

Housing Select Committee			
Title	Housing for older people in Lewisham		
Key decision	No	Item no	4
Wards	All		
Contributors	Executive Director for Customer Services		
Class	Part 1	6 July 2016	

1. Purpose

- 1.1. To provide an update on policy and ongoing projects to deliver new supply and improvements to housing for older people in Lewisham.

2. Recommendations

- 2.1. Housing Select Committee are recommended to note the contents of the report and the progress made to date in achieving the Housing Strategy in relation to older people.

3. Policy Context

- 3.1. Lewisham's Health and Wellbeing Strategy recognises that health and well being is influenced by wider social and economic determinants such as housing. It identifies the need to create physical and social environments that encourage healthy habits, choices and actions.
- 3.2. Addressing issues relating to the quality and quantity of housing stock in the borough relates directly to the Council's Sustainable Communities Strategy (clean, green and liveable) and to the Council's corporate priorities (decent homes for all).
- 3.3. "Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society" (Department for Communities and Local Government (2008)).

Underpinning the document were three key assumptions:

- That specialist housing for older people should not just mean social housing but all forms of housing in which older people might live;
- That if more older people are to remain in their own homes then this requires the integrated activity of the local authority and the health service, and

- Finally, that staying in the community means more than just good housing, it means developing communities that 'work well' for older people.
- 3.4. National research HAPPI (Housing our Ageing Population: Panel for Innovation), and HAPPI2 (Housing our Ageing Population: Plan for Implementation) identify good practice design elements for housing for older people:
- Space and flexibility
 - Daylight in the home and in shared spaces
 - Balconies and outdoor space
 - Adaptability and 'care ready' design
 - Positive use of circulation space
 - Shared facilities and 'hubs'
 - Plants, trees, and the natural environment
 - Energy efficiency and sustainable design
 - Storage for belongings and bicycles
 - External shared surfaces and 'home zones'
- 3.5. A third report in this series, HAPPI3, was published on 9 June 2016
- 3.6. The HAPPI3 report (Housing our ageing population: Positive ideas) was a report commissioned to explore examples of best practice and make the case for improvement in standards and practice in the management of retirement properties.
- 3.7. The report highlights that local authorities are key players in meeting the needs of our ageing population through housing and care provision and recommends the following:
- The Local Plan gives the necessary priority to older people's housing needs - not least as a core component of any new settlements - and that new developments of retirement housing embrace HAPPI design principles.
 - Exemption of retirement housing from the requirement to build Starter Homes - or to pay a commuted sum in lieu - would provide the opportunity to prioritise this age group. It is important too, to recognise that the Community Infrastructure Levy must not threaten the viability of such developments.
 - Health and Wellbeing Board's promote age-exclusive housing and technology enhanced care services that combat loneliness, preventing the need for residential care and reduce requirements for domiciliary care.
 - Local Authority house-building and Council support for housing association development for older tenants can free up affordable, under-occupied family homes - for example, with bungalows on infill sites within estates - achieving solutions for both younger and older households.

4. Background

- 4.1. In 2012, the Council started work to refine its strategy for housing for older people in Lewisham. The main aim of the strategy is to ensure that there are a range of housing options for older people in Lewisham whether they are: active and pre-retirement; retired, independent and active; more frail and in need of support. We want to help people to maintain their independence for as long as possible and we want people's homes to be:
- suitable for their changing needs
 - attractive, spacious and well located
 - safe and secure
 - affordable
 - warm in the winter, comfortable in the summer
 - able to maintain and improve people's health and wellbeing
- 4.2. Officers carried out research about where older people currently live, the accommodation choices they make, and the other services they access.
- 4.3. The Council ran a series of consultation events to engage with older people about the emerging vision for specialist housing, and this was well received. These events include a specific meeting for Positive Ageing Council Members and partners to discuss the main themes of the Older People's Housing Strategy, and short presentations and table discussions at community centres and tea groups from the Positive Ageing Council mailing directory. Officers have also attended Lewisham Pensioners' Forum to discuss the strategy.
- 4.4. The strategy aimed to look at the housing needs of all older people within the borough – irrespective of whether a person owns their own property, or rents from the Council, Housing Association or a private landlord. Through consultation officers realised that there were gaps around options for homeowners and private tenants and that further work needed to be carried out to broaden the range of options available for these residents.
- 4.5. As such, the key elements of the Older People's Housing work were incorporated into the Council's wider Housing Strategy 2015-2020
- 4.6. This includes:
- Key facts about older people in Lewisham and their housing choices
 - A new model for older people's specialist housing
 - Access to information and advice
 - Aids and adaptations
 - Initiatives to support older people in general needs housing
- 4.7. Officers are now working to implement the strategy and have carried out further consultation with the Positive Ageing Council to find out how they can improve the range of choices available to people.

5. Demographic Data and housing context

- 5.1. Lewisham is a fast growing borough. Between 2014 and 2015 it is estimated that the population of the borough grew by 1.8%, surpassing the average population growth in London. Based on recent population projections it is likely that the borough now has a population in excess of 300,000.¹
- 5.2. We are also a young borough with children and young people aged 0-19 years making up more than 25% of our residents and at 33.5 the median age of a Lewisham resident is lower than the England average of 39.²
- 5.3. The population of older people aged 65 and over in Lewisham is around 28,000 people, slightly under 10% of our population.³ A greater proportion of older people live in the south than north of Lewisham.
- 5.4. The average age of the UK population is expected to increase over the coming decades. It is projected the number of people aged 80 and above will more than double by 2037 and the number of people aged over 90 will triple. The number of centenarians shows an increase of sevenfold in estimates of the very old from 14,450 in mid-2014 to 111,000 in mid-2037.⁴
- 5.5. Over 90% of older people in Lewisham live in general needs housing, and will continue to do so. National studies show that the majority of older people want to stay in their own homes and express a particular desire to avoid residential care. As a result, the proportion of older people living in specialised housing will continue to be a small proportion of the older population. There is a need to ensure that specialised housing is appropriate and suitable for the older population in the borough. Currently in LBL there is an oversupply of designated general needs older people's housing, too much use of residential care, and an undersupply of suitable extra care.
- 5.6. In Lewisham there are 1,138 units of Sheltered Housing for Social Rent, of which 483 units are with Lewisham's Housing stock. There are 183 units of sheltered housing for lease.
- 5.7. In addition there are an additional 1,700 units of council and housing associated housing which are designated for older people, but which operate on a general needs model.
- 5.8. There are currently 158 units of extra care accommodation in the borough. 78 units are provided at Conrad Court by Notting Hill. These are 44 2-bed flats and 34 1-bed flats. 80 units are provided through a contract with Housing21,

¹ Office for National Statistics – Population estimate as at 30 June 2015 and based on previous years' trend – 23 June 2016 -

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

² As above

³ As above

⁴ Office for National Statistics – Estimates of the very old (including Centenarians) – 30 September 2015 - <http://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/ageing/bulletins/estimatesoftheveryoldincludingcentenarians/2015-09-30#toc>

40 1-bed flats in Deptford (Cinnamon Court) and 40 1-bed flats in Grove Park (Cedar Court).

- 5.9. Nationally, the number of homes built specifically for older people each year has fallen from 30,000 in the 1980s to fewer than 8,000 in recent years. Coupled with this around three million (53%) households aged 65 and over are under-occupying their home with more space than they normally need (The English Housing Survey). 1% of Britons in their 60s are living in tailor-made retirement properties, compared to 17% in the US, and 13% in Australia and New Zealand.
- 5.10. Across the UK, one million people over 60, in 7 million homes, are interested in 'downsizing' (APPG Inquiry Report). If half did so, 3.5 million properties – of which two thirds are family homes with three or four bedrooms – would become available, unlocking 18% of the property market.
- 5.11. Homes designed for those retiring or in their 'extended middle age' achieve cost savings and have significant benefits in health and wellbeing, including tackling isolation and loneliness, while also releasing capital to improve the incomes and quality of life of older people.
- 5.12. LB Lewisham has been working with one cohort older under-occupiers through our Trading Places initiative. They were incentivised through a financial package (£200 per bedroom released) and provided with practical support to move.
- 5.13. From April 2015- February 2016, 49 older under occupiers have been supported to move to more suitably sized accommodation. This has freed up 32 three+ bed roomed properties which have been advertised for overcrowded households and 17 two bedroom properties which have been advertised for households currently living temporary accommodation.

6. Demand for sheltered and extra care housing and current provision

- 6.1. Lewisham in 2009 SP solutions concluded that there would be a need to increase the Extra Care provision to 155 by 2025 which represented a 14% increase on then provision.
- 6.2. Another approach to analysing the need for housing provision is outlined in the Older Persons Housing Toolkit produced by the Housing Learning Improvement Network (LIN). Here, it is estimated that 250 in every thousand people aged 75 will need some form of specialist housing This places the current demand in Lewisham at around 2,000 for general sheltered housing/designated OP Accommodation (across all tenures), and around 500 for Extra care (all tenures). The total current demand for sheltered/designated OPA to just over 2500 places and Extra care to just under 650. These figures increasing considerably by 2030 with the overall increase in population assumptions.

- 6.3. The Table below further breaks these figures down between rent and for sale. An adjustment has been made to take into account the Lewisham tenure demographics, which have fewer owner-occupiers than the national figures and greater proportion of social rented older tenants.

SPECIALIST HOUSING REQUIREMENTS FROM 75			
	2012	2025	2030
Conventional sheltered housing for social/affordable rent	1380	1440	2000
Leasehold sheltered housing	1104	1152	1600
Enhanced sheltered	276	288	400
Extra care housing for rent	345	360	500
Extra care housing for sale	276	288	500
Housing based provision for dementia	83	86.4	120
TOTAL	3464	3614	5120

- 6.4. If this is then compared with the current provision the following picture emerges:

Form of Provision	Current provision	Estimated required provision 2012	Surplus/ Deficit	Estimated Required provision 2030	Surplus/ Deficit **
Sheltered social Rent	1138*	1380	248	2000	862
Sheltered Lease	183	1104	921	1600	1417
Extra Care Rent	158	345	210	400	131
Extra Care Sale	0	276	276	500	495
Dementia	0	83	83	120	120
Total	1456	3188		5120	

*There is in addition approx. 1700 units of council and housing association units which are designated as age exclusive housing which if these are included in calculations gives a considerable surplus of low dependency specialist older persons housing

** This assumes Hazelhurst Court and Campshill road are delivered according to the existing planning consent but everything else remains as now (not realistic but this is for illustrative purposes only)

7. New build extra care in Lewisham

- 7.1. In the short-term the Council wants to take advantage of opportunities to develop well-designed and accessible specialist housing for older people.

- 7.2. The Council is working on a new model for modern extra care housing developments incorporating a mixed dependency model and a strong community focus.
- 7.3. Through these developments, the Council expects to see improved outcomes in the following areas:
- Improved independence
 - Reduction in numbers and duration of hospital admissions
 - Help to stay at home for longer
 - Reduced social isolation
- 7.4. The schemes in the pipeline are both in popular central and south of borough locations:
- Phoenix Community Housing Association have a 60 units extra care scheme in delivery at Hazelhurst ct., Beckenham Hill. Due to complete July 2017.
 - Campshill road currently has planning consent for 51 units, 45 for social rent and 6 for shared ownership. Currently under review.

8. Sheltered Housing for over 55s

- 8.1. The Council is working with its Arm's Length Management Organisation, Lewisham Homes, to pilot a new standard for the Council's existing sheltered housing schemes. The Council has also set out proposals for capital investment in the physical fabric of the Council's 18 Sheltered Housing schemes, ensuring that as a minimum all 18 meet the Decent Homes standard and, additionally, to test a new higher standard for investment in six of those 18 schemes to ensure that they are fit for purpose, over the long term, for supporting the Council's older residents to live safely and independently at home.
- 8.2. The Council has worked with Lewisham Homes to transfer the floating support service provided at sheltered housing schemes to Lewisham Homes which has enabled an improvement of services to tenants. The new model of provision for tenants – known as an enhanced housing management service – was implemented in April 2016, and is paid for through service charges which are eligible for housing benefit, ensuring no additional costs for residents whilst ensuring the service is maintained.
- 8.3. The new service means that there are additional levels of staff who work specifically with the tenants of these schemes. This approach ensures that the standard of provision is tailored to the expectations of sheltered housing tenants, that repairs and maintenance services are delivered quickly and with an enhanced focus on the specific needs of the client group, and also that activities are available for tenants to help combat loneliness and exclusion, with the innovative "Meet me at the Albany" scheme being a particularly relevant example.

- 8.4. The Council is also working with other Housing Providers in the borough who have sheltered housing and over 55s housing provision to support them to improve the enhanced housing management offer available for older and more vulnerable tenants.

9. Over 55s Designated Housing

- 9.1. The Council is re-providing over 55s accommodation through the estate regeneration scheme Heathside and Lethbridge. Over 80 new homes for over-55s will be made available through this regeneration programme. Future estate regeneration programmes will also provide opportunities for the Council to improve the quality of housing available for over-55s.

10. Housing Mobility Schemes for older people

- 10.1. For tenants aged 60 or over who wish to move to a home outside of London there is a scheme targeted specifically at them –“Seaside and Country Homes”. The scheme is administered by the GLA and helps around 150 households to move from London each year to bungalows or flats in desirable seaside and countryside locations.
- 10.2. Seaside & Country Homes is open to people living in council or housing association properties in London where at least one member of the household is age 60 or above. Any members of the household who are under 60 years of age must be either the partner, joint tenant or registered carer of the lead applicant. Second applicants aged under 60 are not able to become joint tenants of, or have succession rights to, Seaside and Country Homes properties. Additionally the scheme does not consider applications from more than two people. People freeing up the largest homes are given the greatest priority.
- 10.3. The scheme has access to over 3,000 properties, mainly two bedroom bungalows and one and two bedroom flats. These are dotted all along the south coast, from Cornwall in the south west to Norfolk and Lincolnshire in the east. Places are also available across the countryside, from Dorset to Cambridgeshire to Shropshire. Many have private gardens or outdoor communal areas and are in peaceful, purpose built developments.
- 10.4. All London boroughs currently participate in the Seaside & Country Homes scheme. Marketing material to help boroughs and housing associations to promote the scheme and assist their tenants is available.

11. Aids and Adaptations

- 11.1. The Council provides grants, loans, aids and adaptations to support older and disabled people to remain independent in their own homes, and to minimise the demands on Adult Social Care Budget. The Council has a task-finish Group established to look in detail at the Disabled Facilities Grant process, to maximise the available resources through joined up working across Housing

and Adult Social Care as part of the integrated health, social care and housing approach.

- 11.2. Many of the Housing Providers which operate in Lewisham already are signed up to carry out Minor Adaptations without Delay. This aims to ensure the most prompt and cost-effective installation of adaptations such as grab rails, door widening and door entry systems. The Council is working with its partners to ensure that tenants receive a consistent service, irrespective of their landlord.

12. Conclusion

- 12.1. The Council is working with its partners to improve the quality and availability of suitable housing to meet the needs of Lewisham's older residents. It is clear from our research and consultation with residents that the older population should not be considered a heterogeneous group and that they have different preferences. In response to this the Council is seeking ways to broaden the range of choices available for older people in the borough.

13. Financial implications

- 13.1. This report is intended to update members on policy and ongoing projects to deliver new supply and improvements to housing for older people in Lewisham.
- 13.2. As such, there are no direct financial implications arising from agreeing the recommendation set out in 2.1 above.
- 13.3. The full financial implications of each project will be considered as the project develops and will be reported to members at that time.

14. Legal implications

- 14.1. The European Convention on Human Rights states in Article 8 that "Everyone has the right to respect for his private and family life, his home and correspondence". The Human Rights Act 1998 incorporates the Convention. Whilst it does not, however, necessarily mean that everyone has an immediate *right* to a home, (because Article 8 is a "qualified" right and therefore is capable in certain circumstances, of being lawfully and legitimately interfered with,) the provision by an Authority of a relevant strategy for older people's housing does engage Article 8 principles.
- 14.2. The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

14.3. In summary, the Council must, in the exercise of its functions, have due regard to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- advance equality of opportunity between people who share a protected characteristic and those who do not.
- foster good relations between people who share a protected characteristic and those who do not.

14.4. The duty continues to be a “have regard duty”, and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.

14.5. The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled “Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

14.6. The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

1. The essential guide to the public sector equality duty
2. Meeting the equality duty in policy and decision-making
3. Engagement and the equality duty
4. Equality objectives and the equality duty
5. Equality information and the equality duty

9.7. The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:

<http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

15. Crime and Disorder Implications

15.1. There are no specific Crime and Disorder implications resulting from this report.

16. Equalities Implications

16.1. There are no specific equalities implications resulting from this report.

17. Environmental Implications

17.1. There are no specific environmental implications resulting from this report.

18. Conclusion

Background Documents

['Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society', Department for Communities and Local Government \(2008\)](#)

['Securing Good Care for Older People: Taking a long-term view', Wanless D \(2006\)](#)

[HAPPI \(Housing our Ageing Population: Panel for Innovation\)](#)

[HAPPI2 \(Housing our Ageing Population: Plan for Implementation\)](#)

[Housing our Ageing Population: Positive Ideas \(HAPPI 3\)](#)

If there are any queries on this report please contact **Laura Harper, Housing Delivery Manager, LB Lewisham, on 020 8314 6096, or by email at: laura.harper@lewisham.gov.uk**