

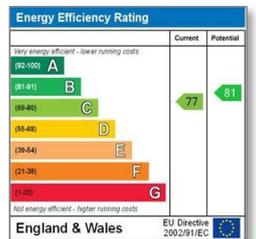


Older Persons Housing in Scarborough Borough

Scarborough Borough Council

Report of Findings

January 2021





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1. Introducing the Study

Background to the project

Introduction

- 1.1 Opinion Research Services (ORS) was commissioned by Scarborough Borough Council (SBC) to undertake a review of the current state of housing for older people in the Council area. The Council wanted to understand more about how stakeholders saw the current state of housing for older people, the needs of older people, and accessibility issues, and also took the opportunity to ask about the effects of Covid-19. The work is intended to inform the development of the SBC housing strategy.
- 1.2 The study involved in depth interviews with four Registered Providers (RPs) that are active in providing housing for older people within the SBC area and one interview with the North Yorkshire County Council (NYCC). The RPs were:
 - » Beyond Housing (general needs including housing for older people working across Tees Valley and North Yorkshire, manages transferred legacy stock from Yorkshire Coast Homes of coast and country)
 - » Broadacres (general needs including housing for older people working across North Yorkshire; was an original LSVT association)
 - » Home Group (general needs including for older people working nationwide)
 - » Housing 21 (older persons housing working nationwide)
- 1.3 Interviewees were asked if they would give consent to be identified in this report; all five gave consent.
- 1.4 A section at the end of this report considers comments. Interviews are considered in the context of data from the SBC SHMA 2021, where relevant data exists.
- 1.5 Throughout this study we will refer to any result which references the whole local authority as being for Scarborough Borough, any result for the settlement of Scarborough as being the town of Scarborough and any result for the area of the local authority outside the North York Moors National park as being Scarborough Borough Planning Authority.

2. Summary

Key points from the interviews

- 2.1 The interviews indicated the following points.
- 2.2 The relationships and structures for partnership working are in place and working to develop and manage older person housing in SBC. There is goodwill and close working relations on both sides. There is “*an inherent tension*” between the work of SBC and NYCC, but this appears to be managed with goodwill on both sides and is common where local government operates under a two tier structure. The relationship between NYCC and RPs is as important as the relationship between SBC and RPs when developing extra care.
- 2.3 The view from experience is that there is insufficient suitable housing for older people in the SBC area; the population is ageing and there is considerable in-migration for retirement.
- 2.4 Models that stakeholders say Scarborough BC should consider so as to meet the needs of older people include:
 - » More extra care, including outside of Scarborough town, possibly in Whitby and Filey; the County Council and some RPs are interested in developing in Whitby and Housing 21 are currently developing a scheme in Filey.
 - » A slimmed down version of extra care such as excluding the catering and communal facilities to reduce service charges, though retaining the care aspect.
 - » Retirement housing; a modern approach to sheltered housing.
 - » Downsizing options such as bungalows for sale as part of the private development mix, and affordable bungalows and flats possibly as mixed tenure rent, shared ownership and outright sale.
- 2.5 The existing stock includes some older sheltered housing which does not meet modern standards and some which are in the wrong place geographically.
- 2.6 RPs have active, though not necessarily extensive programmes of reviewing older sheltered housing. Some have been brought up to modern standards. Other approaches to reviewing unpopular stock is to consider alternative client groups. In extreme cases, demolition and rebuilding is seen as the most appropriate option.
- 2.7 RPs working in SBC tend to be developing extra care as their main model of specialist bricks and mortar housing for older people. The other main housing interventions are call/community alarms services and adaptations and this is important for older people across all tenures. Some RPs provide retirement housing, a modern version of sheltered housing, and are keen or at least open to the idea of developing these models in SBC. This could be used to increase the stock overall, or to replace some of the ageing legacy sheltered housing.
- 2.8 Extra care is expensive to develop and expensive for the residents (although they might have the same level of expense in a different setting, depending on their needs). Partly in response to this expense, along with other reasons, some RPs are increasing the amount of adaptations and considering options such as slimmed down extra care.

- 2.9 Rural schemes for older people are developed in the context of general development in rural areas. There are a number of constraints on developing in rural areas, notably viability, but also constraints such as local lettings agreements making it difficult to let some properties to households who are both local and in housing need, and the reluctance of some small communities to expand through in-migration.
- 2.10 Models for developing older peoples housing in rural areas include a retirement housing options, with care services provided as needed to individuals, and a community hub which could be used as a hub for care and also as a community resource, including facilities such as a creche and for social events for all age groups.
- 2.11 Within RPs, accessibility is planned for from design stage onwards with the aim of allowing people to remain in their own homes. In general, RPs prefer to build generic accessible and easily wheelchair adaptable properties with low numbers of full wheelchair enabled properties. This is found to be the most efficient approach, including from the residents' point of view in many cases, for reasons such as choice; being able to remain in their existing property.
- 2.12 There is some interest in building bungalows, or for developers to build bungalows. While it is recognised that bungalows take more land for the size of property, they can be an attractive offer for downsizers, thereby freeing up larger family homes on a one for one basis.
- 2.13 Adaptations tend to be carried out where they are needed. RPs take account of whether the right course of action in some cases is for the resident to move property rather than have adaptations. There are several factors to be taken into consideration including whether the adaptation will make a significant difference to the resident, the cost and disruption to the resident of having the work done compared to the benefits, and the likely length of time the adaptation will be in place and the cost of returning the property to its original condition.
- 2.14 Extra care has proved to be a useful model when dealing with Covid and to date few cases have occurred in extra care schemes in the SBC area managed by the RPs interviewed. The three main responses which have been successfully, though reluctantly, implemented are:
- » making use of the double barrier of the front door to the scheme and the front doors to individual flats, which together allow essential services such as care and delivery of shopping while limiting contact;
 - » shutting down social and community life;
 - » increasing the use of technology, including positive factors such as residents being able to socialise with others via technology.
- 2.15 Perhaps the main aim of extra care was summed up by one RP, but applies to all those interviewed, and indeed to the Borough and County Councils:

We are offering a new way to do it compared to residential care where a couple might have been married 50 years, only one of them would be able to have a bed in that place and they are split up. We would be able to offer the couple a one- or two-bedroom apartment, and one of them receiving care and the other one not, so it's like a modern way and humane way of treating people in a way. There isn't enough of that on offer. [Housing 21]

3. Older persons housing

Older persons housing in Scarborough BC area

- 3.1 This section presents the views of the stakeholders on older peoples housing in Scarborough Borough as expressed in the interviews.

Working with Scarborough Borough Council

- 3.2 The first set of questions were intended to explore how well the processes and structures relating to housing for older people work in Scarborough Borough. Three questions were asked:

- » What is your organisation’s role regarding older person housing in the Scarborough Borough Council area?
- » How would you describe your relationship with Scarborough Borough Council regarding existing older persons housing management and support for residents?
- » How would you describe your relationship with Scarborough Borough Council regarding planning and development of new older persons housing?

- 3.3 Four of the interviewees were from RPs.

- 3.4 One, Housing 21, is a national specialist provider for older people who are developing an extra care scheme in Filey and would like to develop in Whitby. The majority of Housing 21 new build is extra care, but there is a second stream programme for retirement living, which is a modern sheltered offering. Both can be for rent or shared ownership.

- 3.5 The other three are generalist RPs, all providing sheltered and other housing for older people, with Beyond Housing, managing the SBC legacy sheltered and other housing. Home Group have recently completed an extra care scheme in Scarborough town.

- 3.6 All the interviewees described having a good relationship and working closely with SBC. Some interviewees pointed to close working relationships at different functional levels:

Obviously, from a development point of view we have a really close relationship with Scarborough Borough Council. We meet regularly with them... my development manager meets with her peers, I meet with my peer and Rosie, our Chief Exec meets with their chief exec, all on a regular basis. We participate [in] wider agendas such as the town deal board again so we collaborate with them very, very, closely. [Beyond Housing]

... we’ve had a very good relationship, they’ve helped us negotiate their planning requirements, they’re supportive of any issues that we’ve had on the section 106 requirements, on getting the scheme through planning. As I say we’re doing lots of other things in Scarborough, not just for older persons, and we have had a very good relationship for a lot of years. As an organisation, we’ve been developing in the borough and in the rural areas for quite some time. [Home Group]

- 3.7 The County Council interviewee also said that the relationship between the councils worked with good individual relationships and a willingness to address issue jointly. On the operational level relationship:

It's good... I've only been working alongside district and boroughs for a couple of years, but equally within that I think there are some really strong personal relationships and that's how we get things done. So John Burroughs who did the introductions here, works very closely a member of my team who is the Scarborough lead. [NYCC]

- 3.8 The County Council interviewee noted that while there is a good relationship between the partners at strategic level, the different political structures can complicate processes:

...we have a shared understanding of what the challenges are. There's not always a potentially shared view of how we then go about addressing them. And we do tend to as organisations go at potentially very different speeds. I think because the borough is more local, there is the opportunity to see a problem and react quite quickly whereas I sit across a county wide strategic service, and we are working across a timescale of years rather than months. So I think there's an inherent sort of tension. But we do get stuff done and especially in Scarborough. [NYCC]

- 3.9 Housing associations also work closely with NYCC, though find the framework can be a constraint:

So, again with NYCC, I think we probably have a better relationship with NYCC than potentially the Borough Council do. I think there is a natural tension between the local authority and the county council whereas we're slightly one step far removed but we again have reasonably regular meetings with NYCC in order to try and ensure that we are collaborating and also inputting to their strategy, their supported housing strategy as well.... [T]hey have a framework in place which has been quite limited. It requires us to partner up with a contractor in order to deliver rather than being RP led. Great for the ones involved but less great for the ones that aren't in the framework. So that's a current constraint that they have to work with. [Beyond Housing]

...the providers we've got I think we work well with [NYCC]

- 3.10 There are concerns about viability, especially about extra care but also retirement housing. One RP discussed viability in some detail and identified requirements for capital receipts on the land, for section 106 and other constraints such as appearance. It is important to note that these are generic concerns from working with many councils, but it is worth specifying some of the concerns that RPs have about developing extra care:

We don't get free land anymore; we don't get 100% funding from Homes England. Everything has been cut. That affects viability. We can understand the council on the assets side might need to get a capital receipt, but they need to have a balanced view overall that the care commissioners and the housing are getting something positive, that it's not just about the bottom line and the money. [Housing 21]

...there's always the question of whether [extra care is] C2 or C3 classification of planning. We are 100% affordable but we are having to pay some section 106 funding, which does not help the viability, then there's the look of the building, there's the restrictions, sometimes in some areas of who we can put in there. There's a lot of straight jacket things that come out to us. The beauty and strength of extra care for the customer, it's a mishmash of different departments coming together to offer this really good product [Housing 21]

Current provision and future need in Scarborough Borough Council

How well does the type of existing provision meet the needs of older persons in the SBC area?

3.11 The main questions addressed in this section are:

- » Is there enough provision for older people in terms of the gross number of units?
- » Are there enough properties of the right kind in the right place; properties that older people are happy to accept and to live in?

3.12 The general view is that there are insufficient properties for older people in the area and not enough of the right kind of housing in the right place. It may be that some older people accept properties because they see it as the best available rather than being what is ideal for them:

Demand for all properties is high. [Broadacres]

There probably isn't enough of it. I think one thing we are mindful of is sometimes we have reasonable demand for the housing stock which might be not out of pure choice, not because it's the best but just because it's better than whatever else is there, so I think there's a quantitative as well as a qualitative aspect to that question. So there probably isn't enough quality and there probably isn't enough quantity either. [Beyond Housing]

[T]here's not enough provision currently to meet the need of older people which is a very key factor for us deciding to do a new scheme there. That's very important to us, because you only want to operate in areas where we are working in partnership with the council, both district and the county and there is a demonstrable demand for this kind of housing. We did that research, and we knew that there was a need for this scheme in Filey in that location and therefore we went ahead to develop it. We are on site now and we will complete in May next year. [Housing 21]

3.13 Some care in Scarborough is provided in unsuitable buildings and from the description below many would appear to need major work to make them properly accessible. The problem is exacerbated by the otherwise positive factor that more older people are living at home. The provision of care facilities in these properties indicates a need for more purpose built units, some of which might need to be residential care, though most could probably be extra care:

The thing we tend to come up against in Scarborough is the nature of the fabric of the buildings. There are a lot of converted seafront houses over 3 or 4 floors or something like that, where no one bedroom is on the same level as another one. Lots of those types of settings that are still being used as care facilities, but really aren't appropriate. We had one kind of facility and we couldn't get a stretcher in the front door, so it's things like that that really limit what you can do.... People who were in care homes 20 years ago will be at home now, people who were frankly in care homes now, would potentially not even be with us any longer, the advances we have made, but the level of need we support within the settings is very acute now, so the lack of purpose built facilities is probably the single biggest challenge we have got. [NYCC]

3.14 When asked if there are enough properties for older people in the SBC area, stakeholders pointed to the ageing population and in migration of retiring people:

I would say no. I would say the trend for North Yorkshire is no. North Yorkshire is a place that people would love to retire to. We seem to have an increased number of elderly people moving into the area, and obviously the average age is creeping up as well. People are living longer. [Broadacres]

- 3.15 One interviewee suggested a possible need for more private housing for older people. It is not clear what form of housing this would be, but the context of the quotation, which is omitted here for brevity, suggests that it applies to private extra care and retirement housing:

What supply there is, it's outdated, it's old fashioned and not fit for purpose... there is quite a lot of private stuff, but probably not enough but ... at the high end of the market. [Housing 21]

- 3.16 Evidence such as the local authority housing need assessments is use by RPs:

... for me, the SHMA is the starting point. We'd look at it on a case by case basis. We would have to consider all aspects - is it extra care; is it sheltered; is it bungalows? We seem to be moving more and more down the line of where we're constructing properties to allow people to stay in those properties longer. So, they are easily adaptable and the care can be provided for however long they live there. [Broadacres]

- 3.17 There is a variety of current provision, though some properties are ill placed geographically. This relates also to an identified problem of finding suitably placed development land for extra care and retirement housing.

In terms of the bread and butter, there's a mix of existing older persons properties that we have in our stock; flats, bungalows, age, location, closeness to amenity, geographically some are better placed than others. We certainly wouldn't build some of the older person's accommodation we have nowadays as to where they were built previously. [Beyond Housing]

- 3.18 While there is a healthy demand for many properties, some stock requires updating or remodelling to bring them up to modern standards:

Generally speaking there is a strong demand for our older persons accommodation like any housing association any responsible RP, we manage our asset in a way where there is evidently demand issues in relation to a block or a location then we will understand local lettings and maybe flex the use of that stock to meet a wider client group, open it up from an allocations point of view. So we do look at redesignating if there are issues around a block and the demand isn't flowing through for all sorts of reasons. [Beyond Housing]

- 3.19 Some legacy stock is difficult or impossible to remodel and needs to be redeveloped:

If you think, everything that was built in the 70s stroke 80s were around one bed, even bedsits - and those types of buildings when you come to them, you can't convert. So, the easiest option is to knock them down. One of the reasons why we've been building extra care's is that all of the old local authority sheltered schemes are not fit for purpose anymore. So, you know, there's a need to replace that sort of housing. [Broadacres]

- 3.20 Support can be provided in traditional older properties as well as newer ones through technology. This will be able to increase the life of some older properties, depending on their design and condition. The use of

technology is broadening to provide social interactions as well as services such as care, as will be illustrated with quotations later:

Generally speaking, it's a traditional older persons housing provision that we have... lots of it remains popular because it's connected into our independent living service. So, we are able to provide housing support via technology which is a landlord service; that's what we provide outside of any commissioning or outside of any [council] involvement. [Beyond Housing]

- 3.21 There is also interest in building other types of housing for older people as well as extra care. Some RPs, for example Housing 21, are open to the idea of developing their version of retirement housing in the area:

There is nothing in the pipeline for [retirement housing] at present, but we would like to consider any opportunity for that, but the difficulty is getting any site availability in the right place for where we want it. [Housing 21]

- 3.22 The preference is to build two bedroom properties for older people, but pragmatically, some one bed properties are also provided. While this is a pragmatic response, it could also lead back to older people accepting what is on offer rather than what is ideal as mentioned above:

Older people... we always do a good mix of one or two beds. Obviously in a perfect world everything would be two bed, because we always think you need that second bedroom free - if your partner is not feeling well and you need to get your sleep, so you sleep in a different room, or if you've got family staying over. [Broadacres]

What provision is needed and is being developed?

- 3.23 This section considers:

- » Is the right provision currently being developed and is it being developed in the right places?
- » Is there enough affordable housing being developed?
- » Rural areas.

- 3.24 The balance of opinion is that there is insufficient housing for older people being developed in the SBC area. Some see the development process as being unhelpful in building for the needs of older people, though this is not necessarily something that SBC can do anything about:

... a lot of the time it's about negotiation and getting what you think is the best for that site really, for any particular site [Broadacres]

- 3.25 Two RPs identified a need in Scarborough town, but also elsewhere in the SBC area; notably in Filey and Whitby. This was confirmed by the County Council. The need is considered to be high enough that RPs might develop sites that they would not usually consider:

*I think they have been very proactive in getting extra care up and running **in Scarborough**, because I know they've got about four schemes now in that location. I still think **there is further demand because they have got a very ageing population**, so if you're looking outside of Scarborough, maybe look at **Whitby and some of those surrounding areas** - I'm not sure, personally, whether I think the need is being met inside those areas. I know that **Filey and Whitby**, they come under the Scarborough Borough Council. [Home Group, emphasis added]*

...it's about having the right offer in the right location. We have an extra care scheme in Bridlington, which is ten miles away from Filey, but it's in the East Riding and that is so over subscribed in terms of demand, simply because it is the only scheme of its type within the local area, so we always look to assess demand and [identified a need] in Filey, we wouldn't normally consider it being an ideal site because it's on the edge of the town and by a main road, but we could see from our assessment that there was insufficient supply in any location, that made it a feasible option for us... it's about having the right offer in a location that can work for people. [Housing 21]

We identify a need and we will either enquire or identify a site as we're doing with Whitby as part of our hospital site. [NYCC]

- 3.26 One RP suggested that location of extra care within Scarborough might not be a problem and that people will move within the town, but that care needs to be taken with locating housing for older people outside of Scarborough. It is difficult to know whether people will move within Scarborough partly because of the high level of demand for extra care and whether an extra care scheme which is distanced from amenities would be so successful if that demand were met:

The extra care, where they have got them, have been popular. We've certainly had a huge response and I was a bit worried because ours is in Scalby on Scalby Road and it's a fair way out of town and we were always worried whether [it was] in the right place for people, so far away from local amenities. But it's proved to be very successful. So I think Scarborough itself is popular, so people will move to another part of Scarborough, but I do think they need to consider what their intentions are for maybe some of the more outlying areas [Home Group]

- 3.27 There is not enough affordable general needs housing of the size that older might buy:

... historically even the private sale market, all the developers will build plenty of 4 or 5 bed and they're the ones that make the money, whereas most probably, there is a greater need I'd say, in North Yorkshire as a whole, for 2 and 3 beds. [Broadacres]

- 3.28 Extra care is an important model that remains relevant, but new models of providing housing and care are being developed. Extra care is not always the answer; maintaining people in their own home may be cheaper and more appropriate:

for ourselves and the end user, extra care is expensive - not only for the individual, but they are also very expensive to build. We seem to be doing a lot more work now where we're trying to make the properties i.e. a bungalow for instance, or even if it is an apartment, more adaptable, easier to get around, [easier to] get into for the individual, so then they may not have to go into extra care, they can stay longer and receive the care they need to stay in that property. [Broadacres]

I think it's about quality. Our properties are very high quality and our integrated service is unquestionably high quality and I think it's about having the right offer in a location that can work for people. [Housing 21]

- 3.29 Strategically, RPs have ideas for developing more support in housing; “supportive housing”:

We have aspirations, ambitions to develop a more strategic relationship between the Borough Council and the County Council so that we can bring more supportive housing for older people to the fore. [Beyond Housing]

- 3.30 Modern retirement housing is also seen as a way forward to provide for individual needs, including care and support provided in a more flexible way. The immediate future could be:

property... connected into some form of service or services that we are familiar with, types of retirement housing models which are coming through, which aren't necessarily extra care, rather a kind of the hub based developments, which allow [or] create a sense of self support, self-management within them and also allow commissioners to be able to drop resources in, in a more efficient more cost effective way. [Beyond Housing]

... we have been doing [a lot more] flats that are one up one down - so you have your own front door, cutting out the service charge and you make the staircase wide enough to fit a chair lift. [Broadacres]

- 3.31 Downsizing models are seen as important. These could be mixed tenure for full ownership, rent or shared ownership:

they probably need to look at what a retirement model for older people would be, a downsizing model, which doesn't always mean a large extra care scheme, but it might mean some bungalows or apartments that are affordable to people, are possibly mixed tenure, so they are giving people the option to rent or buy shared ownership or buy outright sale. [Home Group]

- 3.32 Another emerging model is a slimmed down version of extra care, removing the catering and communal facilities. This lowers the service charges to residents and development costs to the RP, but has yet to be proven to work in the SBC area:

The other thing is obviously, on extra cares, you get fed, there are all these open spaces, lounges and all that, and the service charges are quite high. We've looked and we are yet to actually build any, but we've been looking at what we call extra care lite - so you don't get fed, there's none of the communal areas but in essence, you're building the apartments, so again the care can be provided - you might have an office, you try and reduce it, you are cutting back the service charge element to make it more affordable. [Broadacres]

- 3.33 This slimmed down approach could allow smaller extra care schemes to be built, which might make the approach suitable for some rural areas:

you need 60 units for the kitchen to pay for itself, sort of thing, and all 60 apartments need to buy into getting the food. [Broadacres]

Communal areas

- 3.34 Communal rooms can still be a valuable resource that tenants use, even where there is no on site manager:

So about traditional provision, the meeting room, those communal spaces are still, certainly over six or seven sites, are still popular. There isn't necessarily, there isn't a scheme manager permanently on site but through our independent living service we can facilitate and empower residents to use those communal rooms for all the typical social activities notwithstanding the pandemic of course. When we get back to a normal world then those communal spaces are still very important for popularity of these, of our schemes. Bring that life, bring that social interaction there are some challenges but still a popular asset to have. [Beyond Housing]

- 3.35 Other interviewees suggested that it is useful to take a different approach to designing communal areas; smaller areas with seating to allow what may be a more natural socialising in small groups:

What we found in some of the extra cares that we've done, obviously we have these nice big lounges which, some get used, especially the restaurant ones. What we find are more popular, is at the end of corridors, we create little seating areas. What you get is people coming out of their apartments and just sitting in that little area, they don't go down to the lounges, so again if you design it well enough so that at the end of each corridor you have a little seating area, you could get rid of some of the bigger lounges again... People do want to mix but not everyone wants to. [Broadacres]

- 3.36 Looking to the near future, location continues to be seen as important alongside an increase in use of technology to provide a 'modern offer':

Demand doesn't necessarily align itself to where that supply is. We've got quite a lot of old traditional stock in parts of the borough which probably are no longer as popular as they used to be. I think as well as the supply going forward there's got to be a modern offer... without the staff member being on site; that old [sheltered] model of a scheme manager or scheme warden being replaced with the use of technology to flex that resource in and out when required. [Beyond Housing]

Bungalows

- 3.37 There is a demand for bungalows and bungalows have the benefit of allowing more people to remain in their own homes. It would be useful to have a strategic approach to developing bungalows:

...in terms of new developments... bungalows are always clearly popular and it would be better if volume house builders could incorporate bungalows... as a percentage of whatever they deliver, but at the moment there doesn't seem to be any particular lead from the Borough in terms of a position on achieving bungalows. That's something that we want to incorporate, if we possibly can, within more significant developments or those that are more appropriate because of their location. But I think that is if there were a greater supply of bungalows it would potentially give better opportunities for people to stay in homes for longer because it is an increasing problem for them in the Borough. [Beyond Housing]

- 3.38 Recognising that bungalows have a larger footprint:

... the biggest issue where bungalows are concerned is land. They do take up a lot more land. I would hazard a guess, one of the things we seeing is if there are sites available, if there's enough land, then we can implement more bungalows. [Broadacres]

- 3.39 ORS have carried out work elsewhere demonstrating the potential for bungalows to free up other properties, notably family properties that would be under occupied if the owner is not happy to move out, such as to a bungalow. In this way, the larger footprint for bungalows on new developments can be 'recovered' at a local authority level by bungalows freeing up existing family houses. This idea was confirmed by one interviewee:

*What I've seen is some local authorities trying to bring in a percentage, trying to mix up the mix a bit, and they're trying to bring in a percentage, say 10% of bungalows on a development. One of the big areas we see - not just on the affordable, but it's across the board - is **the ability for people to downsize**. There's a lot of people, instead of doing a lot of*

developments with four or five bed houses - that's fine - but if you did some more bungalows... [Broadacres, emphasis added]

3.40 Bungalows might be provided through leasehold:

one of the products that ... I think is slowly coming back is what they used to call leasehold for the elderly.... I think there's quite a big market for that product, again bungalows or whatever it may be, allowing people to buy 75% or something ... and it frees up some equity. Maybe the property they are currently in may not have enough equity in, so they may not be able to afford a bungalow (because bungalows are always a higher price than some houses), so a project like that [leasehold] would be helpful... that might even free up some of our existing stock. [Broadacres]

Mixed communities

3.41 Mixed communities are also desirable and are seen as helping make a community sustainable:

for an organization it's really good for us to be able to have quite mixed communities. For example, ... if we can try and get some older people in to some general needs kind of blocks. If we can try and make them attractive and get people to bid for those, that really has a massive impact in terms of sustainable communities and balanced communities so you don't just have say a block or an estate or an area with lots of people of a particular demographic group and a particular employment group, things like that but on the other hand where we do have blocks or where we do have areas that are slightly less desirable of course older people understandably don't necessarily want to move in... if there's concerns about that area. So in terms of wider working together with the local authority how we kind of tackle some of those things, for the sustainability overall I think is a really interesting question. [Beyond Housing]

Rural housing

3.42 It is important to consider the rural areas of SBC as much of the discussion focussed on Scarborough itself and to a lesser extent the other main towns of Whitby and Filey. However, the most detailed discussion of rural housing by far was with a single RP; Beyond Housing.

3.43 RPs and the County Council identify a need for older peoples housing in the rural areas of the Borough:

I do think there's a need, because there are bound to be people living in rural areas or who have had farms, that are wanting to retire and downsize. [Home Group]

When I think about the Dales and the Moors, people having to go from these very small villages where they've lived their whole lives, into the centre of Scarborough at 80, that's no good for anybody. [NYCC]

3.44 RPs do not have a large number of sheltered and other provision aimed at older people in the rural areas:

I'm not sure we've got that significant a level into the national park for example. We have offices in Redcar and in Scarborough and in Whitby right between so we spend a lot of time along that coast which is obviously quite rural between Redcar and Scarborough. [Beyond Housing]

- 3.45 Nevertheless, they have a goal to support rural communities and they have ideas and experience from elsewhere that they would like to use in the SBC area. These tend to be different forms of hub-based model:

One of the things that we have been mindful of is supporting those rural communities and how we best to do that... on the East Cleveland side we've developed a small development of bungalows which are fully supported, the support flows into them and we are looking not too far away at building a supported flexible development which will be older persons, a whole range of different supported accommodation but the point of that is that we are... starting to provide a care hub where their care could be readily available to people living in the community. Further extension of that is at Whitby, the hospital there is being or has gone through plans to revise its footprint, freeing up some land which NYCC are looking to commission extra care older persons housing in Whitby so that's something that we would very much like to be involved. [Beyond Housing]

- 3.46 The problems of managing properties and demand from older people in a rural setting were noted, such as suitable properties being unavailable in the area or village that the household want to live and where they may have lived all their life. At the same time, other rural areas may be harder to let:

... we definitely do have some rural properties in some of the villages. Some of those villages are really in high demand and we have people who are looking for a very small area that they want to live in and they are waiting a long time because not much comes up particularly if they are waiting for... bungalow type accommodation. Then there are other rural places that are in very low demand and we struggle to let. [Beyond Housing]

- 3.47 Infrastructure, notably transport is important in managing rural properties:

It's... a nuanced... [and partly depends on] how well any villages are connected to transport, there are just some that are more desirable than others. So, I think generally that there's sort of enough demand for those areas but there are some pockets where there isn't. [Beyond Housing]

- 3.48 The context to older persons housing in rural areas is set by wider rural development and housing management issues. Some problems can be caused by local lettings policies attached to rural exception schemes as they make schemes difficult to deliver by having too restrictive an area from which to draw tenants, shared ownership and other buyers:

... we've not particularly got heavily into rural exception schemes, not older persons ones anyway. But in most situations there is usually some sort of local lettings policy which I think... has been one thing that RPs have flagged up as being actually a barrier to delivery. As long as it has a degree of flexibility embedded i.e. a tiered approach of [to define what is] local then it can expand out after a period of time [from very local to a wider area] then I think that is something we can work with. But it needs to have that embedded flexibility. [Beyond Housing]

the idea of it is fantastic, in practice. I think it is really hard to deliver for lots of different reasons and actually certainly on things like shared ownerships side of things you end up really adjusting the criteria to try and get someone who meets the niche or you end up adjusting the criteria and actually how much housing need is that household really in by the time they have met the local connections, do they work here and all of that stuff. So, I think

the intent is good but there needs to be enough flexibility so they let the homes and find people that really need the housing. [Beyond Housing]

- 3.49 The attitudes of the local community are another factor constraining rural development and which might impact on developing for older people, notably the dilemma that in-migration is needed for a rural community to thrive:

[The] interesting dilemma of rural communities saying we're not a sustainable community, the school is closing etc, but we only want local people to live here. But then your school is going to close. You need, actually to sustain your rural community you do need to have people coming in... to sustain the sort of amenities that you want, that are going to give that life. So, it's the [protecting village heritage] versus the reality of what that means and again the deliverability that goes alongside delivering rural homes. [Beyond Housing]

- 3.50 While there are challenges developing rural housing for older people, including viability, other possible models are being considered. The hub idea noted above could be used for more than simply housing and care to being a community resource:

I think what makes it difficult to develop extra Care in those areas is viability, because you can't put a 70 or 80 unit scheme out in the sticks and expect that you are going to fill it, but I think there are other ways doing that. You could look at more of a retirement model with care services going in as and when people need it, and maybe look at a small community hub that can serve not just older people, but the wider community and engendering that [interaction between age groups] within those communities. [Home Group]

- 3.51 The County Council are also considering how to deliver small extra care rural schemes:

We also have to consider what would a micro extra care look like? That's half a dozen people that you could put into a really rural location and how that would all work, that's sort of the thing that we are trying to consider at the moment. [NYCC]

Accessibility

- 3.52 The final central topic was accessibility, considering question such as:

- » Are older persons housing properties in the SBC area generally accessible and if not, then adaptable?
- » Are adaptations generally done – where a resident requires them?
- » How does accessibility and adaptability relate to the age of properties – are any problems only in older properties, or do new properties suffer with them?

The level of adaptability

- 3.53 The balance of opinion was that while newer properties tend to be accessible and adaptable, older properties are often not accessible. And while many older properties are adaptable in theory, it is not always feasible to make adaptations:

As you would expect, with ageing, not all are necessarily accessible, most things are adaptable. [Beyond Housing]

I would say anything built since the 90s is [adaptable]. The level access we're all aware of that. If you go back to any later when there was that Big Build programme in the 50s, you may struggle, as a lot of bungalows have steps and stuff like that. So, you're talking about disabled adaptations to get ramps in, widening doors, which you may not be able to. You most probably could adapt, but it's going to be very expensive. [Broadacres]

- 3.54 The County Council supports the idea of providing care in the persons own home, while recognising the problems:

... wherever we can, we will try and deliver care, our focus that we 100% believe in, is that people should be able to stay at home for as long as they want to and are able to, that's always what we will try and drive... sometimes it's the provision of caring, whether carers can access when people need, they may need a different bed, a hospital bed, profiling bed, they may need adaptations, and it's just physically not possible to get those into that setting, that's when it becomes a challenge. [NYCC]

- 3.55 RPs tend to be sympathetic and proactive in their approach to adaptations:

We as a housing association have a quite proactive approach to aids and adaptations, we do directly provide guarantee fund adaptations and we also work with Scarborough HIA to use their funds or use DFG to improve our stock. [Beyond Housing]

- 3.56 While properties may be adaptable in theory, the cost or disruption involved along with the likelihood of having to remove costly adaptations at the end of the tenancy means that alternatives may be a better solution, such as the tenant moving home:

... we are adapting more houses which we most probably wouldn't if there were enough bungalows, for instance. [Adaptations include] stairlifts, walk-in showers, ramps. And then what happens is that person leaves the property, and you're having to spend the money to convert it back into a general needs, or you're having to try and find someone that is the perfect fit for that property. [Broadacres]

Designing for adaptability

- 3.57 To avoid future problems in adapting properties, RPs are keen to anticipate problems and design to avoid them:

... accordingly. There is an emphasis on using the allocation system to try to rehouse in appropriate circumstances, to avoid clunky or costly, not necessarily sustainable adaptation. It does not always work that way for obvious reasons ... there are some accessibility issues, there are some stock which are still allocated, designated to older people which will be increasingly difficult to allocate because of their location or construction type, which is either requiring creative and more costly adaptations to work around or a bit of a alright solution or in some instances can't be adapted. That goes back to the opportunity we have to develop new supply going forward which is built with that sort of future adaptability as well as locations which don't create such constraints. [Beyond Housing]

- 3.58 Design and development with accessibility in mind is an important feature of RP development and is intended to allow people to remain in their own homes:

We seem to be moving more and more down the line of where we're constructing properties to allow people to stay in those properties longer. So, they are easily adaptable and the care can be provided for however long they live there. [Broadacres]

- ^{3.59} As might be expected, recent extra care schemes and those in development are designed with wheelchair access in mind. This can mean the inclusion of wheelchair flats, but is more likely to involve designing in the flexibility to adapt properties for wheelchair accessibility:

... if we are developing new build that is older persons then we would normally ensure that there is space. The basic standard of that would be something that we would say is wheelchair friendly; shower rooms instead of bathrooms, decent levels of storage, turning circles. We try and work on this basis, I think we have got at least one or two specific wheelchair apartments in a recent development that we handed over... if a wheelchair user needed a specific kitchen then we would fit that specific kitchen rather than holding [flats] within a scheme because invariably the timing never works out right so better to actually build a really good generic standard and then adapt to suit individual customers needs at that point in time. [Beyond Housing]

They are all accessible in terms of space, electrical switches, bathrooms and so on. We no longer provide adapted kitchens because the demand for them is relatively low. But they are all adaptable. They are also all adaptable for a ceiling track hoist or any other form of aid that a person may need to be able to live independently in them, so a wheelchair user could take one of these flats. [Housing 21]

- ^{3.60} RPs considered accessibility in general and wheelchair users in particular when designing communal areas. One example is:

They usually have two lifts in the building, they are accessible by a wheelchair. The corridors are passable by two wheelchairs.

- ^{3.61} Accessibility problems persist in extra care, although it is not clear whether this example is from the SBC area and the age of the schemes involved, it does reinforce the need for careful design:

We've had a few admissions to extra care for example, where somebody has gone into hospital, has come home needing a wheelchair, whether that's short term or long term, they may just be about able to get into their front door but they can't get down the corridor and turn left into the kitchen because of the angles and how narrow the buildings are. [NYCC]

Community alarms or care calls

- ^{3.62} Community alarms or care call systems are perhaps the most important factor in maintaining people in their own homes and can complement adaptations or support the person irrespective of other adaptations:

...the biggest factor, it's not quite an adaptation, but the independent living call services that we provide are probably the most instant adaptation that's there to support older people in their homes and you know that is obviously private customers not just our Beyond Housing customers. [Beyond Housing]

- ^{3.63} There are considerable benefits to individuals and to the business of RPs rolling out community alarms or care call systems to households who are not their tenants:

... we offer and promote that service to the wider community. Actually, it is the wider community which take up the service, which buy into the service. It's a very marketable service which has supported lots of older people in Scarborough to sustain their independency. Whatever property they either own or live in or are renting from somebody else, somewhere else. [Beyond Housing]

The impact of Covid-19

Development

- 3.64 Development has largely carried on through the pandemic although with a break during lockdown:

Development has pretty much carried on. We have had some delays in planning, some delays in legal progression and obviously there was probably five weeks of construction that completely stood still and that the industry has then needed to have a slightly slower resumption due to material restrictions but overall again things have bounced back. For us and for Beyond Housing we will be aiming to deliver the same number of starts and completions in our programme that we had planned at the beginning of the year. [Beyond Housing]

- 3.65 It has been possible to let and populate a new scheme during the pandemic, although this was not possible during full lockdown:

We unfortunately were in the position that our extra care scheme handed over during the first lockdown, so we couldn't let the properties straight away... I think the scheme is almost full now... Even though we were in lockdown, people that had been offered property were chomping at the bit to move in, but obviously we couldn't at that time because of restrictions on us. We've started to move people in now and obviously we have phased it, so we haven't got a mad rush of new residents moving in. So we have phased that and it has taken a little while for us to do that [Home Group]

Benefits of the extra care design and management

- 3.66 The design and normal everyday management of extra care schemes has proved beneficial to maintaining social distance and isolation through the double barriers of the main door to the scheme and front doors to individual flats. Of course, the level of risk is higher in communal areas which need to be used. One suggestion to manage communal areas is to have way systems:

I think extra care is good, as in, if people do need to isolate we've got the full apartment and they can do. But you've still got communal corridors to manoeuvre around, so thinking about having maybe one way systems and making sure that you have got ability for people to use different lifts and manoeuvre around the scheme. [Home Group]

Because of the way that we look after our residents and our staff observe PPE we've kept it out. That's an important message for us to be sending at the moment. Extra care is a safe place to live. Where we've had an outbreak, we've had to close communal areas totally for a period of time and we've locked the doors and only allowed essential visitors in. [Housing 21]

- 3.67 Management have had to deal with measures such as social distancing perhaps more than have development. Key issues that arose are the need to maintain contact and dialogue with older residents, PPE for staff with face to face responsibilities to residents:

Our older customers want and need connection, contact. We have a very effective 24/7 independent living service. Most, if not all, of our older customers living in designated accommodation are connected in through the independent living service so we've had that ability to be able to maintain contact right throughout the pandemic and we have still been able to employ responders in the community to deal with emergencies, to deal with those issues that still needed attending to. Responsible use of PPE, safe systems at work, good dialogue with customers, what we are coming for, why we need to come, are they happy with that, are they comfortable with that etc. So we have done what we could and in some cases more in terms of maintaining contact, being here for them and trying to be a bit more proactive at a time when social isolation has come to the fore. [Beyond Housing]

- 3.68 Managing the use of communal facilities, or replacing services such as catering, have provided particular challenges. The main response has been to shut down community life in the schemes:

... the whole impact on how our communal facilities are managed and used, it's no different than going out to a restaurant for a meal where we are having to make sure there are safe distances, and the mix of residents from different households... the biggest issue has been the catering provision and how we continue to provide a service through all of this. For some people they might not be able to make a meal for themselves, so that has been quite difficult, and looking at whether we can deliver meals to people's apartments, so that we have not got everybody that is very vulnerable, maybe coming down for a meal. And our schemes are open up to the public usually, so we encourage that community engagement interaction, and we have had to stop that.

- 3.69 Problems with managing Covid point to the need to be able to control the situation as much as possible as demonstrated when a private carer brought the virus into the scheme:

... on going into lockdown, residents ... were in their rooms and we took their meals to them. Actually, across our 5 schemes, we only had one death from Covid. So, we managed it really well - it's been difficult, and it's been a strain on our staff. Recently we've just had a positive test on one of the residents, again we've isolated them, but unfortunately that was a private carer who brought [Covid in]. It wasn't any of the council's care staff, it wasn't any of our staff, it was someone who was coming in to provide [for one person]... obviously as well now, everyone has their own budget, so they can pay whoever they want to be their carer... [Broadacres]

- 3.70 In general though it has been possible to take advantage of the double barrier of the front door to the scheme and residents individual flat doors. While this approach has been largely successful in the essential aspect of preventing infection, as with any intervention there have been undesirable consequences:

Normally our café, our restaurant, the facilities, are open up to be used by the public, we've got a hair salon and dance rooms and things. Well unfortunately none of that has been able to be used by anybody from outside the scheme. And also being careful about [letting] visitors into the project. So I know when I have been going, just to check how things are getting on, there is a whole signing in process, just like if you were going anywhere else,

people have to use hand gel you have to use a mask. But it is not open to the general public at the moment. [Home Group]

- 3.71 Access to broadband during the pandemic has been important to residents of extra care as it has to the wider population, but while online shopping can be encouraged, that shopping needs to be delivered. This illustrated the importance of the second of the barriers; doors to individual flats:

I think it's more about encouraging people to use online shopping services. The staff wouldn't do it, unless it is identified in somebody's care package that they need somebody to do the shopping for them. But to be quite honest, we have relied on volunteers as well, to come in and help, like people have in the community to help those people who can't get out, to help them do shopping and bring things in for them. [Home Group]

- 3.72 Challenges for management include maintaining some form of social contact for residents, particularly where they are used to communal activities. Digital alarm systems that also allow residents to talk to one another have proved useful, as well as providing an additional aid to isolation by being able to see who is at the door and talk to them before opening it:

... lots of our older people live in schemes where they are used to being together having a cup of coffee in the meeting room or having a natter and a chat and we've all struggled with those rules and those regulations and our older people have been no different and there have been some frustrations around, we don't want this, why this? why that? Obviously, we have stuck to the guidelines and used that as a genuine and reasonable reason to have those controls in place. I think for me it just goes to show that your older people are an important client group, the demographic going forward will suggest that we will continue to aide, to house and rehouse people and people live longer with us and our service offering and our approach has to be reflective of the need to the requirements of older people. [Beyond Housing]

We install a digital alarm system ... it means that they can talk, not just to the staff but they could talk to their friend in number 20 and say, I'll meet you down there, or are you lonely? You see a friendly face, you can see who is ringing your doorbell. If somebody rings from the privacy door to the apartment, people can see who it is there, so it is an extra security measure as well. [Housing 21]

Overall success of extra care

- 3.73 Overall, RPs feel that they have found ways to adjust to the pandemic, social isolation and lockdown reasonably well:

The pandemic has probably shown that in many, many ways across Beyond Housing, but for older people in particular, that we've managed to remain reasonably resilient and certainly responsible in our approach.[Beyond Housing]

- 3.74 The County Council confirmed the relative success of the extra care model and RPs management of extra care in dealing with Covid:

Unfortunately we've seen a number of deaths, significantly less, frankly in extra care than we've seen in residential nursing, which from an extra care point of view is a positive story... People have been able to isolate, the flipside of that is that people have largely been self-isolating within their apartments, whereas with care homes, the communal areas have still

been available... But it has validated the model... fundamentally the schemes have reacted really well and... the fact that they are people's own homes [means] you can be adaptable between each resident based on their own risk assessment really, so it's been a real challenge for staff and that flow of staff between the community and the scheme is a big challenge. [NYCC]

- 3.75 One interviewee suggested that the longer term effects of Covid-19 would be to drive a review of the extra care model, particularly in relation to design and possibly driven partly by the ability to self isolate in case of should a future outbreak of a Corona virus or other epidemic or pandemic. That said, it is worth repeating that based on the evidence of the interviewees, the extra care model has proved robust in allowing residents to isolate as a group from the outside world and from one another as the need arises:

I ... think that post covid-19 we will all be looking at whether the extra care model works in its current format, or do we need more of a hub and spoke model, where you have smaller buildings and have more bungalows, smaller blocks of apartments, which helps with isolating and social distancing ... I think as part of the housing LIN ... there will be a whole review of whether the model works and collating information from providers, and whether we need to do anything different with designs, to cope with any future, similar outbreaks of Covid. [Home Group]

Other issues and comments

- 3.76 RPs are keen to work with SBC on older peoples housing. These two are examples:

... from a development point of view we would plan to develop 2000 homes as an organisation in the next 5 years at least a 1000 of those will be in Scarborough. Some of that will be bungalows and will be older persons. We are actively developing organisation for our size. Obviously we hope to contribute towards that ongoing and future agenda in terms of our older customers. [Beyond Housing]

We would really love to [work] in Scarborough borough area. Not in the town, ... but the council area. We generally have the principle that we offer about 65- 70 flats in a scheme. But we are pretty flexible because we've got much larger number of flats in the scheme and we've got much smaller numbers.... We are willing to look at innovative schemes. We are looking to bringing modern methods of construction, to think outside the box. But what we won't compromise on is quality. [Housing 21]

- 3.77 Extra care is recognised as being helpful in the housing and health continuum. One interviewee pointed to the benefits of training staff to a higher level that might normally be the case in order to avoid hospital admission and promote early discharge where someone is admitted:

Part of our commitment is to facilitate early hospital discharge. And also to prevent hospital admission, wherever possible. As an example of that, lots of old people get admitted to hospital because they have a fall, because routinely staff are told don't pick somebody off the floor, the paramedics come, they pick them off the floor, take them to hospital, they cost the NHS about £4000. We train our staff to use specialist lifting equipment, so if they ascertain that somebody has fallen, if somebody has broken their hip, you aren't going to break another hip by picking them up from the floor. But you might save them from having a stroke if they are lying on the floor for 3 hours. Our staff are trained in using specialist

equipment when they know it's safe and the resident is in agreement. We can reduce emergency hospital admissions by 60-70% in a year from the scheme, because the vast majority of them, emergencies,(until Covid), were because of falls. [Housing 21]

- ^{3.78} The County Council interviewee provided some important context about residential and nursing care, which is mostly market driven and where the supply is likely to contract:

Residential and nursing is very different - it's very reactive, ... the market and people either open up or more likely close down at the moment based on their own decisions... we are not frankly as strategic in that market as we need to be in terms of explaining what it is we need, there's a lot of work going on to get us to that point, but at the moment we are at the whim of the market, and we have lost providers, even over the last 6-months unfortunately because of things that have come to light as a result of Covid. We've closed a number of homes... We've had to take enforcement action to the point where unfortunately, we have had to close homes and that does mean that people potentially have to move longer distances for alternative provision. And it wouldn't surprise me if over the next year or two that we see more exits from the market from older operators probably, older owners of homes who frankly have just had enough after this year, they are just worn out, I think we may well see a spate of those.

4. The Data Context

Aligning comments with relevant data from the SHMA

- 4.1 This section considers how the qualitative comments align with relevant data use in the Scarborough Borough Strategic Market Assessment 2021. It is intended to add context to help align the two studies for decision making purposes using a small selection of key data. It is not intended to present an in-depth analysis or modelling from the two studies.

Population change

- 4.2 The stakeholders' view was that the population of older persons in the SBC area would increase because of the ageing society and with in-migration to the area. Figure 27 of the SHMA showing household projections categorised by the age of the household representative (HRP) for 2022 to 2038 is reproduced below. The projections confirm that there will be a significant increase in older households, and show the following increases over the period 2022 to 2038:

- » Age 65-74 - an increase of 1,400 households
- » Age 75-84 – an increase of 2,200 households
- » Age 85 and over – an increase of 1,900 households
- » Total aged 65 and over = 5,500

Total projected households in Scarborough Borough for 2022 and 2038 (Note: Figures may not sum due to rounding to the nearest 100)

	Age of Household Representative								TOTAL
	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	
2022	1,300	4,700	5,900	8,000	10,400	9,400	8,200	2,900	50,700
2038	1,600	5,000	6,100	8,100	8,300	10,800	10,400	4,800	55,300
CHANGE	+400	+400	+200	+100	-2,000	+1,400	+2,200	+1,900	+4,500

- 4.3 Figure 33 of the SHMA shows the annual change in numbers of households by age by the components of household change¹; new household formation, in and out migration, and dissolution of households (usually because of death in older age groups). Figure 33 confirms that in-migration is an important component of household growth in households aged 65 and over, as it is across all age groups.

- 4.4 The numbers of households migrating in each year are:

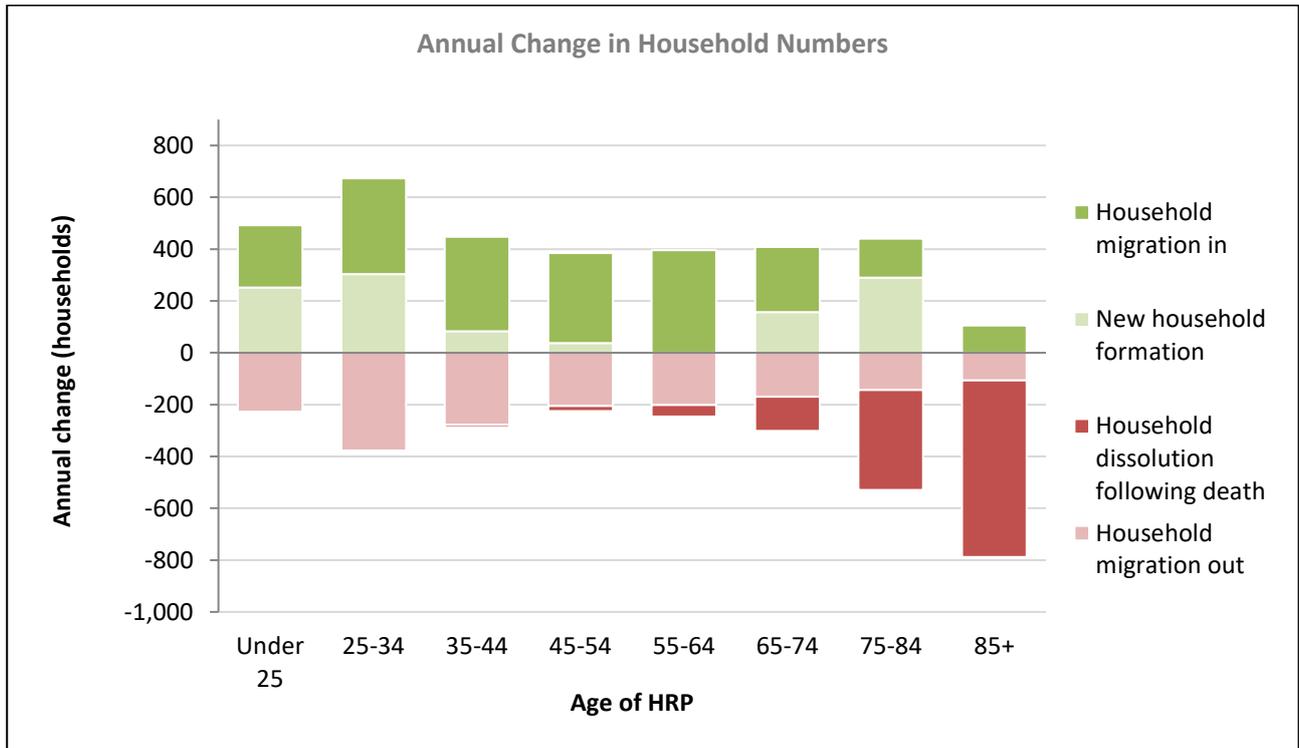
- » Age 65-74 = 252
- » Age 75-84 = 151
- » Age 85 and over = 105
- » Total = 508

¹ This analysis is based on changes within each age cohort. Comparisons are based on households born in the same year and relate to their age at the end of the period. Therefore, all new households are properly counted, rather than only counting the increase in the number of households in each age group.

4.5 In-migration is the only positive component of growth in the 85+ age group. The other components; out-migration and dissolution of household, are negative; they lower the number of households in the 85+ age group.

4.6 The 65-74 and 75-84 age groups also show significant new household formation.

Annual change in household numbers in each age cohort by age of HRP in Scarborough (Source: ORS Housing Model, figures are rounded)



4.7 While stakeholders did not discuss changes in the number of households by household type, this analysis is shown in Figure 29 of the SHMA, which is reproduced here for convenience. Figure 29 shows the household numbers and net change for Scarborough Borough from 2022 to 2038 separated out by the age of the household representative person (HRP).

Total projected households for 2022 and 2038 and change by household type and age of household representative
(Note: Figures rounded to nearest 10; total figures rounded to nearest 100. All calculations based on unrounded data.
Figures may not sum due to rounding)

Household Type	Age of Household Representative								TOTAL
	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	
Households 2022									
Single person	420	1,070	1,270	2,200	3,330	3,050	5,080	1,760	18,200
Couple without children	100	1,010	400	2,870	5,860	5,690	2,230	630	18,800
Families with child(ren)	440	2,330	4,120	2,690	950	130	80	0	10,700
Other households	330	260	80	250	250	510	800	540	3,000
TOTAL	1,300	4,700	5,900	8,000	10,400	9,400	8,200	2,900	50,700
Households 2038									
Single person	450	1,040	1,290	2,470	2,830	3,260	6,010	2,420	19,800
Couple without children	30	1,040	60	2,350	4,280	6,670	3,000	1,130	18,600
Families with child(ren)	610	2,620	4,690	3,190	1,160	220	160	0	12,600
Other households	560	340	10	120	80	670	1,260	1,250	4,300
TOTAL	1,600	5,000	6,100	8,100	8,300	10,800	10,400	4,800	55,300
Change 2022-2038									
Single person	+30	-20	+20	+270	-500	+210	+930	+660	+1,600
Couple without children	-70	+30	-340	-530	-1,580	+980	+770	+490	-200
Families with child(ren)	+170	+290	+570	+500	+210	+80	+80	+0	+1,900
Other households	+230	+80	-60	-120	-170	+160	+460	+710	+1,300
TOTAL CHANGE	+400	+400	+200	+100	-2,000	+1,400	+2,200	+1,900	+4,500

Modelled need for sheltered housing and extra care

- 4.8 Stakeholders identified a need for extra care and retirement housing along with other forms of housing for older people. The modelled need shown in the SHMA confirms the need for significant numbers of extra care (or a suitable alternative) and sheltered housing (or a suitable alternative such as retirement housing). Tables of the most important data supporting this conclusion are shown below. It also confirms that both owned and rented accommodation is required.
- 4.9 Once the total housing need has been determined, it is possible to revisit the population of older people taking account of the number of dwellings that will be available. In Figure 50 of the SHMA, the population projections underlying the Local Housing Need figure for Scarborough Borough show a substantial increase in the older population during the period 2022-2038. The population aged 75+ is likely to increase by around 5,400 persons based on providing the number of homes needed to meet the local housing need.

Projected population aged 75+ (Source: LHN dwelling-led population projections)

	75-84	85+	TOTAL
2022	11,180	3,954	15,134
2038	14,113	6,423	20,536
CHANGE	+2,933	+2,469	+5,402

- 4.10 Figure 53 of the SHMA, reproduced below, summarises the potential requirement for new specialist housing, taking account of the current stock, unmet demand and population growth for the period.

Modelled Demand for Older Person Housing in Scarborough Borough based on Housing LIN Toolkit

		Rate per 1,000 persons aged 75+	Gross need 2022	Existing supply	Unmet need in 2022	Additional need 2022-38	Overall need
Sheltered Housing	Owned	120	1,816	362	+1,454	+648	+2,102
	Rented	60	908	529	+379	+324	+703
Extra Care	Owned	40	605	0	+605	+216	+821
	Rented	31	469	262	+207	+167	+375
TOTAL		251	3,799	1,153	+2,646	+1,356	+4,002

Affordability

- 4.11 Many stakeholder comments relate to affordable housing for older people, and to ensuring that extra care is affordable. Figure 31 of the SHMA shows the percentages of households by age who are unable to afford market housing and confirms that significant percentages of households aged 65 and over cannot afford market housing.
- 4.12 For each type of household in each age group, the table identifies the percentage of households unable to afford their housing costs. This is the proportion of households in each group that either occupy affordable housing or receive housing benefit to enable them to afford market housing.
- 4.13 Overall, 17.8% of households aged 65+ are unable to afford market housing

Assessing affordability by household type and age (Source: Census 2011 and DWP)

Percentage unable to afford market housing	Under 25	25-34	35-44	45-54	55-64	65+
Single person household	17%	11%	24%	27%	27%	28%
Couple family with no dependent children	5%	4%	7%	7%	6%	10%
Couple family with 1 or more dependent children	29%	19%	11%	8%	7%	12%
Lone parent family with 1 or more dependent children	42%	50%	37%	30%	26%	18%
Other household type	11%	24%	38%	24%	19%	11%