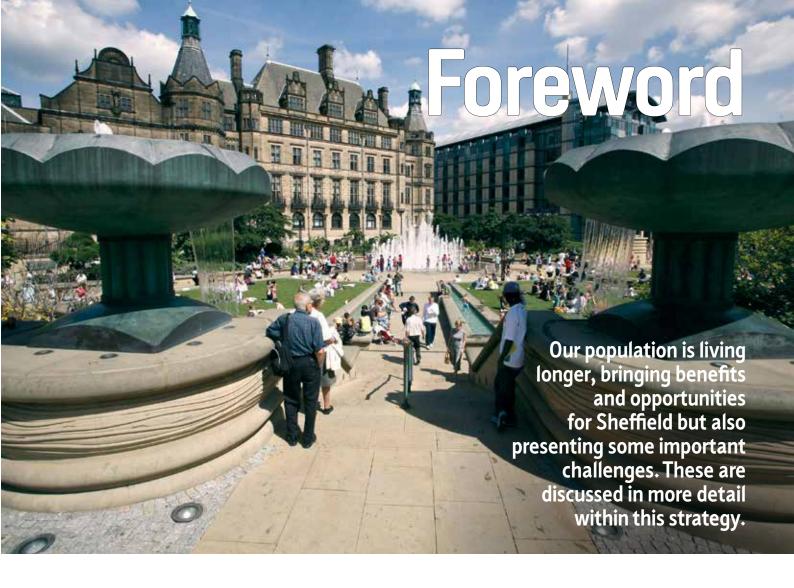


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In A city for all ages: making
Sheffield a great place to grow older
we set out our strategic approach
to meeting the challenges of an
ageing population, and recognised
that how we experience old age is
determined largely by factors that
occur at earlier stages. Housing is
one of these factors and through
this strategy we want to ensure
that we have appropriate homes
which enable healthy ageing and
support our population to continue
living independently for as long as
possible.

Sheffield has a significant deficit in accessible general needs and specialist housing for older age groups, and we know that current planned housing delivery is unlikely to significantly reduce this shortfall. We will aim to aid the delivery of the 280 new specialist homes that are required each year up to 2034 to meet this need. These homes are required for a mix of tenures and we will work with our partners in the private and public sectors to achieve this target. By addressing this deficit we will not only enable independent living but also realise other benefits, including freeing

up homes for larger families and reducing the unsustainable amounts of money we already spend on high levels of care and support. This includes costs arising from Sheffield's above average level of placements in care homes for both assessed places and self-funders.

New age-friendly housing is therefore a big part of our housing delivery plans but we also need to find ways to ensure existing homes and support can be sustainably maintained and improved in the future. The majority of people of all ages will continue to live in older properties built over fifty years ago and we can therefore expect demand for adapting existing properties and other support to help people live safe and well at home to grow in the future.

Meeting these demands and responding to people's housing aspirations in an uncertain financial landscape will require us to be creative about new models of housing with care and support, including better integration and commissioning across social care services. This will require

the Council and its partners in the public, private, voluntary and community sectors to develop more innovative and sustainable approaches. We will continue to work with Registered Providers to find ways to deliver new specialist housing that enables additional grant and borrowing capacity to be levered whilst also allowing the Council to realise the appropriate receipt for land that is being used. It will also mean improving the levels of knowledge and understanding about the available choices and support, and having conversations with older age groups at the right times to help them think about different housing options and to plan for ongoing independent living.

Taking full advantage of these and other opportunities to develop a more suitable and attractive housing offer and provide support to help people stay safe and well in their homes will make a significant contribution to creating an age-friendly city where people of all ages live healthy, active independent lives and enjoy everything that the city has to offer.



PURPOSE OF THE STRATEGY

This strategy sets out how we plan to meet the housing needs and aspirations of Sheffield's increasingly diverse and growing older population. It will help us to address the city's current shortage of age-friendly housing and help to support independent living in later life by setting out our plans for delivering new age-friendly homes and ensuring that existing homes can be maintained and adapted to keep their occupants living safe and well.

Providing more age-friendly housing and better support for independent living will significantly improve the quality of life in older age and allow the diverse benefits that older people bring to Sheffield to be fully realised. It will help us to reduce our levels of care home admissions to bring them in line with other places, and ease pressure on stretched health and social care budgets by contributing to improved levels of health and wellbeing. It will also free up much-needed family housing in the city and help unlock the housing market for people of all ages, whilst also releasing capital into the local economy.

WHAT THE STRATEGY COVERS

This strategy covers housing designed specifically for older age groups, or with older people in mind,

for independent living. This includes accessible general needs housing which is well-designed, accessible and adaptable, and specialist older people's housing with varying degrees of support and/or care to support independent living. It covers housing in both the private and social sectors, for rent and ownership (including leasehold). We call this older people's independent living (OPIL) housing.

It also covers how we plan to make better use of housing-related support and solutions that can help to facilitate independent living for older age groups, such as equipment and adaptations, assistive living technology, allocation policies, financial support, affordable warmth solutions, and information and guidance.

The strategy's scope does not include high level care and support, or residential and nursing care homes; more information about our approach to these types of homes and services can be found in Sheffield's Market Position Statement – Adult Social Carei

WHO THE STRATEGY IS INTENDED FOR

Meeting the housing needs and aspiration of Sheffield's diverse ageing population can only be achieved by private, public, voluntary and community sectors working together to provide a better housing offer. This strategy is therefore also intended to inform and guide developers of general needs and specialist housing, commissioners and service providers working in all of these sectors.

WHAT WE WANT TO ACHIEVE

Our goal is to create an age-friendly city where people age well and maintain the highest possible level of activity, independence and quality of life throughout their life. This means providing diverse, safe and sustainable housing which is appropriate for people's needs and lifestyle choices.

OUR VISION FOR SHEFFIELD:

Age-friendly homes and lifetime neighbourhoods

High quality accessible housing and neighbourhoods that facilitate active-ageing and intergenerational living, which meet the diverse needs and aspirations of older age groups and encourage them to remain living in the city and continue contributing to its social, civic and economic life.

Section 1

A GROWING AGEING POPULATION

By 2034 the number of people living in Sheffield aged 65 and over is projected to have increased to 124,000 from 93,400 in 2017, with a near doubling of the 85+population.

Our older population will be increasingly diverse, including more people from black, minority, ethnic (BME) and lesbian, bisexual, gay, transgender (LGBT) communities, and people living with a range of health conditions and disabilities.

This is something to celebrate and a large older population brings benefits for the city: older people are workers, volunteers, taxpayers and carers. People aged 65 and over in 2013 contributed six times more to the UK economy through employment, informal caring and volunteering, than the money spent on social care by local authorities.

Although the vast majority of older people don't access social care (and usually don't want to), without interventions to improve health and wellbeing it is projected that over the next 15 years the numbers of people aged 65 and over who are unable to perform even basic self-care and domestic tasks will increase by one thirdⁱⁱⁱ.

Our growing number of older households is likely to contribute to an increased demand for independent living solutions and support.

Demand for Disabled Facilities Grants (DFGs), which are used to adapt private sector and some housing association properties, is forecast to increase by 10% year on year, while the need for homecare is expected to grow by between 2 and 12 individuals per month up to 2020^{iv}.

It is therefore important that many new homes built in the future are designed to be accessible and easily adaptable.

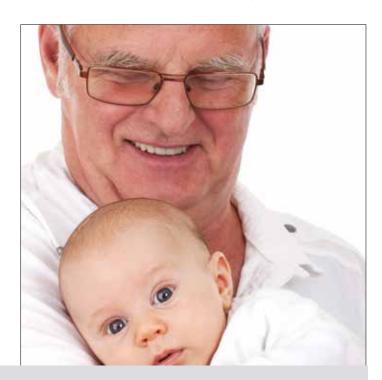
Why a strategy is needed – the current context

HOUSING NEED

Two thirds of Sheffield's older households are owner occupiers and nearly one third of older households live in the social sector (council or housing association tenants). Just 4% live in the private rented sector but this proportion could well rise based on current tenure trends. Only a small percentage of our older population (around 5%) live in specialist accommodation, although with increased provision this could be expected to rise in future decades.

Sheffield's Strategic Housing Market Assessment (SHMA 2013) found that 21% (11,743) of households aged 65 and over were planning to move over the next five years, with 2,499 of these aged 80 and over. 69% of older households planning to move wanted independent accommodation, including around 1,300 owner occupier households who wanted to downsize.

The SHMA also found there were some older households expecting to move into independent accommodation although they would prefer supported housing, potentially a reflection of the lack of availability or affordability of current specialist housing for older people.



KEY CHALLENGES

- >> Delivering housing & neighbourhoods that maximise all of the benefits that older age groups are able to make to the social, civic and economic life of the city
- >> Improving the particularly limited housing choices faced by some groups, such as homeowners with limited resources and low equity levels; people with disabilities; and older residents from some BME and LGBT communities.

Some ethnic groups have also traditionally been less likely to access specialist housing schemes and we need to better understand the reasons for this to ensure our current and future provision meets the needs of all our older residents.

CHANGING LIFESTYLES AND ASPIRATIONS

Aspirations for later life are changing, driven by different lifestyles, values and expectations from previous generations. When considering what types of housing are required, life stages rather than actual age can often be more helpful in understanding aspirations and reasons for moving. The 'third age' has been used to describe the (semi-) retired who still lead very active lifestyles, often encompassing helping with grandchildren, volunteering and hobbies. The 'fourth age' is characterised by a less active lifestyle, with increasing need for support and care, declining health and mobility, and greater risks of loneliness and isolation.

Research in the city by the University of Sheffield^v found that opportunities for lifestyles synonymous with third age living are being limited by the

lack of housing choices in the city. Researchers were told that housing for 'third agers' should broadly meet the HAPPI criteria i.e. accessible housing in good locations that enabled 'third agers' to continue living an active and social lifestyle.

For the 'fourth age', lifetime homes (comparable to Category 2 under the Building Regulations Part M 2015 classifications) were considered suitable, particularly if connections to the wider community are still made to help prevent loneliness and isolation. Aspirations for specialist OPIL housing included feeling a connection to the past; staying active and mobile; feeling safe and secure; maintaining meaningful relationships (in the community and across distances); feeling connected to the present and future; being allowed to 'be me' (avoiding institutionalisation and stereotyping); and feeling comfortable (physically and mentally).

THE FINANCIAL CONTEXT

In recent years huge financial pressures have been placed on the public sector and Sheffield will continue to face major challenges as it deals with the impacts of the

government's austerity measures. Government expectation is that local authorities will become largely self-sustaining. SCC's 'net revenue budget' reduced by nearly a third in the five years to 2015/16, and the money we received from Government reduced by more than 50%. We therefore need to look at how the city's housing can positively influence our expenditure on care and support, and increase opportunities for 'self-care' by helping people to live in a home that better meets their needs.

The Government's new funding model for supported housing due to be introduced in 2020 should bring greater certainty to the market for local authorities and their partners. It follows the introduction of a 1% rent cut in 2016 for supported and sheltered housing managed by local authorities and housing associations for each year up to 2020.

The new funding model will include the introduction of a new "sheltered rent" for sheltered and extra care housing, which is intended to provide the certainty that providers need in order to invest in future supply.

KEY CHALLENGES

- Meeting the changing aspirations of our increasingly diverse older population and ensuring these are reflected in the design of new housing
- >> Addressing the weak viability and uncertain funding environment for specialist OPIL housing





KEY CHALLENGES

- >> Reducing the costs to health and social care services arising from older residents living in unsuitable housing
- Making the most of opportunities for joint working and pooled budgets across housing, health and social care

FINANCIAL SAVINGS PROVIDED BY OPIL HOUSING AND IMPROVED SUPPORT

A growing body of research has demonstrated the financial case for investing in housing that meets the needs of older people, including the net savings to expenditure on public services delivered by specialist housing^{vi} and to NHS spend^{vii}.

It has shown the financial savings that specialist OPIL housing makes by reducing or delaying new care home placements. In Sheffield the rate of placement in care homes is above the national average^{viii}, and we are also seeing a growing number of self-funders whose assets have reduced to the point where Council funding is now required to pay for their placements. Reducing this placement rate will help us to meet our duties under the *Care Act 2014* by preventing or delaying the need for care and support.

Well-designed, accessible general needs housing provides financial savings to health and social care costs by providing safer home environments. In Sheffield, the potential annual savings to the NHS of mitigating the fall hazards most likely to affect older people has been estimated at £3.7 million^{ix}.

Home adaptations also allow significant financial savings by helping to make homes safer to live in, reducing care home placements, enabling earlier hospital discharges, and reducing the need for daily care visits. National research found that annual savings from removing or reducing the need for daily care visits enabled by home adaptations ranged from £1,200 to £29,000 a year, while adaptations allowing a seriously disabled wheelchair user to move out of a residential care placement could save £26,000 per person per year*.

The introduction of the Better Care Fund has provided opportunities to transform joint working between housing, health and social care services, including how we deliver and use home adaptations. As part of our approach to maximising these opportunities we will consider how occupational therapists, technical officers and building contractors can maximise delivery of appropriate Disabled Facilities Grants (DFGs) to meet future demand.

Our evidence tells us that our approach needs to be people centred not geographically based, and we will look at best practice from elsewhere including the innovative new roles that occupational therapists are taking on. Managing pressures on budgets and services means that we will also look at how we can improve our support to help people move into more appropriate homes as an alternative to adapting unsuitable properties.

KEY CHALLENGES

- >> Addressing the significant and growing deficit in the supply of general needs and specialist OPIL housing
- Addressing the uneven distribution of specialist OPIL housing across the city which contributes to existing geographical inequalities in the city
- >> Increasing the number of developers delivering OPIL housing in Sheffield

LOW SUPPLY OF OPIL HOUSING

Sheffield has a significant shortfall in its provision of specialist housing for older people. Modelling by the University of Sheffield found a shortfall of 2,430 units in 2015 and the Housing LIN's SHOP@ online tool found an even greater shortfall of 4,511 units (larger than most comparator cities in the UK). Both models suggest this shortfall will have nearly doubled by 2034.

Planned delivery of specialist OPIL housing by the public and private sectors will not meet the scale of need. The lack of specialist developers operating in the city is one reason for this, and another has been the uncertainty surrounding the funding framework for supported housing in recent years. It is important therefore to look at how we can help developers to overcome the barriers they face and how we can increase supply through direct delivery and commissioning.

The lack of accessible general needs housing is more difficult to quantify but research by the University of Sheffield^{xi} suggests that affordable choices for downsizing and lifestyle moves for older age groups are limited, more so than in many neighbouring areas.

LIMITED CHOICE & DISTRIBUTION OF CURRENT PROVISION

Existing specialist housing in the city is also of a limited range, predominantly provided by the social sector, and it is unevenly distributed, with private

provision largely concentrated in a small number of the city's neighbourhoods located in the south west of the city. This uneven distribution is likely to be contributing to the spatial nature of inequality in the city, which is starker than in most comparable cities in England^{xii}.

AFFORDABILITY OF OPIL HOUSING

In some parts of the city the cost of retirement housing is comparable to the average house price but in others it is notably higher, and this can mean that homeowners don't have the necessary housing equity to access more suitable housing. In particular, the average extra

care (sometimes called assisted living) sale price is well above the average house price in all but a couple of the city's thirteen housing market areas, making this type of property inaccessible to many of our older households. This suggests a need for improved access to good quality advice about different ownership models and more age-friendly homes that are available for shared ownership.

The group least likely to receive state help with their housing costs are homeowners with low housing equity, savings and incomes. These households face a particular struggle to access specialist OPIL housing and to be able to afford to adequately maintain or adapt their home.



BENEFITS FOR THE WIDER HOUSING MARKET

Focussing on meeting the housing needs and aspirations of older people is one of the most effective ways to meet the housing needs of adults of all ages^{xiii}, primarily by helping to release larger housing and unblocking smaller homes further down the housing chain. In Sheffield, 71% of dwellings are under-occupied, ranging from 40% in the social rented sector to 84% among owner occupiers^{xiv}, so there is significant potential for making the most of our existing housing stock by providing more OPIL housing which can be downsized into.

It is important to recognise, however, that for some people there can be compelling practical and emotional reasons which outweigh the benefits of downsizing. The potential financial benefits can also vary significantly depending on the types of homes being considered, and homeowners may also need to be mindful of depreciating a major capital asset by moving into a smaller home. Older households should therefore not feel pressure to downsize but we should try to provide options so they have more choices to do so.

AGE-FRIENDLY HOMES AND LIFETIME NEIGHBOURHOODS

In order to meet the housing needs and aspirations of all of our population we want Sheffield to be a city where age-friendly housing and lifetime neighbourhoods are the norm. These types of housing and neighbourhoods are supportive of a number of strategic objectives at both a local and national level, and the importance of neighbourhood planning in helping people to remain living close to their family, friends and support networks was stressed in consultation with residents for this strategy.

A lifetime neighbourhood*v has a number of key components that encompass accessibility, social networks, the built and natural environments, services and amenities, residential empowerment, and a range of affordable housing choices based on inclusive design principles (Figure 1: Lifetime Neighbourhoods - Key Components). Lifetime neighbourhoods are conducive to the formation of informal support networks and the empowerment of communities. Benefits for individuals and communities include greater resilience and an enhanced capacity for living independently of statutory support, and when statutory support is required it is more likely to be at a later stage.

In Sheffield,
71%
of dwellings are underoccupied, ranging from
40%
in the social rented sector to
84%
among owner occupiers



FIGURE 1: LIFETIME NEIGHBOURHOODS - KEY COMPONENTS

Access

Enable residents to get out and about in the areas in which they live - both physically and virtually - and connect with other people and services in the immediate neighbourhood and beyond

Housing

A range of affordable housing choices based on inclusive design principles in order to meet the occupants' needs across the life course - space/ layout within houses designed to meet changing needs

Resident Empowerment

Resident-led activities to plan/ deliver/evaluate features of lifetime neighbourhoods

Built and Natural Environment

Built environments that promote safe, inclusive access to key services and facilites. Outdoor spaces and buildings that promote social contact. Locally accessible greenspace, and affordable access to natural environments

Service and Amenities

Neighbourhoods witha mix of residential, retail and employment uses. Affordable access to a range of services such as health, post offices, banking facilities or cash machines

Social Networs / well being

Informal/formal opportunities and activies (social, learning/ training, volunteering), where people feel safe and confident and which respect and reflect the needs of different ages, cultures and ethnicities

Source: Adapted from Lifetime Neighbourhoods, DCLG (2011)

To provide the housing required for a lifetime neighbourhood it is essential that we make the most of opportunities to ensure existing stock as well as new homes are made to be age-friendly, since the majority of older households will continue to live in properties that are several decades old. The types of housing we want to encourage to facilitate the development of lifetime neighbourhoods include:

High quality, accessible housing that facilitates good health and active-ageing, prolonging or removing the need for high levels of care or a move into a care home

- » Homes that are designed to be accessible and adaptable (e.g. Category 2 under the Building Regulations Approved Document Part M 2015 classifications)
- Wheelchair user dwellings (Category 3 under the Building Regulations Approved Document Part M 2015 classifications)
- » Homes designed to HAPPI principles^{xvi}, and with consideration of changing aspirations and lifestyles of older generations: working or studying from home; childcare and grandchildren; family members or very elderly parents.

- >> Housing incorporating or designed with assistive technology in mind
- » Housing with support and/or care available for semi-independent living

Housing which facilitates intergenerational living and allow people to 'age in place', with or close to families and support networks

- Housing that is designed with multigenerational households in mindxvii
- » High quality homes for downsizing located close to family housing
- Housing schemes of different sizes, affordability and tenure types for families and single person households

A wider housing offer that meets the diverse needs and aspirations of older age groups

- » Housing suitable for BME communities who may have particular cultural or religious requirements
- » Housing that is dementia-friendly^{xviii} and homes suitable for older people with learning difficulties and autism^{xix}
- » Housing options which consider the needs of older members of the LGBT community who can face particular challenges with isolation and feeling safexx

WHAT WE NEED TO DO

In order to address the key housing challenges that have been identified and deliver suitable housing for an age-friendly city we have identified three priorities for the Council and its partners to focus on over the next five years.

These are:

- Increasing the delivery of OPIL housing
- >> Improving the choice and access to OPIL housing
- >> Improving support to help people stay safe and well in their own homes

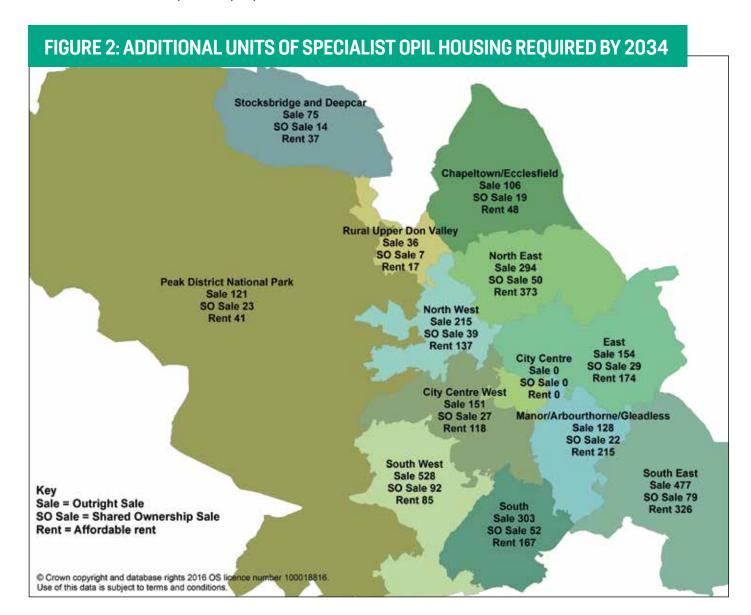
Section 2 - Priorities

PRIORITY 1: INCREASING THE DELIVERY OF OPIL HOUSING

We want partners in the public and private sectors to deliver more general needs housing that is designed with older people in mind. SCC will take a direct lead to drive the required acceleration of new age-friendly homes, including through our Planning policies and housing delivery plan.

As a city, we also need to deliver much more specialist housing with care or support for older age groups who are able to live semi-independently. By 2034 we estimate 7,567 households over the age of 65 will be seeking a move into this type of housing^{xxi}. Based on the current supply, this will mean delivering around 280 additional units of specialist older people's housing each year up unto 2034 (much more than is currently being delivered).

We expect that two thirds of this specialist OPIL housing will need to be for ownership (including shared ownership) based on current supply and the tenure of our older population. Figure 2 shows where these new homes are needed and in what tenure^{xxii}.



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The table below shows some of the key gaps and challenges we have identified that are currently hindering the delivery of more OPIL housing in Sheffield, and key opportunities that could be used to help address them.

GAPS & CHALLENGES	OPPORTUNITIES
Gaps in provision of 'age-friendly' Planning policies and guidance, including the withdrawal of the Mobility Housing planning policy	New Local Plan (the Sheffield Plan) currently being developed, due to be adopted in 2020
Piecemeal / opportunistic approach to delivering OPIL schemes	New SCC housing delivery plan
delivering OFIL schemes	Consideration of OPIL housing on all development sites suitable for housing
Financial viability of specialist OPIL schemes	Develop new mixed tenure OPIL scheme models
	Explore new types of public and private investment
Lack of developers delivering general needs and specialist OPIL housing operating in the city	Proactive approach to attracting and working with specialist and general needs housing providers, including single point of contact for developers proposing OPIL housing
	Delivery of suitable housing through the Sheffield Housing Company and council stock increase programme
Uneven citywide distribution of OPIL housing	Planning of strategic housing sites and neighbourhood plans
	Support for custom/self-builders, co-housing groups delivering age-friendly housing

To address the gaps and challenges that have been identified we will focus on several key areas of activity to help facilitate a significant increase in the delivery of housing choices for our older population.

WHAT WE WILL DO

Key Action 1: Adopt new agefriendly Planning policies and guidance

The Sheffield Plan is the name for the new Local Plan which is due to be adopted in 2021. The new plan will include policies guiding the quality and location of housing development up to 2035.

Its development will include public consultation on a policy in the Plan promoting age-friendly housing: encouraging specialist retirement housing, such as extra care and sheltered housing, and requiring general needs homes to be designed to the enhanced accessibility standards set out in the Building Regulations.

We will also be consulting on policies and site options for large new housing sites. These new developments should provide good opportunities to develop specialist housing solutions for older people.

Each site will require a masterplan to be developed which should be based on identified housing needs in the area and help to deliver our strategic housing objectives, including helping older people to live independently.

Through our guidance and support for neighbourhood planning, including the provision of analysis about local housing requirements and examples of good design principles, we will also support communities to develop their own solutions for delivering age-friendly neighbourhoods.

Key Action 2: Integrate OPIL housing into Sheffield's housing delivery plans

Sheffield needs around 2,150 new homes a year and the Council has created a new Housing Growth Delivery Team to accelerate housing delivery to help us achieve this target. OPIL housing will form an important element of this delivery and will be integrated into the Council's Housing Delivery Plan.

Age-friendly housing will be delivered as part of a balanced programme of delivery which considers the most appropriate types of general needs and specialist housing on a site by site basis.

Using evidence from our Strategic Housing Market Assessment and research by the University of Sheffield, we will set the delivery targets for suitable general needs and specialist housing for older people on these sites.

This will form part of the wider master planning process to ensure the delivery of 'Lifetime Neighbourhoods' on these sites, with inclusive and mixed communities.

Key Action 3: Deliver three new OPIL schemes

An Older People's Independent Living (OPIL) Board has been established by SCC to address the shortage of specialist accommodation for older age groups across the city. It will focus initially on supporting the delivery of three new large OPIL schemes and will also consider additional sites as they become available. The Board will also explore a range of delivery models and new and innovative ways of bringing in additional private finance to deliver more homes. To help ensure the financial viability of our new specialist schemes we will develop mixed tenure OPIL schemes which will aim as far as possible to maximise affordability and service provision for residents whilst achieving financial viability.

There will be opportunities for commissioning services including health partners to help enable providers of care and support to make efficiencies and reduce their costs in clustered or grouped accommodation with a shared care provider. The schemes will be designed and developed to facilitate integrated health, social care, housing and community based services; where appropriate, facilities and services will also be offered to people living in the local community.

OTHER ACTIONS

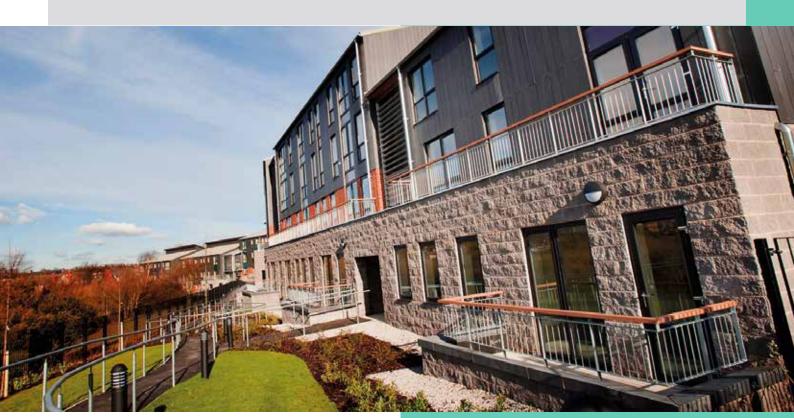
Action 4: More proactive approach to influencing the private sector

SCC's new Housing Growth Delivery Service will provide a single point of contact for developers. This team will include commercially confident operators who can engage proactively with landowners, investors and developers to bring forward more OPIL schemes. We will also explore the opportunity for developing a match-making service for introducing developers to suitable sites as part of this more proactive approach.

To provide greater guidance and clarity for developers we will refresh the Sheffield Guide for Developing Older People's Accommodation, which includes information on the policy context, drivers of need, local provision, needs analysis, development and design process, funding and costs, and other useful information for developers of OPIL housing in Sheffield. We will also include requirements for OPIL housing in all guidance provided to developers and landlords who request information about local housing need for sites they are looking to develop.

Outputs we will aim to deliver over next 5 years

- Adoption of new 'age-friendly' Planning policies to support the delivery of homes for independent living and lifetime neighbourhoods
- >> Integration of OPIL housing into Sheffield's new Housing Strategy Update and Delivery Plan
- >> 3 new large OPIL schemes on SCC-owned housing sites
- >> More proactive approach for attracting new specialist housing developers
- >> Refreshed guidance for developers of OPIL housing in Sheffield



PRIORITY 2 – IMPROVING THE CHOICE AND ACCESS TO OPIL HOUSING

Improving the choice of housing for our older population is not just about increasing the delivery of age-friendly homes but also requires improving people's capacity to access them. In particular, this means finding ways to better support groups whose housing choices may be particularly limited.

These groups include home owners in low value properties who are likely to struggle to afford private retirement housing but who are unlikely to move into social sector schemes; older people from some minority communities who are often less likely to access current specialist housing; and older people with learning disabilities.

The table below shows some of the key gaps and challenges that are currently limiting the housing options of older people in many parts of the city, and opportunities for addressing them.

GAPS & CHALLENGES	OPPORTUNITIES
Unaffordability of much specialist OPIL housing for ownership.	Increase delivery of homes for alternative ownership models, particularly shared ownership.
Allocation arrangements and lettings policies for specialist OPIL schemes managed by social housing providers.	 Review allocation processes for OPIL schemes and other potential barriers to take up. Consider local lettings policies for new OPIL schemes.
Lack of understanding about different types of specialist OPIL housing; outdated terminology used for some social sector OPIL housing in comparison to private sector provision.	Review public sector approach to marketing OPIL housing and the terminology used by the Council and Registered Providers.
Under representation of some minority groups in existing specialist schemes.	Work with partners and individuals to improve our understanding of particular problems faced by some groups and explore solutions such as co-production

In order to address the gaps and challenges that have been identified we will focus on several key areas of activity to widen the choice of housing options and improve older people's capacity to access agefriendly housing.

WHAT WE WILL DO

Key Action 1: Support delivery of more OPIL housing for alternative ownership models

Shared ownership and other options for part ownership can allow owner occupiers with low equity and savings to part purchase age-friendly properties.

We will look at delivering homes for shared ownership as part of new mixed tenure OPIL developments by SCC and work with housing associations to explore how we can increase the delivery of other alternative ownership models for new OPIL housing in the city.

Key Action 2: Review the allocations process for OPIL housing in the Choice Based Lettings system and improve our understanding of the barriers faced by older people to accessing OPIL housing

The Council will look at opportunities to make its make it easier for older tenants to access more suitable housing. This may include developing new allocation arrangements or local lettings policies for OPIL housing. This will be reflected in the guidance we provide for different types of OPIL and other supported housing. We will also look at ways to find fair but flexible solutions to any potential barriers faced by tenants and homeowners who wish to access OPIL housing.

Key Action 3: Explore ways to address low-take up of specialist housing among some groups and for improving provision for some older residents with more specific housing needs

We know that older groups from some minority communities can sometimes face additional problems in accessing suitable housing, and are more likely to suffer isolation or live in housing of a poor quality. We will continue to develop our understanding of the barriers that these groups can face in collaboration with the University of Sheffield and explore options for delivering more suitable accommodation and support services to assist with independent living, including co-production methods for designing housing and support services.



The Council, its partners, adults with learning disabilities and their family and carers all aspire to see adults with learning disabilities living happily and well in local communities, accessing a wider choice of good quality accessible community-based accommodation. The Learning Disabilities Accommodation Group is developing its plan to support these aspirations, including those of a growing number of older people with learning disabilities - and their carers as they too grow older. Our vision is that older people with learning disabilities should be able to access the whole range of housing opportunities available to all Sheffield residents, including OPIL schemes and we will look at opportunities to ensure this.

OTHER ACTIONS

Action 4: Tackling negative perceptions of council managed OPIL schemes

Negative or outdated perceptions about Council OPIL schemes and a lack of knowledge about contemporary models of housing with care and/or support can be a barrier to older people considering moves to age-friendly housing at an earlier stage.

We will look at how we can address negative perceptions and improve knowledge about the contemporary models of housing with care and/ or support that the Council and its partners are currently developing. This will include how these schemes are marketed and providing more information and training for frontline staff so they understand the increasingly diverse offer of our specialist OPIL schemes.

Outputs we will aim to deliver over next 5 years

- >> Increased provision of OPIL housing in Sheffield with alternative ownership models
- >> Easier access to OPIL housing managed by social housing providers
- >> Undertake research into the perceptions and barriers to moving home
- >> Promotion of the different types of OPIL housing available in all tenures

PRIORITY 3 – IMPROVING SUPPORT TO HELP PEOPLE TO STAY SAFE AND WELL IN THEIR OWN HOMES

The Council is committed to working collaboratively with its partners to support independent living and develop more active joined-up support. We will seek to complement existing work by looking at opportunities for improvements which don't duplicate existing initiatives and plans, whilst providing support for those groups most in need of support.

We know that the worst housing conditions are found in the private sector, where there are approximately 31,000 category 1 housing hazards (13,000 within the private rented sector). Older homeowners and private renters with limited means therefore often face particular problems in making their properties safe and warm, and we need to look at how we can provide more help to these residents.

The table below shows key gaps and challenges to sustaining and improving support, and opportunities that have been identified for improving them:

GAPS & CHALLENGES	OPPORTUNITIES
Support for low-income homeowners to adapt and repair unhealthy homes	Strategic multi-agency approach to reducing unhealthy housing conditions in private sector
	Refresh Private Housing Sector Policy and/or development of new Private Sector Housing Strategy
	Provision of loan products for low income vulnerable homeowners
Ending of the Green Deal and reduced	New fuel poverty strategy
Government funding for household energy efficiency measures	Joined up referrals process and team for dealing with affordable warmth referrals
Reduced funding for care and support services coupled with a growing demand	Increased utilisation of the latest assistive technology and telehealthcare opportunities
for them	 Increasing integration between housing, health and care service, including pooled budgets and opportunities for using DFGs to support our health and wellbeing duties under the Care Act
	New approach to locality working and community partnerships
Lack of knowledge and understanding	Generic awareness training for frontline staff
about housing options and available support among residents and some frontline workers	Conversations about housing options and available support at earlier stages
	 Review existing information and guidance about housing options and support, including its accessibility for all residents regardless of tenure

In order to address the gaps and challenges that have been identified we will focus on several key areas with significant potential for increasing support to older households.

WHAT WE WILL DO

Key Action 1: Develop new private sector housing strategy, policy and action plan to improve the housing conditions of older and vulnerable households in the private sector

The Council's current Private Sector Housing policy was written in 2007 and does not reflect the current landscape of increasing integration between housing, health, social care and community based services, or the opportunities for taking a more collaborative approach with partners to prevent the impacts of poor or

unsuitable housing on the health and wellbeing levels of some of our most vulnerable older residents.

We will review the most effective options for improving support to vulnerable private sector residents to inform the development of a new Private Sector Housing Strategy Statement, Policy and Action Plan. As part of this work we also look at opportunities for providing sustainable financial support, such as home improvement loans to vulnerable homeowners living in unhealthy housing conditions who are unable to afford the cost of essential repairs and modifications.

Our approach will also reflect the recommendations made in NICE guideline (NG6) and how we can work with partners to reduce the health risks associated with living in

a cold home. As part of this work we will consider developing a new Fuel Poverty Strategy, which will identify solutions for providing affordable warmth and energy saving measures to low income households and carers living in fuel poverty. This will include exploring opportunities for providing lower energy tariffs and developing a more joined up approach at to referrals made by frontline staff and a dedicated team for receiving these referrals.

Key Action 2: Continue to review best practice and use the latest assistive technology and telecare to support individuals to maintain their independence in our new OPIL schemes

Developments in digital and other technologies have brought considerable opportunities for helping



people to remain living safe and well in their own homes. It is expected that connected technologies will become increasingly important for improving health and wellbeing levels, and for providing opportunities to tackle loneliness and conditions such as dementia in the future. We have reviewed the latest technology now being used to assist with independent living and examples of best practice in its use.

This has informed our future procurement requirements and technical specification of our new homes and for designing our latest OPIL models. One of our priorities will be to continue to review best practice and how assistive technology and telecare can better help support people to maintain their independence

Key Action 3: Review knowledge and understanding of specialist housing options among older residents to inform an update of housing options information and marketing strategies for SCC OPIL schemes

Our research suggests that Sheffield's older residents are often not aware of the various specialist housing options and the different ownership models and rental types. Anecdotal evidence also suggests that frontline staff working across different organisations and services may sometimes lack knowledge about these options or where to refer people requesting help.

We will review the provision of current information and its accessibility with our local communities and partners and explore how we can improve knowledge of older people and frontline staff so that people are able to make more positive choices about their living arrangements. This will include looking at how we can engage with older generations about planning for their future housing wellbeing.

OTHER ACTIONS

Action 4: Ensure housing is fully integrated into the Council's telehealthcare strategy

Telehealthcare presents huge opportunities for supporting people to live independently at home through offering digital and other innovative solutions to health and care needs. Sheffield has a number of approaches to telehealthcare but these are largely discrete, unconnected projects. The Council is now developing its strategic approach to ensure that we capitalise on the opportunities telehealthcare brings and to help us meet the demographic and financial challenges the city's health and care system faces. As part of this we will ensure that housing is fully integrated into our approach, alongside health and social care partners, and explore potential collaborative working opportunities between the Citywide Care Alarms service and health partners.

Outputs we will aim to deliver over the next 5 years

- >> Updated collaborative approach to improving unhealthy housing conditions in the private sector, including the use of pooled budgets and measures for tackling cold homes.
- >> Increased utilisation of assistive technology and future-proofing of new SCC OPIL schemes
- >> Integration of housing into the city's telehealthcare strategy
- >> Improved information and guidance about housing options and support for older people

Section 3 Delivering the Strategy

Delivering the strategy's vision will require public sector organisations working together and in partnership with the private sector and Sheffield's older generations in a variety of roles. We have identified some of these roles in Appendix 1, and we are keen to hear from partners who want to discuss these and opportunities for working together to deliver age-friendly homes and support.

The delivery plan in Appendix 2 shows the actions that the Council will initially be leading on to help deliver each of the strategy's three priorities but we hope these are only the start and that it will be possible to refresh the plan with other partner-led activities over the next five years.

To help us monitor progress on delivering the strategy a number of key performance indicators have been identified, which are shown in Appendix 3. As part of the monitoring process we will start to record the delivery of accessible and wheelchair accessible general needs housing for the first time. This is a crucial step that will inform local housing requirements and help us identify neighbourhoods where there may be particular challenges to delivering more age-friendly housing.



Appendix 1 - Roles for the Council and its partners

KEY ROLES FOR SHEFFIELD CITY COUNCIL		
Identification of need & appropriate solutions	Providing the evidence of what is needed and where; working with partners to develop sustainable models of OPIL housing and support; improving the financial viability of specialist OPIL housing.	
Place-shaping	Master planning of new strategic housing sites to ensure a choice of OPIL housing and delivering lifetime neighbourhoods which facilitate self-care and active ageing.	
Enabling development of OPIL housing	Ensuring appropriate planning policies and infrastructure for age-friendly housing and neighbourhoods; strategic use of development sites for delivering suitable housing; attracting new developers to the city and working directly with housing developers to overcome barriers to development.	
Direct provision of OPIL housing	Contingent on resources, delivering new OPIL housing including new accessible general needs housing as part the Council's housing stock increase programme	
Commissioning of independent living solutions	Commissioning services, including jointly with health partners; enabling providers to make efficiencies and reduce their costs, including opportunities for providers to deliver cost effective care and support services in clustered or grouped accommodation with a shared care provider.	
	KEY ROLES FOR PARTNERS	
Delivering more OPIL housing, including for ownership/shared ownership	Designing and delivering accessible housing with a diverse older population in mind; delivering more housing for shared ownership e.g. through Older People's Shared Ownership Scheme to increase capacity of owners of lower value properties to access more accessible general needs or specialist housing.	
Helping to widen choice of general needs OPIL housing in neighbourhoods	Liaising with the Council to understand neighbourhood housing requirements, including the needs of older households in order to help provide genuine housing choices and more opportunities to downsize.	
Working with the Council to identify sustainable solutions to support independent living	Developing innovative solutions that reflect the move towards outcome-based contracts and which will enhance self-care abilities and help retain people's links with their local communities; identifying solutions that utilise the latest technology to deliver more cost effective solutions for allowing people to live safe and well in their own homes; continuing to work to find ways to deliver new specialist housing that enables additional grant and borrowing capacity to be levered whilst also allowing the Council to realise the appropriate receipt for land that is being used.	
Joint commissioning	Joint commissioning by health, social care and housing partners of assessments, care and support services, and specialist housing.	
Place-shaping	Residents, delivery partners, social care and health partners working with the Council to shape neighbourhoods through neighbourhood planning and master planning processes	
	KEY ROLES FOR OLDER GENERATIONS	
Planning ahead	Considering changing needs and aspirations in future years and how to make the most of later life by sustaining independence. Where necessary investing in housing, transport, technology and other key elements for supporting active lifestyles.	
Take opportunities to participate and contribute to communities	Getting involved in opportunities for neighbourhood planning and partnerships; finding out about support and facilities in the local area and helping to spread the word to friends and family.	

Appendix 2 - Delivery Plan

INCF	REASING THE DELIVERY OF OPIL HOUSING	COUNCIL LEAD	KEY PARTNERS
A1	Consult on and adopt new age-friendly Planning policies and guidance.	Planning (Place - City Growth)	Public
A2	Integrate OPIL housing into Sheffield's housing delivery plans.	Housing Growth (Place – Housing and Neighbourhoods Service)	Strategic Housing & Regeneration (Place – Housing and Neighbourhoods Service)
А3	Deliver three new OPIL schemes.	Housing Growth (Place – Housing and Neighbourhoods Service)	Planning (Place – City Growth), Older People's Independent Living Service, Rehousing (Housing and Neighbourhoods Service), Registered Providers
A4	Develop a more proactive approach to attracting and supporting developers of OPIL housing, including a single point of contact.	Housing Growth (Place – Housing and Neighbourhoods Service)	Strategic Housing & Regeneration (Place – Housing and Neighbourhoods Service)
A5	Include OPIL housing requirements in the master plans for all strategic housing sites.	Planning (Place – City Growth)	Housing Growth (Place – Housing and Neighbourhoods Service)
A6	Start monitoring delivery of accessible and wheelchair user housing (Building Regulations Part M Categories 2 & 3) across the city and ensure this is built into future monitoring processes.	Planning (Place – City Growth)	Building Control (Place – City Growth)
А7	Refresh the Sheffield Guide for Developing Older People's Accommodation with latest evidence base, support and guidance for OPIL developers.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service)	
IN	PROVING THE CHOICE AND ACCESS TO OPIL HOUSING	COUNCIL LEAD	KEY PARTNERS
B1	Support delivery of more OPIL housing for alternative ownership models and develop a	Housing Growth (Place – Housing and	Registered Providers, Rehousing, Older Persons Independent
	range of sustainable, mixed tenure models for OPIL schemes delivered by SCC and Registered Providers.	Neighbourhoods Service)	Living Service (Place – Housing and Neighbourhoods Service)
B2	range of sustainable, mixed tenure models for OPIL schemes delivered by SCC and		
B2 B3	range of sustainable, mixed tenure models for OPIL schemes delivered by SCC and Registered Providers. Review the allocations process for OPIL housing in the Choice Based Lettings	Neighbourhoods Service) Older Persons Independent Living Service, Rehousing (Place – Housing and	
	range of sustainable, mixed tenure models for OPIL schemes delivered by SCC and Registered Providers. Review the allocations process for OPIL housing in the Choice Based Lettings system. Improve our understanding of the barriers faced by older people to accessing OPIL and supported housing, and explore opportunities for improving access to this type of accommodation that better meets	Neighbourhoods Service) Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service) Older Persons Independent Living Service , Rehousing (Place – Housing and	and Neighbourhoods Service) Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service),

Appendix 2 - Delivery Plan

IMPF S/	ROVING SUPPORT TO HELP PEOPLE STAY AFE AND WELL IN THEIR OWN HOMES	COUNCIL LEAD	KEY PARTNERS
C1	Develop new private sector housing strategy, policy and action plan to improve the housing conditions of older and vulnerable households in the private sector.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service)	Home Ownership & Revenues Unit, Private Housing Standards (Place – Housing and Neighbourhoods Service) Public Health Improvement (PPC – Public Health), Equipment and Adaptations (People – Access and Prevention)
C2	Continue to review best practice and use the latest assistive technology and telecare to support individuals to maintain their independence and keep safe and well in our new OPIL schemes.	Housing Growth, Older Persons Independent Living Service (Place – Housing and Neighbourhoods Service)	
C3	Review knowledge and understanding of specialist housing options among older residents to inform an update of housing options information and marketing strategies for SCC OPIL schemes.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service) & University of Sheffield	Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service)
C4	Ensure housing is fully integrated into the delivery of SCC's Telehealthcare Strategy.	(People – Access and Prevention)	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service)
C5	Undertake a feasibility study looking at using revolving loan products to help improve dangerous and unhealthy housing belonging to vulnerable homeowners and private landlords, which subject to viability will be used to inform a new private sector housing assistance and intervention policy.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), Home Ownership and Revenues Unit (Place – Housing and Neighbourhoods Service)	Equipment and Adaptations (People – Access and Prevention), Private Housing Standards (Place – Housing and Neighbourhoods Service)
C6	Review SCC's pathway, policy and procedures in relation to re-housing for health and adaptations to ensure fair, transparent and value-for-money outcomes across all housing tenures.	Strategic Housing and Regeneration, Rehousing (Place – Housing and Neighbourhoods Service), Asset Management (Place – Housing and Neighbourhoods Service)	Equipment and Adaptations (People – Access and Prevention)

Appendix 3 - Key performance indicators

	INCREASING THE DE	ELIVERY OF OPIL HOUSI	NG		
Ref.	Performance Indicator	Baseline	Target		
1.1	Delivery of accessible and adaptable dwellings (Category 2 under the Building Regulations Approved Document Part M)	New	Year-on-year increase as proportion of total new homes built		
1.2	Delivery of wheelchair user dwellings (Category 3 under Building Regulations Approved Document Part M)	New	Year-on-year increase as proportion of total new homes built		
1.3	Net increase in specialist OPIL units for outright sale	New	760 net additional specialist OPIL homes for outright sale by 2022 (152 annually)		
1.4	Net increase in specialist OPIL units for shared ownership	New	135 net additional specialist OPIL homes for shared ownership by 2022 (27 annually)		
1.5	Net increase in specialist OPIL units for social/affordable rent	New	505 net additional homes for social/affordable rent by 2022 (101 annually)		
	IMPROVING THE CHOICE	AND ACCESS TO OPIL HO	DUSING		
Ref.	Performance Indicator	Baseline	Target		
2.1	Percentage of older (65+) households who want to move but have not been able to do so for more than 2 years	18.7% (SHMA 2013)	Reduction so in line with figure for all ages* by 2023 (measured in SHMA 2023)		
2.2	Satisfaction with SCC sheltered scheme as a place to live	8.8/10 (Customer Satisfaction Warehouse)	Maintain current high tenant satisfaction level (above 8.5/10) with SCC sheltered housing		
2.3	Percentage of older (65+) households who have heard of shared ownership schemes	28.2% (SHMA 2013)	Increased so in line with figure for all ages** by 2023 (measured in SHMA 2023)		
2.4	Proportion of older (60+) BME tenants living in SCC specialist OPIL housing	5.5%	Increased so closer to the proportion of 60+ BME tenants living in SCC general needs properties (8% in 2017) by 2022		
2.5	Proportion of older (60+) LGBT tenants in SCC specialist OPIL housing	0.40%	Maintained so in line with SCC's LGBT general needs 60+ population by 2022		
	IMPROVING SUPPORT TO HELP PEOPLE STAY SAFE AND WELL IN THEIR OWN HOMES				
Ref.	Performance Indicator	Baseline	Target		
3.1	Percentage of older (65+) households who feel they will need to move home in the next 5 years	21.0% (SHMA 2013)	Reduction by 2023 (measured in SHMA 2023)		
3.2	Permanent admissions to residential and nursing care homes, per 100,000 population older adults	755 (ASCOF June 2017)	Reduction so in line with regional and national average by 2022		
3.3	Number of Category 1 Fall hazards in Sheffield's private sector housing	20,586 (affecting 11% of stock) Private Stock Condition Survey 2015	Reduction in number and proportion of Category 1 Fall hazards in private sector homes		

^{*13.3% (}SHMA 2013), ** 46.9% (SHMA 2013), 0.34% (Customer Satisfaction Warehouse 2017) NB baseline figures measured by the SHMA 2013 to be refreshed by the SHMA 2018

Appendix 4 - Housing types & independent living solutions covered by this strategy

	SPECIALIST OLDER PEOPLE'S HOUSING		GENERAL NEEDS HOUSING
Care elements	Independent Living with Care and Support (e.g. extra-care housing,	Independent Living with Support (e.g. sheltered	Independent Living in the Community (e.g. age-banded / exclusive,
	very sheltered housing, assisted living)	housing, retirement villages)	accessible /wheelchair accessible housing)
Purpose-built, accessible building design that promotes independent living and supports people to age in place	~	V	~
Fully self-contained properties (typically apartments or bungalows) where occupants have their own front doors and the right to control who enters their home	~	~	~
Access to community-based support, alarm systems and other assistive technologies	V	V	~
Office for use by staff serving the scheme and sometimes the wider community	~	V	×
Some communal spaces and facilities (e.g. launderette, residents' lounge)	•	✓	×
Safety and security often built into the design with fob or person-controlled entry	~	V	×
Access to communal dining and/or café facilities	'	×	×
Access to care and support services 24 hours a day	'	×	×

Source: DWELL ('Care elements' adapted from Housing LIN Factsheet #1 Extra care housing – what is it in 2015?"

Equipment and adaptations	Including equipment and adaptations delivered through Disabled Facilities Grants, Minor Works Grants and by the Council to its own properties
Telehealthcare	Including telecare and digital participation services
Care at home services	Including Home Improvement Agencies
Allocation policies	Allocation policies to age-banded, sheltered and extra-care housing
Information & guidance	Including information guides, referrals processes and frontline staff
Loans and grants for home improvements	Including home improvement loans for low income home-owners
Affordable warmth solutions	Including low cost energy and affordable warmth initiatives



Appendix 5 - Links with other strategies and plans

There are a number of other strategies, plans and programmes helping to deliver better homes, neighbourhoods and support for independent living in Sheffield. This strategy aims to be aligned with these and work in synergy with them to deliver on shared objectives and outcomes.

These strategies, plans and programmes include:

- >> City for All Ages Framework
- >> Sheffield Fairness Framework
- >> Sheffield Housing Strategy 2013 2023
- >> Homes for All: Housing Strategy Update 2018 and Delivery Plan
- >> Sheffield Joint Health & Wellbeing Strategy 2013 18
- >> SCC Learning Disabilities Commissioning Strategy
- >> Sheffield's Market Position Statement Adult Social Care
- >> SCC Telehealthcare Strategy (in development)

Glossary

вме	Black and minority ethnic
Fourth Age	Generally characterised by a slower pace of life, increasing requirements for care and support due to poorer health and frailty and sometimes isolation/and or loneliness
DFG	Disabled Facilities Grants
DWELL	Designing for Wellbeing in Environments for Later Life, a 3 year project at the University of Sheffield
НАРРІ	Housing our Ageing Population: Panel for Innovation
Housing LIN	Housing Learning and Improvement Network
LGBT	Lesbian, gay, bisexual and transgender
OPIL	Older People's Independent Living
scc	Sheffield City Council
Sheffield Plan	Development plan for the whole of Sheffield, due to be adopted in 2020
SHMA	Strategic Housing Market Assessment
Third Age	Usually characterised by (semi-) retirement, independent and active lifestyles, grand-parenting, hobbies and volunteering.





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