

Housing, Finance & Corporate Services Committee

Date:	10th April 2017
Classification:	General Release
Title:	Review of Community Supportive Housing
Report of:	Barbara Brownlee – Director of Housing and Regeneration
Cabinet Member Portfolio	Housing
Wards Involved:	All
Policy Context:	Building homes and Celebrating Neighbourhoods is a 2017/18 City for All programme
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1. Executive Summary

The Housing Learning and Information Network and Arcadia Architects have been commissioned to complete a review of the council's 1,000 units of community supportive housing (CSH). This stock is also sometimes known as sheltered housing. The consultants will present their emerging findings from work done so far on the review to the committee, at a workshop style session, and will seek members' comments on them. These comments will help to inform the final recommendations. The review is due to be completed in May/June.

- 1.1 The review was commissioned in response to: uncertainty over future demand for CSH and declining demand from council tenants, who might free up family sized housing if they chose to move into CSH; an aging stock, some of which needs investment and doesn't meet modern requirements; and the need to ensure the council is making the best use of this asset and that it is aligned to wider council objectives.

- 1.2 The session will centre around three core questions: (1) how well is CSH meeting current demand and how well will it meet future demand? (2) how well does it contribute to meeting the council's key priorities and objectives? and (3) what changes are needed (for the stock to better meet current and future demand and the council's priorities) and how can they be made?

2. Key Matters for the Committee's Consideration

- 2.1 The Housing Learning and Information Network (LIN)¹ and Arcadia Architects have been commissioned to complete a review of the council's community supportive housing (CSH) stock and are leading a workshop session at the committee. A representative from the Kings Fund² will also attend as they are acting as a critical friend to the project.
- 2.2 Overall the study aims to assess if the council is making the best use of its CSH asset (excluding registered provider stock and extra care housing) and to make any recommendations for change. Committee members will be asked at the session to comment on the emerging findings and evidence gathered so far to help develop clear and feasible recommendations – which will be in final report which is due in May/June 2017. This session follows a similar one with officers in March.
- 2.3 The emerging findings, which will be presented on the day, will be structured around three core questions:
 1. How well is CSH meeting current demand and how well will it meet future demand?
 2. How well does it contribute to meeting the council's key priorities and objectives?
 3. What changes are needed (for the stock to better meet current and future demand and the council's priorities) and how can they be made?
- 2.4 The review responds to common issues in the sector and some examples of similar local authority reviews have been provided by the Kings Fund in their critical friend role and are in the appendix.

3. Background to the review

3.1 *Demographics*

The number of older people in the Westminster population is projected to grow with the greatest increases in the 75+ age group. Estimates suggest that 25%

¹ The Housing LIN is a network which brings together housing, health and social care professionals in England and Wales. Their aim is to exemplify innovative housing solutions for an ageing population. It also has a consultancy arm

² The Kings Fund is an independent charity working to improve health and social care in England

of older people in Westminster have a low income³ and that 45% of older people in the city are living alone⁴.

Table 1: Estimates of older people in Westminster

Age	2017	2030	% change
60+ ⁵	40,118	56,888	42%
(number that might be living in poverty) ⁶	10,029	14,222	
75+	13,466	20,534	52%
(number that might be living in poverty)	3,366	5,133	

3.2 **Existing council provision of older persons housing**

3.3 *Community Supportive Housing*

Sheltered housing in Westminster is known as Community Supportive Housing (CSH). It can be seen as part of a continuum of older persons housing where the cost of provision rises as more care and support is needed.



3.4 CSH is purpose built self contained social rented housing which includes some communal facilities and activities and a warden who may be resident. Residents are generally able to live independently or with limited support. There are 1,000 council units across 21 schemes, occupied by 1,170 residents of which c29% are over 80. The schemes provide some activities and facilities on site – although the scope of these varies - from coffee mornings and lunch clubs only - to more wide ranging activities. There are also another 1,000 registered provider units across Westminster.

3.5 *Extra Care Housing*

The residents of extra care housing (ECH) are more vulnerable and have access to 24 hour support. There are currently two ECH schemes in the city

³ Index of Multiple Deprivation 2015: Income Deprivation Affecting Older People (IDAOP).
⁴ Census 2011

⁵ Census 2011

⁵ 2015 Round of Demographic Projections based on the short term migration scenario, GLA, 2016

⁶ Index of Multiple Deprivation 2015 Income Deprivation Affecting Older People (IDAOP). The figure assumes that the proportion that are living in poverty remains the same in 2030

(making 79 units) and one 'hybrid' scheme of 19 units which provides more care than in traditional CSH but does not provide 24 hour care.

3.6 *Residential and Nursing accommodation*

Residential and nursing care is generally non-self-contained accommodation (people do not have tenancies) for people with much higher needs and includes in house care. There are c510 older people (aged 65+) in long and short term nursing and residential care, that have been placed by the council, and 63% of these placements are outside Westminster.

3.7 *New supply*

There is no statutory requirement to provide CSH. The London Plan includes an annual strategic benchmark for local authorities on older peoples housing across all tenures - this is not a firm supply target but is intended to help boroughs to set their own targets in their local plans. For Westminster, this is 20 social units each year (plus 70 private sale units and 20 intermediate rent)⁷. The benchmark is not prescriptive about the type of older persons housing this should be. The council's new City Plan, which is due to be completed in the next 18 months, will include a policy dedicated to supporting the delivery of more housing for older people to meet need, and the CSH review will help to inform any social housing needed.

3.8 Currently there is no new additional CSH in the affordable housing development pipeline but 139 modern sheltered units are being developed by Central and Cecil Housing Trust to replace an existing scheme which is no longer fit for purpose. This should be completed by 2019. Also, 45 modern CSH units are being developed as part of the Church Street regeneration programme at Lisson Arches, to replace the current scheme at Penn House, and these are also due to be completed in 2019.

3.9 Activity is in progress to expand extra care housing within the city and one new nursing and residential home providing 84 units is planned.

3.10 *Reasons for the review of Community Supportive Housing (CSH)*

CSH is acknowledged to be beneficial for older people - research commissioned by the National Housing Federation and completed by the Housing LIN summaries these as benefits to; the individual; the community; and the tax payer, as it for example:⁸

- Provides a safe and secure environment for older people
- Delays the need for primary and social care interventions
- Helps to link people to the community
- Facilitates downsizing and frees up family sized homes
- Supports older people to remain independent.

⁷ www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-annexes/annex-five-specialist

⁸

www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/Value_of_Sheltered_Housing_Report

- 3.11 The Housing Strategy Direction of Travel Statement 2015 set out the need for a review of CSH⁹ to ensure the stock is fit for the future - and to assess if it could play a greater role in helping to prevent older people from going into care in the future. The review responds to the following factors:
- 3.12 *Uncertain future demand*
A core requirement of the review is to understand future demand for CSH. There were problems letting some CSH units in the past but there are none currently, mainly due to a rise in demand from private tenants (see table 2). It is unclear however if this trend will continue.
- 3.13 Only those with priority for social housing are registered on the council's housing waiting list. In the main these are households that local authorities are required by the 1996 Housing Act (Part 6) to give "reasonable preference" to in their allocations schemes¹⁰. In addition people also need to be "eligible" for social housing and meet the criteria below in the allocations scheme¹¹: (For CSH they also need to be 60 or over, although the 55's or over will be accepted in some circumstances).
- Been living in Westminster for 3 years
 - Less than £59,349 in savings
 - An income of less than £32,011
 - Access to public funds
 - Not been guilty of unacceptable behaviour serious enough to make a person unsuitable to be a tenant.
- 3.14 There are just under 400 older households waiting for CSH and another 150 older people with priority for social housing that only want general needs accommodation. Those waiting for social housing make up a very small proportion of Westminster's older population, including those estimated to be living in poverty and might apply for this type of housing, as table 1 shows.
- 3.15 Older people applying for CSH have to be first accepted by a panel to ensure that their needs can be met there. Once accepted, they can bid for properties or be made direct offers if they prefer. There are c80 - 100 lets each year, so supply does not meet demand but waiting times are much less than for family sized housing and are around one year.
- 3.16 Table 2 shows that the majority of CSH applicants are living in the private rented sector. Demand from council tenants has been falling, and few older people that are under occupying and would be eligible for a cash incentive payment, apply for CSH, which could free up much needed larger properties.

⁹ www.westminster.gov.uk/housing-strategies

¹⁰ These are people who; are homeless; are occupying insanitary or overcrowded housing; who need to move on medical or welfare grounds; and those who need to move to a particular area and where failure to do so would cause hardship (to themselves or to others).

¹¹ www.westminster.gov.uk/how-we-allocate-housing

3.17 Under occupying council tenants willing to transfer to CSH are eligible for a cash incentive payment ranging from £500 - £12,500 depending on the size of their property and they have the highest priority to be rehoused. At the same time the potential market for CSH from council tenants is considerable as there are 831 single council tenants over 60 that are under occupying in the following bedroom sizes: (there are also 1,488 older single and tenant couples in 1 bedroom flats so are well matched to their accommodation).

- 531 in 2 beds
- 262 in 3 beds
- 38 in 4 beds.

Table 2: Demand for CSH (both council and registered provider)

	Homeless	Those inadequately housed in other tenures (mainly the private rented sector)	Council tenants wanting to transfer	(of which are under occupying council tenants registered for a Cash Incentive Payment)	Total
2012	15 (4%)	243 (62%)	135 (34%)	10 (3%)	393
2013	4 (15)	251 (66%)	123 (33%)	9 (2%)	378
2014	3 (1%)	224 (69%)	100 (31%)	9 (3%)	327
2015	15 (4%)	268 (70%)	101 (26%)	17 (4%)	384
2016	16 (4%)	290 (74%)	84 (22%)	12 (3%)	390

3.18 *Issues with the stock and changing standards and expectations*

The majority of CSH was built in the 1970's and despite a programme of upgrading and improvement during 2008-10, some schemes now need further investment so the review will inform future investment decisions. Some of the stock does not meet modern standards and aspirations - 42% is studios and only 7% is wheel chair accessible

3.19 Standards for sheltered housing have moved on since the stock was developed. In 2009 government commissioned the HAPPI report (Housing our Ageing Population: Panel for Innovation)¹² which recommended a range of standards for older persons housing including: generous internal space standards; circulation spaces avoiding an 'institutional' feel; 'community hubs' in neighbourhoods without a hub; balconies and outdoor space; and doing away with internal corridors.

¹² www.gov.uk/government/publications/housing-our-ageing-population-panel-for-innovation

3.20 Alongside this is evidence that older people want remain in their own homes for as long as possible¹³, and emphasis (set out in the Care Act 2014) on the views and wishes of the person being taken into account when they are receiving any care assessment.

3.21 *Aligning with wider council priorities*

The review will also consider how well CSH is helping to meet the council's priorities and objectives. In addition to the council's City for All programme which places emphasis on developing new affordable housing – key objectives include:

- **Providing homes for those in need and delivering more affordable homes in the city and improving quality of life, protecting vulnerable people and supporting people to make their own life choices** (*Housing Business Plan 2016/17, Housing Strategy Direction of Travel Statement 2015*)
- **Addressing homelessness** (*Housing Strategy Direction of Travel Statement 2015*). As set out in the recent Cabinet Member report relating to new homelessness policies, temporary accommodation for homeless households currently costs the council £4.3m annually and costs are projected to grow¹⁴. (If greater numbers of downsizing older council tenants chose to move to CSH, if it were more attractive for example, more family sized social housing may become available for homeless households)
- **Supporting people to remain in their homes and communities, maintaining their maximum level of independence and community engagement, avoiding residential and nursing placements if possible** (*Tri borough Housing Market Position Statement 2016*)
- **Helping people to prevent the onset of long-term health conditions such as dementia and heart disease** (*Health and Wellbeing Strategy 2017 – 22*).

3.22 *The requirements of the review*

The review focuses around the three core questions in 2.3 and to assist in answering these asks for an assessment of:

- A. Demand for CSH from a range of older people in different tenures and with different needs such as; those in social rented housing, the private rented sector, supported housing, ex rough sleepers and those with severe and multiple disadvantage
- B. Older people's views, expectations and aspirations – particularly those of council tenants who may consider downsizing into CSH
- C. The facilities, activities and services provided taking into account exemplar schemes

13

www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Other_reports_and_guidance/iving-well-at-home.pdf

¹⁴ <http://committees.westminster.gov.uk/documents/s21004/Cabinet%20Member%20Report%20-%20Homelessness%20Policies.pdf>

- D. Each building's functional suitability for meeting existing and future needs which might include: bedroom composition, accessibility, location, communal facilities, design, fixtures & fittings etc (this does not mean a full stock condition survey)
- E. Lettings and allocations processes
- F. The current working relationships across the council to run CSH
- G. How well placed is the service to adapt to the introduction of Direct Payments and Individual Budgets where people may have to choose to receive a service from a range of services.

**If you have any queries about this Report or wish to inspect any of the
Background Papers please contact Report Author:**

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APPENDICES:

Appendix 1: Kings Fund for Westminster City. Examples of Reviews of Sheltered Housing (Community Supported Housing)

BACKGROUND PAPERS

Westminster City Council: Housing Allocation Scheme 2017

Westminster Cabinet Member Report; Homelessness Policies 2017

The Value of Sheltered Housing 2017: James Barrington. Commissioned by the National Housing Federation

Tri Borough Housing Market Position Statement 2016

Westminster Housing Strategy Direction of Travel Statement: December 2015

Mayor of London: The London Plan – the Spatial Development Strategy for London consolidated with alternations since 2011

All Party Parliamentary Group on Housing and Care for Older People: July 2011

Housing Our Aging Population: Panel for Innovation 2009