

**CARDIFF OLDER PERSONS' HOUSING STRATEGY 2019-2023**

**HOUSING & COMMUNITIES (COUNCILLOR LYNDA THORNE)**

**AGENDA ITEM: 10**

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**Reason for this Report**

1. To seek approval for the Cardiff Older Persons' Housing Strategy 2019-2023.
2. To seek approval for amendments to the Cardiff Housing Allocation Scheme in connection with the objectives of the Older Persons' Housing Strategy.

**Background**

3. By 2037 the number of people in Cardiff aged 65 to 84 will increase by 42%, while those aged 85 and over will nearly double. The number of people in Cardiff with dementia is projected to increase by 67% for those aged 65+ and by 85% for those aged 85+ over the period 2015 to 2035. Population ageing and higher incidence of age-related health conditions and mobility issues will put major pressures on Social Care services and budgets and is likely to result in more people needing specialist accommodation or assistance that cannot be delivered in their current homes.
4. It is clear from a range of studies that appropriate older persons' housing can help people to stay independent for longer, reduce the pressure on health and social care budgets, and help meet the needs of the increasing population of older people.

**Research into Housing Needs**

5. During 2018 the Cardiff and Vale of Glamorgan Regional Partnership Board commissioned independent research to identify the future housing and associated care requirements of older people across the region and to inform future capital investment programmes for housing. This research was carried out by The Housing Learning and Improvement Network (LIN), a network that brings together housing, health and social care professionals in England and Wales to exemplify innovative housing solutions for an ageing population.

6. The research reviewed the current provision of older persons' housing and modelled likely future demand, based on demographic change. A recommended number, location and type of housing required over the next 20 years was identified. The research findings provide the evidence base upon which the Cardiff Older Persons' Housing Strategy 2019-2023 has been developed.
7. As part of this research a survey of older residents was carried out, to identify future housing plans and aspirations and to capture the views of those already living in older persons' accommodation.

## **Issues**

### **Current Provision**

8. Overall there is a range of housing for older people in Cardiff (in terms of both type and tenure), however provision is limited outside the north and west of the city. In particular there is limited extra care / housing with care. Extra care housing is fully accessible, self-contained accommodation with 24 hour on-site personal care support, with communal facilities and activity rooms, designed with the needs of older people with higher levels of care and support in mind.
9. Specialised older persons' housing of this type can help sustain independent living and in some cases prevent the need for residential care. Comparison of the cost of general residential care for people aged 65+ and extra care housing indicates that extra care housing is on average 57% of the weekly cost of residential care. There is potential to increase the provision of extra care housing going forward, and use this as a direct alternative to the use of general residential care beds.
10. Extra Care facilities can however be expensive both to build and to operate and it is possible that with some adaptation, the current sheltered housing schemes could offer a lower cost alternative and still meet the needs of the frail elderly. Funding changes have however resulted in some reduction in the on-site support available in sheltered schemes. There is a need to review the provision of this support to meet future needs and explore upgrading some existing sheltered housing schemes to "Sheltered Plus" or "Extra Care Light".
11. More work is also needed to better understand how well other existing properties can meet the future needs of the older population, in terms of condition, facilities and location.

### **Estimated Future Need**

12. There is an estimated need for an additional 3,051 units of older persons' accommodation by 2035. This is based on demographic change and projected population growth. The increase is broken down as follows:
  - Older persons' housing (Care Ready / Sheltered and Private Retirement Housing) – 1,787 units (353 rental, 1,434 ownership)

- Extra Care/Housing with care – 609 units (232 rental, 377 ownership)
- Residential care – 0 beds
- Nursing care – 655 beds.

## **Meeting Future Need**

### Rented Provision

13. The Council and partner RSLs are committed to continuing to deliver new affordable housing to meet need, including accommodation specifically for older people and accessible/flexible accommodation that allows for 'ageing in place'.
14. A development plan has been prepared to reduce the gap between supply and demand. Approximately 700 units of affordable older persons' accommodation are planned over the period 2020 to 2030, of which approximately 600 will be for rent. This will deliver purpose built, 'care ready' accessible and sustainable community living schemes, providing a 'home for life' which enables a resident to live independently.
15. If all planned schemes proceed, this could meet the identified need for rented accommodation of 585 units, if designed appropriately. However, it is unlikely that all existing older persons' provision will meet future requirements and some may need to be decommissioned. Therefore, there is an ongoing need to seek future development opportunities. The Council will work with key partners to develop a full plan for future development.

### Private Provision

16. Previous planning policy, while allowing for the development of new older persons' housing, has not been proactive in encouraging additional provision. The new version of Planning Policy Wales is far clearer in the role planning should play in promoting older persons' housing and requires the authority to set specific targets for older persons' housing and to work with developers to achieve this. Focus on promoting private older persons' housing will be needed if the estimated additional 1,811 'for sale' homes are to be delivered.

### Nursing Care Provision

17. The estimated need for 655 additional nursing home beds, is equally very challenging. There is a need to review current models of care home provision, and models of workforce, to develop innovative and creative accommodation, care and health services which can meet the needs of our most frail and vulnerable residents.

## **People**

18. Cardiff's Independent Living Services provides a wide range of support focused on helping older people to stay independent at home.

Considerable success has been achieved to date. To the end of December, 75% of clients who had contacted Independent Living Services had been supported to stay at home without Social Services intervention. Currently these services are partially funded by ICF grant. There is a need to ensure that future funding for these services is maintained. Cardiff has also invested in disabled adaptations to support independence. There is a need to ensure that best use is made of adapted homes and to monitor the level of funding needed going forward.

19. There are considerable advantages to older people in downsizing to more appropriate accommodation and this can play a significant part in helping them to stay independent at home. When asked as part of the Housing LIN survey, older people were often unaware of the different housing options available and concerned about the financial, legal and practical issues associated with moving. There is a need going forward to improve the specialist housing advice and support available to older people. The development of an Older Persons and Accessible Homes Unit is proposed to provide specialist housing advice for all older people, support people with disabilities to access adapted properties and assist older people to downsize to more appropriate accommodation.
20. While it is possible to bring together existing services to form this new Unit, some additional investment is needed to take this forward and a pressures bid has been made for this funding. There may also be TUPE implications, as part of this change includes bringing into the Council services currently provided by a partner RSL. This has been discussed with the organisation concerned and no issues have been raised. A number of other RSLs have expressed interest in contributing funding towards this service subject to agreement on the detailed service design.
21. The current social housing allocation process does not take into account the housing choices of older applicants and wellbeing issues such as social isolation and the need for safety and security are not fully recorded or reflected in the allocation process. There is a need to review the waiting list and allocation arrangements for older persons', extra care and adapted accommodation to ensure that those most in need are prioritised, to fully reflect the housing choices and wider needs of older people and to support those who wish to downsize.

## **Community**

22. Connection to the community is key to the wellbeing of many older people. Social isolation is comparable to health risks such as smoking and alcohol consumption. The Council already has a number of plans to support older people to engage in their community, including the development of Community Wellbeing Hubs in the north and west of the city. The Strategy sets out a number of proposals to build on this using the Council's community living schemes for wider community use, providing health and wellbeing events and activities across the city, and further development of a dementia friendly approach.

## **The Cardiff Older Persons' Housing Strategy 2019-2023**

23. Responding to these key issues, the Cardiff Older Persons' Strategy 2019-2023 has been developed and is attached at Appendix 1. The Strategy sets out the responses required to achieve a suitable supply of different accommodation types to enable older people to live independently. It also sets out the services and support that are currently in place and the changes that will be needed to meet the needs of the aging population and address wider health and social care priorities.
24. Vision  
The Strategy includes an overarching vision ***'to deliver the best housing outcomes for all older people in Cardiff'***.
25. Key Aims  
Supporting this are a number of key aims, to:
- Deliver new homes that meet older persons' housing needs and aspirations
  - Improve our existing homes to ensure they are fit for purpose and support independent living
  - Plan new homes and communities to address future housing and care needs across all tenures
  - Provide person-centred information, advice and assistance
  - Help older people to maintain their independence for longer
  - Ensure the needs of the most vulnerable are met
  - Build stronger, inclusive communities and tackle social isolation.
26. 'We Will' Commitments  
A number of "We Will" commitments have been identified to meet the requirements set out in this report, and these are outlined in the Strategy at pages 9 to 11.
27. Action Plan  
Going forward, a full action plan is under development with partners to implement these commitments over the life of the Strategy.

## **Proposed Changes to the Cardiff Housing Allocation Scheme**

28. A number of the findings from the Housing LIN report and subsequent Strategy could be addressed through amendments to the Cardiff Housing Allocation Scheme. To ensure that the needs of older people and those with specific needs are met, the following changes to the Scheme are proposed:

### **Social Isolation**

Where a person indicates that they are suffering social isolation, feel unsafe in their current accommodation or are at risk of falls, they will be considered for Community Living/Sheltered Accommodation before other older people with similar housing needs in the same band who do not have these concerns.

## **Need to Remain within the Community**

- The majority of applicants on the Housing Waiting List are eligible for 2 reasonable offers of accommodation. Where an older person (60+) wishes to stay within the community or move to a community to be nearer their support/family networks, further offers will be made to find the right housing solution for them.
- Older People (60+) who have an assessed need to stay in a specific area will be given prior consideration for properties in that area before others in the same band with similar housing needs who have no need to live in that area.
- Transfers within Community Living/Designated Older Persons housing schemes can be arranged outside of the Allocation Scheme at management discretion, providing the person has a need for that type of accommodation (e.g. accessible or adapted accommodation).

## **Downsizing**

- Older people (60+) who want to downsize will be allowed more than 2 reasonable offers to allow for greater flexibility in type, size and location of properties.
- Where the transfer of an older tenant (60+) would result in releasing a property to rehouse another applicant/s on the waiting list in immediate or urgent priority a flexible approach will be taken to facilitate this move. This may include offers of accommodation larger than the older person requires (subject to affordability assessment) or in a specific location. This will be balanced against the needs of other applicants on the waiting list.

This more person centred approach will be facilitated by the new Older Persons and Accessible Homes Unit. The changes will help address immediate issues relating to older people and it is recommended that these are implemented as soon as possible. A full review of the Cardiff Housing Allocation Scheme is planned for 2019/20.

## **Consultation and Equality Impact Assessment**

29. As part of the Housing LIN research a survey was carried out, to identify the future housing plans and aspirations of older people in the city and to capture the views of those already living in older persons' accommodation. This was undertaken through a postal survey and a number of focus groups, with the methodology adopted ensuring the exercise was representative of Cardiff's diverse older population. The findings of this exercise have informed the Older Persons' Housing Strategy.
30. 44% of older people surveyed were considering a move in the future. The main reasons given were to live in a smaller or more accessible home. Of the respondents considering a move, 46% expressed a preference for a

bungalow, whilst 58% wanted a 2 bedroom property. The safety and security of any future accommodation was an important consideration. A move to specialist older persons' accommodation was more popular among those who were renting than those who owned their own home.

31. Consultation on the draft strategy document was conducted with Members and stakeholders including Health, Adult Social Care, RSLs and the Cardiff 50+ Forum in February 2019.
32. An Equality Impact Assessment has been carried out on the Strategy, a copy of which can be found at Appendix 2.

### **Scrutiny Consideration**

33. The Community and Adult Services Scrutiny Committee considered this issue on 6 March. Their comments are included at Appendix 3.

### **Reason for Recommendations**

34. The Cardiff Older Persons' Housing Strategy 2019-2023 will ensure that the Council has current and relevant strategic plans in place to meet the housing needs of older people.
35. To amend the Cardiff Housing Allocation Scheme to better reflect the needs and wishes of older people.

### **Financial Implications**

36. A revenue budget pressure bid has been agreed to support the development of an older persons and accessible homes unit as part of the budget proposals for 2019/20.
37. Any specific proposals developed as part of the strategy will need to consider the detailed capital programme and revenue budget implications as part of detailed business cases or viability assessments as part of housing schemes and be included in the Medium Term Financial Plan and Budget Framework. Where such commitments are funded by grants, this will need consideration of the detailed terms and conditions.

### **Legal Implications**

38. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.
39. The Council must provide an allocation scheme for determining priorities between qualifying persons. The Council must afford all registered

providers of social housing and registered social landlords with whom it has nomination arrangements the opportunity to comment on an allocation scheme before it is altered in any way that reflects a major change of policy.

40. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics.
41. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix 2. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessment in making its decision.
42. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
43. The well-being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future.

### **HR Implications**

44. There are a number of HR implications for the proposals set out in the report, both for Council employees and potentially employees within an external organisation. With this in mind there has been initial consultation with Trade Unions and the employees potentially affected both within and outside of the Council. This consultation will continue once a decision has been made.
45. Any changes for Council employees will be managed within our corporately agreed restructure processes which will support employees through any potential changes in structures. Any new roles will follow the agreed job evaluation process and the Council's recruitment and selection processes.
46. The proposal does include potential possible transfer of employees to the Council from an external organisation. If this is the case then it will be managed within the requirements of the Transfer of Undertakings



(Protection of Employment) Regulations 2006 (TUPE). Full consultation will take place with the affected employees and their contractual terms and conditions will be protected.

## RECOMMENDATIONS

Cabinet is recommended to agree

1. the Cardiff Older Persons' Housing Strategy 2019-2023 as set out at Appendix 1.
2. the proposed changes to the Cardiff Housing Allocation Scheme as set out at paragraph 28.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>SARAH MCGILL</b> Corporate Director People & Communities
	15 March 2019

*The following appendices are attached:*

- Appendix 1 - The Cardiff Older Persons' Housing Strategy 2019-2023
- Appendix 2 - Equality Impact Assessment
- Appendix 3 - Letter from Chair of Scrutiny

*The following background papers have been taken into account:*

Assessment of Older Persons' Housing and Accommodation including with Care and Care Ready (Housing LIN)