

Equality Impact Assessment Corporate Assessment Template



Policy/Strategy/Project/Procedure/Service/Function Title: Cardiff Older Persons' Housing Strategy 2019-2023
New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?	
Name: Jane Thomas	Job Title: Assistant Director (Housing & Communities)
Service Team: Housing & Communities	Service Area: People and Communities
Assessment Date: January 2019	

1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?

The Cardiff Older Persons' Housing Strategy 2019-2023 sets the strategic direction for older persons' housing and related support services over the next 5 years. It sets out an overarching vision *'to deliver the best housing outcomes for all older people in Cardiff'*, supported by the following high level aims:

- To deliver new homes that meet older persons' housing needs and aspirations;
- To improve our existing homes to ensure they are fit for purpose and support independent living;
- To plan new homes and communities to address future housing and care needs across all tenures;
- To provide person centred information, advice and assistance;
- To help older people to maintain their independence for longer;
- To ensure the needs of the most vulnerable are met;
- To build stronger, inclusive communities and tackle social isolation.

The Strategy identifies how the Council and partners will shape and deliver housing and related services for older people that meet a variety of needs and aspirations, and how this provision can help address wider health and social care priorities. The aim is to improve and increase the quality of and access to a full range of housing and housing related services.

The Strategy recognises and responds to the diversity of housing needs of older people in Cardiff, including those with physical and sensory impairments and mental health needs. Whilst the Strategy covers those aged 50 and above, there is a particular focus on the older age ranges and people with specific needs.

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2. Please provide background information on the Strategy Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Background

Housing LIN Research

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. The 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.

The research reviewed the current provision of older persons housing; the care and support needs of those currently living in or on waiting lists for older persons' accommodation and current access arrangements. Engagement with residents took place in the form of a survey and focus groups, to identify the outcomes that matter to people in old age. Modelling of future population demand was undertaken to produce a recommended number, location and type of housing required over the next 20 years, alongside specifications for each type of accommodation.

The research findings provide the evidence base upon which the Cardiff Older Persons' Housing Strategy 2019-2023 has been developed.

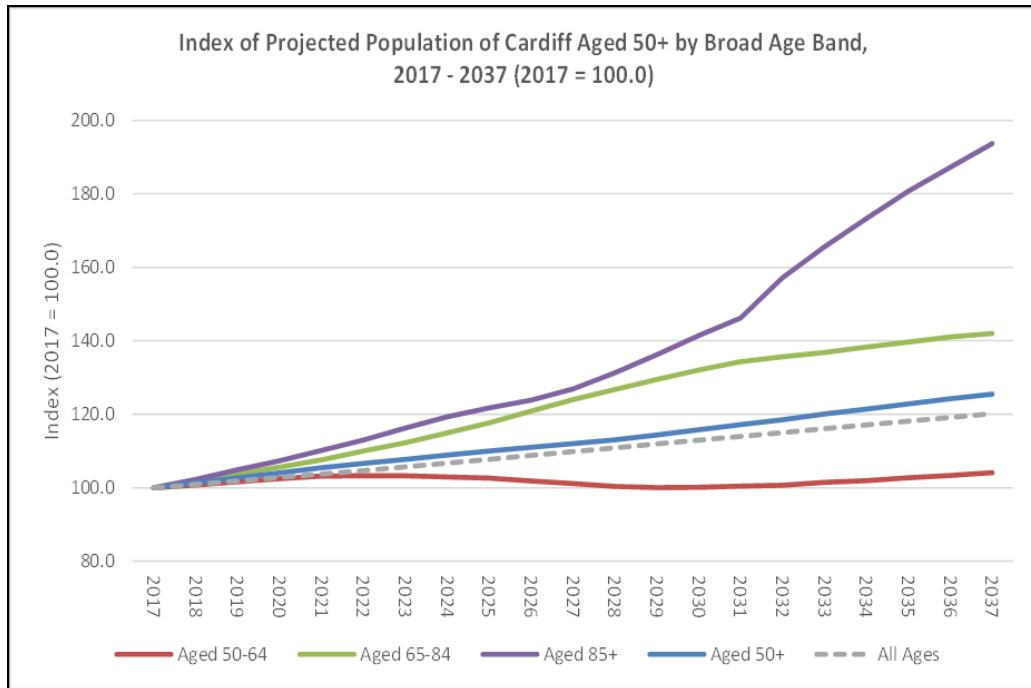
Age & Gender

Population Projections

Population projections for Cardiff show a **26%** growth in the 50+ age group over the term 2017–2037, compared to **20%** growth in all age groups. The rate of increase varies greatly between age groups, with the greatest increase being in the over 85s:

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- Those aged 50-64 increase by 4% from 58,300 to 60,800 people;
- Those aged 65-84 increase by 42% from 43,900 to 62,400 people;
- Those aged 85+ increase by 94% from 7,600 to 14,700 people.

Longer term there is potential for the strategy to have a differential impact on the 65-84 and 85+ age groups as these see the largest increase in numbers.

Tenant Profiling

In September 2017 a profiling exercise of sheltered accommodation tenants was undertaken. The following table shows a breakdown of the age and gender of the tenants profiled, compared with the wider Cardiff population.

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	Sheltered Housing Population		Cardiff Population	
AGE	Number	%	Number	%
50-59	93	8%	41,200	38%
60-69	365	32%	31,800	29%
70-79	347	30%	21,200	20%
80-89	256	23%	11,800	11%
90+	71	6%	2,700	3%
GENDER	Number	%	Number	%
Male	603	53%	50,700	47%
Female	545	47%	58,200	53%

Source: Cardiff Sheltered Accommodation Profiling Data 2017 & mid-2017 population estimates

The higher percentages of sheltered residents aged 70-79, 80-89 and 90+ indicates that the accommodation is meeting the needs of the 'older' elderly population. There is a slightly higher percentage of males and lower percentage of females living in sheltered schemes than the Cardiff-wide population.

Waiting List Applicants

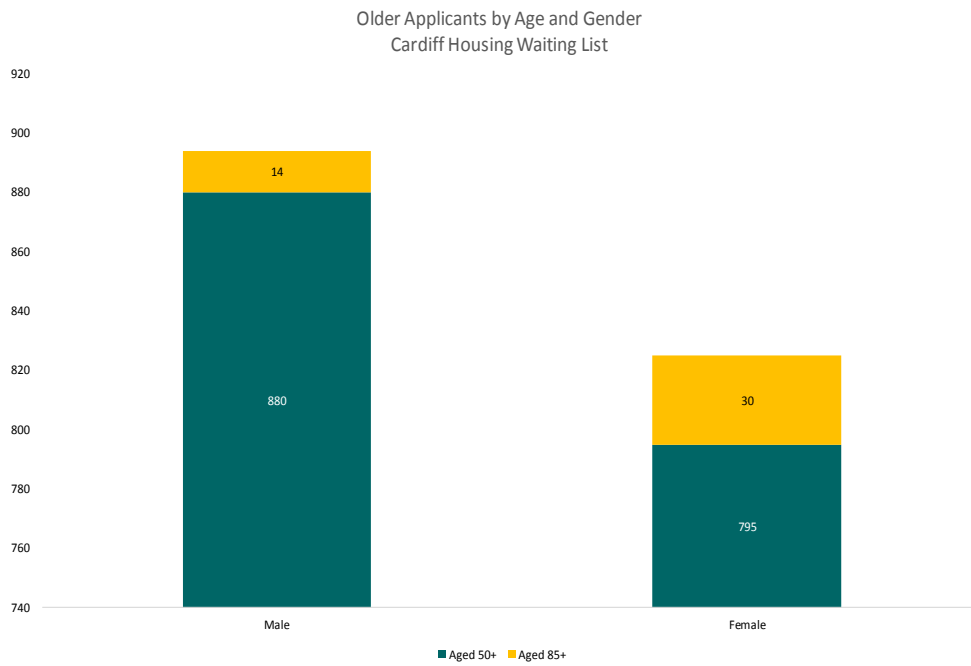
Equal opportunities monitoring data is requested from all applicants for rehousing with the aim of gathering the protected characteristics set out in Equality Act 2010. Information relating to age, sex, medical conditions/disability and pregnancy is required from all applicants to inform the assessment of the household makeup and the size and type of housing that the applicant may be offered. Information regarding the remaining characteristics is requested, but is not obligatory, and is not used to directly inform the allocation of accommodation.

There are currently (December 2018) 2,339 applicants aged 50 and over on the Cardiff Housing Waiting List (30% of all applicants). This is comparable to the 30% of residents aged 50+ in Cardiff as whole (mid-2017 population estimate).

There are 1,719 households on the waiting list where every member is aged 50 or over and therefore eligible for older persons' housing (22% of the entire waiting list). This is the figure used in the Older Persons' Housing Strategy to represent numbers of 50+ on the housing waiting list. Of these applicants, only 44 people are aged 85 and over (1% of the waiting list). This compares to 2% of the Cardiff population aged 85 and over (mid-2017 population estimate).

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The following chart shows the split of older waiting list applicants by age and gender:

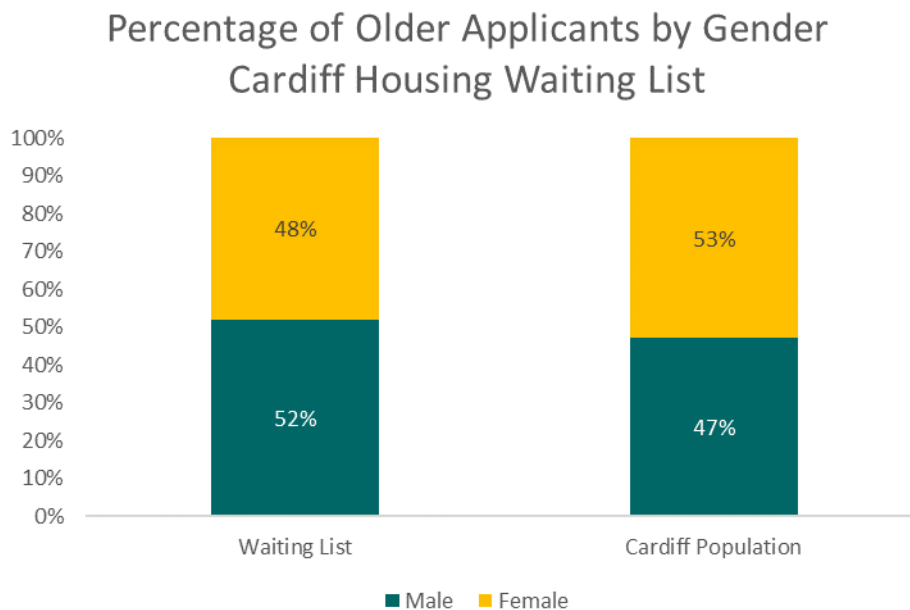


The higher number of females aged 85+ may reflect women's longer life expectancy. Life expectancy in Cardiff at age 65 was 83.1 years for males and 85.8 years for females in 2014-16 (Life Expectancy at Age 65, ONS).

In December 2018 48% (825) of waiting list applicants aged 50 and over were female with 52% (894) being male. This differs slightly from the Cardiff-wide gender split of 53% females to 47% males.

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Social Lets to Older People

From April 2017 to March 2018 18% (258) of the 1,454 total lets made from the Cardiff Housing Waiting List were to applicants aged 50 and over. This is in contrast to the 22% of the total waiting list who are aged 50 or over.

Of these 258 lets 57% (148) were made to males and 43% (110) to females. This differs slightly from the waiting list gender split of 52% males and 48% female. The slight under representation of females in terms of lets is not a cause for concern and is likely to indicate simply a differing preference for the types of property they wish to accept. This is supported by the data on offers made by gender split, which closely mirrors the gender split of those on the waiting list, with 53% of offers made to males and 47% made to females.

Ethnicity

The following tables show the ethnicity of the Cardiff Population taken from the 2011 Census and the results of the 2017 profiling exercise of sheltered accommodation tenants. These cannot be directly compared due to the differing ethnicity categories used, however it does broadly demonstrate that Black, Asian and Minority Ethnic (BAME) citizens are well represented within the sheltered schemes.

Analysis of the Cardiff Housing Waiting List (and subsequent lets) data also broadly mirrors the ethnic diversity of the Cardiff population.

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Ethnicity of Cardiff Population Aged 50+

Ethnicity	Number	%
White	93,096	93.5%
Mixed/multiple ethnic group	1157	1.2%
Asian/Asian British	3471	3.5%
Black/African/Caribbean/ Black British	1154	1.2%
Other ethnic group	740	0.7%
Total aged 50+	99,618	100%

Source: 2011 Census, Table LC2101EW

Ethnicity of Residents living in Cardiff's Sheltered Schemes aged 50+

Ethnicity	Number	%
White British	926	85%
White Other	20	
Black/Black British	48	4%
Asian/Asian British	26	2%
Any other mixed	6	1%
Other	30	3%
Not stated	61	5%

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Religion

Religion	Waiting List	%	Cardiff Population	%
Christian	477	28.0	69,747	70.0
Buddhist	4	0.2	345	0.3
Hindu	3	0.2	724	0.7
Jewish	3	0.2	405	0.4
Muslim	34	2.0	2,503	2.5
Sikh	1	0.1	197	0.2
Other religion	32	2.0	322	0.3
No religion	211	12.0	16,728	16.8
Religion not stated	954	55.0	8,647	8.7
Total	1,719	100.0	99,618	100.0

The table above shows a breakdown of the religion of waiting list applicants aged 50+ and the Cardiff population aged 50+. There are some significant differences, not least the high number of waiting lists applicants for whom religion is not stated.

Disability

The 2011 Census indicates that 18% of the Cardiff population have a long term limiting illness.

Physical Health

The numbers of older people in Cardiff with physical disabilities are projected to increase significantly, with numbers unable to manage at least one mobility activity set to rise by 61% over the period 2015 to 2035.

In 2017/18 for those people over the age of 55 receiving floating support, physical and/or sensory disabilities were a significant support need with 53 cases (10%) recorded as a lead need and 66 (20%) recorded as a secondary need.

As at December 2018, there were 533 (31%) people aged 50+ on the Cardiff Housing Waiting List assessed as requiring some form of adapted or accessible housing – 486 needed 'easy access' accommodation, 33 needed partially adapted accommodation and 14 needed fully adapted, wheelchair accessible accommodation. In 2017/18, 49 (19%) of the 258 lets made from the Cardiff Housing Waiting List to applicants aged 50 and over were adapted or easy access properties.

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Mental Health

In 2017/18 for those people over the age of 55 receiving floating support, mental health issues were a significant support need with 98 cases (18%) recorded as a lead need and 77 (23%) recorded as a secondary need.

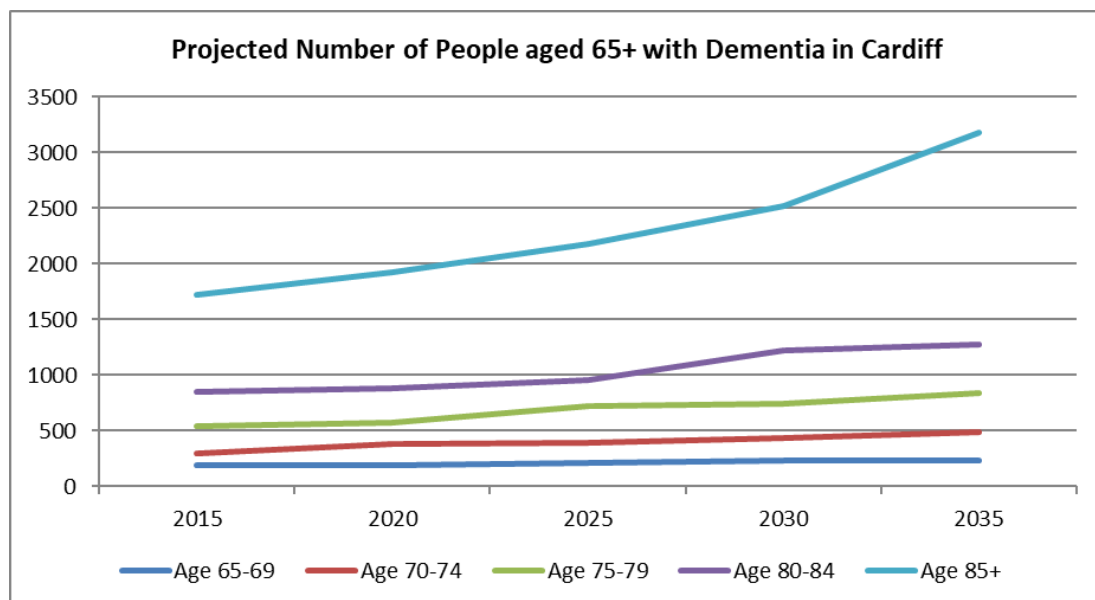
Mental health issues were also the greatest secondary need of clients whose main reason for requiring support was that they were over the age of 55, with 40 cases recorded. There is a need going forward to examine this data further to ensure that individual support needs are identified and that appropriate referrals are made.

Of those respondents to the Housing LIN older persons' survey who identified that they had a disability, 16% stated that they had mental health issues.

Dementia

In 2017, the percentage of people in Cardiff over 65 with dementia was 7%. This was in line with the all-Wales figure, also 7% of the population (*Source: www.daffodilcymru.org.uk*).

The overall number of people in Cardiff aged 65+ with dementia is projected to increase by 67% over the period 2015 to 2035. This increase rises to 85% for those aged 85+, as shown below:



Source: Daffodil Cymru 2017

Health and Care-related Conditions

A range of health and care-related conditions are projected to rise significantly in Cardiff over the next 20 years, with implications for the type of accommodation and related supported that will be required:

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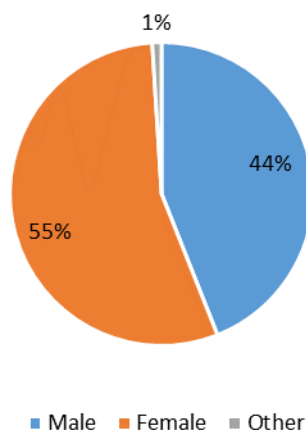
Projected Number of People Aged 65+ in Cardiff			
Health Condition	Year		Increase
	2015	2035	
Limiting long term illness	17,811	27,525	55%
Obesity	10,704	15,989	49%
Diabetes	7,925	12,253	55%
Dementia	3,598	6,012	67%
Care-related			
Unable to manage at least 1 mobility activity	9,374	15,076	61%
Unable to manage at least 1 domestic task	20,619	32,677	58%
Unable to manage at least 1 self-care activity	16,945	26,770	58%

Source: Daffodil Cymru (2017).

Equalities Data from the Housing LIN Client Survey.

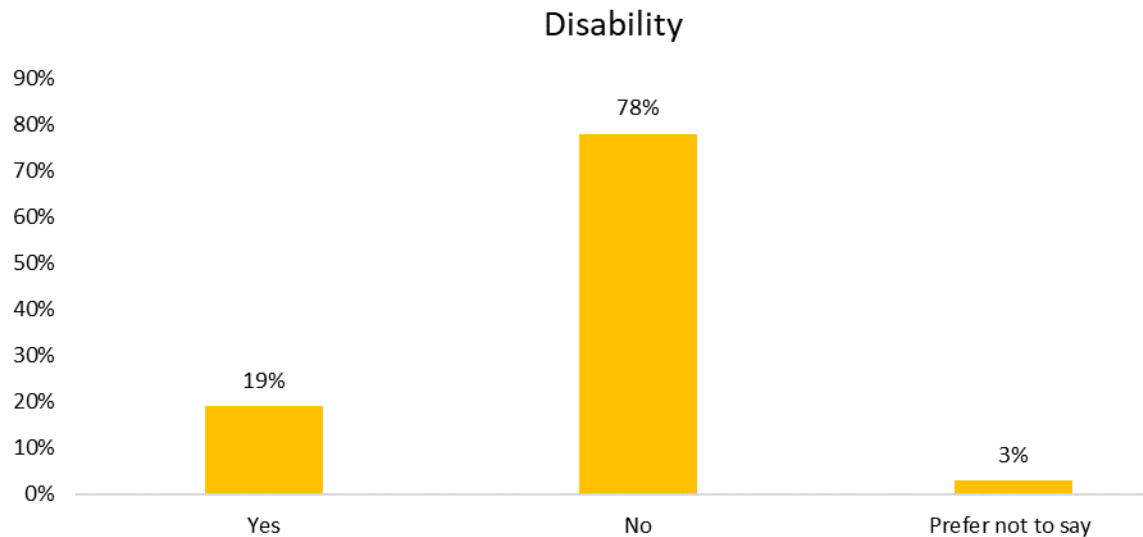
The data below demonstrates that the demographics of the 458 respondents to the Housing LIN report survey represent a broad selection of the Cardiff Population, being broadly comparable to the Cardiff Population data.

Gender of Respondents



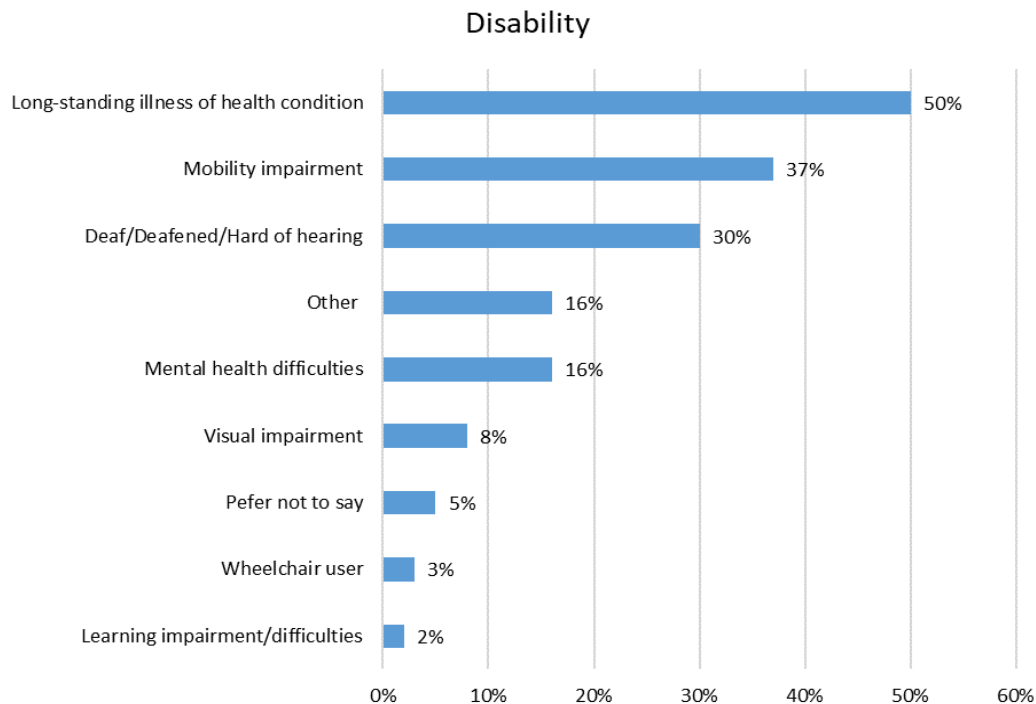
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Disability – Self-identification by participants



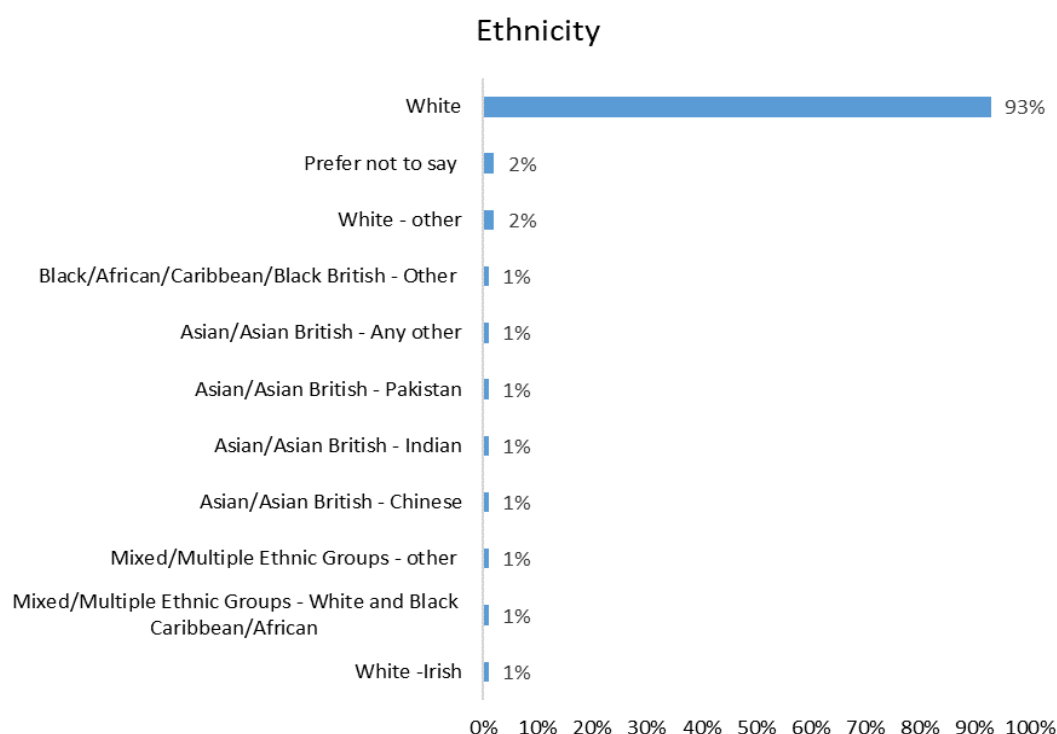
Disability – Self-identification by participants

154 responses (respondents could choose more than one option)



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Ethnicity – 453 Respondents



3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
Up to 18 years			x
18 - 65 years	x		
Over 65 years	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

The Strategy has been developed to address the housing needs of those aged 50+, with a focus on the older age ranges and people with specific needs. It brings together the responses required to address the challenges of population ageing and achieve a suitable supply and balance of accommodation, enabling older people to live independently for as long as possible.

Overall there is a range of social rented and private retirement housing for older people in the city. The most prevalent type of older persons' housing is sheltered and

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other age-designated housing in the social rented sector. The data detailed above suggests this accommodation is catering for a diverse range of older age groups and that older people receive a proportionate number of social housing lets.

Older persons' social housing in Cardiff is subject to age criteria. The majority of retirement flats are available to people aged 50+ or 55+, whilst the Council's retirement bungalows are let to people aged 60+. Most RSL sheltered complexes are let to people aged 55+, whilst the Council applies a 60+ age restriction. These criteria may be relaxed however for younger applicants with a disability or medical need.

The Housing LIN assessment that underpins the Strategy identified an estimated *additional* need for 3,051 units of older persons accommodation by 2035, broken down as follows:

- Older people's housing (Care Ready/Sheltered and Private Retirement Housing) - 1787 units (353 rental, 1434 ownership)
- Extra Care/Housing with Care - 609 units (232 rental, 377 ownership)
- Residential care - 0 beds
- Nursing care - 655 beds

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'. 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. The development programme will deliver purpose built, accessible & sustainable community living schemes providing a 'home for life' which enables a resident to live independently.

The primary research undertaken by Housing LIN highlighted a lack of knowledge and understanding amongst older residents of their housing options. Creation of an 'Older Persons and Accessible Homes Unit' will improve the specialist advice available to older people, allowing them to make more informed choices about meeting their future accommodation needs.

What action(s) can you take to address the differential impact?

A positive impact on older people is expected across all elements of the Strategy – this will be monitored through the Strategy's action plan.

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3.2 Disability

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	X		
Physical Impairment	X		
Visual Impairment	X		
Learning Disability		X	
Long-Standing Illness or Health Condition	X		
Mental Health	X		
Substance Misuse		X	
Other		X	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Only around 20% of existing older persons' units are wheelchair accessible and approximately 50% of schemes do not have a lift. Increased prevalence of mobility and care-related needs indicates that there will be an increased need for wheelchair adapted and lift accessible units.

Following a 'fit for purpose' review of the Council's sheltered stock, a refurbishment programme has begun. Once refurbished, schemes will better meet the needs of disabled or sensory impaired residents, including:

- Visually impaired and dementia friendly features
- Fully accessible ground floor flats and more accessible upper floor flats
- RNIB Sight standard compliance.

Further work is needed to fully understand how well other existing social housing can meet the future needs of the older population.

Cardiff Council has invested in the provision of home adaptations. The Disabled Facilities Service is working well, delivering adaptations in a timely and cost effective way which compares well with the rest of Wales. However, demand for disabled adaptations is likely to continue to increase putting pressure on existing resources. There is a need to understand future costs of the service and to ensure that adapted homes and equipment are used effectively to meet future needs.

For social housing there is a need to ensure that adapted homes are allocated to those who need them most and that new properties are built with future needs in mind. Creation of an 'Older Persons and Accessible Homes Unit' will support people with disabilities to access adapted properties, whilst all new Council houses are now built with the potential for through floor lifts and with downstairs facilities, allowing them to be more easily and quickly adapted for the disabled.

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A significant number of older people receiving floating support had issues with mental health. Future sample checking of cases would be beneficial to fully understand the individual support needs of this group to inform future services.

What action(s) can you take to address the differential impact?

A positive impact on disabled people is expected – this will be monitored through the Strategy's action plan.

3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		X	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

What action(s) can you take to address the differential impact?

No negative impact anticipated.

3.4. Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage	X		
Civil Partnership	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Extra care housing is based on accessible, self-contained properties, offering the ability to deliver care to residents in their own homes. This can in some cases eliminate the need to move to residential care and thereby help to keep couples together where one or both parties' health or care needs increase.

What action(s) can you take to address the differential impact?

A positive impact on couples is expected through the increased provision of extra care

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housing – this will be monitored through the Strategy’s action plan.

3.5 Pregnancy and Maternity

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

What action(s) can you take to address the differential impact?

No negative impact anticipated.

3.6 Race

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact** on the following groups?

	Yes	No	N/A
White	x		
Mixed / Multiple Ethnic Groups	x		
Asian / Asian British	x		
Black / African / Caribbean / Black British	x		
Other Ethnic Groups	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

The percentage of older people from BAME backgrounds within older persons’ social housing compares favourably with the Cardiff Population make-up. This indicates that schemes are catering for the diverse needs of Cardiff’s older citizens.

In addition to the range of generic older persons’ accommodation, Taff Housing Association’s Red Sea House sheltered scheme comprises 15 self-contained flats, specifically designed and run for the needs of older people from BAME communities. Staff are able to communicate with the tenants in their primary language, religious needs are catered for in the design of the building and support services and staff have enhanced cultural awareness.

What action(s) can you take to address the differential impact?

No negative impact anticipated.

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3.7 Religion, Belief or Non-Belief

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist	x		
Christian	x		
Hindu	x		
Humanist	x		
Jewish	x		
Muslim	x		
Sikh	x		
Other	x		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

There are some significant differences in the recorded religion of waiting list applicants aged 50+ and the Cardiff population aged 50+, not least the higher number of waiting lists applicants for whom religion is not stated. There is little information on how religious belief affects housing need and further monitoring of this would be useful.

Closer monitoring of waiting list applicants' religious beliefs is required to better understand how religion affects housing need.

What action(s) can you take to address the differential impact?

A positive impact on religion is expected – this will be monitored through the Strategy's action plan.

3.8 Sex

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

There is a slight under representation of females according to social housing lets data (as detailed above). However, this is not a cause for concern and is likely to indicate simply a differing preference for the types of property they wish to accept. This is supported by the data on offers made by gender split, which closely mirrors the gender split of those on the waiting list, with 53% of offers made to males and 47%

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made to females.
What action(s) can you take to address the differential impact?
No negative impact anticipated.

3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
Bisexual		X	
Gay Men		X	
Gay Women/Lesbians		X	
Heterosexual/Straight		X	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
What action(s) can you take to address the differential impact?
No negative impact anticipated.

3.10 Welsh Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
All Welsh language policies will be followed. Service users should be able to express a language preference upon first contact with services.
What action(s) can you take to address the differential impact?
No negative impact anticipated.

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

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 (458 respondents) and a number of focus groups, with the methodology adopted ensuring the exercise was representative of Cardiff's diverse

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older population. The outcomes of this exercise have been incorporated into the strategy.

The Cardiff 50+ Forum was contacted at the start of the strategy development and then consulted on the draft document.

5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	Closer monitoring of waiting list applicants' religious beliefs is required to better understand how religion affects housing need.
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	A positive impact on older people is expected across all elements of the Strategy – this will be monitored through the Strategy's action plan.

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By :	Date:
Designation:	
Approved By:	
Designation:	
Service Area:	

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- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 2536 / 3262 or email equalityteam@cardiff.gov.uk