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Report of: Executive Director, Place

Report to: Cabinet

Date of Decision: 13 December 2017

Subject: Older People's Independent Living Housing Strategy (OPIL Housing Strategy) 2017-2022

Is this a Key Decision? If Yes, reason Key Decision:- Yes No

- Expenditure and/or savings over £500,000
- Affects 2 or more Wards

Which Cabinet Member Portfolio does this relate to? Neighbourhoods and Community Safety, Health and Social Care

Which Scrutiny and Policy Development Committee does this relate to? *Safer and Stronger Communities, Healthier Communities and Adult Social Care*

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given? 57

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."

Purpose of Report:

To present the *Older People's Independent Living (OPIL) Housing Strategy* to Cabinet, setting out how the Council plans to meet the housing needs and aspirations of Sheffield's increasingly diverse and growing older population.

Recommendations:

That Cabinet:

1. Notes the contents of the Older People's Independent Living (OPIL) Housing Strategy 2017– 2022 attached as an appendix to this report and approves it as a statement of the Council's strategic approach to OPIL housing.
2. Approves the Strategy's Delivery Plan.
3. Delegates authority to the Director of Housing and Neighbourhood Services to make amendments to the Delivery Plan on the basis of further development as new opportunities are identified.
4. Notes that the implementation of any of the proposed actions may be subject to further decision making in accordance with the Leader's Scheme of Delegation.

Background Papers:

Appendix 1: Sheffield Older People's Independent Living (OPIL) Housing Strategy 2017 – 2022

Lead Officer to complete:-							
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4	<p>I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.</p> <table border="1" style="width: 100%;"> <tr> <td style="width: 40%;">Lead Officer Name: <i>Dan Green</i></td> <td>Job Title: <i>Strategic Housing Officer</i></td> </tr> </table> <p>Date: 27.11.17</p>	Lead Officer Name: <i>Dan Green</i>	Job Title: <i>Strategic Housing Officer</i>				
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1. PROPOSAL

- 1.1 The *Sheffield Older People's Independent Living (OPIL) Housing Strategy 2017-2022* sets out a strategic approach for delivering more age-friendly housing and housing-related support that will enable independent living among Sheffield's older households. Its focus is on housing for independent living, including both general needs and specialist housing across all tenures and areas of the city, but does not include residential or nursing care homes.
- 1.2 There is no statutory requirement for the Strategy but a wealth of research¹ has shown the benefits of accessibly designed, age-friendly housing in terms of supporting healthy ageing and the potential savings to health and social-care budgets. For example, 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 million².
- 1.3 Recent modelling by the University of Sheffield estimated a shortfall of 2,430 units of specialist OPIL housing (Sheltered and Extra Care) in Sheffield across all tenures, which is projected to rise to 4,767 units by 2034. Analysis by the Housing Learning and Improvement Network's SHOP@ tool identifies an even greater shortfall in these housing types which represent a 60% shortfall in sheltered housing and 47% shortfall in Extra Care housing. One of the targets for the strategic approach outlined in the Strategy is to help facilitate the annual delivery of 280 specialist OPIL homes by public and private sector partners up to 2034 to meet the shortfall identified by the University of Sheffield's modelling.
- 1.4 The shortfall in specialist OPIL housing is likely to be contributing to Sheffield's current above-average rate of placements to residential care homes.
- 1.5 The delivery of general needs housing built to accessible and adaptable technical design standards is not currently monitored in Sheffield but anecdotal evidence suggest that it is in short supply. The lack of choice forces some older homeowners to continue living in unsuitable properties, which has the additional disadvantage of preventing valuable family-sized housing being freed up and moves being made further down the home moving chain.
- 1.6 Improving the housing offer for older households will help to retain the wealth of these households within the city. Three quarters of Sheffield's households aged 65+ own their own home, with two thirds of these households owning their home outright, providing equity which can be spent in the local economy.
- 1.7 Without a more strategic approach it is unlikely that the current and

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https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOP_Practice/DeliveringKeyOutcomes/CareCostEfficiencies/

² *A Quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions in Sheffield City Council*, Building Research Establishment (2015)

growing shortfall in OPIL housing will be sufficiently addressed. Uncertainty about the Government's future model for the funding of supported housing (due to be in place in 2020) has discouraged providers from committing to new development in recent years, and there is little development of OPIL schemes currently in the pipeline by private developers or Registered Private Providers of Social Housing for Sheffield.

1.8 The OPIL Housing Strategy has three priority areas, which were identified by a cross-Portfolio steering group:

- 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

1.9 The Draft Sheffield (Local) Plan will include a policy on housing for independent and supported living which requires more accessible housing to be delivered by housing developers. It will also encourage the provision of housing with care and support on strategic residential sites. The Strategy and draft planning policies will therefore support each other to help deliver a more age-friendly city.

1.10 The strategy's delivery plan includes several key actions to help deliver each of these priority areas. It is anticipated that the delivery plan will be developed further as new opportunities are identified, including partner-led initiatives.

1.11 Where relevant, projects and other activity included in the delivery plan will have to follow the Council's usual approval routes for executive decisions. The Strategy's delivery plan does not therefore make any specific resource commitments in itself.

1.12 The strategy has a suite of performance measures to allow progress towards achieving the three key priority areas to be measured.

2. HOW DOES THIS DECISION CONTRIBUTE ?

2.1 **An in touch organisation:** The Strategy's objectives are informed by consultation with local people and partners and reflect the changing needs and aspirations of the city's older population. Evidence from the last Strategic Housing Market Assessment confirmed that the majority of older households aged 65+ who were planning to move in the next five years want to move into housing for independent living. The housing types promoted in the Strategy are also informed by participatory research with older residents in Sheffield undertaken by the University of

Sheffield during 2015/16, which looked at how homes and local environment can support people to live active and fulfilling lives as they get older.

- 2.2 **Strong economy:** Three quarters of older households own their homes and a significant number have high levels of savings. Providing a suitable housing offer will help to retain these households and the financial benefits that they bring to the local economy. People aged 65 and over contributed six times more to the UK economy in 2013 through employment, informal caring and volunteering than the money spent on social care by local authorities³.
- 2.3 **Thriving neighbourhoods and communities:** Supporting older households to remain living independently in their own homes supports active ageing and helps them to continue participating in the life of their own communities, through activities such as volunteering, participating in decision-making and playing a role in local democracy.
- 2.4 **Better health and wellbeing:** Living in safe, warm, well-designed housing helps older households to remain healthy and delays the need for domiciliary care and moves to residential care homes. Increasing the supply of suitable, well-designed housing can therefore also help to achieve considerable savings to health and social care budgets⁴.
- 2.5 **Tackling inequalities:** By targeting suitable housing development in those areas of the city which have the greatest shortfalls in older people's housing, such as the North East, South, and South East Housing Market Areas, it will be possible to address some of the spatial inequalities that exist within the city and help to ensure that all older people, regardless of where they live, will be able to access suitable housing. This can be particularly important for the older BME population, for whom proximity to places of worship, shops and family support can be especially important.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The draft strategy and an accompanying online survey were published on Citizen Space and promoted to relevant VCS organisations, Registered Providers and housing developers in February/March 2017. The online survey received 107 responses: 75 respondents agreed with the key priorities identified and 31 agreed with them but felt that there were others that also needed to be addressed. Additional consultation activities were held with the Housing Equalities Group and Arches Housing Association. The main issues identified through the consultation related to current policies for allocating social housing, re-housing support and information, and planning for age-friendly neighbourhoods. Activity to improve these elements is captured in the strategy's delivery plan. Feedback from the online consultation also emphasised the need for more consultation generally with older groups about housing and support services, and an overreliance on online consultation methods.

³ *Age UK Chief Economist's Report*, Age UK (Spring 2014)

⁴ *Financial benefits of investment in specialist housing for vulnerable and older people*, Frontier Economics (2010)

This will inform the research methods used to improve our understanding of topics that we have committed to exploring in the strategy's delivery plan.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 The strategy will have a positive impact on housing choices for all age groups, as outlined in EIA 57. It will help to provide a greater choice of age-friendly housing for Sheffield's older residents who are capable of independent living. By increasing this choice and helping older households to downsize it will be possible to free up larger housing for families and facilitate moves further down the housing chain.

4.2 Financial and Commercial Implications

4.2.1 There are no direct financial or commercial implications for the Council arising from this report. The implementation of any of the actions set out in the delivery plan may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the financial and commercial implications will be considered fully at that time.

4.2.2 Delivering the Strategy will potentially help to make savings to health and social care budgets by providing safer home environments, reducing the need for adaptations and reducing residential care home placements. Such savings will be examined in more detail in any future executive reports.

4.3 Legal Implications

4.3.1 There are no legal implications for the Council arising from this report. The implementation of any of the actions set out in the delivery plan may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the legal implications will be considered fully at that time.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The main alternative considered was delivering the Strategy's priorities through a refresh of the Council's current Housing Strategy 2013-23 action plan. This refresh was not progressed however because of an increased focus of resources towards housing growth and the subsequent development of a new Housing Strategy Statement to provide a clear strategic plan for housing as part of the Council's wider Growth Strategy.

5.2 Another alternative was to not develop the Strategy and rely on existing programmes and the market to deliver the general needs and specialist

OPIL housing required. The current lack of planned delivery strongly suggests that this is unlikely to happen in the current economic and housing market context, and current shortfalls are projected to increase in line with Sheffield's growing ageing population in the absence of a more strategic approach being adopted.

6. REASONS FOR RECOMMENDATIONS

- 6.1
- Sheffield's significant shortfall of age-friendly housing, which is greater than in comparable English cities, is testament to the need for a more strategic approach to delivering older people's housing in the city. Without a more strategic, joined-up approach the current shortfall is likely to grow in line with the city's growing older population and with it the costs to health and social care budgets.
 - The Strategy sets out a vision for age-friendly housing and neighbourhoods, and outlines priorities and actions for the Council and its partners to facilitate a more age-friendly housing offer and other support that will facilitate independent living among older age groups.
 - The Strategy provides a framework for monitoring progress in delivering more age-friendly housing and support for independent living among older age-groups.
 - The Strategy is aligned with current corporate priorities and supports the Council's ambition for facilitating an age-friendly city as outlined in the *City for All Ages* framework.

Sheffield
Older People's Independent Living (OPIL)
Housing Strategy 2017-2022



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Foreword

Our population is living longer, bringing benefits and opportunities for Sheffield but also presenting some important challenges. These are discussed in more detail within this strategy.

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 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.

About the strategy

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 Care*¹.

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: Why a strategy is needed – the current context

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 authoritiesⁱⁱ.

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.

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) 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

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.**

they would prefer supported housing, potentially a reflection of the lack of availability or affordability of current specialist housing for older people.

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

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**

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.

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 also helps 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 also 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^x.

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:

- **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**

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

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**

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



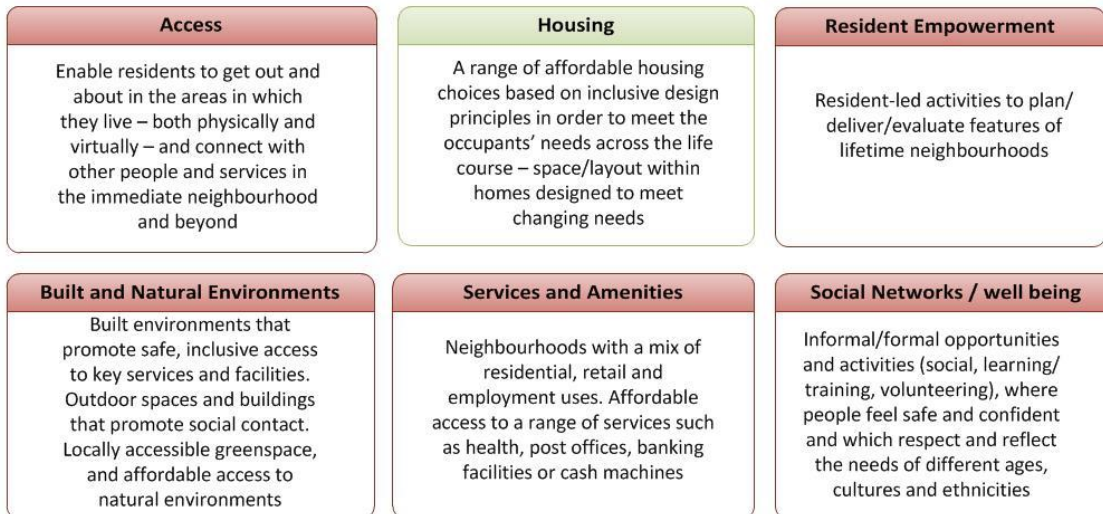
Image courtesy of DWELL (University of Sheffield)

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^{xv} 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 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.

Figure 1: Lifetime Neighbourhoods - Key Components



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^{xvi} principles, 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 multi-generational households in mind^{xvii}
 - 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 safe^{xx}

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

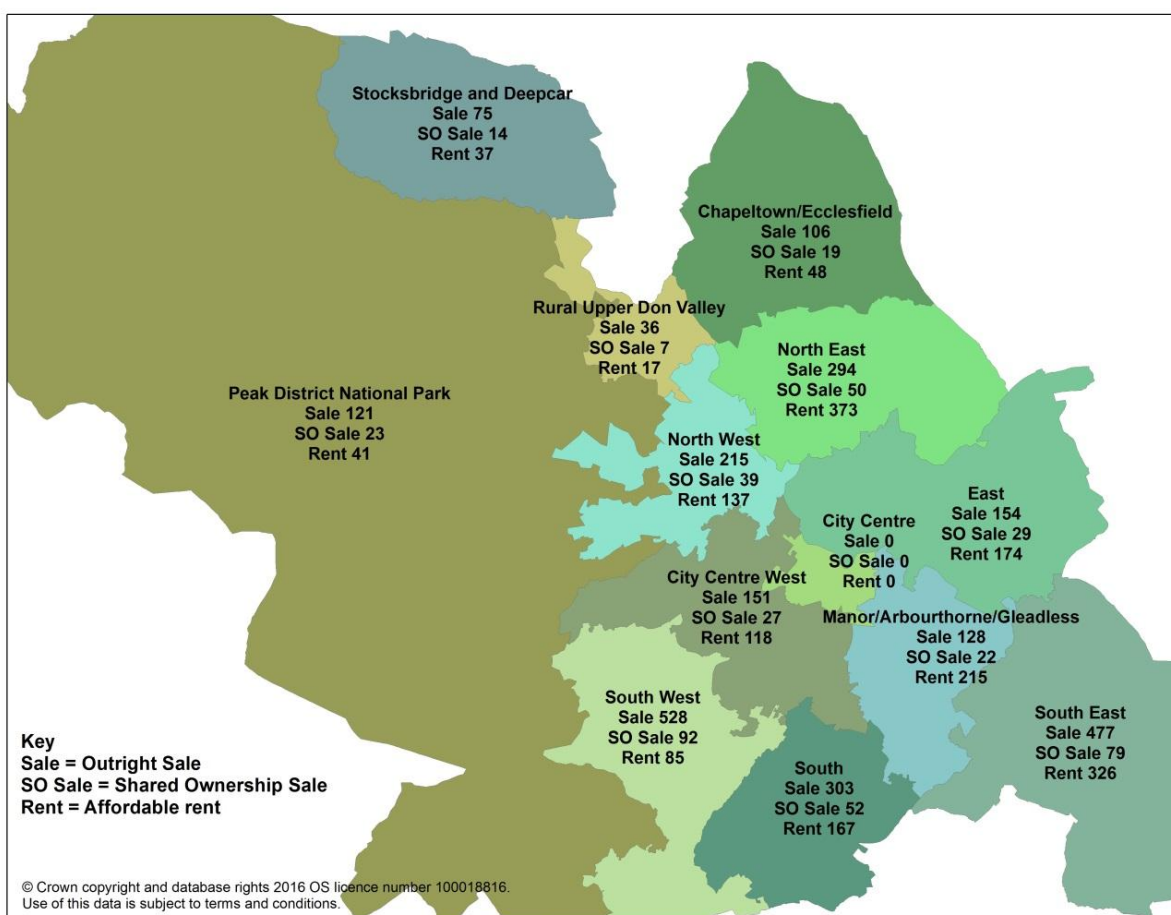
Priority 1: Increasing the delivery of OPIL housing

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}.

Figure 2: Additional units of specialist OPIL housing required by 2034



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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	<ul style="list-style-type: none"> • New Local Plan (the Sheffield Plan) currently being developed, due to be adopted in 2020
Piecemeal / opportunistic approach to delivering OPIL schemes	<ul style="list-style-type: none"> • New SCC housing delivery plan • Consideration of OPIL housing on all development sites suitable for housing
Financial viability of specialist OPIL schemes	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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 age-friendly 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 2,175 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 team 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 SCC’s new housing 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.	<ul style="list-style-type: none"> • 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.	<ul style="list-style-type: none"> • 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.	<ul style="list-style-type: none"> • 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.	<ul style="list-style-type: none"> • 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 age-friendly 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 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	<ul style="list-style-type: none"> • 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 Government funding for household energy efficiency measures	<ul style="list-style-type: none"> • New fuel poverty strategy • Joined up referrals process and team for dealing with affordable warmth referrals
Reduced funding for care and support services coupled with a growing demand for them	<ul style="list-style-type: none"> • Increased utilisation of the latest assistive technology and telehealthcare opportunities • 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 about housing options and available support among residents and some frontline workers	<ul style="list-style-type: none"> • Generic awareness training for frontline staff • 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

Increasing 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)
A3	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)
A7	Refresh the <i>Sheffield Guide for Developing Older People's Accommodation</i> with latest evidence base, support and guidance for OPIL developers.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service)	
Improving 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 range of sustainable, mixed tenure models for	Housing Growth (Place – Housing and	Registered Providers, Rehousing, Older Persons

	OPIL schemes delivered by SCC and Registered Providers	Neighbourhoods Service)	Independent Living Service (Place – Housing and Neighbourhoods Service)
B2	Review the allocations process for OPIL housing in the Choice Based Lettings system.	Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service)	
B3	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 the needs of older tenants.	Older Persons Independent Living Service , Rehousing (Place – Housing and Neighbourhoods Service)	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), University of Sheffield
B4	Review take up of specialist housing among under-represented groups and explore opportunities for improving the choice of OPIL housing for those groups who sometimes face additional barriers to accessing suitable accommodation.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), University of Sheffield	Older Persons Independent Living Service (Place – Housing and Neighbourhoods Service), Registered Providers, Sheffield Equality Hub Network, Sheffield 50+
B5	Explore opportunities for tackling negative perceptions and misconceptions about Council and RP-managed OPIL housing to encourage take-up among older residents living in unsuitable accommodation.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), University of Sheffield	Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service), Registered Providers, Sheffield Equality Hub Network, Sheffield 50+
Improving support to help people stay safe 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	Strategic Housing and Regeneration (Place –	Home Ownership & Revenues Unit, Private

	the private sector.	Housing and Neighbourhoods Service)	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	Equipment and Adaptations (People – Access and Prevention), Private Housing Standards (Place – Housing and Neighbourhoods Service)

		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 delivery of OPIL housing			
<i>Ref.</i>	<i>Performance Indicator</i>	<i>Baseline</i>	<i>Target</i>
1.1	Delivery of accessible and adaptable dwellings (Category 2 under the Building Regulations Approved Document Part M)	<i>New</i>	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)	<i>New</i>	Year-on-year increase as proportion of total new homes built
1.3	Net increase in specialist OPIL units for outright sale	<i>New</i>	760 net additional specialist OPIL homes for outright sale by 2022 (152 annually)
1.4	Net increase in specialist OPIL units for shared ownership	<i>New</i>	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	<i>New</i>	505 net additional homes for social/affordable rent by 2022 (101 annually)
Improving the choice and access to OPIL housing			
<i>Ref.</i>	<i>Performance Indicator</i>	<i>Baseline</i>	<i>Target</i>
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			
<i>Ref.</i>	<i>Performance Indicator</i>	<i>Baseline</i>	<i>Target</i>
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
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*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, very sheltered housing, assisted living)	Independent Living with Support (e.g. sheltered housing, retirement villages)	Independent Living in the Community (e.g. age-banded / exclusive, accessible /wheelchair accessible housing)
Purpose-built, accessible building design that promotes independent living and supports people to age in place	✓	✓	✓
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	✓	✓	✓
Office for use by staff serving the scheme and sometimes the wider community	✓	✓	X
Some communal spaces and facilities (e.g. laundrette, residents' lounge)	✓	✓	X
Safety and security often built into the design with fob or person-controlled entry	✓	✓	X
Access to communal dining and/or café facilities	✓	X	X
Access to care and support services 24 hours a day	✓	X	X

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 Affordable Housing Strategy 2018-2023

[Sheffield Fairness Framework](#)

[Sheffield Housing Strategy 2013-2023](#)

Sheffield Housing Strategy Statement 2018

[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

BME	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
HAPPI	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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ⁱ <https://www.sheffield.gov.uk/caresupport/professionals-providers/scap/future-plans/mps.html>

ⁱⁱ Age UK Chief Economist's Report, spring 2014

ⁱⁱⁱ Projecting Older People Population Information (POPPI)

^{iv} *The Needs Assessment for Homecare Services in Sheffield*, SCC (2016)

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- ^v *Older people's housing and place – Aspirations for future generations*, DWELL University of Sheffield (2016)
- ^{vi} *Financial benefits of investment in specialist housing for vulnerable and older people*. Frontier Economics (2010)
- ^{vii} *Collaborative Research between ARCHA and the ExtraCare Charitable Trust*, Aston University (2015)
- ^{viii} 2014/15 *Permanent admissions of older people (aged 65 and over) to residential and nursing care homes, per 100,000 population (ASCOF 2Aii)*
- ^{ix} *A Quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions in Sheffield City Council*, Building Research Establishment (2015)
- ^x *Better Outcomes, lower costs: Implications for health and social care budgets of investment in housing adaptation, improvements and equipment: A review of evidence*, Office for Disability Issues and the University of Bristol, Heywood F & Turner L (2006)
- ^{xi} *Older people's housing and place – Aspirations for future generations*, DWELL University of Sheffield (2016)
- ^{xii} *Making Sheffield Fairer*, Sheffield Fairness Commission (2013)
- ^{xiii} *Future of the welfare state thinkpiece*, Lyons, Green and Hudson (2016)
- ^{xiv} *Sheffield Strategic Housing Market Assessment* (2013)
- ^{xv} <https://www.gov.uk/government/publications/lifetime-neighbourhoods--2>
- ^{xvi} *Housing our Ageing Population Panel for Innovation*, Homes and Communities Agency (2009)
- ^{xvii} *Multi-Generational Homes: Building a Community for All Ages*, Housing LIN (2015)
- ^{xviii} <https://www.housinglin.org.uk/Topics/browse/HousingandDementia/Design/>
- ^{xix} *Autism and the built environment – using design to improve outcomes*, Catherine Boyle (2016)
- ^{xx} *Building safe choices, LGBT housing futures: a feasibility study*, Stonewall Housing (2016)
- ^{xxi} *Retirement Housing in Sheffield Supply and Demand to 2034* (unpublished), University of Sheffield 2016
- ^{xxii} Further housing market information for each of the 13 housing market areas shown in Figure 1 is available here: <https://www.sheffield.gov.uk/in-your-area/housing-services/housing-strategies/housing-market-area-profiles.html>

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