

**Report for:** Cabinet - 10 March 2026

**Item number:** 12

**Title:** Approval for consultation of a draft Older People's Housing Strategy 2026-2041

**Report authorised by :** Sara Sutton, Corporate Director of Adults, Housing, and Health

**Lead Officer:** Neehara Wijeyesekera, Assistant Director of Housing Management

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Key Decision

## **1. Describe the issue under consideration**

- 1.1. The Draft Older People's Housing Strategy attached as Appendix 1 articulates the council's proposed approach to housing for older people during the next fifteen years; and it does so as the basis for formal consultation.
- 1.2. This report sets out the process by which the draft strategy has been produced and summarises its proposed vision, principles and objectives. It seeks approval to consult and proposes in outline the nature of that consultation.

## **2. Cabinet Member Introduction**

- 2.1 Our driving mission in Haringey is to build a fairer and greener borough.
- 2.2 The housing crisis in London is leaving more and more local residents unable to afford their rent, let alone afford a home that meets their needs. We desperately need more affordable housing – genuinely affordable housing.
- 2.3 Haringey is building thousands of new council homes, let at council rents. More than 1,000 have been completed since 2020 and another 2,000 are under construction.
- 2.4 Our older community need affordable homes that meet their needs. We know that by 2040 we will need another 1,250 extra-care home places, almost 500 of which would be at council rents. We know too that around 400 local people will need wheelchair-adapted homes. At the same time, almost 60% of older people with care needs report loneliness.
- 2.5 Our strategy proposes to:

- Build dedicated council homes at council rents for older people
- Build dedicated affordable homes for older people on lower-middle (intermediate) incomes
- Build more affordable extra-care home places – and secure more private extra-care homes
- Build more affordable sheltered housing and renovate existing sheltered homes
- Support community-led housing developments for older people
- Support mixed communities within housing developments – including older people
- Create public and community spaces in and around developments where people can come together and older people can build and maintain social connections.
- Retrofit all council homes to a minimum EPC (Energy Performance Certificate) B-rating by 2035.

2.6 We are steadily expanding the supply of genuinely affordable housing in our borough – month on month, year on year – to help more and more residents from every community to have a home that works for them at a fair rent.

### **3. Recommendations**

Cabinet is recommended:

- 3.1. To approve the Draft Older People’s Housing Strategy attached at Appendix 1 as the basis for consultation
- 3.2. To approve the consultation arrangements set out in this report at paragraphs 6.11-6.13
- 3.3. To note that following consultation officers will bring back to Cabinet a revised draft of the Older People’s Housing Strategy for adoption.

### **4. Reasons for decision**

- 4.1. Though it is not a statutory requirement for local authorities to have an Older People’s Housing Strategy, it is considered good practice. On that basis, the council committed to develop a new Older People’s Housing Strategy in both the 2024-29 Housing Strategy and the 2024-26 Corporate Delivery Plan.
- 4.2. Adopting an Older People’s Housing Strategy will assist the council to deliver best value and drive improvements in older peoples’ outcomes across the borough. It is expected to achieve this because it allows the council to set a coordinated approach to all aspects of housing for older people across the next fifteen years. It provides clear and coherent direction across the council’s roles as a landlord, housing developer, planning authority, and provider and commissioner of housing-related social care, advice and support services. It helps the council to align its positions on housing and planning with priorities around social care, the NHS, and public health, and to support positions set

out in the draft Local Plan. As such, it can be expected to support more effective and efficient services.

## **5. Alternative options considered**

- 5.1. The council could decide not to adopt an Older People's Housing Strategy. This is not recommended: not only because the council made a considered commitment to do so in its current Housing Strategy and Corporate Delivery Plan, but also because failing to take a strategic approach in this area would undermine the council's capacity to provide best value through decisions and services that are coordinated, transparent, effective, and efficient. Ultimately, failing to articulate a strategic approach is likely to undermine outcomes for older people in the borough.
- 5.2. The council could decide that the draft strategy at Appendix 1 is not an adequate basis for consultation towards adopting an Older People's Housing Strategy. This is not recommended because the current proposals are based on evidence, a review of best practice, and considerable engagement with a broad range of older people in Haringey.

## **6. Background information**

- 6.1. The council committed in the 2024-29 Housing Strategy and the 2024-26 Corporate Delivery Plan to develop a new Older People's Housing Strategy.
- 6.2. The draft Older People's Housing Strategy attached at Appendix 1 sets out the council's proposed positions on all aspects of housing for older people across the next fifteen years. It considers the council's role as a landlord, housing developer, planning authority, and provider and commissioner of housing-related social care, advice and support services. It aims to align the council's positions on housing and planning with priorities around social care, the NHS, and public health. It has been developed to support and reflect the positions set out in the draft Local Plan.
- 6.3. A Steering Group bringing together officers from across Adult Services, Planning, Housing, and Public Health has met every two months for 18 months to shape the direction of the strategy.
- 6.4. As set out in Appendix 3, the council engaged extensively with older people between November 2024 and March 2025 to understand their priorities for the strategy. That engagement included face-to-face meetings with hundreds of older people at venues and organisations across the borough. It also included a widely-promoted Commonplace survey open from 20 January to 31 March 2025 completed by 143 older people and their carers. Finally, in April 2025 officers held three co-design groups consisting of older people living in distinct tenures to work up strategic proposals that responded to those priorities.

6.5. That engagement and codesign highlighted the need for better advice and information on housing options, including for homeowners struggling to cope in their existing homes, for a wider range of housing options, and for clearer allocation processes in relation to sheltered housing. Key principles that emerged included independence, security, and community. Findings from the engagement and codesign work are set out in the introduction to the draft strategy.

6.6. Officers have gathered, commissioned and analysed extensive data. Findings are summarised in the introduction to the draft strategy and in greater detail in Appendix 4. Key findings include:

6.6.1. Around 31,000 people aged over 65 live in Haringey, and that this will increase to 41,800 by 2035.

6.6.2. The number of residents aged 65+ with dementia is expected to increase from 18,000 to 19,500 between 2022 and 2030.

6.6.3. 3.9% of people aged over 50 - 2,904 people - receive care from Adult Social Care services. Mental Health is the second most common support reason (405 clients, 14%).

6.6.4. NHS services across Haringey are treating 1,476 people aged over 55 for alcohol problems, 2,201 for drug misuse, and 1,747 for severe mental illness. Around 55% in each case are aged between 55 and 64.

6.6.5. The support needs of sheltered housing tenants are increasing. There is a small but significant cohort of newer tenants with substantial needs around their alcohol or drug use or their mental health.

6.6.6. Looking at people in Haringey aged over 50, 48% are owner occupiers, 20% rent from the Council or a housing association, and 17.4% rent privately. 15.7% of households aged 60-64 and 7.9% of households aged over 65, rent privately.

6.6.7. There are currently 2,246 homes for social rent as sheltered housing in Haringey –1,353 council homes, 443 of which are in good neighbour schemes, and 893 housing association sheltered homes. There are just 44 sheltered homes for owner occupation.

6.6.8. There are just 153 extra care homes in the borough, all for rent.

6.6.9. Over the next fifteen years there will be a demand for around 2,350 new sheltered or retirement homes, and 800 extra care homes, for private sale; and 465 new extra care homes for social rent. The Strategic

Housing Market Assessment estimates there will be a need for 560 fewer sheltered homes for social rent.

- 6.6.10. In owner-occupier households where everyone is aged over 65, 81% have at least one spare bedroom – nearly 13,762 households, 8,773 of which have two or more spare bedrooms. Looking at social renters aged over 65, 38% have at least one spare bedroom – nearly 3,000 households of which a third have two or more spare bedrooms
- 6.7. Research was commissioned on the housing needs of older Haringey council tenants with spare bedrooms. The most popular reason to consider ‘downsizing’ is the desire to move into a home that is easier to clean and maintain, along with affordability and good heating; and that financial and practical help moving is a major incentive. Having an accessible bathroom is a significant factor for more than half of people.
- 6.8. The draft strategy’s overall vision states: “We want Haringey to be a place where we can all belong and thrive. This strategy means to achieve that by helping to make Haringey a place where people enjoy their later life in homes that support independence, dignity, and community — with housing choices that are affordable, inclusive, and ready for the future.”
- 6.9. The draft strategy’s proposes seven principles to guide all commitments in the strategy towards that vision:
  - 6.9.1. Age Well principles.
  - 6.9.2. Independence and community.
  - 6.9.3. Neighbourhood focus.
  - 6.9.4. Partnership and Integration.
  - 6.9.5. Affordability and choice.
  - 6.9.6. We need the knowledge, expertise and passion of Haringey’s people.
  - 6.9.7. Sustainability and accessibility in design.
- 6.10. The draft strategy proposes five Strategic Priorities and, in each case, sets out proposed commitments to achieve them:
  - 6.10.1. A better choice of homes to meet the different needs and preferences of older people
  - 6.10.2. New homes designed to meet the changing needs of people as they age
  - 6.10.3. Better housing advice and support for older people – those who wish to remain in their own home and those who wish to move
  - 6.10.4. Homes in neighbourhoods that support social connection and independence for older people
  - 6.10.5. A strategy that is delivered for older people in Haringey – and in partnership with them

6.11. If Cabinet approve the strategy for consultation, it is proposed to carry out consultation on this draft of the Older People's Housing Strategy for eight weeks including by using an online Commonplace page and questionnaire, and encouraging stakeholders, partners, and the wider community across the borough to comment through those means.

6.12. Alongside the Commonplace questionnaire, it is proposed to consult directly with older people in Haringey, especially those whose voices are seldom heard. It is proposed that this includes consultation with the council's formal community networks and reconvening the codesign groups that met in the first phase of engagement.

6.13. To ensure that the council hears from partner organisations, it is also proposed to consult further with stakeholders at the Haringey Live Well Board and Haringey Health and Wellbeing Board.

## **7. Contribution to the 2024-2026 Corporate Delivery Plan**

7.1. Within its 'Homes for the Future' theme, the 2024-26 Corporate Delivery Plan commits the council to "prepare a strategy on the future needs of housing for older people in Haringey".

## **8. Carbon and Climate Change**

8.1. The proposed Older People's Housing Strategy is informed explicitly by the principle of **Sustainability and accessibility in design, setting out that** "We want the strategy to align with net zero and climate resilience goals and plan for demographic change and future demand using robust data.

8.2. The draft strategy aligns with and reflects Haringey's Climate Change Action Plan commitment to "work towards retrofitting Council owned homes to an average Energy Performance Certificate (EPC) rating of B by 2035 and EPC A, where technically feasible, by 2041".

8.3. The draft strategy commits that when the council build new housing specifically for older people, we will always look to include sustainability & Energy Efficiency supported by resident education in understanding how to manage their homes for comfort and efficiency.

## **9. Statutory Officers comments**

### **Finance**

9.1. Any costs arising in carrying out this draft consultation will be met by the service's budget. If the outcome of this consultation result in the proposal of new council polices then further financial comments will be required to reflect the impact of these polices on individual services' budgets and their medium-term financial strategy (MTFS)

## **Procurement**

9.2. Strategic Procurement has been consulted on the preparation of this report. There are no immediate procurement implications arising from the recommendations outlined at 3 above.

## **Director of Legal & Governance [Robin Levett, Principal Project Lawyer]**

9.3. The Director of Legal and Governance has been consulted in the preparation of this report and comments as follows.

9.4. There is no legal requirement for the Council to adopt an Older People's Housing Strategy; the rationale for doing so appears in the body of this report.

9.5. Equally, there is of course no statutory requirement for consultation on the Strategy. There is however a legitimate expectation of consultation.

9.6. Consultation must accord with the principles set out in the case of Mosley; that is:

9.6.1. Consultation should occur while proposals are still at a formative stage

9.6.2. Sufficient reason must be given for the proposals

9.6.3. Adequate time must be allowed for consideration of proposals

9.6.4. The decision-maker must take conscientious account of the outcome of any consultations when considering adopting the proposals

9.7. The Director of Legal and Governance sees no legal reason why Cabinet should not adopt the recommendations set out in this report.

## **Equality**

9.8. The council has assessed the potential impact of the proposed strategy on individuals with protected characteristics covered by the Equality Act 2010 and in line with our Public Sector Equality Duty under the Act. That Equalities Impact Assessment is attached as Appendix 2.

9.9. The three parts of that duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

9.10. As set out above and in Appendix 3, the council undertook a two-phase engagement process between October 2024 and April 2025. The aim was to hear directly from older residents and carers about their housing experiences, needs, and priorities, with a particular focus on reaching a diverse cross-section of the borough's population. The council met with older people at over 20 organisations and venues representing older people, carers, disabled residents, ethnic minority communities, faith groups, LGBTQ+ residents, and voluntary sector networks.

9.11. If it were to be adopted, the draft strategy would be likely to have positive impacts on older people: the fundamental objective of the proposed strategy is to improve their situation. Of course, all of us – if the council are lucky – will be an “older person” one day. So this strategy matters for everyone in Haringey, and in it the council consider housing choices that will in due course have a positive impact on everyone - expanding housing options tailored to age-related needs, promoting ageing in place, and supporting independence and reducing isolation through community-based models.

9.12. If adopted, the draft strategy would also have positive impacts on disabled residents and those from lower socioeconomic backgrounds, particularly through improved housing quality, accessibility, and support services. The strategy proposes specific commitments aimed at positive impacts on residents who are LGBTQ+ and on those from racialised communities.

9.13. However, potential negative impacts may arise if new developments are not equitably distributed or if affordability is not adequately addressed, especially for private renters and minoritised groups. Mitigations within the draft strategy include commitments to housing affordability, housing delivery, reviewing housing allocations, inclusive design, co-production with residents, and targeted support for vulnerable groups. The strategy also proposes monitoring frameworks and community engagement to ensure accountability.

9.14. This draft strategy is a set of proposals: the council will consult widely to check with Haringey’s diverse population that it meets their needs and preferences. The council will review the draft strategy in light of that consultation – including by carrying out a new Equality Impact Assessment informed by the consultation to reassess the strategy’s potential impact and ensure that it advances equality and does not unlawfully discriminate against any protected characteristic.

## **10. Use of Appendices**

- Appendix 1 – Draft Older People’s Housing Strategy
- Appendix 2 – Equalities Impact Assessment of the proposed Older People’s Housing Strategy
- Appendix 3 – Engagement and Co-Design Report
- Appendix 4 – Evidence and Research Summary

## **11. Background papers**

- [Haringey 2035: our vision](#)
- [Haringey Housing Strategy 2024-2029.](#)
- [Strategic Housing Market Assessment](#)
- [Haringey Health and Wellbeing Strategy 2024-2029](#)
- [Haringey’s Older People’s Joint Strategic Needs Assessment \(JSNA\) 2025](#)

- [Haringey Adult Social Care Strategy](#)