

Report of the Programme Director, Older Persons' Accommodation

Update on the Older Persons' Accommodation Programme

Summary

1. The following summarises the status of the Programme:

Overall Status	On Target
Previous Project Status	On Target
Trend	Same
Risks	Under control
Programme next steps	<p>Following the decision of Executive regarding the closure of Grove House and Oakhaven and next steps for Burnholme, the Programme team will:</p> <ul style="list-style-type: none"> a) Work with residents and others to move residents. b) Develop a phased plan for the re-development of Burnholme and undertake space planning. c) Engage health colleagues regarding sites and developments. d) Procure a constructor for the Glen Lodge extension. e) Begin the procurement of a partner to develop the Oakhaven site as a new Extra Care facility.

Background

2. 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 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, subject to funding and planning permission;
 - c) seek the building of a new Extra Care scheme in Acomb;
 - d) see 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.
3. The context for the Programme is that there is a shortage in York of suitable accommodation with care for older people. This is caused by historic under-investment and 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.
4. The Older Persons' Accommodation Programme seeks to begin to address this short-fall over the next three years, while also facilitating the replacement of council run older persons' homes (225 beds) which are no longer fit for purpose. The following new provision will be achieved:

Where	When	Total
<i>Extra Care</i>		
Glen Lodge Extra Care Extension	Q3 -17	27
New Extra Care Scheme in Acomb	Q2 -18	50
Red Lodge Extra Care – net new	Q1-18	75
TOTAL new Extra Care		152
<i>Residential Care</i>		
Chocolate Works Care Home	Q1 -17	90
Red Lodge Care Home – net new	Q2 -17	16
Burnholme Care Home	Q4-18	82
TOTAL new residential care		188

5. In addition, the upgrading of Auden House, Glen Lodge and Marjorie Waite Court from a Sheltered Housing with Extra Care service (i.e. 7am to 11pm) to full Extra Care (24 hour) will bring into use a further 125 units of accommodation suitable for those with care needs of which 50 are likely to be used by those with high care needs.

6. In total 465 new units of accommodation are expected to be achieved in the next three years. More is needed to meet the demand generated by population growth, as the table below shows:

Table: Demand and Supply of Accommodation with Care

		2014	2020	2030
Estimated Demand based on national benchmarks	Residential Care	1,936	2,156	2,828
	Extra Care	440	490	645
Current provision	Residential Care	1,385		
	Extra Care	270		
Shortfall in provision	Residential Care (at 70% run-rate)	-30	-124	-595
	Extra Care	-170	-220	-375

Progress Update

Making Best use of Existing Provision

7. Our first focus is on making best use of the existing stock of Extra Care Housing in the city. A joint Social Care and Housing review revealed that best use is not being made of these assets. Overnight care is not available as a matter of course and as a consequence the proportion of residents with care needs is low compared to the national benchmarks. 61% of residents are not in receipt of a care package; a national benchmark would suggest that no more than 30% of residents would have a low care need. Furthermore, only 8% have a high care need against a benchmark of 30%. This means that this resource is being under-utilised as a solution to meeting the accommodation needs of older people with care needs.
8. The Programme will invest in care resources, make changes to allocations and lettings processes, and where necessary, make minor physical improvements at Glen Lodge and Marjorie Waite Court. Our aim is for at least a third of residents in Extra Care to have high care needs, making best use of the care resources deployed.

9. Care resources have, from April 2015, already been enhanced at Auden House and modifications made to the allocations process. Since those changes were made, three allocations have been made to Auden House, each with high care needs.
10. In February 2016 we plan to increase care provision at Glen Lodge, turning this into a full Extra Care scheme. We consulted residents on this change in September of this year and they reported strong support for the improvement. This change will benefit the existing 42 residents and will allow those with high care needs to move into vacancies. We currently hold three vacancies at Glen Lodge in anticipation of residents from Grove House or Oakhaven wishing to move in.

Extra Care for those with complex needs including dementia

11. Extra Care Housing is a very flexible form of accommodation with care for older people and has the advantage that residents remain living in their own home while receiving care and social support on site, which is our stated ambition wherever we can achieve it. Extra Care housing has the capacity to accommodate residents with complex care needs including dementia.
12. It is proposed that York builds its first Extra Care facility for people with complex care needs including dementia on land adjacent to Glen Lodge on Sixth Avenue, Heworth. We have designed a 27 home extension (25 one bed flats and 2 bungalows) and submitted an application for planning permission. Subject to that permission we expect construction to begin in May 2016.
13. Homes & Communities Agency (HCA) funds have been sought to support the £4.1m cost of the extension to Glen Lodge. We expect to know in December if this grant has been awarded; we have alternative funds to use if necessary. The overall capital funding will be achieved via grant funds and borrowing paid for from rental income.

New Extra Care provision

14. York is also under-supplied with Extra Care Housing given the city's demographics and the anticipated growth in the numbers of over 75s expected over the next decade. Analysis suggests that there will be a need for 490 units of Extra Care accommodation by 2020, rising to 645 in 2030, based upon national benchmarks.

There is a need for both Extra Care to rent and Extra Care to buy; currently just one third of the provision in York is to buy despite 81% of York's older residents owning their own home.

15. The independent sector is beginning to address this need. For example, McCarthy & Stone have just completed 28 new sheltered homes to buy at Smithson Court on Top Lane in Copmanthorpe, and have also bought the Oliver House site in Bishophill in order to develop 35 more homes.
16. Other providers are also interested in developing Extra Care in the city. The Abbeyfields Society is in discussions regarding the extension of their existing facility at Regent Mews and the Joseph Rowntree Housing Trust has applied for planning permission to replace and extend Red Lodge in New Earswick.
17. The current Older Persons' Housing Strategy states that the Council should grow the provision of Extra Care in the city and the HCA has identified funds which could facilitate this growth. It is therefore proposed that the Council sets off on this path now, identifying partners who will be willing to build and run Extra Care in the city, facilitated by HCA grant. The target location is on the Oakhaven site in Acomb, close to the shops on Acomb Road or Front Street. Executive have given authority for this scheme to be commissioned and we will now progress that, with the aim of having the scheme up and running by mid 2018. This will be a mixed-tenure development.
18. In the longer term the Council should consider targeting the provision of three additional Extra Care schemes by 2025, providing a total of 180 units of accommodation to buy or rent, closing the gap in provision for York. Early indications are that the private and independent sector may be showing interest in developing such schemes in York, subject to land availability.

Independent Living

19. York Supported Housing Strategy 2014-2019, published in 2013, and the Clinical Commissioning Group Integrated Operational Plan 2014-19, published in June 2014 together drive our ambition for housing, care and health agencies to work together to deliver services which support independent living. These plans drive this and other programmes.

20. The Housing for Older People Programme is linked and complements our intention to work to keep the 'frail elderly' living safely in their own homes for as long as possible so that demand for residential care facilities suitable for people with high dementia and/or physical dependency care needs can be contained within a proportionately smaller estate of homes. Evidence of the success of the Council's re-ablement approach is now clear: admissions to residential care homes have been held steady despite rises in the underlying population.
21. The further development and promotion of independent living does not form part of this Programme but instead is a fundamental part of the new operating model for Adult Social Care which is currently being implemented.

Working with the independent sector to increase supply

22. Since the Council began on the journey to replace its Older Persons' Homes the private market has begun to change in York. A 90 bed home is to be built on the Terry's Chocolate Works site. This will increase the quantity of private provision and also adds to the quality of care provided. Speculative interest is also shown in the building of a new, 70 bed, care home in the east of the city.
23. Looking towards demand for care beds in 2020 and beyond, the Council will build on the successful approach adopted over recent times in working in partnership with independent sector provision to develop new homes in the city (with dementia beds), alongside other homes and services on the sites. By actively promoting interest in care home provision we expect to see a growth in provision in the city.

The Burnholme Health & Wellbeing Campus

24. Executive agreed in July 2014 that the Burnholme School site should be developed as a Health & Wellbeing Campus which will achieve:
 - a) continued community and sports use on the site;
 - b) a residential care home for older people;
 - c) health services delivered in a community setting; and
 - d) housing provision.

25. Members have agreed that we can seek interest from partners to work with us to deliver the redevelopment of the Burnholme site and, at the same time, we will undertake space and time planning.
26. Our aim is to deliver community and sports uses, including an Explore Library, in newly refurbished buildings by the beginning of 2017. We further expect the care home to be built and operational by the end of 2018.
27. The Burnholme Health and Wellbeing Campus will be fully integrated into the wider community and we will work with the Tang Hall Big Local team (who have recently been awarded £1m of lottery funding) to achieve this goal.

Increasing the variety of accommodation opportunities for Older People

28. When the council or our partners bring forward key sites for redevelopment we will engage in consideration of opportunities for the provision of age related housing to facilitate 'downsizing'.
29. Work is ongoing to review the redevelopment of the Lowfields school site. The extent and type of housing that can be accommodated will be mindful of access and other considerations. We continue to explore its potential for health and care uses.
30. It is also proposed that we explore the benefits of building additional 'downsizing' homes to buy and to rent by older people on some of the sites of Morrell House, Willow House, Winsor House and Woolnough House when they become vacant, complementing the provision of family homes on these sites and ensuring that vibrant communities used by local people replace what is there at present. Each site will be examined on its own merits and in the context of the wider capital and asset needs of the city.

The future of the council-run Older Persons' Homes

31. The Programme also addresses the future of the seven older persons' homes that remain in the ownership of the council, as listed below:

EPH (Elderly Person's Home)	Address
Grove House	Penley's Grove Street, YO31 7PN
Haxby Hall	Station Road, Haxby, YO32 3DX
Morrell House	388 Burton Stone Lane, Clifton, YO30 6EZ
Oakhaven	114 Acomb Road, Acomb, YO24 4HA
Willow House	Long Close Lane, YO10 4UP
Windsor House	22 Ascot Way, Acomb, YO24 4QZ
Woolnough House	52 Woolnough Avenue, Tang Hall, YO10 3RE

32. These homes are no longer fit for purpose as they lack modern facilities (few bedrooms have ensuite bathrooms), small bedrooms limit care choices and the homes also have inadequate communal and social space. Because each home is small the option to refurbish or re-build is not possible. Therefore, each home will be the subject of consultation on closure over the next two years.
33. The decision has already been made to close Grove House and Oakhaven in early 2016. When making the decision to close these homes the Executive were mindful of, and considered, the following:
- The consultation engaged all residents, many of their relatives as well as staff. A range of issues, concerns and queries were raised, which have been addressed at the time or in follow-up conversations and/or correspondence. Many expressed understandable concern about the impact that closure can have upon elderly and vulnerable residents and for this reason opposed the closures. The six week consultation concluded on 16th October 2015.

- b) The issues raised in the consultation process had been anticipated in the development of the Programme and in the conduct of consultation upon home closure and the management of any potential moves.

In particular, the Moving Homes Safely protocol has been developed (and used) to ensure that the management of any move is focused on the needs of each individual and handled in such a way as to minimise distress.

- c) In addition, the views and wishes of current residents, their relatives and staff at Grove House and Oakhaven should be considered in the light of the needs of the wider older persons' population of York, both now and in the future. For these the overwhelming wish is to remain living independently in their own home if they can and when this is not possible, to live independently in Extra Care accommodation or, for the smallest proportion, to move to good quality residential or nursing care.
- d) The public consultation which underpins the Older Persons' Accommodation Programme identifies that 97% of 1,163 questionnaire respondents agreed that bigger bedrooms, en-suite facilities, wider corridors and more social space should be key features of residential care homes. Bigger bedrooms give more social space for residents to entertain visitors, they can accommodate the resident's own furniture and bigger rooms give staff more space in which to work and support residents, particularly where bed hoists need to be used.
- e) The consultation has revealed the historic bias in provision of Extra Care and residential care towards the east of the city. However, provision in the west is growing and the decision of Planning Committee on 22nd October to approve the application to build a 90 bed care home at the Terry's Chocolate Works site will further redress the balance. The council's intention to use the site of Oakhaven as the location of a new Extra Care facility for Acomb is further proof of progress towards re-balancing of provision in the city.
- f) The quality of care provided at Grove House and Oakhaven is not in doubt: it is good. However, the quality of the building is not and the lack of en-suite accommodation and small bedrooms mean that the majority of alternative provision in the city is far better.

While Oakhaven has more ensuite bedrooms than most, the bathrooms are small and, because they were retro-fitted to an existing building, the bedroom sizes are small. The existing buildings are no longer fit for purpose.

The Council has previously assessed (as reported to Executive in 2011) whether any of the council run older persons' homes can be re-modelled in order to address these physical limitations. The conclusion was that the size of each, with the exception of Haxby Hall, prevent this being cost-effective and even in the case of Haxby Hall, remodelling when compared to re-provision is not cost-effective.

With specific reference to Grove House and Oakhaven, re-modelling would have the following impact:

- Grove House: loss of at least 7 bedrooms with an estimated capital cost for remodelling of c£2.5m;
- Oakhaven: loss of at least 11 bedrooms with an estimated capital cost for remodelling of c£2.2m.

However, such work and expenditure will not change the fundamental problem with each home: that social space is inadequate and cannot be extended because the buildings are too small. Further, small site sizes combined with 40 year old buildings make any investment a poor choice for the future.

The Fundamental Standards (Health and Social Care Act 2009 (Regulated Activities) Regulation 2014 discuss premises and equipment under Regulation 15. It states that these "must be suitable for the service provided, including the layout, and be big enough to accommodate the potential number of people using the service at any one time. This includes sufficient toilets and bathrooms for the number of people using the service, adequate storage space, adequate seating and waiting space". The Standards also require that building layout and services ensure that privacy, dignity and confidentiality are not compromised. The key factor is that people's needs must be taken into account when premises are designed, built, maintained, renovated or adapted.

- g) Executive also considered the potential impact on hospital discharge. The process of closure and movement of existing residents is a deliberative one and one which will not be rushed; we have given ourselves five months to do this. Because the process is deliberative we will also factor in any potential impact upon and competing demands from our health colleagues, ensuring that we minimise the impact upon patients transferring from care.

We will keep this matter under constant review and adjust any plans accordingly. It is also worth noting that the vast majority of patients who transfer from NHS care move back to their own home; of those who are going to a care home, two-thirds move into residential care and one third into nursing care. The numbers for 2014/15 are as follows:

- 78.5% return to their own home; and
- only 21.5% (96 in total) moved into residential (58) or nursing care (38).

- h) The four step-down beds at Grove House could be moved to Windsor House. However, before any decision is made about this we will further engage Health colleagues in order to ensure that any changes we made dovetail with their wider review of step-down and rehabilitation services.

Working with the Tees, Esk and Wear Valleys NHS Foundation Trust

34. Early interest in working with the council to see the provision of “health services delivered in a community setting” have been expressed by the Tees, Esk and Wear Valleys NHS Foundation Trust (TEWV) who in October 2015 took over responsibility for mental health services in York. They are interested in exploring with the council the provision of services on both Burnholme and Lowfields sites, alongside other, complementary, provisions.
35. On Burnholme this could see the provision of a new-build TEWV “community hub” which would deliver services to the residents of the east of the city, working alongside other health provision on the site, community, library and sports activities, residential care for older people and housing. This fits well with the vision already developed for Burnholme. By inviting TEWV to be involved in

Burnholme we will be mindful that they are also looking at the Stadium site as a potential base for services.

36. Programme Plan

Tasks & Milestones Status

On Target

Previous Tasks & Milestones Status

On Target

Tasks & Milestones Status Explanation

A high level project plan is now in place and this will be reviewed and updated as the Programme proceeds and as all project leads are appointed. A detailed project plan is now in place for:

- The consultation on the closure of two Older Persons' Homes
- The Glen Lodge Extension

A draft project plan is in place for the Burnholme Health & Wellbeing Campus and the new Extra Care facility in Acomb.

Key Milestones

Date	Milestone
Q1 2016	Determine Glen Lodge extension planning application.
Q1&2 2016	Procure partner to deliver new Extra Care facility in Acomb.
Q1 2016	Executive to agree development timetable and procurement/s at Burnholme.
Q2 2016	Glen Lodge extension starts on site.
Q2 2016	Submit Burnholme phase 1 planning application.
Q2&3 2016	Procure Burnholme care home.
Q1 2016	Burnholme phase 1 refurbishment start on site.
Q4 2016	Submit New Extra Care facility planning application.
Q4 2016	Consideration of Burnholme care home planning application.
Q1 2017	Burnholme care home start on site.

Q1 2017	Burnholme community/sports/library accommodation complete.
Q2 2017	New Extra Care facility starts on site.
Q3 2017	Complete Glen Lodge extension.
Q2 2018	Complete New Extra Care facility.
Q4 2018	Complete Burnholme care home.

37. Risks

Risks Status

On Target

Previous Risks Status

On Target

Key Risks

38. Key risks are kept under review and mitigations are pro-actively managed. No key risks currently present a concern.

00001 Anticipated level of capital receipts not realised

Date Added

14/04/2015

Description

The existing sites may not realise the anticipated level of capital receipts included in the financial model.

Mitigating Action

Work closely with partners and CYC finance to maximise capital receipts. Receipt from Oliver House was significantly above expectation.

00002 Lack of funding to deliver all of the elements of the project.

Date Added

14/04/2015

Description

There is insufficient funding to deliver all of the elements of the project.

Mitigating Action

Alternative sources of funding be identified and secured in order to achieve full project

00005 Increase in interest rates

Date Added	14/04/2015
Description	Increase in interest rates would impact negatively on borrowing.
Mitigating Action	Ensure impact is capped or controlled through the contracts.

00008 Project does not deliver the right number and type of care places required by the city

Date Added	14/04/2015
Description	Project does not deliver the right number and type of care places required.
Mitigating Action	Modelling of predicted care levels to look at effect of the provision of different numbers of care places by type.

00009 Loss of morale for existing EPH staff morale leading to negative impact on service provided to current EPH residents

Date Added	14/04/2015
Description	Loss of EPH staff morale leading to negative impact on service provided to existing EPH residents.
Mitigating Action	Maintain staff morale and focus through regular, open and honest briefings/updates; engagement through EPH Managers and staff groups; investment in staff training, support and development.

00011 Lack of appropriately trained staff to deliver quality of care required

Date Added	14/04/2015
Description	Lack of appropriately trained staff to deliver the type and quality of care required i.e. Dementia and high dependency care.
Mitigating Action	Develop an improvement plan based on best practice and identify service development programme.

00012 Burnholme - Disposal of redundant playing field not approved by Secretary of State

Date Added	09/07/2015
Description	Approval not given for disposal of redundant playing field following objection(s) from local schools.
Mitigating Action	Partnership working with local schools to ensure that requirements for playing fields are addressed via access to existing facilities.

00014 Burnholme - No long term commitment from NHS Provider Organisations

Date Added	09/07/2015
Description	NHS Provider Organisations are not able to commit to long term lease due to relatively short term contracts (usually up to 5 years). Commissioning bodies therefore need to 'underwrite' by guaranteeing to mandate the premises within their tender/contracts.
Mitigating Action	Early engagement with CCG as commissioning body. Engagement of a range of NHS partners.

00016 Burnholme - Commercial Delivery Model - Negative affect on the coherence of the whole site vision

Date Added	09/07/2015
Description	The negative affect on the coherence of the whole site vision resulting from the need to procure elements of the whole site through differing commercial models.
Mitigating Action	Commissioning of an initial master planning exercise prior to tendering elementary opportunity

00017 Burnholme - Planning Permission not granted / onerous

Date Added	09/07/2015
Description	Inability to secure planning permission for development of suitable size for financial viability
Mitigating Action	Early site master planning and pre-submission engagement

00018 Burnholme - Phasing & Construction Conflict

Date Added 09/07/2015

Description Need to procure elements of the Burnholme development through different commercial models leads to phasing and construction conflicts.

Mitigating Action Consider in deliberations regarding commercial options.

Recommendation

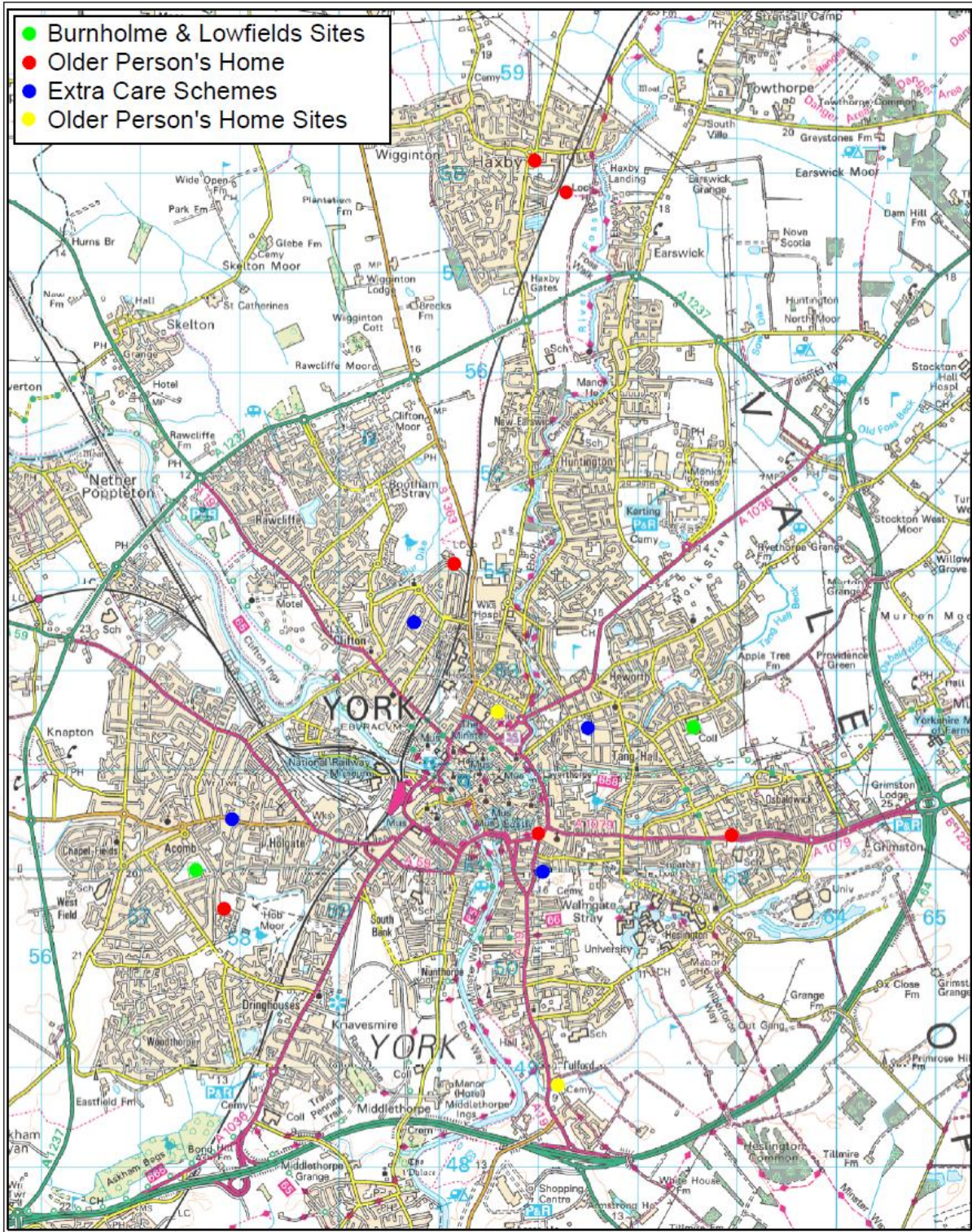
- (i) That the Committee review the update on progress to deliver the Older Persons' Accommodation Programme.
- (ii) That the Committee request that regular updates are presented to future meetings.

Reason: So that Members have a full overview of the Older Persons' Accommodation Programme.

Contact Details

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	Report Approved	✓	Date 19 Nov '15
Specialist Implications Officer(s) Legal – Ruth Barton (Ext 1724) Finance – Debbie Mitchell (Ext 4161) and Steve Tait (Ext 4065) Property – Philip Callow (Ext 3360) and Ian Asher (Ext 3379)			
Wards Affected: <i>List wards or tick box to indicate all</i>			All ✓
For further information please contact the author of the report			

Plan: CYC Homes and Sites included in the OPAP




CITY OF YORK
COUNCIL

CBSS
Asset & Property Management

Older Person's Accommodation Programme Sites

SCALE 1:50,000 DRAWN BY: DH DATE: 16/11/2015

Originating Group: **Asset & Property Management** Drawing No.

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