

Havering Cabinet Meeting on August 5 2020

Item to be approved for Havering Local Plan Main Modifications Public Consultation

**Review of 2018 Review of Specialist Older Persons
Housing**

August 2020



Examination into the Havering Local Plan 2016 - 2031

Document for Public Consultation alongside the Proposed Main Modifications

Review of 2018 Review of Specialist Older Persons' Housing

August 2020

Review of 2018 Review of Specialist Older Persons Housing

1. Introduction

1.1 In 2015 the council undertook a major review of the need and current supply of specialist older persons housing. The review also included an assessment of the councils own sheltered and extra care provision. This part of the review looked not only at the current condition of the council's stock but also made a number of recommendations concerning the future of that stock, these being based on the initial need's assessment, and how the council, as a major provider of older persons housing, could assist in meeting that need. The original 2015 report is attached as appendix 1. This review concentrates on two aspects of the 2015 report:

- A review of the 2015 needs analysis to see if it needed amending in light of any changes such as changes to demographics, social care policy etc.
- An update on actions that have been taken to implement the recommendations especially where these impact on the supply of accommodation for older people.

2. Needs Assessment

2.1 The original review of the current and projected need for specialist older persons housing need was undertaken in 2015. This looked a wide variety of information, (section 4 of the report) including:

- GLA Report Assessing Potential Demand for older person housing in London 2014 (the figures of which were subsequently used in the GLA London Plan for establishing the need for specialist older persons accommodation)
- Housing LIN on-line assessment tool for establishing need for specialist older persons housing
- Examining Councils waiting lists for older persons housing (including sheltered and extra care)
- Residential and Nursing admissions
- Building on the councils previous Extra Care housing strategy
- Wide variety of Health statistics and projections relating to older people in Havering
- Long term population and general demographic projections for older people in Havering.

2.2 The resulting analysis and projection looked at not just the overall need for specialist older persons accommodation but also the different types of accommodation and different tenure mixes.

2.3 In arriving at the Havering older persons housing model it took into account a number of local factors which both the GLA and Housing LIN models being regionally and nationally based could not take into account. They therefore accept that these local variations could affect both the overall calculation of need and the type of specialist accommodation that will be required. These included:

- The policies and practices of the authority in relation to adult social care and the approach to keeping people in their own homes & long-term use of nursing and residential care.
- The actual condition of the existing sheltered housing stock.
- Local surveys regarding older persons preferences for different types of Housing.
- The tenure split amongst older people in Havering.

2.4 As with any long-term model any result was caveated, as if there were changes in any of the key factors such as the overall population projections or the long-term tenure assumptions this could

affect both the overall need analysis and tenure split. The key components that made up the model were:

- Population figures based on ONS 2015 projections
- That the level of homeownership amongst older people in Havering would remain at 79% Homeowners 21% Rented
- That for modelling purposes 100 people per 1000 over 75 would wish to move into retirement/sheltered housing
- That for modelling purposes 20 people per 1000 over 75 would wish to move into Enhanced Sheltered Housing
- That for modelling purposes 25 people per 1000 over 75 would wish to move into Extra Care Housing.

Note: These figures were similar to those used by Housing LIN except in respect of sheltered retirement housing where they use a figure of 110.

2.5 The resulting model showed that whilst there was an overall need for additional specialist accommodation there was an over supply of affordable sheltered housing and whilst there was a deficit for all tenures in the higher need housing (enhanced and extra care) the biggest demand was for private owned leased accommodation. This is a reflection of the high levels of existing homeownership amongst older people in Havering.

Table 1 below gives the details:

Assessment of Need for Specialist Older Persons Housing 2015 -2025

Havering	2015			2025		
	Demand	Supply	Variance	Demand	Supply	Variance
Sheltered Housing 100 per 1000+75	2260	1734	526	2870	1734	
-Rent	475	1024	+549	603	1024	+421
-Lease	1785	710	1075	2267	710	1643
Enhanced Sheltered 20 per 1000 +75	452	0	452	574	0	574
-Rent	95	0	95	121	0	121
-Lease	357	0	357	453	0	453
Extra Care 25 per 1000+75	565	195	370	718	195	523
-Rent	119	175	+56	151	175	+24
-Lease	446	20	426	567	20	547

Given that this review was carried out in 2015 we have taken the opportunity to see whether there have been any substantial changes to key factors which would lead to changes in these need figures.

Population

2.6 Since the review was completed there have been updates on the overall population projections in Havering. The base date was originally 2015 and this has now been changed to 2018. The overall growth in numbers of older people means that there is a small increase in the numbers requiring accommodation than in 2015. However, over the longer timeframe the increase in numbers is slightly lower than the 2015 projections. These changes are not significant enough to amend the overall conclusions that were drawn from the in the original report.

Tenure Mix

2.7 As you would expect over such a short period been any change to the tenure mix of older people and therefore the 21% affordable 79% private, owner occupy has been maintained. However, over time this may be an area which would need to be revisited with the overall reduction in owner occupation among the younger population.

2.8 A separate point is that the development of new schemes, especially in the not for profit sector, are increasingly developed on a mixed tenure basis which does give the ability for tenure of schemes to be changed over time thus giving greater flexibility to ensure that all Havering residents needs are catered for.

Adult Social Care Policy

2.9 The original report supported Havering's long held view that there were sufficient residential and nursing homes in the borough to cater for the needs of its residents and that additional specialist provision should concentrate on providing sheltered and extra care accommodation. Also, that there was an increasing ability for people to remain in their own home with appropriate adaptations, modern day telecare and where necessary home care support.

2.10 Havering adult social care services have continued to maximise people's independence and where possible this means ensuring that people remain in their own accommodation. This has meant that whilst overall numbers of people that are being assisted continues to increase, the numbers who are in nursing or residential care remained stable between 2015 and 2017 (552/557). In 2016/17 88% of people requiring respite care after leaving hospital were able to have this delivered in their own homes. These trends are continuing and within the current year there has been a further decrease in the use of residential and nursing care.

2. 11 There therefore seems strong evidence not to amend the underlying assumptions that the model is built on. If the latest population projections are applied and the table is updated to cover 2018 to 2028, then this does show a small reduction in the predicted need by 2028, as the Table 2 below illustrates. For purposes of consistency no change has been made to the supply section at this stage.

Table 2 Adjusted to include latest ONS projections and starting date updated to 2018 end date 2028.
Calculation of need same as 2015 as detailed in paragraph 2.4

Assessment of Need for Specialist Older Persons housing 2018 -2028

Havering	2018			2028		
	Demand	Supply	Variance	Demand	Supply	Variance
Sheltered Housing 100 per 1000+75	2260	1734	526	2870	1734	1136
Rent	480	1024	+544	603	1024	+421
Lease	1805	710	1095	2267	710	1557
Enhanced Sheltered 20 per 1000 +75	457	0	457	574	0	574
Rent	96	0	96	121	0	121
Lease	361	0	361	453	0	453
Extra Care 25 per 1000+75	565	195	370	712	195	517
Rent	119	175	+56	150	175	+25
Lease	446	20	426	562	20	542

2.12 The results are therefore basically the same as in 2015. The main points emerging being that.

- If there is no change in supply between 2018 and 2028 there will be a need for additional leased properties in all the different categories of specialist older people housing (sheltered, enhanced sheltered and extracare). A total of 2552 new properties required.
- That for affordable rent properties that there would be a considerable surplus in sheltered housing a small surplus for extra care and only a deficit for the enhanced sheltered. This results in a net surplus of 325 properties.

3. Implementing the original Recommendations

3.1 The majority of action that has been taken in regard to the physical changes outlined in the report have to date related to the council's own sheltered housing stock. They have, however, been carried out in accordance with the overall needs that the report identified.

3.2 The report found that:

- That not all of the council's sheltered housing schemes were up to modern standards and that whilst some could be upgraded and were also popular, others would be difficult if not impossible to upgrade.

- That, as has already been stated, there was a projected surplus of affordable sheltered schemes within borough and this would continue even with the older persons population growth.
- That this contrasted with the current and projected deficit in sheltered/retirement housing for lease and sale in the borough.
- That although there was a current and projected deficit in enhanced and extra care housing it was greatest in the sale/lease sector.

3.3 In oct 2016 the council agreed a programme of closing and upgrading sheltered schemes, which is now being implemented. The table below demonstrates that based on current capacity studies there will be an 66% increase in the number of properties available to older people across the seven schemes. Specifically, in response to the recommendations of the report there is a net loss in the number of affordable sheltered properties across the schemes. 60% of new properties for older persons housing will be available for lease or sale. The development of two retirement villages will allow a people with varying care needs to be accommodated with Brunswick Court will be redeveloped to become an extra-care housing complex.

3.4 The projected units have not been included in any housing need calculations as detailed in Table 2. they will therefore contribute to meeting the assessed need. Overall they will deliver a net additional 190 units. However due to the projected change of tenure there will be an increase of 285 properties for sale/lease and a decrease in affordable housing of 91.

Table 3

Proposed Replacement Accommodation for Councils Existing Sheltered Schemes which are to be decommissioned

		Proposed no. of Units					
Site	Current no. of Units	Private	Affordable Rent	Total	Property Specification	Start on Site	Site Practical Completion
Queen Street	31				General Needs	Jan 2020	Nov-2028
Solar, Serena and Sunrise	55	135	55	190	Retirement Village	Oct-2019	June-2022
Brunswick Court	47	0	54	54	Extra Care	Sept-2022	Feb-2024
Dell Court	29	51	29	80	Over 55's	Sept-2024	Feb-2026
Delderfield House	14				General Needs	Sept-2024	Feb-2026
Royal Jubilee Court	79	99	53	152	Retirement Village	Sept-2026	Nov-2028
Maygreen Crescent and Park Lne	31				General Needs	Sept-2026	Nov-2028
Total	286	285	191	476			

3.5 The council's approach has been to redevelop existing sites, both big and small, ensuring that when they are redeveloped the density is increased where appropriate and to avoid developing on green field sites. The programme that has been developed will ensure that there is sufficient affordable sheltered, enhanced/ extra care accommodation to meet the projected needs of older residents who need this accommodation. There is still a deficit for people who want to either purchase or lease properties, which although the council has started to address by developing mixed tenure schemes will not be totally addressed and will need the input of the private market. Since 2015 there has only been one new private retirement scheme developed of 40 units. Two other proposals which applied for planning permission were refused due in part to them being built on green belt land. It is still the authority's contention that there are sufficient brown fields sites, which are detailed elsewhere in the local plan, in need of development to outweigh any consideration of making exceptions to the current and proposed greenbelt policy. There will need to be a variety of schemes developed of different sizes and offering varying degrees of housing support. This means that brownfield sites of differing sizes will be suitable. The council's own planned programme illustrates that using five of the seven available sites they have been able to increase overall number of units by 166% with differing size schemes.

3.6 Since the 2015 report the London Plan has been published which includes specific requirements for each borough for specialist older persons housing. Havering is allocated a figure of 185 units of additional specialist housing per year or 1850 over 10-year period. Of this they indicate that 135 should be for owner occupiers and 50 for intermediate (shared ownership). They considered that there was no need for any additional affordable specialist older people housing. The plan does not attempt to break this down between different types of specialist older person housing. It also acknowledges that it is based on regional assessment and common assumptions being applied across London, therefore that when a borough does undertake its own assessment that there might be variations. It was also originally undertaken in 2013 and it is unclear whether any changes have been made to take into account latest population projections.

3.7 When this data is compared with Havering's own model as and consolidating the different types of older persons housing then this shows that the Havering model assumes a slightly overall higher level of need over the 10-year period. Although in terms of affordable housing there is an estimated surplus of accommodation rather than the balanced figure that the London Plan produces. This is probably due to the fact that the London Plan figure assumes that 50% of the affordable housing stock does not meet modern standards. A figure which is accepted would need to be adjusted for each individual borough.

3.8 If we use a similar rationale as the GLA for Havering's own calculations then this produces a higher overall and annual figure than the GLA projections and arguable it would therefore be more appropriate to use this figure in Havering's own Local Plan than the GLA's. As is indicated below this would result in an annual requirement of 255. This is therefore the annual build figure that should be included in Havering's local plan rather than the GLA 185 figure. All of this requirement relates to lease for sale as there is still the overall surplus in the affordable Housing category. This is not to say that there will be no change to existing older persons specialist accommodation as stock will need to be updated and the level of social care support delivered in those schemes may also have to change. As has already been shown in Table 3 the council in its role as a landlord is already undertaking this change.

Table 4

Required Supply	Owner Occ /Intermediate	Affordable Rent	Total 10 years
London Plan	185	0	1850
Havering 2015 Review	256	-276	2560
Havering 2018 Update	255	-325	2552

3.9 The total demand figures to ensure consistency with the London Plan separate the demand for Affordable Rent and Owner Occ/ Intermediate (referred to as Lease by Havering). It is also assumed that a over supply of accommodation in the affordable Housing category cannot be automatically used for Lease accommodation. The 2552for intermediate/OO is therefore derived from the 2028 demand figure for lease accommodation across all different types of accommodation and the -325 calculated on the same basis for affordable Rent.

4. Conclusions

4.1 Unlike many other boroughs the council has established a clear model for identifying need for specialist older persons accommodation. This model draws heavily on both the GLA's model and the Housing LIN model, but then applies local information to ensure its relevance to Havering. The review of the need identifies a small change but the significant areas such as over provision in the affordable rent sector and a deficit in the private sale/lease accommodation remain.

4.2 This model will be need to be updated regularly to take into account changes in demographic projection, technological and building innovations and older persons assessment of how their own housing needs are best met. Getting the balance between enabling older person to remain in "normal" housing and the need for specialist housing is the key as is ensuring that the right mix between properties for sale and rent is achieved. The review should be every 3 years.

4.3 As a landlord the council has set out a clear plan to both update its own specialist housing and also to reduce the surplus capacity whilst ensuring that the new schemes are designed to modern standards and also accommodate mixed tenure to assist in meeting the deficit of sale/lease older persons accommodation.