

To: City Executive Board
Date: 17 March 2016
Report of: Head of Housing and Property
Title of Report: Review of Older Persons Accommodation/Review of Sheltered Housing

Summary and recommendations	
Purpose of report:	To present the Review of Older Persons Accommodation in Oxford (Appendix 1) and to request that the City Executive Board note the contents of the review and approve the recommendations within it.
Key decision:	Yes
Executive Board Member:	Councillor Mike Rowley, Board Member for Housing
Corporate Priority:	Meeting Housing Needs
Policy Framework:	Housing Strategy 2015- 2018
Recommendation(s): That the City Executive Board resolves to:	
<ol style="list-style-type: none"> 1. Note the contents of the Review of Older Persons Accommodation in Oxford, attached as Appendix 1 to this report; and 2. Approve the recommendations as set out in section 13 of the review document (Appendix 1). 	

Appendices	
Appendix 1	Review of Older Persons Accommodation in Oxford
Appendix 2	Risk Register

Introduction and background

1. The population of the UK is ageing. People are living much longer and whilst this brings opportunities, it also results in more specific needs among older generations especially in terms of care and support. Suitable accommodation plays an important role in helping older people to live independently for longer, but the housing needs and aspirations of older people can vary significantly depending on age, health, finances, transport needs, and availability of support from family or other networks.

2. With this in mind, the City Council's Housing Strategy 2015-2018, committed to undertaking a review of accommodation for older people in Oxford. Officers have now completed the review which considers the need/demand and current supply of sheltered and other housing options for older people aged 55+ in Oxford, alongside the competing pressures of: high housing costs; high levels of general housing demand; reduced budgets (County Council and Oxford City Council) and a complex and changing legislative and policy framework (Housing and Planning Bill and Care Act 2014). The findings of the review and recommendations for action are presented in Appendix 1.

Purpose and Scope of the Review

3. The scope of the review was to:
 - Understand the position in terms of current need/demand for accommodation that is suitable for older people, the preferred tenure, and levels of under-occupation.
 - Understand the current supply and condition of available stock.
 - Understand the type of housing required and accommodation aspirations for the future in relation to people aged 55+ e.g. requirements for accessible and adaptable homes, designated housing for older people, sheltered or extra care housing, general needs, and private housing.
 - To develop an evidence base and analysis that can be used to inform Council strategies and plans, and facilitate effective asset management and development decisions, taking into account some spatial considerations for certain localities.
4. At the request of the Housing Panel (Panel of the Scrutiny Committee), the scope of the review was extended to include the needs and housing requirements of older people in the private sector.

The Review Process

5. To inform the Review, consideration has been given to the national and local data and topic-related research available. In addition, a consultation survey was undertaken to identify the current needs and future housing aspirations of people aged 55+ who live in Oxford, or who need to live in Oxford. Feedback obtained from the survey, plus the feedback received from stakeholder and focus groups, has informed the findings and recommendations of the review.
6. Over 500 survey responses (10%) were received. Appendix 1 provides a more detailed analysis of the survey responses.
7. Information on Oxford City Council stock was analysed, and Registered Providers were asked for statistical data and information about their stock and asset management plans.
8. The review was undertaken by City Council officers with oversight and support from a steering group comprising City Council officers from various service areas, and Councillors.

Main findings of the review

9. Oxford's population is relatively young compared to its neighbouring Districts. This trend is set to continue through to 2030 according to the population projections. However, people are living longer and over the next 15 years there will be an increase in the number of older people resident in the City, with the highest level of increase being in the 75+ age group. Although there will be an increase in the older population in Oxford, the growth is not expected to be as high as that estimated for other Oxfordshire Districts. However, any increase in the older population is likely to affect the demand for and delivery of all services, including housing and support.
10. In terms of supply and demand, it appears that there is an over provision of sheltered and designated 55+ accommodation and some schemes are unpopular due to the need for refurbishment/modernisation. The need/demand for sheltered schemes and Extra Care Housing (ECH) appears to be generally low, with small waiting lists for ECH and sheltered housing carrying voids at times. The 75+ age group is most likely to need access to Sheltered and ECH.
11. The County Council's Market Position Statement on ECH (MPS, March 2014) estimates a requirement for additional ECH units (approximately 242) to be provided in the City in the short term, however, this document needs to be updated. There are developments of ECH underway in the county that are due for completion in 2016-17 (details of which can be found in Sections 7 and 8 of Appendix 1). The MPS, March 2014 also indicates that for the period 2016-20, plans have been approved for 93 units of Extra Care Housing in West Oxfordshire and feasibility assessments are being undertaken for other development opportunities across the county. Therefore it is especially important to understand the impact and residual need for ECH in Oxford City once all of the ECH units that are currently being developed, have been completed and occupied.
12. An update of the MPS, March 2014 should also take into account the wider housing demand and ability to deliver the estimated housing numbers identified in the Strategic Housing Market Assessment. In addition, when considering the provision of Extra Care and other specialist housing for older people, it will be important to understand the practical impact of the County Council's proposed budget reductions, especially in relation to the provision of care and support services for older people.
13. Given all this, there are opportunities to work in partnership with the County Council and Registered Provider partners to consider asset management arrangements, remodelling of existing schemes and the potential to provide an improved future housing offer for older people, along with some additional affordable housing for general needs.

Recommendations

14. Following analysis of the available data, and consideration of the national and local research, the report (Appendix 1, Section 13) sets out considered recommendations. It is intended that Appendix 1 will be used to inform Council strategies and the development of future plan-making policies (especially in relation to the development of accessible and adaptable homes). In addition, it can be used to inform effective asset management and development decisions.
15. The main recommendation is for the City Council to proactively work in partnership with Registered Providers, the County Council and Clinical Commissioning Group to identify the need for Extra Care, specialist and general needs accommodation

that is suitable for older people in the future, and agree joint actions going forward. Other recommendations include:

- Refocussing accommodation provision towards older people, 75 years of age and older, or those persons who are younger but with significant health needs;
- Where appropriate, de-designate some traditional sheltered housing schemes in consultation with residents;
- Where appropriate, re-model some existing sheltered and Designated 55+ housing schemes to provide an improved housing offer for older people and develop some general needs housing;
- The City Council strengthening its role in leading and co-ordinating Registered Providers in developing their forward strategies and asset management plans around older persons housing;
- The City Council commissioning the development of new bungalows on small in-fill development sites on existing estates (subject to planning conditions) and to prioritise letting of these to social tenants who are willing to downsize from a 3+ bedroom family home;
- The City Council continuing its spend on Disabled Facilities Grants; Disabled Adaptations and the Removals and Expenses (under-occupation) schemes, but to also seek contributions from Registered Providers in relation to investments in their housing stock where appropriate;
- The City Council working in partnership to further develop current protocols around hospital discharge arrangements;
- The City Council updating the "Guide to Older People's Accommodation in Oxford (2013)";
- The City Council continuing to be represented on the Oxfordshire Health and Wellbeing Board and Older People's Joint Management Group; and
- The City Council facilitating discussions with service providers, Adult Social Care and health providers in order to reach a suitable solution that will help reduce homelessness and rough sleeping for older people.

Sustainability and environmental impact

16. The Review of Older Persons Accommodation in Oxford does not have any explicit environmental or sustainability impacts in itself. Specific projects relating to the implementation of the proposals to remodel existing housing or develop new properties will have an impact upon the environment and sustainability, including the ability to create more energy efficient accommodation that meets with modern, low-carbon standards and is more sustainable in the longer term for residents as their needs change. Such impacts will be considered as part of any future project proposals.

Financial implications

17. There are no specific financial implications arising directly from the Review of Older Persons Accommodation in Oxford. Section 11 of Appendix 1 includes consideration of the financial (capital and revenue) implications for the City Council in delivering activities outlined in the review. Recommendations have been based

on the City Council's agreed financial strategy e.g. within agreed budget parameters for 2016/17. Capital expenditure will be required if the Council is to develop new accommodation or re-model existing accommodation in the future, however proposals for such developments would be subject to a separate report for consideration by the City Executive Board at that point in time.

Legal issues

18. Meeting the Council's statutory housing obligations is reflected in the priorities of the approved Housing Strategy 2015-2018, including statutory homelessness duties; provision of housing advice; and landlord responsibilities.
19. There are no legal implications resulting directly from this report. Implementation of the recommendations may have legal implications but these will be identified and addressed in the relevant project documentation, and in reports seeking approval, for those projects and work programmes.

Level of risk

20. A Risk Register can be found in Appendix 2. This highlights the potential risk to delivering the recommendations as set out in the review (Appendix 1). Continued control and effective management of budgets, in addition to maximising the potential of existing corporate and informal partnership working arrangements, will contribute to reducing the identified risks.

Equalities impact

21. The Review of Older Persons' Accommodation in Oxford (ROPA) was an action set out in the Council's Housing Strategy 2015-18. The Housing Strategy was subject to an Equality Impact Assessment prior to its approval by the City Council in 2015. Whilst the ROPA is a bespoke piece of work relating to the needs of those people aged 55 or over, consideration has been given within the review document to the competing accommodation needs of other client groups such as younger people and families with children. In addition to the provision of general needs housing, the review also acknowledges the need to provide a balance of accessible and adaptable accommodation to meet the requirements of those households who may have disabilities or health conditions.

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Background Papers: None

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