



Setting Standards for
Retirement Communities

An IRC in Every Borough

ARCO's Housing-with-Care Manifesto for Greater London



February 2024

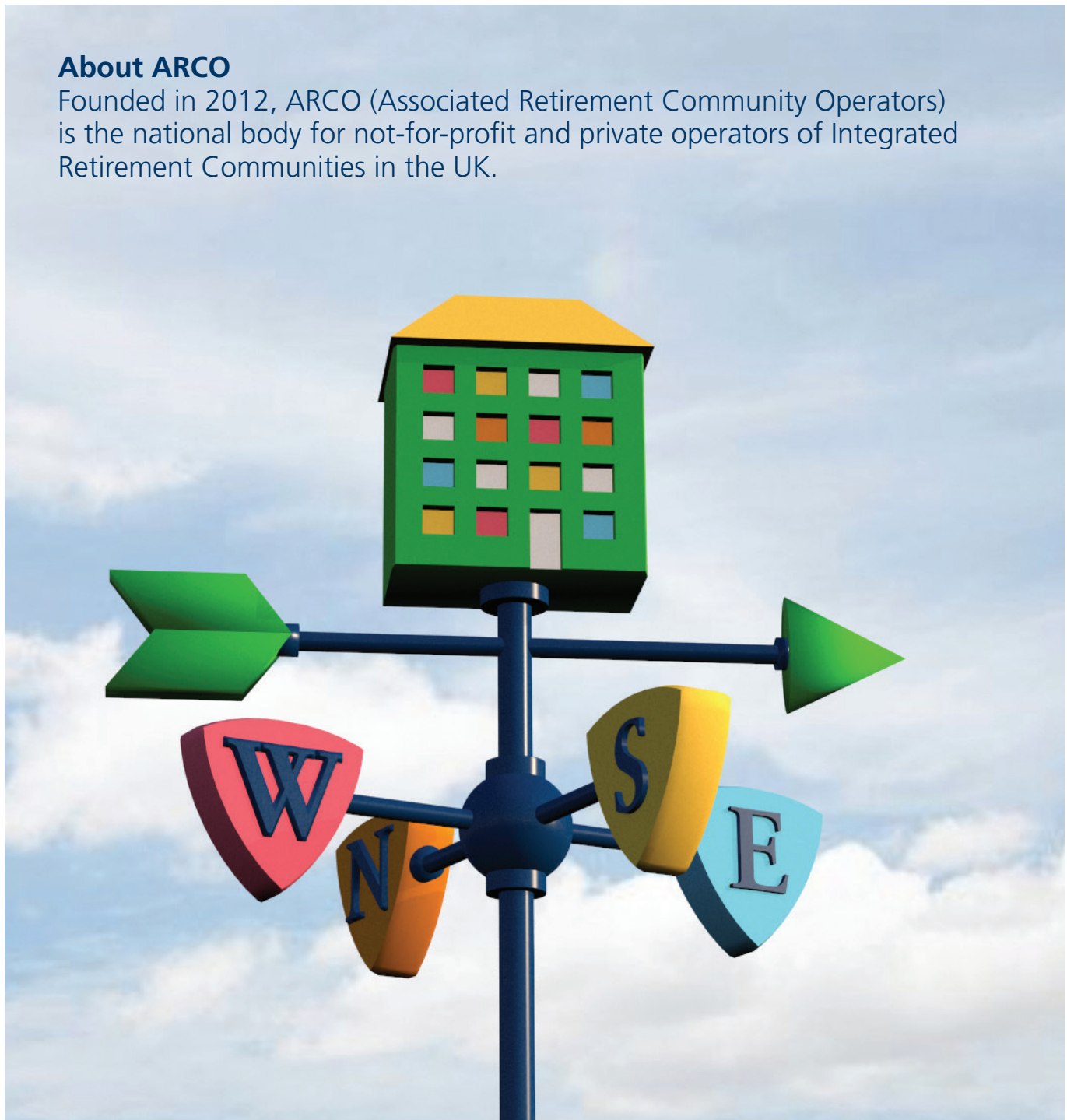
Including data analysis from

CENTRE FOR LONDON

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About ARCO

Founded in 2012, ARCO (Associated Retirement Community Operators) is the national body for not-for-profit and private operators of Integrated Retirement Communities in the UK.



Summary

London's population is ageing. During 2011-2021, some boroughs saw a 20% increase in the number of over-75s.

Specialist Housing-with-Care can transform older people's lives for the better. It can improve health and wellbeing, delay the onset of care needs and allow "people to remain independent for longer.

However, even though London's population is ageing and the benefits of Housing-with-Care are widely known, the provision of such housing in the capital is extremely low across all types of tenure.

For example, despite 70% of over-75s in London owning their home, 19 of the 32 London Boroughs – over half - have no Housing-with-Care at all for older homeowners to move into. The total number of units for all tenures across the capital is just 8,835.

The picture is very different in other capitals. Auckland, New Zealand, has around 12,500 Housing-with-Care units, providing a home to 7% of its over-65 population. To reach Auckland's levels of provision, the capital would need to add around 73,000 homes.

The reasons for such low levels of provision in London are complex but ultimately come down to three overarching issues:

Vision: There has been insufficient leadership in London to tackle the specific challenges associated with expanding provision of Housing-with-Care.

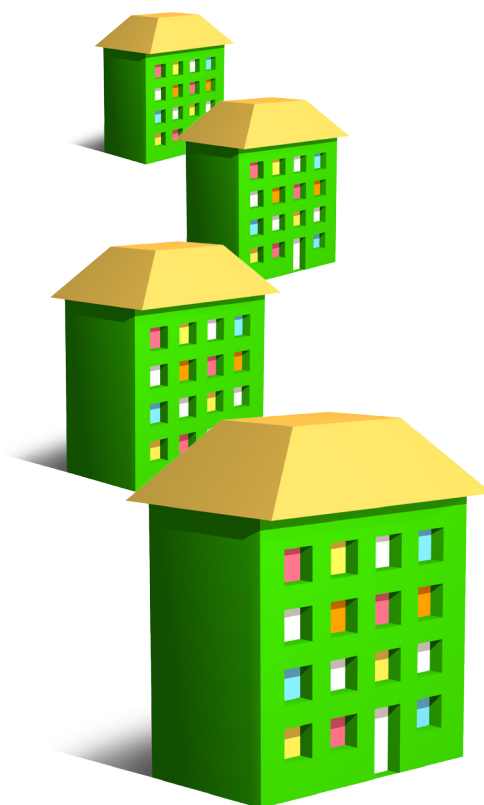
Planning: Housing-with-Care is not given enough importance in planning policy and decision-making in London.

Affordability: There is insufficient local government support for provision of social and affordable schemes, and not enough sites are allocated to older people's housing. It is also extremely challenging in London to develop schemes that affordable to London's older home-owners.

ARCO recommends changes in all these areas for both the GLA and London Boroughs.

London's shortage of modern Housing-with-Care schemes – commonly known as Integrated Retirement Communities (IRCs) - and lack of support for the sector is resulting in thousands of Londoners in late old age experiencing unnecessary ill-health, loneliness and loss of independence, as well as expensive long-term care fees.

ARCO is calling for all Greater London Assembly (GLA) Members and GLA staff, London Borough Councillors and officials, who have relevant portfolios to visit an Integrated Retirement Community in or around London by the end of 2024.



Why do we need to talk about older people's housing in London?



London's population is ageing

While some boroughs are not ageing fast, for others the picture is very different. During 2011-2021, Haringey saw a 20% per cent increase in the number of over 75s and Brent saw a 19% growth.

The capital now has almost half a million (467,900) people aged 75+, as well as a further half a million aged 65-74.

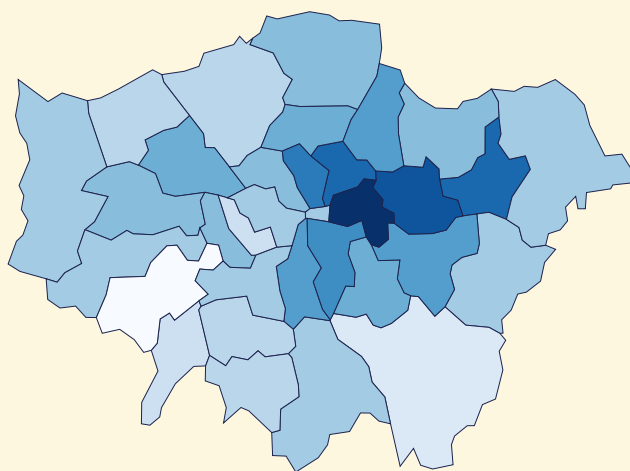
Disability

For many older Londoners, the later years are marked by the onset of long-term health conditions and declining independence.

18% of older Londoners report having a disability that limits them a lot.

Proportion of people aged 65+ with a disability that limits them a lot (2021).

12%  26%



In the period 2011-2021, there was an 8% increase in the number of over 75s living in London.

Benefits

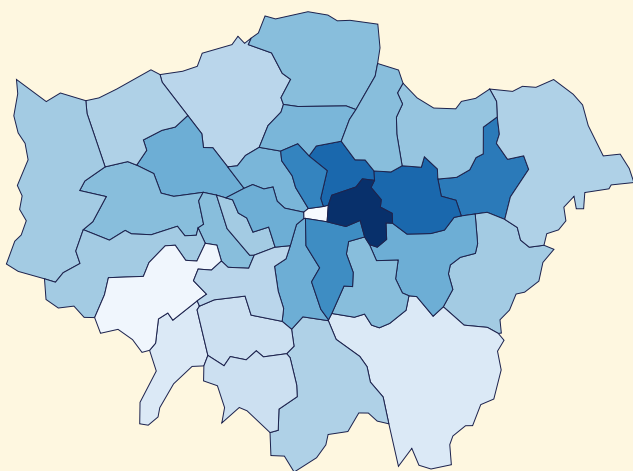
Around one in four Londoners aged 65 are in receipt of disability benefits, such as Attendance Allowance or PIP (220,941 people or 23% of the age group).

Receipt of care

Across London, 7% of those aged 65+ (around 70,000 people) are in receipt of care and support (compared to 5% across England).

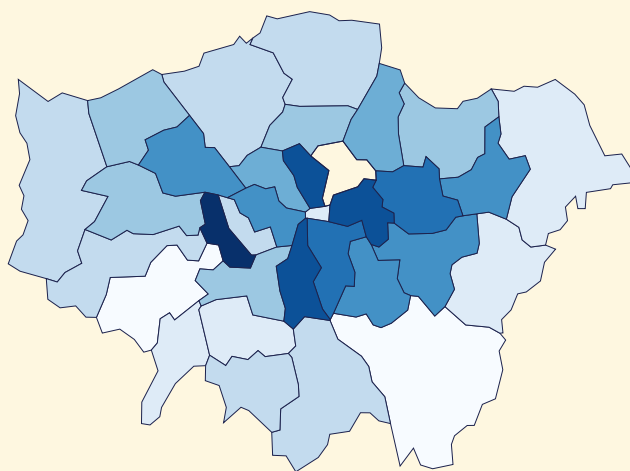
Proportion of people of state pension age claiming benefits as a result of illness or disability (2023).

12%  40%



Proportion of people aged 65+ in receipt of care (2022-23)

4%  12%



Specialist housing for older Londoners is scarce

Home adaptations can help older people remain where they are, and as part of the capital's journey to becoming an age-friendly city, it is vital that more older Londoners have support for them.

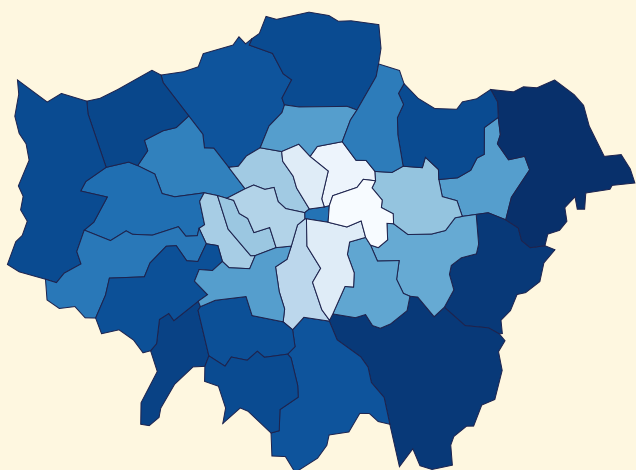
However, for many older people, particularly in their 80s, moving into specialist housing can be a positive choice. Indeed, at its best, specialist Housing-with-Care can transform older people's lives for the better. It can improve health and wellbeing, delay the onset of care needs and people to remain independent for longer.

Over two-thirds (70%) of this group own their home (including 5% of this age group who own their home via a mortgage or through Shared Ownership). Of the remainder, 24% live in the social/affordable rented sector and 7% rent privately.

Tenure, owner

Proportion of people aged 75+ who live in an owner-occupied home (2021).

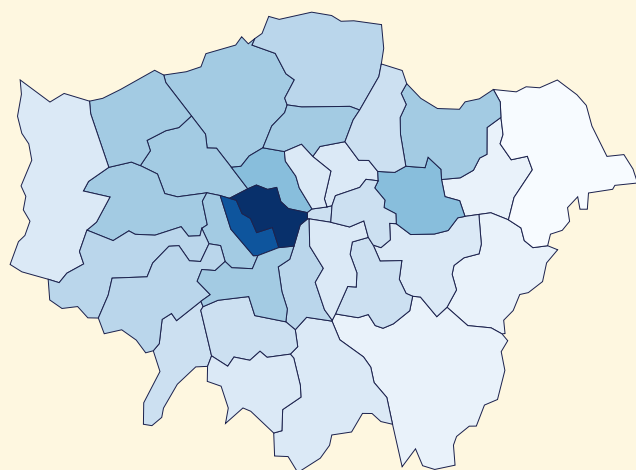
29%  87%



Tenure, PRS

Proportion of people aged 75+ who live in private rented housing, or live rent free (2021)

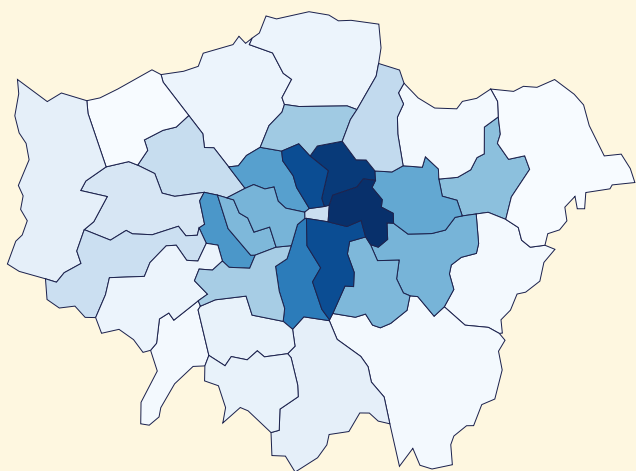
3%  17%



Tenure, social rent

Proportion of people aged 75+ who live in social rented accommodation (2021)

10%  69%



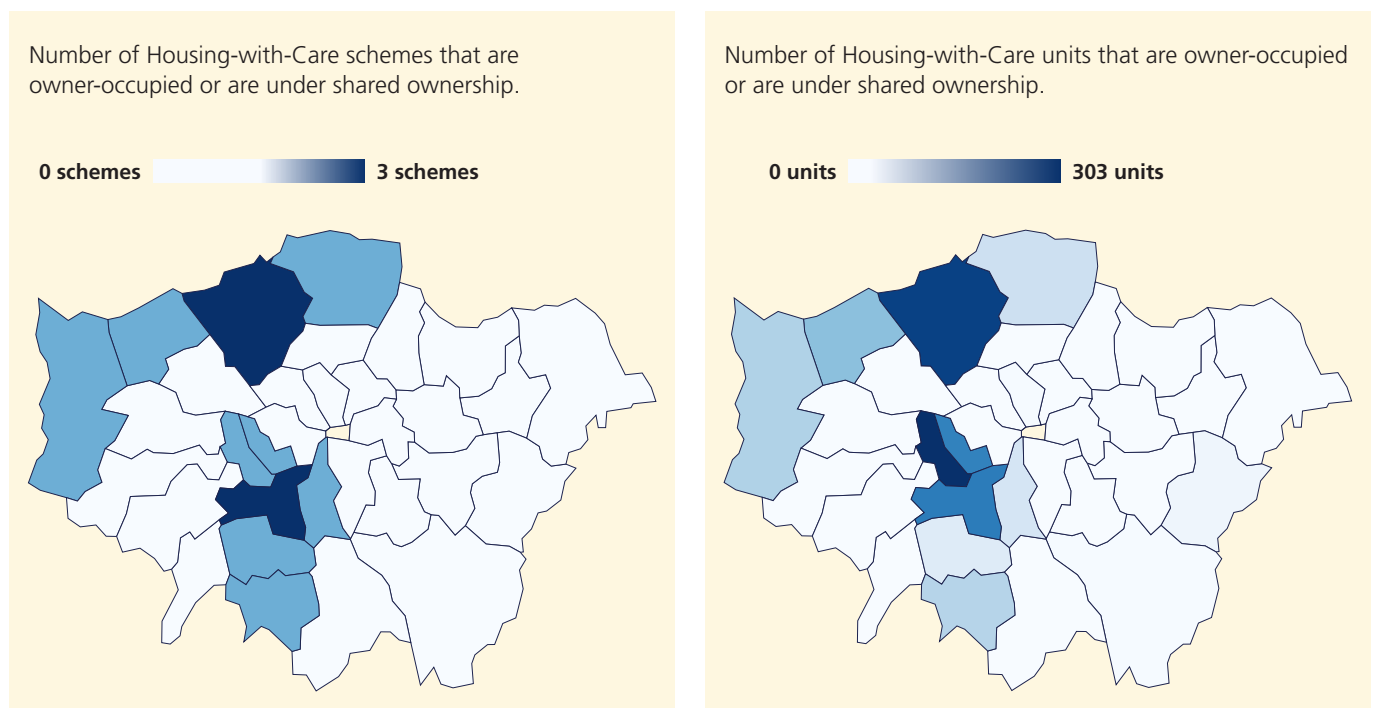
The vast majority of older Londoners aged 75+ live in mainstream housing.

However, even though London's population is ageing and the benefits of Housing-with-Care are widely known, the **provision of such specialist housing for older people in the capital is extremely low** across all types of tenure.

For example, older homeowners in London are sometimes regarded with envy, given the increase in property prices witnessed in the capital in recent decades.

Yet despite the fact that 70% of over-75s in London own their home, 19 of the 32 London Boroughs – over half - have no Housing-with-Care at all for older homeowners to move into.¹

There are just 23 Housing-with-Care schemes for owner-occupation in the capital providing 1,684 individual homes. Most older homeowners confront a 'Housing-with-Care desert' in London.

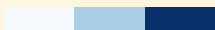


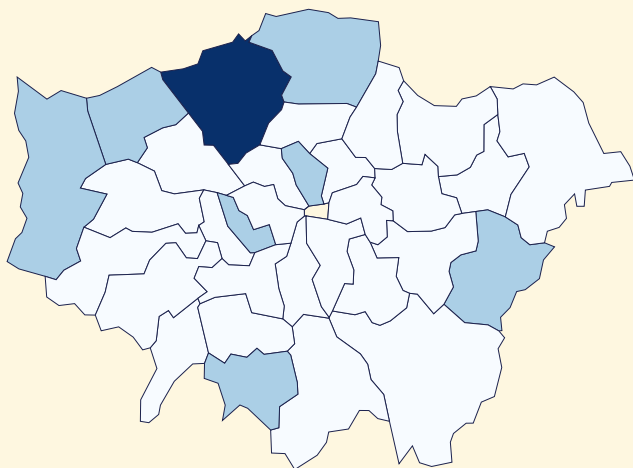
19 of the 32 London Boroughs – over half - have no Housing-with-Care at all for older homeowners to move into.

Indeed, of 192 Housing-with-Care schemes in London, 23 are for owner-occupiers (12%), eight are for private rent (4%) and 153 are social/affordable rent (80%). The total number of units for all tenures across the capital 8,835.

Housing-with-Care - Private rented schemes

Number of Housing-with-Care schemes that are privately rented.

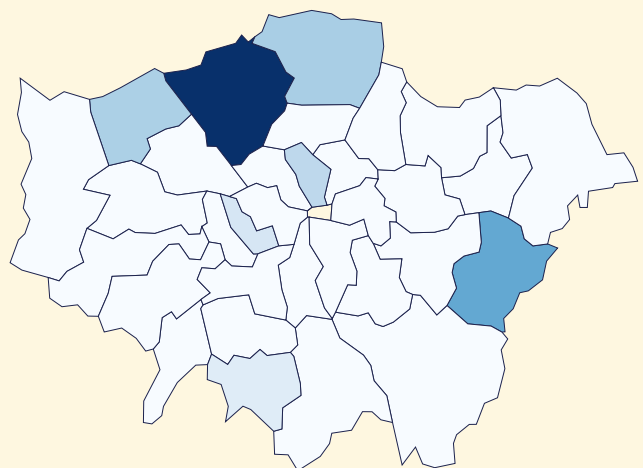
0 schemes  3 schemes



Housing-with-Care - Private rented units

Number of Housing-with-Care units that are privately rented.

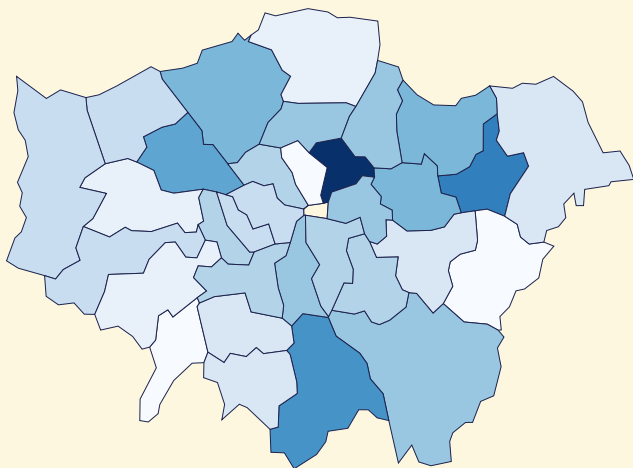
0 units  137 units



Housing-with-Care - Affordable rent schemes

Number of Housing-with-Care schemes at affordable rent.

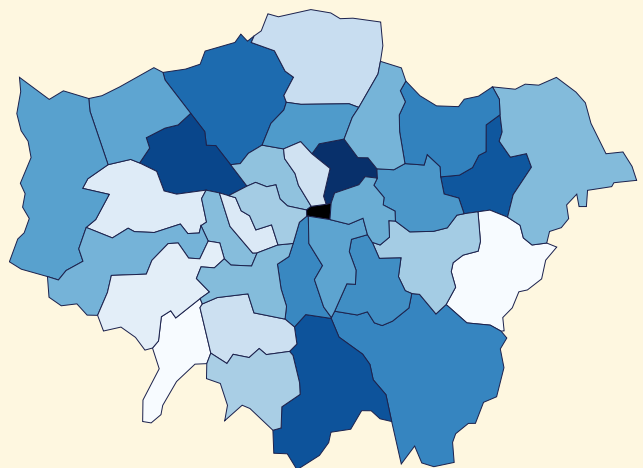
0 schemes  14 schemes

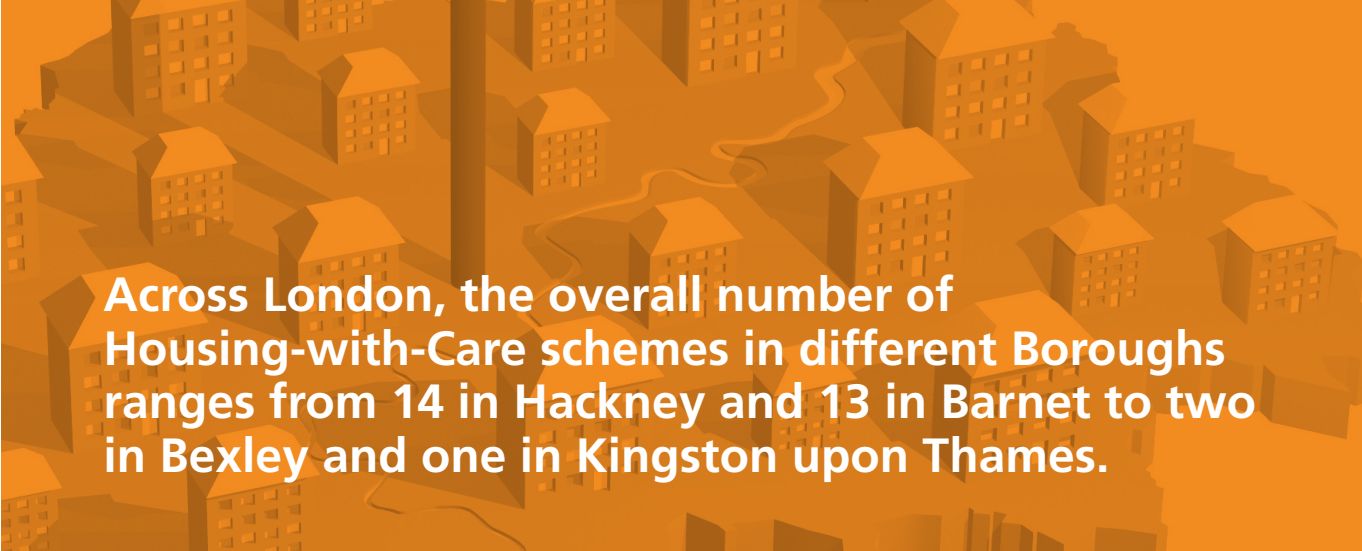


Housing-with-Care - Affordable rent units

Number of Housing-with-Care units at affordable rent.

0 units  408 units





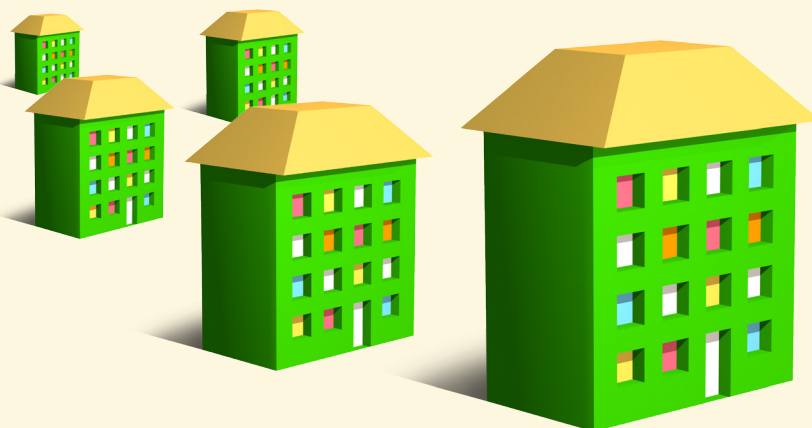
Across London, the overall number of Housing-with-Care schemes in different Boroughs ranges from 14 in Hackney and 13 in Barnet to two in Bexley and one in Kingston upon Thames.

The scarce provision of Housing-with-Care in London has a direct cost for older Londoners.

If they wish to access the benefits of specialist housing, most older Londoners are forced to move out of the city, leaving behind their networks and community.

Alternatively, they may remain in homes that do not allow them to flourish, and in some cases, may be too big for them or not meet their needs.

Ultimately, a shortage of Housing-with-Care in the capital is resulting in thousands of Londoners in late old age experiencing unnecessary ill-health, loneliness and loss of independence, as well as expensive long-term care fees – with knock-on consequences for London Boroughs and the NHS.



A model of housing that is right for London

2

Not all specialist housing for older people is the same. Multiple different models exist and the sector has evolved considerably in recent decades.

Around the world, modern Housing-with-Care schemes – known as 'Integrated Retirement Communities' (IRCs) - have emerged as a model of housing for older people that transforms lives, based on 24-hour onsite support and extensive shared facilities, as well as optional care if it is needed.

ARCO believes that every older person should have the option of living in an IRC, wherever they live and whatever their resources – and this is nowhere more true than in London.

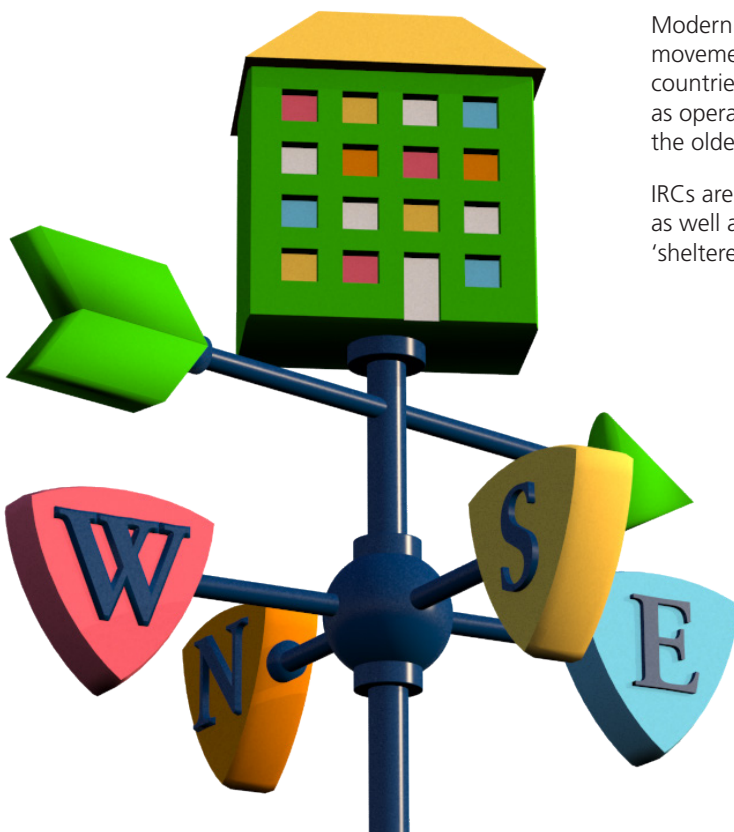
What is an Integrated Retirement Community?

The benefits of community to older people have been understood for centuries. For example, alms-houses have existed in the UK for over 500 years and a recent study once again underlined their success in boosting longevity among those from poorer backgrounds.²

Sometimes referred to as 'Housing-with-Care', 'assisted living' or 'extra care', an Integrated Retirement Community (IRC) is a model of specialist housing for older people.

Modern IRCs emerged in recent decades from the 'extra care' movement of the early 2000s and the experience of other countries, with the model subsequently spreading and evolving as operators adopted and adapted it for different segments of the older population.

IRCs are distinct and separate to both residential care homes, as well as traditional models of retirement housing such as 'sheltered housing' with a visiting warden or manager.



ARCO represents the operators of IRCs in the UK. Because of challenges for the sector in the capital, there are just 29 schemes operated by ARCO members, comprising only 1,968 homes in 16 boroughs. Of these, 456 (23%) are for affordable rent, 27 are Shared Ownership (1.4%), 305 (15.5%) are private rent and 1,180 (60%) are for owner-occupation.

The key features of an IRC are:
















- Every resident has their own front door, kitchen and bathroom
- 24/7 onsite support
- Extensive shared facilities - frequently including lounges, restaurants, gyms, hairdressers, shops and other leisure facilities
- Onsite care and support if it is required, enabling older people to live independently for as long as possible.

Residents either buy, privately rent or social rent their home, depending on their circumstances and the type of scheme. Their average age is around 80.

Operators of Integrated Retirement Communities in the UK are a mix of charities, housing associations and private companies.

Independent analysis of Land Registry data indicates that resale values for IRCs using 'Deferred Management Fees' (DMFs, also known as 'event fees') track House Price Inflation.³

How are IRCs different from other types of older people's housing?

 <p>Retirement Housing Also known as:</p> <ul style="list-style-type: none"> • Sheltered housing • Retirement flats or communities 	 <p>Integrated Retirement Communities Also known as:</p> <ul style="list-style-type: none"> • Extra care • Retirement villages • Housing-with-Care • Assisted living • Independent living 	 <p>Care Homes Also known as:</p> <ul style="list-style-type: none"> • Nursing Homes • Residential Homes • Old People's Home
 <p>Offers self-contained homes for sale, shared-ownership or rent</p>	 <p>Offers self-contained homes for sale, shared-ownership or rent</p>	 <p>Communal residential living with residents occupying individual rooms, often with an en-suite bathroom</p>
 <p>Part-time warden and emergency call systems. Typically no meals provided</p>	 <ul style="list-style-type: none"> • 24-hour onsite staff • Optional care or domiciliary services available • Restaurant / Cafe available for meals 	 <p>24-hour care and support. Meals included</p>
 <p>Typical facilities available:</p> <ul style="list-style-type: none"> • Communal lounge • Laundry facilities • Gardens • Guest room 	 <p>Typical facilities available:</p> <ul style="list-style-type: none"> • Restaurant and Café • Leisure Club including: gym, swimming pool, exercise class programme • Communal lounge and/or Library • Hairdressers • Gardens • Guest room • Activity (Hobby) rooms • Social event programme 	 <p>Typical facilities available:</p> <ul style="list-style-type: none"> • Communal lounge • Laundry facilities • Gardens • Guest room
 <p>Typically 40 - 60 homes</p>	 <p>Typically 60 - 250 homes</p>	 <p>Sizes vary considerably</p>

How do IRCs change people's lives?

Multiple studies have highlighted the benefits of IRCs to older people.

For example, a 2015 study with 162 new residents of the Extra Care Charitable Trust noted "significant continuous improvements across the period in **depression, perceived health, memory and autobiographical memory**".⁴

A follow-up study published in 2019, with six additional extra care villages and residents who had lived there for 18 months or more found:⁵

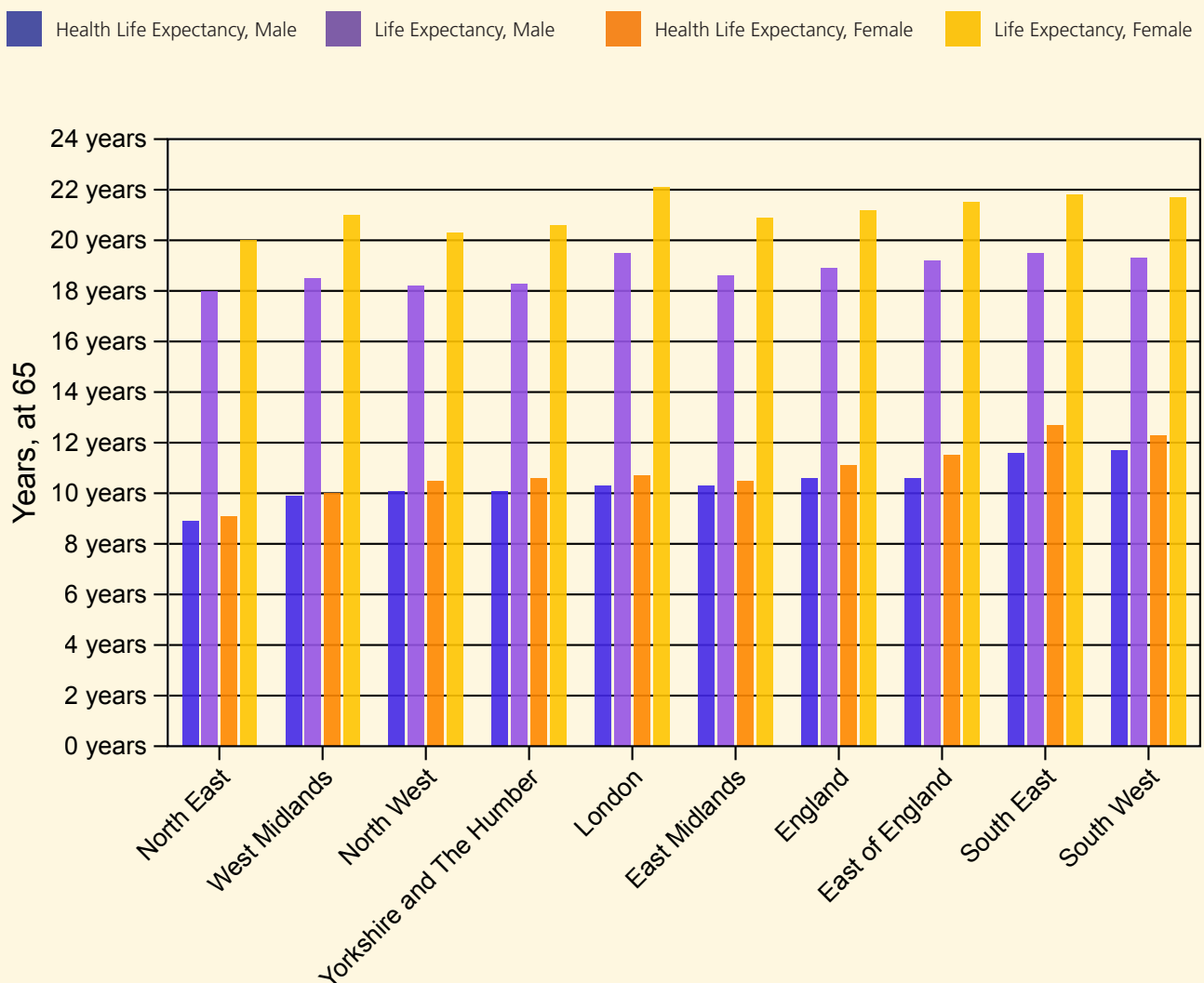
- Significant improvements in the **level of exercise**
- Improvements in residents' perceived health
- Increase in **walking speed**
- A **reduction in risk of falls** over the first 2 years of living in the scheme
- **23% decrease in anxiety** symptoms
- **Improvements in memory** and cognitive skills.

In a separate 2015 study, survey data from 201 residents living across seven different retirement communities, mostly aimed at the more affluent end of the market, found that over 4 out of 5 (82%) respondents said they **hardly ever or never feel isolated**. Some 64.2% of respondents could be classified as 'not lonely at all'.⁶

More recently, a 2022 study of 741 respondents from 94 schemes found that people living in Housing-with-Care had **lower levels of loneliness** than would be expected if they lived in the general community.⁷

The benefits of IRCs are particularly relevant to older Londoners. While Life Expectancy at age 65 is longer for both males and females in London compared to rest of England, **Healthy Life Expectancy is around the national average, meaning that older Londoners spend a larger share of their retirement in poor-health**:

Life expectancy Healthy Life Expectancy at 65 (2019)



How do IRCs benefit London Boroughs?

IRC reduce the need of residents for personal care and support.

For example, a 2015 study of ARCO members providing social rented and affordable IRCs found that social care costs were estimated to be significantly lower – in the range of £1,200 - 4,500 lower per person per year, depending upon level of need – for residents compared with domiciliary care in the community.⁸

IRC also reduce the cost of care provision. The UK Homecare Association estimates that 15% of the cost of employing domiciliary carers is allocated to travel time and mileage costs.⁹ However, this travel cost is effectively eliminated in IRCs when residents in receipt of care are co-located.

These efficiencies also mean that expanding IRC provision helps with pressures on the social care workforce¹⁰ – a major challenge for London.

How do IRCs benefit the NHS in London?

IRC reduce demand for NHS services among residents.

For example, a 2019 study found that accumulated over 5 years, on average, living in Housing-with-Care saves the NHS £1991.94 in total per person – or an average of £398.39 per year.¹¹

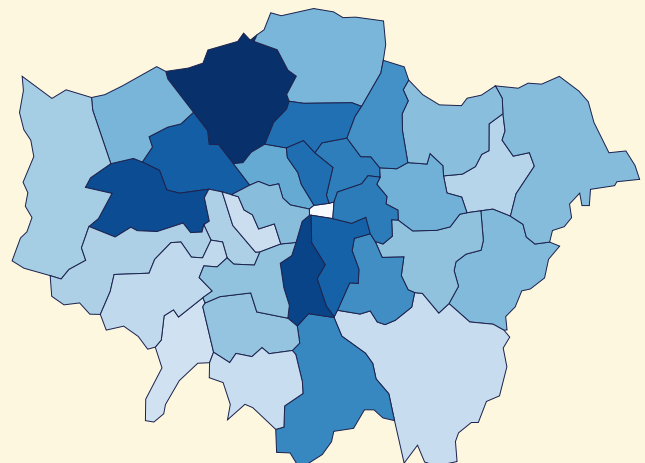
A key benefit of IRCs for the NHS is the fact that if an IRC resident spends time in hospital, they can typically be discharged as soon as they are ready to return home – thanks to the availability of on-site care in IRCs.

IRC therefore eliminate the problem of delayed hospital discharges, which are a particular problem in London. For example, in the year to February 2020, there were over 170,000 delayed discharge days for patients in London, which were particularly acute in Southwark, Lambeth and Ealing.

Delayed discharges: Number of days by which [transfers of care have been delayed in the year to February 2020.

Total delayed days as a result of awaiting residential home placement or availability, awaiting nursing home placement or availability or awaiting care package in own home

363 days  9912 days



How do IRCs benefit London’s housing market?

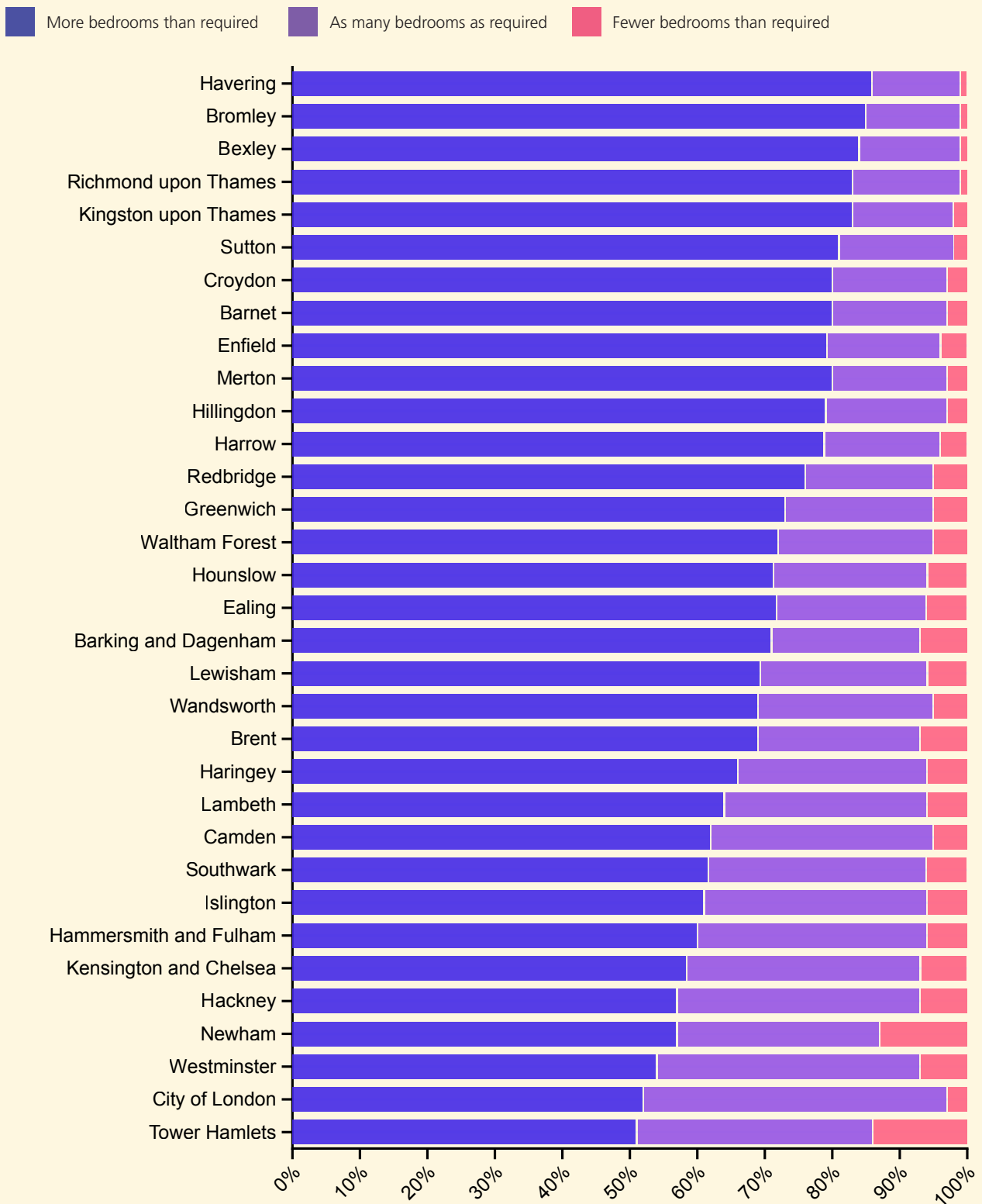
The pressures on housing supply in London are widely known.

No older person should be required or pressured to move from their home. However, by providing attractive alternatives to downsize into, IRCs can relieve pressure on housing supply.

It is estimated that 72% of older people aged 75+ in London live in a house which meets the formal definition of under-occupation:

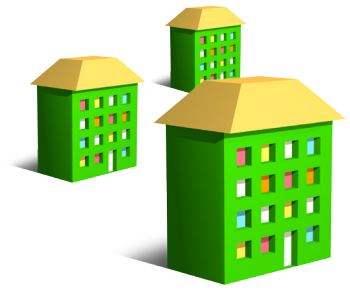
All households aged 75+:

Proportion of people aged 75+ living in homes by their occupancy rating. (All households, 2021)



Case studies:

London's Integrated Retirement Communities



Bankhouse, Vauxhall

Operator: Tonic Housing

Opened in: 2021

Number of homes: 18

Tenure mix: Shared ownership

Facilities: Community spaces, restaurant, bar, community lounge, floating garden, roof terrace.



What makes it special?

The UK's first LGBT+ affirming retirement community, taking an approach to actively value and celebrate LGBT+ people, with staff trained to provide support and care to older LGBT+ older people.

Olive House, Fulham

Operator: Anchor

Number of homes: 50

Tenure mix: Affordable rented housing with extra care, nominations through London Borough of Hammersmith and Fulham. Forty-four one-bed and six two-bed apartments. Minimum tenant age: 60.

Facilities: Extra care support, roof top garden, residents' lounge, hair salon, guest room and underground car park.



What makes it special?

The local authority also runs a day centre on site which is open to the wider community as well as to the residents of Olive House. Anchor's support services provide residents with a wide variety of support options and adjustments they can opt for, to ensure they can continue to live their lives as independently as they wish.

Case studies: London's Integrated Retirement Communities



Queensgate Apartments, Sidcup

Operator: Birchgrove

Opened in: 2019

Number of homes: 74

Tenure mix: Private rent

Facilities: Restaurant, bar, gym, activities room, library, garden, greenhouse.



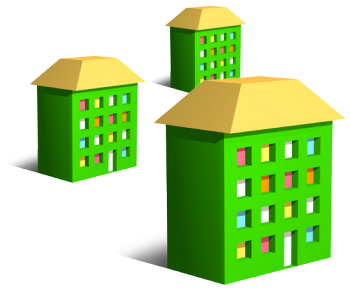
What makes it special?

This scheme is a pioneer of the private rental model within the IRC sector, providing a valuable option for older people who would not be able to buy an IRC home, or who prefer the flexibility that renting offers.

IRCs reduce the need of residents for personal care and support.



Case studies: London's Integrated Retirement Communities



Mayfield, Watford (near-London!)

Operator: Mayfield Villages

Opened in: 2022

Number of homes: 255

Tenure mix: Private sale

Facilities: Restaurant open to the public, garden, cafe/bistro, hairdressing salon, swimming pool, bar, library.



What makes it special?

Meets the high demand for 'mid-market' IRC provision, catering for older people who cannot afford high-end luxury apartments, but who would not qualify for affordable extra care housing schemes.

Nightingale Place, Clapham

Operator: Audley Villages

Opened in: 2020

Number of homes: 94

Tenure mix: Private sale

Facilities: Restaurant, bar, health club, rooftop terrace, library, cinema.



What makes it special?

Spaces including the restaurant, bar and health club are open to the public, fostering integration with the local community, and intergenerational mixing. The scheme has been cited¹² as a great example of older people's housing helping to revive high streets and bring people together.

An IRC in every borough

3

Growing the supply of Integrated Retirement Communities (IRCs) in the capital would benefit older Londoners, the NHS and London Boroughs.

But what would be a realistic target for provision?



Auckland-on-Thames

At a national level, the UK lags far behind other countries like New Zealand, Australia and the US when it comes to national provision of IRCs.

Comparing New Zealand's capital - Auckland – to London, provides a particularly good example of what can be achieved.

Auckland has around **12,500 IRC units**,¹³ providing a home for 16,250 over-65s. This equates to **7% of the over-65 population in Auckland**, which stands at 232,160.

By contrast, there are just **1,968 IRC units** in London, providing a home for around 2,558 over-65s. This means only **0.25% of London's over-65 population** of more than a million has any kind of opportunity to live in an IRC.

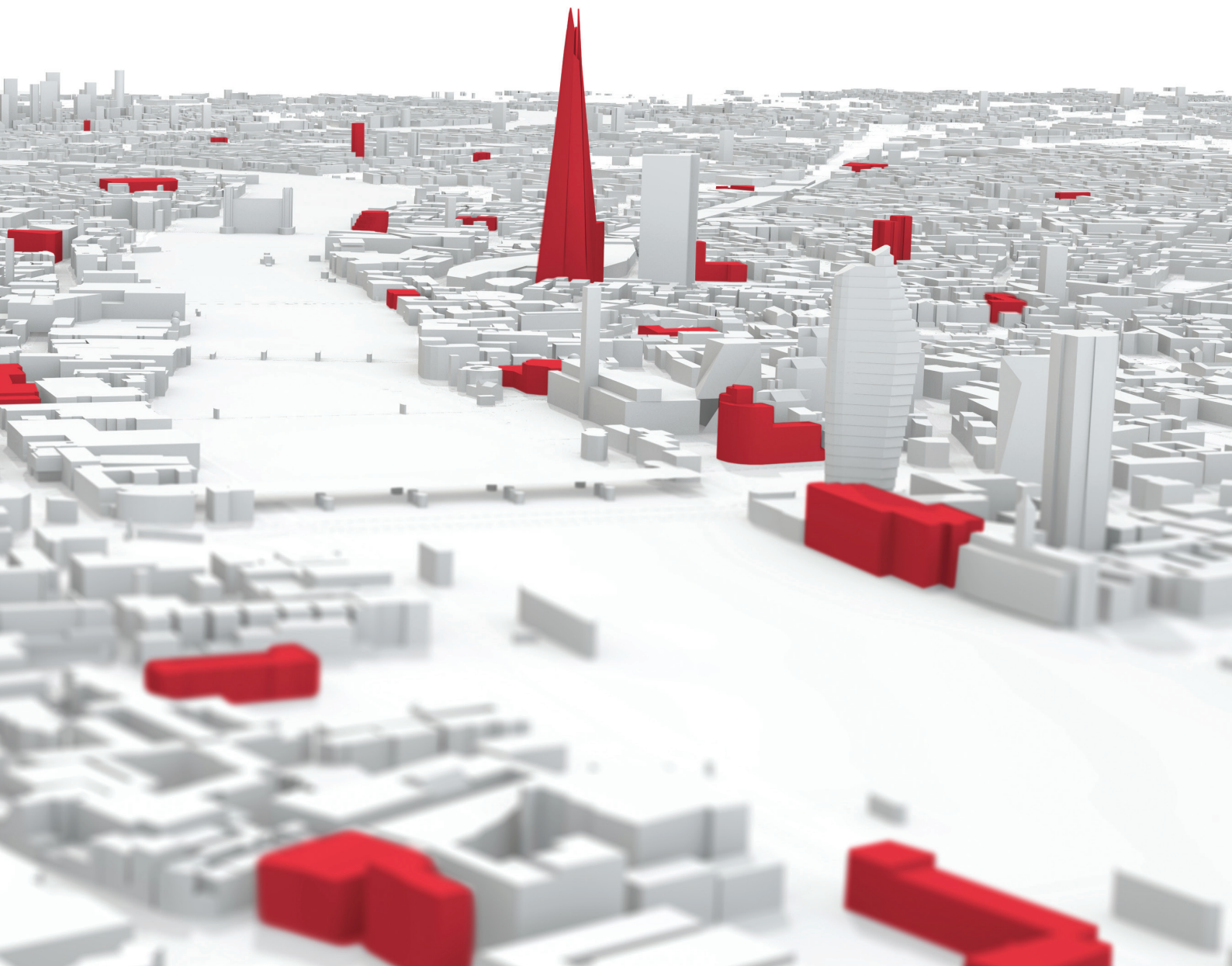
If London were to reach Auckland's levels of provision, and give 7% of over-65s the chance to live in an IRC, the number of homes in IRCs in the capital would need to grow to around **73,000**.

What would this increase in provision look like?

Why are there so few IRCs in London?

The reasons are complex but ultimately come down to three overarching issues:

- **Vision:**
There has been a lack of ambition in London to tackle the specific challenges associated with expanding provision of IRCs.
- **Planning:**
IRCs are not given enough importance in planning policy and decision-making in London.
- **Affordability:**
There is insufficient local government support for provision of social and affordable IRCs, and not enough sites are allocated to older people's housing. It is also extremely challenging in London to develop IRCs that are affordable to London's older home-owners.



The GLA should:

Vision

- Commit to providing genuine choice for older Londoners.
- Ensure all Assembly Members, GLA staff, Councillors and officials with relevant portfolios have visited an IRC in or around London by the end of 2024.
- Develop a shared vision, leadership and coordination across the GLA, London Boroughs, as well as the health, social care and housing systems, from the Mayor downwards
- Convene an Older People's Housing Forum for London Boroughs so that cabinet members responsible for adult social care, public health and housing can share ideas, insight and learnings on developments in their boroughs.
- Play a leading role in bringing together and creating a joint vision for older people's housing among health, social care and housing stakeholders at a regional level in London (e.g. South East London), including Integrated Care Boards, local NHS officials, and London Boroughs. This should include a framework for neighbouring boroughs to share the benefits and costs for new IRC provision.

Planning

- Update the London Plan¹⁴ so the policy on specialist housing for older people (Policy H13) clearly distinguishes between different types of older people's housing, the different benefits of different types of older people's housing and lays out expectations for London Boroughs in setting targets and site allocations for each type.
- Take lead responsibility for educating London Boroughs and spreading best practice, including producing guidance on how to develop more specialist housing for older people, incorporating detailed information on:
 - The different models of older people's housing and their relative benefits
 - Case studies of successful older people's housing in London and how these developments were brought about
 - How to assess need and publish data on the need for different types of older people's housing
 - How to build targets and site allocations for different types of older people's housing into the Local Plan
 - How to work with partners in the borough to bring older people's housing developments to completion
 - Different funding options for older people's housing
- Ensure consistent definitions of older people's housing are used by all London Boroughs, in line with enhanced National Planning Policy Guidance (NPPG)¹⁵ – see below.
- Require London Boroughs to utilise their Annual Monitoring Reports to monitor the delivery of older people's housing in relation to new Older People's Housing Action Plans – see below.

Affordability

- Allocate at least 10% of key funding pots, including the Affordable Homes Programme and Community Housing Fund¹⁶, to specialist housing for older people, each year.
- Ensure the Mayor's Care and Support Specialised Housing (CASSH) Programme funds a range of different types of specialist housing for older people, including Housing-with-Care.
- Create a London-wide older people's housing target for large sites, building on the way that affordable housing targets are set,¹⁷ in order that IRCs receive priority consideration whenever large sites become available, enabling the lower costs derived from the economies of scale associated with larger schemes to be passed on to older Londoners.
- Consider the appropriate level of contributions to affordable housing in London for new IRCs, recognising the financial benefits of IRCs to the social care system, the NHS and housing supply.

London boroughs should:

Vision

- Ensure all Councillors and officials with relevant portfolios have visited an IRC in or around London by the end of 2024.
- Formally write the provision of older people's housing into the portfolio and responsibilities of the cabinet member for adult social care, and the cabinet member for housing.
- Work with partner organisations in the borough, such as community and voluntary groups and housing providers, to ensure people approaching older age have good information on their range of housing and care choices.

Planning

- Assess and publish regular data on the need for the different types of older people's housing.
- Include in their Local Plans specific targets and appropriate site allocations for older people's housing – clearly differentiating the various types of older people's housing.
- Ensure plans and sites allocated for older people's housing enable integration with the wider community, boost high streets and encourage intergenerational mixing – and take account of the fact that where sites may lack amenities, such as shops, IRCs can provide them.
- Produce an Older People's Housing Action Plan to set out how the borough will meet its targets and which partners it will work with to do so. This plan should be joint responsibility of cabinet members responsible for adult social care, housing and public health.

Affordability

- Include in Local Plans targets for the proportion of all new social or affordable rent homes that need to be IRCs.

Central government should:

- Provide a clear definition of Housing-with-Care in the planning system, as part of the wider categorisation of different types of older people's housing set out in the NPPF. This would provide an anchor definition for the London Plan and London boroughs to use.^{18 19}
- Require every London Borough to reliably assess local need for Housing-with-Care and implement a clear local plan, with targets and appropriate site allocations, to ensure supply meets this need – as part of guidance for local authorities under the Levelling-up and Regeneration Act.
- Provide clear financial incentives for London boroughs building older people's housing, such as the New Homes Bonus proposed by the Centre for London.
- Play a lead role nationally in improving public awareness of Housing-with-Care and the options available.

Acknowledgements

This report has used data kindly provided by the Elderly Accommodation Counsel.
All responsibility for the analysis rests with ARCO.

We are grateful to the Centre for London for undertaking data analysis of the characteristics of older people in London.

The graphic of the London skyline was kindly provided by PRP Architects.

Appendix

4

Older People and Housing in London

Data analysis by the Centre for London

POPULATION

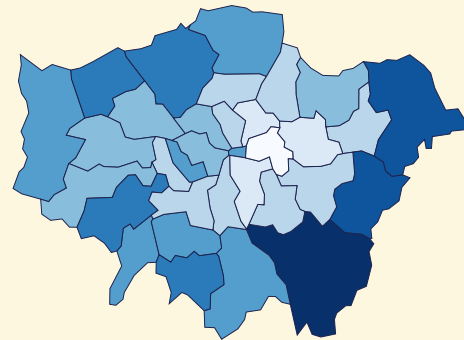
Age

London has a million residents aged 65 and above, almost half a million of which are aged 75+ (467,900). As a proportion of the total population, the over 75 population is much lower in London than England as a whole (4% vs 9%). The proportion of over 75s is higher in outer London (6%) than inner London (4%).

Outer London boroughs such as Bromley (9%), Havering (8%) and Bexley (8%) have among the highest proportions of their population aged 75+, more similar to the proportions seen across England. Meanwhile Tower Hamlets (2%), Newham (3%), Hackney (3%) and Southwark (3%) have the lowest.

Proportion of population aged 75+ (2021)

0% 9%



ONS (2022) Wealth and Assets Survey

Age: Trends

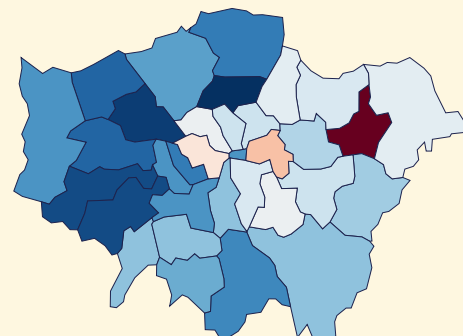
In the period 2011-2021, there was an 18 per cent increase in the number of over 75s living in England, by comparison there was just an 8 per cent increase in London over the same period.

The London borough of Haringey saw a 20 per cent increase in the number of over 75s in this period, followed by Brent at 19 per cent, and Hounslow and Richmond Upon Thames at 18 per cent.

Meanwhile Barking and Dagenham saw a 17 per cent decrease in the number of over 75s in the borough. Tower Hamlets and Westminster also saw decreases in the number of over 75s.

Percentage change in total number of people aged 75+ (2011-2021)

-17% 20%



Source: ONS (2021) Census, ONS (2011) Census

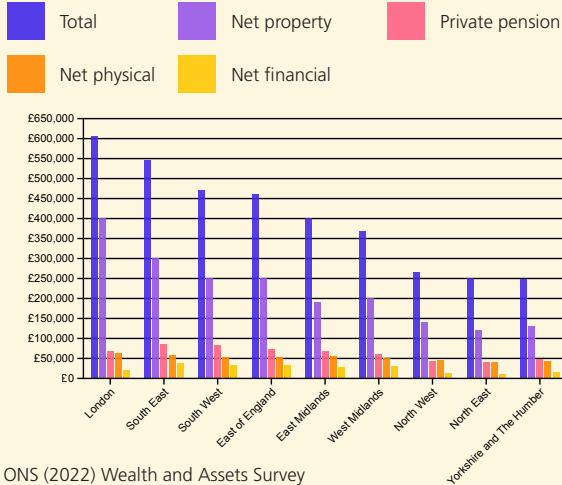
LOCAL AUTHORITY SPENDING

Wealth

Households in London where the head is aged 75+ are wealthier than equivalent households in any other English region. They have a total of approximately £608,000 in wealth, compared to just £249,000 among households in Yorkshire and the Humber.

For all older households across England, by far the biggest component of their wealth is property (as opposed to private pension, physical objects, and financial wealth). With house prices considerably higher in the capital, older households in London hold more property wealth than the average across England, driving their higher overall wealth.

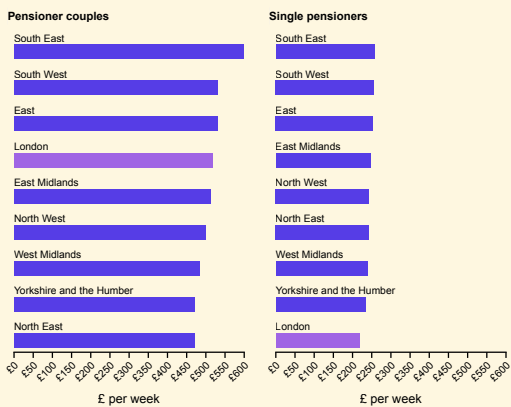
Median household wealth and components, by region, where household reference person is aged 75+ (2018-21)



Income

The incomes of older people in London are similar to or higher than the incomes of older people across England as a whole. However, the picture changes after we account for housing costs. The higher cost of housing in London means that older people in the capital have an income similar to that across England among pensioners in a couple. For single pensioners, however, the scenario is different. In London, they have an income of £218 per week after housing costs, which is £41 less than the England average.

Weekly income after housing costs among people aged 75+ (2021/22)



Department for Work and Pensions (2023) Pensioners' Incomes Series: financial year 2021 to 2022

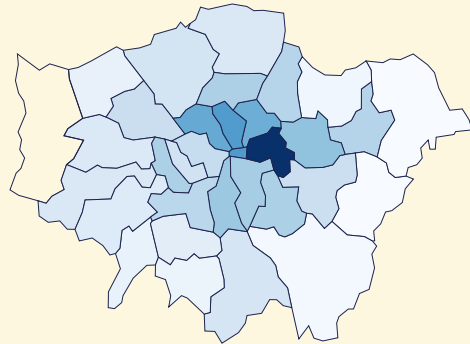
Adult social care budget

This metric looks at the amount of funding local authorities are allocating towards adult social care this year (2023-24), per person aged 65+. Note that spending on ASC goes on services for adults of all ages, not just this age group – but the metric gives an indication of spending relative to elderly populations.

The boroughs that are budgeting the most on adult social care per person aged 65+ are Tower Hamlets, City of London and Islington.

Budgeted spending on Adult Social Care, per person aged 65+ (2023-24)

£1500 £8000



Source: DLUHC (2023) Local authority revenue expenditure and financing
Note: Spending on Adults Social Care goes on services for adults of all ages, not just those 65+. Data for Hillingdon is unavailable.

Adult social care budget breakdown

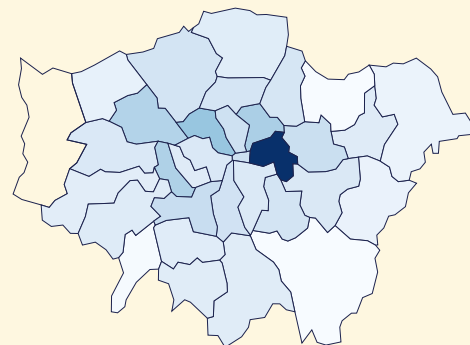
More relevant perhaps is the amount of ASC budget being spent on older people. This includes money spent on physical support, sensory support, memory and cognition, learning disability support, and mental health support for older people. It should be noted that some people over the age of 65 will also be benefiting from services that are not reported by age.

Across London over £1 billion is spent on social care services explicitly for older people. This makes up a similar proportion of the adult social care budget as the whole of England (37% vs 36%).

Tower Hamlets spends by far the most with 56 per cent of their adult social care budget going on support explicitly for older people – this is in spite of the fact they have the lowest proportion of over 65 population in London.

Budgeted spending on Adult Social Care services explicitly serving people aged 65+, per person aged 65+ (2023-24)

£500 £4500



Source: DLUHC (2023) Local authority revenue expenditure and financing.
Note: This represents spending on services explicitly reported to be spent on people aged 65+. Some people over the age of 65 will also be benefiting from services that are not broken down by age in the reporting.

HOUSING

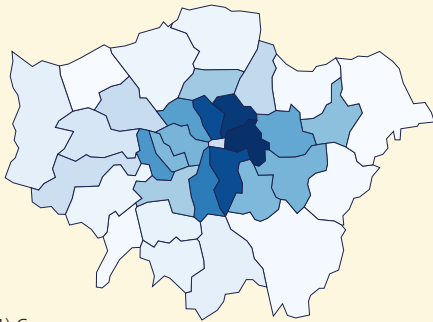
Tenure

In London approximately 1 in 4 over 75s live in the social rented sector (24 per cent vs 15 per cent nationally). Tower Hamlets (65%), Hackney (63%), Islington (59%) and Southwark (59%) all have more than half their over 75 population living in the social rented sector. Rates of private renting are highest in Westminster (17%) and Kensington and Chelsea (15%).

Overall, a smaller proportion of over 75s own their homes outright in London than nationally (65 per cent vs 75 per cent). But a much greater proportion in outer London own their own home outright, than in inner London. With rates as high as 82 per cent in Havering.

Social rent: Proportion of people aged 75+ who live in social rented accommodation (2021)

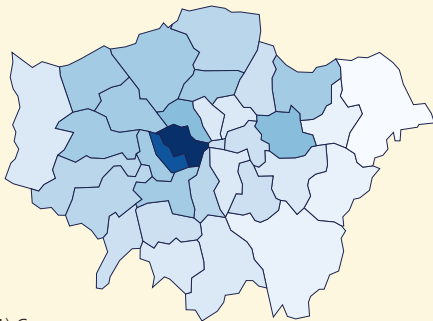
10% 69%



Source: ONS (2021) Census

Private rent: Proportion of people aged 75+ who live in private rented housing, or live rent free (2021)

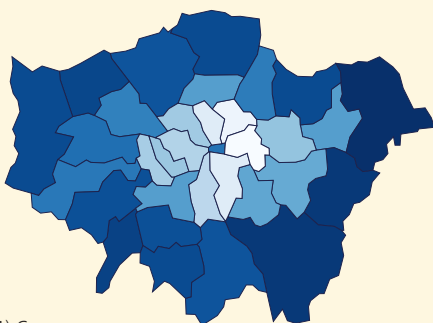
3% 17%



Source: ONS (2021) Census

Own outright: Proportion of people aged 75+ who live in a home that is owned outright (2021)

25% 82%



Source: ONS (2021) Census

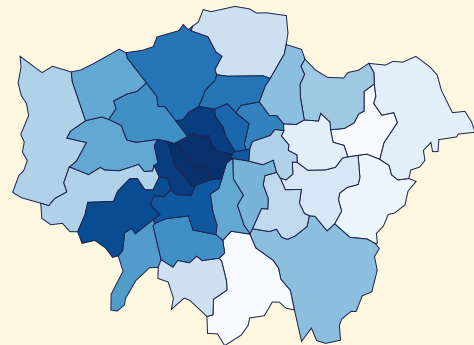
House prices

The average house in London costs 91% more than the average house in England (£525,000 vs £275,000).

Average house prices vary considerably across London, with local authority averages ranging from £366,000 in Barking & Dagenham to £1.4 million in Kensington & Chelsea. Prices are generally highest in inner west London.

Median house price (2022)

£350,000 £1,400,000



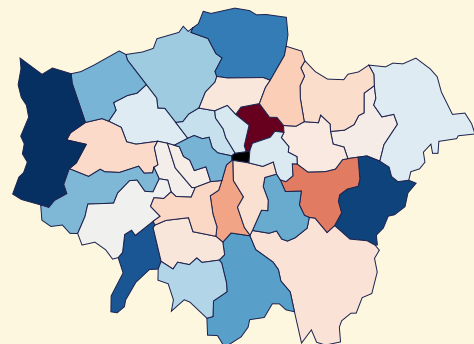
Source: ONS (2023) Median house price by local authority. Values are divided into 20 categories, from lowest to highest price, to determine their colour on the map.

Care home bedroom completions

In the period 2013/14 to 2022/23, London has seen a net increase of 886 care home bedrooms, however in several years there has been a decrease due to demolitions. Hillingdon has gained 276 care home bedrooms, Bexley gained 256, meanwhile Hackney has lost 379 care home bedrooms and Greenwich lost 198.

Number of (net) care home bedroom completions in the decade from 2013 to 2023

-400 bedrooms 280 bedrooms



Source: GLA (2023) Planning Data Hub, Residential completions dashboard. Note: Negative values indicate boroughs in which more care home bedrooms have been demolished than new ones constructed. A further 150 bedrooms were also delivered in the LLDC area in Stratford.

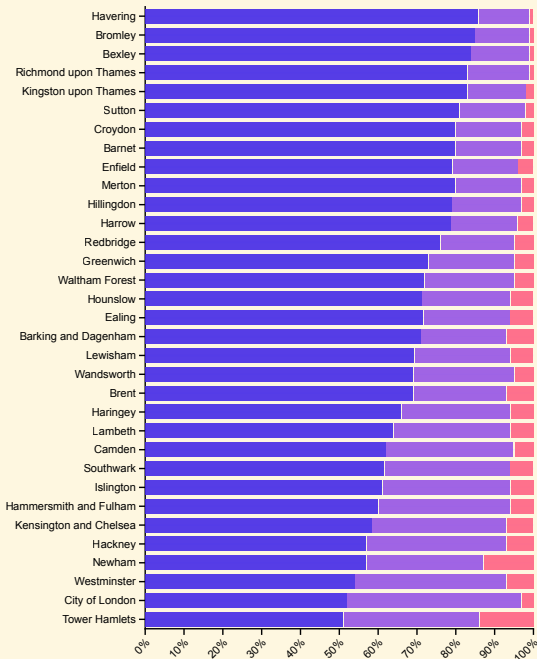
Occupancy rating of homes

72% of older people in London live in a house which is under-occupied: it has more bedrooms than required by the people who live there. Across England as a whole, this figure is higher at 85%. In some boroughs in outer London, the proportion of older people living in under-occupied homes is similar to the English average—for instance, Richmond upon Thames (83%), Bexley (83%), Bromley (85%) and Havering (85%).

A small minority of older people live in a house which is overcrowded, with too few bedrooms than required: 6% in London compared to 2% across England.

All households: Proportion of people aged 75+ living in homes by their occupancy rating. (All households, 2021)

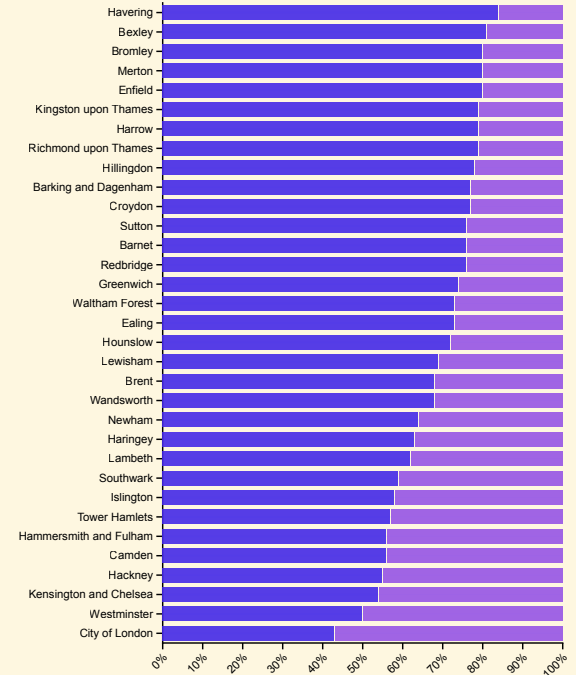
■ More bedrooms than required
 ■ As many bedrooms as required
 ■ Fewer bedrooms than required



Proportion of people aged 75+ living in homes by their occupancy rating. (All households, 2021). ONS (2021) Census. For more information about how occupancy ratings are calculated, see: <https://www.ons.gov.uk/census/census2021dictionary/variablesbytopic/housingvariables/census2021/occupancyratingforbedrooms>

Single person households: Proportion of people aged 75+ living in homes by their occupancy rating. (Single person households, 2021)

■ More bedrooms than required
 ■ As many bedrooms as required
 ■ Fewer bedrooms than required



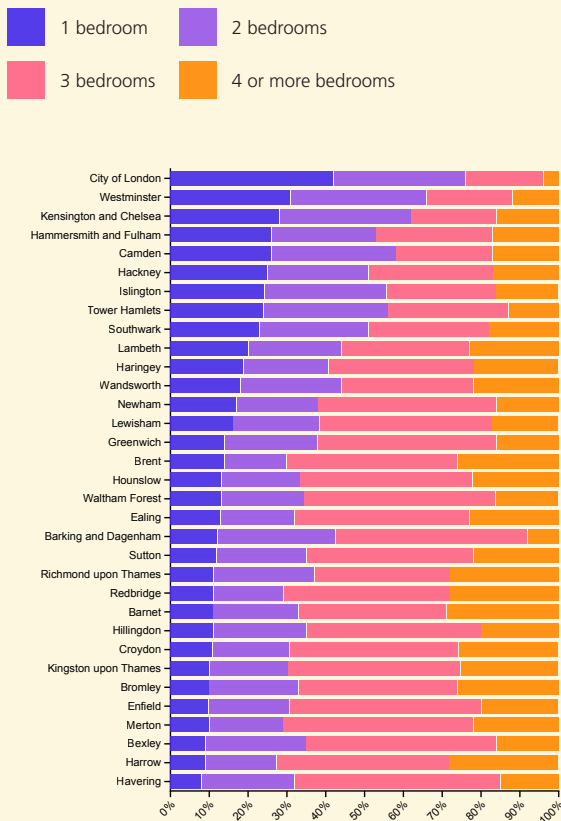
Proportion of people aged 75+ living in homes by their occupancy rating. (All households, 2021). ONS (2021) Census. For more information about how occupancy ratings are calculated, see: <https://www.ons.gov.uk/census/census2021dictionary/variablesbytopic/housingvariables/census2021/occupancyratingforbedrooms>

Number of bedrooms in home

In London, 40% of older people live in a home with three bedrooms, while a quarter live in a home with two bedrooms and nearly a quarter live in larger homes (four or more bedrooms). This is similar to the distribution across England, except for a slightly higher proportion of one bedroom homes (14% in London vs 9% across England). This pattern varies across the capital, with the share of older people living in one or two bed homes rising in inner London, while the proportion living in homes with three or more bedrooms is higher in outer London, such as in Havering (68%).

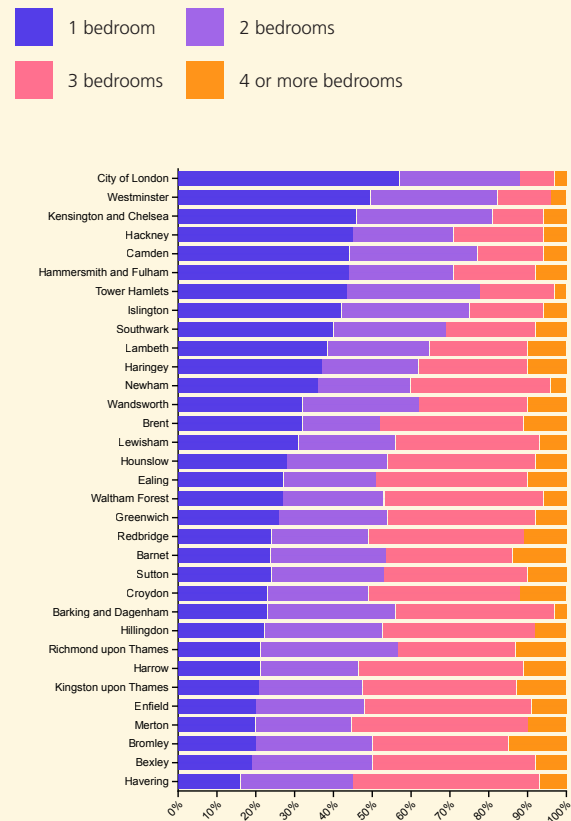
Among older people who live alone, a higher proportion have a home with just one room (32% in London). The remaining 68% live in a home with two or more rooms - in some Outer London boroughs this rises further, such as in Merton (77%), Bromley (78%), Bexley (79%) and Havering (82%).

All households: Proportion of people aged 75+ living in homes by its number of bedrooms. (All households, 2021)



ONS (2021) Census

Single person households: Proportion of people aged 75+ living in homes by its number of bedrooms. (Single person households, 2021)



ONS (2021) Census

Accommodation type

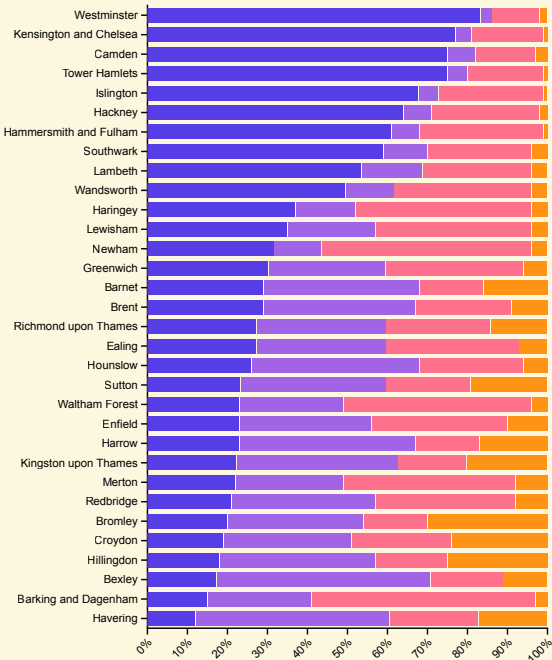
In London, the most common type of accommodation among older people is a flat or apartment (33%), followed closely by a semi-detached house (29%) and a terraced house (28%). The remaining 11% live in a detached house.

Compared to England as a whole, older people in London are nearly three times as likely to live in a flat or apartment (33% vs 13%), and 50% more likely to live in a terraced house (28% vs 18%). Correspondingly, older people in London are less likely than average to live in a detached house (11% vs 35%), with about the same proportion in London as across England living in a semi-detached house (29% vs 33%).

The share of older people living in a flat, maisonette or apartment is much higher than average in some inner London boroughs, such as Camden (75%), Kensington and Chelsea (77%) and Westminster (83%).

All households: Proportion of people aged 75+ living in homes by kind of accommodation. (All households, 2021)

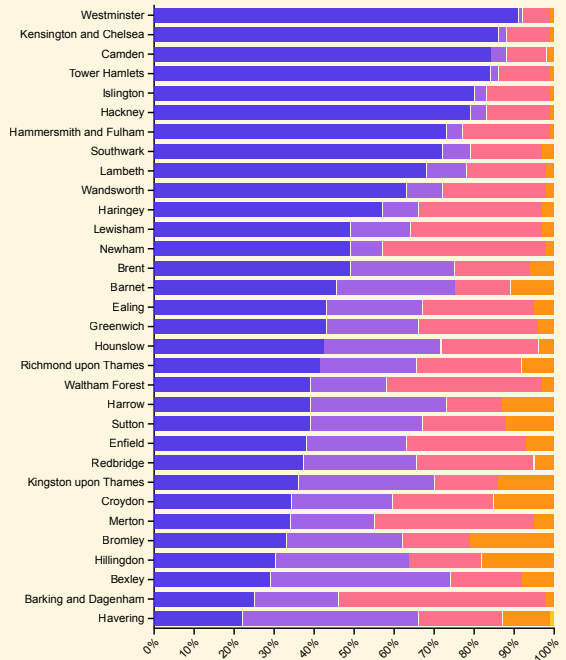
- Flat, maisonette or apartment
- Whole house or bungalow: Semi-detached
- Whole house or bungalow: Terraced
- Whole house or bungalow: Detached
- A caravan or other mobile or temporary structure



ONS (2021) Census

Single person households: Proportion of people aged 75+ living in homes by their occupancy rating. (Single person households, 2021)

- Flat, maisonette or apartment
- Whole house or bungalow: Semi-detached
- Whole house or bungalow: Terraced
- Whole house or bungalow: Detached
- A caravan or other mobile or temporary structure



ONS (2021) Census

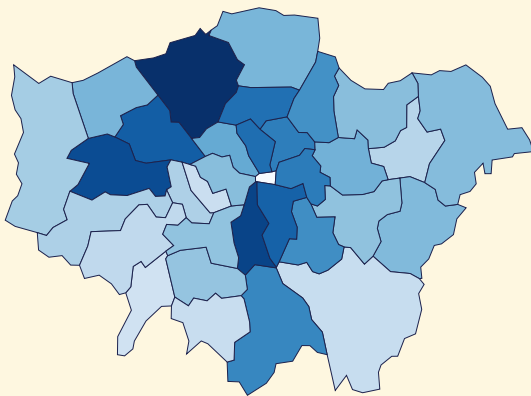
HEALTH AND CARE NEEDS

Delayed discharges from hospital

Delayed discharge days for patients is an indicator of NHS and Social Care performance and capacity. In the year to February 2020, there were over 170,000 delayed discharge days for patients in London, of which 67,700 were due to awaiting residential home placement or availability, nursing home placement or availability or awaiting care packages for their own homes. The boroughs with the largest number of delayed days for these reasons were Southwark, Lambeth and Ealing. We have selected these metrics as they are most relevant for the older population, but some older people may have experienced delayed discharges for other reasons.

Number of days by which transfers of care have been delayed in the year to February 2020 Total delayed days as a result of awaiting residential home placement or availability, awaiting nursing home placement or availability or awaiting care package in own home

365 days 9912 days



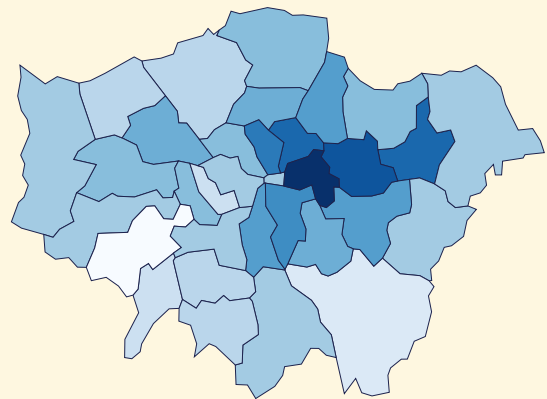
Source: NHS (2020) Delayed Transfers of Care Data
Note: this chart sums the delayed days for the listed reasons as these are most relevant for the older population. Some older people may experience delayed discharges for other reasons.

Older people who are disabled and limited a lot by their disability

The proportion of people over 65 who have a disability that limits them a lot is broadly similar in London (18%) and the average for England (17%). Tower Hamlets has the highest proportion (26%) followed by Newham (24%), Barking and Dagenham (23%), and Hackney (23%).

Proportion of people aged 65+ with a disability that limits them a lot (2021)

12% 26%



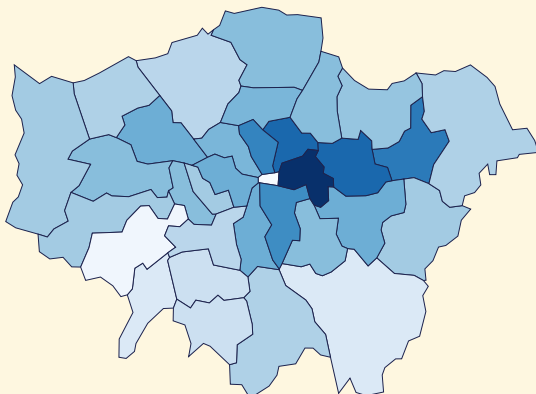
Proportion of people aged 65+ with a disability that limits them a lot (2021) Source: ONS (2021) Disability in England and Wales
Note: Data for City of London and Westminster is combined and recorded as one data point (17%)

Receipt of selected benefits

People of state pension age with disabilities may be in receipt of Attendance Allowance, Personal Independence Payments or the Disability Living Allowance. The boroughs with the highest proportion of people of state pension age in receipt of these benefits is Tower Hamlets at 40 per cent, meanwhile the lowest is City of London with 12 per cent, followed by Richmond upon Thames at 13 per cent.

Proportion of people of state pension age claiming benefits as a result of illness or disability (2023)

12% 40%



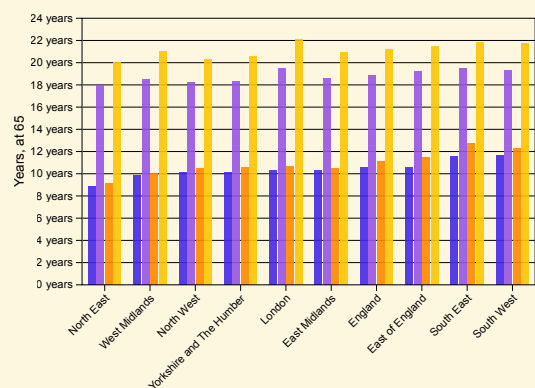
Source: DWP (2023) Attendance Allowance, Personal Independence Payments and Disability Living Allowance, and State Pension Caseload

Healthy life expectancy

Life Expectancy at 65 is longer for both males and females in London compared to the England average, but Healthy Life Expectancy is less. So Londoners are expected to live longer but with poorer health than the average across England.

Healthy Life Expectancy at 65 (2019)

Healthy Life Expectancy, Male Life Expectancy, Male
 Healthy Life Expectancy, Female Life Expectancy, Female

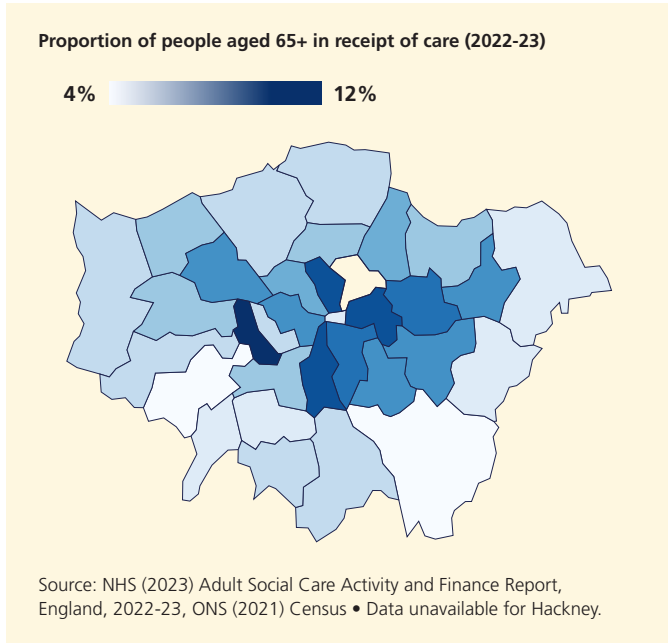


ONS (2019) Health state life expectancy at birth and at age 65 years by local areas, UK

PEOPLE IN RECEIPT OF CARE

People in receipt of care

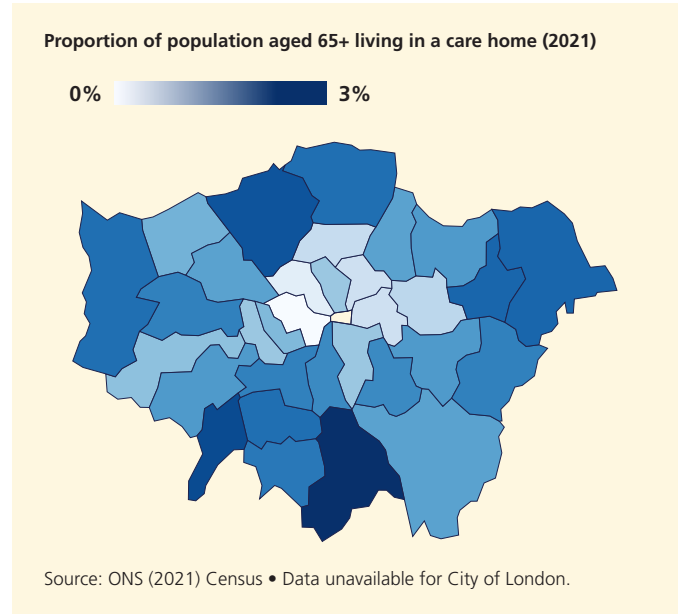
Across London, 7% of people aged 65+ are in receipt of care, compared to 5% across England. The boroughs with the highest proportion of older people in receipt of care are in Inner London: in Southwark, Newham, Islington, Lambeth, Tower Hamlets, and Hammersmith and Fulham between 10% and 12% of older people are in care.



People living in care homes

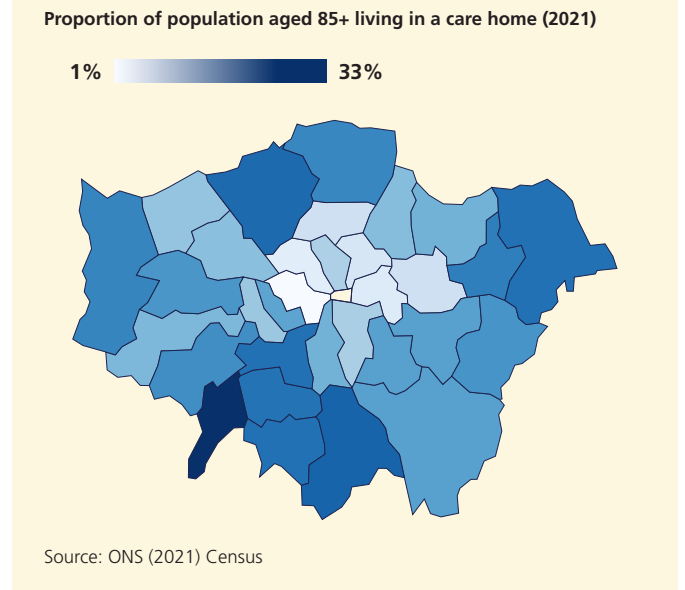
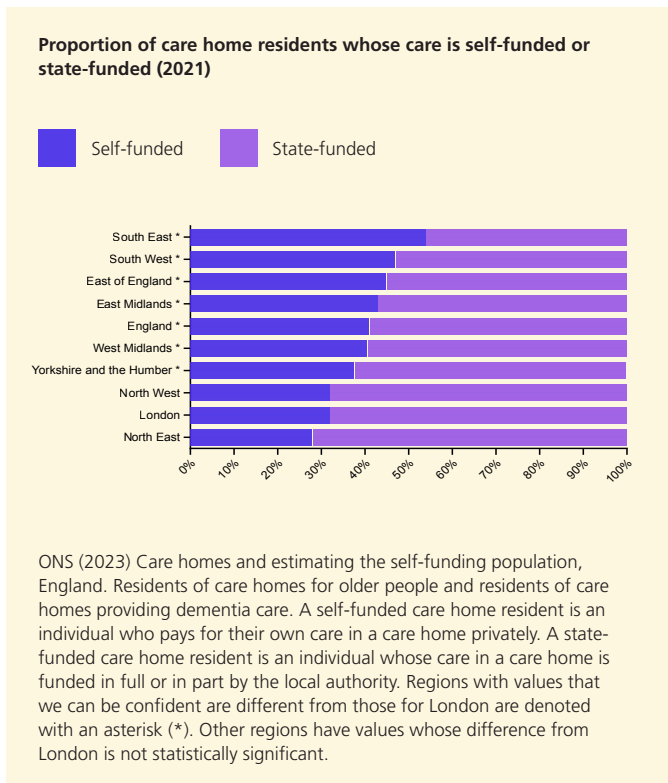
The proportion of people aged 65+ living in a care home varies considerably among London's boroughs, from just 0.2% of residents of the same age in Westminster, to 3.1% of residents in Croydon. Overall, boroughs in Inner London tend to see a lower proportion of older residents living in care homes.

Among people aged 85+, a higher proportion of people live in a care home but the pattern remains similar. 0.9% of residents aged 85+ in Westminster live in a care home, compared to 12.5% of residents in Kingston upon Thames.



Funding for the care of people living in a care home

Among residents of care homes for older people and residents of care homes providing dementia care in London, 32% are self-funded and 68% are state-funded. The proportion of care home residents in London who are state-funded (68%) is higher than the English average (59%) and higher than all regions except for the North West and the North East.



Appendix

¹ ARCO analysis of ARCO membership data and Elderly Accommodation Data on extra care housing in London

² Benzmira A et al. (2023) Almshouse Longevity Study, Bayes Business School: London, https://www.bayes.city.ac.uk/_data/assets/pdf_file/0011/731297/Almshouse-Longevity-Study-Report.pdf

³ <https://content.knightfrank.com/research/1854/documents/en/seniors-housing-annual-review-2023-24-10752.pdf>

⁴ Holland C et al. (2015) Collaborative Research between Aston Research Centre for Healthy Ageing (ARCHA) and the ExtraCare Charitable Trust <https://www2.aston.ac.uk/migrated-assets/applicationpdf/lhs/245545-final%20report1.pdf>

⁵ Holland C et al. (2019) Integrated Homes, Care and Support: Measurable outcomes for health ageing, <https://www.extracare.org.uk/media/1169231/full-report-final.pdf>

⁶ Beach, B., 2015. Village Life Independence, Loneliness, and Quality of Life in Retirement Villages with Extra Care. [online] The International Longevity Centre – UK (ILC-UK). Available at: <https://www.housinglin.org.uk/Topics/type/Village-Life-Independence-Loneliness-and-Quality-of-Life-in-Retirement-Villages-with-Extra-Care/>

⁷ Beach B et al. (2022) “The Impact of Living in Housing With Care and Support on Loneliness and Social Isolation: Findings From a Resident-Based Survey” in *Innovation in Aging*, Vol. 6, Issue 7

⁸ Holland C et al. (2015) Collaborative Research between Aston Research Centre for Healthy Ageing (ARCHA) and the ExtraCare Charitable Trust <https://www2.aston.ac.uk/migrated-assets/applicationpdf/lhs/245545-final%20report1.pdf>

⁹ UK Homecare Association (2023) Homecare Association Minimum Price for Homecare 2023-24, <https://www.homecareassociation.org.uk/resource/minimum-price-for-homecare-2023-24.html>

¹⁰ For more detail on how IRCs can improve care and tackle the care worker crisis, see: ARCO (2021) Putting the ‘care’ in Housing-with-Care, https://www.arcouk.org/sites/default/files/ARCO_Putting%20the%20care%20in%20Housing-with-Care.pdfhttps://www.arcouk.org/sites/default/files/ARCO_Putting%20the%20care%20in%20Housing-with-Care.pdf

¹¹ Holland C et al. (2019) Integrated Homes, Care and Support: Measurable outcomes for health ageing, <https://www.extracare.org.uk/media/1169231/full-report-final.pdf>

¹² See The Guardian (2021), How retirement villages are becoming part of high street life in the UK, <https://www.theguardian.com/business/2021/may/24/how-retirement-villages-are-becoming-part-of-high-street-life-in-the-uk>

¹³ JLL (2023) New Zealand retirement villages and aged care

¹⁴ Greater London Authority (2021), London Plan, https://www.london.gov.uk/sites/default/files/the_london_plan_2021.pdf

¹⁵ Department for Levelling Up, Housing and Communities (2023), National Planning Policy Framework, https://assets.publishing.service.gov.uk/media/65829e99fc07f3000d8d4529/NPPF_December_2023.pdf

¹⁶ These funds, as well as the CASSH Programme mentioned in the following recommendation, were all highlighted in the GLA’s 2023 Age-Friendly Action Plan as being key to supporting older people, see: <https://www.london.gov.uk/programmes-strategies/communities-and-social-justice/older-people/towards-age-friendly-london-mayors-action-plan>

¹⁷ The Centre for London recommends this starts at 5% in Third Age City: Housing for Older Londoners (2021), <https://centreforlondon.org/publication/third-age-city/>

¹⁸ Providing clear definitions of housing-with-care in the planning system was one of a number of key recommendations for central government made by Professor Les Mayhew in his 2022 Mayhew Review, which this manifesto echoes. See: https://www.arcouk.org/sites/default/files/The%20Mayhew%20Review%20-%20Future%20proofing%20retirement%20living_1.pdf

¹⁹ Planning policy is also one of the core focuses of the ongoing Older People’s Housing Task Force, which was launched by the government in April 2023. For more information see: <https://www.arcouk.org/press-release/%E2%80%9Cwatershed-moment%E2%80%9D-as-government-launches-older-people%E2%80%99s-housing-task-force-to>

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