

Health, Housing and Adult Social Care Policy and Scrutiny Committee

15th January 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 least 700 new care beds and/or Extra Care homes by 2020. The report also reviews the impact of change upon the wider "care system" and highlights that a key risk to progress is the obtaining of Planning Consent for new developments.
2. The following summarises the status of the Programme:

Overall Status	On Target
Previous Status	On Target
Trend	Same
Risks	Under control, although the failure to achieve planning consent for key sites is now the key risk.
Update since last report	The Programme has progressed well, including: <ol style="list-style-type: none"> a) Completion of the 27 home extension of Glen Lodge. b) The Centre @ Burnholme is half way through construction and work on the new access road is nearly complete. c) Our partner to deliver the Burnholme care home has been awarded planning consent for their 80 bed home and construction work will begin in February 2018.

	<ul style="list-style-type: none"> d) Willow House and Woolnough House older persons' homes have safely closed. e) The planning applications for the Lowfield Green development have been submitted and should be considered by Committee in the spring. f) Planning consent has been awarded for the new care home at Fordlands Road with the Council enabling this development by sale of the site. However, this decision may be the subject of Judicial Review.
<p>Programme next steps</p>	<p>To progress the Programme the team will:</p> <ul style="list-style-type: none"> a) Engage with and monitor the progress of the judicial review that has been sought in respect of the Fordlands Care Home planning consent. b) Support partners to submit the Oakhaven Extra Care scheme planning application. c) Submit the Marjorie Waite Court Extra Care Extension planning application. d) Develop plans for the sustainable and long-term future of sport provision on the Burnholme site. e) When they are ready, support the Priory Medical Group to submit a planning application for the health hub at Burnholme. f) Subject to obtaining planning consent, begin procurement of the care home at Lowfield. g) Subject to Executive approval, procure a partner to take over the ownership and management of Haxby Hall care home. h) Agree the future investment in accommodation with care at Lincoln Court. i) Work with residents at Windsor House older persons' homes to safely move them to new accommodation. j) Support partners in building new care accommodation at Fordlands, Burnolme and New Lodge and, subject to planning consent, at Regency Mews, Green Lane and on the Carlton Tavern site. k) Complete the sale of Grove House and Willow House and progress the future uses of the Woolnough House and Windsor House sites.

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 20th December 2016 and asked for regular updates. The Audit and Governance Committee also received an update on the Programme on 28th September 2016, looking particularly at programme management.
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 33 home an extension to Marjorie Waite Court Extra Care scheme.

10. Sites affected by the Programme are shown on the map at **Annex 1**.
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. Construction of the extension to Glen Lodge Extra Care facility in Heworth is complete. The completion date was three months later than originally planned because of agreed additional works to the existing entrance area, poor weather over the winter, difficulties securing utility connections and poor organisation of finishing works by the contractor.
13. To date 14 residents had moved in by Christmas. Up to five apartments and one bungalow will be used for Step-down Care over the winter. The remaining seven apartments will be let and occupied in the new year.
14. The team now focus on fully mobilising the service and integrating existing and new residents, ensuring we give life to our vision of creating a safe and welcoming community for those who live independently but need care.

Burnholme Health & Wellbeing Campus

15. Construction of The Centre @ Burnholme [library and community facility] is progressing well. The existing building and new extension is being prepared for first fix with external walls up and roofs water tight. The new car park to the east of The Centre is complete. Work has re-started on the construction of the access road although cost responsibilities are still under negotiation. Work is on target for completion in May 2018.
16. Our partner Ashley House has received planning consent for the Care Home @ Burnholme and plan to begin construction in February 2018.
17. Executive have agreed to sell land to Priory Medical Group to accommodate their 4,000 m2 health hub. They propose a building which "sits" well between The Centre and The Sports facilities and which delivers both health facilities and, potentially, some upper floor housing accommodation. They plan a public engagement event in Q1 2018 to seek views and comments. 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.

18. We have begun to engage GLA, the Council's leisure operator, in planning the future of the sport facilities at Burnholme.

Oakhaven Extra Care Facility

19. Ashley House have appointed a Housing Association partner to be involved in the management of the Oakhaven Extra Care Scheme.
20. They have sought planning guidance on their proposals and expect to submit their plans in Q1 2018. Before these are submitted we will hold a public engagement event.

Marjorie Waite Court Extra Care scheme

21. 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.
22. Work has begun on preparing the planning application for this work. These plans were well received during tenant and neighbour engagement in December and we expect the planning application to be submitted in January 2018.

Lowfield re-development

23. 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 was submitted in October 2017 and is expected to be considered by the Planning Committee in the spring of 2018.
24. Executive have agreed that the Council should be the developer of the Housing on the site. Cost consultants are engaged to price the proposals in order to confirm the affordability and profitability of the development.
25. With regard to the Yorspace land, we have obtained an independent valuation of this site and entered into an Exclusivity Agreement for sale.
26. Executive have 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 is being prepared and we have met with the Football Federation and Sports England, who support the proposals. This will ensure that replacement provision is available to allow the re-development of sports pitches at Lowfield.

Existing Older Persons' Homes

27. Consultation with residents, relatives, staff and potential partners at Haxby Hall is concluded and we will report this to Executive in January 2018 and await their decision regarding procuring a partner to take over the provision of services at Haxby Hall.
28. 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 of the planning decision has been received and following the submission of our initial response we are currently awaiting the decision as to whether the Review will be allowed.
29. The proposal to deliver 33 apartments on the Grove House site has been approved by the Area Planning Committee and sale of this site will now proceed.
30. McCarthy & Stone are progressing well with the re-development of the Oliver House Older Persons' Home site (the home closed in 2012) to provide 36 retirement apartments.
31. Bids for the purchase of the Willow House Older Persons' Home on Long Close Lane, Walmgate, are being pursued although one developer, who planned student accommodation on the site, has withdrawn and, therefore, we will seek further "best and final offers" from the remaining bidders prior to concluding the matter.
32. Woolnough House older persons' home was closed in November 2017, with residents moving safely to new accommodation. We are exploring housing options for the re-use of this site.
33. 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. At the time of writing, 12 residents were left and more are expected to move during January 2018. Executive also agreed that the site should be used for the Centre for Excellence for Disabled Children and their families and, should this use not be feasible, for housing use and should this use not be possible, then for the site to be sold forthwith in order to generate a capital receipt to support the wider Older Persons' Accommodation Programme.

New Independent Sector Care Home provision

34. The Chocolate Works care home has opened, providing 90 care beds. The operator is slowly letting bedrooms so as to ensure a steady step up of service.
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 meet in December 2017. The applicant is likely to appeal the decision to withhold consent.
36. An application to build a 66 bed care home on Green Lane in Clifton has been submitted and will be considered by the Planning Committee early in 2018.

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 Q2 2019 and work will continue until late 2020.
38. The Abbeyfield Society has submitted plans for the construction of a 25 home extension to their scheme at Regency Mews off Tadcaster Road. We agreed nomination rights to a proportion of these homes and expect the Planning Committee to consider the matter early in the new year.

THE NEXT PERIOD

39. Residents will continue to move into the new accommodation at Glen Lodge and a focus will be given to creating the therapeutic community that is desired.
40. Lessons learnt from the design and construction of Glen Lodge will be applied to the design of Marjorie Waite Court.
41. Work will continue on the construction of The Centre at Burnholme.
42. Public engagement events will be held to seek views on the proposed Health Hub at Burnholme.
43. Construction of the Care Home @ Burnholme will begin early in 2018.
44. We will submit the planning application for the Marjorie Waite Court Extra Care extension in January 2018.

45. Public engagement events will be held in January 2018 to seek views on the design of the Oakhaven Extra Care scheme and, following that, a planning application will be submitted.
46. A public engagement event will be held in January to seek views on the proposed football pitches at the Askham site and, following that, a planning application will be submitted.
47. The remaining residents at Windsor House will safely move to new accommodation during January and February.
48. In January 2018 we will seek Executive consent to begin procurement of a partner to take over Haxby Hall older persons' home.
49. In January 2018 we will achieve vacant possession of the Fordlands Care Home and move to conclude the sale to Octopus Healthcare so that they are in a position to begin construction. We will engage in the Judicial Review process and support the progression of this development in a timely manner.
50. Determination of the applications for the Regency Mews Extra Care extension and the Green Lane Care Home will take place early in 2018.

Moving Homes Safely

51. To date, the Programme has, following consultation, closed (or is closing) five council run care homes. These have closed because the buildings are no longer fit for purpose.
52. Residents from the four homes which have fully closed 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	
In hospital	0	1	5	0	9%
Haxby Hall	8	6	6	2	32%
Care Home	7	11	9	7	49%
Extra Care	1	1	1	0	4%
Out of area	0	1	1	1	4%
Home	0	0	1	0	1%
TOTAL	16	20	23	10	69

53. The Programme has also invested in new Extra Care accommodation in the city as a viable alternative to residential care. To date this has delivered 152 new units of accommodation.

54. Extra care accommodation allows an individual or couple to live independently in their own home and benefit from on site domiciliary care, available night and day. This arrangement provides the support and safety which allows those with higher care needs to live independently.
55. Of the there schemes where we have invested in 24/7 care and new accommodation, we now see an increasing number of residents living with care needs, as the table below shows. At the beginning of the programme just 8% of Extra Care residents had “high” care needs; the UK benchmark is 30%. Table 2 below shows that our fleet of Extra Care schemes now accommodate more people with care needs than previously and that the percentage with high care needs has grown to 13%.

Table 2: Care needs of residents living in Extra Care

Level of planned care need funded by the Council	Auden House	Glen Lodge	Marjorie Waite Court	TOTAL
Total number of homes	41	69	42	152
High Care needs (more than 14 hours of care per week)	7	10	3	20
Medium care needs (8 to 14 hours of care per week)	7	16	6	29
Low Care needs (less than 8 hours of care per week)	9	10	3	22
Percentage with care	56%	52%	28%	46%
... and with high care needs	17%	14%	7%	13%

Note: 24/7 care at Marjorie Waite Court only began in April 2017.

56. Of the new lettings to our Extra Care schemes, the level of care at the point of moving in was:
- a) Auden House: six new lettings of which 4 had medium care needs and 2 had high care needs.

- b) Glen Lodge: 20 new lettings of which 2 had low care needs, 13 had medium care needs and 5 had high care needs.
- c) Marjorie Waite Court: two new lettings, 1 to a person with high care needs and 1 to a person with low care needs.

57. Further work will be undertaken during 2018 to ensure that we continue to increase the number of people accommodated in Extra Care who have high care needs, aiming to move closer to the national benchmark of 30%.

Programme Plan

58. 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 in place for the Burnholme Health & Wellbeing campus. Draft project plans are in place for the new Extra Care facility at Oakhaven, the Marjorie Waite Court extension, the new care home at Lowfield Green and changes at Haxby Hall.

Key Milestones

Date	Milestone
Q1 2018	Burnholme care home start on site.
Q1 2018	Submit Oakhaven Extra Care facility planning application.
Q1 2018	Submit the Marjorie Waite Court Extra Care extension planning application.
Q1-3 2018	Procure the Haxby Hall partner.
Q2 2018	Complete The Centre @ Burnholme
Q2 2018	Start on site at the Marjorie Waite Court extension
Q2/3 2018	Procure the Lowfield Green Care Home provider.
Q3 2018	Submit planning the application for works to Lincoln Court.
Q4 2017	Oakhaven Extra Care facility starts on site.
Q4 2018	Transfer service at Haxby Hall to new provider.
Q1 2019	Complete the Fordlands care home.
Q2 2019	Complete the Burnholme care home.

2020	Complete the Oakhaven Extra Care facility.
2020	Complete the Marjorie Waite Court extension.
2020	Complete the Lowfield Green care home.

Resources Deployed

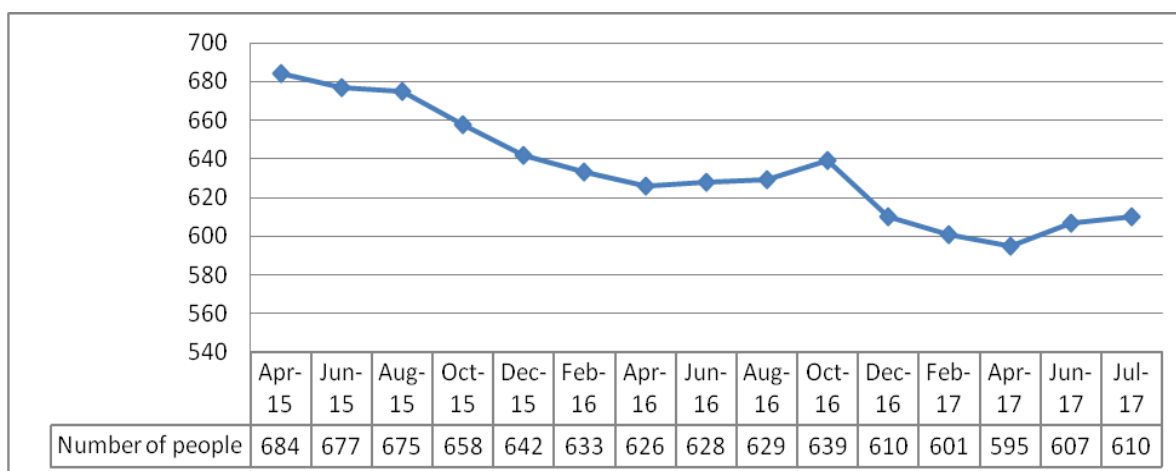
59. The financial model for this project is now in place. The model has been used to support the Business Plan which was approved by the Executive on 30th July 2015. We have reviewed the model with the Programme Board in December 2017 and it remains on track to deliver savings of at least £553,000 by 2020.
60. 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. However, only £995,000 has been received to date as other receipts are subject to conditions
61. 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.
62. The costed business case for the Burnholme Health & Wellbeing campus and the enabling investment of £993,000 for the Lowfield Green development have been approved by Executive and Council.
63. The Programme is supported by the following staff resource:
 - a) A Programme Director, four days per week.
 - b) The Burnholme Project Manager, three days per week.
 - c) Moving Homes Safely Care Reviewer, three days per week.
 - d) Funded internships, approximately two per year.
 - e) Project Associate, full time until winter 2018 [vacant].
 - f) Programme Co-ordinator, full time until winter 2018 [currently vacant and covered by the Project Associate but

Activity	TOTAL	2014	2015	2016	2017	2018	2019	2020
Lowfield Green Care Home								70
Green Lane Care Home								66
Carlton Tavern Care Home							76	
Marjorie Waite Court Extra Care extend								33
<i>Sub total, new planned provision</i>	326							
Closed or potential closed provision			0	-54	-66	-28	0	0
Oakhaven, closed				-27				
Grove House, closed				-27				
Willow House, closed					-33			
Woolnough House, closed					-33			
Windsor House, closing						-28		
Morrell House, to be the subject of consultation to close						-29		
<i>Sub total, closed or potential closed provision</i>	-177							

The operation of the care market in York

66. As the Programme has progressed, and as we continue to drive to support people to living independently in their own home as an alternative to nursing and residential care, we have seen a slow but steady reduction in the number of older people who are supported by the Council to live in permanent residential and nursing care, as shown in Table 4.

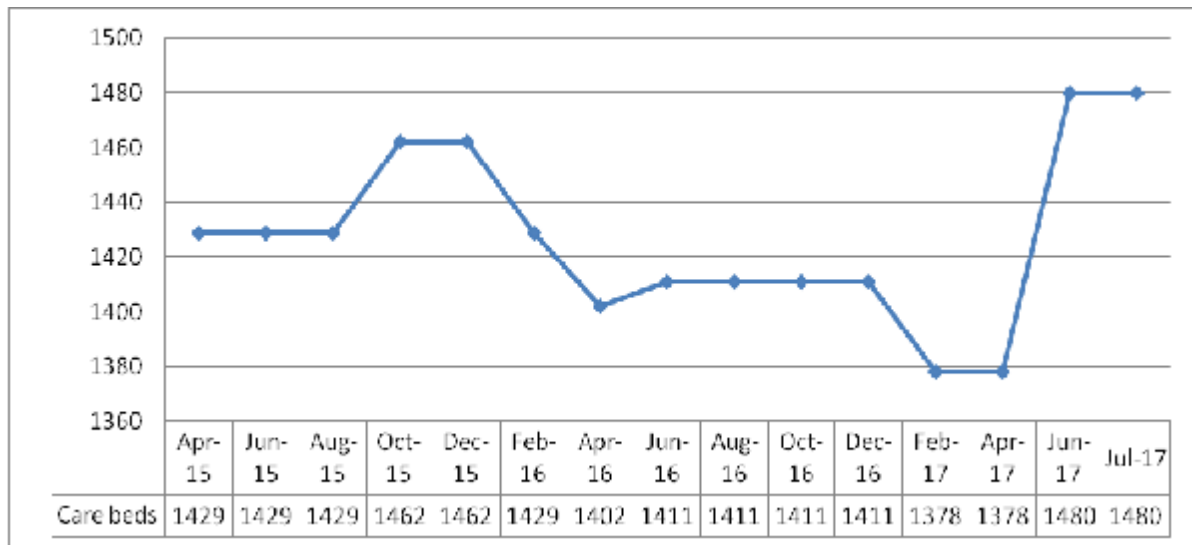
Table 4: Numbers of people in permanent residential and nursing care funded by the council, both CYC provision and independent sector (Snapshot at month end)



67. At the same time, the total number of care beds available for use in the city has initially fallen (as Council-run homes are

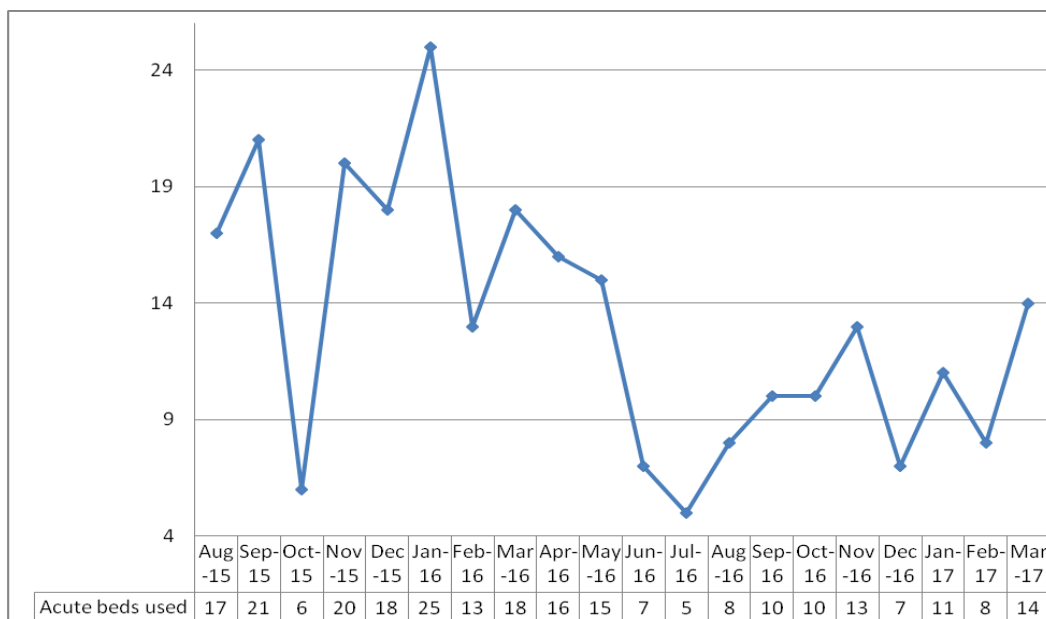
closed) and is now beginning to increase as new provision, such as The Chocolate Works, is brought into use, see Table 5.

Table 5: Care beds available for use



68. The changes in the number of residential care beds over the same period and including the closure of Grove House, Oakhaven and Willow House, does not appear to have had a detrimental effect upon the number of people awaiting discharge from hospital, as the graph in Table 6 shows.

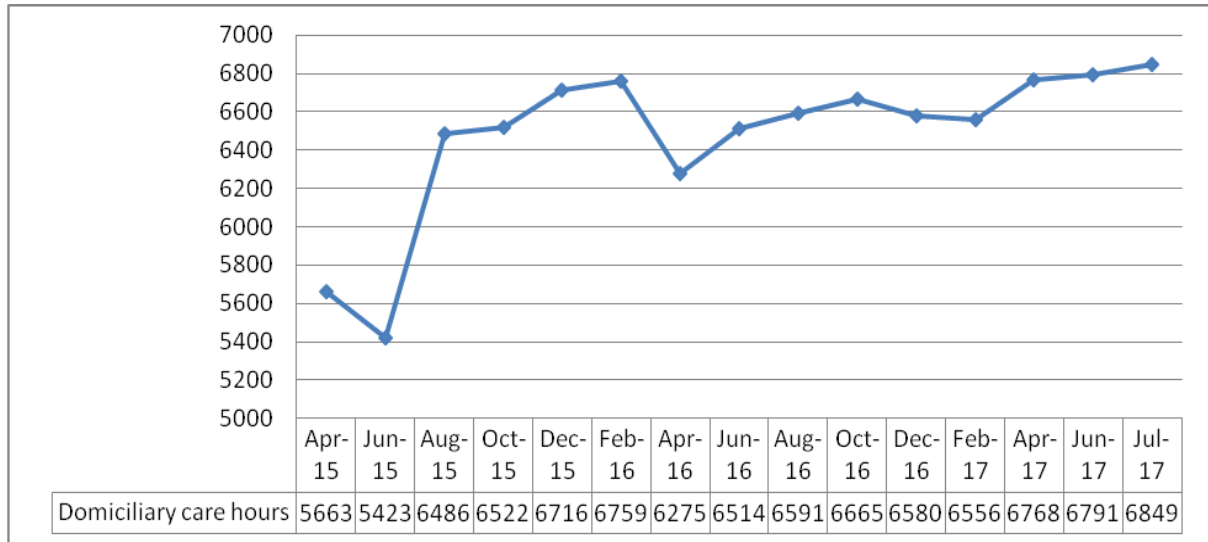
Table 6: Numbers in acute hospital beds occupied by someone “awaiting discharge” (Snapshot on last Thursday of month)



69. Finally, we see from the trend in use of domiciliary care over

the same time period that more activity is recorded, suggesting that those with higher care needs are being helped to continue to live independently at home, as Table 7 shows.

Table 7: Net change in domiciliary care hours



70. Risks

Risks Status

On Target

Previous Risks Status

On Target

Key Risks

71. 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 on terms acceptable to the Council and the award of planning consent for their proposal.

72. The key risk for the Programme as we move into 2018 is the award of planning consent. While a positive planning decision regarding Burnholme have been made, the change of decision regarding the Carlton Care Home (a change from approve to refuse) and the request for a Judicial Review of the Forldands 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.

73. 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 partners for the Lowfield Green care home and for Haxby Hall we must keep in mind the risk of lack of interest. Should there be no interest in taking on Haxby Hall as a going concern then we will need to consider reverting to the original plan of consulting on the option to close the site.
74. Other risks for this project have been identified and appropriate mitigations have been identified and will be managed.

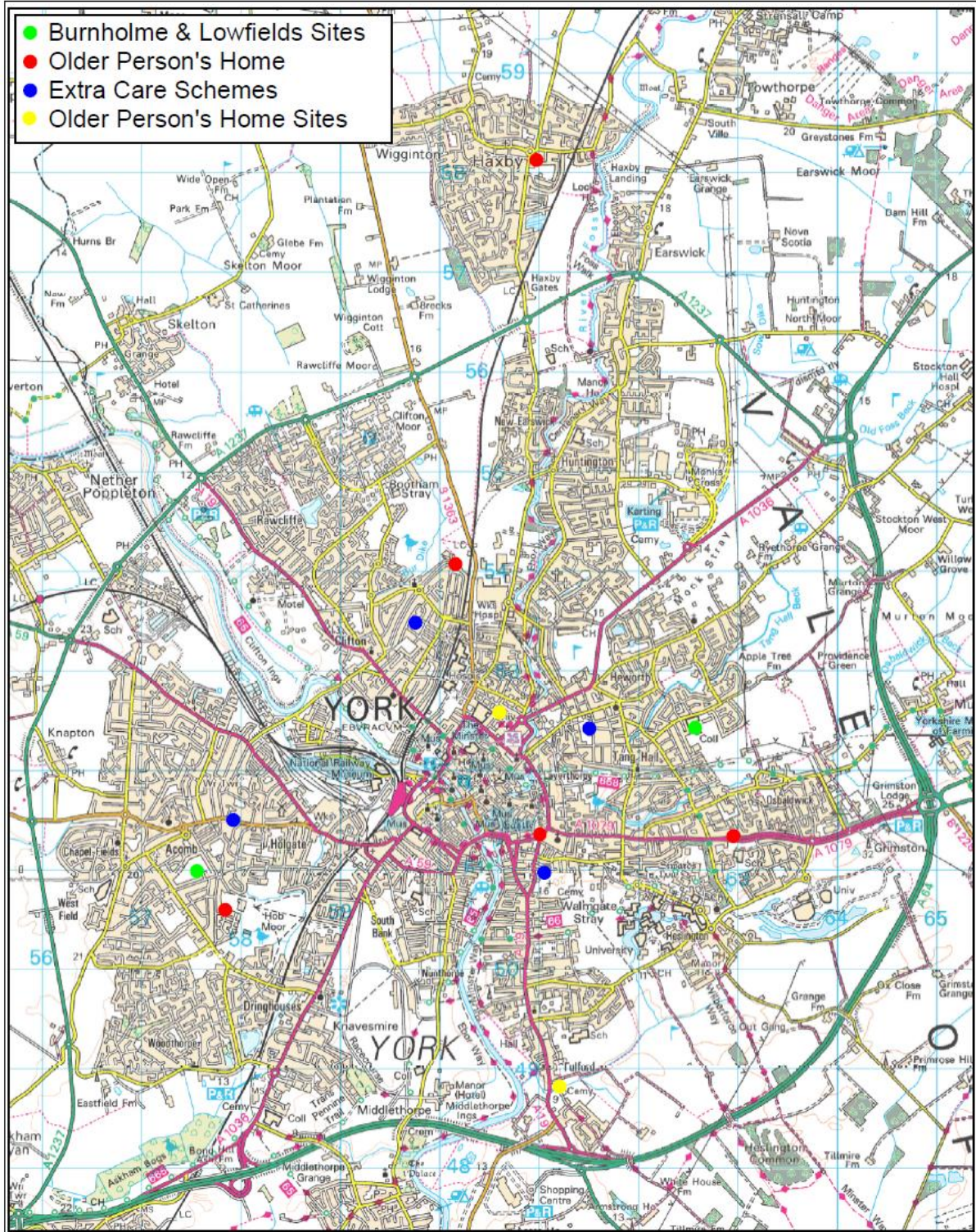
	Risk	Control/action	Gross	Net
75.	Anticipated level of capital receipts not realised.	Work closely with partners and CYC finance to maximise capital receipts.	19	8
76.	Incorrect procurement of capital works.	Applying due diligence to ensure Council's normal approach to procurement of capital works.	13	2
77.	Increase in interest rates.	Ensure impact is capped or controlled through the contracts.	19	14
78.	Rising cost of external residential care providers.	Agreement of the Actual Cost of Care rates for a three year period.	19	14
79.	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
80.	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/updates; engagement through OPH Managers and staff groups; investment in staff training, support and development.	19	13

	Risk	Control/action	Gross	Net
81.	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.	19	13
82.	Burnholme - Disposal of redundant school assets not approved by Department for Education.	Consent awarded.	8	0
83.	No long term commitment from NHS Provider Organisations.	Early engagement with CCG as commissioning body. Bidding for development resources.	19	14
84.	Burnholme - Private Sector not attracted to financial viability.	Partner appointed to deliver the care home at Burnholme.	19	6
85.	Burnholme - Planning Permission not granted / onerous.	Planning consent awarded for two of the five elements of the development, both without public objection.	18	12
86.	Burnholme - Phasing & Construction Conflict.	Consider in deliberations regarding commercial options.	19	14
87.	Burnholme - Construction Costs exceed pre-tender estimates.	Secure qualified technical advice when considering financial modelling, anticipate need for value engineering.	19	14

Contact Details

Author:	Chief Officer responsible for the report:		
Roy Wallington Programme Director, Older Persons' Accommodation Tel: 01904 552822 Email: roy.wallington@york.gov.uk	Martin Farran, Corporate Director of Health, Housing and Adult Social Care Tel: 01904 554045		
	Report Approved	✓	Date 4 th January 2018
Specialist Implications Officer(s) Legal – Walter Burns (Ext 4402); Gerard Allen (Ext 2004) 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			

Annex 1: Plan: CYC Homes and Sites included in the OPAP



Older Person's Accommodation Programme Sites



SCALE 1:50,000 DRAWN BY: DH

Originating Group: **Asset & Property Management**

DATE 16/11/2015
Drawing No.

Reproduced from the Ordnance Survey with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. City of York Council 10020818