

**Report of the Director of City Development / Director of Adult Social Services**

**Report to Executive Board**

**Date:** Wednesday 18<sup>th</sup> November 2015

**Subject:** Developing the range of choices in the older people's housing market:  
**Older People's Housing Prospectus**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All	<input checked="" type="checkbox"/> Yes	<input 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. The provision of new housing for older people is a priority for the Council and is underpinned by the Leeds aspiration, outlined within the Best Council Plan, of being the best city in the UK to grow old in. Alongside this, there is a requirement to ensure that housing growth is delivered to meet the needs of the city. This is set out within the Core Strategy for 70,000 new homes to be developed in the period up to 2028 through sustainable growth which supports a Strong Economy and Compassionate City. The Older People's Housing Prospectus has been produced as one of the key tools in order to stimulate housing growth in this sector and to promote collaborative working with a wide range of partners to deliver new housing for older people.
2. The prospectus outlines the potential location for and type of accommodation required to meet the needs of older people, along with details of identified land deemed to be suitable as part of the current Unitary Development Plan and Site Allocation Plan (subject to final approval).
3. Sites under Council ownership that have been assessed to be suitable for provision of new specialist and Extra Care accommodation are identified for disposal within the report.

## **Recommendations**

4. The Executive Board is recommended to:
  - i) Approve the content of the Older People's Housing Prospectus, attached at Appendices 1 and 2, and support the formal publication, following graphic design, of this document in Autumn 2015;
  - ii) Declare the sites listed at 3.12 surplus to Council requirements and approve the identified sites for marketing for disposal with a preference for the development of older people's specialist accommodation;
  - iii) Delegate authority to the Director of City Development to identify further sites to support the delivery of older people's specialist accommodation;
  - iv) To note that any offers received for the sites listed at 3.12 to be referred to Executive Board for consideration.

## **1 Purpose of this report**

- 1.1 The purpose of the report is to provide Executive Board with an approach to older people's housing including a prospectus to be published to encourage new supply of specialist accommodation. This supports the recommendations outlined in the March 2015 Executive Board report on developing a range of choices in the older people's housing market.

## **2 Background information**

- 2.1 The number of older people in Leeds is growing and by 2020 it is estimated that those most in need of care and support, mainly older people aged 75 plus, will increase by around 13%. Leeds City Council has recognised that this demographic shift is likely to require a change in how services for older people are delivered with an emphasis on better lives through the provision of specialist housing with care and support, by integration of services and by encouraging local enterprise. As older people aspire to be independent for longer there is an emphasis on choice, control and services that are more responsive to individual need.
- 2.2 In February 2013, Executive Board approval was secured for the implementation of a holistic, city-wide, approach to increase and improve accommodation for older people available in Leeds. A co-ordinated programme of activity across the directorates of City Development, Adult Social Care and Environment and Housing has been working in partnership to drive forward this agenda.
- 2.3 The Leeds Core Strategy was adopted by the City Council in November 2014 and sets an overall housing requirement of 70,000 (net) new homes for the plan period (2012 – 2028). The Plan sets out Policies for the overall scale and distribution of growth including policies H4: housing mix and H8: independent living, which make particular reference to housing for older people.
- 2.4 At November 2014's Executive Board, progress towards an anticipated delivery pipeline of c850 units across all supply types by 2018 was indicated. Even though there is ongoing delivery of new supply, there is still a current and projected shortfall in the provision of older people's accommodation across tenure and type. This is outlined in more detail at sections 3.3 – 3.7 of this report and within the locality profiles of the prospectus.
- 2.5 In March 2015, it was agreed by Executive Board that an older people's housing prospectus should be developed. The prospectus would set out the requirements and contributions of various sectors in order to assist the Council in its efforts to stimulate investment and in order to work collaboratively to increase delivery and shape, rather than simply manage the market.
- 2.6 The objective of the prospectus is to ensure that there is a mix of homes provided to meet the needs of older people, including those with dementia, and a choice of accommodation for rent and owner occupation. It will aim to meet a wide range of aspirations and care and support needs across a variety of tenures and localised housing markets by ensuring a mix of community led, public and private delivery. The delivery of Extra Care housing, in line with the Council's strategic approach,

is promoted by the prospectus along with other forms of specialist provision to meet a range of needs.

2.7 The March report highlighted current and projected need for different types of older people's accommodation. This figures highlighted a significant undersupply, both now and in the future, in the provision of Extra Care housing. New Extra Care units are primarily being delivered through independent and third sector organisations and it is hoped that the prospectus will stimulate further dialogue to encourage further such developments. Alongside this, the Council is in the process of building its own Extra Care scheme; Wharfedale View in Yeadon. This is the first Council managed Extra Care development in the city. A proposal has also been submitted to the HCA for grant funding towards the development of a further 45 apartment scheme at Westerton Walk, West Ardsley, with the outcome of the bid likely to be known in autumn 2015.

2.8 Elsewhere on the Executive Board agenda is a report from Housing Leeds on a sheltered housing investment programme proposed for Council managed stock. Together, these reports provide a comprehensive picture of the provision of older people's housing in Leeds.

### **3 Older People's Housing Prospectus**

3.1 The older people's housing prospectus, attached at Appendices 1 and 2, has been developed to act as a mechanism to stimulate housing growth for specialist accommodation. The Council wants to encourage growth in the number of homes available for older people and increase the range, quality and accessibility of housing options to meet various and changing needs of people as they advance with age. Through the delivery of additional housing options available for older people, it will support the delivery of the following objectives:

- Enable older people to live independently for as long as possible;
- Allow older people to age in their place of choice;
- Improve quality of older peoples housing;
- Provide sustainable housing choices to meet the needs of todays and tomorrow's older people ;
- Promoting the delivery of new high quality accommodation with care for people with complex needs, including dementia, particularly in those parts of the City where none currently exist;
- Ensure communities have housing options for varying life stages;
- Support work across the city to address health related inequalities in later life.

3.2 To ensure that new housing developments for older people are delivered, the Council will act in an enabling role by:

- Involving local communities in the co-production of specialist housing for older people;
- Ensuring that commissioners of care services encourage the development of social enterprise care providers that are locally based;
- Taking a proactive approach to investment by working with developers, local communities, social enterprises and Registered Providers to encourage supply via the dedicated Housing Growth Team to help accelerate delivery and provide timely advice;

- Identify areas of need to show spatial distribution and inform developers' investment decisions;
- Identifying opportunities for developers and providers to work collaboratively and to explore co-investment opportunities including via the Right to Buy Replacement programme for social and affordable rent;
- Making Council land available specifically for this purpose via the Housing Investment Land Strategy and the Brownfield Land Programme of disposals.

### **Current and future demand for older people's housing**

- 3.3 Population projections highlight that there is set to be a significant increase in the number of older people living in Leeds over the next 5 – 10 years, primarily those aged over 75. Therefore, it is essential that the City has a range of housing choices, across all tenures and levels of dependency, available for older people. Through the production of the prospectus, this sets out the quantum of need, along with site opportunities for this type of housing development.
- 3.4 An area of identified need is the provision of more specialist accommodation for older people, in particular the provision of Extra Care. From current demand forecasts there is an estimated shortfall of over 600 Extra Care units, rising to over 1,000 by 2028. To support with the delivery of Extra Care, the Leeds Model for Extra Care has been produced. This outlines some guiding principles regarding quality, core design requirements, operation of the schemes and the commissioning model for care and support. Relevant to any tenure: rent, shared ownership and sale; the model, and hopes to:
- Support the health and well-being of older people who wish to live independently;
  - Provide an alternative to residential care;
  - Ensure that older people have a wider choice of housing and care options including the provision of person centred care and support.
- 3.5 Alongside this, current requirements and future projections also indicate a need for the provision of additional care beds with nursing across the city. At present, there is an undersupply of nearly 500 care beds with nursing, which is projected to rise by 2028 to nearly 1,400. With regards to care beds without nursing, figures indicate that there is current and future sufficient provision across the city – at present there is an oversupply of over 700 beds, rising to over 1,000 in 2028. However, it is to be acknowledged that some Wards in the City do not have sufficient provision to meet future demand.
- 3.6 The number of people with dementia is currently forecast to rise and the Council would welcome the development of more Extra Care housing and nursing care places that are able to support people with dementia. This will include internal and external spaces that are designed specifically for people with dementia.
- 3.7 With regards to demand for sheltered and general needs units for rent by people over 75, figures supplied by Housing Leeds on Leeds Housing Register waiting list, dated July 2015, indicated that there are over 1,700 older people interested in accessing this type of accommodation.

### **Ensuring quality accommodation for older people**

- 3.8 The prospectus has an emphasis on delivering good quality housing which is underpinned by the Leeds Standard to ensure excellent quality in the delivery of new homes under three themes: Design Quality, Space Standards (including accessibility) and Energy Efficiency Standards. Of relevance to the delivery of specialist accommodation for older people, the Leeds Standard includes best practice approaches to deliver affordable warmth and the construction of accessible properties. Alongside this, where possible, the Council would encourage potential providers to consider dementia friendly developments and the best practice standards from Housing our Ageing Population: Panel for Innovation (HAPPI), which seeks to reduce the institutional feel of buildings and emphasises light, space and adaptability, are implemented as part of any new housing developments for older people.
- 3.9 Alongside this, for two years, Leeds has operated a quality framework with providers of registered residential and nursing care in the City aligned to a sustainable fee structure. We believe this provides a long term, stable platform for developers and care home operators from the independent and third sectors to consider investment in new facilities the City particularly those which will provide long term care to older people with high complex needs, including those experiencing dementia. We know that a wider range of housing options designed to maximise independence, choice and control, will need to be matched by ensuring the continuing provision of this type of specialist care facility.
- 3.10 The Older People's Housing prospectus links to Adult Social Care's Market Position Statement 2014-15. The Market Position Statement is aimed at providers of housing and care services in the city, outlining the evidence base for Adult Social Care's future commissioning intentions. It gives an overview of the type and nature of support that older people in Leeds currently require and how this is expected to change over the next 5-10 years. The document is currently being updated, with a view to publishing the 2015/16 statement in autumn 2015.
- 3.11 The production of the Older People's Housing Prospectus also contributes towards the recommendations outlined with the Director of Public Health's Annual Report 2014/15, which was focussed on planning a healthy city through the delivery of housing growth. Recommendations outlined in the report underpin one of the key aspects of the prospectus; to ensure the provision of quality, well designed accommodation and that health benefits are considered as part of designing new housing developments.

### **Provision of sites for Older People's Housing**

- 3.12 In order to support the development of older people's housing, the Council has identified the following suitable sites which have the capacity for specialist older people's accommodation:
- Former Wortley High School Site;
  - 2 – 4 Bodmin Road, Middleton;
  - Former Ash Tree Primary School Site, Kippax;
  - Former Primrose Hill Home for Older People, Boston Spa;
  - Holt Park;
  - Windlesford Green, Rothwell.

- 3.13 Ward Members have been consulted on the principle of developing these sites for specialist accommodation for older people and are supportive of this potential use. It is proposed that all but the latter are included within the prospectus for sale, whilst the development options and delivery route for Windlesford Green are being developed separately and will be the subject of a future report to Executive Board. Full details of the sites which will form part of the prospectus are outlined in Appendix 2 of this report.
- 3.14 The sites identified within the prospectus will be advertised on the open market, with a preference for offers for the provision of older people's specialist accommodation. This will ensure that the sites will attract interest from providers of this type of accommodation and meet need as highlighted in the prospectus. The Executive Board is requested to approve this approach to marketing, with a further report submitted to Executive Board to consider offers received for the sites.
- 3.15 Nomination rights may be requested for developments on Council land sold for the provision of older people's housing. It is to be acknowledged that this could have a potential impact on the sale value of the land and will be taken into account when offers are assessed. At this time, there isn't a standard policy for levels of nomination rights requested; these would be assessed on a case by case basis linked to current and projected need.
- 3.16 Alongside the disposal of the already identified sites for older people's housing, work will continue to identify appropriate land in council ownership for older people's housing and opportunities for collaboration, working with developers, local communities, social enterprises and Registered Providers.
- 3.17 Locality profiles, included in the prospectus, provide details of suggested sites, both publically and privately owned, identified through the Unitary Development Plan (UDP) and Site Allocations Plan deemed to be suitable for provision of older people's accommodation following an assessment against the Core Strategy's accessibility standards. The standards state that sites should be accessible and within easy walking distance of town and local centres, ideally no more than a five minute walk (400m). It is also suggested that other factors such as, but not restricted to, the proximity to a frequent bus service, topography, location of GP surgeries and neighbourhood shopping parades, should be considered when suitable sites are selected. A sifting exercise of the sites identified for older people's accommodation has also been undertaken to assess their suitability for specialist provision. Further details on the exercise have been included in the prospectus. It is to be noted that the Site Allocations Plan is still at an early stage; the period for public consultation concluded on the 16th November and has not yet been formally adopted by the Council.
- 3.18 Before official publication, the Council's Creative Services Team will redesign the prospectus to ensure that the document meets corporate design guidelines and looks professional and engaging for external partners.

#### **4 Corporate Considerations**

## **4.1 Consultation and Engagement**

- 4.1.1 Executive Members for Regeneration, Transport & Planning and Health, Wellbeing & Adults have been consulted as part of the drafting of this report via the Housing Growth Elected Members Steering Group and are supportive of the development of a prospectus to encourage the provision of new housing opportunities for older people.
- 4.1.2 Consultation has been and will continue to be undertaken with Ward Members to ensure that they are supportive of sites within their Ward being disposed of for the provision of older people's accommodation.
- 4.1.3 To ensure that older people have had an input into the development of the prospectus, Voice for Older Leeds Tenants (VOLT) has been consulted with as part of the development of the prospectus. Feedback provided by the Leeds Older People's Forum on future development of older people's housing has been included in the prospectus and reflects the aims and priorities of what the prospectus aims to achieve. Engagement with VOLT and the Leeds Older People's Forum will continue following publication of the prospectus.

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

- 4.2.1 The Equality and Diversity/Cohesion and Integration screening document has been completed to ensure due regard to equality issues. This is attached for reference at Appendix 3.
- 4.2.2 The screening process found that this is a positive opportunity to promote the delivery of significant investment in improved, sustainable, specifically designed homes for older people.

## **4.3 Council policies and the Best Council Plan**

- 4.3.1 The production of the older people's housing prospectus contributes towards the following Best Council Plan 2015-20 objectives:
- Promoting sustainable and inclusive economic growth
  - Delivering the Better Lives programme
- 4.3.2 The delivery new housing for older people as promoted through the prospectus projects will also contribute towards the following breakthrough projects:
- Housing growth and high standards in all sectors
  - Making Leeds the best place to grow old in

## **4.4 Resources and value for money**

- 4.4.1 There are no direct resource implications arising out of the proposals in this report, other than that noted at paragraph 3.12 relating to site disposals.
- 4.4.2 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 costs, providing value for money benefits as well as an improvement in quality of life for the city's older people. The delivery of additional housing units specifically for older people can also assist in freeing up larger family homes by encouraging downsizing and facilitate a more effective use of the existing housing stock.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 There are no legal implications associated with the recommendations of this report.
- 4.5.2 There is no exempt or confidential information contained within this report.
- 4.5.3 This report is classed as a key decision and is subject to Call In.

#### **4.6 Risk Management**

- 4.6.1 Delivery risks will be managed in association with specific sites.

### **5 Conclusions**

- 5.1 It is essential that older people have access to a range of housing options appropriate to their stage in life and level of dependency. In order to maximise investment and delivery of the number of type of homes for older people it is proposed that the prospectus will encourage collaboration with other sectors to shape provision in order to meet identified gaps in the older peoples housing market.

### **6 Recommendations**

- 6.1 The Executive Board is recommended to:
  - i) Approve the content of the Older People's Housing Prospectus, attached at Appendices 1 and 2, and support the formal publication, following graphic design, of this document in Autumn 2015;
  - ii) Declare the sites listed at 3.12 surplus to Council requirements and approve the identified sites for marketing for disposal with a preference for the development of older people's specialist accommodation;
  - iii) Delegate authority to the Director of City Development to identify further sites to support the delivery of older people's specialist accommodation;
  - iv) To note that any offers received for the sites listed at 3.12 to be referred to Executive Board for consideration.

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

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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.

7.1 None.