

REPORT TITLE: SCOPING DOCUMENT FOR THE OLDER PERSONS  
ACCOMMODATION STRATEGY- INITIAL THOUGHTS.

20 FEBRUARY 2024

REPORT OF PORTFOLIO HOLDER: Councillor Chris Westwood, Cabinet Member  
for Housing

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WARD(S): ALL

PURPOSE

The council last reviewed housing provision for older people in the district of Winchester in 2015. This revised Older Persons Accommodation Strategy will be closely aligned with the Housing Strategy, the Council Plan, and the Local Plan.

This report sets out the proposed scope of the review and invites members initial thoughts on what should be the overarching priorities in the Older Persons Accommodation Strategy.

The paper will also outline.

- The proposed methodology to be used, inclusive of consultation.
- Proposed timetable for the delivery of the new strategy.
- What do we mean by older persons accommodation, what are the current demographics by age, accommodation, and housing need, what accommodation is currently available.

The paper outlines a number of priorities and emerging issues that could inform the Older Persons Accommodation Strategy that have been derived from the current evidence base.

**RECOMMENDATIONS:**

That the Policy Committee note the report, and are asked to provide particular comment on the proposed and emerging priorities for the Older Person's Accommodation Strategy 2024-2029, namely:

1. The supply of housing is sufficient, affordable and appropriate accommodation in the right place, at the right time for older people.
2. The district's current provision of all older person's accommodation is fit for purpose and delivers choice for older people across tenures.
3. The accommodation needs and aspirations of older people in the district of Winchester are met.
4. The accommodation issues raised by older persons because of the consultation are addressed.
5. The strategy is aligned with the priorities of Health and Adult Social Care to use technology as an enabler, supporting older people to remain living independently for as long as possible.
6. The market is fully reviewed.
7. The council's current policies relating to the allocation and charges for older persons affordable accommodation are reviewed and revised.

## 1 RESOURCE IMPLICATIONS

- 1.1 The Housing Revenue Account (HRA) Budget, Business Plan, current investment plan, General Fund (GF), Disabled Facilities Grant ( DFG), New Homes Capital programme and various other grants that are directly received from Central Government, are already in place to ensure the key priorities for this Strategy are delivered. New funding streams may become available during the lifespan of this strategy.
- 1.2 There are various workforce implications from the provisions of the strategy itself in addition to the impact of existing and the possibility of new legislation for example around Adult Social Care Reform White Paper, the Supported Housing (Regulatory Oversight ) Act 2023, the findings from the Older Persons Task Force, the Social Housing White Paper and other government initiatives and welfare reform changes which may evolve during the lifespan of this strategy. Any increase in the new build programme or recommissioning of existing stock will have resource implications for the service and other services such as Legal, Finance and Estates. Any changes to funding such as the disabled facilities grant provisions will impact on the team's resources and ability to maximise the opportunities presented.

## 2 SUPPORTING INFORMATION:

- 2.1 The council needs to respond to the changing accommodation needs for older persons. In 2015 the council carried out an assessment of 'Specialist Housing for Older People in Winchester', and since this date this has been reviewed in other strategies such as the Housing Strategy 2023-28 but not in its own entity. There has been a significant shift in national policy since 2015.
- 2.2 To review this strategy the council and its partners need to understand the local context regarding care and support needs, and the relative supply position, if the council are to make available a diverse range of high-quality provision that people want. How the council aims to achieve this is outlined in 3.1-3.5
- 2.3 For the purpose of this review, older persons refer to anyone over 55 years of age.
- 2.4 Accommodation for older persons covers a broad spectrum of accommodation across all tenures inclusive of owner occupation, the private rented sector, social registered providers, and council housing. The types of accommodation available are Sheltered/Retirement accommodation, Extra Care, Residential or residents who choose to remain in their own homes with or without care/adaptations.

2.5 The accommodation review for older persons is necessary due to a significant shift in this cohort's needs and aspirations, the increase in the aging population in the district of Winchester, changing pressures and demands placed on Adult Social Care and health services and national policy.

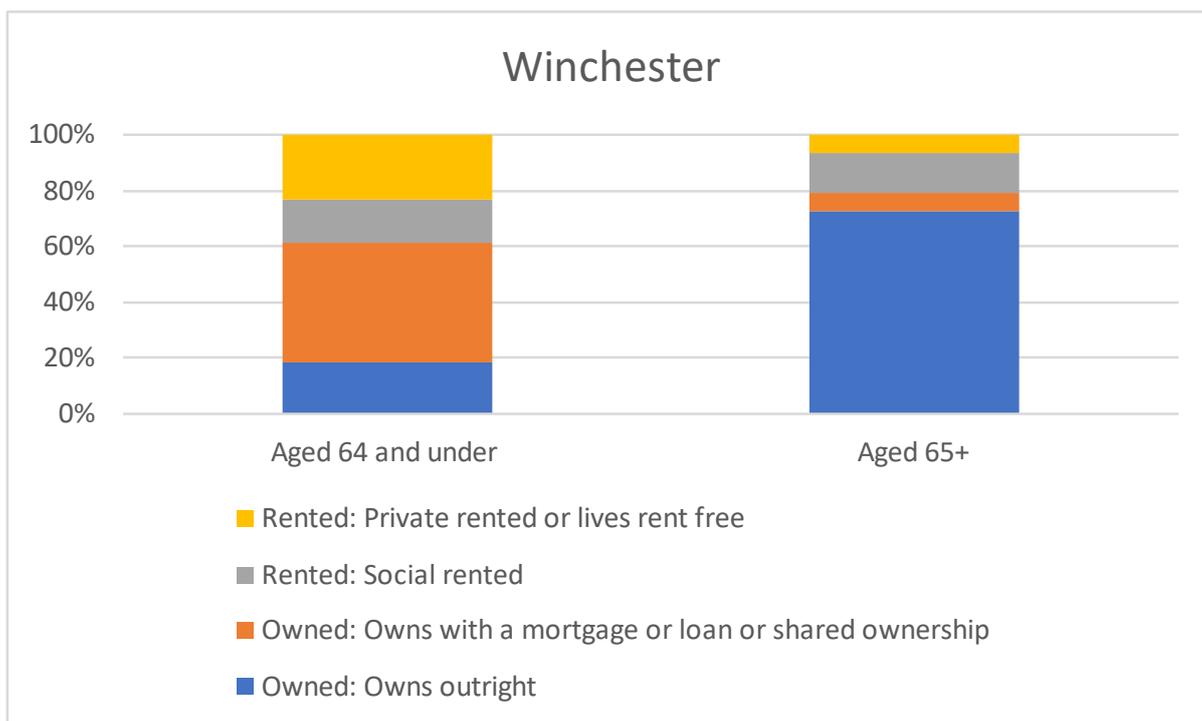
## 2.6 Local Demographic Data

2.7 The forecast changes in population by 2036 show the most change is that of older groups. The Winchester district will gain a 5.2% increase in population by this date. Growth primarily occurs within those aged 65+ (8,563) and those aged 85+ who increase by 65.4% (2,893). Single/couple households over the age of 65 make up one of the 3 largest household groups (arc4 2023). Tables below illustrate this.

Age Groups	2022	2036	Number change 2022-2036	% change 2022-2036
0-19	31,088	29,994	-1,093	-3.5%
20-39	25,970	26,527	557	2.1%
40-54	24,649	23,905	-744	-3.0%
55-64	17,124	16,409	-715	-4.2%
65-74	13,740	17,120	3,380	24.6%
75-84	10,168	12,457	2,290	22.5%
84+	4,426	7,319	2,893	65.4%
All Ages	127,164	133,732	6,568	5.32%

Household type	Northern Market Area	Southern Market Area	Winchester Town Market Area	WINCHESTER DISTRICT	SOUTH EAST REGION	ENGLAND
Older singles/ couples 65 and over	29.3%	22.2%	23.0%	24.0%	21.6%	20.5%
Single under 65	10.9%	12.5%	18.4%	14.0%	16.1%	17.9%
Couple under 65 no dependent	22.3%	22.7%	17.9%	20.9%	18.7%	17.6%
Couple under 65 with children (inc. non-dependent)	30.2%	30.0%	23.4%	27.8%	27.0%	25.4%
Lone parent	5.0%	6.9%	7.4%	6.6%	9.2%	10.6%
Other	4.8%	5.6%	9.9%	6.8%	7.4%	8.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Base	17,860	12,760	16,245	46,865	3,555,463	22,063,368

2.8 The graph below illustrates all tenure breakdown for residents for 66 years+ as of May 2023.



Please note that this is only for households where **all members are aged 66 and over** and there will be people aged 66+ who are living in households which include other members of different age bands, and so are not included here. Hampshire County Council will be able to provide further information on over 55's after the completion of their demand modelling work at the end of January 2024.

2.9 The tables below illustrate current demand on the housing register (as of Jan 2024) for those eligible for an allocation to sheltered accommodation, the figures are for applicants who are single and aged over 55 with a 1 bedroom assessed need and they also include a couple where at least 1 of the 2 household members aged 55 and over and the other partner is aged over 50. The second table illustrates the current tenure of these households who are on the housing register. 28 % of this cohort reside in the private sector.

	<b>Singles aged 55-59</b>	<b>Singles aged 60+</b>	<b>Total for singles</b>	<b>Couples with 1 HHM aged 55-59 with other HHM aged 50-59</b>	<b>Couples eligible for 60+ with other HHM aged 50+</b>	<b>Total for couples</b>	<b>Total</b>
<b>Band 1</b>	0	1	1	0	0	0	1
<b>Band 2</b>	11	58	69	4	19	23	92
<b>Band 3</b>	51	113	164	14	35	49	213
<b>Band 4</b>	12	67	79	1	15	16	95
<b>General Register</b>	57	146	203	17	45	62	265
<b>Transfer</b>	17	93	110	2	24	26	136
<b>Total no. of applications</b>	<b>74</b>	<b>239</b>	<b>313</b>	<b>19</b>	<b>69</b>	<b>88</b>	<b>401</b>

Tenure Type	Singles aged 55-59	Singles aged 60+	Total for singles	Couples aged 55-59 with other HHM aged 50-59	Couples eligible for 60+ with other HHM aged 50+	Total for couples	Total
<b>Council Secure Tenant</b>	14	90	104	1	26	27	131
<b>Hostel/non-secure Tenant/Supported</b>	2	4	6	0	0	0	6
<b>Housing Association Tenant</b>	15	38	55	3	16	19	74
<b>Family/Friends</b>	9	16	25	2	0	2	27
<b>Lodger</b>	1	2	3	0	0	0	3
<b>NFA</b>	1	4	5	1	1	2	7
<b>Other</b>	6	14	20	0	2	2	22
<b>Owner Occupier</b>	1	10	11	0	4	4	15
<b>Private Tenant</b>	24	57	81	11	19	30	111
<b>Tied</b>	1	2	3	1	1	2	5
<b>Total</b>	74	239	313	19	69	88	401

## 2.10 National Policy Context

- 2.11 In April 2023, the government appointed an independent Older People's Housing Taskforce to consider how greater choice, quality, and security of housing for older people can be achieved. They will make recommendations to government during 2024. The recommendations of the taskforce are likely to be relevant to WCC's Older Persons Accommodation Strategy as they will likely cover the following: the appropriate level of older people's housing, the enablers and barriers to growth of supply and the options to increase the range and choice of specialised housing available to older people.

UK Government also set out in its Adult Social Care Reform White Paper a capital grant allocation of £213 million over the next three years to encourage developers registered with Homes England and/or the Greater London Authority to bid for a share of the Care and Support Specialised Housing Fund (CASSH) to develop specialised/supported housing. The availability of capital grant funding from the Government through the CASSH Fund means that Registered Providers will have greater access to public grant to fund the development of supported housing.

- 2.12 There is evidence that the Homes England Affordable Homes Programme has 'underspent' in relation to capital investment in specialised housing. This presents a potential opportunity in relation to bids for capital funding for new housing schemes designed for older people (in addition to bids for new extra care housing schemes) as long as development does not take place as part of a section 106 affordable housing obligation.
- 2.13 The recent Supported Housing (Regulatory Oversight) Act 2023 will affect supported housing providers, including sheltered housing, by setting a new framework of systems for the supported housing and older persons housing sector. The act will introduce new systems for licensing for local authorities, standards for support and obligations for local authorities to develop strategic housing plans quantifying supply and local need. This will have implications for every local authority including WCC and may potentially have implications for providers of housing for older people.

## 2.14 Local Policy Context

- 2.15 A progress report produced by Hampshire County Council on the older persons' housing and health programme states that:
- In 2011, a £45m capital envelope was approved to support the delivery of new Extra Care Housing for Older Adults and the extension of two Nursing Homes.

- Over the following four years, several developments were facilitated, but reductions in rents and capital grant subsidies passed commercial risks onto providers, leading them to seek increased capital support from the County Council.
- Between 2011- 2018, 17 developments have been completed, providing over 800 extra care units for around 900 older adult residents. This includes the scheme (Chesil Lodge) that was opened in 2018 in Winchester.
- A new Extra Care Housing Strategy was implemented, introducing a mixed tenure policy, and utilizing private equity in exchange for reduced capital grants. Changes were made to enhance viability, including more one-bedroom flats, flexible communal area requirements, and an open procurement approach to boost competition among providers.
- HCC has seen benefits of providing extra care housing, including greater independence and safety for residents, reduced social isolation, and lower care costs compared to residential care.
- HCC's Cabinet-approved 5-year Strategy aims to double the number of housing units for Older Adults, achieve around 25 developments with

1,500 or more units and facilitate specialised developments for individuals with Dementia/Mental Health needs.

- HCC is working with district councils, Homes England, housing providers and through planning agreements to deliver the expansion plans.

## 2.16 **Proposed areas of review**

2.17 The aim of this review will be, but not limited to, considering the following priorities.

- Meets the accommodation needs and aspirations of older persons in the district of Winchester across all tenures
- There is sufficient affordable and appropriate accommodation in the right place at the right time for older persons.
- The provision available is future proofed in line with the 10 'HAPPI Principles.' HAPPI principles are outlined in this link [https://www.housinglin.org.uk/assets/Resources/Housing/Support\\_materials/Other\\_reports\\_and\\_guidance/HAPPI\\_Executive\\_Summary.pdf](https://www.housinglin.org.uk/assets/Resources/Housing/Support_materials/Other_reports_and_guidance/HAPPI_Executive_Summary.pdf)
- WCC current provision of all older person's accommodation is fit for purpose and delivers choice for older people across tenure.

- Addresses the accommodation issues raised by older persons because of the consultation.
  - Is aligned with the priorities of Health and Adult Social Care to use technology as an enabler, supporting older people to remain living independently for as long as possible.
  - Reviews the market, Market Position Statement and Strategic Housing Market Assessment (SHMA).
  - Reviews the WCC's current policies relating to the allocation of older persons accommodation.
- 2.18 By reviewing and setting the priorities this will provide the future housing needs of affordable and appropriate accommodation for older persons.

### **3. Evidence Base**

3.1. The council will need to review thoroughly all the evidence available and carry out consultation with all relevant stakeholders to achieve the outlined priorities: a desktop evaluation of the documents listed below will be carried out.

- SHMA
- Housing Strategy 2023-2028
- Local Plan
- Local Market Position Statement
- Housing LIN Report (commissioned by Winchester City Council Oct 23)
- Hampshire County Council Demand Modelling report
- Hampshire and Isle of Wight joint Strategic Needs Assessment
- Assessment of Housing Need from Hampshire Homechoice
- Councils and RP's development plans
- Review of Council's and RP's Housing Stock
- arc4 analysis of the housing market in the Winchester District commissioned in Feb 23
- Reviewing the pathways to care, community-based services, neighbourhoods.

3.2. From reviewing the market position the review will bring together a range of information about the market into one short document, this evidence base will give the Council an understanding of the local

social care and support market, it will summarise key messages about demographic trends, population needs and the projected impact on demand. It is important to note that it will cover the whole market and not the element that just the Local Authority funds. This evidence base will then inform the local approach.

#### **4. Consultation**

- 4.1. In order to gather meaningful information from all our stakeholders a detailed consultation plan will be devised on who and how we consult for this strategy. This consultation will include consulting with pre-retirement aged residents, existing cohort, estate agents, private landlords, HCC, RPs, DFG's officers, private retirement home providers and developers and council officers.
- 4.2. The consultation will be conducted but not limited to questionnaires, focus groups, forums such the Private Landlords Forum, and digital surveys. A consultation plan will be developed with a clear timetable.

#### **5. Next Steps**

- a) To agree stakeholders for the project team.
- b) Devise consultation plan and timetable
- c) Evaluate the evidence base.
- d) Agree action plan with milestones with achievable dates to enable the production of the strategy.
- e) To take a draft Older Person's Strategy to Cabinet Housing late 2024, early 2025

#### **OTHER OPTIONS CONSIDERED AND REJECTED**

- 6.0 To outsource the creation of the Older Persons Accommodation Strategy, this was rejected due to budget pressures and the risk of the local knowledge and need not being represented.
- 6.1 That the council does not adopt a new Older Person's Accommodation Strategy, this would not be good practice in line with upcoming legislative changes and the increase in the older population within the Winchester District.