

Supported housing and housing for older people

Client groups and distribution



This study uses the Regulatory and Statistical Return (RSR) time series database to examine how the stock of housing aimed at particular needs and owned and managed by housing associations has changed since the 1988 Housing Act. It was produced on behalf of the Housing Corporation by Jennie Spenceley, Christine Whitehead and Caroline Kiddle of Dataspring, Centre for Housing and Research Planning, University of Cambridge.

Key findings

- In 2006 housing associations (HAs) provided 99,355 supported housing units and 293,615 units designed or designated for older people. Together these accounted for around 20% of all HA social housing stock;
- It is difficult to plot how the HAs' role in providing suitable accommodation for vulnerable and older households has developed over time because definitions have changed in line with priorities and funding arrangements. The stock has undoubtedly grown in absolute terms, although it has declined considerably in proportional terms as HAs have taken a more central position in providing for general needs;
- In 1989 around 153,000 dwellings were categorised as sheltered housing for older people, accounting for 27% of the total stock. In 2006 the number provided for older people (on a slightly different definition) had grown by over 90%, but this accounted for only about 15% of the total social stock;
- Detailed information on supported housing was first requested from HAs from 1995 when 68,750 units were categorised in this way. Now, again on a rather different definition, the numbers have grown to almost 100,000. Over the past few years (until 2006), supported housing stock has grown by around 30,000 units (ten per cent) each year;
- Regionally the distribution of accommodation for vulnerable and older households is similar to that of the total social sector stock. When the total is broken down, London stands out as having by far the highest relative concentration of supported housing and the lowest relative provision of housing designed or designated for older households;
- Over 40% of HAs own accommodation for older people but fewer than a quarter own any supported housing. The HAs involved in supported housing often specialise in this type of provision. Almost 80% of the total is owned by large HAs, with more than 2,500 units owned overall;

- Traditional HAs remain the largest providers of housing for vulnerable and older households especially in terms of supported units where they still provide over 90% of the relevant stock. On the other hand, large-scale voluntary transfer (LSVT) landlords now own around 40% of all accommodation designed or designated for older people;
- Within the total supported housing stock, some is defined as housing for older people. The other major groups for which this stock caters are homeless households, those with health problems and learning difficulties and move-on accommodation for various groups. In 1999 just over a third of this stock was occupied by or intended for single homeless people. By 2006 this figure had decreased to 25%. The two other largest stock concentrations were provided for clients with learning difficulties (23%) and those with mental health problems (18%);
- In terms of growth in the provision of stock to specific client groups between 1999 and 2006, the largest increase in stock was aimed at people with physical difficulties, which grew by 118% (2,710 units). The number of units aimed at young people at risk or leaving care also increased significantly, by 98% (5,256 units);
- Across the vast majority of categories, traditional HAs dominate provision. However, accommodation specifically for refugees is provided particularly by black and minority ethnic (BME) associations – BME HAs owned 17% of the stock which was occupied by or intended for refugee households in 2006 as compared to their ownership of two per cent of HA rental stock overall. Stock let to asylum seekers, at seven per cent, is also accommodated by BME associations, although to a much lesser extent.

Introduction

One of the particular roles of housing associations (HAs)¹ in England is to provide a range of housing designed or designated as available to support vulnerable and older people². In 2006, HAs provided some 390,000 units, accounting for around 20% of their total housing stock. Some 851 HAs (41% of all HAs) are currently involved in the provision of housing for older people and 483 (24% of all HAs) in supported housing³. Moreover, 28% of the total number of HAs in 2006 owned only housing designed to provide support to vulnerable and older people.

This study clarifies the extent to which HAs focus their energies on the provision of supported housing, the types of client group to which support is provided and the spatial distribution of this housing. It uses data from the Regulatory and Statistical Return (RSR) which identifies dwellings owned by HAs but does not address the issue of who actually lives in the accommodation. Moreover it excludes HAs that are not registered social landlords (RSLs) and those who are so small that they are exempt from filling in the RSR form⁴. Even so, the statistics and analysis set out here cover the vast majority of both HAs and dwellings designed or designated for vulnerable groups of all types.

Categorising housing for vulnerable people

HAs provide both specifically designed and adapted housing and housing-related support designed to enable people to live in their own homes to reduce the need for hospitalisation and institutional care and support the transition to independent living for the homeless and those leaving institutions.

The Housing Corporation's role as regulator of the HA sector requires that it assess value for money in terms of the dwellings and housing-related services provided; the appropriate locations for additional investment; and the effective management of the existing stock. The Corporation therefore needs to collect transparent and accurate data about relevant stock, the owners of that stock and evidence on allocations, pricing, costs etc. This is necessary in order to determine how policy should be developed, performance indicators, movement towards target rents and the diversity of HA activities.

The definitions of housing for vulnerable people have changed over time (Figure 1). Traditionally, HA housing was categorised into self-contained housing, hostels and shared housing bedspaces and within each group general needs, sheltered and supported units were identified separately. Over

¹ HAs registered with the Housing Corporation are legally known as registered social landlords. Within this paper, the term 'housing association (HA)' will be used to mean 'registered social landlord'.

² The term 'housing for older people' within this paper is used for all years, although in years prior to 2005 this stock was defined as sheltered housing.

³ Those who completed a valid RSR in 2006.

⁴ This means, in particular, that many small Abbeyfield HAs and Almshouses which specialise in providing homes for older people (many of whom have support needs) are excluded.

the years it became obvious that this definition was inadequate to reflect the range of services provided by HAs, especially as large numbers of those needing support were living in general needs accommodation. The changes in definitions in 2002 addressed this issue by collecting data on floating support within general needs.

In 2003 the Supporting People programme was introduced. The programme aims to improve the quality of support for vulnerable people by helping them to live independently in whatever tenure they find themselves. As such, assistance is person not dwelling specific.

This shift in emphasis from managing support needs to ensuring the provision of appropriate housing brought with it the need to update the RSR definitions to ensure that the return more clearly represented the physical stock owned and managed by HAs⁶.

At the same time, the Housing Corporation made a commitment in its Housing for Older People policy (2002), to make a more transparent framework in

describing and defining sheltered housing which might or might not be designed for special needs but was designated to tenants in need of additional help. From 2005, the general needs and supported sheltered housing categories were replaced with the following categories of housing for older people:

- Housing for older people (all special design features);
- Housing for older people (some special design features); and
- Designated supported housing for older people.

Over the years since 1989 there have been other relatively minor changes in definitions. As a result the time series data can only be taken as indicative. However the impact of even the large changes made in 2004-05 do not significantly modify the overall picture but enable more effective analysis of different categories⁷.

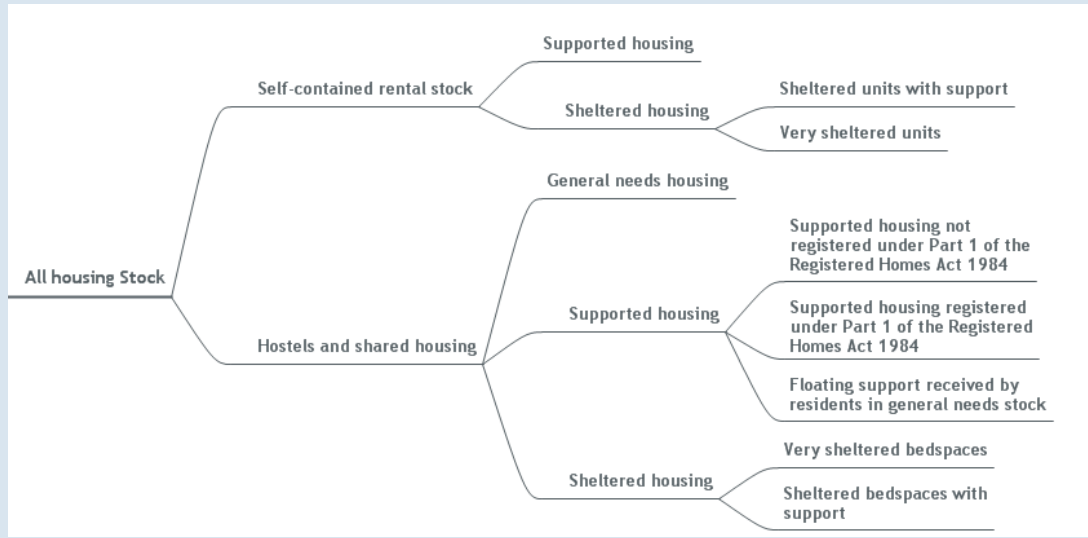
⁵ What is Supporting People (ODPM)

⁶ Marshall.D et al. The Pilot RSR 2005: Monitoring Sheltered and Supported Housing (2004), Dataspring Report.

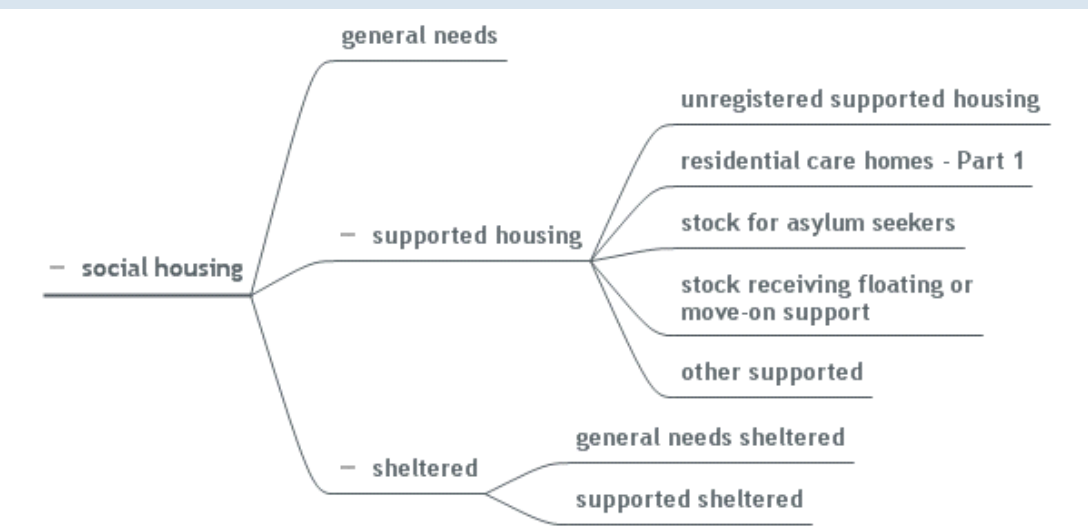
⁷ It is important to note that although this stock is called 'housing for older people', the actual age of the tenant is not a defining feature. The dwelling needs to be designed or designated (according to the definitions) and intended for older people according to the features specified in the definition. For more details of the changes see the Dataspring report Impact of Changes in Definitions in Supported Housing and Housing for Older People between the RSR 2004 and 2005 (www.dataspring.org.uk).

Figure 1: Structural changes in the reporting of supported and sheltered housing in the RSR

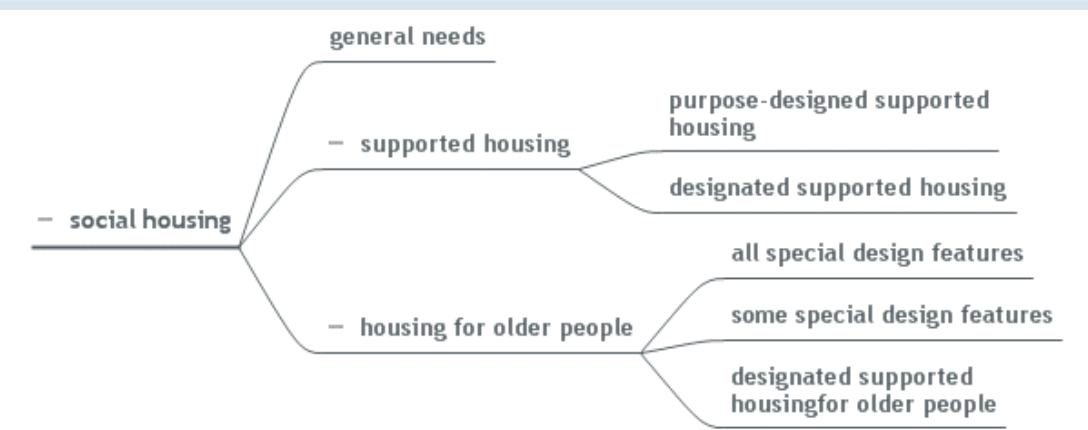
Pre-2002⁸



RSR 2002



RSR 2005



⁸ Prior to 2002, stock was not categorised by social and non-social housing.

The nature of supported housing and housing for older people

Total supported housing and housing for older people owned by HAs from 1989 to 2006

Table 1 shows housing stock provided for older people and supported housing stock owned by HAs since the 1988 Act. Six key years have been selected on the basis of the data available and the years where major changes in definition took place.

In 1989, we can identify approximately 153,600 sheltered units occupied or intended to house older people, which accounted for 27% of the total stock owned by HAs. Supported housing information was not reported separately at this

time. Six years later, in 1995, detailed information on supported housing was introduced to the RSR and HAs reported nearly 212,000 sheltered units which were occupied or intended for older people, a 38% increase since 1989. These units accounted for just over three quarters of the total stock aimed at housing vulnerable people. The remaining quarter were occupied by other supported housing clients including people with physical difficulties, mental health problems, drug and alcohol problems, to name a few. In 1999, the number of units for older people decreased by nine per cent, however, the stock provided to other supported housing clients increased by 22%. The overall total stock provided to vulnerable people in 1999, decreased by a very small amount (minus two per cent).

Table 1: Total supported housing and housing for older people owned by HAs

| Year | Total housing for older people owned | | Total supported housing owned | | Overall total | | Absolute growth between years | % growth between years |
|------|--------------------------------------|-----|-------------------------------|-----|-----------------|-----|-------------------------------|------------------------|
| | Number of units | % | Number of units | % | Number of units | % | | |
| 1989 | 153,646 | 100 | n/a | n/a | 153,746 | 100 | - | - |
| 1995 | 211,921 | 76 | 65,750 | 54 | 277,671 | 100 | - | - |
| 1999 | 192,098 | 71 | 80,169 | 29 | 272,267 | 100 | -5,404 | -1.9 |
| 2002 | 229,005 | 70 | 98,478 | 30 | 327,483 | 100 | 55,216 | 20.3 |
| 2005 | 257,592 | 72 | 101,053 | 28 | 358,645 | 100 | 31,162 | 9.5 |
| 2006 | 293,615 | 75 | 99,355 | 25 | 392,970 | 100 | 34,325 | 9.6 |

Source: RSR Part N (1989), Parts N and G (1995), Parts B,F and G (1999), Part A (2002 - 2006)

Notes:

- 1) Units = self-contained units and shared housing bedspaces combined.
- 2) The total housing for older people figures from 1989 to 2002 include all sheltered stock owned by HAs (this includes general needs sheltered units and supported sheltered units).
- 3) The total supported housing figures in 1995 and 1999 are taken from the total client groups in Part G of the RSR minus any data in the housing for older people client group, as these data would have already been accounted for within sheltered housing.
- 4) The growth figures in the last two columns exclude 1989 and 1995 data as the definitions were not comparable.

In 2002, there was a major change in the definition of stock owned by HAs, which included a redesign of the RSR. HAs were asked to include all stock as owned freehold or held on a lease of 21 years or more (original term). In previous years HAs were asked to use a 30-year lease term to define ownership. Stock was also no longer separated into self-contained units and shared housing bedspaces, but instead focused on social and non-social housing. Compared to 1999, the stock intended for or provided for older people in 2002 was 19% higher, although by now its proportional share of the total stock provided for older and other vulnerable people had decreased to 70%. The supported housing stock was 23% higher than in 1999.

In 2005 came a major change in definitions, this time relating specifically to supported housing and housing for older people. Instead of categorising stock into sheltered and supported housing, stock

was redefined as designed or designated as housing for older people or designed or designated for supported housing clients. In terms of Table 1, we can see that this recategorisation had little impact on the overall stock, with housing for older people increasing by 12% and supported housing by just three per cent since 2002. By 2006, these figures remained much the same, with a 14% increase in housing for older people and a very small decrease in supported housing (minus two per cent). In terms of overall growth in supported housing, the stock has increased by just over 30,000 units (ten per cent) each year for the last few years.

The profile of HAs owning supported housing and housing for older people

Table 2 shows the numbers of HAs owning supported housing and housing for older people over the same six years as Table 1. Again, we can

Table 2: Ownership of supported housing and housing for older people

| Year | HAs owning housing for older people | | HAs owning supported housing | | Number of HAs completing RSR |
|------|-------------------------------------|----------------|------------------------------|----------------|------------------------------|
| | Number of HAs | % of total HAs | Number of HAs | % of total HAs | |
| 1989 | 1,408 | 67 | n/a | n/a | 2,094 |
| 1995 | 1,123 | 54 | 452 | 22 | 2,012 |
| 1999 | 886 | 42 | 423 | 21 | 1,898 |
| 2002 | 885 | 42 | 556 | 28 | 1,925 |
| 2005 | 886 | 42 | 489 | 24 | 1,746 |
| 2006 | 851 | 14 | 483 | 24 | 1,698 |

Notes:

1) The total number of HAs owning housing for older people from 1989 to 2002 includes all sheltered stock owned by HAs (this includes general needs sheltered units and supported sheltered units).

2) The total HAs owning supported housing in 1995 and 1999 are taken from the total client groups in Part G of the RSR minus any data in the housing for older people client group, as these data would have already been accounted for within sheltered housing.

see that there has been very little difference in the number of HAs owning stock intended for supported housing clients, with the exception perhaps in 2002 where the number increased by 31% and the proportion of HAs (as compared to the total number of HAs) increased to 28% (from 21% in 1999). By 2006, this proportion had decreased to just under a quarter.

The number of HAs owning housing stock for older people, remained remarkably similar between 1999 and 2006, accounting for around 42% of the total number of HAs. However, in earlier years (1989 and 1995), the number of HAs owning these types of units accounted for a much higher proportion of the total (67% and 54% respectively), although this could have been due to differences in stock categorisation in earlier regulatory returns.

The pattern of supported housing and housing for older people in 2006

This section looks at the distribution of HA-owned supported housing and housing for older people as reported in 2006. This will be discussed in terms of comparisons with general needs stock, spatial distribution and size and type of HA.

Social housing stock owned by HAs

In 2006 stock provided to both older people and vulnerable clients accounted for a fifth of the total social stock owned by HAs. Taken alone, housing for older people made up 15% of the total social rental stock and the remaining five per cent was stock intended for tenants needing support. Stock with special design features to suit those with physical needs and older people accounted for six per cent of stock, while the remaining 14% were units

Table 3: The breakdown of general needs and supported stock in 2006

| Stock description | Number of units | % |
|---|------------------|------------|
| Total supported stock | 99,355 | 5 |
| Purpose designed | 33,731 | 2 |
| Designated supported housing | 65,624 | 3 |
| Total stock for older people | 293,615 | 15 |
| All special design features | 22,206 | 1 |
| Some special design features | 64,127 | 3 |
| Designated supported housing for older people | 207,282 | 11 |
| Total supported stock and stock for older people | 392,970 | 20 |
| Total general needs stock | 1,547,390 | 80 |
| Total social rental stock (general needs + supported/housing for older people) | 1,940,360 | 100 |

Table 4: The regional distribution of supported housing and housing for older people in 2006

| Region | Total general needs housing owned | | Total housing for older people owned | | Location quotient: housing for older people |
|--------------------------|-----------------------------------|------------|--------------------------------------|------------|---|
| | N | % | N | % | |
| East of England | 149,710 | 10 | 39,942 | 10 | 1.1 |
| East Midlands | 73,889 | 5 | 26,005 | 7 | 1.4 |
| London | 270,233 | 17 | 58,090 | 15 | 0.8 |
| North East | 97,841 | 6 | 19,193 | 5 | 0.8 |
| North West | 282,929 | 18 | 66,655 | 17 | 1.5 |
| South East | 221,062 | 14 | 57,666 | 15 | 1.0 |
| South West | 131,637 | 9 | 43,409 | 11 | 1.3 |
| West Midlands | 189,289 | 12 | 43,513 | 11 | 0.9 |
| Yorkshire and the Humber | 129,528 | 8 | 37,903 | 10 | 1.2 |
| England | 1,546,118 | 100 | 392,376 | 100 | 1.0 |

Source: RSR Part O (Data exclude stock held outside England)

Note: Percentage figures may not add up due to rounding.

designated to these groups of clients (whether or not they had been purpose designed or had special design features).

The regional distribution of supported housing and housing for older people

Tables 4, 5 and 6 give the regional numbers and percentages of general needs and supported housing/housing for older people stock in 2006. The percentages show the differences between the regional distributions of each stock type. The Location Quotients, calculated by dividing the regional percentage of supported housing/housing for older people by the regional percentage of general needs housing, indicate the amount of variation between the distributions of supported/

housing for older people stock compared to the distribution of general needs housing. Values greater than 1.0 show where a region has a higher concentration of supported stock compared to the level of general needs housing.

Table 4 shows the regional distribution of total supported housing (including housing for older people) compared to the distribution of general needs stock in 2006. While London held the largest amount of general needs stock, accounting for 17% of the total, the North West region accounted for the largest proportion of supported housing and housing for older people with 17% of the total. The North East accounted for the smallest proportion of supported housing/housing for older people, with five per cent of the total. In terms of LQ values, the

Table 5: The regional distribution of supported housing in 2006

| Region | Total general needs housing owned | | Total supported housing owned | | Location quotient: housing for older people |
|--------------------------|-----------------------------------|------------|-------------------------------|------------|---|
| | N | % | N | % | |
| East of England | 149,710 | 10 | 9,656 | 10 | 1.0 |
| East Midlands | 73,889 | 5 | 5,684 | 6 | 1.2 |
| London | 270,233 | 17 | 29,158 | 29 | 1.7 |
| North East | 97,841 | 6 | 3,920 | 4 | 0.6 |
| North West | 282,929 | 18 | 13,243 | 12 | 1.5 |
| South East | 221,062 | 14 | 13,616 | 14 | 1.0 |
| South West | 131,637 | 9 | 8,531 | 9 | 1.0 |
| West Midlands | 189,289 | 12 | 8,414 | 8 | 0.7 |
| Yorkshire and the Humber | 129,528 | 8 | 6,999 | 7 | 0.8 |
| England | 1,546,118 | 100 | 99,221 | 100 | 1.0 |

Source: RSR Part O (Data exclude stock held outside England)

Note: Percentage figures may not add up due to rounding.

Table 6: The regional distribution of housing for older people in 2006

| Region | Total general needs housing owned | | Total housing for older people owned | | Location quotient: housing for older people |
|--------------------------|-----------------------------------|------------|--------------------------------------|------------|---|
| | N | % | N | % | |
| East of England | 149,710 | 10 | 30,286 | 10 | 1.1 |
| East Midlands | 73,889 | 5 | 20,321 | 7 | 1.5 |
| London | 270,233 | 17 | 28,932 | 10 | 0.6 |
| North East | 97,841 | 6 | 15,273 | 5 | 0.8 |
| North West | 282,929 | 18 | 53,412 | 18 | 1.2 |
| South East | 221,062 | 14 | 44,050 | 15 | 1.1 |
| South West | 131,637 | 9 | 34,878 | 12 | 1.4 |
| West Midlands | 189,289 | 12 | 35,009 | 12 | 1.0 |
| Yorkshire and the Humber | 129,528 | 8 | 30,904 | 11 | 1.3 |
| England | 1,546,118 | 100 | 293,155 | 100 | 1.0 |

Source: RSR Part O (Data exclude stock held outside England)

Note: Percentage figures may not add up due to rounding.

North West region had the highest concentration of supported/housing for older people stock (1.5). Although the East Midlands held a relatively small proportion of the total supported housing/housing for older people, it had the second highest concentration of this stock compared to general needs stock, with a LQ value of 1.4.

Table 5⁹ shows the distributions of general needs and supported housing (excluding housing for older people). While London had one of the lowest concentrations of total supported stock (including housing for older people), when supported housing is taken alone, London presented the highest concentration compared to its general needs stock, with a LQ value of 1.7. The North West and the East Midlands also had higher concentrations of supported housing than general needs stock, with LQ values of 1.5 and 1.2 respectively. The North East has a much lower share of supported housing compared to its share of general needs housing, where the LQ value is 0.6.

Table 6 brings together housing designed for older people (all special design features and some special design features) with designated supported housing for older people. The pattern of housing for older people is different from that of supported housing. Here, the London region has a much smaller share, compared to its share of general needs housing, with a LQ value of just 0.6. The South West and the East Midlands, however, have much higher

concentrations of housing for older people, with LQ values of 1.4 and 1.5 respectively.

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Supported housing and housing for older people in 2006, by size and type of HA

Tables 7 and 8, present the distribution of housing for older people and supported housing, by size of HA (based on their total stock in ownership) and by HA type.

Table 7 shows that HAs with between 2,501 and 10,000 units of total stock in ownership owned almost half of all the housing for older people in 2006. The even larger HAs (those owning more than 10,000 units of total stock), accounted for 35% of this stock. Supported housing was more evenly spread between the larger size groups, with just over a third of units being owned by large HAs in the 2,501 to 10,000 units and 29% by the very

⁹ Maps showing the geographical distribution of supported housing and housing for older people in 2007 can be found on pages 17-19.

Table 7: Housing for older people and supported housing owned, by size of HA in 2006

| Size of HA (total stock owned) | Housing for older people stock owned | | Supported housing stock owned | | Total | |
|--------------------------------|--------------------------------------|------------|-------------------------------|------------|-----------------|------------|
| | Number of units | % | Number of units | % | Number of units | % |
| 1-5 | 60 | 0 | 0 | 0 | 60 | 0 |
| 6-25 | 2,781 | 1 | 218 | 0 | 2,999 | 1 |
| 26-100 | 7,445 | 3 | 2,141 | 2 | 9,586 | 2 |
| 101-250 | 6,144 | 2 | 6,091 | 6 | 12,235 | 3 |
| 251-1,000 | 13,324 | 5 | 10,582 | 11 | 23,906 | 6 |
| 1,001-2,500 | 20,512 | 7 | 17,543 | 18 | 38,055 | 10 |
| 2,501-10,000 | 140,343 | 48 | 34,184 | 34 | 174,527 | 44 |
| Over 10,000 | 103,006 | 35 | 28,596 | 29 | 131,602 | 33 |
| Total | 293,615 | 100 | 99,355 | 100 | 392,970 | 100 |

Source: RSR Parts A and B

Notes:

- 1) Units = self-contained units and shared housing bedspaces combined.
- 2) Size of HA is based on total stock owned (social + non-social including leased housing where the purchaser has not acquired 100% equity).
- 3) Percentage figures may not add up due to rounding.

Table 8: Housing for older people and supported housing owned, by type of HA in 2006

| HA type | Housing for older people stock owned | | Supported housing stock owned | | Total | |
|--------------|--------------------------------------|------------|-------------------------------|------------|-----------------|------------|
| | Number of units | % | Number of units | % | Number of units | % |
| ALMS | 8,954 | 3 | 60 | 0 | 9,014 | 2 |
| AB | 3,391 | 1 | 135 | 0 | 3,526 | 1 |
| BME | 2,764 | 1 | 2,053 | 2 | 4,817 | 1 |
| Traditional | 160,615 | 55 | 90,724 | 91 | 251,339 | 64 |
| LSVT | 117,891 | 40 | 6,383 | 6 | 124,274 | 32 |
| Total | 293,615 | 100 | 99,355 | 100 | 392,970 | 100 |

Source: RSR Parts A and B

Notes:

- 1) Units = self-contained units and shared housing bedspaces combined.
- 2) Percentage figures may not add up due to rounding.

large HAs. A further 29% was owned by HAs with between 251 and 2,500 units. The total profile of housing stock for older people and other vulnerable clients, can therefore be broken down as 93% being owned by the mid-size to very large HAs (those with over 250 units).

It is also possible to break down the ownership structure in more detail to include Almshouses (ALMS), Abbeyfields (ABB), traditional HAs, black and minority ethnic (BME) HAs and those specifically set up to receive dwellings through the large-scale voluntary transfer of stock from local authorities.

Table 8 shows clearly that ownership of supported housing stock was highly concentrated amongst traditional HAs (91%) in 2006, with only six per cent of the stock being owned by LSVTs and two per cent by BME HAs. Ownership of housing for older people had a slightly different profile, with the majority of stock being more evenly spread between traditional and LSVT HAs (55% and 40% respectively). Almshouses, whose fundamental role is to provide housing for older people, accounted for three per cent of this stock, and Abbeyfields and BME associations each accounted for one per cent.

Housing stock for supported client groups¹⁰

HAs are requested to provide a breakdown of the supported housing stock that they own by the primary client group needing support that they intend to house within this stock. Data have been collected on client groups with support needs since 1995 but some of the categories have changed over time. There is a relatively consistent categorisation of client groups with support needs, suitable for longitudinal analysis, between 1999 and 2006, although some categories in 2006 have been added together to make the data consistent between years¹¹. It must also be noted that the significant change in definitions that took place in 2005 impacted a great deal on the housing for older people figures. This is because a number of units that had previously been categorised as general needs sheltered housing, now fall within the combined housing for older people and supported housing category. These data have therefore been omitted from Tables 9, 9a and 9b.

Numbers of supported units/bedspaces allocated to different client groups

In 1999 the largest category of supported stock owned by HAs were dwellings occupied or intended for single homeless people. This accounted for just over a third of the total. Housing stock that

¹⁰ Excluding housing for older people.

¹¹ In 2006, information on clients with drug and alcohol problems and young people at risk or leaving care were reported separately, and have therefore been added together in Tables 6, 7a and 7b.

Table 9: Client groups 1999 and 2006

| Client group | 1999 Total | % | 2006 Total | % | Abso- lute growth between 1999 and 2006 | % growth between 1999 and 2006 |
|---|---------------|------------|---------------|------------|---|---|
| People with drug/alcohol related problems | 2,571 | 3.4 | 2,841 | 3 | 270 | 10.5 |
| People with mental health problems | 14,415 | 19.2 | 17,235 | 18.1 | 2,820 | 19.6 |
| People with learning difficulties | 15,893 | 21.2 | 22,245 | 23.4 | 6,352 | 40.0 |
| Ex-offenders | 3,466 | 4.6 | 3,362 | 3.5 | -104 | -3.0 |
| People with physical difficulties | 2,291 | 3.1 | 5,001 | 5.3 | 2,710 | 118.3 |
| Refugees (permanent) | 847 | 1.1 | 447 | 0.5 | -400 | -47.2 |
| Asylum seekers (temporary non-NASS contracts) | n/a | n/a | 227 | 0.2 | n/a | n/a |
| 16/17 year old teenage pregnancy/parents | n/a | n/a | 1,189 | 1.2 | n/a | n/a |
| Vulnerable women with children | 1,626 | 2.2 | n/a | n/a | n/a | n/a |
| Women at risk of domestic violence | 2,263 | 3 | 3,145 | 3.3 | 882 | 39.0 |
| People with HIV/AIDS | 692 | 0.9 | 525 | 0.6 | -167 | -24.1 |
| Young people at risk or leaving care | 5,392 | 7.2 | 10,648 | 11.2 | 5,256 | 97.5 |
| Single homeless people | 25,503 | 34 | 23,938 | 25.1 | -1,565 | -6.1 |
| Homeless families with support needs | n/a | n/a | 2,322 | 2.4 | n/a | n/a |
| Rough Sleepers | n/a | n/a | 2,116 | 2.2 | n/a | n/a |
| Total | 74,959 | 100 | 95,241 | 100 | 20,282 | 27.1 |

Source: RSR Part G (1999), Part F (2006)

Notes:

- 1) The 'Other' category of client group has been excluded from this and following tables for comparative purposes.
- 2) To give a better indication of stock provided for other supported housing client groups, 16,466 units of stock occupied or intended for older people in 1999 and 277,241 units in 2006 have been excluded from this table.
- 3) Percentage figures may not add up due to rounding.

was occupied or intended for people with learning difficulties and stock for people with mental health problems also accounted for significant proportions (21% and 19% respectively).

In the seven years to 2006 the numbers of units/bedspaces owned by HAs that were occupied or

intended for supported clients increased by 27%. Table 9 shows that supported accommodation for single homeless people continued to account for the largest proportion (25%). Stock for people with learning difficulties increased by 40% over the seven years, although proportionally this category remained much the same at around 23%.

The largest increase between the two years was in stock occupied or intended for people with physical difficulties, at 118%. Stock for young people at risk or leaving care also increased substantially (98%). The largest decrease over the seven years was in stock occupied by or intended for refugees, which fell by almost half (Table 9). This is an outcome of policy change which has resulted in a large population of such housing being provided by contracts with the private sector. Table 9a shows that in 1999 the vast majority (97%) of supported housing stock of all the types identified were owned by traditional HAs. These HAs also owned the majority of total stock in 1999 (70%), while

LSVT HAs accounted for just over a quarter of all stock. Traditional HAs also owned almost all stock occupied or intended for clients with drug and alcohol problems (99%) and not less than 89% of the stock for all other client groups.

LSVT HAs accounted for just one per cent of the total in 1999. Within this their largest client-based stock was for young people (4%). BME housing associations who owned two per cent of the total supported stock for the client groups listed in 1999 provided a significant proportion of that stock for refugees (11%). Interestingly only the traditional and BME associations provided this type of housing in 1999.

Table 9a: Supported housing stock by client group and HA type, 1999

| Client group | ALMS | BME | LSVT | Traditional | Total | N |
|---|------------|------------|------------|-------------|-------|---------------|
| People with drug/alcohol related problems | 0.0 | 0.6 | 0.4 | 99.0 | 100.0 | 2,571 |
| People with mental health problems | 0.0 | 0.7 | 1.7 | 97.6 | 100.0 | 14,415 |
| People with learning difficulties | 0.0 | 0.3 | 1.7 | 98.0 | 100.0 | 15,893 |
| Ex-offenders | 0.0 | 1.2 | 0.3 | 98.5 | 100.0 | 3,466 |
| People with physical difficulties | 2.1 | 0.2 | 2.5 | 95.2 | 100.0 | 2,291 |
| Refugees (permanent) | 0.0 | 11.0 | 0.0 | 89.0 | 100.0 | 847 |
| Vulnerable women with children | 0.0 | 6.0 | 1.5 | 92.6 | 100.0 | 1,626 |
| Women at risk of domestic violence | 0.0 | 3.5 | 3.0 | 93.5 | 100.0 | 2,263 |
| People with HIV/AIDS | 0.0 | 1.3 | 0.0 | 98.7 | 100.0 | 692 |
| Young people at risk or leaving care | 0.0 | 3.3 | 3.8 | 92.9 | 100.0 | 5,392 |
| Single homeless people | 0.0 | 3.3 | 0.3 | 96.5 | 100.0 | 25,503 |
| Total | 0.1 | 2.0 | 1.3 | 96.7 | 100.0 | 74,959 |

Source: RSR Part G

Notes:

- 1) Although Almshouses and Abbeyfield HAs completing a Short RSR are not required to provide information on supported housing client groups, a large Almshouse completed the Long RSR in 1999 and has therefore been included in this table.
- 2) To give a better indication of stock provided to other supported housing client groups, 16,466 units of stock occupied or intended for older people with support needs have been excluded from this table.
- 3) Percentage figures may not add up due to rounding

Table 9b: Supported housing stock by client group and HA type, 2006

| Client group | BME | LSVT | Traditional | Total | N |
|---|------------|------------|-------------|--------------|---------------|
| People with drug/alcohol related problems | 2.0 | 3.0 | 95.0 | 100.0 | 2,841 |
| People with mental health problems | 1.5 | 3.6 | 94.9 | 100.0 | 17,235 |
| People with learning difficulties | 0.5 | 8.1 | 91.4 | 100.0 | 22,245 |
| Ex-offenders | 0.5 | 4.0 | 95.6 | 100.0 | 3,362 |
| People with physical difficulties | 0.6 | 3.8 | 95.6 | 100.0 | 5,001 |
| Refugees (permanent) | 17.2 | 2.0 | 80.8 | 100.0 | 447 |
| Asylum seekers (temporary non-NASS contracts) | 7.0 | 28.6 | 64.3 | 100.0 | 227 |
| 16/17 year old teenage pregnancy/parents | 7.3 | 7.5 | 85.2 | 100.0 | 1,189 |
| Women at risk of domestic violence | 8.0 | 6.8 | 85.2 | 100.0 | 3,145 |
| People with HIV/AIDS | 2.1 | 0.0 | 97.9 | 100.0 | 525 |
| Young people at risk or leaving care | 2.7 | 7.1 | 90.1 | 100.0 | 10,648 |
| Single homeless people | 2.9 | 3.7 | 93.4 | 100.0 | 23,938 |
| Homeless families with support needs | 3.5 | 29.5 | 67.1 | 100.0 | 2,322 |
| Rough Sleepers | 0.2 | 0.0 | 99.8 | 100.0 | 2,116 |
| Total | 2.1 | 5.8 | 92.1 | 100.0 | 95,241 |

Source: RSR Part F

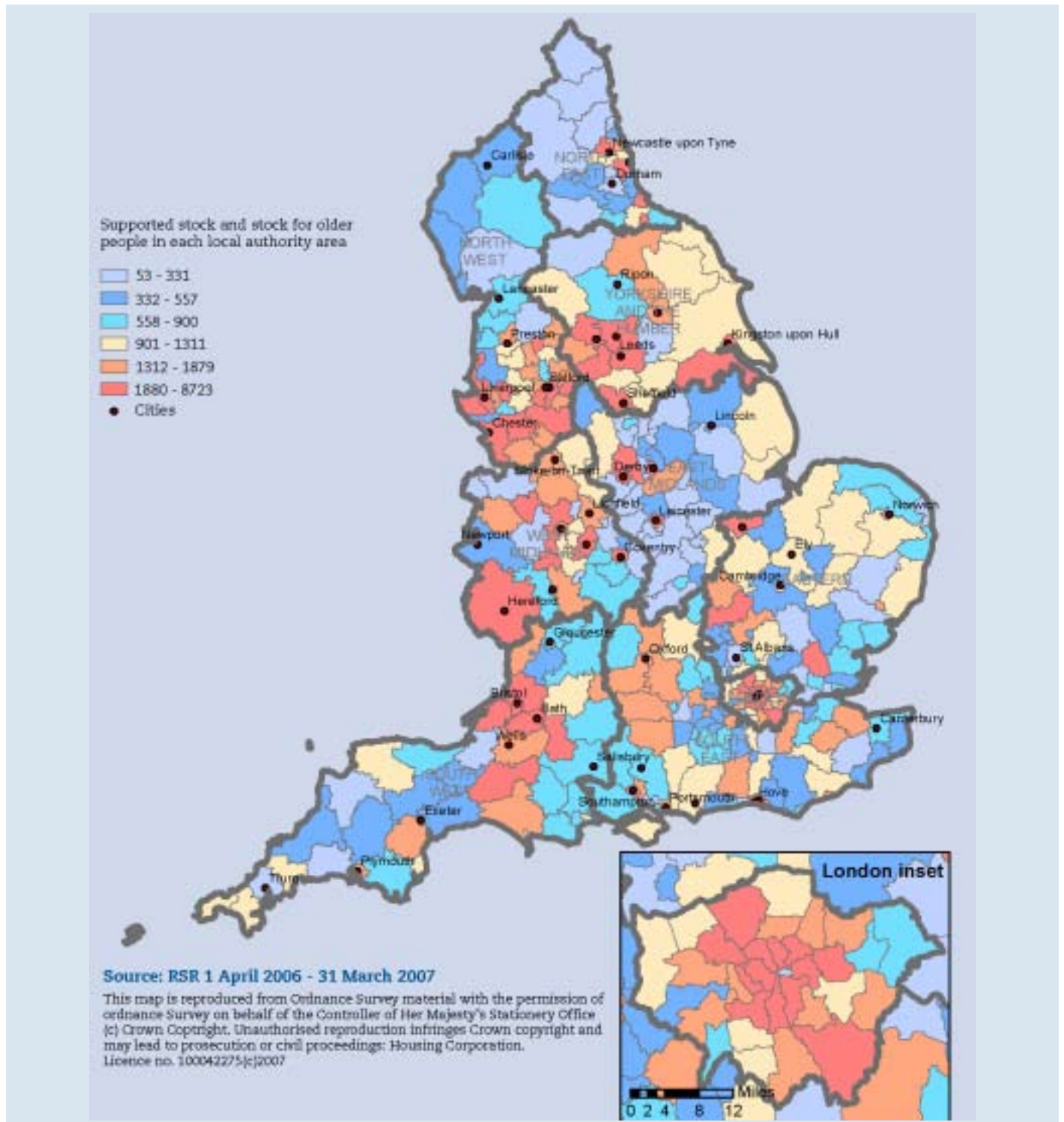
Notes:

- 1) Only HAs completing a Long RSR were required to provide information on asylum seekers.
- 2) To give a better indication of stock provided to other supported housing client groups, 277,241 units of stock occupied or intended for older people have been excluded from this table.
- 3) Percentage figures may not add up due to rounding.

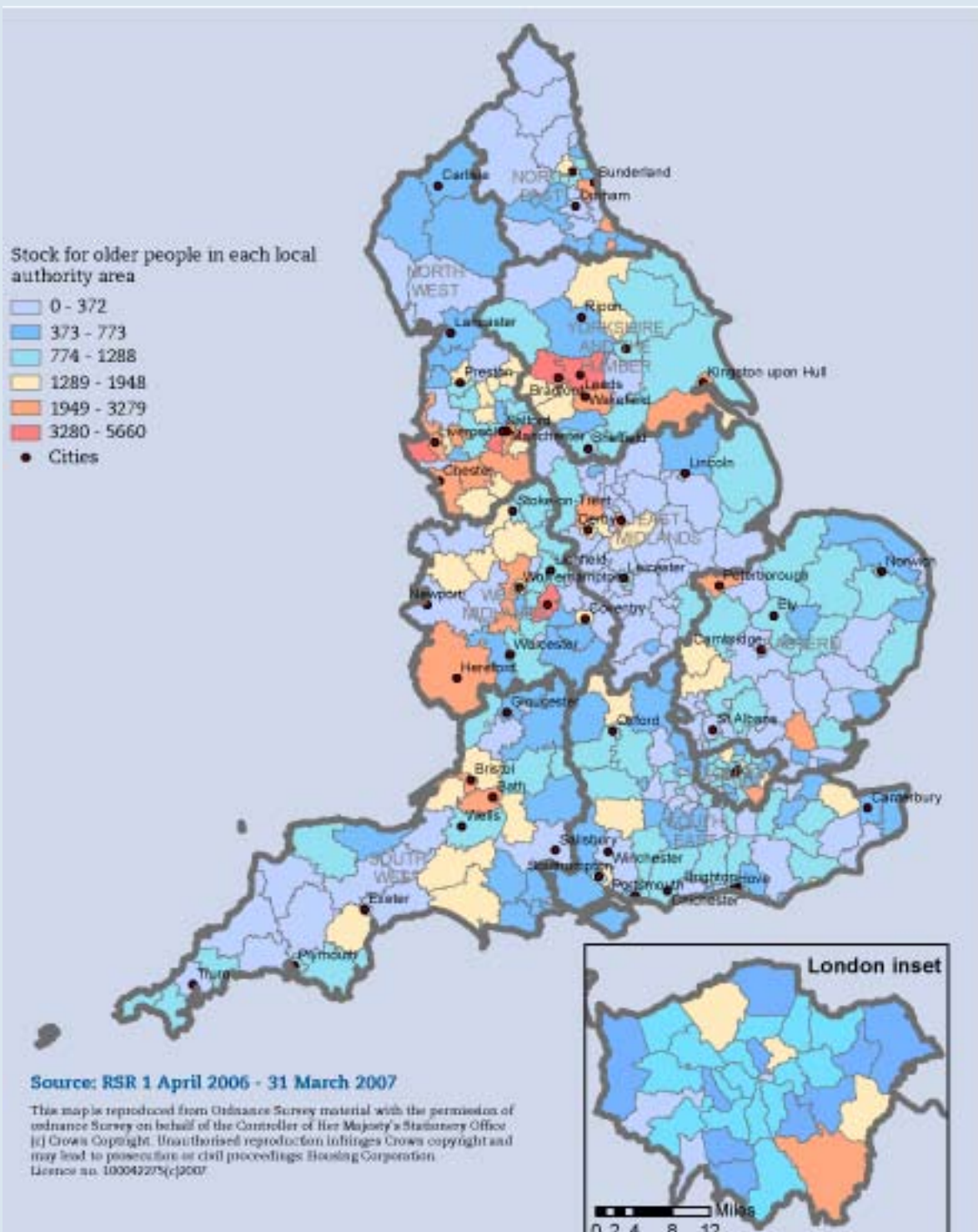
Seven years later in 2006, a slightly smaller proportion of supported housing stock was provided by traditional HAs (92%), while LSVT HAs provided a much higher proportion than in 1999 (6%). The proportions of the overall stock profile had also changed but traditional HAs still held the largest share of total social stock (52%), LSVT HAs almost doubled their share, to 46%. In 2006, almost 30% of stock provided for homeless families with support needs was owned by LSVT HAs, as well as 29% of stock for asylum seekers.

BME associations continued to account for a significant proportion of the stock for refugees (17%). BME associations also owned a slightly higher percentage of stock occupied by or intended for women at risk of domestic violence and for people with HIV/AIDS than LSVT HAs in 2006 (accounting for eight and two per cent respectively).

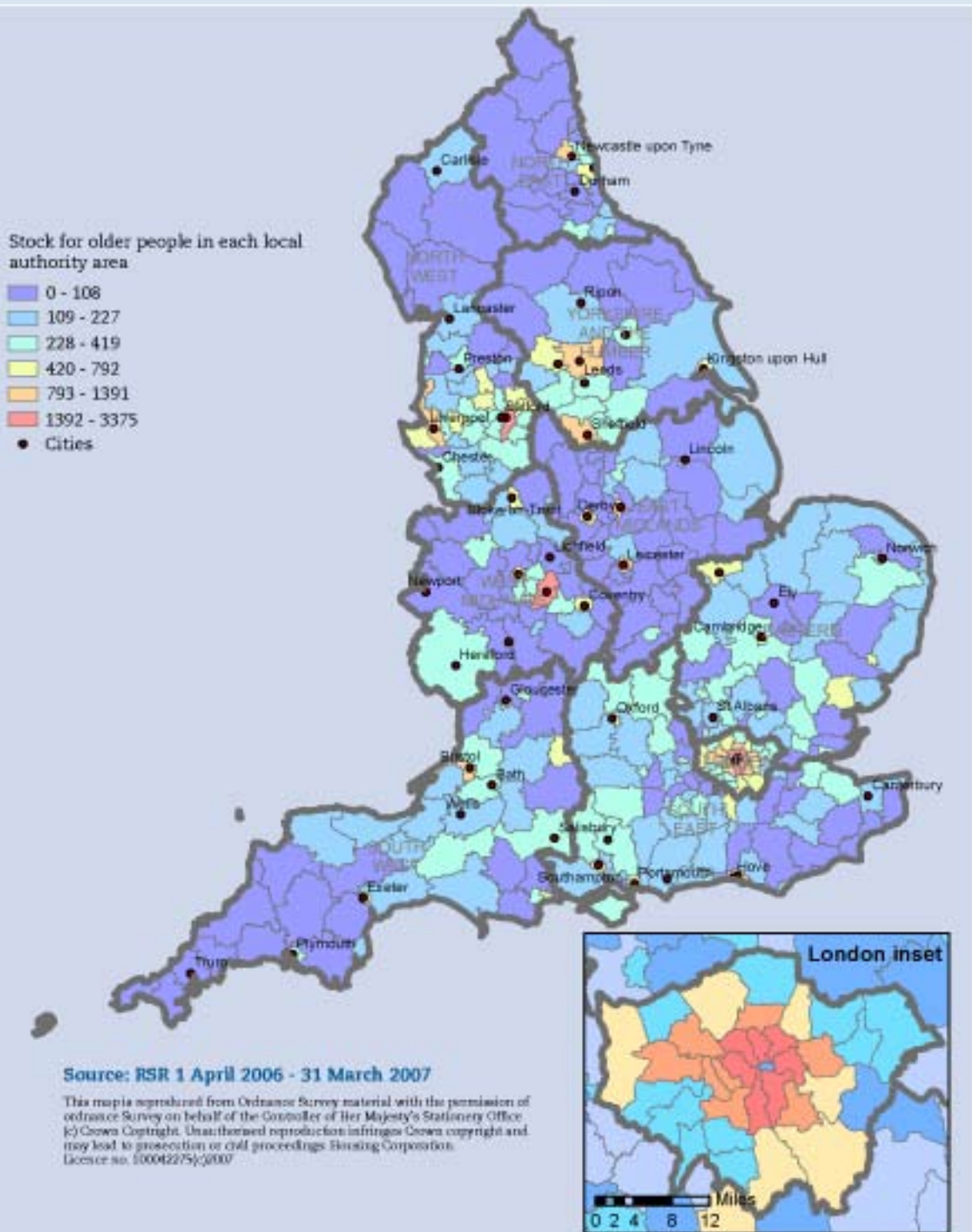
Distribution of all housing association supported stock and stock for older people in England 2006-07



Distribution of all housing association stock for older people in England 2006-07



Distribution of all housing association supported stock in England 2006-07



Summary

Housing associations, their predecessors and other charitable foundations have always been heavily involved in the provision of housing for a wide range of vulnerable groups who need either specially designed accommodation or additional accommodation-related support services.

Since 1989 HAs have expanded and extended their roles in assisting vulnerable households. For much of the time since 1989 this was supported by grants towards management and the provision of services as well as the accommodation itself. However, in the early 2000s significant changes meant that the non-accommodation needs of the vulnerable were met more through programmes such as Supporting People than through HA specific assistance. This has led to changes in the regulatory and monitoring requirements of HAs in respect of how they report supported housing.

In 1989 nearly 154,000 dwellings (27% of all stock reported in the RSR) were categorised as sheltered housing stock for older people. By 2006 the numbers had increased to over 290,000 dwellings; however this represents a much smaller proportion of the total social stock (15%). In terms of supported stock for other vulnerable client groups, we can identify around 66,000 owned units in 1995 and just over 99,000 in 2006, an increase of 51% over the 12 years.

As shown in the maps on the previous pages, when compared with the distribution of all HA stock, supported housing (including housing for older people) is concentrated in the North West, London and the South East, with relatively little in the North East and the East Midlands. By contrast, London has relatively little housing for older people, but relatively more supported housing.

Within the supported housing stock as currently defined (excluding housing for older people), stock occupied by or intended for the single homeless continued to account for a significant proportion of the stock in 2006. This was followed by stock for people with learning difficulties.

Overall growth in provision of housing for vulnerable people is now in line with general needs, but it is potentially expensive and depends heavily on the funding regime. HAs will continue to have a major role to play in innovating and meeting the growing needs of vulnerable households.