

**Report of the Director of Environments & Housing, Director of City  
Development and Director of Adult Social Services,**

**Report to Executive Board**

**Date: 19 November 2014**

**Subject: Supply of Specialist Housing for Older People**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

- 1 This report updates Executive Board with progress since the report in February 2013 on the delivery of specialist new housing for older people which supports the objectives of the Best Council Plan: through providing quality housing growth to meet the needs of residents and through the delivery of the Better Lives programme with a focus on helping people with care and support needs to live independent lives.
- 2 Since the Executive Board report in February 2013 there has been progress in delivering new supply, with around 850 units of sheltered housing, extra care or residential care with or without nursing in the delivery pipeline. The report notes however that there remains a need for further provision of housing for older people with care needs.
- 3 The report includes the recommendation to use a number of Council owned sites in principle to enable delivery and identifies the need for ongoing actions to secure delivery through the commercial and Registered Provider sectors. It highlights the potential need to acquire land to support and accelerate delivery in key areas.

- 4 The current review of the Council's sheltered housing provision is described and the next steps outlined in developing an investment approach to ensure it meets current needs and is of good quality.

## **Recommendations**

The Executive Board is recommended to:

- 1 Note the progress made in increasing the delivery of specialist housing for older people.
- 2 Support further consideration of the Council owned sites at 3.25 – 3.26 for investment in Extra Care housing, either by direct delivery or through disposal as part of mixed tenure development schemes, and that they are progressed for further Ward Member consultation.
- 3 Note the role that the Council's sheltered housing stock can play in expanding the housing and support options available for older people and a review is being carried out by the Director of Environment and Housing to develop the investment approach.

### **1. Purpose of this report**

- 1.1. In February 2013, Executive Board agreed an approach to increasing the amount, and modernising the type, of specialist housing for older people. This included working with developers and specialist housing providers; the use of council assets through development; disposal or reinvestment in existing stock; bids for external funding and direct investment in new build council housing.
- 1.2. The report outlines progress to date and identifies how delivery of specialist housing units can be increased in particular in those areas of the city where there is a current or predicted shortfall.
- 1.3. The report also sets out the scope of the review of Council-owned sheltered housing in the city which will look to expand the housing and support options and choices for older people, and provide flexibility to meet changing needs.

### **2. Background information**

- 2.1. High quality housing growth is central to the wider growth ambitions of the city and contributes to the well-being of residents. The delivery of new homes which are designed to higher standards and contributes to place making within neighbourhoods underpins this ambition.
- 2.2. The delivery of specialist housing for older people supports the objectives of the Best Council Plan by contributing to sustainable and inclusive

growth, by providing housing which meets the needs of older people and providing choice and quality in the housing market.

- 2.3. The Council supports growth in older people's housing through direct delivery; use of its own land; working with Registered Providers (housing associations primarily), and the independent care sector to secure new accommodation, and through its role as the Local Planning Authority in facilitating delivery through the planning system.
- 2.4. The Leeds Core Strategy provides the spatial and land use planning framework for Leeds to 2028. Integral to the plan is an overall approach to housing growth, which has been determined through an objective assessment of all housing needs for the plan period. A range of policies support the need for older people's housing, including housing mix, affordability and homes for independent living. Within it is a requirement for applications for large schemes to produce Housing Market Assessments so that the needs of communities can be identified.
- 2.5. Executive Board has recently approved the introduction of the Leeds Standard to ensure excellent quality in the delivery of new homes under three themes: Design Quality, Space Standards and Energy Efficiency Standards. Working with partners including Public Health, the Leeds Standard has a focus on flexible, adaptable and energy efficient properties. The Standard includes measures to deliver affordable warmth and a best practice approach to the construction of accessible properties to meet the needs of households with older or disabled people which will take into account the Government's emergent Housing Standards Review.
- 2.6. Although there is an increase in older people nationally, the demand for residential care homes has fallen. In Leeds the length of time people spend in a care home has reduced, reflecting people's choice to remain independent and living at home for as long as possible. As more people aspire to live at home for longer, the increasing importance of maintaining independence and giving people more choice and control drives a need to change service provision to better suit individual needs. The Council is to move away from directly owned and operated long-stay care homes to support the development of Extra Care housing, which provides this level of independence, in those areas where there is currently an undersupply.
- 2.7. In December 2010 Leeds City Council launched a review of the Council's residential care homes. The review concluded that to maintain and operate much of the Council's residential facilities was unrealistic both in terms of changing future demand, expectations about building quality and unaffordable in terms of the level of investment needed to upgrade the stock to make it viable for use in the future. Phase 1 and Phase 2 of the review have now been completed with some homes decommissioned, others retained as specialist facilities and a smaller number of residential homes earmarked for closure when new care facilities become available within the area. The future of the retained specialist facilities are the subject of a report "Delivering the Better Lives strategy in Leeds –

proposed next steps” elsewhere on the agenda for this meeting of Executive Board.

- 2.8. In February 2013, Executive Board considered the need for new specialist accommodation for older people to be delivered in the context of an increasing number of old and very old people and reduced public resources. Executive Board noted the requirement for additional specialist accommodation for older people in Leeds.

### **3. Main Issues**

- 3.1. The delivery of specialist accommodation for older people has been established as a priority through the Better Lives strategy. This will deliver specialist accommodation in locations across the city including facilitating the delivery of extra care housing. The programme is led by a cross departmental team with representation from Planning, Asset Management & Regeneration, Housing and Adult Social Care. Overall governance responsibility lies with the Housing Growth Board.
- 3.2. Extra care Housing is seen both locally and nationally as a potential alternative to traditional residential care. In Leeds, it is viewed as representing one of a range of options for older people who are in need of accommodation in which different levels of care and support can be provided.
- 3.3. Extra care enables older people to remain living safely in their own home while receiving the support and care they require. This model allows older people to maintain greater independence and control whilst continuing to live in the community rather than entering long-term residential care with associated higher support costs. A number of Councils including Bristol, East Sussex, Darlington and Hull have found evidence that in addition to improved health and wellbeing outcomes, extra care housing is more cost effective to deliver than residential care and it is with this in mind that Leeds is planning further extra care developments as an alternative to residential care homes.

#### Progress to date on delivering accommodation for older people

- 3.4. There has been significant progress in delivering specialist accommodation since the report to Executive Board in February 2013. Table 1 shows the number of units which are expected to be delivered in each locality by 2018 (i.e. schemes which are on site, at advanced position within the planning process or which are resulting from council land disposals for agreed schemes). Taking into account the totality of schemes including those at pre-planning stage, the table shows an anticipated delivery pipeline of c850 units across all supply types. Of these, 219 are either on site or have completed (including 75 extra care units).

**Table 1 – Planned new supply of older peoples’ provision by locality by 2018**

<b>Inner North East</b>	<b>No of units</b>	<b>Inner East</b>	<b>No of units</b>
Independent Sector provision: Southlands – 15 additional net new ECH units Oakhaven Care Home – 14 nursing beds	29	Registered Provider (HCA grant funded) Boggart Hill – 18 sheltered units	18
Registered Provider (HCA grant funded) Stratford Court – 28 sheltered units	28	Independent Sector provision- use of LCC land Richmond Court – 60 specialist units	60
<b>Total No</b>	<b>57</b>	<b>Total No</b>	<b>78</b>
<b>Outer North East</b>	<b>No of units</b>	<b>Inner South</b>	<b>No of units</b>
Independent Sector provision - use of LCC land Squirrel Way – 60 ECH units	60	LCC Council Housing Growth Programme Ingram Court – 23 sheltered units	23
<b>Total No</b>	<b>60</b>	<b>Total No</b>	<b>23</b>
<b>Outer West</b>	<b>No of units</b>	<b>Inner West</b>	<b>No of units</b>
Independent sector provision Red Court Pudsey – 38 care beds without nursing	38	Independent Sector provision Theaker Lane (Tizer Factory) – 64 care beds without nursing	64
<b>Total No</b>	<b>38</b>	<b>Total No</b>	<b>64</b>
<b>Inner North West</b>	<b>No of units</b>	<b>Outer South</b>	<b>No of units</b>
S106 Former Cookridge Hospital – 40 care beds without nursing 56 ECH units Headingley Hall – 5 ECH units	101	Social Enterprise - use of LCC land Windlesford Green – 60 care beds without nursing Independent Sector provision China Red Dragon – 74 care beds without nursing	60 74
<b>Total No</b>	<b>101</b>	<b>Total No</b>	<b>134</b>
<b>Outer North West</b>	<b>No of units</b>	<b>Outer East</b>	<b>No of units</b>
LCC Council Housing Growth Programme Haworth Court – 45 ECH units	45	LCC Council Housing Growth Programme Squinting Cat – 18 apartments for older people	18
Independent Sector provision - use of LCC land (currently being marketed) Kirkland House – c30 specialist units Ashfield Works – c60 specialist units	90	Independent Sector provision - use of LCC land Grange Court – 58 care beds without nursing Ash Tree Primary School – c30 specialist units	88
Commercial Provision Former Otley School – 48 ECH units	48		
<b>Total No</b>	<b>183</b>	<b>Total No</b>	<b>106</b>

#### Delivery of extra care accommodation

- 3.5. It is recognised that, given the increase in the number of older people requiring care in Leeds, that there remains a need for more specialist housing, in particular extra care as part of the Better Lives strategy.
- 3.6. There are 75 units of extra care provision currently under construction with a further 187 in the development pipeline which are expected to deliver or commence delivery by 2018. These are largely through the independent care sector and include 86 apartments in Otley, 56 in

Weetwood, plus the Council's extra care scheme at Yeadon which will deliver 45 units.

3.7. There remains however the requirement for further supply across a range of tenures (i.e. affordable rent and accommodation for sale) across the city.

3.8. The Executive Board report in February 2013 set out the routes through which the supply of housing with care could be provided and accelerated including: stimulating commercial provision; use of the Council's land and assets; and dialogue with providers through the planning system, alongside delivery of affordable units by the council and housing association partners.

Commercial provision and delivery through the Planning mechanism

3.9. City-wide, a proactive dialogue takes place with commercial providers to identify opportunities. The sector is attractive to commercial providers and there is development activity, largely in areas of the city which have higher values and income levels. Across the services work with developers and RPs takes place to encourage identification of private sites and scope for delivery as part of the mix within schemes or through s106. Close working with commercial providers will continue to identify routes to maximise and accelerate delivery as part of the wider housing growth programme.

3.10. Facilitated by the Core Strategy's requirement for Housing Needs Assessments for schemes over 250 units, negotiation takes place with developers on the provision of housing for older people. An exercise to determine land availability through the Site Allocations Plan for specialist older persons' accommodation is ongoing and will also support activity to secure future supply.

3.11. Negotiating specialist provision with developers on individual schemes through the s106 mechanism is an ongoing process using the demand mapping as an evidence base for negotiation. The scheme at the Cookridge Hospital site is an example where Plans Panel supported the delivery of the affordable housing contribution in the form of a single extra care development.

Use of Council owned sites

3.12. The Council has facilitated the independent sector delivery of specialist accommodation (both extra care and care home provision) through the use of its own land which has the potential to deliver 300 new units :

- Squirrel Way, Shadwell, 60 Extra Care apartments
- Grange Court, Garforth, 58 bedroom care home
- Ashfield Works, Otley, 60 assisted living apartments
- Richmond Court, Richmond Hill, c60 specialist units
- Ash Tree Primary School, Kippax, c30 units – site to be disposed of for specialist accommodation
- Kirkland House, Yeadon, c30 units – site to be disposed of for specialist accommodation

#### Delivery by Registered Providers

- 3.13. The Council has also facilitated the delivery of sheltered housing via Registered Providers (RPs) which is delivering 46 units at:

- Stratford Court, Chapel Allerton
- Boggart Hill, Seacroft

- 3.14. Work with RPs including working with the Homes and Communities Agency through the national Affordable Homes Programme will continue to identify additional scheme opportunities.

#### Council Housing Growth Programme

- 3.15. The Council House Growth Programme is providing some £81m of investment in new housing and will provide energy efficient and sustainable homes for a range of needs. The programme is currently delivering three schemes specifically for older people which will deliver 86 properties:

- Haworth Court, Yeadon – 45 Extra Care apartments
- Ingram Court, Beeston Hill – 23 Sheltered Housing units (via the Little London PFI Initiative)
- Squinting Cat, Whinmoor, 18 older peoples apartments

- 3.16. In addition the delivery of smaller flexibly designed properties facilitates active asset management by freeing up larger council owned stock.

- 3.17. Further resources could be made available through the use of commuted sums to support the strategy and delivery of affordable older people's housing to meet needs within neighbourhoods.

- 3.18. Partial grant funding for the Howarth Court development was secured via Department of Health funding (the Care and Specialist Supported Housing Fund) via the Homes and Communities Agency. The HCA has advised that the DOH intend to announce a second bidding round for in the coming months. Opportunities to bid again for funding from this source are being worked up in preparation for the release of the prospectus from government.

- 3.19. The Council is also utilising Right to Buy receipts to support affordable housing delivery via housing associations and the delivery of accommodation for older people, including extra care, through this route is being encouraged.

#### Accelerating the future provision of extra care housing

- 3.20. Meeting the city's need for specialist housing for older people cannot be met through a single approach and will be through a combination of routes. The Council will continue to take a pro-active approach including: the use of Council owned land and exploring the possibilities for the re-use or re-designation of Council assets; exploring the possibility of acquiring privately owned land to facilitate supply; the analysis of land opportunities through the Strategic Housing Land Availability Assessment and continuing to work with

commercial providers and Registered Providers through the mechanisms described above.

- 3.21. It is anticipated that development potential may be released from sites decommissioned under Phases One and Two of the Residential Care Home Review which, if considered to be of sufficient capacity, could be used for the development of specialist housing for older people. Where sites are small they are more likely to be sold on the open market and any capital receipts ring fenced to support extra care development in areas of undersupply.
- 3.22. Within this approach there will potentially be opportunities for the use of further council owned sites to accelerate supply which could contribute to the areas which require new supply and which contribute to the overall quantum of requirements for the city.
- 3.23. This includes exploring the potential for sites within the Brownfield Land Programme (BLP) which seeks to identify market-led mixed tenure housing development solutions for several regeneration area sites, some of which have the benefit of HCA affordable housing grant funding which may help to support viability and which could present an opportunity to incorporate specialist provision.
- 3.24. The BLP delivery routes proposed may allow for the provision of affordable mixed tenure (i.e. rent and shared ownership) in these locations and the exact mix would be developed as part of detailed project appraisals. This is within the context of discussions and consultations with ward members and stakeholders and locally agreed Neighbourhood Frameworks. A separate report to this Executive Board "Next Steps in the Brownfield Land Programme" sets out proposals for the delivery of new housing including the incorporation of older people's housing and the procurement of a delivery vehicle to accelerate this programme.
- 3.25. Within that programme there may be opportunities to identify sites through which extra care could be provided. These include Brooklands Avenue, Seacroft – the site was marketed in 2013 for a mix of general needs and housing for elderly people and whilst the proposals received were supported locally a scheme was not progressed pending further discussions on the local regeneration strategy; the site can deliver around 100 units of which a c50 unit extra care scheme could form part. Similarly the Middleton Neighbourhood Framework, which was approved by Executive Board in September 2013, supports the provision of new housing for older people as part of the local regeneration strategy and work to determine which site which most lends itself to this provision will be identified
- 3.26. In addition to opportunities through the BLP, in the more medium term, the emerging masterplan for Holt Park District Centre includes within it a reference to the potential for extra care housing as part of the comprehensive solution for the area and this will form part of the ongoing development of investment options.



- 3.27. This report has set out the quantum of delivery of accommodation for older people which is either in delivery or where delivery is anticipated in the short term. In addition there are approximately a further 14 sites which are either at the early stages of planning and development or which have planning but which have not yet started on site. Through the Council's dedicated Housing Growth Team the barriers to delivery on these sites will be worked through with a view to further accelerating specialist supply.

#### **4. Review of Sheltered Council Housing**

- 4.1 The Department of Environment and Housing is undertaking a review of investment needs in sheltered housing in order to identify sustainable housing and support options with sufficient flexibility to meet the changing needs of older people. The review of sheltered housing facilities may offer opportunities for the development of new models of housing and support for older people.
- 4.2 The Council has a portfolio of 420 sheltered homes within 127 schemes across the city. These include 8 multi-storey blocks, 27 'complexes' with integral communal facilities with the remainder being dispersed bungalows or flat schemes.
- 4.3 The service vision is to provide a needs-led service which enables tenants to remain as independent as possible whilst living in a caring and supportive environment. Planned improvements include reviewing the support models for sheltered housing and developing closer links with Adult Social Care to ensure that wider needs of tenants are considered as part of service development.
- 4.4 A review has been undertaken of the Council's sheltered housing provision in order to identify sustainable housing and support options for older people in Council Housing. This review looked at a range of factors including property and investment data (eg whether there are bedsits, shared bathing etc) and demand data. The outcomes will be used to inform future asset management and investment decisions relating to council housing stock and to develop scheme specific investment proposals to be built into future capital programmes.
- 4.5 The project has found that the majority of sheltered housing schemes provide housing which is suitable for older people. Approximately 45% of schemes are showing as being generally highly sustainable in their current form. For the remaining schemes there are differing issues which require investment approaches to be developed:
- 4 schemes include bedsits with shared bathing facilities.
  - 8 schemes include bedsits with self-contained bathing facilities.
  - 22 schemes are within blocks mixed within general needs housing.
  - 49 schemes include first floor flats without a lift.
- 4.5 Over the next few months the investment plans will be developed and prioritised to determine the next steps, .

- 4.6 Included within the capital programme for 2014/15 are resources for schemes which require investment. Work is about to begin to Farrar Lane, Holt Park, to convert sheltered bedsits with shared bathing into fully self-contained flats, at a total cost of £1.46m. Further resources are identified within future years' programmes, to support investment in other schemes.
- 4.9 The allocation of further funds will be dependent on the outcome of the review of individual schemes as noted above, with the appraised schemes being considered as a whole, rather than making individual decisions as the reviews are completed. This will also be affected by the ongoing review of the HRA Business Plan and is dependent on the identification of sufficient funding to carry out the recommended options.

## **5 Corporate Considerations**

### **5.1 Consultation and Engagement**

- 5.1.1 Consultation with the Executive Member Neighbourhoods, Planning and Personnel has taken place and consultation with the Ward Members, where re-provision on LCC owned land is proposed, will be undertaken before proposals are progressed.

### **5.2 Equality and Diversity / Cohesion and Integration**

- 5.2.1 It is the aim of the Better Lives strategy to provide older people the opportunity to access specialist housing with care within the area that they live, have family roots or currently have family living. The Equality and Diversity/Cohesion and Integration screening tool has been used to ensure due regard to equality issues. The screening process found that it is a positive opportunity to promote the delivery of significant investment in improved, sustainable, specifically designed homes for older people.

### **5.3 Council Policies and City Priorities**

- 5.3.1 The proposals in this report are consistent with the Best Council Plan 2013-2017 by providing housing as the city grows and through supporting the delivery of the Better Lives programme - helping local people with care and support needs to enjoy better lives. With a focus on:
- helping people to stay living at home
  - joining up health and social care services
  - creating the right housing, care and support
- 5.3.2 The Better Lives strategy established in 2011 aims to improve the lives of older people through integration, enterprise and specialist housing with care. The programme has emerged through Better Lives to work with the market to balance the supply of independent residential care home places in wards affected by the Phase One and Two review of LCC owned and operated older peoples residential care homes and increase the supply of specialist housing for older people who require care and support in those area where a deficit is predicted.

## **5.4 Resources and Value for Money**

- 5.4.1 There are no direct resource implications arising out of the proposals in this report. Where there are proposals for Council owned sites to be used in some instances there will be a requirement for a ring fenced capital receipt which will be taken into account in determining the disposal or reinvestment routes of specific sites.
- 5.4.2 There may be opportunities to stimulate the construction of specialist housing for older people in areas of undersupply through the reinvestment of capital receipts realised from the future sale of assets related to the review of LCC owned and operated residential care homes.
- 5.4.3 Research on the effectiveness of extra care in reducing the amount of care or delaying an increase in care combined with an improvement in individual wellbeing has indicated that access to extra care housing has a positive impact on health and social care services leading to a reduction in whole system costs.

## **5.5 Legal Implications, Access to Information**

- 5.5.1 There are no legal implications resulting from this report

## **5.6 Risk Management**

- 5.6.1 Delivery risks will be managed in association with specific sites

## **6 Summary and Conclusions**

- 6.1 The Housing Care Futures Programme has a multi stranded approach to delivering extra care housing to provide independent living for older people.
- 6.2 Locality specific solutions are identified which take into account local opportunities in terms of sites and provision through other providers.
- 6.3 The review of the Council's sheltered stock forms part of the comprehensive approach and the investment solutions which flow out of the review will form part of the ongoing Housing Care Futures programme.

## **7 Recommendations**

- 7.1 The Executive Board is recommended to:
  - 1 Note the progress made in increasing the delivery of specialist housing for older people
  - 2 Support further consideration of the Council owned sites at 3.25 – 3.26 for investment in Extra Care housing either by direct delivery or through disposal as part of mixed tenure development schemes and that they are progressed for further Ward Member consultation.

- 3 Note the role that the Council's sheltered housing stock can play in expanding the housing and support options available for older people and a review is being carried out by the Director of Environment and Housing to develop the investment approach.

## **8 Background documents<sup>1</sup>**

8.1 None

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.