

Health, Housing and Adult Social Care Policy and Scrutiny Committee

11 September 2018

Report of the Programme Director, Older Persons' Accommodation

Update on the Older Persons' Accommodation Programme

Summary

1. This report provides an update on progress towards delivering the Older Persons' Accommodation Programme (the "Programme") including Programme delivery, resource deployment and risk. The report shows that the Programme has been successful in delivering new Extra Care accommodation, allowing an increasing number of residents with high care needs to continue to live independently, in beginning to transform the Burnholme school site and is on track to deliver at over 900 new care beds and/or Extra Care homes by 2020. The report also highlights that a further phase of the Programme is considered necessary.
2. The following summarises the status of the Programme:

Overall Status	On Target
Previous Status	On Target
Trend	Same
Risks	Under control. However, the failure to achieve planning consent for individual projects remains a key risk.
Update since last report	The Programme has progressed well and is on track to deliver 964 new units of accommodation with care for older people by 2020. Key items include: a) Completion of the 27 home extension of Glen Lodge. b) The Centre @ Burnholme is complete, delivering a new library, a child care nursery and community facilities. c) Planning consent has been awarded for the 33 home extension to Marjorie Waite Court and a

	<p>builder has been appointed to carry out this work.</p> <p>d) Executive has agreed a sustainable and long-term future for sport provision on the Burnholme site including a £2.45m investment in their rebuilding. The planning application for the works had been submitted.</p> <p>e) Executive have also agreed to investment in the extension and improvement of Lincoln Court Independent Living Scheme and the planning application for this work has been submitted.</p> <p>f) Our partner to deliver the new 80 bed care home at Burnholme will begin construction work in October 2018.</p> <p>g) All council run older persons' homes have safely closed leaving Haxby Hall the subject of a procurement to find a partner to take it on as a going concern; the preferred partner for this has been found.</p> <p>h) The planning applications for the Lowfield Green development have been granted and we will now begin procurement of a partner to deliver the care home on this site.</p> <p>i) Planning consent has, once more, been awarded for the new 64 bed care home at Fordlands Road and once the "stand still" six week period of passed, work will commence in September. The Judicial Review of the first application led that to approval being quashed and this will now be re-considered by Planning Committee.</p>
<p>Programme next steps</p>	<p>To progress the Programme the team will:</p> <p>a) Complete the sale of the Fordlands Care Home site so that construction can begin in September.</p> <p>b) Begin construction of the Marjorie Waite Court Extra Care extension.</p> <p>c) Support partners to submit the Oakhaven Extra Care scheme planning application.</p> <p>d) Procure a builder to construct the new sports facilities on the Burnholme site.</p> <p>e) When they are ready, support the Priory Medical Group to submit a planning application for the health hub at Burnholme.</p> <p>f) Begin procurement of the care home at Lowfield.</p> <p>g) Work with our preferred partner to begin the process of transferring ownership and management of Haxby Hall care home.</p>

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| | <ul style="list-style-type: none">h) Procure a builder to undertake the works at Lincoln Court.i) Support partners in building new care accommodation at Fordlands, Burnolme and New Lodge, Regency Mews, Green Lane and, subject to planning consent, on the Carlton Tavern site.j) Complete the sale of Willow House and progress the future uses of the Woolnough House and Morrell House sites. |
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Recommendations

3. That the Committee review the update on progress to deliver the Older Persons' Accommodation Programme.
4. That the Committee note the good progress in delivering the Programme.
5. That the Committee request that a further update is presented at a future meeting.

Background

6. The Health, Housing and Adult Social Care Policy and Scrutiny Committee last received an update on the Programme at their meeting on 15th January 2018 and asked for regular updates.
7. The Council's Executive on 30th July 2015 approved the Business Case for the Older Persons' Accommodation Programme. This will:
 - a) fund 24/7 care support at Auden House, Glen Lodge and Marjorie Waite Court Sheltered Housing with Extra Care schemes;
 - b) progress with plans to build a 27 home extension to Glen Lodge;
 - c) seek the building of a new Extra Care scheme in Acomb;
 - d) seek the procurement of a new residential care facility as part of the wider Health and Wellbeing Campus at Burnholme; and
 - e) encourage the development of additional residential care capacity in York including block-purchase of beds to meet the Council's needs.
8. Executive on 7th December 2016 agreed additions to the Programme:
 - a) authorising consultation on the option to seek a partner to take over the ownership and management of Haxby Hall with a commitment to deliver improved care facilities on the site; and

- b) agreeing to the procurement of a new residential care home on the Lowfield Green site.
9. Executive on 31st August 2017 agreed a further addition to the Programme:
- a) authorising a £6.6m investment in a 33 home an extension to Marjorie Waite Court Extra Care scheme.
10. Executive on 15th March 2018 agreed another addition to the Programme:
- a) agreeing investment at Lincoln Court to create an Independent Living with Support facility.
11. The context for the Programme is that there is a shortage of suitable accommodation with care for older people in York. This is caused by historic under-investment and an expected growth in the size of the over 75 population of the city (the 75+ population is expected to increase by 50% over the next fifteen years, from 17,200 to 25,800). 81% of York's 75+ population own their own home.

Progress Update

Glen Lodge Extra Care scheme

- 12. Glen Lodge is now open and operational. All flats are in use and are letting and re-letting normally. Care needs are rising, as expected.
- 13. Work is being commissioned to refurbish the original communal parts of Glen Lodge so that they compliment the new extension.

Burnholme Health & Wellbeing Campus

- 14. The Centre @ Burnholme [library and community facility] is complete and opened to the public on 23rd June 2018. The Official Opening was held in July 2018. The building has been very well received with over a 1,000 visitors on the first day of operations.
- 15. Our partner for the Care Home @ Burnholm has appointed their builder and plan to begin construction in October 2018.
- 16. Priory Medical Group continues to progress their plans for a 4,000 m2 health hub. They plan to re-locate GP services from three centres, bringing them together at Burnholme: the surgeries at Tang Hall Lane, Millfield Avenue and Heworth Green. They have begun the appropriate consultation on these moves engaging Health Watch. They continue to work on the funding plan for the development and a revised bid for

capital grant has been submitted to the Department for Health. We await the outcome of this bid.

17. Executive at their meeting in July agreed to the investment of £2.45m in works and the management arrangements for the Sports facilities @ Burnholme.

Oakhaven Extra Care Facility

18. Ashley House has appointed Places for People Housing Association as partner to be involved in the management of the Oakhaven Extra Care Scheme.
19. Public engagement events in March 2018 have demonstrated support for their proposed building while also revealing some concern regarding size and position on the plot. The size of the building is determined by the need to have at least 50 apartments on site. Ashley House will now decide whether they wish to proceed to the submission of a planning application and, before doing so, will meet with the Head of Planning in September.

Marjorie Waite Court Extra Care scheme

20. Executive agreed in August 2017 to invest £6.6m in an extension to Marjorie Waite Court Extra Care scheme. This will deliver 29 new apartments, four new bungalows, a 172 m² community facility and enhancements to the services in the wider complex. It will include homes to rent and homes to buy.
21. The planning application for this work was approved in July 2018. Tendering for the construction work is nearly complete, with four good quality submissions. A preferred bidder will be chosen early in September 2018 and construction work will begin shortly afterwards.

Lowfield re-development

22. The planning application for the Lowfield site including a detailed application relating to the housing, roads and public open space and an outline application relating to the care home, health centre, roads and public open space and community & self-build were approved by the Planning Committee in August 2018.
23. Executive agreed that the Council should be the developer of the Housing on the site, delivering up to 40% affordable housing.
24. With regard to the Yorspace land, we have obtained an independent valuation of this site and entered into an Exclusivity Agreement for sale.

Yospace have secured grant to progress their proposals will now proceed.

25. Executive has noted the progress being made to deliver new football pitches at the Ashfield estate and agreed that we can engage in a Community Asset Transfer to secure their long term use. The planning application for these works has been approved and a £500,000 grant secured from the Football Foundation for a contribution to the cost of works. Contractors for the work have been procured. Works will begin this autumn and proceed into 2019.

Existing Older Persons' Homes

26. Executive in January 2018 agreed that we should procure a partner to take over the provision of services at Haxby Hall. This procurement has identified a preferred partner and we will now work with them to achieve the transfer and transformation of Haxby Hall. They envisage a new, 63 bed, care home being built on this site.
27. The proposal for a 64 bed care home at Fordlands has secured planning permission and construction work was planned to begin in Q1 2018. However, a request for a Judicial Review has been allowed and has concluded that this planning consent should be quashed because the judge believes that the report to planning committee contained an error of fact as regards the need for care homes within the locality, which remained uncorrected at the Planning Committee meeting. The Court decided that although the factual error was corrected at the planning committee meeting relating to the flood risk and sequential test sections of the report, it was not corrected in light of the corrected figures in respect of the principle of development and the overall planning balance. Therefore the overall effect of the original report was to mislead the committee about material matters (the level of under supply in the local area). The Council had argued that the committee was given accurate information about local need, information which was available to it when it performed the planning balance in deciding whether the application should be allowed or refused. It argued that all that needs to go into that process is accurate information and that is what happened in this case. However, a duplicate planning application was approved by Committee in July 2018 and, should this not be the subject to Judicial Review, building work will begin in September 2018.
28. The proposal to deliver 33 apartments on the Grove House site has been approved by the Area Planning Committee and the sale completed. Construction work has begun. However, the owner has subsequently sought an amendment to their planning consent in order to deliver 29 new homes. This change does not affect the sale receipt for the site.

29. McCarthy & Stone have completed the re-development of the Oliver House Older Persons' Home site (the home closed in 2012) to provide 34 retirement apartments in a scheme called Cardinal Court. The scheme was officially opened by Cllr Runciman in July 2018.
30. Executive in February agreed to sell the Willow House Older Persons' Home site on Long Close Lane, Walmgate, for £2,75m to a developer who will use the site for residential dwellings. Discussions with planning and heritage colleagues continue. The capital receipt will not be received until planning consent is granted.
31. Woolnough House older persons' home was closed in November 2017, with residents moving safely to new accommodation. The building is suffering vandalism and we therefore plan to demolish it while we await the decision on future use.
32. Following consultation on the option to close Windsor House on Ascot Way, Executive has resolved that the home should close with residents moving to new accommodation. Executive also agreed that the site should be used for the Centre for Excellence for Disabled Children and their families and the planning application for this work was submitted in July 2018. Enabling works necessitates the moving of the boiler that heats Lincoln Court next door, and this work will be combined with other improvements to Lincoln Court, subject to Member approval of the investment. Executive have approved the investment plans for Lincoln Court and we submitted the planning application for the works in August 2018.
33. Morrell House older person's home is now closed with all residents and staff moved safely to other locations. This is the last and final home which is scheduled to close.

New Independent Sector Care Home provision

34. The Chocolate Works care home has opened, providing 90 care beds. The Council have purchased some beds including accommodation for residents moving from Morrell House.
35. The plan to build a 76 bed care home on the site of the Carlton Tavern on Acomb Road (next door to Oakhaven) to deliver an integrated care solution for older people with a range of care needs was approved for consent by Planning Committee in October 2017. However, a challenge to that decision meant that the Committee refused the application when they met in December 2017. The applicant has submitted an appeal to the decision to withhold consent but this appeal has been refused. We will seek further information from the developer as to their proposed next steps.

36. An application to build a 66 bed care home on Green Lane in Clifton has been approved by the Planning Committee in January 2018. Construction has begun.

New Independent Sector Extra Care provision

37. Work has begun on the construction of the care home and Extra Care apartments at New Lodge in New Earswick. The Joseph Rowntree Housing Trust expects the first phase of accommodation to be ready by Q3 2019 and work will continue until late 2020.
38. The Abbeyfield Society has secured planning consent and Homes England grant for the construction of a 25 home extension to their scheme at Regency Mews off Tadcaster Road. We have agreed nomination rights to a proportion of these homes. Work is expected to begin later this year or early in 2019.
39. Developers have discussed care home and extra care opportunities on sites elsewhere in the city.
40. We have engaged with the York Central team to evidence the need for and benefits of accommodation with care for older people in this area.

Bootham Park Hospital

41. The closure of mental health in-patient services at Bootham Park Hospital and their relocation to a new site on Haxby Road has afforded the opportunity to review the future uses of the site. Included in the consideration of options for re-use is continued mental health service use through the provision of care home or Extra Care facilities on site, focused on the delivery of services for people living with dementia.
42. Advisers (IBI Group) have been appointed to evaluate the site, undertake public engagement and propose new uses for the site. They are expected to produce their recommendations in November 2018.

A further phase of the Programme

43. At their meeting in September, Executive will receive a review of the first phase of the Programme and be asked to authorise an examination of the need for a further phase.

THE NEXT PERIOD

44. Work will begin in Q3 2018 to procure a partner to deliver a care home on the Lowfield Green site.
45. Work will start on site at the Burnholme Care Home in October 2018.

46. The Burnholme Sports facilities planning application was submitted in August 2018. Preparation will now begin for the tendering of the building works.
47. Work will progress in order to submit a planning application for the housing development at Burnholme.
48. We will work with our preferred partner to achieve the transfer and transformation of Haxby Hall care home.
49. The preferred bidder for the Marjorie Waite Court construction will be appointed in September 2018 and will start on site shortly after.
50. We will work with a preferred builder to design and cost the Centre of Excellence and Lincoln Court with the objective of obtaining an agreed price by Q4 2018.
51. Construction of the care home at Fordlands should begin in September.
52. Subject to the outcome of discussion with the Head of Planning concerning the Oakhaven Extra Care scheme, our partner will decide if a planning application should be submitted and, if not, we will need to decide the next steps for this element of the Programme.
53. Public engagement regarding future uses of the Bootham Park Hospital site will be undertaken in September and October 2018.
54. Subject to Executive consent, a further phase of the Older Persons' Accommodation Programme will be prepared and presented to Executive Committee in November 2018.

Moving Homes Safely

55. The Programme has, following consultation, closed six council run care homes. These have closed because the buildings are no longer fit for purpose. Residents from these homes have moved safely to other accommodation with care, as follows:

Table 1: Destination of residents moving from closed care homes

	Grove House	Oakhaven	Willow House	Woolnough House	Windsor House	Morrell House	
In hospital	0	1	5	0	1	0	6%
Haxby Hall	8	6	6	2	0	1	21%
Care Home	7	11	9	7	17	20	65%
Extra Care	1	1	1	0	0	0	3%
Out of area	0	1	1	1	2	0	5%
Home	0	0	1	0	0	0	1%
TOTAL	16	20	23	10	20	21	110

56. The Programme has been successful and is on track to deliver 964 new units of accommodation with care for older people by 2020. These homes deliver the capacity to improve a person's quality of life, including physical and mental health, wellbeing, social life, and autonomy. In addition, homes build specifically for older people to move into allow family homes to be freed up for the next generation.

Programme Plan

57. The Programme plan is proceeding well.

Tasks & Milestones Status

On Target

Previous Tasks & Milestones Status

On Target

Tasks &
Milestones
Status
Explanation

A high level project plan is in place and this will be reviewed and updated as the Programme proceeds. Detailed project plans are also in place for the individual parts of the Programme.

Key Milestones

Date	Milestone
Q3 2018	Start on site for the Fordlands care home.
Q4 2018	Start on site at the Marjorie Waite Court extension
Q4 2018	Burnholme care home start on site.
Q4 2017	Oakhaven Extra Care facility planning application submitted.
Q1 2019	Subject to award of planning consent, start on site for works to Lincoln Court.
Q1 2019	Transfer service at Haxby Hall to new provider.
Q4 2019	Complete the Fordlands care home.
Q4 2019	Complete the Burnholme care home.
2020	Complete the Oakhaven Extra Care facility.
2020	Complete the Marjorie Waite Court extension.
2021	Complete the Lowfield Green care home.

Resources Deployed

58. The financial model for this project is now in place. The model has been used to support the Business Plan which was approved by the Executive on 30th July 2015. We have reviewed the model with the Programme Board in December 2017 and it remains on track to deliver savings of at least £553,000 by 2020.
59. Programme Board, CMT and the Executive agree that any capital receipts (up to the value of £4m) from the sale of existing elderly persons

homes are ring-fenced for use on the Older Persons' Accommodation Programme. To date, approximately £9m is expected to be received from the sale of closed care homes.

60. The £10m spent on the Glen Lodge extension and the Marjorie Waite Court extension are HRA funded investments, drawing upon grant from the Homes & Communities Agency alongside recycled Right to Buy receipts, section 106 monies as well as other funds and loans from the Council.
61. The Programme is supported by the following staff resource:
- a) A Programme Director, four days per week.
 - b) A Project Manager, three days per week.
 - c) Funded internships, approximately two per year.
 - d) Project Associate, full time until winter 2018.
 - e) Project management for the Marjorie Waite Extra Care extension and Lincoln Court works is provided by the Housing Development team.
 - f) HR, financial, legal, procurement and other advice is provided by corporate colleague or external partners.

Programme Outcomes

62. The original target for the Programme was to deliver 533 new units of accommodation. Actual delivery is higher and is on track to deliver 964 new units of accommodation with care for older people by 2020, comprising
- 561 residential and nursing care beds; and
 - 403 homes in Extra Care schemes.
63. Of these, 242 are already in use and occupation and a further 215 under construction. The detail is as shown in Table 2 below.

Table 2: Expected outcomes from the Programme

Activity	TOTAL	2014	2015	2016	2017	2018	2019	2020
Estimated Demand based on national benchmarks		2376						2646
Availability year on year		1655	1696	1684	1777	1720	1973	2394
TOTAL new provision	964		41	42	159	0	253	469
Net New provision	739		41	-12	93	-57	253	421
New provision with consent			41	42	159	0	253	244
Sheltered Housing conversion to Extra Care	125		41	42	42			

Activity	TOTAL	2014	2015	2016	2017	2018	2019	2020
Chocolate Works Care Home	90				90			
Glen Lodge Extra Care extension	27				27			
New Lodge Care Home	44						44	
New Lodge Extra Care	105						40	65
Burnholme Care Home	80						80	
Fordlands Care Home	64						64	
Regency Mews Extra Care	25						25	
Green Lane Care Home	66							66
Lowfield Green Care Home	80							80
Marjorie Waite Court – extension	33							33
<i>Sub total, new provision</i>	<i>739</i>							
Planned new provision awaiting consent		0	0	0	0	0	0	225
Carlton Tavern	74							74
Oakhaven Extra Care	56							56
Lincoln Court	32							32
Haxby Hall care home - new provision	63							63
<i>Sub total, new planned provision</i>	<i>225</i>							
Replaced provision			0	-54	-66	-57	0	-48
Oakhaven, closed				-27				
Grove House, closed				-27				
Willow House, closed					-33			
Woolnough House, closed					-33			
Windsor House, closed						-28		
Morrell House, closed						-29		
Haxby Hall care home - replace existing								-48
<i>Sub total, replaced provision</i>	<i>-225</i>							

64. Risks

Risks Status

On Target

Previous Risks Status

On Target

Key Risks

65. Key risks are kept under review and mitigations are pro-actively managed. Recent progress in mitigating risks include:

- a) The acceptance of a good offer above original estimate for the site of the Fordlands care home and the potential for a good offer for the Willow House site, subject to Executive and planning consent.

- b) Appointment of a partner to build the Burnholme care home and a partner to undertake the transfer and transformation of Haxby Hall on terms acceptable to the Council and the award of planning consent for their proposal.
- c) Award of planning consent for the Marjorie Waite Court, Ashfield Estate and Lowfield Green projects and award of a second consent for the Fordlands Road care home.

66. The key risk for the Programme as we move through 2018 is the award of planning consent. While recent positive planning decisions have been made, the change of decision regarding the Carlton Care Home (a change from approve to refuse) and the Judicial Review of the Fordlands planning consent approval illustrates the risk that failure to achieve planning approval poses to the delivery of new accommodation with care at these sites and elsewhere. Therefore, achievement of planning consent remains a key risk to the Programme.
67. A further key risk remains lack of partner interest in our proposals. Once more, good interest has been shown in the offer at Burnholme but we have yet to see sufficient progress at Oakhaven to satisfy a reduction in the risk score in this respect. Further, as we seek a partner for the Lowfield Green care home we must keep in mind the risk of lack of interest.
68. Other risks for this project have been identified and appropriate mitigations have been identified and will be managed.

	Risk	Control/action	Gross	Net
69.	Anticipated level of capital receipts not realised.	Work closely with partners and CYC finance to maximise capital receipts. Good receipts have been received.	19	1
70.	Incorrect procurement of capital works.	Applying due diligence to ensure Council's normal approach to procurement of capital works.	13	2
71.	Increase in interest rates.	Ensure impact is capped or controlled through the contracts. No borrowing has been undertaken to progress the project.	13	8

	Risk	Control/action	Gross	Net
72.	Rising cost of external residential care providers.	Agreement of the Actual Cost of Care rates for a three year period.	19	14
73.	Project does not deliver the right number and type of care places required by the city.	Good progress has been made in delivering a range of accommodation with care options across the city.	19	6
74.	Loss of morale for existing OPH staff leading to negative impact on service provided to current OPH residents.	Maintain staff morale and focus through regular briefings. This approach has proved to be successful and is embedded at Haxby Hall as we take that staff team through change.	19	2
75.	Challenge and negative publicity from existing OPH residents and relatives.	Development of good communications via briefings to residents and relative, Executive, group leaders, TUs, OPH Management & Staff, OPH Programme Wider Ref Group, media etc. Reaction to change has been neutral or positive.	19	2
76.	Burnholme - Disposal of redundant school assets not approved by Department for Education.	Consent awarded.	8	0
77.	No long term commitment from NHS Provider Organisations.	Early engagement with CCG as commissioning body. Bidding for development resources.	19	14
78.	Burnholme - Private Sector not attracted to financial viability.	Partner appointed to deliver the care home at Burnholme.	19	8

	Risk	Control/action	Gross	Net
79.	Burnholme - Planning Permission not granted / onerous.	Planning consent awarded for two of the five elements of the development, both without public objection.	18	12
80.	Burnholme - Phasing & Construction Conflict.	Consider in deliberations regarding commercial options.	19	14
81.	Burnholme - Construction Costs exceed pre-tender estimates.	Secure qualified technical advice when considering financial modelling, anticipate need for value engineering.	19	14

Contact Details

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Wards Affected: <i>List wards or tick box to indicate all</i>				All ✓
For further information please contact the author of the report				