

## Communal Establishments for Older Persons Housing Evidence Base Briefing Note 36 (BN36)

### Summary

The NPPF states that local plans should meet the full objectively assessed need for housing and this includes homes for older people. It is those members of the population, younger or older, that have a severe limiting long term illness or disability that are more likely to require residential care. Disability and illness become more common as people get older. A big decision faces older people, particularly as they become less mobile and may need more care, is whether they stay in their current home, consider moving to a smaller home that is better suited to their needs or into residential care.

A range of situations, events and circumstances lead people into residential care, including bereavement; concerns about health; poor or unsuitable housing; inadequate or unsatisfactory care or a breakdown in care arrangements at home; and other people's concerns and anxieties for their relatives'/ friends'/ patients'/clients' wellbeing, safety and protection. It is very common for decisions to be made quickly and for events to develop at high speed when options for intensive support are being discussed – especially at times of crisis.

The number of residents in communal establishments aged 65 and more decreased by 13.4% between 2001 and 2011. In 2011, less than 1% of people aged between 65 and 74 lived in communal establishments compared to just over 15% of those aged 85 or more.

2012 based projections indicate that there was a need for some additional 2,550 places in communal establishments for those aged 75 or more in Cornwall by 2030. However, the number of residents of communal establishments in Cornwall has been decreasing for all those aged less than 85 in recent years and this decrease could continue into the future as life expectancy and healthy life expectancy continues to rise. Local care strategies propose a reduction in residential care preferring additional delivery of specialist housing for older people in Cornwall and better support in the home.

In terms of how this group of people relate to the overall housing requirement, it should be noted that the future population of communal establishments in Cornwall are already likely to be living in Cornwall as less than 20% of people migrating into Cornwall are aged 65 or more. This means that those moving into residential care or future equivalents will be moving out of or free up a home for others to use. On that basis the full objectively assessed need (FOAN) was not increased to reflect those estimated to move into communal establishments. In practice the FOAN also included a number of uplifts to provide flexibility in response to a range of factors which also give an additional degree of flexibility to meet a range of needs.

### Key Outcomes

The Local Plan will support local care strategies that propose moving away from residential care without nursing by providing more extra care and other care services that will better meet local needs.

### Key Facts

The number of residents in communal establishments aged 65 + decreased by 13.4% between 2001 and 2011.

In 2015, there were 104 care homes without nursing care and 54 care homes with nursing care in Cornwall.

*Source: Census, Elderly Accommodation Council, DCLG, Cornwall Council*

## National Policy and Context

The National Planning Policy Framework (NPPF)<sup>i</sup> (paragraph 50) states that 'to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand'.

National Planning Practice Guidance (NPPG) has been made available to guide the 'Housing and Economic Development Needs Assessment'<sup>ii</sup> and this guidance includes an element on how the needs for all types of housing should be addressed.

The health of the population is probably more descriptive of the housing needed to meet the specialist housing needs of the population as age is not always a determinant of a need for different types of housing. It is those members of the population, younger or older, that have a severe limiting long term illness or disability that are more likely to require residential care.

The Housing our Ageing Population: Panel for Innovation (HAPPI) was tasked with understanding what further reform is needed to ensure that new build specialist housing is required to meet the needs and aspirations of the older people of the future. According to HAPPI there are 3 main groups of housing that is available for older people:

- Mainstream Housing which is not designated for any particular group but will include general needs housing, lifetime homes and adapted homes;
- Specialised Housing which is housing specifically for older people with access to support and care. This will include sheltered/retirement housing, very sheltered or assisted living, extra care, close care and retirement villages;
- Residential Care or Care Homes which is institutional accommodation with care services and facilities, and can include residential homes, nursing homes and specialised care homes.

This briefing paper concentrates on the third HAPPI group – residential care, nursing care and specialised care homes.

## Local Context

Cornwall Council's Housing Strategy<sup>iii</sup> has set a number of priorities which include those that directly relate to housing mix in terms of age related issues or disability:

- Priority 2: Finding Smarter Housing Solutions - We will ensure that people have free access to a range of housing options which can help them to make their own housing choices, including the chance to remain in their own home and live as independently as possible.
- Priority 4: Creating Sustainable Communities - We will ensure that housing activities contribute towards social wellbeing and make a difference to deprived and excluded communities

Cornwall's Long Term Accommodation Strategy<sup>iv</sup> sets out the Cornwall wide position for accommodation for people with care and support needs. This Strategy is clear that older people have many different needs and aspirations for their accommodation solutions in later life and so a good mix of accommodation types is required. Housing, care and support needs for older people can be met in a variety of settings: specialist

supported housing, extra care housing, other care settings and also via floating support services or home care in mainstream housing. Without suitable attractive offers of alternative housing and care home solutions, older people will remain in potentially unsuitable, hard to maintain housing.

Cornwall's position statement on extra care housing<sup>v</sup> has three key messages, with the second being most relevant to this briefing paper. BN27 is the briefing note that specifically looks at specialist housing for older people:

- Existing sheltered housing schemes need to be remodelled and, where appropriate, converted to extra care housing.
- The relative number of residential care home placements needs to be reduced and the number of alternative options of accommodation with care and support needs to increase, including extra care.
- A balanced extra care housing market needs to be developed that offers units for private rent, social rent and for sale.

## Definitions

Care Homes – comprise a residential setting where a number of people, generally older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes', but are registered to provide different levels of care. A home registered simply as a 'care home providing personal care' will provide personal care only such as help with washing, dressing and giving medication. A home registered as a 'care home providing nursing care' will provide the same personal care but also have a qualified nurse on duty twenty-four hours a day to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.

Communal Establishments are generally divided into two categories:

- Medical and Care Establishments: including hospitals, mental health institutions, children's homes and care homes with or without nursing care;
- Other Establishments: including defence establishments, prisons, educational facilities, hotels, hostels and detention centres.

It is the first category that this paper will concentrate on, and particularly the 'care homes with or without nursing care' type of communal establishment.

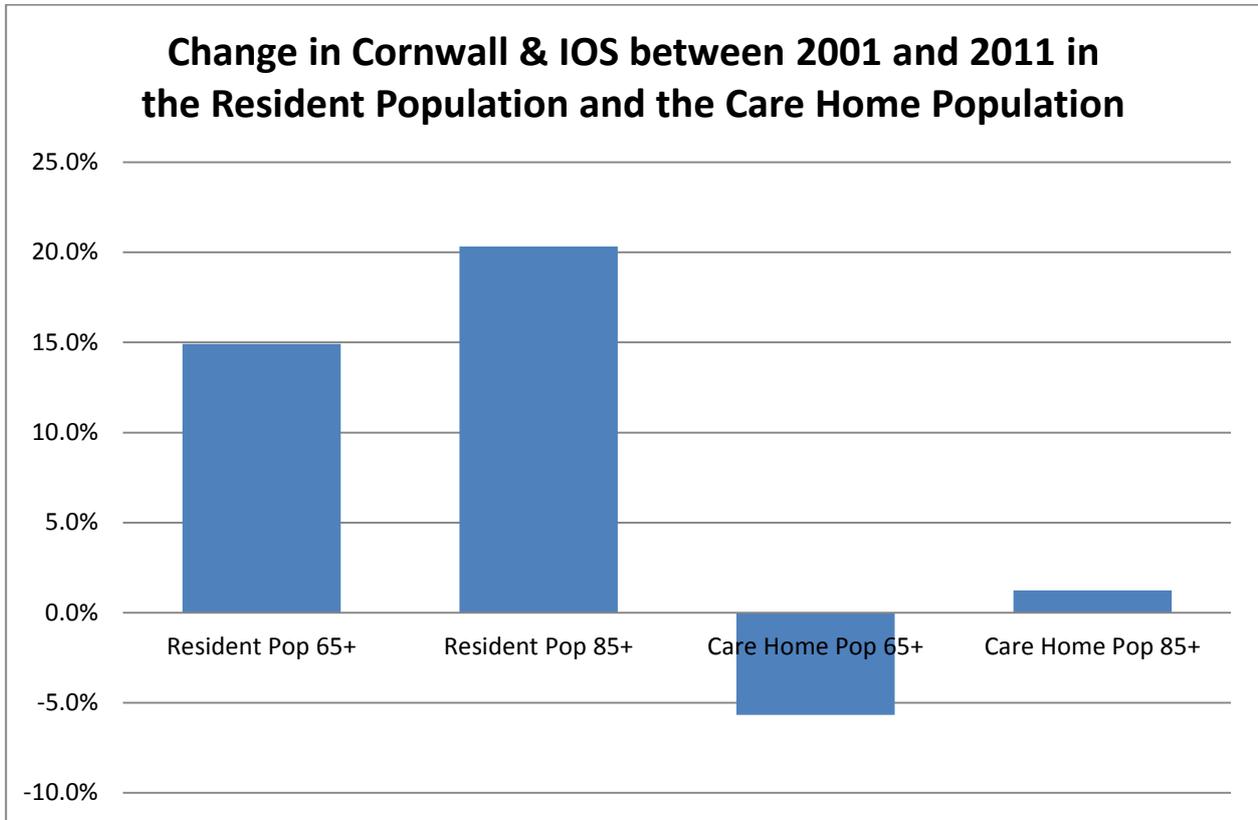
## Past Trends for Communal Establishments

According to the Census there were 776 communal establishments in Cornwall in 2001. The number of communal establishments in Cornwall increased to 1,127 (+45%) by 2011. Residents in medical and care communal establishments made up 70% of the communal establishment population in 2001 compared to 55% in 2011. Much of the increase in communal establishments has been within the 'Other' category.

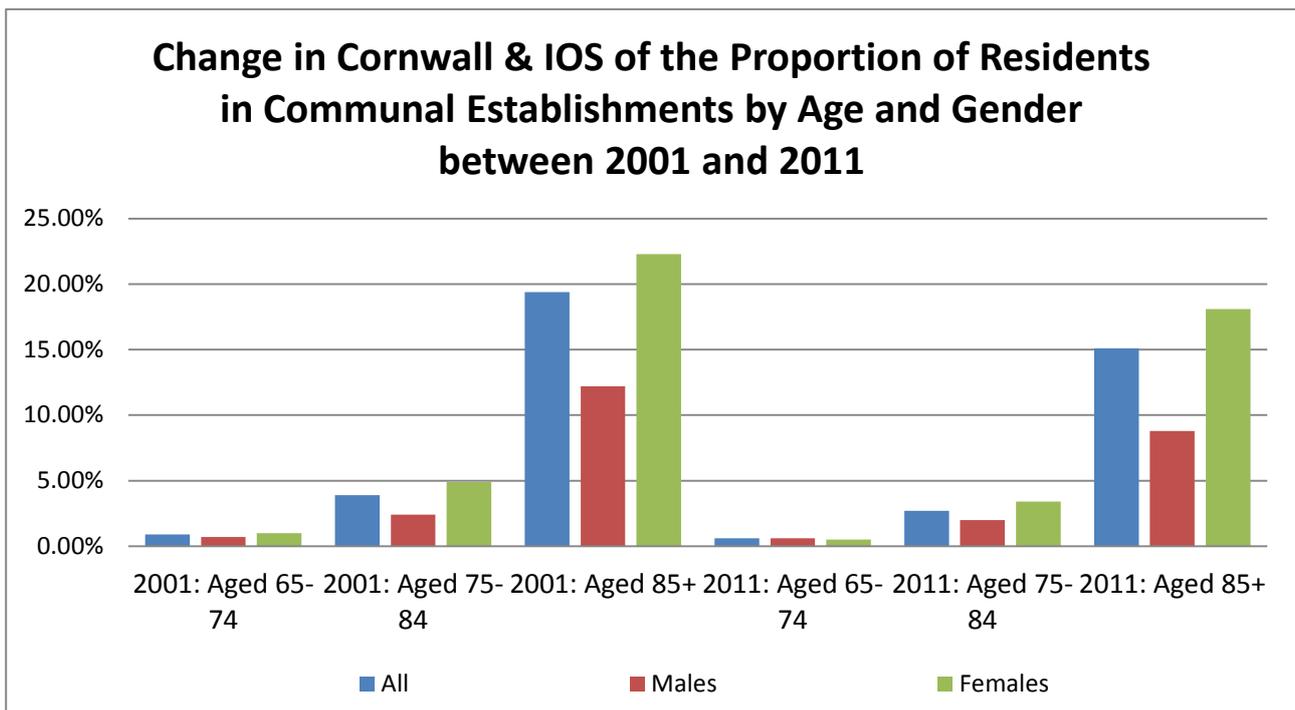
Of particular relevance to this paper, the number of residents in communal establishments aged 65 or more decreased by 13.4% from 4,366 persons in 2001 to 3,779 persons in 2011.

ONS analysis<sup>vi</sup> indicates that the proportion of usual residents aged 65 and over residing in care homes in Cornwall changed by 3.2% between 2001 and 2011 (compared to 0.3% nationally), which is significantly different to the overall increase of 14.9% (11% nationally) in this age group over the period. What is interesting to note and shown in the graph below is that there was a 5.7% decrease overall in the

number of residents aged 65 or more living in communal establishments between 2001 and 2011 compared to a 14.9% increase in total population aged 65 or more. There was an increase of 1.2% in those aged 85 or more living in communal establishments compared to an increase of 20.3% in the population aged 85 or more.

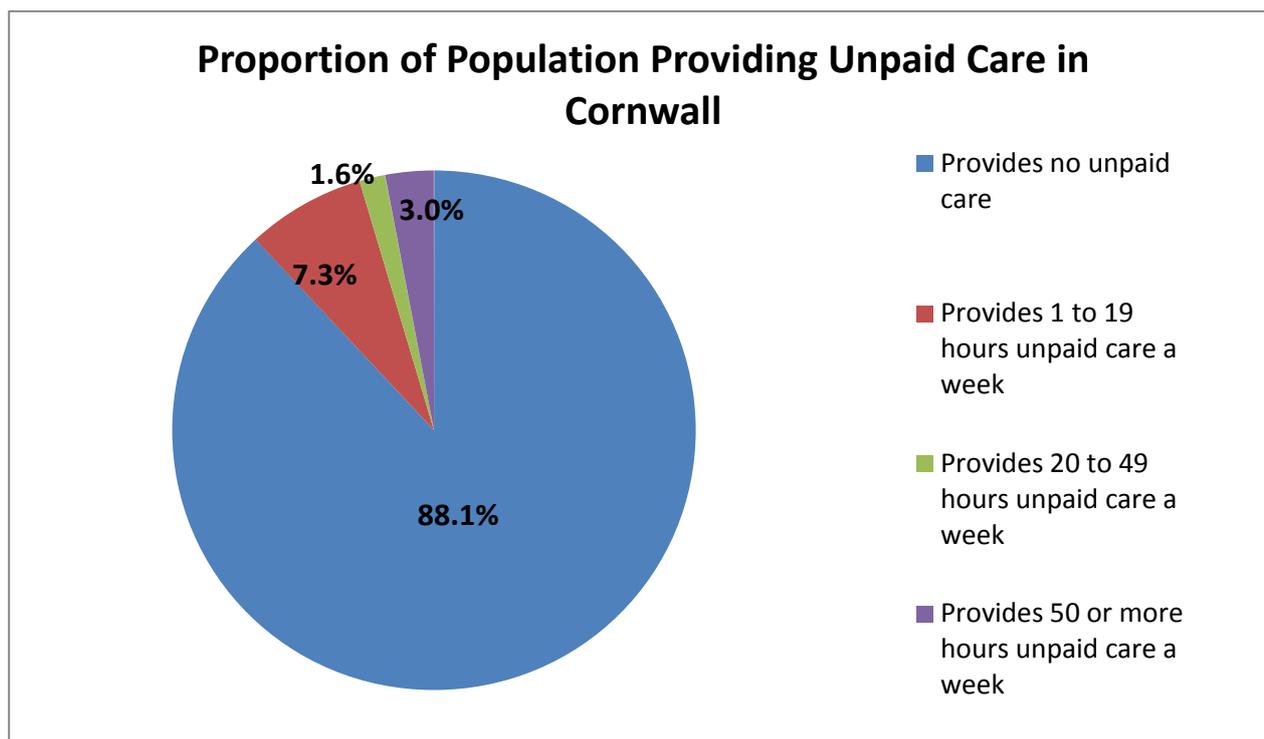


Further analysis of the Census of older persons in communal establishments by age and gender reveals that the proportion of older people living in communal establishments as a proportion of overall older population shows a decrease across all older age groups since 2001.



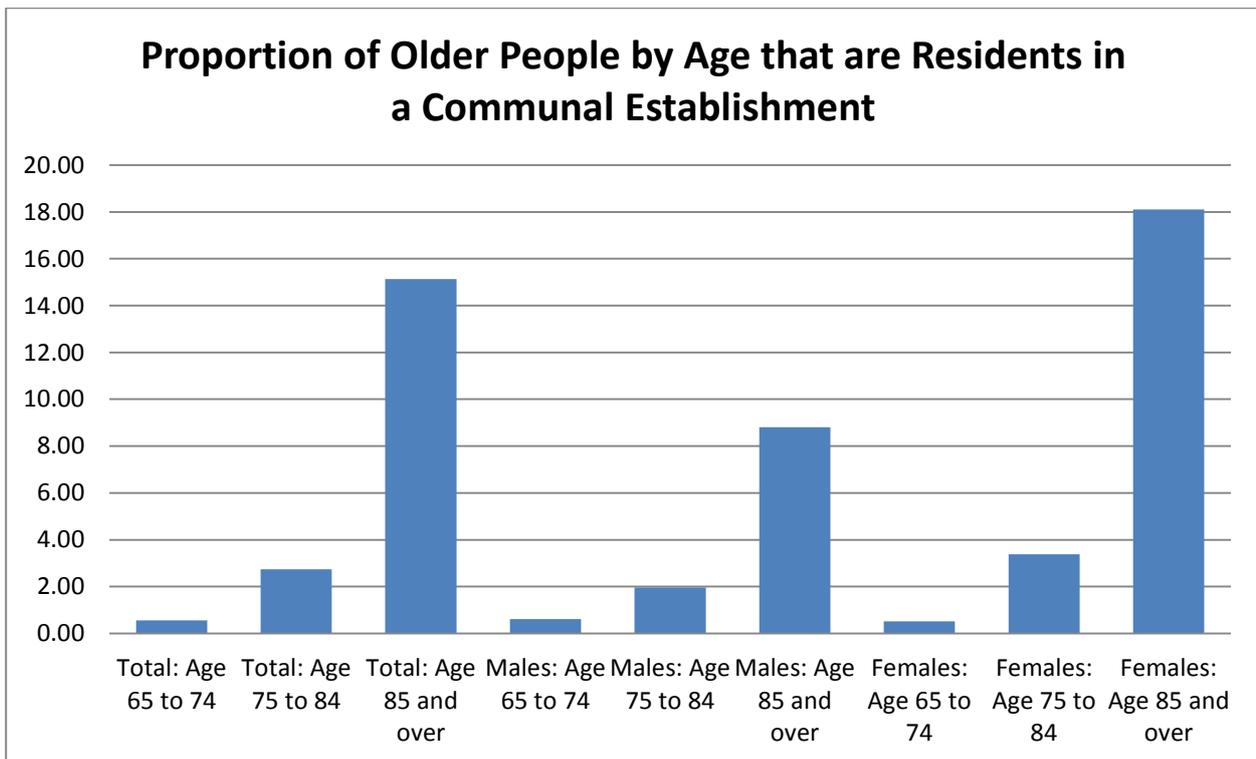
The greatest decline, according to the ONS report<sup>vii</sup>, in the number of residents in care homes was in the South West, from 37,967 to 34,846, a fall of 8.2%. This may be because this region saw the greatest proportional increase in unpaid carers between 2001 and 2011. The report suggests that it is possible that this growth in unpaid carers is partly responsible for the relatively small change in the care home resident population aged 65 and over.

The number of people in Cornwall providing unpaid care rose by 14% from 55,400 people in 2001 to 63,200 in 2011. The increase in the number of unpaid carers across England and Wales was 11.7%. The graph below shows the number of unpaid care hours provided by people in Cornwall in 2011:



### Current Population of Communal Establishments

The following graph indicates the proportion of older people in Cornwall that were residents of a communal establishment<sup>viii</sup> by age. It is very clear from this graph that a significantly higher proportion of people in the 'older old' age group lived in a communal establishment in 2011 when compared to those in the 'younger old' age groups. Less than 1% of people aged between 65 and 74 lived in communal establishments compared to just over 15% of those aged 85 or more. 18% of women aged 85 or more lived in a communal establishment compared to just fewer than 9% of men.



An extract from the Elderly Accommodation Council<sup>ix</sup> database on care homes with or without nursing care provides the following information for Cornwall:

- Care Homes without Nursing Care: there are 104 facilities identified with the capacity to accommodate just over 2,500 residents. The majority of these establishments cater for older people generally and those with dementia or a mental health issue. There are a few that also support older people with physical disabilities, sensory difficulties and learning difficulties;
- Care Homes with Nursing Care: there are 54 facilities identified with the capacity to accommodate almost 2,300 residents. The majority of these establishments cater for older people generally and those with dementia and mental and physical disabilities. There are a few that also support older people with sensory and learning difficulties, a terminal condition and a drug or alcohol dependency.

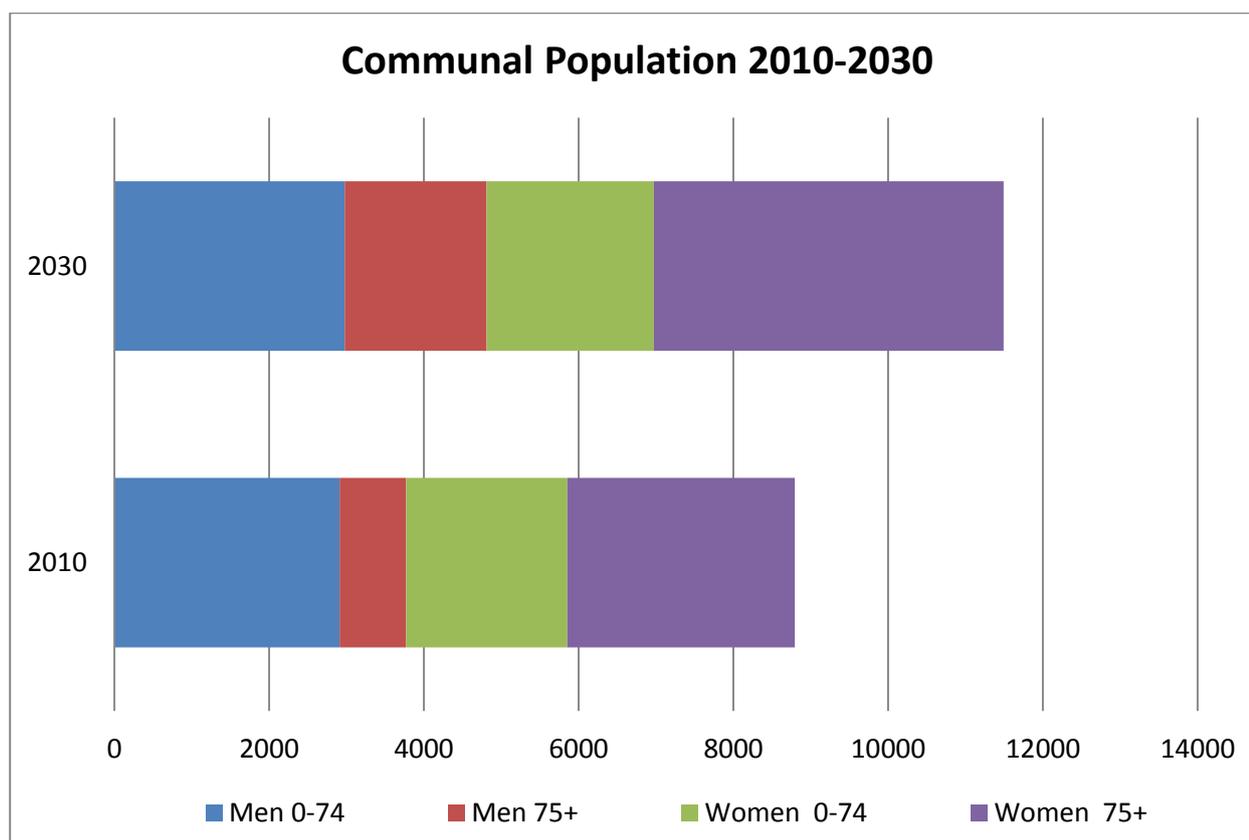
These care homes are spread across Cornwall as identified in the table below:

CNA	Care Home Without Nursing		Care Home with Nursing	
	No. of Facilities	Resident Capacity	No. of Facilities	Resident Capacity
Bodmin	5	141	2	83
Bude	4	116	1	50
Camborne Pool & Redruth	9	229	4	183
Camelford	2	34	0	0
Caradon	3	51	2	81
China Clay	1	20	1	28
Cornwall Gateway	7	179	5	166
Falmouth & Penryn	5	131	2	64
Hayle & St Ives	7	150	6	199
Helston & the Lizard	6	116	4	171
Launceston	4	110	3	212
Liskeard & Looe	10	239	2	132
Newquay & St Columb	10	198	3	122
St Agnes & Perranporth	6	152	0	0
St Austell	8	196	4	147
St Blazey, Fowey & Lostwithiel	2	74	4	154
Truro & the Roseland	4	125	5	230
Wadebridge & Padstow	2	49	3	96
West Penwith	9	200	3	156
<b>Total</b>	<b>104</b>	<b>2,510</b>	<b>54</b>	<b>2,274</b>

According to the Census 2011 there were 198 care homes in Cornwall without nursing care and 58 with nursing care. Although these figures will include care homes that are not directed at older people, this may suggest that the Elderly Accommodation Council may not have captured every facility in Cornwall, particularly in the care homes without nursing care category. The number of facilities will change over time which may also explain part of the difference in figures, particularly as it is nearly five years since the Census figures were collected. The Census data recorded 4,732 residents in these types of homes, whereas the total capacity within the Elderly Accommodation Council dataset suggests a very similar figure of 4,784, suggesting that the two dataset outcomes produce broadly similar results.

## Future Residents of Communal Establishments

Analysis undertaken by Edge Analytics<sup>x</sup> on the population of Cornwall not in households uses the same 2012 based projection assumptions to 2030 as in Cornwall's full objectively assessed need, and results in the following increases in those aged 75 or more. The numbers are static<sup>xi</sup> for those aged less than 75 years old. The number of men in communal establishments aged 75 or more is predicted to increase by 113% from 860 residents to 1,834 by 2030. The number of women in communal establishments aged 75 or more is predicted to increase by 54% from 2,940 residents to 4,518.



Overall, the number of residents in communal establishments is predicted to increase from 8,800 in 2010 to 11,500 by 2030 – an increase of some 31% nearly all of which is in those aged 75 or more.

## Anticipated Future Impact on Housing

The development of communal establishments does not generally form part of the overall housing requirement of an area as this is based on household projections which exclude people living in communal establishments.

The Strategic Housing for Older People (SHOP) Analysis Tool<sup>xii</sup> indicates that by 2030 the need for specialist housing in Cornwall in terms of registered care housing will increase from 6,215 units to 10,582 units. Currently around 80% of need is being met by existing supply.

However, the number of residents of communal establishments in Cornwall has been decreasing for all those aged less than 85 in recent years and this decrease could continue into the future as life expectancy and healthy life expectancy continues to rise. Cornwall's position statement on extra care housing<sup>xiii</sup> supports this expectation by stating that 'the relative number of residential care home placements needs to be reduced and the number of alternative options of accommodation with care and support needs to increase, including extra care'. Cornwall's Long Term Accommodation Strategy<sup>xiv</sup> suggests that there is already an over-supply of residential care places in Cornwall but an undersupply of nursing care places by some 1,365 units.

In terms of how this group of people relate to the overall housing requirement, it should be noted that the future population of communal establishments in Cornwall are already likely to be living in Cornwall as less than 20% of people migrating into Cornwall are aged 65 or more <sup>BN3</sup>. This means that those moving into residential care

or future equivalents will be moving out of or free up a home for others to use. On that basis the full objectively assessed need (FOAN) was not increased to reflect those estimated to move into communal establishments. In practice the FOAN also included a number of uplifts to provide flexibility in response to a range of factors which also give an additional degree of flexibility to meet a range of needs.

## Use in Cornwall Local Plan

A varied housing mix is part of the context for housing and as such is included in general housing papers including:

- Housing Topic Paper (February 2011) accompanied the Core Strategy Options Report - [www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/core-strategy-options-report/](http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/core-strategy-options-report/)

Housing Topic Paper (January 2012) accompanied 'Our Preferred Approach for a Core Strategy' - [www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/our-preferred-approach-for-a-core-strategy-and-options-and-preferred-options-for-minerals-energy-and-waste/](http://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/cornwall-local-plan-strategic-policies/our-preferred-approach-for-a-core-strategy-and-options-and-preferred-options-for-minerals-energy-and-waste/)

## Examination Findings

No examination findings specifically relating to communal establishments have been identified to date.

## Associated Briefing Notes

BN3 – Population & Population Projections

BN4 – Households & Household Projections

BN13 – Housing Mix Type & Tenure

BN23 – Accessible Housing: Age & Health Impacts on Housing

BN27 – Specialist Housing for Older People

## Further Information

1. Cornwall's Long Term Accommodation Strategy: will set out a Cornwall wide position for accommodation for people with care and support needs of CC, KCCG and other key stakeholders. The strategy sets out the strategic direction for, and will help to enable the delivery of, suitable housing and care home provision.
2. Extra Care Housing Market Position Statement: sets out the Council's intentions to the market for the development of extra care housing. This document is aimed at existing and potential providers of extra care housing and represents the start of a dialogue about the future vision for housing for older people and the development of the market for this type of specialised housing - <http://www.cornwall.gov.uk/media/14211198/extra-care-housing-market-position-statement.pdf>

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<sup>i</sup> [DCLG \(2012\) National Planning Policy Framework](#)

<sup>ii</sup> DCLG (2014) Housing and Economic Development Needs Assessment

<sup>iii</sup> [Cornwall Council \(2012\) Building homes, sustaining jobs and lives: Cornwall's investment plan for housing 2012-2016](#)

<sup>iv</sup> Cornwall Council (2015) Long Term Accommodation Strategy

<sup>v</sup> [Cornwall Council \(2015\) Market Position Statement: Extra Care housing in Cornwall 2014-2030](#)

<sup>vi</sup> [ONS \(2014\) Changes in the Older Care Home Population at Local Authority Level between 2001 and 2011](#)

<sup>vii</sup> [ONS \(2014\) Changes in the Older Care Home Population at Local Authority Level between 2001 and 2011](#)

<sup>viii</sup> [ONS \(2015\) Communal Establishment Residents via Nomisweb](#)

<sup>ix</sup> [Elderly Accommodation Council \(October 2015\) Extract for Cornwall](#)

<sup>x</sup> Edge Analytics (2015) Communal Population Statistics

<sup>xi</sup> For the household projections, the assumption is made that the institutional population stays constant at 2011 levels by age, sex and marital status for the under 75s and that the share of the institutional population stays at 2011 levels by age, sex and relationship status for the over 75s. The rationale here is that ageing population will lead to greater level of population aged over 75 in residential care homes that would not be picked up if levels were held fixed but holding the ratio fixed will (DCLG Household Projections Methodology)

<sup>xii</sup> [Strategic Housing for Older People \(SHOP\) Analysis Tool](#)

<sup>xiii</sup> [Cornwall Council \(2015\) Market Position Statement: Extra Care housing in Cornwall 2014-2030](#)

<sup>xiv</sup> Cornwall Council (2015) Long Term Accommodation Strategy