 1:1 and group discussions. The results are summarised below:

- The Existing perceptions of supported living is 'where you move when you can't manage your own home'
- Terms like Extra Care are not understood by many people.
- There is stronger knowledge of Sheltered Housing

- Tenure questions raised issues about protecting their savings and the kinds of neighbours they would be living with
- People often commented that they did not want to live with only old people

What is important in an Extra Care Scheme

- ✓ Repair and maintenance
 - ✓ Transport links
 - ✓ Crisis and emergency response
 - ✓ Security
 - ✓ Internet
 - ✓ Café
 - ✓ Car park
- **Building** – convenient location, gardens, flat surfaces, space, low maintenance, quality build, security
 - **Communal Spaces** – for relatives, mixed ages / abilities, socialising, parking for self and visitors
 - **Personal Space** – ownership, avoid feeling trapped, for life, privacy
 - **Independence** – local links, library
 - **Services** – café / food, internet, hairdressers, cleaner
 - **Assistance** – flexible, to meet needs, mental health, physio, podiatry, TEC for support, treatment room, help with bigger jobs / shopping
 - **Activities** – sports, gym, gardening, entertainment, also open to community
 - **Information** – people are concerned about financial implications, tax, bedroom tax and need good advice from a trusted source (leaflets and on-line). The most popular source of information is the Council, UCANs and Social workers. Generally, people feel ill-informed about housing options.
 - **Tenure** – residents would like to see a range of schemes on offer (large and small) with both flats and bungalows available. Also, mixed tenure to allow the options of renting, buying outright or shared ownership (less popular).

5.4 Housing for Independent Living – Housing LIN 2014

This report was commissioned by Bolton Council to explore the housing needs and aspirations of older people in the town. Part of the project was to explore potential new models of housing for older people.

The project delivered consultation with both older people and key stakeholders

5.5 Choice and Independence

- People currently living independently and own their own home outright do not aspire to downsize to a flat. However, they are concerned about managing and maintaining their current home and garden.
- Reduced mobility due to physical frailty or medical conditions and affordable warmth often leads people to review their housing options.
- Older people find it difficult to find reputable firms to undertake work on their homes. Need to promote and develop Care and Repair service as most feel they are not eligible.
- Many would like to see developments in TEC to assist independent living. Careline and medication dispensers remain popular.

5.6 Advice and Information

- Lack of knowledge of housing advice and information services are a recurring theme with older people
- Many older people do not plan for their future and take a 'let's see what happens' approach.
- Lack of available housing designed for Lifetime Living is an issue in Bolton giving people little option but to stay put.
- People are very confused about care and support options and how they are paid for. Many feel it is only those who shout loudest who get any assistance.
- Many people think the only support on offer is via a Social worker when you reach crisis. No information is available at the preventative stage.
- Many struggle with on-line services and want to sit down and talk face to face
- Older people appear to really struggle with the Choice Based Lettings system and the concept of bidding for a property.

5.7 Housing Availability

- Many of Bolton's existing extra care schemes are outdated (not all, some are very popular)
- There are insufficient higher end properties for those people who want to downsize especially from owner occupation
- Need more choice for people who do not want to move into existing sheltered / extra care offer. Existing supported housing offer is seen as the only option left when you hit crisis.
- Many people have seen newer retirement developments in other towns and would like something similar in Bolton.

6. OUR EXISTING SUPPORTED HOUSING FOR OLDER PEOPLE

6.1 Existing Schemes

Bolton's existing provision is summarised below. Approximately 70% of this provision is funded by Bolton Council with the other 30% being self-funded.

The Greater Manchester Data Pack published in 2018 provided a breakdown of data sourced from the Housing LIN and the Elderly Accommodation Counsel. The current provision in Bolton is:

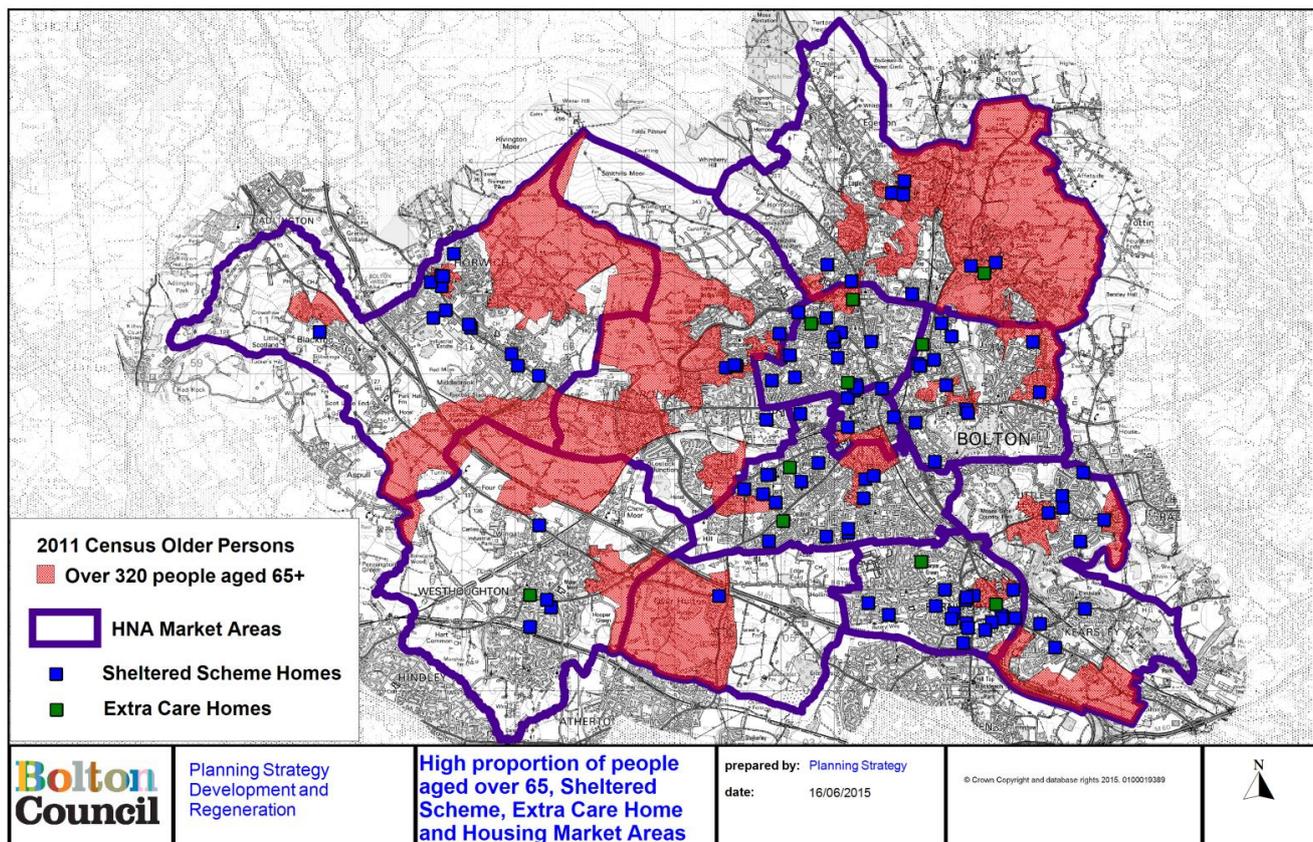
Extra Care (Housing with Care)

- 321 – Rent
- 0 - Leasehold
- **321 Total**

Sheltered & Retirement Housing

- 5539 – Rent
- 422 - Leasehold
- **5961 Total**

(Fig 2) Location of Sheltered /Extra Care Housing and location of older people



6.2 Challenges with our existing schemes

- Schemes are mainly located in the most deprived areas and often not located where the majority of older people live
- Distinct lack of owner-occupied accommodation on offer that has been designed and built specifically with older people in mind.
- Lack of housing choice for people seeking independent living in older age
- Of the ten existing Extra Care schemes in Bolton only Manor Gardens was specifically designed as Extra Care, all the other schemes have been designed for a previous use. The majority of existing residents have significant care needs. The result is our existing provision is not designed for purpose and has a culture similar to a care home.
- Bolton needs significantly more purpose-built supported housing with a mix of ages and abilities to promote community living.
- Bolton needs to re-balance its offer regarding sheltered and retirement housing. Increases in home ownership / shared ownership /market rent opportunities will provide existing homeowners the opportunity to choose to move into more suitable housing and free up the family homes they currently occupy. Bolton also needs to address the current over-supply of sheltered rented accommodation and review the allocation and support offered.

7. **ADULT SOCIAL CARE**

7.1 Our vision for Bolton is to provide homes for older people to assist them to live independently for as long as possible. This policy aims to reduce the number of people who currently have no other option but to move into residential care homes. Whilst residential care homes are not part of this strategy, demand and projected demand for care homes is useful data to estimate potential demand for supported housing. The same applies for demand for Home Support.

7.2 This section examines our latest data for social care. It should be highlighted that this data reflects demand for the Councils social care packages. Our data estimates that this is approximately 50% of total demand as more affluent residents seek assistance privately and pay for support themselves.

7.3 **Residential and Nursing Care**

Forecasting for Council packages for residential and nursing care are provided from 2017 to 2029 using identified demand via the Councils Liquid Logic database and population projections. Table 4 below shows an estimated increase of 435 care packages on a service that is already under considerable strain.

***(Table 4) Residential and Nursing Care Forecast (Council Care packages).
Source: Liquid Logic***

Year	Aged 65-84	Aged 65-84 with Dementia	Over 85	Over 85 with Dementia	Total
2017	247	104	339	99	789
2029	367	289	399	169	1224

7.4 **Home Support**

Forecasting data for Council packages of Home Care Support are provided from 2016 to 2024

(Table 5) Home Care Demand by Neighbourhood. Source: Liquid Logic

Neighbourhood	2016	2024	Increase
Brightmet/Little Lever	223	424	201
Central / Great Lever	211	104	-107
Chorley Roads	173	379	206
Crompton/Halliwell	141	230	89
Farnworth/Kearsley	207	292	85
Horwich	192	194	2
Rumworth	190	327	137
Turton	114	222	108
Westhoughton	108	223	115
Total	1559	2395	836

Table 5 shows the demand for Home Care increasing across most geographic areas of Bolton. The data relates to Adults and Social Care Neighbourhoods and Districts. A map showing these can be found in appendix 1.

8. POTENTIAL FINANCIAL BENEFITS

8.1 The NW Sustainability Review concludes that in terms of the care market the North West Region cannot continue to support people in the same way. The Region needs to:

- Alter the balance of support away from expensive residential care and into more independent living options
- Support a lower proportion of the population for less of their life
- Innovate to lower cost of long-term care e.g. use of technology

The report calculates a cost saving of £314 per week or £16,325 per annum for each older person where community support is substituted in place of residential care.

(Table 6) ADASS Cost Benefit Analysis on uses of Extra Care Packages

Local Authority	Cheapest 10% Residential Service Users	Ave weekly cost of these 10%	Annual cost of these 60 placements currently	Est Extra Care Package for the same 60 placements	Cost difference per year
Bolton	60	£436.69	£1,362,468	£589,680	-£772,788

*Calculation is only based on cost and savings to social care and does not include savings on accommodation costs.

Table 7 uses the methodology above and our forecast of a total of 1224 residents requiring Council packages of residential and nursing care by 2029 to provide an estimate cost difference per year.

(Table 7) ADASS Cost Benefit Analysis on uses of Extra Care Packages

Local Authority	Cheapest 10% Residential Service Users	Ave weekly cost of these 10%	Annual cost of these 1224 placements currently	Est Extra Care Package for the same 1224 placements	Cost difference per year
Bolton	1224	£436.69	£27,794,445	£589,680	-15,764,973

Whilst the above is a crude calculation, it does provide an indication of the potential scale of savings. The calculation does not take into account accommodation costs, savings made on reductions in demand for Home Care and does not take into account the significant health benefits experienced by people who move into purpose built Extra Care schemes.

9. FINANCIAL IMPLICATIONS

- 9.1 As indicated in Section 8 there are potential significant savings to both health and social care if people live independently in their own home, rather than move into more expensive nursing and residential care.
- 9.2 Additional savings will also be achieved as people move into homes specifically designed for lifetime living. Some examples include; reduced A&E attendance due to falls and accidents in the home, reduced need for disabled adaptations, reduced pressures on our Independent Living Service.
- 9.2 Financial implications to the Council for actual construction of new homes will depend on the type of scheme and the land / land ownership. All new accommodation will be built and owned by partner organisations or private sector developers.
- 9.3 The Council and BCH Partners have recently commissioned the Housing Delivery Plan 2019. This plan details how Bolton can achieve its ambitions for housing growth and balanced communities, including homes for older people. The plan details interventions that the Council can make to overcome reasons why sites are not developed. These include securing Homes England funding, developer guarantees, review Section 106 agreements, commitments to provide on site support, design advice and construction risk assistance, sites in low value areas, increased construction capacity and reduced cost, shared ownership, deposit assistance, custom build and community-led development.
- 9.4 The majority of new housing proposed in this strategy will not require financial interventions by the Council as they are in line with the business plans of both private sector developers and our BCH Partners.

9.5 Schemes on challenging brownfield sites and extra care schemes may require interventions to make them viable. These will be assessed on a site by site basis and through the approach in the Housing Delivery Plan.

10. DELIVERY AND MONITORING

10.1 This is a long-term strategy involving Council staff from both People and Place and Health along with a wide range of partners across the public, private and voluntary sectors. Once implemented the report will be circulated to partners to provide clarity of direction in terms of Bolton’s ambitions for independent living options for older people.

10.2 The Strategy should be owned and monitored by the Health and Housing Steering Group, a sub-group of the Bolton Community Homes Partnership. A monitoring report will be provided to the group every 6 months. Established partnership groups should take responsibility for specific ambitions:

Ambition	Partnership Group Lead
1.	Independent Living Housing Delivery Group / Age-friendly Strategy Group
2.	Housing Delivery Action Plan / Bolton Community Homes Partnership
3.	Independent Living Housing Delivery Group
4.	Independent Living Housing Delivery Group
5.	Independent Living Housing Delivery Group

11. VISION AND ACTION PLAN

11.1 **Our Vision:** - To provide an increased choice of homes and support options for people as they get older. This will assist older residents to live happy, secure productive and independent lives in their communities

11.2 **Our Action Plan**

Task	Expected Outcome	Timescale	Lead
Ambition 1. Develop our understanding of the needs of older people and involve them in the co-design of future accommodation			
Continue to develop our evidence base to quantify accommodation needs by housing market, localities and neighbourhood areas	Provide developing partner organisations with detailed data to assist them with decisions in relation to building new homes and re-developing exiting	Review data requirements every 6 months	Strategy Team
Consult older people on this Strategy and establish a consultation plan to discuss key areas e.g. Developing a Bolton specification for future housing models	To ensure this strategy meets the future housing needs of our ageing population and to design future developments in line with the views of the people who are going to live in them	Consultation by March 2020	Strategy Team
Develop this ambition in partnership with the Age-friendly Strategy Group – <i>Making Bolton an even better place to grow old</i>	To develop our evidence and consultation in line with the work of the Age-friendly Strategy Group to achieve value for money and avoid duplication	Work is on-going with monthly meetings	Strategy Team / Age-friendly Strategy Group

Task	Expected Outcome	Timescale	Lead
Ambition 2. Provide a greater choice of housing options including a range of tenures to help older people live independent active lives			
<p>Deliver new accommodation and re-model existing to meet the demand for older people's accommodation as a result of Bolton's ageing population. The targets below meet the needs identified in the Bolton Housing Delivery Plan 2019 and the GM Supported Housing Data Pack requirements 2018.</p>	<p>Provide a modern housing offer to increase choice for older people and meet the needs of our ageing population</p>	<p>Review annually with the aim of meeting the target in 15 years</p>	<p>BCH Partnership</p>
<p>Ambitions for new build / remodelling of existing stock should aim to achieve:</p> <ul style="list-style-type: none"> • An additional 300+ units (5 schemes in 10 years) Extra Care. • An additional 700+ units HAPPI type communities designed specifically for older people (HAPPI Design Principles + Technology Assistance capacity). • An additional 1000+ units Age Specific Retirement Homes designed for lifetime living (Lifetime Homes Standards + Technology Assistance capacity) • Housing providers to review existing Sheltered housing (for older people) stock as suitable now and for the future. Overall aim to increase levels of purchase / shared ownership by 500+ units. Reduce levels of Sheltered Housing for rent, re-modelling stock where possible to deliver the targets above 	<p>Provide a modern housing offer to increase choice for older people and meet the needs of our ageing population</p>	<p>Review annually with the aim of meeting the target in 15 years</p>	<p>BCH Partnership</p>

Task	Expected Outcome	Timescale	Lead
Deliver new homes where they are needed most. Delivering models designed to meet local needs which will create vibrant active communities linked to existing community assets	Utilising a range of evidence, locate new developments in communities with the highest levels of older, vulnerable people. Ensure new residents can play and active fulfilled role in that community.	Scheme by scheme basis. Priority areas already identified	Strategy Team and BCH Partnership
Agree a range of funding options / interventions to deliver new housing delivery model(s) and secure additional funding in line with the Bolton Housing Delivery Plan	Joint working to secure funding and deliver interventions required to make development possible	Initial funding paper Sept 2019	Council Depts People and Place. BCH Partners
Identify existing and linked sites as potential for re-development	Secure sites for development	Sites already identified for initial schemes. Work is ongoing to identify additional sites, review every month	Housing Update Group. BCH Partners. One Public Estates Group
Explore need for specialised facilities / schemes e.g. Dementia	Develop evidence of need and explore potential options	Spring 2020	Independent Living Housing Delivery Group
Re-define existing Sheltered Service model (who for, outcomes, funding, services offered etc.)	Provide Sheltered schemes fit for purpose now and in the future	Work is on-going on a scheme by scheme basis	BCH Partnership
Seek to address the financial concerns of older people downsizing	Develop information to address concerns	Spring 2020	Independent Living Housing Delivery Group

Task	Expected Outcome	Timescale	Lead
Ambition 3. Develop care & support services (including the use of technology) providing increased choice for older people to support independent living			
Develop a range of layers of Support and Care from 'Light touch' to 24/7-hour Care to ensure all Supported housing options have access to a quality care and support	Agree Support and Care options	Summer 2020	Extra Care Implementation Group
Develop a model of community- based care, support and TEC services utilising existing assets providing care across a range of housing schemes / tenures	Agree model and review on a scheme by scheme basis	Summer 2020	Extra Care Implementation Group
Develop a model of community support / volunteering to assist carers in target areas	Ambition to improve and develop volunteering to assist older people to live independently	End 2020	Independent Living Housing Delivery Group / BCH Partnership
Agree long-term funding model(s) for Supported Housing	Provide certainty for delivery partners that schemes will be funded in the long-term	Summer 2020	Extra Care Implementation Group
Through the Extra Care Implementation Group continue to develop mixed ability, intergenerational communities in Supported Housing schemes	Where possible, develop housing schemes with clients of mixed age and ability to enable residents to assist each other and create a vibrant active community	Work is already progressing to deliver strategy 2017 - 2025	Extra Care Implementation Group

Task	Expected Outcome	Timescale	Lead
Ambition 4. Continue to develop communications, information and networks to ensure people understand their housing options as they age			
Evaluate performance of existing services (Housing Options for Older People, Housing Advice)	Evaluate the service and seek to improve any gaps in communication	Every 6 months	Independent Living Housing Delivery Group
Review published information and web sites	Evaluate the service and seek to improve any gaps in communication	Every 6 months	Independent Living Housing Delivery Group
Develop communications networks informing people of their options as they grow older (via community groups, partner organisations, social media etc.)	Evaluate the service and seek to improve any gaps in communication	Every 6 months	Independent Living Housing Delivery Group
Ambition 5. Continue our partnership approach to delivering housing options for older people			
Ensure our approach complements the work at a GM level under the overall Housing Strategy and Supported Housing Strategy work, including both Local Authority and GM Housing providers	Ensure Bolton's approach is co-ordinated with the wider GM approach	This plan will be presented to the GM Supported Housing Group in Sept. 2019	Strategy Team
Drive change and monitor actions through the Independent Living Housing Delivery Group	Deliver the strategy	Sept 2019 onward. 6 monthly updates	Independent Living Housing Delivery Group

Task	Expected Outcome	Timescale	Lead
Develop case studies and a range of information to assist partners understand the different housing concepts and options and potential outcomes for older people	Continued education of partner organisations e.g. CCG	Presented to CCG in June 2019. Further updates to be developed	Independent Living Housing Delivery Group
Ensure commissioning policies support the delivery of this strategy	Review policies	Spring 2020	Independent Living Housing Delivery Group
Ensure our planning policies and joint working with private housebuilders are consistent with delivering new homes designed for lifetime living	Deliver new homes designed for lifetime living on private sector housing developments	On a site by site basis	Planning Strategy
Deliver tasks through existing partnerships including <ul style="list-style-type: none"> ○ Bolton Implementation Group Extra Care ○ Bolton Community Homes Partnership ○ Housing and Health Steering Group ○ Bolton Age-Friendly Strategy Development Group ○ Specialist providers and private sector 	Ongoing reporting	Strategy consultation has already taken place in 2019. Regular updates on future agendas	Independent Living Housing Delivery Group
Deliver new homes in line with our commitment to the 5 Year Environment Plan for Greater Manchester	Reduce the heat demand in new buildings and commitments to improve the energy efficiency of new homes to net zero carbon in advance of 2028	All new schemes developed as part of this strategy	Strategy Team and BCH Partners

Further Information please contact:

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Appendix 1

