

Executive

15 March 2018

Report of the Corporate Director of Health, Housing and Adult Social Care from the portfolio of the Executive Member for Adult Social Care and Health

Investment at Lincoln Court to create an Independent Living with Support facility

Introduction

1. The report will present the outcome of an investment review and demonstrate that investment in the long term future of Lincoln Court will allow us to set out a new model for Independent Living (Sheltered Housing) in York, called Independent Living. It will ask that investment be made at Lincoln Court to increase the number of homes from 26 to 34 and create an Independent Living with Support facility as part of the Older Persons' Accommodation Programme.

Recommendations

2. The Executive will be asked to:
 - a) Agree that investment should be made at Lincoln Court to create an Independent Living with Support facility.
 - b) Approve the gross capital investment of £1.4m to deliver new apartments and enhanced communal facilities for Lincoln Court in order to help to meet the need for additional older persons' accommodation in York.
 - c) Note that the HRA Business Plan holds provision of £521,500 for planned investment and maintenance works including installation of a new communal boiler, the modernisation of individual flats, a new communal entry system, front doors and windows, roof works, external & internal decoration and other external maintenance at Lincoln Court and that consent will be sought to draw this provision into the Capital Programme as delivery timing requires.
 - d) Recommend to Council that the estimated £1.4 m of gross cost for the Lincoln Court capital investment works are added to the Capital Programme with the costs to be funded from the Housing Revenue Account (HRA) investment reserve, recycled right to buy receipts, other Housing Capital Receipts and capital held by the Older

Persons Accommodation Programme.

Reason: To secure the long term future of Lincoln Court and ensure that it can continue to provide good quality accommodation for older people while also expanding the capacity to provide community support and care from this location.

Background

3. Executive on 7th December 2017 agreed to close Windsor House older persons' home. They made that decision in the knowledge that the closure of Windsor House would prompt the need to re-locate the boiler for Lincoln Court (which is next door) and address other overdue works at Lincoln Court, triggering a property review for this building including potential re-modelling to ensure its longer term future supporting independent living for older people in this area.

Property Review

4. Lincoln Court is situated on Ascot Way in Westfield Ward. It is partly connected to the Council run older persons' home Windsor House, which is next door. The decision to close Windsor House prompts a property review of Lincoln Court.
5. An assessment of the financial sustainability and desirability of Lincoln Court show that it is currently in the lower to middle rank of the independent living (sheltered housing) schemes managed by the Council, as measured by our assessment bandings, primarily because of the lack of desirability of the bedsit flatlets and higher than average cost of operation.
6. The independent living schemes are relatively cost effective to maintain on a per unit basis. There is not a great variance between the schemes in general. Independent living flats are generally less desirable than family housing under the desirability assessment due to their high turnover (Void Frequency) and the time in which they are unoccupied (Days Void). Lincoln Court has four bedsit flatlets which can prove to be difficult to let. Overall, Lincoln Court is more financially problematic but it is also slightly more desirable when compared to other independent living housing schemes.
7. Lincoln Court was last modernised as a whole building modernisation in 1991, converting it from Aintree house which was originally built in 1966. There are a total of 26 homes: 22 one bedroom flats and 4 bedsit flatlets. Each flatlet has a living room with a fully fitted kitchen and a bathroom. The lift in Lincoln Court is approximately 5 years old

8. The Lincoln Court flats are due to be modernised in 2019-2020 year under the current proposed HRA planned investment programme. The building has the highest current maintenance need of similar homes. There is a range of necessary works that are coming up in the next 5 years including communal works, the new boiler, guttering and roof works. The provision of new windows is also required.
9. The scheme shares a number of components with Windsor House. The heating and hot water boiler is located in the Windsor House basement and this has flooded twice in recent years. The cold water tank for Windsor House is located in the roof of Lincoln Court. The drainage system is also connected.
10. The assessment of the required and desirable works at Lincoln Court and the fact that the scheme is likely to be more sustainable once bedsit flatlets are converted to one bed flats and other improvements are undertaken, lead to the conclusion that the building, if improved, has a sustainable future.

The need for change

11. A national benchmark shows that York is under-provided for with independent living (sheltered housing), both to rent and to buy, both now:

Current Needs

	Demand	Supply	Variance	% Variance
Sheltered Housing	2,150	1,055	-1,095	-51% 
Sheltered Housing: Rent	1,140	560	- 579	-51% 
Sheltered Housing: Lease	1,010	495	- 515	-51% 

and as our older persons population grows:

Estimated Future Needs

	2014	2015	2020	2025	2030	2035
	% increase from 2014					
		2%	14%	37%	50%	65%
Sheltered Housing	2,150	2,200	2,450	2,938	3,225	3,550
Sheltered Housing: Rent	1,140	1,166	1,299	1,557	1,709	1,882
Sheltered Housing: Lease	1,010	1,034	1,152	1,381	1,516	1,669

12. Our current focus has been to see and encourage the development of Extra Care accommodation. We now wish to turn attention to the development of independent living (sheltered housing) or hybrids of the same. Mixed tenure provision is a priority because over 80% of households in York headed by someone over 75 own their own home. New build Independent Living Housing will encourage down-sizing and will, therefore, free up family homes for re-use.
13. It is appropriate that we concentrate some effort into Independent Living Housing as this sector forms a significant part of the provision of accommodation with care, both because it serves to address an important housing need and it is also proven to sustain health and independent living. If configured correctly, independent living housing can support local area co-ordination and self-help in order to meet care as well as housing needs.
14. Independent Living with Support [or Sheltered Housing Plus as some would describe it] will have:
 - a) Enhanced communal facilities for use by tenants and local residents.
 - b) Assisted bathing and therapy facilities to support care and nurture wellbeing.
 - c) Space for care staff to work when needed.
 - d) New flats and communal areas which are dementia friendly.
15. Independent Living with Support at Lincoln Court would build upon existing community use of the communal facilities, currently delivered in partnership with AgeUK. Domiciliary care staff that provide planned support for older people living nearby will be able to use facilities at Lincoln Court for rest and to help support their work, allowing us to model a new way of working for community based care staff.

The Proposal

16. It is therefore proposed that we invest approximately £1.4m of capital at Lincoln Court to create:
 - a) 8 new, one bed apartments which will be dementia friendly.
 - b) Conversion of 4 existing bedsits into 4 one bed apartments.
 - c) A new and improved entrance lobby, communal facilities including a community lounge, WC, assisted bathing, hairdressing/therapy room, buggy store, office/s for care and other staff, gardens and improved car parking.

17. In addition, these planned enhancements also allow us to undertake £521,500 of already budgeted HRA investment work which had been put on hold while the long-term future of Lincoln Court and Windsor House was agreed. Planned investment and maintenance includes the installation of a new communal boiler and plant room; the modernisation of individual flats to include new kitchen, bathroom, heating and wiring; new front doors and windows; a new door entry system; roof works; external & internal decoration; some high level external works to rainwater goods and asbestos soffits.
18. These improvements have been the subject of an initial discussion with tenants and the proposals help to address their needs and overcome expressed concerns.
19. We will also consider what energy efficiency works can be included alongside the proposed improvements in order to either reduce energy consumption or generate energy, drawing where relevant upon the One Planet Council Energy Efficiency Programme funds allocated by Executive in February 2018.

The Proposal in the Context of the Overall Programme

20. Should Executive and Council agree to the investment at Lincoln Court, the following actions will follow:

Action	Timescale
Submission of a Planning Application	May 2018
Subject to consent, works start on site	Winter 2018
Works complete	Autumn 2019

21. The changes proposed for Lincoln Court should be viewed in the context of the overall Older Persons' Accommodation Programme. The Programme aims to deliver 861 new units of accommodation with care – both Extra Care accommodation and care beds – by 2020. To date, 242 units have been delivered and by 2019 a further 385 will have been provided, with the rest by 2020. 148 care beds have been closed over the last two years because the buildings they were in are no longer fit for purpose.
22. Amongst this new provision are 80 new residential and nursing care beds at Burnholme, of which the Council will “block purchase” 25, as well as Extra Care provision already in place at Auden House, Glen Lodge and Marjorie Waite Court.

Council Plan 2015-2019

23. The Programme is set in the context of the Council Plan for 2015-19 and will contribute to achieving its ambitions. Based on our statutory responsibilities and the aims of the new administration, the plan focuses on three key priorities:
- a prosperous city for all - where local businesses can thrive and residents have good quality jobs, housing and opportunities
 - a focus on frontline services - to ensure all residents, particularly the least advantaged, can access reliable services and community facilities
 - a council that listens to residents - to ensure it delivers the services they want and works in partnership with local communities
24. To support these corporate priorities and under the guidance of the Health & Wellbeing Board, York has developed proposals to achieve a new focus for adult health and social care which delivers:
- a) self care and self management;
 - b) better information and signposting;
 - c) home is best;
 - d) early intervention and prevention;
 - e) reablement and intermediate care (targeted resources);
 - f) managing long term conditions; and
 - g) delivering services at a community level where this is desired and possible;
 - h) to reduce loneliness and increase social interaction amongst older persons and their communities;
 - i) that York becomes a dementia friendly environment.
25. The proposed works will benefit existing tenants of Lincoln Court and create a care and community facility for older people living locally. Engagement with existing residents has already begun and wider public engagement will take place prior to the submission of a planning application. Works will take place with the majority of existing tenants remaining in their own homes; however, this position will remain under review as existing building services are assessed and reviewed. Construction works will be disruptive to neighbours but we will endeavour to keep this disruption to a minimum.

26. The re-location of the boiler from Windsor House will allow for the clearance of this site for use by the proposed new Centre of Excellence for Disabled Children.

IMPLICATIONS

Equalities

27. In considering this matter the Council must have regard to the public sector equality duty. In summary, those subject to the equality duty must, in the exercise of their functions, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equalities Act 2010.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.
28. The Equalities Act 2010 explains that having due regard for advancing equality involves:
- Removing or minimising disadvantages suffered by people due to their protected characteristics.
 - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
 - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low
29. An Equality Impact Assessment for the Older Persons' Accommodation Programme was produced for the 15 May 2012 Executive Report and was reviewed and most recently updated in November 2017. It particularly highlighted the potential implications of the programme for the health, security and wellbeing of frail and older residents.
30. An OPH Wider Reference Group has been established to act as a sounding board for the development of plans as the implementation of the Programme unfolds. The project team also continues to use established channels to communicate with, and gather the views of, OPH managers and staff, care management staff and Health colleagues.

Communications

31. The operational team will carry out any necessary tenant and public engagement concerning these proposals but will need the support of the Communications team in respect of media briefings, leaflet design, website and social media presence.

Financial

32. The Housing Revenue Account (HRA) business plan holds £521,500 of provision for imminent planned improvements and modernisation at Lincoln Court. As part of this provision, the agreed 2018/19 capital programme includes £160,000 to cover the costs of the windows and a new communal boiler. The timing of the remaining £361,500 investment in the modernisation of individual flats, a new communal entry system and front doors, roof works, external & internal decoration as well as some high level external works to rainwater goods and asbestos soffits will be reflected in a review of the capital programme later in the year or in the setting of the programme for 2019/20.
33. The investment of £1.4m in the new and re-modelled apartments and the communal facilities would be additional investment funded by £1.1m from the HRA investment reserve, £200,000 from recycled Right to Buy receipts and £100,000 of capital held by the Older Persons' Accommodation Programme.
34. The revenue costs of the new accommodation will be met from rents and service charges. Service charges will be adjusted to reflect new services. Rents will be charged at the normal secure tenancy rates for this type of accommodation.

Legal

35. All relevant regulatory consents (such as planning permission and building regulations approval) will need to be obtained and the conditions thereto complied with.
36. The procurement of building works and appointment of any other external suppliers/advisors will be undertaken in accordance with the Council's Financial Procedure Rules Regulations and any applicable legislation such as the Public Contracts Regulations.
37. The proposed building works will be carried out in a manner which avoids any damage to neighbouring properties and which causes the minimum disturbance reasonably practicable to tenants of Lincoln Court and the occupiers of neighbouring properties.

38. The proposed works can be carried out without needing to gain any entry onto any neighbouring land not owned by the Council.

Human Resources

39. There are not human resource implications associated with this proposal.

Property Services

40. The Lincoln Court site is owned by City of York Council. When Executive made the decision to close Windsor House older persons home they did so in the knowledge that this would have an impact upon the services for Lincoln Court.

Planning

41. The proposed changes and improvements to Lincoln Court will be the subject of a planning application. The works will not be able to proceed without planning consent.

Better Decision Making Tool

42. This matter forms part of the Older Persons' Accommodation Programme which has been agreed by Executive and which has been the subject of extensive scrutiny of the Business Plans and Equality Impacts and, therefore, a Better Decision Making Toolkit form has not been prepared. However, the proposed improvements to Lincoln Court will be evaluated for their environmental impact and, where viable, we will ensure that energy efficiency at the building is improved.

Other Implications

43. There are no other implications arising from this report.

RISKS

44. The proposals could not progress without planning consent and therefore obtaining this consent is a key risk to the delivery of this project. Other risks are linked to procurement of the works and the identification and management of "in construction" issues such as asbestos and the condition of the existing services at Lincoln Court. These "in construction" risks could delay the progress of works and/or increase the cost of the project.

ref	Risk	Mitigating Action
a)	Planning consent.	Pre-planning public engagement and careful consideration of the impact of

ref	Risk	Mitigating Action
		the proposals upon neighbours will help to mitigate the planning risk.
b)	Lack of provider interest in the opportunity	Soft market testing with potential builders will help to shape market interest in the opportunity.
c)	Asbestos	The existing building information shows the presence of asbestos on site. A more detailed asbestos survey will be undertaken to guide the works. All works will be carried out in accordance with the asbestos management regulations.
d)	Condition of Services	Service pipes and elements of the building structure will need to be further surveyed to assess what impact the proposed works will have upon them. A contingency budget will be held to fund unforeseen works. Disruption to existing tenants will be kept to a minimum.
e)	Site assembly (i.e. impact on the site for the Centre of Excellence for Disabled Children).	Discussions with project lead for the Centre of Excellence for Disabled Children will ensure that shared site services are addressed and the co-ordination of planning and building works takes place.

End

Contact Details

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	Report Approved	✓	Date 1 st March 2018

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<p>Wards Affected: Westfield</p>
<p>For further information please contact the authors of the report</p>

Annexes:

Annex 1 – Plan of the Lincoln Court and Windsor House Site

Annex 2 – Indicative proposals for works at Lincoln Court

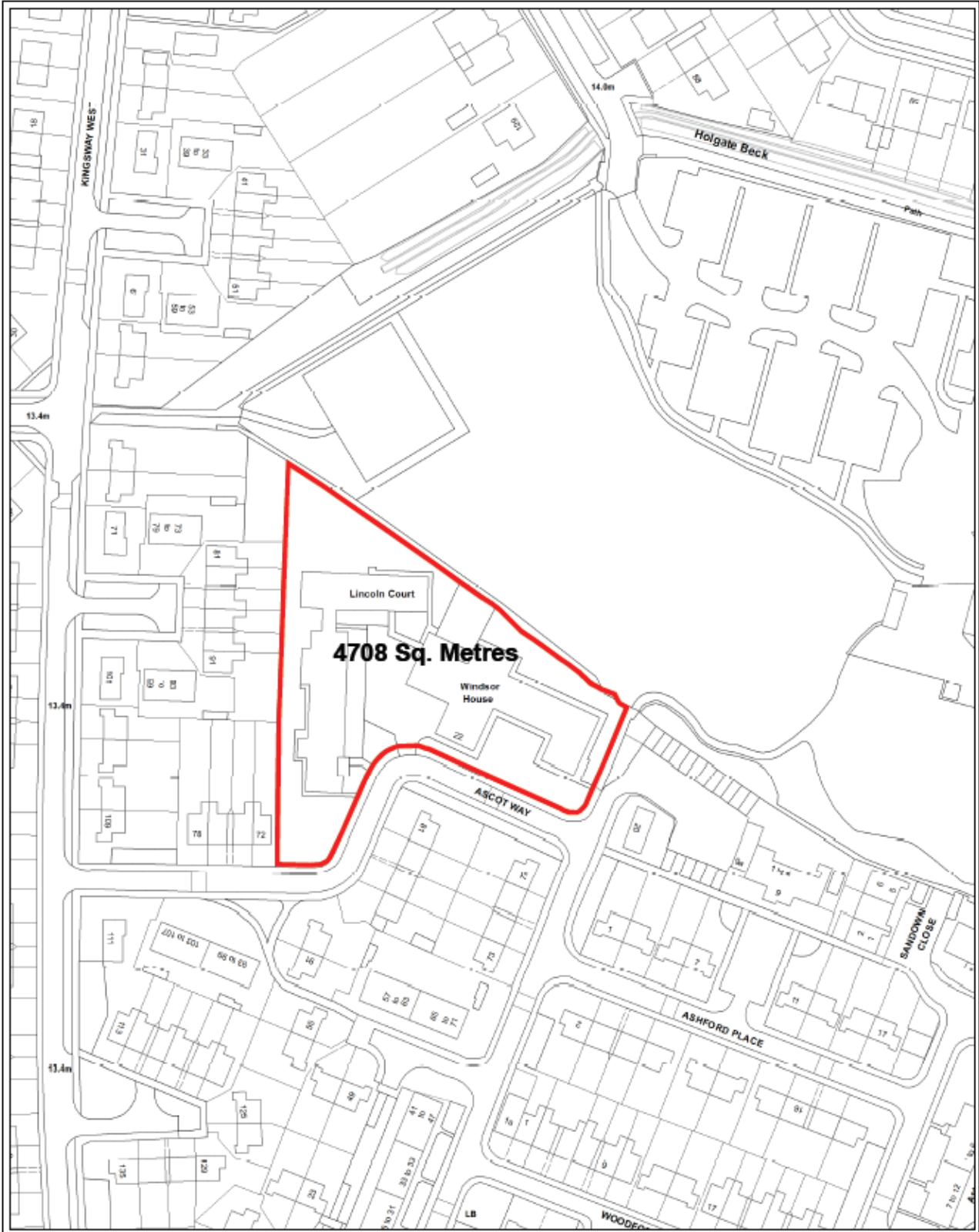
Abbreviations:

HRA – Housing Revenue Account

Background Papers:

30 July 2015	Report to Executive seeking approval of the Business Case for the Older Persons' Accommodation Programme and agreement to proceed.
28 th September 2017	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care and the Corporate Director of Children, Education and Communities. The Executive received information that demonstrated the progress of the Older Person's Accommodation Programme towards delivering over 900 new units of accommodation with care for older people. The Executive gave consent to undertake consultation on the option to close two further Council run older persons' homes.
7 th December 2017	Report to Executive by the Corporate Director of Health, Housing and Adult Social Care. The Executive received the results of the consultation undertaken with the residents, relatives and staff of Windsor House residential care homes to explore the option to close the home with current residents moving to alternative accommodation, and agreed to close Windsor House and the site to be use being 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.

Annex 1 – Plan of the Lincoln Court and Windsor House Site




CITY OF YORK COUNCIL

Asset & Property Management

Windsor House

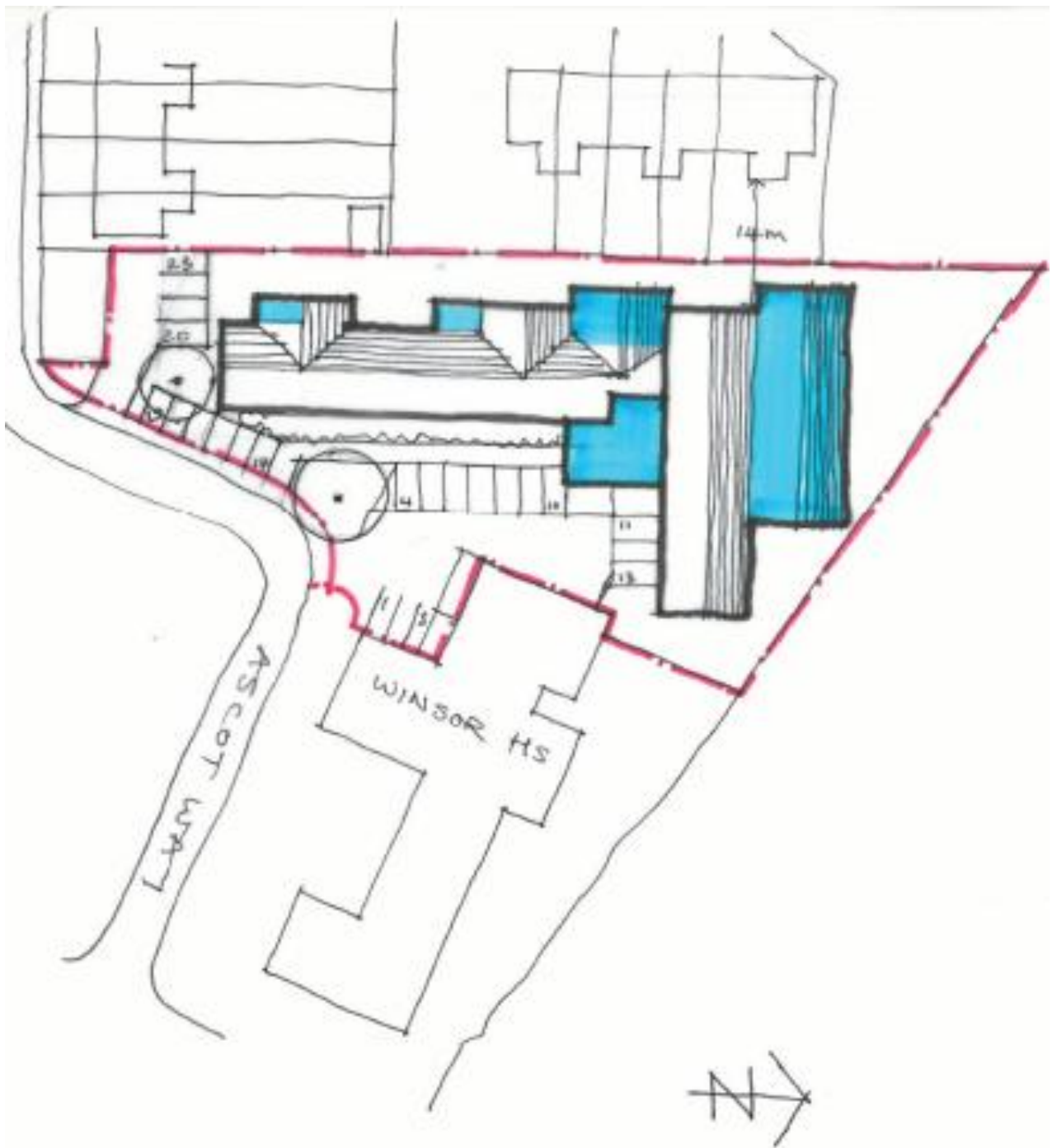
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Annex 2 - Indicative proposals for works at Lincoln Court



Note: Newly constructed space shown in blue (grey in black and white print)