

The history of seniors' housing in Australia: a mix of purposeful policy and development by default

Anna Howe, PhD, Consultant Gerontologist, Melbourne

Professor Andrew Jones

Program Director, Institute for Social Science Research
Director, AHURI Queensland Research Centre
The University of Queensland

Service Integrated Housing



Project conducted by Australian Housing & Urban Research Institute

Defined **Service Integrated Housing** as:

1. any form of accommodation built specifically for older people
2. in which the housing provider takes some responsibility for provision of support and care services
3. either by direct delivery or through arrangements with external service providers.

Policy Context and Players

- Formal policy debate has waxed and waned over time
- Development continued in periods of policy vacuum
- Changing roles of not-for-profit and private sectors
- Four tiers of service integrated housing
 - built at different times
 - by different sectors
 - under different policy settings
 - for different 'market'

1st tier – Independent Living Units

- not-for-profit providers
- capital funding
 - Federal Aged Persons Homes Act 1954-1985
 - Home owners made “in-going contribution”
- former home owners realising modest housing assets
- currently ~35,000 ILUs continue to operate
- ageing of residents raises support service issues
- ageing stock raises redevelopment issues

Tiers of development

1950s

1960s

1970s

1980s

1990s

2000s

1. Independent
living units

2nd tier: Hostels

- Not-for-profit providers
- Federal funding
 - Aged Persons Homes Act 1953, phased out 1985
 - Always capital funding from residents, increased post 1985
 - Personal Care Subsidy (non-nursing care)
- Transformation
 - congregate housing providing social support
 - became a form of residential care for more dependent residents
 - integrated with nursing homes in Aged Care Act 1997
 - growth of residential care slowed from mid 1990s
 - funding diverted to Community Aged Care Packages

Tiers of development

1950s

1960s

1970s

1980s

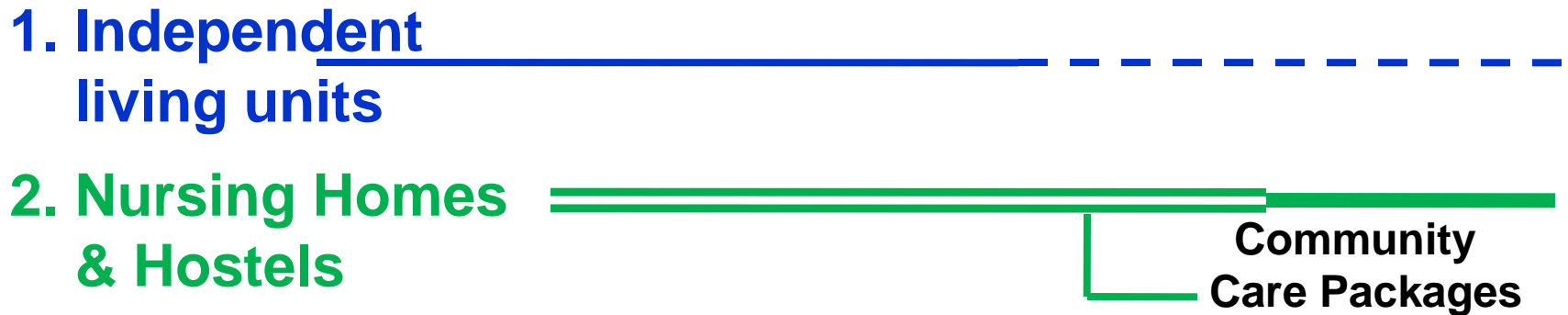
1990s

2000s

1. Independent
living units

2. Nursing Homes
& Hostels

Community
Care Packages



3rd tier Retirement Villages

- APHA funding model > ‘resident funding’
- Private and not-for-profit providers
- Began 1970s, expanded steadily as APHA phased out
- No federal funding so outside policy purview
- Steady growth and diversification
 - wide price range, diverse market
 - 135,000 residents at 2006 Census
 - many providers also deliver community and/or residential care
 - variety of models of service integration
 - recent development of assisted living

Tiers of development

1950s

1960s

1970s

1980s

1990s

2000s

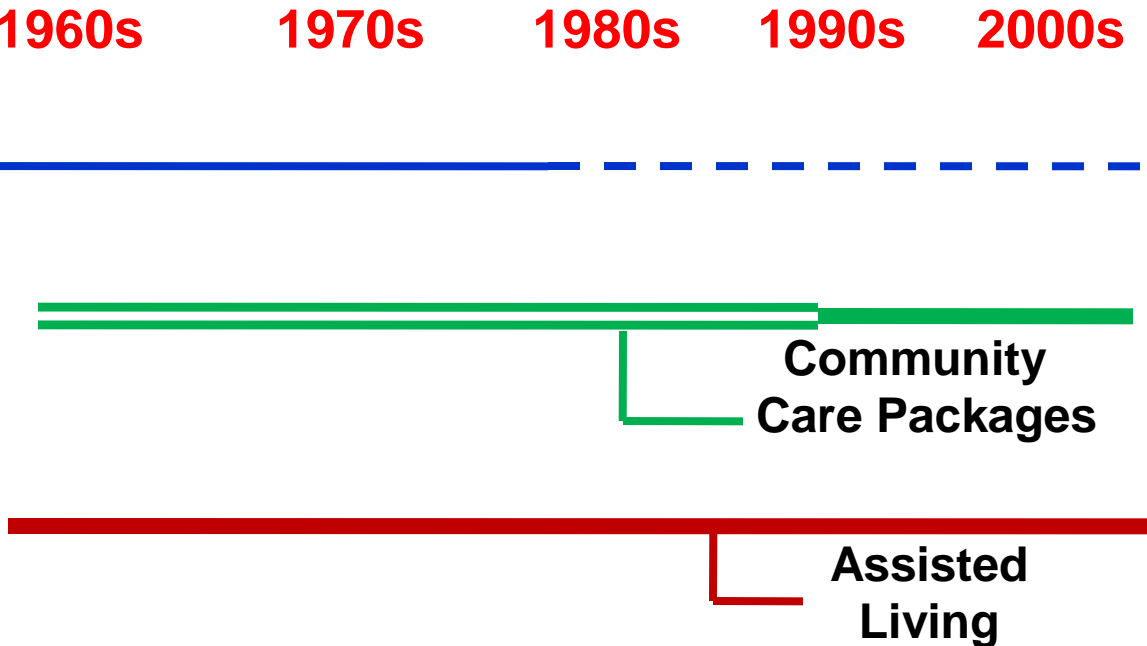
1. Independent
living units

2. Nursing Homes
& Hostels

3. Retirement
Villages

Community
Care Packages

Assisted
Living



4th tier

Innovation & experimentation

- Focused on low income groups
- Mixes of federal and state government funding, for capital and services
- Offer secure housing with some level of support
- Public sector with not-for-profit providers
- Small scale, diverse projects, few have caught on
- Prospects for expansion under recent federal social housing initiatives

Tiers of development

1950s

1960s

1970s

1980s

1990s

2000s

1. Independent
living units

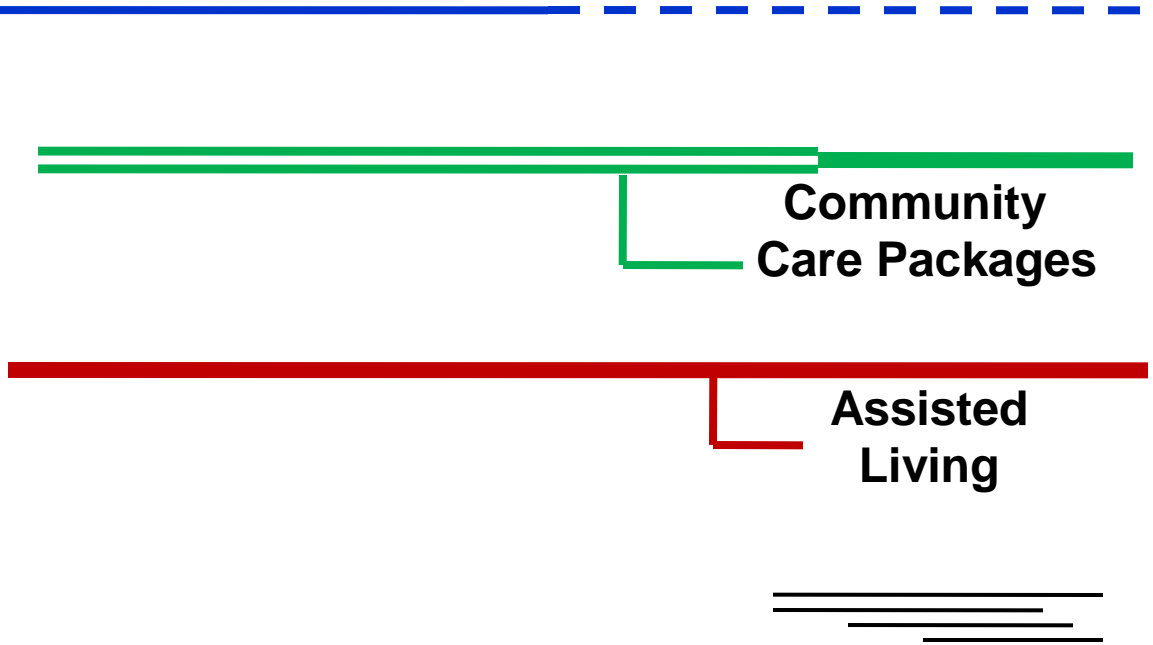
2. Nursing Homes
& Hostels

Community
Care Packages

3. Retirement
Villages

Assisted
Living

4. Innovations



Underpinned by services provided by community care

- Growth of community care - HACCC and Packages
- Residents of SIH able to access both
- Providers involved in both
- Enables housing providers to deliver increased range of integrated support & care services through:
 - Internal integration - services delivered by housing provider
 - External integration - services delivered by arrangement with other providers

Tiers of development

1950s

1960s

1970s

1980s

1990s

2000s

1. Independent living units

2. Nursing Homes & Hostels

3. Retirement Villages

4. Innovations

Community Care Packages

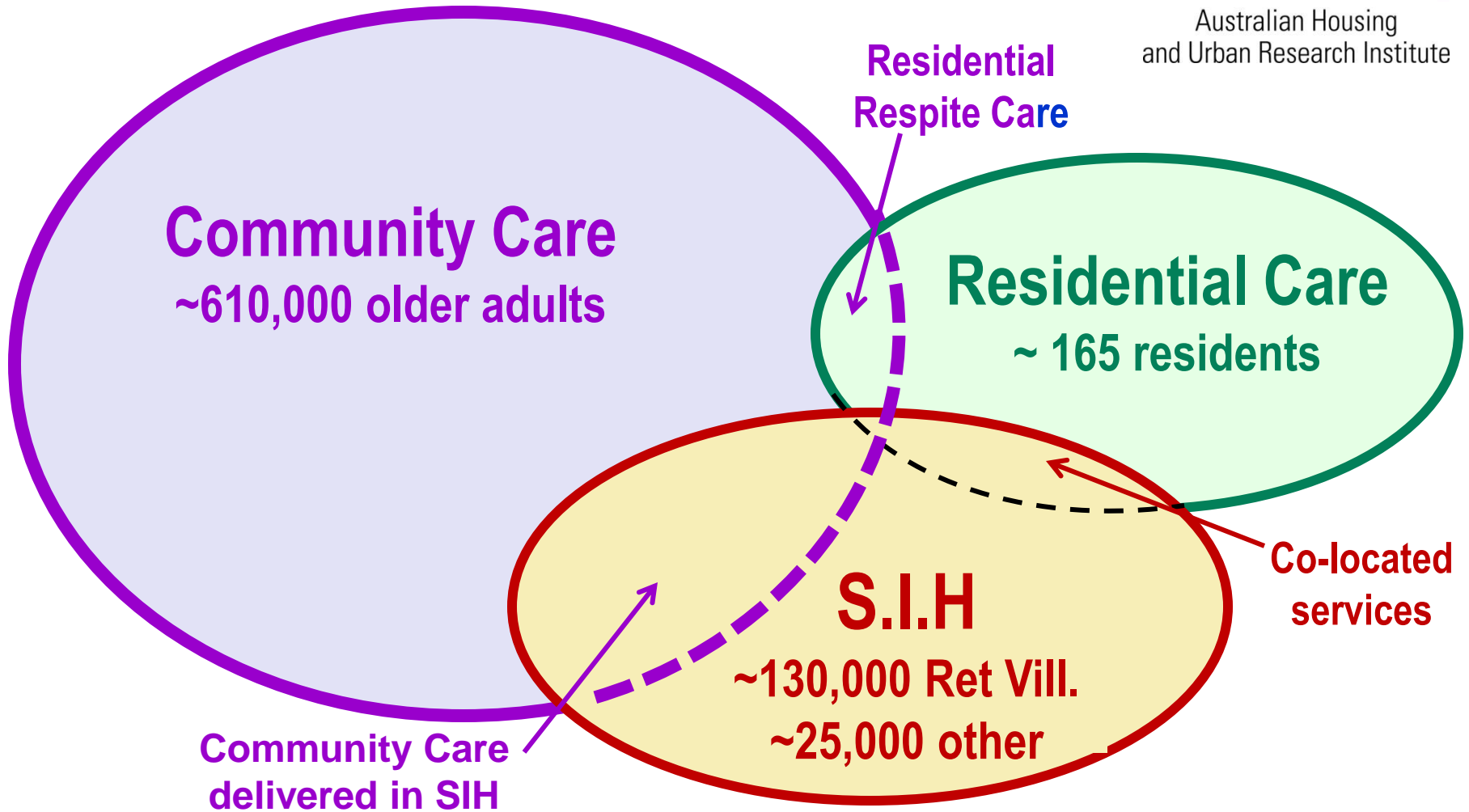
Assisted Living

Community care subsidies

HACC Program



Outcome



Factors facilitating growth of service integrated housing

1. Open eligibility for HACCC
2. Providers involved in housing *and* care programs
3. Robust retirement village industry
4. Flexible approaches in public housing
5. Choices for older people, high consumer acceptance

Some international themes

- “Unbundling” - sets of services not tied to particular forms of housing
- Flexibility and cost effective responses to individual resident’s needs
- Debate about institutional drift
 - Australia – hostels
 - UK – extra care housing
 - US – assisted living

Future policy outlook

a) Prospects

- Renewed federal interest in housing policy
- Need to recognise
 - current scale and diversity of existing SIH
 - 'own home' can take many forms
- Outcomes of unbundling
 - increased flexibility in responding to individual needs
 - of mix of residents within any one housing complex
 - instead of trying to fit residents into separate boxes.

Future policy outlook

b) Priority Issues

1. Access for low income seniors
2. Geographic spread
3. Research agenda to inform policy development

Input to Productivity Commission Inquiry

terms of reference include question of alignment of regulation of 'other retirement living' with aged care



Research Report No.141
available on

www.ahuri.edu.au