

REQUEST FOR ASSISTANT DIRECTOR DECISION – ADD254

Title: Older Londoners Policy Review

Executive Summary:

This decision form requests approval of expenditure of up to £20,000 to procure and commission a consultancy study to produce an overview of the needs and aspirations of older people in London to 2041. The study will help provide a an understanding of current, emerging and future issues relating to the growth of the population of older people and how these could be addressed by the planning system. The study will be framed within the wider policy context of the London Plan and the Government's National Planning Policy Framework. The work will inform a full review of the London Plan, preparation of Local Plans/Opportunity Area Planning Frameworks.

Decision:

The Assistant Director – Planning approves:

- The GLA's role to lead, procure and commission specialist technical services to undertake the Older Londoners Policy Review study;
- Expenditure of up to a total of £20,000, comprised from the 2014/15 London Plan Programme Budget.

AUTHORISING ASSISTANT DIRECTOR/HEAD OF UNIT:

I have reviewed the request and am satisfied it is correct and consistent with the Mayor's plans and priorities.

It has my approval.

Name: Stewart Murray

Position: Assistant Director – Planning

Signature:

Date:

PART I - NON-CONFIDENTIAL FACTS AND ADVICE

Decision required – supporting report

1. Introduction and background

- 1.1. The Further Alterations to the London Plan (FALP) states that London's population is projected to grow to 10.11m by 2036. Within that, the number of people aged 65 and over is projected to increase from 910,000 in 2011 to 1.49 million by 2036 and the over 90s are expected to increase by over 200% per cent to 131,880.
- 1.2. The FALP includes a number of policies which specifically aim to ensure London is planned to take account of the needs of older people, including; Policy 3.5 which addresses the quality and design of housing developments, policy 3.8, which requires all new homes are built to lifetime homes standard and 10% of new homes is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users and requires account to be taken of the changing age structure of London's population, in particular, the carried needs of older Londoners. Policy 7.1 "lifetime neighbourhoods", which aims to ensure we plan for places where people can live for all stages of their life. The FALP also introduced benchmarks for older persons' specialist accommodation.
- 1.3. The full review of the London Plan will look to 2041, by which time current projections suggest the older population will grow to 1.59million. This projected growth in the older population has substantial, wide ranging, implications for London and must be reflected in the review of the London Plan.
- 1.4. Significant amounts of research and academic literature already exist on the projected ageing population in the UK and the potential implications, with some specifically looking at the issue in London. However, generally, these focus on a specific area of policy rather than looking at the cross ranging implications.
- 1.5. This is a separate piece of research, but related to ADD204 - Friendly London and Age Friendly London reports. A "Friendly London" report to identify and make public London's vision for making cities and communities friendly and inclusive, to promote best practice and to continue to drive improvements to make London more friendly and inclusive. The second report "Age Friendly" provides an update and will focus on older people within the overall project.
- 1.6. To ensure the London Plan, a Spatial Development Strategy, as opposed to a traditional land use plan, takes account of these implications, the GLA are commissioning a think piece to consider the overall potential implications of an ageing population for the London Plan. This will provide an understanding of the range of implications, both positive and negative, of London's ageing population, including the economic and social implications, as well as housing, health and social care, environment and transport. It will also identify how the London Plan can support older Londoners.

2. Objectives and expected outcomes

- 2.1. In broad terms, the project is intended to produce an overview of the needs and aspirations of older people in London to 2041 and what the growth in the numbers of older people may mean for the city

as a whole and, in particular, for strategic planning. This should take account of not just of demographic trends, but also other factors such as health related issues, the roles of this group in the economy and in relation to other social groups, propensities to require affordable and/or private accommodation and the geography of older Londoners. The study should help provide a an understanding of current, emerging and future issues relating to the growth of the population of older people and how these could be addressed by the planning system, including any definitional issues.

2.2. The project objectives therefore are to better understand:

- The needs and demands of older people in London, now and in the future in regards to
 - transport infrastructure, including specialist services such as dial-a ride
 - social infrastructure, most notably health and social care including culturally appropriate services for older people
 - London’s cultural, leisure and intellectual life
 - use of / reliance on digital media
 - the high street and town centres uses
 - housing (including specialist housing)
 - the geography of older Londoners
- the economic and voluntary sector contributions of older Londoners and what opportunities this brings;
- challenges in creating and maintaining a socially cohesive inter-generational city;
- potential barriers to meeting the needs and demands of older Londoners and the consequences of not meeting that need; and
- potential reasons why London’s projected older population may not be realised.

2.3. In light of the above analysis consultants will be expected to make broad policy recommendations based on their analysis. They are also expected to also consider how they think they can be refined in subsequent iterations of the London Plan.

2.4. Options are to be provided on how provision for older people can best complement and support other aspects of London Plan policy with the understanding of the different parts of London e.g. outer and inner London, its town centres and residential neighbourhoods.

3. Equality comments

3.1. The project will support the equalities objectives of the London Plan by addressing the needs and aspirations of older people in London and will provide evidence to inform policy and guidance to improve London’s approach to meeting their needs

3.2. In terms of procurement the proposal is in accordance with the GLA’s Equalities Framework, and consultants will be asked to provide details of their equal opportunities policies and a completed Diversity Monitoring Form

4. Other considerations

a) key risks and issues

The contract will be managed in line with standard GLA risk management procedures.

4.1. If the study were not carried out it would:

- undermine the Mayor's evidence base to support examinations into a full review of the London Plan and work with boroughs on Local Plans

b) links to Mayoral strategies and priorities

4.2. This study is to provide evidence and direction to future research will inform the implementation and review of the London Plan. It will support London boroughs in the preparation of Local Plans and partnership working by the GLA, boroughs and others on Opportunity Area Planning Frameworks.

5. Financial comments

5.1. Approval is requested for expenditure of up to £20,000 to procure and commission a consultancy study to produce an overview of the needs and aspirations of older people in London to 2041. The decision also asks to approve commencement of procurement for this study and award the subsequent contract to the tenderer submitting the most economically advantageous tender quote, having regard to the criteria set out in the Section 9 of the brief (see Annex 1)

5.2 The funding for the study will be £20,000 from the London Plan 2014-15 Budget. However as the study is expected to be delivered by July 2015 there will be a need to request a budget carry forward from 2014-15 to 2015-16, the approval for which is subject to the GLA's year-end process. It should be noted that if the budget carry forward is not approved then expenditure will need to be contained within London Plan 2015-16 budget.

5.3 As this work will be procured and a contract will be in place, officers have to ensure that the requirements of the Authority's Contracts & Funding Code are adhered to.

5.4 The London Plan unit (part of Planning Team) within the Development, Enterprise and Environment Directorate will be responsible for managing this procurement, contract and associated work.

6. Planned delivery approach and next steps

Activity	Timeline
Procurement of contract [for externally delivered projects]	March 2015
Announcement [if applicable]	March 2015
Delivery Start Date [for project proposals]	March 2015
Draft final report	6 th July 2015
Delivery End Date [for project proposals]	20 th July 2015
Project Closure: [for project proposals]	End July 2015

Appendices and supporting papers:

Annex 1: Study Brief

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Note: This form (Part 1) will either be published within one working day after approval or on the defer date.

Part 1 Deferral:**Is the publication of Part 1 of this approval to be deferred? No**

If YES, for what reason:

Until what date:

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form –No

ORIGINATING OFFICER DECLARATION:

Drafting officer
to confirm the
following (✓)

Drafting officer:

Neil Smith has drafted this report in accordance with GLA procedures and confirms that the Finance and Legal teams have commented on this proposal as required, and this decision reflects their comments.

✓

HEAD OF GOVERNANCE AND RESILIENCE:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature:

Date:

Annex1:

Older Londoners Policy Review Brief

Introduction

- 1.1 The Further Alterations to the London Plan (FALP) states that London's population is projected to grow to 10.11m by 2036. Within that, the number of people aged 65 and over is projected to increase from 910,000 in 2011 to 1.49 million by 2036 and the over 90s are expected to increase by over 200% per cent to 131,880.
- 1.2 The FALP includes a number of policies which specifically aim to ensure London is planned to take account of the needs of older people, including; Policy 3.5 which addresses the quality and design of housing developments, policy 3.8, which requires all new homes are built to lifetime homes standard and 10% of new homes is designed to be wheelchair accessible, or easily adaptable for residents who are wheelchair users and requires account to be taken of the changing age structure of London's population, in particular, the carried needs of older Londoners. Policy 7.1 "lifetime neighbourhoods", which aims to ensure we plan for places where people can live for all stages of their life. The FALP also introduced benchmarks for older persons' specialist accommodation.
- 1.3 The full review of the London Plan will look to 2041, by which time current projections suggest the older population will grow to 1.59million. This projected growth in the older population has substantial, wide ranging, implications for London and must be reflected in the review of the London Plan.
- 1.4 Significant amounts of research and academic literature already exist on the projected ageing population in the UK and the potential implications, with some specifically looking at the issue in London. However, generally, these focus on a specific area of policy rather than looking at the cross ranging implications.
- 1.5 To ensure the London Plan, a Spatial Development Strategy, as opposed to a traditional land use plan, takes account of these implications, the GLA are commissioning a think piece to consider the overall potential implications of an ageing population for the London Plan. This will provide an understanding of the range of implications, both positive and negative, of London's ageing population, including the economic and social implications, as well as housing, health and social care, environment and transport. It will also identify how the London Plan can support older Londoners. It will evaluate published research, stakeholder views and available data to develop a view of this future population and the possible options for policy. The study will be a key input to a wider policy development process including boroughs, developers and other stakeholders.

2 Issues

- 2.1 London's older population is projected to grow significantly. However, the needs, demands and aspirations of a future older population could be significantly different to those older generations that have gone before. The role of this piece of work is to consider how the London Plan can ensure it is planning effectively for this new population of older Londoners, while also considering to what extent this increase in older population will be realised. The implications of an ageing population are wide

ranging and we expect this research to identify and explore the range of implications. As a starting point, the GLA have identified a number of issues that require future research;

- 2.2 The projected growth in London's older population is unprecedented; London's population growth has traditionally been in the younger age groups¹. The rapid projected growth in the older population is premised on the baby boomer cohort, which is now at, or nearing retirement age.
- 2.3 The mix of projected older population is important to consider; there is a greater rise in ageing among London's ethnic minority populations² and the gap in life expectancy between men and women is narrowing³. Services will need to ensure they are designed to cope with these needs.
- 2.4 It is the over-90 group that is growing particularly strongly. This has implications for the services that will be required – for example, the risk of dementia increases rapidly at this age⁴. Recent estimates suggest that around 65,000 people over the age of 65 in London have dementia, including around 1,600 people with early-onset and 63,000 people with late-onset dementia (Commissioning Support for London CSL 2009). As the population of older people increases so will the number of dementia sufferers. It is estimated that the number of older people in London with dementia will increase by almost 50% by 2030 (GLA, 2009). The Alzheimer's Research Trust⁵ have calculated that each person with dementia costs the economy £27,647 per year and that 37 per cent of all dementia patients in the UK are in long-term care institutions, costing in excess of £9 billion per year in social care, and with health care costs estimated at about £1.2 billion, of which hospital inpatient stay accounts for 44 per cent of the total.
- 2.5 At the same time, there are an increased number of active healthy members of society approaching or beyond retirement. This represents a new demographic phenomenon – the Active Third Age⁶; people between 60-74 who are healthy and fit and engaged in cultural and leisure pursuits. London's cultural and leisure offer therefore, may be a significant reason why people are staying in London as they grow older.
- 2.6 RIBA's Silver Linings report⁷ suggests that the 'active Third Age' could lead to a revival of High Street and that high streets could be better re-imagined as destinations to host local services and support recreation; a distinct shift in emphasis from a retail focus.
- 2.7 However, older people may also choose to remain in London because their formal (and informal) working lives will continue past 65. GLA Economics have identified that the economic contribution of older Londoners is equivalent to over £50bn through their paid and unpaid work and that even though London is a relatively young place compared to the rest of England older Londoners' work accounts for around 18 per cent of the capital's Gross Value Added.⁸

¹ ONS mid year estimates for example 2001-2011 show a rapid growth in all age groups except those over 70. Housing in London 2014. GLA

² Older Londoners

³ Older Londoners

⁴ Older Londoners, Institute for Public Policy Research, 2011

⁵ Dementia 2010, Alzheimer's Research Trust, 2010

⁶ Silver Linings The Active Third Age And The City, RIBA 2013

⁷ Silver Linings The Active Third Age And The City, RIBA 2013

⁸ The Economic Contribution of Older Londoners, GLA 2013

- 2.8 Recent research identified older people as a key audience who would potentially benefit significantly from the internet, but also as one of the groups most at risk of digital exclusion. Research has also identified that the combination of higher age and lower social grade multiplies the level of digital exclusion, with those people who are both over 65 and from the DE social class accounting for 28 per cent of all people without internet access, four times higher than any other combination.⁹ However digital media/technology has the potential to help older people renew or develop social contacts and to actively engage in their communities.¹⁰
- 2.9 London's growing older population has different implications for different boroughs, with outer London seeing significantly higher numbers of older people than inner London¹¹. This may be due to the cost and type of housing inner London, and in potentially, the cost of developing specialist accommodation. There are already some boroughs who are reluctant to deliver older persons accommodation due to (real or perceived) 'older peoples tourism' and the implications of approving specialist housing developments that may attract people into the borough who have health and social care needs and therefore represent a cost at a time of shrinking resources.
- 2.10 There is significant wealth held by the older population (UK wide over 50's account for 30% of the population but 80% of the wealth¹²). However, there is also significant inequality within the population, which may increase with some cohorts preparing adequately for retirement while others are not. This maybe further exacerbated in the future as a lower proportions of populations are able to access homeownership and therefor have to continue to pay housing costs well into retirement. Even those who may have owned outright may have continued housing costs, because an increasing number of older people are re-mortgaging to release equity for their children and grandchildren.
- 2.11 Funding care and support is an increasing important political issue. Significant work has been carried out looking at the options (the Dilnot review 2011, Ready for Ageing Housing of Lords Committee on public Service and Demographic Change 2013). The Care Act has now finished its passage through parliament, which includes a deferred payment arrangements and cap on care fees. This aims to improve older people's ability to access care without having to sell their homes, however, this may have consequences for the rest of the housing market.
- 2.12 Local authorities will play an important role in meeting the needs and aspirations of older people though their role in providing adult social care, implementing public health policy, planning and housing. Greater joined up working between local authorities and primary care trusts could reduce the cost of an ageing population. For example, the London Assembly's Housing Committee identifies that specially designed housing – combining self-contained homes with access to on-site support and care can improve independence and quality of life for residents, reduce costs to the NHS of avoidable accidents and free up much needed family homes. Creating inclusive places to live which enable older people to remain connected with their friends and family thereby combating loneliness, able to visit and even stay with family at times of illness, has enormous social benefits, including potential cost

⁹ Introducing another World: older people and digital inclusion, AgeUK, 2009

¹⁰ Older people, technology and community, Independent Age, 2010

¹¹ GLA POP Projections data store

¹² Silver Linings report – p8

savings for health & social care.¹³ Retirement housing can delay or prevent the need for residential care.¹⁴

- 2.13 DEMOS notes that local plans must include a strategy for ensuring local housing reflects demographic change and that SHMAs also need to include a strategy for developing retirement housing. They also identify the disconnect between planning and health and wellbeing boards. These should engage with planners when applications for retirement housing are considered¹⁵.
- 2.14 Older people are not a homogenous group; London's older people are diverse in their cultures, faiths and lifestyles. There are 100,000 older lesbian, gay, bisexual and transgender (OLGBT) people living in London and a rapidly increasing number of older Londoners from black, Asian and minority ethnic and refugee (BAMER) communities.¹⁶ Moreover, the type of support and care needs of older people is changing; the current cohort of retirees are heavier drinkers than their predecessors and more likely than previous cohorts to use drugs¹⁷.

3 Scope of the study

- 3.1 In broad terms, the project is intended to produce an overview of the needs and aspirations of older people in London to 2041, their roles in economy and society of the future and what the growth in the numbers of older people may mean for the city as a whole and, in particular, for strategic planning.. This should take account of not just of demographic trends, but also other factors such as health related issues, the roles of this group in the economy and in relation to other social groups, propensities to require affordable and/or private accommodation and the geography of older Londoners. The study should help provide a an understanding of current, emerging and future issues relating to the growth of the population of older people and how these could be addressed by the planning system, including any definitional issues.
- 3.2 The project objectives therefore are to better understand:
- The needs and demands of older people in London, now and in the future in regards to
 - transport infrastructure, including specialist services such as dial-a ride
 - social infrastructure, most notably health and social care including culturally appropriate services for older people
 - London's cultural, leisure and intellectual life
 - use of / reliance on digital media
 - the high street and town centres uses
 - housing (including specialist housing)
 - the geography of older Londoners
 - the economic and voluntary sector contributions of older Londoners and what opportunities this brings;

¹³ Creating homes and neighbourhoods for later life , Care & Repair England, 2013

¹⁴ The Top Of The Ladder, DEMOS, 2014

¹⁵ The Top Of The Ladder, DEMOS, 2014

¹⁶ Older People's Manifesto 2012-2016, AgeUK London

¹⁷ Sex, drugs and getting old. Economist. November 22nd.

- challenges in creating and maintaining a social cohesive intergenerational city;
- potential barriers to meeting the needs and demands of older Londoners and the consequences of not meeting that need; and
- potential reasons why London's projected older population may not be realised.

4 The role of the spatial planning system

- 4.1 The next replacement London Plan will seek to take better account of the needs of London's older people as a whole. In light of the above analysis consultants will be expected to make broad policy recommendations based on their analysis. The study should also consider how they think they can be refined in subsequent iterations of the London Plan?
- 4.2 Options should be provided on how provision for older people can best complement and support other aspects of London Plan policy with the understanding of the different parts of London e.g. outer and inner London, its town centres and residential neighbourhoods. What policies could further support the Plan's employment /regeneration objectives and those to foster social inclusion?

5 Methodology

- 5.1 Within the budget, it is for the consultants to suggest the most effective methodology for achieving the objectives, addressing the issues and providing the outputs outlined in this brief. It is anticipated that details of the final methodology will be agreed by the client and successful consultant at the project inception meeting. In responding to the brief, consultants should:
 - Set out the proposed methodology, demonstrating how their proposed approach will be sufficiently robust to provide an evidence base for the review of the London Plan and associated documents,
 - demonstrate it will draw on GLA demographic and projections and market-based, quantified and referenced data,
 - Provide a view on the use of case studies, and if recommended, ensure they will be selected on a transparently representative basis,
 - Demonstrate that literature and other reviews are comprehensive and/or transparently representative.

6 Project management

- 6.1 The project will be steered by a small steering group composed of GLA officers. The project will be managed by Neil Smith, London Plan Team, GLA.
- 6.2 The successful consultants will need to attend at least three steering group meetings - an initial inception meeting, presentation of the draft report and presentation of the final report. The steering group may request that the findings be presented to an expert panel before finalising the report. The lead officer will also need to be kept up to date regularly by telephone/ email.
- 6.3 The final report should be presented in five bound copies. An electronic copy of the report on CD/by email in Microsoft Word or Excel where required (or a compatible format).

7 Timetable

- 7.1 The timetable below gives an *indicative* timeline for this piece of work. A final timetable will need to be agreed at the project inception meeting.
- 7.2 The key dates are as follows:
- Stage 1 – Invite tender proposals: March 2015
 - Stage 1 – Tenders submissions deadline: March 2015
 - Stage 2 – Interviews: March 2015
 - Stage 3 – Successful consultant appointed: March 2015
 - Stage 4 – Inception meeting: March 2015
 - Stage 5 – Complete draft final report: 6th July 2015
 - Stage 6 – Sign off of final report: 20th July 2015
- 7.3 This timetable will be refined if necessary at the inception meeting.

8 Resources

- 8.1 Submissions must include:
- A summary of the consultant's understanding of the project requirements
 - The proposed approach for undertaking the work, including a project plan
 - Details of the consultancy team, including their level of expertise, knowledge and skills. This should be supported by a breakdown of who will be undertaking each part of the work, the number of days each consultant will work on the project, their daily rates and their core responsibilities.
- 8.2 Payment will be made in accordance with GLA's terms and conditions of contract (included with invitation to quote documents).

9 Evaluation criteria

- 9.1 Submissions will be evaluated on:
- Demonstrated understanding of the brief and quality of the proposal 60%
 - Relevance of the skills set and experience of the identified staff to undertake the study-including project management and demonstrated experience of undertaking similar work 20%
 - Cost, demonstrating value for money against the project budget 20%