

Meeting:	Cabinet
Meeting date:	19 March 2015
Title of report:	Herefordshire Older People's Housing Strategy and Pathway
Report by:	Programme Director (Housing and Growth)

Classification

Open

Key Decision

This is a key decision because it is likely to be significant in terms of its effect on communities living or working in an area comprising one or more wards in the county.

NOTICE has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

Wards Affected

Countywide

Purpose

To approve the Herefordshire Older People's Housing Strategy and Pathway.

Recommendation(s)

THAT:

- (a) Cabinet approves the Herefordshire Older People's Housing Strategy and Pathway Action Plan (as attached at Appendix 1 of this report).**
- (b) Instruct the Programme Director, Housing and Growth, following consultation with the Cabinet Member, to undertake final minimum amendments as required, prior to publication.**

Alternative options

- 1 Not to approve the Herefordshire Older People's Housing Strategy and Pathway Action Plan.
 - Advantages – There are no advantages in determining not to approve the Strategy Pathway Action Plan.
 - Disadvantages – The Older People's Housing Strategy and Pathway Action Plan forms a critical part of the transformation of Adult Wellbeing Services. In responding to the growing older population and funding challenges faced by Herefordshire's Health and Social Care partners it establishes the Council's approach to enabling residents to live healthily and independently for longer.

Reasons for recommendations

- 2 Approving the Herefordshire Older People's Housing Strategy and Pathway Action Plan will provide clear guidance and endorsement on the housing and other related services that the Council proposes to develop in partnership with a range of partners to address the budgetary, housing and service challenges posed by our ageing population.

Key considerations

- 3 Older households will make up a substantial proportion of Herefordshire's growing population over the next 20 years with 90% growth in households aged 85+ predicted by 2030.
- 4 Coupled with demographic changes Herefordshire is experiencing increases in people with dementia and other long term conditions. Generally, people with disabilities are living into older age and the rural nature of the County means that health and social care providers face greater costs in terms of service delivery. However, by 2014, Central Government funding for Councils, during the course of this Parliament, will have been cut by over 40%.
- 5 Herefordshire's rurality also means many older households are at an increased risk of social isolation with negative impacts on health and wellbeing as a result. The Herefordshire Council Healthy Housing Report 2012 highlighted that older households are more likely to live in older, larger housing with an increased risk of homes being non-decent and vulnerable, older households being in fuel poverty.
- 6 The Herefordshire Market Position Statement indicates that increasing demand for social care services, legislative changes within the Health and Wellbeing sector and reductions in funding to local government will require significant transformation in the social care market in Herefordshire. In particular, in meeting the requirements of the Care Act, there will be an increased need for the health and social care sector to integrate their approaches to care and support. This needs to be done in a way which helps reduce, prevent and delay the need for health and care services and supports people to maintain their independence for as long as possible. Housing and housing-related advice and support services are critical to helping provide greater choice and independence and reducing peoples reliance, in later life, on health and social care services.
- 7 Currently, there is an imbalance in the housing market in Herefordshire which limits

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the housing options and choices available to people as they start to think about their future housing, health and wellbeing needs. This housing shortage applies across general needs and specialist housing for older people and there is a need to deliver more housing which is suitable for and able to adapt to, the changing needs our growing older population.

8. To inform this approach Peter Fletcher Associates and Arc4 were commissioned to carry out a comprehensive survey of households aged 50 and over and both qualitative and quantitative data was collected and analysed in relation to housing and support needs. Amongst key data recorded the survey found that:-
 - a. Just over 80% of households responding were home owners with two thirds of these mortgage free.
 - b. 67% were under-occupying their property.
 - c. The main needs for support related to cleaning, gardening and other maintenance tasks followed by personal care needs.
 - d. Up to 27% either intend to move in the next 5 years or are not sure of their moving intentions, however most want to move locally.
 - e. Better information and advice was identified as a key area for over one-fifth of the households surveyed.
9. The Herefordshire Older People's Housing Strategy and Pathway has been developed as an essential part of a broader transformation of the health and social care system, responding not only to the legislative changes, but also to the specific challenges for Herefordshire in relation to demographic changes and the lack of housing choices for older people.
10. The Strategy recognises the need to address the prevention agenda and identifies essential information, advice and guidance tools within a 'Pathway' for older people which promotes self-determination, independence, choice and control. Whilst elements of the Strategy Pathway centre on developing advice and housing-related support services, in partnership, it also sets out the approach to addressing the lack of housing market choice available to older people in Herefordshire.
11. Section 5 of the Strategy Pathway sets out the key actions required to turn the pathway into a reality for older people in Herefordshire. They are:-
 - f. Setting up the information and advice services and self-assessment tools for older people to make informed housing, service and support decisions in older age.
 - g. Developing the service offer to enable older people to stay at home
 - h. Developing the right housing mix to meet the housing need and demand of the ageing population.
12. Importantly, for the purposes of action (c) above, the Strategy Pathway identifies the housing delivery needs in the context of the 7 Housing Market Areas (HMA's) identified in the Herefordshire Local Housing Market Assessment, enabling regard to be given to addressing shortfalls at a local level.
13. Herefordshire Council will engage with a wide range of partners across the Housing,

Health and Social Care sectors to ensure the Housing Strategy Pathway Action Plan is delivered. This will include encouraging the development of capacity and capability within communities to connect with and support older people to live independently, working with developers to explore and deliver improved choice for older people within their local housing market areas. Market development will involve working with our partners to better understand the gaps and opportunities in the information, advice and guidance available and importantly, in the support options which help people to make the right decision as early as possible in preparing for older age.

Community impact

14. The Strategy and Pathway Action Plan has been developed taking into account the findings of the Understanding Herefordshire evidence base and other data sources including the findings and recommendations of the Peter Fletcher and Arc4 study, the Local Housing Market Area Assessment and Healthy Housing Survey Report 2012.
15. It is framed within the context of a Herefordshire Adult Social Care Strategy that describes a new relationship with individuals and communities:

In order to manage the funding challenge and to ensure the sustainable delivery of personalised care, we need to develop a new relationship with citizens and the local community. Changing the way that existing services are delivered will in most cases not be sufficient. There needs to be a fundamental change in expectations of individuals, communities and service providers if the most is to be made of available resources. The challenge is to develop an approach that benefits both the individual and the council, while discouraging behaviours that create user dependency and incur further costs.

Equality duty

16. The Older People's Housing Strategy and Pathway seeks to develop improved housing options for older people and create an environment in which older people are able to both consider, understand and access the right housing options to help ensure they live independently and healthily for longer.
17. This includes widening the quantity, quality and accessibility of information available and developing new housing which will improve the housing market choices available for the growing older population in Herefordshire.
18. In especially seeking to support people who are vulnerable or who would otherwise become vulnerable the Strategy and Pathway will advance the equality of opportunity of a significant proportion of the population of Herefordshire to live healthily and independently for as long as possible.

Financial implications

19. The Actions proposed within this report will be taken forward within the existing budget envelope for Adults Wellbeing. For instance, it is anticipated that some advisory and signposting services can be adapted from pre-existing web-based systems used by other local authorities and some housing-related support services could be delivered on a charged-for basis, for instance, expanding Home Moving Services available from Voluntary Sector providers.
20. However, should the development of Information, Advice and Guidance services or

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Support Services require additional funding, for instance on a spend-to-save basis, the financial implications will be brought for consideration as appropriate.

21. The report does not propose any financial commitment to fund Land or Capital development costs or in relation, for instance, to the delivery of mixed-tenure Extra Care Housing. Any such proposals which carry financial implications will be brought for consideration as appropriate.

Legal implications

22. Proposal is in accordance with the Care Act 2014 which states that the provision of suitable accommodation can be an integral part of care and support and provides flexibility for local authorities to arrange different types of accommodation to meet a person's care and support needs. The Care Act places a duty on local authorities to provide information and advice about care including housing..

Risk management

23. There are no significant risks for the Council in approving the attached Strategy Pathway. The first proposal in relation to the development of improved information, advice and guidance does not represent a significant risk to forecast budgets although it will be necessary to apply some additional staffing resource to evaluating and securing the required information systems and ensuring connectivity to existing Council information and advice systems.
24. Whilst implementing the Strategy and Pathway is expected to impact positively on the demand for Health and wellbeing Services over the medium to longer term, failure to approve will lead to continued and increasing budget risks over the same period as the goring older population requires greater and greater access to health and wellbeing services funded by the Council and its statutory partners. Any risks highlighted will be flagged up in the relevant departmental risk register.
25. The Strategy does propose the development of significant amounts of specialised housing for older people including Extra Care. Whilst this report does not identify any specific Capital schemes the Cabinet may, in future, be asked to consider specific opportunities for Council-owned land to be developed for the purpose of providing Extra Care housing and whether, for the purpose of enabling affordable housing within the development, the Council wishes to extract full market value for the land. Any such proposals will be considered on a case by case basis.

Consultees

26. The Herefordshire Older People's Housing Strategy and Pathway was informed by the findings of both quantitative and qualitative survey data as part of the study of households undertaken by Peter Fletcher associates and their research partner Arc4. A sample of 12,268 households were contacted and 3,578 questionnaires were received in response
27. A Workshop event involving a range of providers and stakeholders was held in July 2014 for the purpose of informing the development of the Strategy and Pathway. Consultation with a smaller 'members working group' was held in October 2014. A further Workshop is due to be held prior to Cabinet's consideration of this report.

Appendices

Appendix A – The Herefordshire Older People’s Housing Strategy and Pathway.

Background papers

- Peter Fletcher Associates - Study of the Housing and Support Needs of Older People in Herefordshire (2012) Updated 2015.