

Annex 11: Havering Specialist Older Persons Housing Review of 2015 report (2018)

3.6 Policy 6 reference at 7.4.4 of Plan to a review of the need but this is not in the evidence base. The Inspector needs evidence relating to the need and supply. Where and when will the supply be provided in order to meet the identified need? Is there a need for specific site allocations to meet the need?

3.6.1 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 council's own sheltered and extra care provision. 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. This report is provided as part of the evidence pack for the inspector. (Older Persons Report: 2015) Included within the response below is;

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

3.6.2 The review of the current and projected need for specialist older persons housing need was undertaken in 2015. This looked at a wide variety of information (section 4 of the Older Persons Report: 2015) and this included:

- 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 council's previous Extra Care housing strategy;
- Wide variety of Health statistics and projections relating to older people in Havering and
- Long term population and general demographic projections for older people in Havering.

3.6.3 The resulting analysis and projection looked at not just the overall need for specialist older person's accommodation but also the different type of accommodation and also the different tenure mixes.

3.6.4 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 base could not take into account. Although both

acknowledge that these local circumstances accept that there could be changes to their figures when local circumstances are taken into account. 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 and
- The tenure split amongst older people in Havering.

3.6.5 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 and
- 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.

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

Table 1 below gives the details:

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

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

Population

3.6.8 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 original report.

Tenure Mix

3.6.9 As you would expect over such a short period there has not 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.

3.6.10 On a separate point 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

3.6.11 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.

3.6.12 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) whilst 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.

3.6.13 Therefore there 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 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 (no change in supply)

Havering	2018			2028		
	Demand	Supply	Variance	Demand	Supply	Variance
Sheltered Housing 100 per 1000+75	2260	1734	526	2870	1734	1136
Rent	480	1024		598	1024	-426
Lease	1805	710		2250	710	1540
Enhanced Sheltered 20 per 1000 +75	457	0	457	574	0	574
Rent	96	0	96	120	0	120
Lease	361	0	361	450	0	450
Extra Care 25 per 1000+75		195			195	-195
Rent	120	175		150	175	-25
Lease	451	20		562	20	542

3.6.14 The majority of action that has been taken in regard to the physical changes outlined in the 2015 report have to date related to the councils own sheltered housing stock. They have however been carried out in accordance with the overall needs that the report identified.

3.6.15 The report found that:

- That not all of the councils 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 the borough and this would continue even with the older persons population growth;
- That this contrasted either the current and projected deficit in sheltered/retirement housing for lease and sale in the borough and

- That although there was a current and projected deficit in enhanced and extra care housing it was greatest in the sale/lease sector.

3.6.16 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 a 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 for people with varying care needs to be accommodated within Brunswick Court and will be redeveloped to become an extra-care housing complex.

Table 3- Council sites

Site	Current no. of Units	Proposed no. of Units			Property Specification	Start on Site	Site Practical Completion
		Private	Affordable Rent	Total			
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 Lane*	31				General Needs	Sept-2026	Nov-2028
Total	286	285	191	476			

3.6.17 The council's approach has been to plan 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.

3.6.18 Policy 6 of the Local Plan clearly identifies the types of sites and developments which are appropriate to meet the specialist needs of local people. The Spatial Strategy's approach to emphasise housing delivery in the Strategic Development Areas, supported by the required infrastructure, will help to ensure a wide range appropriate sites are available in accessible locations, close to essential services. The housing trajectory currently anticipates over 9,000 new homes to be delivered within the Strategic Development Areas over the plan period. In addition, the Site Specific Allocations Local Plan Document will look to identify where sites are appropriate for specialist older persons housing.

It is still the authority's contention that there are sufficient brown field 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.

3.6.19 The councils own planned programme illustrates that using five of the seven available sites they have been able increase overall number of units by 166% with differing size schemes.