

# Retirement Housing Review

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Adult Social Care

*25 October 2016*

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## **Retirement Housing Review**

### **London Borough of Richmond upon Thames**

#### **1 Aims**

- 1.1 This paper analyses the need for retirement housing among residents aged 60 and above in London Borough of Richmond upon Thames. The paper considers the key drivers for need in the Borough with regards to; population projections, ethnicity, level of equity, disability prevalence rates and tenure. It will inform housing, health and social care commissioners and assist providers of retirement housing when reviewing existing stock or developing new schemes. The paper will provide key information on numbers, tenure and level of support to allow plans for retirement housing schemes to be tailored to local needs in the London Borough of Richmond upon Thames.
- 1.2 This paper forms part of a wider three part project addressing the accommodation needs of older residents of Richmond upon Thames which Council officers are currently undertaking. The first report on the need for extra care housing in the Borough is available [here](#) on the Council's website. This report covers retirement housing and the third report deals with accommodation offering residential and nursing care.
- 1.3 The purpose of the research is to inform the Council's future housing and planning strategies and it needs to be considered with the Council's wider priorities including supporting residents and delivering affordable homes in the context of very limited site availability for development. This report and the wider project of work addressing the accommodation needs of older residents needs to be considered holistically as part of a comprehensive evidence base.
- 1.4 The report sits alongside the broader Strategic Housing Market Assessment (SHMA), a draft of which was published in June 2016. The SHMA provides an understanding of overall housing needs in the Borough including the objectively assessed need for market and affordable housing and the needs for different types of homes and for different groups. This demonstrates the considerable and wide ranging needs upon which the Council can identify local priorities. In the context of the Borough's constrained land supply, priority needs for any site is assessed on a case by case basis.

#### **2 Methodology**

- 2.1 A literature review was undertaken to analyse the evidence available regarding the benefits of retirement housing and its relationship with the different drivers of need. Toolkits were tested to project the need for retirement and sheltered housing in the London Borough of Richmond upon Thames. This included testing multiple methodologies which are recommended by Housing Learning and Improvement Network (LIN) to project the number of units required to match demand. Housing LIN is a network of housing, health and social care professionals in England involved in planning, commissioning, designing, funding, building and managing housing with care for older people. In addition to projecting the

number of units required in Richmond, the paper addresses the tenure types, bed sizes, potential locations and level of care required of these units.

- 2.2 To gain insight into the demand for social rented housing for older people in the Borough, housing register data from 2007-onwards was analysed. In addition, a number of data sources were sought to analyse the demographic profile of the Borough's older population. Census data provides an insight into the tenure, ethnicity and disabilities of the population in Richmond. Data from the Office for National Statistics, Department for Work and Pensions, Hometrack and the Council's Quality Assurance Team provide a greater understanding of older residents of the Borough.
- 2.3 Information on the supply of retirement housing in the Borough has been collated by consulting the Council's Housing Provision and Quality Assurance Teams, the Elderly Accommodation Counsel's Housing Care website and contacting providers directly. The Housing Provision and Quality Assurance Teams and the Housing Care website helped to confirm the number and location of schemes in the Borough. Providers of retirement housing were then consulted to confirm the number of units available at each scheme and the tenure types offered. The Council's ICT services contributed to the mapping of the schemes in the borough.

### **3 Definitions**

- 3.1 In this paper, sheltered housing will refer to schemes which have a regularly visiting scheme manager. Also addressed by the paper are enhanced sheltered units, which have some other service such as meals provided, and age-exclusive housing, where the age of residents is restricted but no support is provided beyond grounds maintenance and optional alarm systems. It also excludes extra care schemes which are defined as retirement housing where there is care and housing support available on site 24/7 as this type of retirement housing is addressed in a separate report, as outlined above. Almshouses are also considered in the paper's recommendations and are generally affordable rented homes for older people which are funded through charities, with the Council accessing limited nomination rights to these properties, most having independent arrangement in place. Almshouses, sheltered, enhanced sheltered, age-exclusive and extra care housing will be factored into the recommendations of the paper as they all address the housing needs for older people within the Borough.

### **4 Context**

- 4.1 The provision of retirement housing involves a range of stakeholders from the Local Authority (housing, planning, social care, commissioning and public health functions), providers of retirement housing and older residents of London Borough of Richmond upon Thames. This paper acknowledges the complex and sometimes conflicting drivers for sheltered housing from these stakeholders in its recommendations.

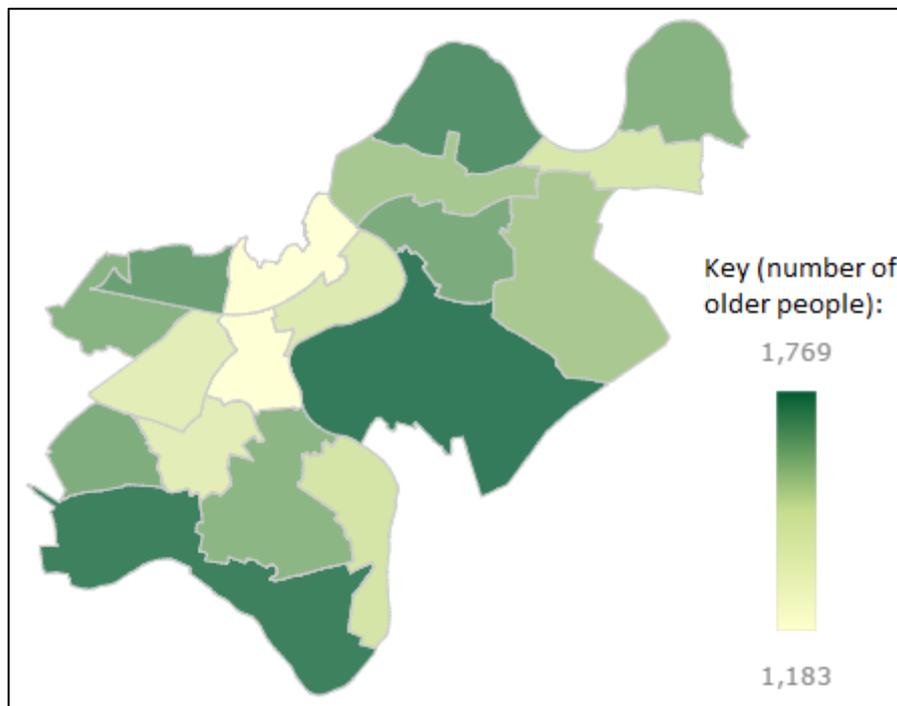
- 4.2 The health benefits of retirement housing for older people have been well documented in numerous studies. For example, research into retirement housing has shown that there are clear benefits to residents regarding social interaction<sup>1 2</sup>. In addition, if admitted to hospital, private sector sheltered housing residents were found to remain in hospital for half the time compared to those not living in such accommodation due to the sheltered housing residents having suitable accommodation to be discharged into<sup>3</sup>. This helps prevent what is known as ‘bed-blocking’ whereby patients are kept in hospital longer than is required due to their home being unsuited to their needs.
- 4.3 There are a number of recent national policy developments which should influence the provision of retirement housing in Richmond. The Care Act 2014, for example, defines housing as a “health-related service,” highlighting the need for integrating care and support provision.
- 4.4 The first HAPPI inquiry which was published in 2009 highlighted the changing nature of demand for retirement housing and made proposals to meet the aspirations of older people<sup>4</sup>. A key focus of this was to build attractive homes which had generous space standards, plenty of natural light and were adaptable. Although HAPPI recommended that providers of retirement housing meet the Lifetime Homes Standard, since Government changes in 2015, planning authorities can only require accessibility standards by reference to optional higher requirements in the Building Regulations. A second HAPPI report, published in 2012, noted that the previous report’s impact had been somewhat limited due to the uncertain political and economic climate at the time of publication but again stressed the rising expectations of older people. The paper also highlighted the benefits to health and social care costs and the potential to free up under-occupied family homes<sup>5</sup>. A third HAPPI report was published in 2016 restating the importance of retirement housing and the impact it can have on older people and the wider housing markets, points which will be addressed in greater detail in this paper.
- 4.5 Another national policy development which will influence the delivery of retirement housing occurred in July 2015 when the Government announced plans for rents in the social rented sector to reduce by 1% year-on-year for four years from 2016-17 to 2019-20 and, in November 2015, announced plans to cap social rents to housing benefit levels for the Local Housing Allowance rates in that area. Both of these measures affected the business plan assumptions of Registered Providers who intended to develop new retirement housing units, having the potential to make existing and future schemes financially unviable when considered within the overall development programme. More specifically, homes let at an affordable rent (up to 80% market rents) may also risk hitting the LHA cap. The Government later announced that all supported housing would be exempt from both the rent reduction and housing benefit cap until April 2017 whilst the potential impact on the sector is researched. Whilst the impact on sheltered housing may be less than for extra care or high level supported mental health supported accommodation, developments regarding this policy will still need to be monitored and the paper will consider this in its recommendations.

- 4.6 The current GLA's housing strategy advocates the building of high-quality older people's housing for sale in London and notes that if such accommodation was available for market sale or shared equity, this could incentivise older owner occupiers to downsize<sup>6</sup>. In addition, alterations to the London Plan published in 2016 stress the importance of the optional Higher Building Regulations in relation to accessibility<sup>7</sup>. Newly-elected Mayor of London, Sadiq Khan, stated in his manifesto that he wants older Londoners to be offered greater choice to suit different care needs and lifestyles among older people<sup>8</sup>.
- 4.7 Locally, the Council's Housing Strategy 2013-17 outlines the current priorities for meeting the needs of older people in the Borough. These include ensuring that there is adequate provision of high-quality accommodation for older residents, promoting shared equity products to meet aspirations of older people in the Borough and providing opportunities for older people to downsize to more suitable accommodation. The Council has been working closely with RPs in the Borough to remodel and redevelop existing units and schemes to update them to modern standards. The document also highlights a commitment to mixed tenure schemes as these schemes allow for a range of tenures to be provided. Furthermore, the Housing Strategy outlines that the Council supports older people who wish to remain independent in their homes by providing Disability Facility Grants to adapt their home to suit their changing needs by, for example, installing a downstairs WC or walk-in shower. In addition, opportunities for downsizing for older people to smaller units have been identified in consultations with local communities at Village Plan events.
- 4.8 The Council's planning policy approach which was adopted in the Development Management Plan<sup>9</sup> is that new housing to meet specific community needs must be based on identified local needs (Policy DM HO5). It recognises the priorities of the Council as remodelling of older people's sheltered accommodation to provide self-contained units; extra care housing, which in some cases can be created from remodelling existing sheltered accommodation; and private sheltered and extra care accommodation but that this would be a lower priority than affordable housing. If there is no evidential need arising within the Borough, other priorities should be addressed and the capacity for conventional housing, including affordable housing, should not be compromised. This approach is continued in the emerging Local Plan Review.

## Demographics of Older People in Richmond

### 5 Population Estimates

5.1 A key driver for demand for retirement housing is the size of the population of older people. Population projections estimate that there are 28,800 people aged 65 and over in Richmond, which makes up approximately 14.5% of the population of the Borough<sup>10</sup>. This means that, proportionately, Richmond has the seventh highest population of older people in Greater London. The estimate that 2.3% of the population is aged 85 and over means that Richmond is ranked the fifth highest in Greater London. It is projected that by 2020, the proportion of people aged 65 and over will have grown slightly to 14.8% with 30,800 projected to be in this group. This predicted growth in the population of older people is a key driver for the need to build more retirement accommodation in the Borough.



Source: DataRich

**Figure 1: Map showing the number of older people per ward**

5.2 The above map shows the number of older people living in each ward in the Borough (see Appendix 1 for labelled map of the Borough). The two wards with the smallest number of older people are South Twickenham and St. Margarets and North Twickenham with 1,183 people aged 65 and over. Ham, Petersham and Richmond Riverside has the largest population of people in this age cohort with approximately 1,769 older people<sup>11</sup>.

### 6 Ethnicity

Area	White	Mixed/ multiple ethnic group	Asian/ Asian British	Black/ African/ Caribbean/ Black British	Other Ethnic Group
England	95.30%	0.40%	2.70%	1.30%	0.30%
London	78.10%	1.30%	11.40%	7.70%	1.60%
Richmond upon Thames	93.70%	0.70%	4.10%	0.50%	1.00%
Barnes	93.70%	0.70%	2.70%	0.70%	2.30%
East Sheen	95.30%	0.50%	2.70%	0.30%	1.20%
Fulwell and Hampton Hill	96.00%	0.20%	2.90%	0.40%	0.50%
Ham, Petersham and Richmond Riverside	93.90%	0.90%	3.20%	0.30%	1.80%
Hampton	96.30%	0.50%	2.60%	0.10%	0.60%
Hampton North	92.90%	1.00%	5.30%	0.50%	0.30%
Hampton Wick	93.80%	0.70%	4.30%	0.40%	0.70%
Heathfield	89.00%	1.10%	8.80%	0.60%	0.60%
Kew	93.40%	0.60%	4.50%	0.50%	1.10%
Mortlake and Barnes Common	95.60%	0.70%	2.10%	0.50%	1.10%
North Richmond	92.60%	0.60%	5.40%	0.70%	0.60%
South Richmond	93.40%	1.30%	2.80%	0.60%	1.90%
South Twickenham	94.80%	0.40%	3.60%	0.10%	1.20%
St Margarets and North Twickenham	92.20%	0.90%	5.60%	0.30%	1.00%
Teddington	96.40%	1.10%	1.80%	0.40%	0.30%
Twickenham Riverside	94.90%	0.60%	3.00%	0.50%	0.90%
West Twickenham	92.70%	0.70%	4.80%	1.00%	0.90%
Whitton	90.00%	0.80%	7.30%	0.80%	1.10%

Source: Census 2011

**Table 1: The percentage of older people by ethnicity by ward**

- 6.1 Richmond's older population is predominantly White with 93.7% classified as such, which is considerably higher than London as a whole (78.1%). The next largest group is Asian/Asian British but this group only comprises 4.1% of the older people's population. There are, however, differences across the Borough's wards with the proportion of older people identifying as Asian/Asian British rising to 8.8% in Heathfield and 7.3% in Whitton.
- 6.2 Providers of retirement housing should be aware of these area differences in order to consider the provision of culturally sensitive services and facilities such as special dietary requirements. In addition, providers of retirement housing should ensure that their marketing channels and promotional materials in the Borough ensure that properties are equally accessible to all members of the local community. Providers would also need to consider scale and appropriateness of any specialised services, given the ethnic profile of the Borough.

## 7 Health and Wellbeing

- 7.1 Research completed on the profile of demand for retirement housing has found that there are higher-than-average levels of self-reported disability in retirement housing<sup>12</sup>. The same study found that residents in social rented housing for older people have higher support needs than those owner occupied retirement housing with some studies finding that around 60% of new residents had 'disability-related requirements'. Other studies have found that the average age of residents of retirement housing is around 80 years old, which is consistent across different tenure types<sup>13</sup>.
- 7.2 Locally, residents of Richmond upon Thames have among the highest life expectancies in both London and England. According to the latest Government figures<sup>14</sup>, the estimated life expectancy in Richmond is 85.5 for men and 88.2 for women, fifth and sixth highest, respectively, out of 150 Upper Tier Local Authorities in England.
- 7.3 Richmond Borough residents also have some of the highest healthy life expectancies in England. This means the number of years spent in 'good' or 'very good' health based on the individual's perception of their own health. In LB Richmond, men have a healthy life expectancy of 77.6 years, the 13<sup>th</sup> highest in England and women have a healthy life expectancy of 81, the highest in England. These figures demonstrate that older people in LB Richmond are likely to spend longer in good health than the national average. This suggests that older borough residents may have lower than average care and support needs, or that care and support needs are likely to occur at an older age compared to other areas. This issue and the need to provide for a range of support needs should be considered by providers of retirement housing submitting planning applications in the Borough.
- 7.4 The proportion of older Borough residents limited in day-to-day activities reflects that this group is less likely to have limited mobility than regional and national averages. Census data from 2011 shows that 42% of LB Richmond residents aged 65 and older said that day-to-day activities were limited due to long term health problems or disability, compared to 52% in both London and England. However, there are some significant differences between different age bands. For example, only 23% of LB Richmond residents aged 65-69 reported having a day-to-day activity limiting disability compared to 35% in London and England. This gap narrows, however, for residents of the Borough aged 85 and over with 79% reporting being limited in their day-to-day activities compared to 81% and 83% in London and England respectively<sup>15</sup>. Therefore, for those aged over 85 support/care needs are likely to be similar to the national average.
- 7.5 In addition, it is worth noting that this figure varies according to tenure type. In LB Richmond, 14% of the population in social rented accommodation report being limited a lot in their day-to-day activities, rising to 16% when including those in private rented or living rent free. This is compared to just 9% of owner occupiers who report being limited a lot. This is significant because the methodology adopted by this paper assumes that of the proportion of older people who desire retirement housing in social rented and private rented accommodation will have specific a need for social rented units of retirement

housing. These figures would suggest that there would be a proportionately higher level of demand from those living rent free and social and private renters.

## 8 Social Isolation and Loneliness

- 8.1 Social isolation and loneliness has proven effects on mental and physical health problems including anxiety, depression, dementia, increased blood pressure and alcoholism<sup>16</sup>. Furthermore, people who have self-reported their health as bad or very bad are more likely to report high levels of loneliness<sup>17</sup>.

Living Arrangements of Residents Aged 65 and over	England	London	LBRuT
<b>Total living in a couple</b>	44.8%	36.5%	37.8%
<b>Married or in a registered same-sex civil partnership</b>	42.6%	34.5%	36.0%
<b>Cohabiting</b>	2.2%	2.0%	1.7%
<b>Total not living in a couple</b>	55.2%	63.5%	62.2%
<b>Single (never married or registered a same-sex civil partnership)</b>	6.2%	11.4%	12.6%
<b>Married or in a registered same-sex civil partnership</b>	1.8%	2.6%	2.2%
<b>Separated (but still legally married or in a same-sex civil partnership)</b>	1.4%	2.5%	1.9%
<b>Divorced or formerly in a now-dissolved same-sex civil partnership</b>	10.1%	12.9%	13.7%
<b>Widowed or surviving partner from a same-sex civil partnership</b>	35.7%	34.1%	31.9%

Source: Census 2011

**Table 2: Living arrangements of residents aged 65 and over in England, London and LB Richmond**

- 8.2 ONS figures demonstrate that people's marital status has a large effect on levels of loneliness with just 9.6% of married people reporting high levels of loneliness. In comparison, 34.7% of widowed respondents reported high levels of loneliness. People's living arrangements also have a large effect on levels of loneliness with just 12.6% of people not living alone reporting high levels of loneliness whereas 30.8% of respondents living alone reported high levels of loneliness.
- 8.3 This is relevant to Richmond Borough, because 37.8% of residents aged 65 and over report living as a couple; lower than England's average of 44.8%<sup>18</sup>. This means that there a significant proportion of the older population of the borough who could be at risk of experiencing high levels of loneliness. Research into the health benefits of retirement housing highlight that older people benefits considerably from the social interaction offered at schemes for older people<sup>19</sup>.

## 9 Tenure

Tenure	People aged 65-74	People aged 75-84	People aged 85 and over
<b>Owned</b>	77.5%	78.1%	70.9%
<b>Social rented</b>	15.4%	15.9%	19.7%
<b>Private rented or living rent free</b>	7.1%	6.1%	9.4%

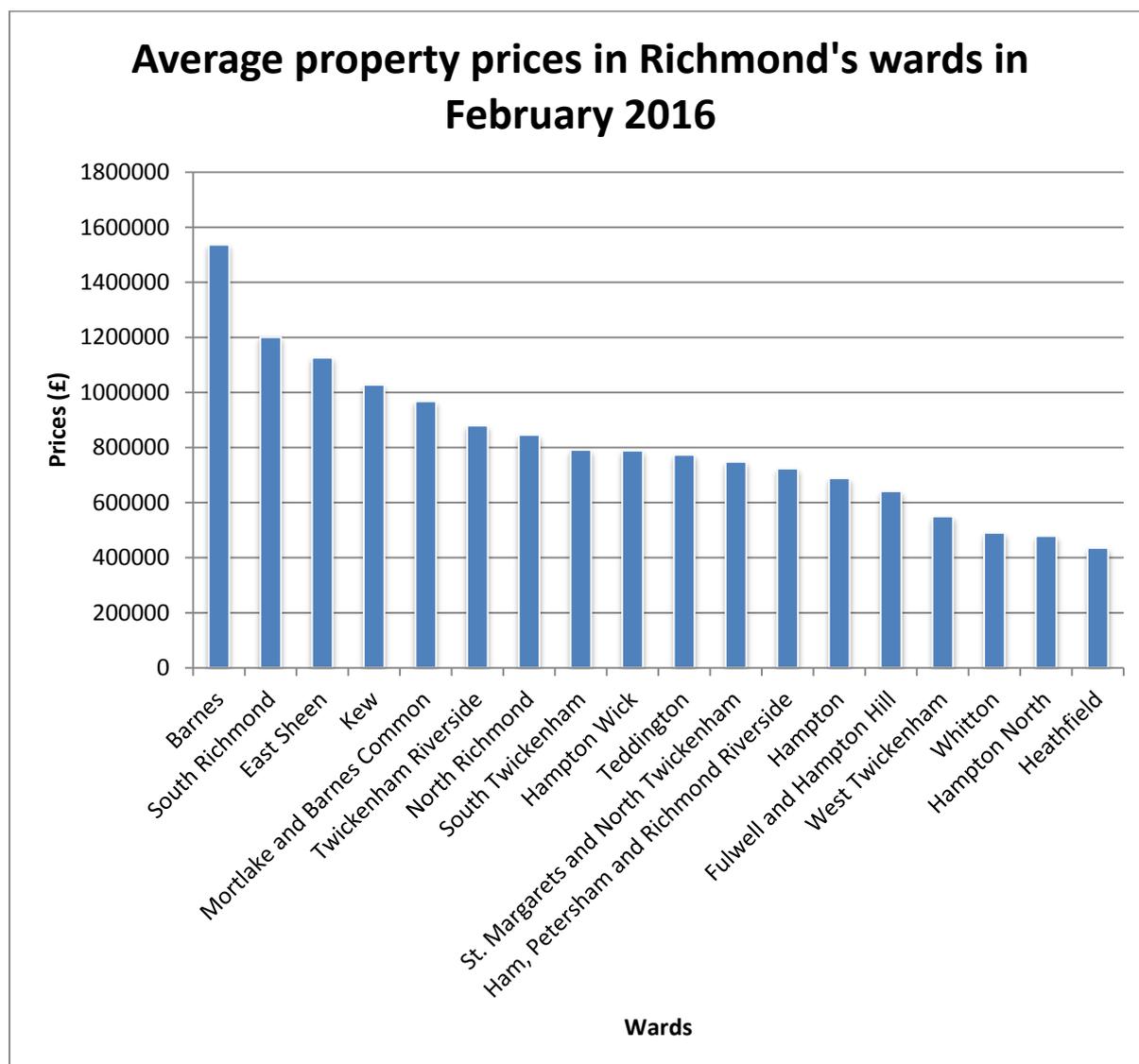
Source: Census 2011

**Table 3: Tenure of older people in the LB Richmond**

9.1 As shown in Table 3, the majority of older people in Richmond upon Thames are homeowners. 76.6% of people who are 65 and over in LB Richmond are owner occupiers compared to just 16.3% who are in the social rented sector and 7.1% in the private rented sector or living rent free. This proportion of older homeowners is higher than the average for London and England where homeowners account for 64.9% and 74.9% of the 65 and over population, respectively. This is reflective of the relative affluence of older people in Richmond upon Thames. These figures greatly impact the tenure types projected in the GLA's estimates.

## **10 Occupancy Levels**

10.1 According to Census data from 2011, 48% of households aged 65 and over have two or more spare bedrooms in the house in which they live, which equates to roughly 6,700 households. This indicates that a large proportion of the older population are under-occupying their homes. Research has shown that building more retirement housing can have wider impact on the housing market as older people look to downsize to more appropriate accommodation and, in turn, move from family-sized homes<sup>20</sup>. Other studies indicate that if older people's choices are limited regarding retirement housing, they will often stay put in unsuitable accommodation even if they desire a move<sup>21</sup>. It is, therefore, vital to ensure that there is a range of choices available to older people regarding tenure, bedroom size and location.



Source: Hometrack, sales and valuations, Feb '16

- 11.1 Average property prices vary greatly across the borough which means that the amount of equity that the older owner occupiers have will vary as well. For example, the average property price in Barnes is roughly £1,536,000 compared to just £435,000 in Heathfield. Such a range in potential equity available for new development should be a material consideration for providers of sheltered housing offering shared equity and leasehold products in the borough. This is important because national research has demonstrated that older people often do not wish to move far from their current neighbourhoods<sup>22</sup>.
- 11.2 Figures from the DWP on older people receiving the Guarantee Credit element of Pension Credit highlight the relative affluence of the older residents of the Borough. Guarantee Credit tops up pensioners' weekly income if it is below £151.20 for single people or £230.85 for couples<sup>23</sup>. During August 2015, there were 2,880 people claiming Guarantee Credit in Richmond. This equated to 7.7% of people aged 60 and over compared to an average of

16.3% in London. This rate was the second lowest out of the London Boroughs, behind only the City of London.

- 11.3 A recent report on the self-funding population in care homes in London Borough of Richmond upon Thames further demonstrates the relative affluence of the Borough. Self-funders are people who arrange and fund their own care and support. When the report was written in 2014, 51% of the occupied beds in care homes in Richmond were occupied by self-funders. This is noticeably higher than the figure projected for the UK by healthcare researchers LaingBuisson of 41%<sup>24</sup>. Although the sheltered housing and residential care home markets are not directly comparable, these figures again reflect the relative affluence of older people in Richmond upon Thames and indicate that a substantial proportion of older people will most likely to be able to pay services charges related to retirement accommodation.

## 12 Aspirational Market

- 12.1 A substantial amount of national research has been completed in recent years indicating the rising aspirations of older people and, especially, those of owner occupiers. For example, from its research on what older people want from their retirement housing, the first HAPPI inquiry identified 10 overarching features which should underpin retirement housing and reiterated them in the third HAPPI report published in 2016. These standards include:

- 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 tele-healthcare technologies;
- Circulation spaces that encourage interaction and avoids 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.

Providers of retirement housing should try to ensure that retirement housing in LB Richmond takes inspiration from these design standards.

- 12.2 Although comprehensive assumptions cannot be made from national research, trends have been established that suggest that older people under the age of 70 will be more likely to move due a lifestyle choice over care and support needs<sup>25</sup>. This means that they desire a move due to ‘pull’ factors associated with the appeal of the new accommodation such as wanting to live near amenities, the leisure facilities available at the scheme and the design of the homes. As such, the standards summarised in HAPPI and outlined above would likely be important to this cohort.

- 12.3 An additional consideration for providers of retirement housing is to ensure that schemes are near to local amenities and services with good transport links. Older people often list this as one of the most important ‘pull’ factors to them when they are considering moving home<sup>26</sup>.
- 12.4 In addition, ensuring that retirement housing schemes accommodate a range of care needs can mean that they appeal more to aspirational movers. This is because for those looking to move based on ‘pull’ factors, studies have indicated that they can be deterred if the accommodation is perceived to replicate a residential care home<sup>27</sup>. For providers, this means that they should try to ensure that housing schemes do not have an overwhelming number of households with a high level of support needs.

### 13 Number of Bedrooms

- 13.1 Research studies have found that the majority of older owner downsizers are likely to want at least two bedrooms. A Demos study found that most older downsizers surveyed said that their preferred move would be to a two-bed property<sup>28</sup>. In addition, a report by the Joseph Rowntree Foundation found that the majority of older people wanted at least two bedrooms to have space for visitors, carers, storage or hobbies<sup>29</sup>. This is indicative of the aspirations of older people and, specifically, owner occupiers.
- 13.2 Furthermore, older people taking part in the Council’s Annual Event the ‘Full of Life Fair’ completed a questionnaire in 2014 where they expressed an interest in properties with more than one bedroom. Although the question was not specific to retirement housing, when asked how many bedrooms they would ideally like to have in their home, only seven said one bedroom with 33 out of 47 saying that they would like two or more bedrooms. This highlights the aspirations of older people in Richmond with these findings being broadly similar to the findings of national research projects.

### 14 Demand for Social Rented Sheltered Housing

- 14.1 All of the figures below are taken from the Housing Register and edited to only include residents who are over the age of 60 and have expressed an interest in sheltered housing, in order to reflect the demand from applicants deemed eligible due to their age.

Year	No. of Applicants	Average Age
2007	97	73.87
2008	120	72.43
2009	114	73.44
2010	107	72.45
2011	105	72.95
2012	111	71.14
2013	90	73.67
2014	76	70.29

<b>2015</b>	66	71.17
<b>January 2016</b>	6	70.67
<b>Total</b>	<b>892</b>	<b>72.46</b>

Source: LB Richmond Housing Register

**Table 4: The number and average age of sheltered housing applicants on the LB Richmond Housing Register**

14.2 Table 4 shows the number of applicants who have expressed an interest in sheltered housing between 2007 and 2016 and the average age of the applicant. The number of applicants remained fairly constant between 2008 and 2012, before declining from 2013 to 2015.

14.3 The majority of these applicants for sheltered housing were single applicants (87.0%), with couples being the next largest group (11.5%). The remaining applicants listed themselves as two adults (0.6%), a couple and a child (0.4%) or as a single applicant with a child (0.4%).

## **15 Older People with Learning Disabilities**

15.1 Despite there being a relatively small number of older people with learning disabilities applying for sheltered housing in LB Richmond, national research has suggested that this could change in the near future. Between 2006 and 2015, there were only ten applicants with learning disabilities who successfully took an offer of sheltered housing in the Borough. This is also broadly aligned with the national figure, as just 2% of people living in sheltered housing have learning disabilities<sup>30</sup>.

15.2 A Department of Health report on the need for social care in the future estimates that there will be a 14% increase in the number of adults with learning disabilities using social care services between 2011 and 2030<sup>31</sup>. This could mean an increase in the number of residents in sheltered housing with learning disabilities. Providers of retirement housing should, therefore, consider the needs of this group in service provision.

## **16 Views of Older Residents of LB Richmond**

16.1 In October 2014, the Council undertook a questionnaire survey at an event for older people in the Borough called the Full of Life Fair. They asked 47 attendees questions relating to respondents' current accommodation and their plans for the future. The respondents were broadly representative of the Borough's population regarding tenure, with 74% of respondents being owner occupants, 13% in the social rented sector, 9% in the private rented sector and 4% failing to specify.

16.2 Although the respondents were not asked if they would consider moving to retirement housing in the future, they were asked whether they wished to move in the next 10 years and the reasons why. 32% of the respondents said they wished to move, 51% said they did not and 17% said they were not sure. For those who wished to move, it is important to note that three of the 47 (6%) said they wished to move because they would like more space.

## What does this mean for retirement housing provision?

1	The predicted growth in the population of older people over the coming decades means there will be most likely be more demand for retirement housing in the Borough.
2	Richmond Borough is a borough with a largely White British population and this is even more prevalent amongst older people. Although there are minor variations across wards, they are not significant enough for the service provision to be adapted specifically to meet any particular needs. Providers of retirement housing should, however, be aware of this diversity and should ensure that promotional materials about schemes are equally accessible to all members of the local community.
3	Older residents of LB Richmond will tend to have lower than average support or care needs based on self-reported perception of health and mobility.
4	Differences between age groups, however, means that the oldest older people in the Borough will have physical limitations closer to national and regional averages. Providers of retirement housing should provide a range of support needs to address this and be willing to support residents with care packages that enable them to continue to live independently.
5	There are also differences between older people with different tenure types, with those in the social rented sector more likely to have disabilities or long term health problems according to Census data. This means that there is likely to be proportionately higher demand from this sector over owner occupier based on research which suggests that older people moving to retirement housing are more likely have a disability than those in general needs housing.
7	There are currently low numbers of sheltered housing tenants with learning disabilities but with a rise in the number of older people with learning disabilities predicted in the near-future, providers of retirement housing should consider the particular needs of this group, which may include the earlier onset of dementia.
6	Residents of LB Richmond are just as likely to report feeling high levels of loneliness compared to national and regional averages. Literature has shown that housing for older people can address the mental and physical health problems associated with loneliness and isolation.
7	There is a particularly high level of owner occupation among older people in LB Richmond which indicates that there could potentially be high demand for retirement units for market and intermediate sale.
8	Levels of under-occupancy are also high amongst older people in LB Richmond with almost half of households aged 65 and over having two or more spare bedrooms. National research suggests that a lack of choice for older people means that they will often remain in accommodation which is unsuited to their needs.
9	The level of equity varies quite significantly across the Borough, with the average price of a property in the ward with the highest house prices being

	over three times that of the average price in the ward with the lowest house prices. Providers of retirement housing for sale should ensure that the prices of the retirement units are in keeping with the local housing market.
10	The relatively low numbers of older residents in the Borough who claim the Guarantee Credit element of Pension Credits and the number of self-funders in care homes in the LB Richmond highlight the relative affluence of the Borough's older people.
11	Primary research undertaken in the Borough shows that the views of older people in LB Richmond are broadly aligned with national research regarding desire to move home. This will inform the methodology which is used to calculate the number of additional units needed in the Borough.
12	The views of older people in LB Richmond are also aligned with much of the research into the size of homes to which people wish to retire. This means that providers of retirement housing targeting the owner occupier market should consider building at least half of their units with two bedrooms.

## Supply of Retirement Housing in London Borough of Richmond upon Thames

### 17 Supply of Retirement Housing

Type of Housing	Number of Units
Sheltered housing	964
Age-exclusive	250
Almshouses	130
Extra care	60
<b>Total</b>	<b>1,404</b>

Source: LBRuT QA, LBRuT Allocations and EAC

**Table 5: Number and breakdown of retirement units in LB Richmond**

- 17.1 Richmond Borough has 1,404 units of retirement housing, including almshouses, sheltered, age-exclusive and extra care housing. The majority of this stock is sheltered housing, some of which is not up to the standards against which retirement housing is now measured. For example, 240 of the retirement housing units across 16 schemes in the Borough are studio flats. Out of the 15 with information on build dates listed on EAC's Housing Care website 14 of these schemes were built in the 1970s and 1980s.

Management Organisation	Number of Units	Number of Schemes
RHP	456	19
Paragon	399	21
Almshouses	130	9
L&Q	82	3
Crown Simmons Housing	38	2
Retirement Security	38	1
Anchor	37	2
Millstream Management Services	29	1
Guinness South	29	1
Ethical Leasehold Management Ltd	28	1
Sons of Divine Providence	27	1
Housing & Care 21	25	1
Thames Valley	21	1
Abbeyfield	19	2
Central and Cecil	19	1
Hanover	18	1
The Hussey Trust	9	1
<b>Total</b>	<b>1,404</b>	<b>68</b>

Source: EAC

**Table 6: The management organisations of retirement units in LB Richmond**

17.3 The majority of retirement units in the Borough are managed by Richmond Housing Partnership (RHP) and Paragon who manage 456 units across 19 schemes and 399 units across 21 schemes respectively.

## 18 Tenure

Accommodation Type	Leasehold	Shared Ownership	Sum of For Sale Units
Sheltered housing	193	38	231
Age-exclusive	34	0	34
Extra Care	0	7	7
<b>Grand Total</b>	<b>227</b>	<b>45</b>	<b>272</b>

Source: EAC

**Table 7: Type of accommodation by tenure**

18.1 According to the EAC's Housing Care website and information collected from providers of retirement housing, there are 272 units of retirement housing for intermediate and market sale in the Borough. This equates to approximately 19% of all retirement housing in the Borough. Due to incomplete data, it is not possible to identify exactly how many intermediate or market sale units there are in the entire Borough but the EAC advise assigning the number of units to the dominant tenure. When this method is applied, there are 227 units of retirement housing for sale at market levels with 45 units available for shared ownership.

## 19 Number of Bedrooms

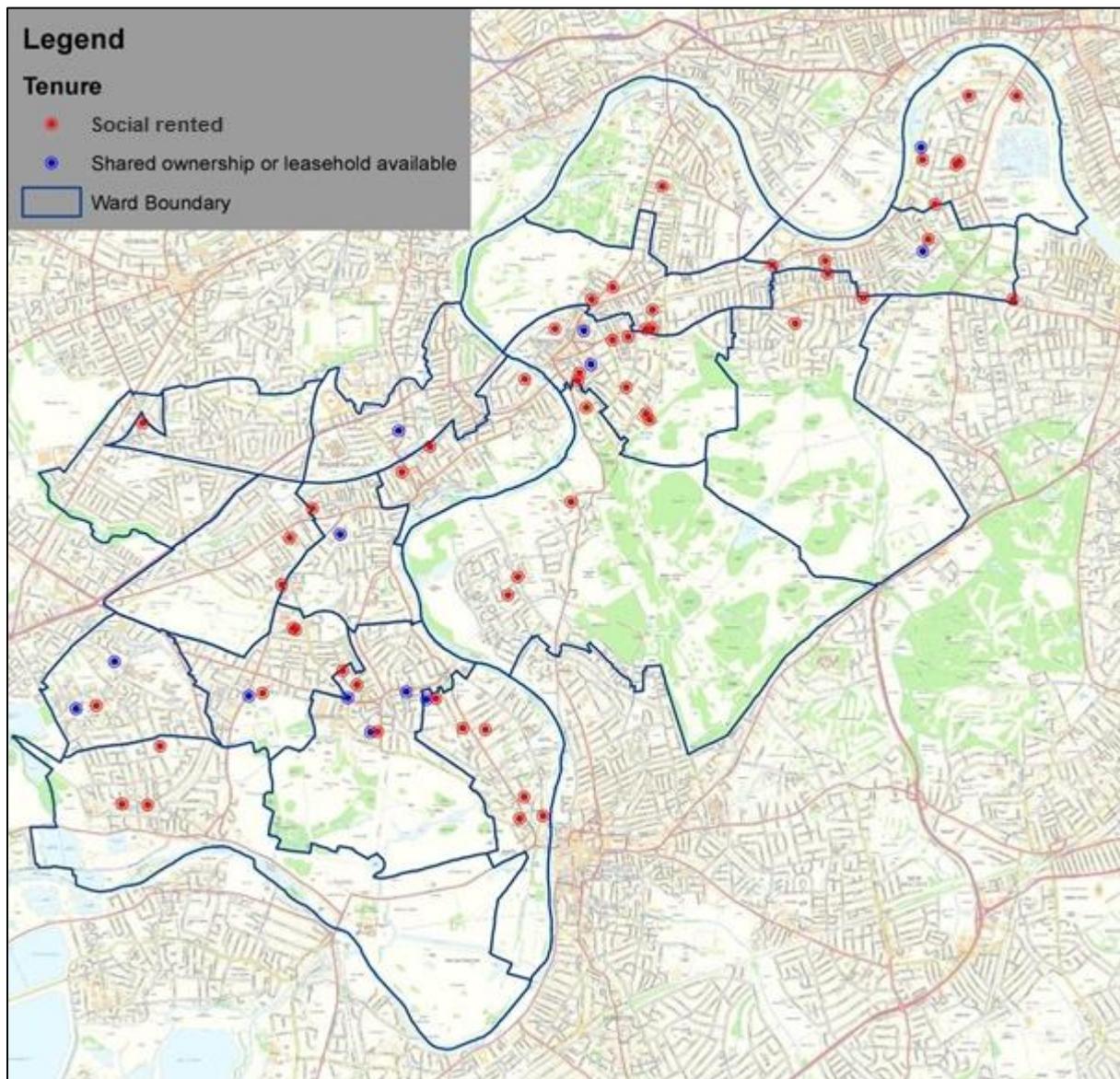
Type	Number of Units/Rooms
Studio	240 (including 71 with shared bathing facilities)
1 Bedroom	890
2+ Bedrooms	166
Abbeyfield rooms	19

Figures may not sum with Table 7 due to inconsistent data  
Source: LBRuT QA Team, LBRuT Allocations and EAC

**Table 8: Number of bedrooms of schemes in LB Richmond**

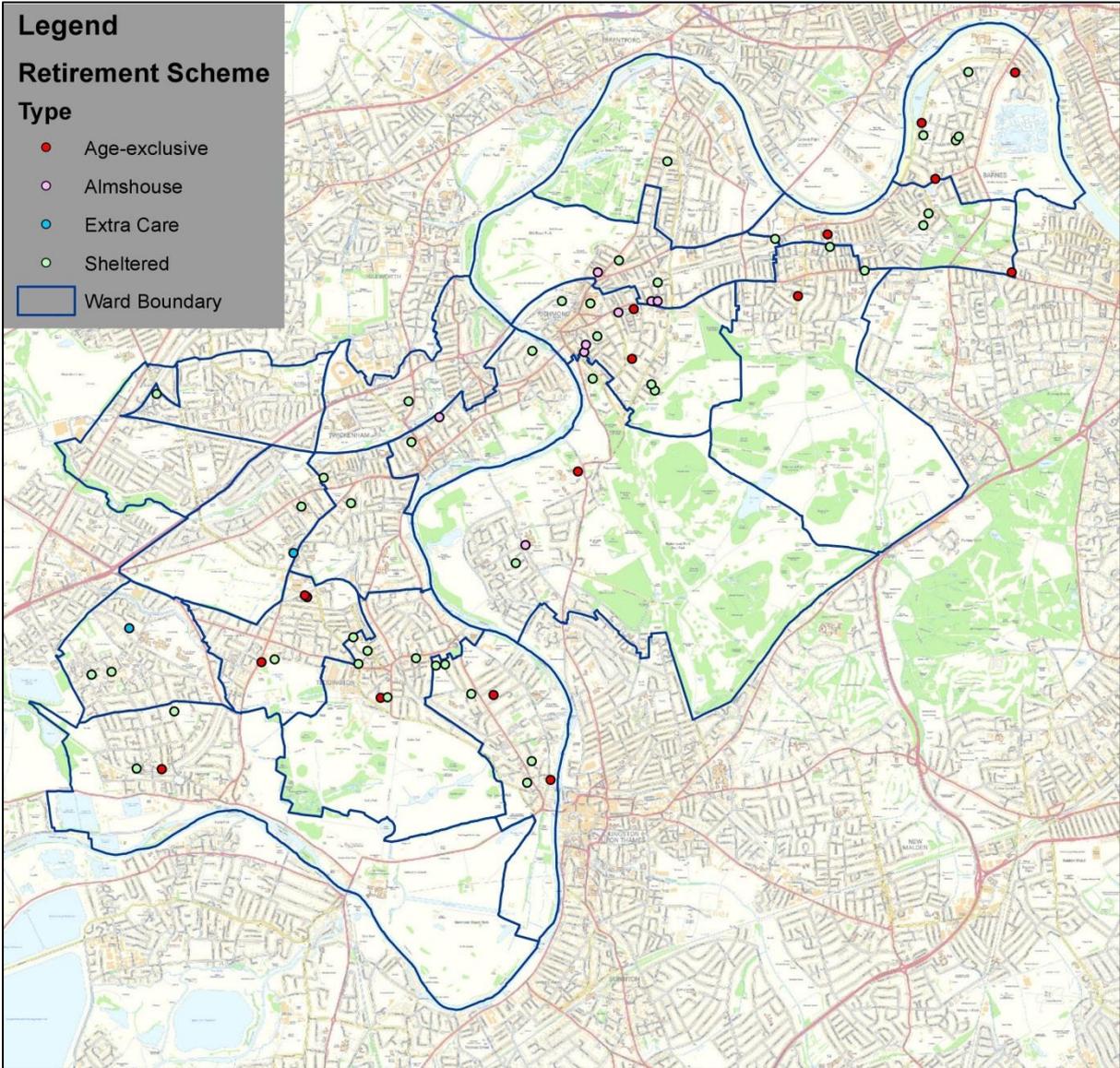
19.1 In LB Richmond, the vast majority of the retirement housing provision is formed of one bedroom accommodation with approximately 890 units of this kind. There are also significant numbers of studio flats (240), 71 of which with shared bathing facilities. In comparison, there are rather small numbers of units with more than two bedrooms (166). When analysing the size of bedrooms at schemes where there are shared ownership or leasehold properties available, however, there are 123 one bedroom units and 119 units with two or more bedrooms. A review of older people's accommodation in the Borough from 2008 shows that the number of studio flats with shared bathing facilities has fallen from 86 to 71. This is the result of work done by RPs to update their stock.

20 Mapping the Provision of Retirement Housing



Source: LBRuT QA Team, LBRuT Allocations and EAC

Figure 2: Map showing the retirement housing schemes in LB Richmond by tenure



Source: LBRuT QA Team, LBRuT Allocations and EAC

**Figure 3: Map showing the retirement housing schemes in LB Richmond by type**

20.1 As Figure 2 and Figure 3 show, the provision of retirement housing in the Borough is distributed relatively evenly across the Borough, with few areas without retirement schemes nearby. There is, however, only one development in Kew, a sheltered scheme with only social rented units available. Similarly, to the west of the Borough in Whitton and Heathfield, there is only one retirement housing development. This is a sheltered housing scheme with only social rented accommodation.

## 21 Planning Policy

21.1 Limited provision of sites and the need for retirement schemes to be in locations of high demand with good transport links and nearby amenities means that Planners need to ensure that developments are contributing towards the need for housing in their boroughs and address the impact on local infrastructure such as roads and access through CIL and Section 106 agreements. It is essential that the proposals demonstrate an understanding of the LB Richmond context, have regard to planning policy requirements and the drivers of need in the Borough to bring forward viable products. By, for example, offering mixed tenure schemes with both for sale and affordable units in areas with limited alternatives; this will ensure that any proposals address the needs of the older population of Richmond Borough.

### What does this mean for retirement housing provision?

13	There are 1,404 units of retirement housing in LB Richmond, of which 81% are available at social rent and 19% of units are for market rate or intermediate sale.
14	The vast majority of the retirement housing units in the Borough are one bedroom and studio properties. RPs should consider continuing to remodel and modernise accommodation which is deemed to be unsuitable to ensure that the retirement housing available is high quality. Providers should minimise the loss of social rented units and disruption to existing residents and communities, acknowledging that in some cases this will be difficult to achieve.
15	Approximately half of the older people's housing units for sale in LB Richmond have two or more bedrooms.
16	The retirement housing schemes are relatively evenly distributed across the Borough. There is less choice, however, in the west of the Borough near Heathfield and Whitton and also in the north of the Borough in Kew.
17	Developers should engage with the Council to bring forward viable retirement housing products which meet local needs.

## **Modelling Demand**

### **22. Methodology**

- 22.1 Housing LIN recommends a number of ways to estimate the need for retirement housing. These methodologies largely rely on population and household projections to estimate the number of units which are required in a geographical area. For example, this paper adopts the Retirement Housing Group Model which, based on national research projects, assumes that 15% of households aged 75 and over and 2.5% of households aged 65-74 would live in retirement housing if it was available and projects the demand for retirement units on future household estimates. Primary research on the views of the population of older people in LB Richmond is unlikely to be dissimilar to research projects with a national focus.
- 22.2 This has resulted in a critique levied at the methodologies used to project the need for retirement housing as population projections are based on recent economic trends and migration patterns. This means that they are subject to error if recent economic and migration trends are not repeated in the future<sup>32</sup>. This impacts the methodologies recommended by Housing Lin considerably as they heavily rely on population or household projections to identify the number of units required, with information on the demographic profile influencing the level of care, tenure types and other operational aspects which these units require. As a result, this paper will set pragmatic timescales to avoid the recommendations being disproportionately reliant on distant population projections.

### **23 Modelling Need in Richmond Borough**

- 23.1 The GLA's recommendations predict demand against current supply and estimate the future need by deducting current supply of housing for older people by population projections and averaging the surplus or deficit out over 10 years. The GLA's paper estimates that there are approximately 1,210 units of older people's housing in Richmond Borough. The GLA's recommendations also assume that 50% of stock is currently unfit for purpose and discounts this proportion from its calculations. This figure is short of the 1,404 units identified by our paper. The GLA's paper estimates there to be 1,692 older households wanting to live in retirement housing in LB Richmond in 2015 rising to 2,234 by 2025 as this is 15% of households aged 75 and over and 2.5% of households aged 65-74.
- 23.2 Based on predicted population growth and the assumptions outlined above, the GLA paper recommends that 135 units of older people's housing is built in the London Borough of Richmond upon Thames per year in order to match the growth in the population of older people and address the current deficit. It estimates this figure by calculating the supply which is fit for purpose (50% of affordable rented units and 100% of for sale units) and deducting it from the demand in 2015 and 2025 (15% of households aged 75 and over and 2.5% of households aged 65 -74). It then takes an average of the surplus or deficit to derive an annual target for the provision of housing for older people. The GLA's paper then calculates the required tenure types by assuming that 80% of owner occupiers will want a unit for market sale, 20% of owner occupiers will want a home for intermediate sale and

every households which is renting would move to affordable rented accommodation. As LB Richmond has the highest house price in Outer London, this paper recommends that 30% of retirement housing for sale is available for intermediate sale, with 70% for market sale. This policy consideration will suitably increase the range of housing available for older people.

- 23.3 Factoring in the 196 additional retirement units that our review has identified, our estimates revise this figure down to 113 units per year for the next two years based on the methodology outlined above. Deducting the recommendations made in the Council's Extra Care Evidence Base to deliver at least 81 extra care units over the next five years, this paper recommends that there could be a need for an additional 145 retirement housing units across 3 or 4 schemes in the Borough. This figure should be reviewed again in 2018/19 but this should provide sufficient guidance on provision for the period up to 2020.

## **24 Tenure of Additional Units**

- 24.1 This paper recommends that 76 of the additional units are for sale at market levels with the 35 of the units being available for intermediate sale. This will provide older people with a wider range of choice regarding retirement housing. The paper identifies a need for approximately 34 additional social rented units. This is higher than the GLA's recommendation for rented units because, as this paper has demonstrated, there is more likely to be a need for supported housing from residents in the social rented sector as these people are more likely to have long-term illnesses or disabilities.

## **25 Remodelling Existing Units**

- 25.1 As the methodology used to calculate the need for additional units assumes that 50% of the retirement units available at social rent are unfit for purpose and due to land constraints the Borough faces, this paper pragmatically recommends that remodelling existing units should contribute to the 145 additional units. However, remodelling should only be considered where there is minimal disruption to existing residents and providers should attempt to minimise the net loss of affordable rented units.

## **26 Location of Additional Units**

- 26.1 Providers of retirement housing should refer to the maps included in this paper to ensure that their proposals are located where there is a need for the type of housing they are planning to offer whilst also considering access to shops, transport links and community facilities. For example, Kew has just one retirement housing scheme with few close alternatives despite having the third largest proportion of older people out of 18 wards in the Borough. It also has the fourth-highest house prices of all of the wards in the Borough. Similarly, Whitton and Heathfield have the fourth and eighth highest population of people aged 65 and over in the Borough respectively. This is despite both areas being in the bottom third of the Borough's wards for population size. These variations should be considered in developers' proposals. It would need to be demonstrated how proposals address priority local needs to ensure it is appropriate, however, as there are limited potential housing sites

available and pressure for other key uses such as schools and employment to support the achievement of sustainable communities.

## 27 Differences from SHMA

- 27.1 This is a different approach to the methodology outlined in the Borough’s Draft Strategic Housing Market Assessment (SHMA) available [here](#) on the Council’s website as part of planning policy research to inform the Local Plan Review. This is because the SHMA uses an adapted version of alternative methodology SHOP@. This means the SHMA estimates the population growth in people aged 75 and over and recommends that housing for older people is built at a rate in line with that recommended in the SHOP@ methodology. This does not, however, address any deficit which currently exists. This is why this paper’s recommendations are slightly higher than the potential need outlined of 50-65 units per year as outlined in the SHMA.

What does this mean for retirement housing provision?	
18	The population growth among older people in the Borough will likely increase demand for sheltered and retirement which means that additional units are required. Using the methodology recommended by the GLA, this paper estimates that 145 additional units of retirement housing are required to address the current shortfall of supply and likely increase in demand. This is in addition to the 81 units of retirement housing identified by the Council’s Extra Care Evidence Base.
19	This paper recommends that these units are delivered across 3 or 4 schemes and sets a pragmatic timeframe of 2020 for the delivery of these units.
20	Broadly in line with the tenure patterns of older residents of the Borough, this paper recommends that 76 of the recommended units are made available for market sale with the 35 units being available for intermediate sale. The paper therefore identifies a need for approximately 34 additional social rented units.
21	As the methodology used to calculate the need for additional units assumes that 50% of the retirement units available at social rent are unfit for purpose, remodelling existing units and schemes where appropriate which have been identified as such would contribute to the overall delivery of the additional 145 units but this should only be considered where it does not result in a reduction of social rented units and where it does not disrupt established communities.
22	Due to the affluence of the Borough and the relatively high number of older owner occupiers, providers of for sale units should make the majority of these homes two bedroom units with fewer one bedroom homes. This would be in line with the aspirations and higher expectations of older people in the Borough.
23	The 10 overarching features of retirement housing as outlined in HAPPI, and highlighted in this report, in addition to dementia-friendly considerations, should inspire the design of the units in the Borough. This will assist

	developers in producing well-designed units which are more appealing to older people and offer sustainable living over time should health fail.
24	Developers of retirement housing should consider the maps (Figures 1, 2 and 3) and data tables outlined in this report to understand the distribution of older people and current provision of retirement housing. This may help inform their understanding of the tenure types and types of retirement housing required for the local area. For example, that the maps show that there could be gaps in the provision in Kew and to the west of the Borough around Whitton and Heathfield.
25	Providers of for sale units in the Borough should consider the range of equity levels outlined in this paper when setting prices as this varies substantially by ward.
26	All providers should consider a range of support needs as although data suggests that older residents of LB Richmond may have lower-than-average support requirements, the oldest older people will have support needs more closely aligned with national trends.
27	Providers of retirement schemes should try to ensure that units are built to the optional higher Building Regulations as this would maximise accessibility and allow for these units to be more easily adapted to match residents' changing needs.

### What does this mean for retirement housing provision?

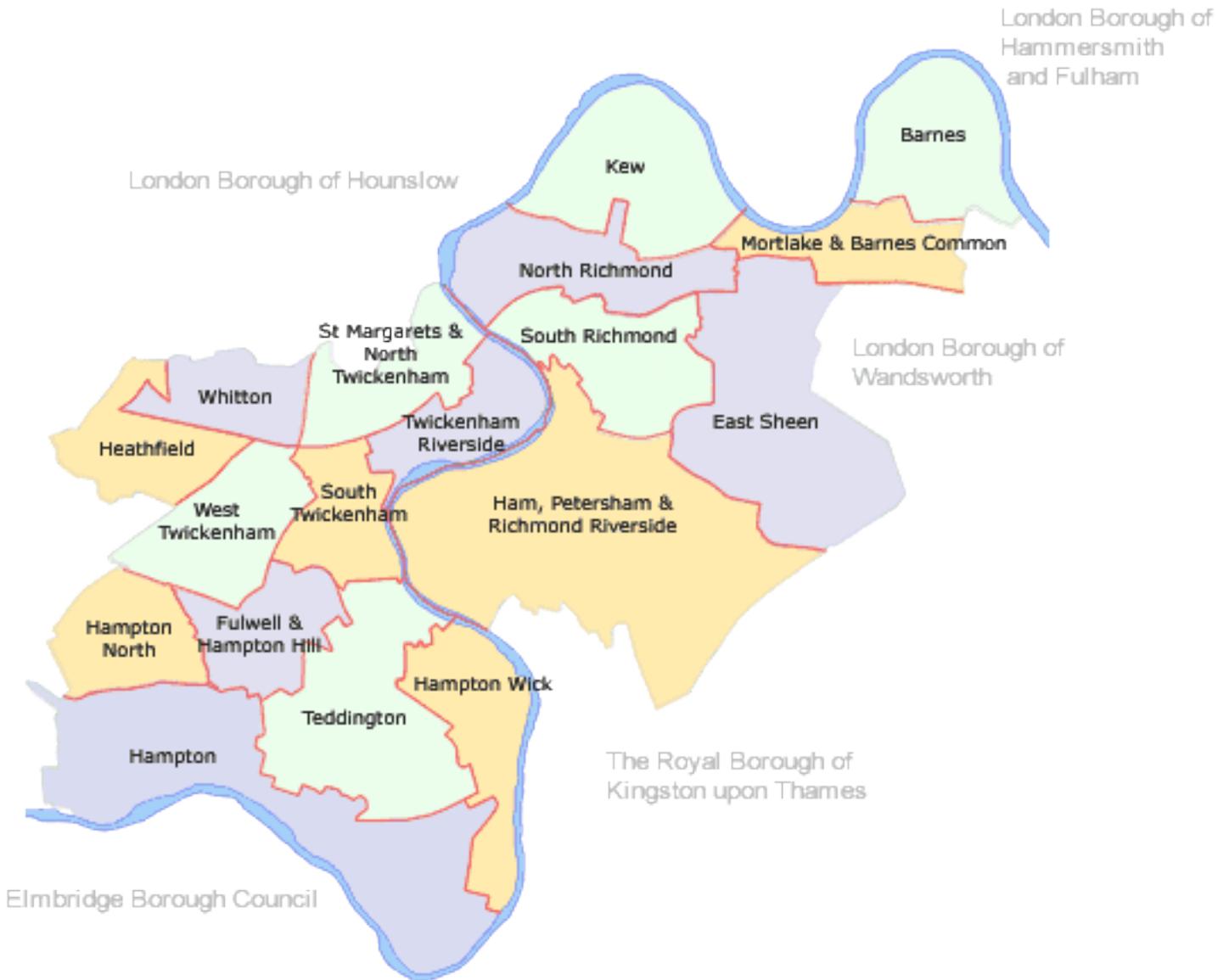
1	Studies have shown that retirement housing has a number of proven benefits for older people including those related to preventing social isolation and can relieve some pressure from local health services. National research suggests that retirement housing can also help to free up family-sized accommodation if older people have the choice to downsize to well-designed and attractive retirement housing.
2	Utilising the methodology outlined by the GLA, this paper recommends that 145 additional units are delivered across 3 or 4 schemes in the Borough and sets a timeframe of 2020 for the delivery of these units. This figure addresses both the current shortfall and predicted increase in demand for retirement housing driven largely by a forecast growth in the population of older people.
3	Of these 145 units, 76 should be sold at market rates, 35 units for intermediate sale and 34 social rented units factoring in policy considerations. As the methodology used to calculate the need for additional units discounts 50% of stock as unfit for purpose, it is recommended that remodelled units contribute towards this target but developers should minimise the net loss of social rented units. Providers of retirement housing should, where possible, only remodel units where appropriate so as not to disrupt existing residents and communities.
4	Due to the relatively high proportion of older owner occupiers in the Borough and national research indicating that older owner occupiers prefer units with more than one bedroom, providers of for sale units should ensure that the majority of these homes are two bedroom units.
5	Allocations to social rented units are based on need and, therefore, have to consider the size of the property required. This means that the majority of the units for social rent should be one bedroom units as the overwhelming majority of applicants for retirement housing on the housing register are single applicants or couples and would, therefore, require one bedroom. These units should still consider space standards for hobbies, for example, and extra storage for belongings which have been gathered over a lifetime. Some two beds may need to be considered due to medical reasons and family with some applicants requiring more than one bedroom.
6	To ensure that retirement housing is spread across the Borough evenly, Registered Provider partners and developers should review this paper's maps showing the distribution of older people per ward and the location of current schemes. This paper has identified potential gaps in provision in Kew and in the west of the Borough in Whitton and Heathfield. This is important

	as national research demonstrates that older people often feel strong ties to their local community and those considering moving favour remaining nearby.
7	Providers of retirement housing should also ensure that schemes should be located near services and amenities and with good transport links, as national research has identified these as important factors in older people's decision to move into retirement housing.
8	Developers should set the prices of units for sale at levels which consider the average level of equity in the local area to ensure that local residents can afford the units.
9	Providers of retirement housing with support should provide services for residents with a range of care needs to address the differences amongst the older residents of the Borough. This is because, according to ONS data, older people in the Borough are healthier than average, whereas the oldest older people in LB Richmond tend to have physical limitations closer to national and regional averages. In addition, national research suggests that aspirational movers to retirement housing can be discouraged if the accommodation resembles a residential care home.
10	Due to the oldest older people in the Borough having similar-to-average care needs compared to national averages, providers of retirement housing should consider the age of new tenants and whether they are suited to housing with minimal support. Limiting the number of nominations to alarm-only age-exclusive housing for people over 75, for example, as the Census data analysed in this paper shows that their care needs are likely to be higher and more in line with the national average.
11	The 10 overarching features of retirement housing as outlined in HAPPI, and highlighted in this report, should inspire the design of the units in the Borough. This will assist developers in producing well-designed units which are more appealing to older people and offer sustainable living over time should health fail. In addition, developers should consider dementia-friendly design standards for potential residents with early onset dementia.
12	The needs of older people with learning disabilities should be considered by providers of retirement housing with the number of older people with learning disabilities expected to rise in the near-future.
13	Developers of retirement housing should engage with the Council to ensure that they bring forward retirement housing products which are viable and meet local needs in relation to housing and infrastructure.
14	As there is limited data and research on older owner occupiers and the

broader housing aspirations of older people locally, additional primary research should be completed focusing on these subjects in the Borough. This should take the form of online consultations and face-to-face questionnaires.

Appendices

Appendix 1: Ward map of the London Borough of Richmond upon Thames



Source: Richmond.gov.uk

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