

SHEFFIELD CITY COUNCIL

Report of: Richard Webb Executive Director Communities

Date: 26 September 2012

Subject: Older People Accommodation - Stocksbridge

Author of Report: Eddie Sherwood Director of Care and Support Communities

Summary:

This report relates to older people's accommodation in Stocksbridge and includes proposals for the following units;

- Newton Grange residential care home
- Balfour House sheltered accommodation
- Sweeney House sheltered accommodation
- Approximately 50 units of new build development for older people

Newton Grange

In March 2002 Cabinet considered the Council's strategy for its homes for older people and approved its adoption of a policy of minimising the number of residents who are admitted to the homes and who require long term care. In March 2003 a further report to Cabinet set out the Council's proposals for the 16 care homes.

In February 2007 Cabinet approved the older people's housing strategy. This report set out the vision for Stocksbridge and included the Council and local community's aspirations for the provision of an Extra Care Housing development on the site of Newton Grange and Balfour House sheltered scheme. However, this ambitious scheme was dependent on securing significant capital funding for a development of this size.

The options for redevelopment of the site were subject to a period of consultation which began in 2006 and ended in 2008.

The consultation was, as far as possible, aimed to capture a wide and varied audience. It provided an opportunity for people to express their views and concerns on the options appraisal, the preferred option, and an opportunity to offer any alternative solutions.

Unfortunately over recent years the capital funding made available for Extra Care Housing has diminished. This and issues around the long term commitment of supported housing subsidy have prevented the realisation of the original vision. The current economic climate and no guarantee of funding has meant that this vision may not be realised for many years, if indeed ever.

Recently however an opportunity has arisen to develop new older people's accommodation on the site of Newton Grange. The realisation of the plan is dependent upon the decommissioning of Newton Grange.

Balfour House and Sweeney House

In February 2007 Cabinet approved proposals for the long term closure and subsequent demolition of 6 sheltered housing schemes for older people, including Balfour House and Sweeney House at Stocksbridge. Cabinet also made decisions to put into effect proposals for 4 sheltered schemes but this did not include the two Stocksbridge schemes. The report also indicated that replacement provision would be needed in Stocksbridge and that vacant properties in the two schemes should continue to be re-let until reviewed on the occasion of a further report to Cabinet.

New accommodation for Stocksbridge

Sheffield's Local Investment Plan, as approved by Cabinet on 24 August 2011, included the provision of new housing for older people in Stocksbridge. Funding has now been secured by Sanctuary Housing, a registered provider of social housing, to develop approximately 50 high quality lifetime homes for Affordable Rent in the Stocksbridge area. The proposed location for this development is the site of Newton Grange. The accommodation will be specifically for older people to allow them to live independently at home. Older people with an assessed need will have access to flexible models of care and support to enable them to remain in their own homes for as long as they wish to do so.

The original vision to redevelop the site of Balfour House, as well as that of Newton Grange, required more funding than could be secured in the current climate. Therefore, we have revisited the possibility of investing in Balfour House and the nearby sheltered housing scheme at Sweeney House. It was recently ascertained that Balfour House could be brought up to decent homes standards and remodelled. Unfortunately the problems at Sweeney House are too severe; this scheme cannot be upgraded and will need to be decommissioned as planned. The City Council proposes to use decent home investment funding to upgrade Balfour House and to demolish Sweeney House.

The report therefore requests that the decision to close, and subsequently demolish, Balfour House is rescinded, that the plan to close and demolish Sweeney House is now implemented, and that priority rehousing, along with the required discretionary payments, is awarded to the residents of Sweeney House.

Reason for the recommendations

- The City Council no longer provides long term residential care and Newton Grange is the last remaining Council run home.
- Older people, their families and carers have told the City Council that they want to be supported in their own homes or as close to home as possible. Furthermore they have indicated that they want high quality care and support services that treat them with dignity and respect at all times
- The City Council has given a commitment to secure alternative care services within improved facilities and services which will deliver better value for money and better outcomes for people.
- Balfour House has the potential to be brought up to the Sheffield Decent Homes Standard (Capital Programme funding has been identified from the Investment Plan and subject to approval of a Capital Approval Form (CAF). Work will commence to upgrade the scheme in 2013.

- Sweeney House, due to the poor layout and nature of the structural problems affecting the building should be decommissioned as planned. (Capital Programme funding has been identified from the Investment Plan and is subject to approval of a Capital Approval Form (CAF).
 - Newton Grange is well-located in terms of accessibility to local facilities and the site is the best available to the Council in Stocksbridge for the provision of housing for older people.
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Recommendations

That Cabinet:

- Agrees to decommission Newton Grange Care Home to facilitate the development of purpose built lifetime standard older people's accommodation.
- Acknowledge that the Council will secure appropriate alternative provision of long term care from the independent sector.
- Agrees that approval granted on 28 February 2007 to the proposals for the long term closure of 6 sheltered housing schemes be rescinded insofar as it relates to Balfour House.
- Agrees that priority for rehousing be awarded to all residents at Sweeney House in accordance with the Council's Lettings Policy.
- Agrees that discretionary home loss (under section 32 of the Land and Compensation Act 1973) be paid to tenants of Sweeney House who have been in occupation for 12 months at the time of displacement, and discretionary payments be made to all tenants to cover any removal expenses (under Section 26 of the Housing Act 1985).
- Agrees that the site shown edged in red at **Appendix 7** be declared surplus to the Council's requirements and leased to Sanctuary Housing Group for a period of 250 years at nil consideration for use as social housing.
- Notes that the aforementioned site will be used for the development that has approved funding from the HCA
- Authorises that the Director of Property & Facilities Management, in consultation with the Director of Housing, Enterprise and Regeneration to negotiate and agree terms for the disposal of the site for the purpose set out in the report and the Director of Property & Facilities Management be authorised to instruct the Director of Legal Services to complete the necessary legal documentation.
- Authorises the Director of Property & Facilities Management to vary the exact extent of the land disposed of to facilitate the development set out in the report.
- Agrees that consideration can be given to residual funding, as a result of the decommissioning of Newton Grange, for two care provider manager posts to focus on care home and domiciliary care provider leadership and quality (including, for example, direct support where there is market failure)

Background Papers

See Appendices:

- Appendix 1 - Alternative Sites Considered**
- Appendix 2 - Profile of Stocksbridge**
- Appendix 3 - Profile Older People Stocksbridge**
- Appendix 4 - Project Timeline**
- Appendix 5 - Communication Plan**
- Appendix 6 - Equalities Impact Assessment**
- Appendix 7 - Site Plan**

Category of Report

OPEN

Statutory and Council Policy Checklist

Financial implications
YES
Legal implications
YES
Equality of Opportunity implications
YES
Tackling Health Inequalities implications
NO
Human rights implications
YES
Environmental and Sustainability implications
YES
Economic impact
NO
Community safety implications
NO
Human resources implications
YES
Property implications
YES
Area(s) affected
ALL
Relevant Scrutiny Board if decision called in
Health and Community Care Scrutiny Committee
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

1.0 Report Summary

1.1 Newton Grange

- 1.1.1 In March 2002 Cabinet considered the Council's strategy for its homes for older people and approved its adoption of a policy of minimising the number of residents who are admitted to the homes and who require long term care. In March 2003 a further report to Cabinet set out the Council's proposals for the 16 care homes.
- 1.1.2 In February 2007 Cabinet approved the older people's housing strategy. This report set out the vision for Stocksbridge and included the Council's and local community's aspirations for the provision of an Extra Care Housing development on the site of Newton Grange and Balfour House sheltered scheme. However, this ambitious scheme was dependant on securing capital funding for a development of this size. As no suitable developments were forthcoming for several years Newton Grange was allowed to remain operating as a care home under a special agreement with the CQC (Care Qualities Commission). Technically Newton Grange does not meet the required standards for a residential care home but has been allowed to remain in operation on the understanding that the local authority maintains the responsibility for the home. A transfer of responsibilities would immediately cause a revocation of the licence to operate, meaning that the local authority cannot sell the home as a going concern or transfer it to another care provider for ongoing use.
- 1.1.3 Sheffield's Investment Plan, approved by Cabinet on 24 August 2011, includes provision of new housing for older people in Stocksbridge. In September 2011, Sanctuary, a registered provider of social housing, was allocated social housing grant from the Homes and Communities Agency to develop around 50 new affordable rented lifetime homes for older people. A condition of the subsidy is that the units must be completed by March 2015 in order for Sanctuary to claim the grant.
- 1.1.4 In November 2011 Council officers commenced an undertaking of further work to determine whether or not any alternative sites (to Newton Grange) could be made available in Stocksbridge for the Sanctuary scheme. Work was duly undertaken but no alternative suitable sites were found. **Appendix 1** provides further details.
- 1.1.5 In order to progress with the new build schedule and ensure that the April 2015 funding deadline is met there is now a pressing need to progress with the decommissioning of Newton Grange:
- 1.1.6 The residents in the care home were reminded about the instigation of the decommissioning plan on 28 June 2012. All residents have been offered individual one to one support for themselves and their relatives to consider alternative care homes. Some of the residents require specialist support, e.g. dementia or nursing care and an individual assessment is being undertaken that will determine which resource is

best able to meet their needs. No resident will be financially adversely affected by a move to a new care home. All residents are being fully supported from the point at which they received the information about the future of the home, throughout their re-settlement process, to relocation to a new care home in the city or elsewhere and at a review some weeks after their move. Where residents have expressed a preference they are being relocated closer to relatives,

1.2 Balfour House and Sweeney House

1.2.1 In February 2007 Cabinet approved proposals for the long term closure and subsequent demolition of 6 sheltered housing schemes for older people, including Balfour House and Sweeney House at Stocksbridge. Cabinet also made decisions to put into effect the proposals for 4 of the schemes but not for those in Stocksbridge. The report explained that replacement provision would be needed in Stocksbridge and so vacant properties in these two schemes would continue to be re-let until plans for a replacement had been developed. This position would then be reviewed on the occasion of a further report to Cabinet. Cabinet are now being asked to rescind the decision to decommission Balfour House to allow the upgrade of the unit to decent home standards.

1.3 New Build Development of Older Peoples Accommodation

1.3.1 Funding has now been secured to develop approximately 50 one and two bedroomed units of affordable, high quality, lifetime home standard, self contained accommodation for older people. The accommodation will be specifically for older people in that the minimum age limit will be 50 years of age and will allow the tenants to live independently at home. Older people with an assessed need who require care and support will have access to flexible models of care to enable them to remain in their own homes for as long as they wish to do so. This could include the future tenants agreeing to pool their individual budgets to develop a virtual extra care model of care and support.

1.3.2 Given there was insufficient funding to redevelop older persons housing on the site of Balfour House, the two sheltered schemes have been reconsidered from a structural point of view to establish if they can be retained. It is now recommended that Balfour House has the potential to be brought up to the Decent Homes Standard (funding for this has been allowed for within the capital programme). Unfortunately, due to the nature of the structural problems affecting Sweeney House, as well as the poor layout and less suitable location, the recommendation to decommission this scheme still stands.

1.3.3 The report therefore requests that the decision to decommission Balfour House is rescinded and that priority rehousing, along with the required discretionary payments, is awarded to residents of Sweeney House.

1.4 Current capacity and levels of occupancy in the three schemes

- Newton Grange capacity includes 23 permanent residential care beds and 7 respite care beds.
- Newton Grange hosts a small day centre 3 days a week which is run by Age UK. This offers day support to 10 older people on each day.
- Balfour House currently has 35 units.
- Sweeney House currently has 39 units, however, a number of the flats at Sweeney House have very poor access and layout and have been vacant for a very long time as a result.

This represents a total of 97 units of permanent capacity across the three schemes.

1.4.1 Current occupancy in the three schemes

- There are currently 55 residents in the two sheltered schemes and there were 23 people in Newton Grange at the end of June 2012 (the current occupancy in Newton Grange as at 30 August 2012 is 12 people). A total of 78 people will have been affected by the changes.

1.4.2 Capacity in new and remodelled accommodation

- After the decommissioning of Sweeney House and upgrade of Balfour House there will be 50 new and 29 remodelled sheltered units (total 79) which represent a loss of 18 units from the current sheltered housing capacity. However, given the low occupancy in the sheltered schemes (55 tenants) the 79 units (many of which will be two bedroomed) will increase the number of units of accommodation for the current tenants and for older people overall.

1.5 Background to plan for Newton Grange

1.5.1 In March 2002 Cabinet considered the Council's strategy for its homes for older people and approved its adoption of a policy of minimising the number of residents who are admitted to the homes and who require long term care. In March 2003 a further report to Cabinet set out the Council's proposals for the 16 care homes.

1.5.2 In February 2007 Cabinet approved the older people's housing strategy. This report set out the vision for Stocksbridge and included the Council's and local community's aspirations for the provision of an Extra Care Housing development on the site of Newton Grange and Balfour House sheltered scheme. However, this ambitious scheme was dependant on securing capital funding for a development of this size. As no suitable developments were forthcoming for several years Newton Grange was allowed to remain operating as a care home under

a special agreement with the CQC (Care Qualities Commission). Technically Newton Grange does not meet the required standards for a residential care home but has been allowed to remain in operation on the understanding that the local authority maintains the responsibility for the home. A transfer of responsibilities would immediately cause a revocation of the licence to operate, meaning that the local authority cannot sell the home as a going concern or transfer it to another care provider for ongoing use.

1.6 Background to plan for Sweeney House and Balfour House

- 1.6.1 In July 2002 Cabinet approved a strategy for older people's housing in Sheffield. The key priority was to establish a programme to deliver a range of Extra Care Housing Schemes and a retirement village in the city. A number of areas were identified for the proposed developments, one of which was Stocksbridge.
- 1.6.2. The 2002 strategy was superseded by the older people's housing strategy approved by Cabinet in 2007. It reiterated the intention to provide replacement accommodation for residents living in Stocksbridge, including Newton Grange.
- 1.6.3 Balfour House is closer to the local shopping area, community facilities and new development. The building has level access at two levels making it more suitable for those with mobility issues. The existing lift will be refurbished to meet the requirements of the Equalities Act as part of this proposal. Rescinding the decision to decommission Balfour House, and bringing it up to the Sheffield Decent Homes Standard, will allow for a reduced new build scheme without reducing choice. It will enable older people to choose from a range of accommodation that is more appropriate and accessible and of a better quality.
- 1.6.4 The refurbishment of Balfour House will include an element of conversion work which may necessitate the need for some decant properties. Ceasing lettings at both schemes would allow residents to be decanted temporarily within Balfour House, or move to Sweeney House, to allow this work to go ahead. The work on Balfour House will be externally procured and is anticipated to start in the summer of 2013.
- 1.6.5 Sweeney House is made up of two separate blocks linked by an indoor corridor which is built on a steep incline - some residents with mobility issues have found this difficult to negotiate and, as a result, have been unable to access the communal areas. The scheme is further away from the Stocksbridge centre and the amenities there and, whilst there are public transport links, there are fewer bus services that serve the development. In addition Sweeney House has been experiencing steadily increasing amounts of tilting and cracking to its structure, both internally and externally, which is consistent with subsidence. The Coal

Authority is investigating and fortnightly monitoring of the cracks has been ongoing since December 2011.

1.6.5.1 There has been movement since the monitoring began however there are no immediate concerns and the building is still considered habitable in the short term.

1.6.6 The award of priority rehousing to tenants at Sweeney House will give tenants the opportunity to be considered for Balfour House, or the new build development, before other applicants. They would also be able to use the award to seek general needs housing in the area or find alternative social rented accommodation in other parts of Sheffield if they so wish. The resident's charter approved by cabinet in 2007 will apply to these tenants.

2.0 What does this mean for the people of Sheffield?

2.1. Stocksbridge is a town that, although it is part of Sheffield is geographically located quite a long way from the city centre (11 miles). The proposed changes in accommodation are likely to have a limited impact on the general population of Sheffield residents who do not live in or near Stocksbridge. For example an older person living in Millhouses would be unlikely to choose Stocksbridge as a preferred place to move to, unless they have close links to the community.

2.2 Whilst the decommissioning of Newton Grange reduces the permanent care home places in the city by 23, two new residential care homes have opened in Sheffield this year which have increased capacity by 107 places.

2.3 The decommissioning of Sweeney House will remove 39 sheltered units from the City Council's portfolio and the remodelling of Balfour House will reduce the numbers in that unit from 35 to 29, a reduction of 45 units overall. However, the new build scheme will introduce approximately 50 new one and two bedroomed units compensating for the reduction and increasing capacity by 5. The new scheme will increase choice and quality of accommodation and provide long term viable tenancies for older people.

3.0 What does this mean for the people of Stocksbridge?

3.1 Whereas the plans are unlikely to significantly affect the people of Sheffield they will have a significant impact on the people of Stocksbridge.

3.2 The topography in Stocksbridge is very steep and generally makes it difficult for anyone who suffers from mobility problems or a physical disability to access some areas and local facilities. Whilst there is a range of housing for older people in the area, much of this is inaccessible with steep inclines, stairs and step access (the bungalows

on the periphery all have a number of steps and high thresholds to their front door).

Therefore there is a pressing need to provide long term accessible housing solutions to enable older people to remain in their own homes for as long as they wish to do so.

- 3.3 Newton Grange is sited on a relatively flat site at the bottom of a large and steep hill, with easy access to the main Manchester Road which links it to the city and local shops.
- 3.4 The residents and staff of Newton Grange have been aware of the planned decommissioning of the home for many years and there have been numerous consultations and meetings about the pending decommissioning.
- 3.5 Newton Grange is the only registered residential care home in Stocksbridge. There are two other care homes in Stocksbridge, namely Alpine Lodge and Belmont House, both of which are care homes with nursing registrations. This means that these homes can accommodate older people with either a need for residential care or a need for nursing care. The capacity of the two homes is 110 places in total and all rooms have en-suite facilities, unlike Newton Grange which has shared toilets and bathrooms, accessed by narrow corridors.
- 3.6 Alpine Lodge and Belmont House do not, as a rule, carry many vacancies. To date only one resident from Newton Grange has moved to Alpine Lodge since the start of the decommissioning process, and this was due to her existing need for nursing care rather than the decommissioning.
- 3.7 Within a few weeks of being advised that the decommissioning plan had become a reality half of the Newton Grange residents had chosen to move to recently opened new build care homes, one of which is only a few minutes' drive away in Penistone, the other near Hillsborough. Other residents are planning to move to other parts of Sheffield and some have used this as an opportunity to move to other parts of the country to be nearer to their relatives. The availability of two new care homes, both with a number of vacancies has provided opportunities for friendship groups in Newton Grange to move home together and this opportunity has been realised.
- 3.8 Balfour House is sited part way up the same hill as Newton Grange and although it has some access issues remains popular. The tenants were delighted to be told that the scheme could be upgraded and are now looking forward to having much improved facilities in the future.
- 3.9 Sweeney House is situated at the top of the same hill and is relatively inaccessible to all but the fittest of older people. It is also split into two sites with a sloping corridor joining them and is not a popular development for older people to reside in. The decommissioning of this unit will affect the 26 residents who currently reside there but as there

is no urgency to transfer the residents they could remain living in the building for some time to come.

It is in fact possible for the new building to be constructed before the tenants need to move out. Any remaining Sweeney House tenants could be offered priority rehousing into the new scheme on completion. Alternatively the tenants could make a choice to move out of Sweeney House earlier or perhaps to the refurbished Balfour House site.

4.0 Summary of population profile of Stocksbridge

- 4.1 The population of Stocksbridge is currently 7,979 of whom 1,654 are over the age of 65. This represents around 15% of the population in the area, which means that Stocksbridge is a neighbourhood with an above average proportion of people aged over 65 compared with the rest of Sheffield. Based on current projections, the growth of this population will increase to 17% by the year 2030. The projected growth in prevalence of dementia in the population of Stockbridge over the next 18 years is also estimated to increase. Current data does however rely on previous census statistics and we will be better informed about the Stocksbridge population, including those who are suffering from dementia, when the 2011 census statistics are available. Stocksbridge already has two care homes with nursing that can care for older people with dementia, namely Alpine Lodge and Belmont House but it lacks good quality accommodation for older people who wish to remain in their own homes and receive their care and support at home. There is therefore a need for high quality lifetime standard accommodation that will enable people to age well and remain in their own homes. For additional information on the Stocksbridge profile please refer to **Appendix 2 and Appendix 3**

5.0 Outcomes and Sustainability

- 5.1 We know that if we are able to arrange the right kind of support, within the right setting and at the right time, we have better chance of helping older people's longer term ambition of remaining independent and healthy for as long as possible.
- 5.2 For older people who require long term residential provision the new care home in Penistone can offer spacious bedrooms with high quality en-suite and communal facilities.
- 5.3 The proposals for Stocksbridge increase the accommodation choices for older people due to the retention of Balfour House and the new development. The investment work will mean that the accommodation will be brought up to the Decent Homes Standard offering more high quality, accessible housing. The programme of investment work to be delivered at Balfour House will increase the long term sustainability of the building. In its present condition Balfour House does not meet the Sheffield Decent Homes Standard and will ultimately deteriorate over time if no work is undertaken. Whilst funding is available at this time it may not be in future years.

5.4 Our ambition is to continue to develop models of care and support closer to home. Any proposals for commissioned care and support services will be co-produced with service users and carers.

6.0 National and Local Policy Drivers

6.1. Sheffield City Council is in the process of implementing the Government's vision of transforming adult social care by providing services that are personalised and meet the needs of local citizens. These proposals support these principles by offering updated and modern facilities and opportunities for more individualised care and support.

6.2 The proposals also link to and support the priorities and ambitions set out in the City Council's corporate plan 'Standing up for Sheffield' by supporting and protecting communities. This means we will be investing in efficient services that people and local communities *really need*.¹

6.3 The growing demographic pressures are also a significant driver for change so that our proposals and commissioning activity deliver services which are more personalised, efficient and effective. These proposals are designed to do this and at the same time deliver high quality support that improves individual outcomes and aspirations.

6.4 There will be opportunities for making better use of the funding that has been historically used to fund the Council run care home. For the City Council, recent reductions in central government funding have raised numerous challenges to budgets. The release of Newton Grange will provide opportunities for reductions in Council expenditure along with an ability to invest in quality care and support services closer to home.

6.5 Although it has been necessary to extend the Decent Homes programme in the city, the City Council has reiterated its commitment to bring all homes up to the Sheffield Decent Homes standard by end March 2014. Balfour House will be the only sheltered scheme left in the city that does not meet that standard and this proposal will address this commitment.

6.6 The Great Place to Live business framework vision indicates that Sheffield will be a city that has successful places and sustainable, thriving communities, with desirable homes, access to local facilities and services, social and economic activity, and a safe and sustainable transport infrastructure. The quality of life will be high and Sheffield people will feel content with, and proud of, where they live. The Stocksbridge redevelopment proposals have the opportunity to incorporate user led quality care and support at home that is also

¹ Standing up for Sheffield Corporate Plan 2011-2014

delivering Health and Wellbeing outcomes and will use the Great Place to Live vision and model to ensure the physical environment supports people whatever their level of need.

6.7 The draft '*Sheffield: A city for all ages*' framework proposes an ambitious 'active ageing' vision:

'Sheffield will be a city for all ages in which people live healthy, active, independent lives and enjoy everything the city has to offer'

The recommendations in the cabinet report scheduled for 26th September 2012 seek to:

- Confirm the commitment to making Sheffield an age-friendly city and endorse the strategic approach set out in '*Sheffield: A city for all ages*'
- Authorise a 3-month consultation exercise to gain public endorsement for the approach and to develop further with partners the key priorities for action.
- Delegate responsibility for finalising the Sheffield's city for all ages action plan to the Executive Director for Communities (in consultation with the Cabinet Member for Health, Care and Independent Living, Cabinet Member for Culture, Sport and Leisure and the Chair of the City for all ages Board).

6.8 For Stocksbridge this means that there will be opportunities to contribute to this consultation, whilst also taking account of the broader plans for the town and the opportunity to influence the new housing developments.

6.9 Stocksbridge tenants and residents will be able to embrace the aspirations expressed in '*Sheffield: A city for all ages*' through their involvement with Sanctuary, Sheffield Homes, Council officers, the NHS and the voluntary and private sector. Partnership working will be actively promoted with local people at the heart of the decision making, influencing developments to ensure that Stocksbridge becomes 'a town for all ages'

6.10 The developments in Stocksbridge therefore support the strategy '*Sheffield: A city for all ages*'² in that the new and remodelled facilities will enable people to continue to age well in their own homes.

² Sheffield: A City for all ages

7.0 Proposals

June 2012	
Date	Action
June 2012	Commence consultation about the decommissioning process with residents and staff in Newton Grange and tenants in Sweeney House.
June 2012	Commence consultation with staff and tenants about the retention and remodelling of Balfour house
July 2012	Commence individual re-assessment of all residents in Newton Grange Cease lettings at the Sheltered Schemes under delegated authority from cabinet report of 2007
August 2012	Commence placement of residents from Newton Grange into their new homes of choice
Oct 2012	Award priority rehousing to residents at Sweeney House in order to enable them to bid for properties (under the Choice Based Lettings process) with the assistance of Sheffield Homes staff, if they wish.
Nov 2012	Commence dialogue with residents in Balfour House and Sweeney House on the Decent Homes proposals. Start the process of tendering the work for Balfour House
Spring 2013	Demolition of Newton Grange and preparation of site for new development
Summer 2013	Improvement works to Balfour House to be started – decanting residents where appropriate either within the scheme or temporarily to Sweeney House if required. In order to deliver to these timescales the resources already identified in the 2012/13 to 2016/17 HRA Business Plan, This will be re-profiled and the designated funding will be brought forward to 2012/13 and 2013/14.
Dec 2013	Rehouse Sweeney House residents to Balfour House if they wish and if there are sufficient vacancies to allow this to happen.
Oct 2014	Rehouse any remaining Sweeney House residents into the new SHG housing.
2014/15	Demolition of Sweeney House. The future of the vacant site will be considered at a later date.

* These dates are indicative and are subject to change however the funding for the new build accommodation is time limited and the construction must be completed by the end of March 2015.

7.1 In addition a detailed project timeline is attached at **Appendix 4**.

8.0 Summary of consultation

8.1 Newton Grange

8.1.1 Since the original proposal to decommission Newton Grange there have been a number of meetings to update residents and staff about future proposals. The wider redevelopment of the area including the decommissioning of the housing and redevelopment of the sites have been subject to a number of consultations.

A formal period of consultation commenced in 2006 until 2008 when it was requested by residents and tenants that the consultations cease until the funding had been secured and there were agreed proposals for the site and the new development.

8.1.2 In October 2011 confirmation was received that Sanctuary Housing had the funding for a new development. Discussions began again with lead members in relation to the proposals and impact on residents, tenants, organisations and the wider community

8.1.3 In November 2011 Council officers commenced an undertaking of further work to determine whether or not any alternative sites (to Newton Grange) could be made available in Stocksbridge for the Sanctuary scheme. Work was duly undertaken but no alternative suitable sites were found. See **Appendix 1**.

8.1.4 Following discussion with the cabinet member for Health and Communities about the implementation plans all affected residents, tenants, relatives and carers were invited to meetings where the proposals for the decommissioning and new development were announced.

8.1.5 In addition meetings took place with affected staff and other key stakeholders. In general there was a mixed response to the proposals. Whilst there was some support and acknowledgement of the long term issues facing the City Council and the need to secure long term accommodation options there were also concerns which people felt should be taken into account. Concerns were raised about

- The excellent reputation that Newton Grange has for providing quality care services
- The proposals being related only to costs and the need to make savings
- The lack of capacity at other local residential and nursing homes to provide appropriate re-provision for existing and future residents.
- The rationale for the need for en-suite facilities
- The re-provision of respite for carers in Stocksbridge and the local area
- The loss of skilled staff and the future of the workforce from a personal perspective and as a valuable residential resource for the area.
- The impact of a move for the very elderly and frail residents

8.1.6 For all residents and relatives affected by the closure and proposed changes a number of guarantees have been given by the City Council.

- No one individual would be financially disadvantaged or left vulnerable as a result of the closure. All residents will be treated

fairly and equal in line with procedures and choice about the reprovision of services and offered choice.

- All residents will receive an individual reassessment of their needs. Residents and relatives will be supported to find a new home of their choice appropriate to meet their individual needs.
- There will be regular communication with residents and staff to share information and receive regular updates as proposals progress.

8.1.7 Discussions are now underway with the staff team affected at Newton Grange in consultation with Trade Unions, Human Resources (HR) and management. For all staff affected by the closure and proposed changes a number of guarantees have been given by senior management and HR:

- No one will be disadvantaged or left vulnerable, all staff will be treated fairly and equal in line with procedures.
- There will be access to HR advice and trade union representation on a regular basis
- There will be regular staff meetings to share information
- There will be opportunities to apply for VER/VS schemes and continued advice and support would be given
- There will be a skill audit of staff to help them find suitable alternative outcomes.

8.1.8 It is acknowledged that the Age UK day centre is an important local resource for older people. The group has been offered reassurance that the City Council will support Age UK to find an alternative venue to host the day centre.

8.1.9 Sheffield City Council are fully committed to ensuring that all concerns raised are fully considered and embedded as part of any new model for care and support. This includes any future procurement of care and support services, ensuring that the quality of those services is embedded as part of internal monitoring processes.

8.2 Balfour House & Sweeney House

8.2.1 Sheffield Homes Investment Team will work closely with the residents on both Balfour and Sweeney Sheltered Schemes through the Sheltered Housing Board on the refurbishment proposals and support required during the work on Balfour House.

8.3 Future Consultation

8.3.1 All Future consultation and communication will include all key stakeholders and be an opportunity for local people to express their views and concerns on the future options and models of care and support.

- 8.3.2 We intend to provide Stocksbridge residents in the community with an opportunity to work with the developers 'Sanctuary Housing' to influence the design and development of the new scheme as well as an opportunity to influence the decent homes refurbishment of Balfour House. The plan is to encourage and enable local people to influence the development of the interior spaces, the external communal spaces and landscaped areas. The City Council will take responsibility for brokering meetings with Sanctuary and supporting the local community to influence the buildings and surrounding landscaping.
- 8.3.3 The Council's Care and Support and Commissioning services, the Housing Independence Service, Sheffield Homes and the local NHS services will all work closely with the local community to develop the building infrastructures and a model of care and support that best meets the needs of the community, particularly those directly affected by the decommissioning and decent home developments. We anticipate close co-operation between the remodelled Balfour House and the new Sanctuary development, perhaps considering a hub and spoke model of flexible care and support that will be designed with the influence of the local residents. The introduction of personal budgets also provides more opportunities to respond innovatively to individual needs.
- 8.3.4 We also intend to work closely with voluntary sector providers in developing services that have a strong focus around social capital, prevention and tackling loneliness and isolation via a range of activities and support solutions. In doing this we will use the lessons learnt from Shirecliffe and Low Edges, Batemoor and Jordanthorpe.
- 8.3.5 We will also update the audit of existing formal and informal care and support services in the Stocksbridge area to incorporate and integrate these into our model for care and support where appropriate.
- 8.3.6 In delivering the vision for Stocksbridge we will work with the local community to ensure that we focus on the outcomes for older people that are a priority for the city and which are encompassed in our draft strategy '*Sheffield: A city for all ages*'.

8.4 A copy of the full communication plan is attached at **Appendix 5**.

9.0 Risks

9.1 Newton Grange

- 9.1.1 There is always a risk associated with the decommissioning of any residential unit as this brings with it a degree of anxiety and uncertainty for the residents and relatives affected. In addition the lack of an alternative residential care home in the immediate vicinity has raised concerns and the community is particularly concerned that the needs of older people requiring residential care in the future will not be met.

9.1.2 This has been acknowledged and officers from the Commissioning Service are working with the adult social care team and local care home providers to consider how the future needs of the existing residents and the local community can be met. The new unit at Penistone and near Hillsborough are already proving to be a popular alternative for long term care.

9.1.3 Officers continue to handle the decommissioning sensitively and professionally and are using the Best Practice Guide for decommissioning, learning from previous consultation and decommissioning of homes. Regular communication and support are being provided to those individuals affected which is critical to successful decommissioning.

9.2 Balfour House and Sweeney House

9.2.1 The risks for tenants at Balfour House and Sweeney House are similar to those at Newton Grange. Sheffield Homes are working closely with individuals and providing ongoing support to ensure that their outcomes are positive and beneficial.

10.0 Financial Implications

10.1 Newton Grange

The unit cost for care in Newton Grange is significantly higher in comparison to other residential care homes in the independent sector. At a time when the Council is facing significant reductions in its purchasing budgets there is the need to make efficiency savings and secure better value for money whilst still providing the residential care services that people need.

10.1.1 The costs set out below are the full year costs in 2012/13 attributed to services at Newton Grange

Expenditure	2012/13
Staff	810,200
Premises	71,000
Supplies & Services (including transport)	55,800
Total Gross	937,000
Income from residents contributions	210,000
Total Net	727,000

10.2 Re-provision Costs

10.2.1 There will continue to be recurrent investment in the re-provision of the long term residential care by the City Council as a result of this decommission.

The re-provision costs will be determined by where people choose to relocate and the costs of the long term care being provided in the Independent sector.

10.2.2 There may also be other costs in relation to third party top ups. Although Sheffield has negotiated its standard fee rates the very distinct character and location of Stocksbridge, its distance from the city centre would suggest that it is reasonable to agree to fund 'top ups'. This will enable individuals to remain as close as possible to relatives and friends in Stocksbridge. This could also involve out of city placements, for example to Penistone in Barnsley, where the Sheffield standard rate would not apply.

10.2.3 Council officers are working closely with residents and their families to ensure that as a result of the closure no individual is left financially disadvantaged and any additional costs incurred due to different standard fee levels or third party top ups as a result of the closure are reasonable.

Reprovision Costs	2012/13
Residential care ¹	£362,232
Nursing care ²	£101,660
Respite care ³	£102,299
Top Ups*	£18,720
Total Gross	£585,911
Income from residents contributions (2011/12)	£210,000
Total Net	£375,911

¹Residential costs based on 18 residents' high dependency residential care. Rate of £387 per week

²Nursing costs based on 5 residents requiring standard nursing care. Rate of £391 per week.

³Respite care based on reprovision of 7 beds at 90% occupancy/46 weeks per annum. Rate of £353 per week.

*Estimated Top Up fees based on 12 placements at a rate of £30 per week.

10.3 Investment in Quality Improvement – Care Provider Manager Posts

10.3.1 Sheffield City Council wants to ensure that services commissioned either on behalf of, or by vulnerable / older people themselves, promote high quality care and dignity in the provision of care and support. Quality and dignity in care provision is of equal importance to people living in registered care homes as for people living in their own homes.

10.3.2 The Quality in Care Homes Executive Board already focuses on initiatives to drive up quality in care homes and consideration is being given to introducing a quality premium scheme for care homes to support higher quality care. A similar board is now being considered for driving up quality in the provision of care and support to people living in their own homes.

- 10.3.3 Sheffield has 85 residential/ nursing units for older people as well as number of smaller units to support people with a learning and/ or physical disability. Sheffield also has 86 care providers, (who can deliver care at home), on the Sheffield provider framework. Our ambition is to ensure that all these providers meet a very high standard in care delivery and also meet the requirements of the dignity code. In order to achieve this we need to support all care providers by providing strong leadership, supporting them to improve their practice and working with providers to develop contingency plans as and when care services experience problems.
- 10.3.4 City Council contracts officers have traditionally monitored care homes and care and support agencies. In addition to undertaking regular routine monitoring they have also investigated complaints resulting in robust action plans for the provider. Some of the work has, by necessity, been reactive and about responding to various issues, with a smaller portion of the work being proactive to drive up quality. With an increasing number of care providers in the city there is now a need for additional capacity to ensure that services that exceed the standard minimum are delivered to Sheffield residents.
- 10.3.5 This issue is particularly important in terms of providing leadership and support in the context of potential care market failure – for example, if a care provider is unable to continue delivering a service, then the Council has, on occasions, stepped in to provide additional support until the situation has stabilised. This remit requires suitably qualified and registered care provider managers and it is therefore proposed that two care provider manager posts are retained by the Council for this purpose. These posts will play a vital part in supporting the City Council in developing robust contingency plans should a market failure situation arise. Detailed job descriptions, person specifications and grading will be drawn up at a later date and as and when the funding has been agreed.
- 10.3.6 It is recommended that the funding for these two posts be obtained through the savings realised as a result of the decommissioning of Newton Grange. The cost of the investment in the creation of the care provider manager posts is estimated to be £87,200 (including all on costs)

10.4 Future Savings

- 10.4.1 The costs below set out the savings after all re-provision and investment costs have been considered. Compared to the current gross investment of £937000 per annum currently required to provide services at Newton Grange this decommission will achieve a future net annual saving of £253,522.

Current Costs	2012/13
Total Gross Budget	£937,000
Reprovision Costs	-£596,278

Investment in care provider manager posts	-£87,200
Net Savings in future years	£253,522

10.5 Balfour House and Sweeney House

10.5.1 The sum of £1,281,000 is required to undertake the investment work to Balfour House and pay discretionary payments to those residents of Sweeney House who are eligible. The amount was agreed in the five year HRA Business plan by Cabinet in January 2012:

Scheme	2012/13	2013/14	2014/15	Total
Balfour House	75,000	-	800,000	875,000
Sweeney House	-	406,000	-	406,000
Total	75,000	406,000	875,000	1,281,000

10.5.2 In order to bring the funding forward the budget is to be re-profiled to:

Scheme	2012/13	2013/14	2014/15	Total
Balfour House	50,000	825,000	-	875,000
Sweeney House	250,000	156,000	-	406,000
Total	300,000	981,000	-	1,281,000

10.5.3 This activity is funded by what was originally the Major Repairs Budget (MRB), which is now the depreciation charge under Self Financing, and is therefore approved and fully funded.

10.5.4 In accordance with Financial Regulations a capital approval form will be submitted to Cabinet for approval at the meeting of 17 October 2012.

10.5.5 As a result of these proposals there will be a reduction in potential rental income of £150,000 per annum due to demolition and the conversion of the bedsit accommodation on Balfour into one bedroom flats. This will have an impact on the HRA business plan. However, as a result of the existing high volumes of vacant properties on the two sheltered schemes, the rent collected is lower than the gross debit and so the impact will be negligible. Elsewhere in the city the improvements that have been made to sheltered housing accommodation has reduced the number of empty homes and therefore rent loss, it is anticipated the same positive effect will apply to Balfour House.

10.6 Disposal to Sanctuary at nil consideration

- 10.6.1 During the formulation of the Local Investment Plan, the HCA made clear government's expectation that local authorities would maximise the use of their own resources to provide affordable housing. The grant rates available under the Affordable Homes Programme for 2011/15 are significantly lower than for the previous period, and would not allow the provision of affordable housing without the addition of substantial internal subsidy from housing associations' own resources. Given the challenges inherent in delivering a viable programme under the new regime, this scheme will not move forward without the Council contributing the value of its land.
- 10.6.2 Disposing of the land to Sanctuary for nil consideration would equate to a Council contribution to the scheme of £455,000 which was the estimated market value of the land as at September 2012.
- 10.6.3 No provision has been made within the Neighbourhoods Investment Programme for a capital receipt being generated from the sale of this asset, so there is no direct impact on the planned capital programme.

11.0 Human Resources Implications

11.1 Newton Grange

- 11.1.1. There are currently 31 staff based at Newton Grange appointed on various contract hours. It is recognised that the decommissioning of Newton Grange has raised concerns for staff and Trade Unions. Staff and Trade Unions have been fully consulted on the proposals for the decommissioning and the proposals for the site.
- 11.1.2 The decommissioning of Newton Grange could result in a reduction in the number of Council managed staff, currently employed at Newton Grange. It is the intention of the Council to first seek alternative appointments for staff through redeployment opportunities however; the Council at present has limited options for redeployment of all affected staff. Therefore the decommissioning of Newton Grange could potentially result in the Council having to explore other options through voluntary severance, early retirement or redundancy.
- 11.1.3 The Council will follow their agreed HR procedures for consulting and implementing the changes. Trade Union representatives will also be invited to actively participate in the process of redeployment of staff, where this is available and practicable.
- 11.1.4 Discussions are underway to determine the level and impact of the reductions and explore all other options to mitigate the need for redundancies. This includes options for staff to consider recruitment opportunities in the new build care homes in the independent sector homes at Penistone and Hillsborough, as well as the NHS.

11.1.5 A proposal is being made for the creation of two new posts from savings identified as a result of the decommissioning of Newton Grange. The Sheffield City Council wants to ensure that services commissioned either on behalf of, or by vulnerable / older people themselves, promote high quality care and dignity in the provision of care and support. Quality and dignity in care provision is of equal importance to people living in registered care homes as for people living in their own homes. (Ref 10.31 to 10.38)

11.2 Sweeney House and Balfour House

11.2.1 Sheffield Homes is currently implementing a new model of service in sheltered housing, under which wardens will work in small teams providing a support service to a cluster of sheltered schemes, rather than having one dedicated warden per scheme. There is no intention to change the proposed clustering, which has already been agreed with the Trade Unions, prior to the closure of Sweeney House. The clustering may be reviewed following the closure but because of the numbers involved, it is unlikely that this alone would result in any reduction in staffing for the service.

11.2.2 The Decent Homes investment at Balfour House will ensure that the scheme has a long-term future and will continue to require staffing to provide management, support and caretaking services at the site.

12.0 Reasons for Recommendations

12.1 The City Council no longer directly provides long term residential care and Newton Grange is the last remaining Council run home

12.2 Older people, their families and carers have told the City Council that they want to be supported in their own homes or as close to home as possible. Furthermore they have indicated that they want high quality care and support services that treat them with dignity and respect at all times

12.3 The City Council has given a commitment to secure alternative care services within improved facilities and services which will deliver better value for money and better outcomes for people

12.4 Balfour House has the potential to be brought up to the Sheffield Decent Homes Standard (Capital Programme funding has been identified from the Investment Plan and subject to approval of a Capital Approval Form (CAF). Work will commence to upgrade the scheme in 2013.

12.5 Sweeney House, due to the poor layout and nature of the structural problems affecting the building should be decommissioned as planned. (Capital Programme funding has been identified from the Investment Plan and is subject to approval.

12.6 Newton Grange is well-located in terms of accessibility to local facilities and the site is the best available to the Council in Stocksbridge for the provision of housing for older people

13.0 Legal Implications

13.1 Tenants of Sweeney House will be rehoused in accordance with the Lettings Policy made under Part 6 of the Housing Act 1996; they will receive compensation under the Land Compensation Act 1973 and the Council will use its powers in the Housing Act 1985 to pay removal expenses.

13.2 The disposal of land at Newton Grange to Sanctuary Housing Group at nil consideration will constitute financial assistance in connection with privately let housing accommodation and will require consent under section 25 of the Local Government Act 1988. A general consent has been issued for financial assistance or gratuitous benefit consisting of disposal of land to registered providers of social housing for development as housing accommodation to be let as social housing. There is a limit on the aggregate value of assistance under this consent in any financial year. It is not thought that this limit will be exceeded as a result of this disposal but if necessary specific consent will be sought. No further consent for disposal of the land under s123 of the Local Government Act 1972 will be required.

13.3 When deciding whether to dispose of a site at a discount to its market value it must be considered whether the proposed disposal would be in the interests of the City and its inhabitants as whole and Council taxpayers and would be consistent with the effective, economic and efficient discharge of the Council's functions.

13.4 The National Assistance Act 1948 requires the council to make provisions so that services can be given to those who have been assessed and who upon assessment found to be eligible. According to the National Health and Social Community Care Act 1990 the council must decide whether to provide the identified services or make arrangements for services to be provided. The information acquired during the assessment must be used to determine whether an individual has an entitlement to the service and will inform the ways in which the council can discharge obligations under the Act in respect of provision of the services. Decisions are taken in consultation with the service user.

13.5 The council's powers to intervene in a service user's decision about their care will depend on the service user's capacity and will only consider taking decisions on behalf of the service user if the service user lacks capacity to take such decisions. In such instances the decision would take into account the views of others, such as those authorised to make decisions on their behalf (Deputy, Attorney) or indeed family members; in any event the decision is taken in the service user's best

interests. These principles continue to apply where services are being decommissioned.

- 13.6 Residents of Newton Grange care home have already been assessed under Sheffield's fair access to care criteria and have been deemed to have either critical or substantial care needs. The City Council will therefore be responsible for supporting each individual resident to find alternative suitable care.

14.0 Environmental & Sustainability

- 14.1 The new flats will be built to comply with the Homes and Community Agency's current design and sustainability standards. These require new homes to be designed and constructed in a sustainable manner using products and processes that reduce environmental impact, better adapt to climate change, with lower running costs and incorporating features that enhance the health and wellbeing of constructors, occupiers and the wider community.

- 14.2 The Decent Homes work on Balfour House will include the upgrade of the central heating to an A grade energy efficient boiler and cavity wall and loft insulation will be brought up to current standards providing residents with lower running costs and reducing carbon emissions.

- 14.3 As part of the improvement work all residents will benefit from level access showers should they choose and the lift on the scheme will be upgraded to meet the requirements of the Equalities Act.

15.0 Equality of Opportunity and Equalities Impact Assessment (EIA)

- 15.1 An Equality of Opportunity and Equalities Impact Assessment was completed in 2007 for the Older People's Housing Strategy (Cabinet 28 February 2007). This was updated in July 2012.

- 15.2 The Council's communication process has been planned appropriately (including considering equality issues) with those who will be affected by the proposals ensuring that they are offered the opportunity to comment on the proposals and that the Council responds to the issues raised.

- 15.3 The Council must have regard to the public sector equality duty under the Equality Act 2010 to eliminate discrimination that is unlawful and to promote equality of opportunity. The Duty to Promote Disability Equality: Statutory Code of Practice recognises that it will not always be possible for authorities to adopt the course of action which will best promote disability equality but when making the decision due regard must be given to the requirement to promote disability equality alongside other competing requirements. The Initial Equality Impact Assessment attached addresses the need to ensure that the reorganisation will not have a disproportionate impact on any one

group of people has and this will be further considered during the consultation period.

15.4 An Equalities Impact Assessment (EIA) has been completed this is attached at **Appendix 6**.

16.0 Reasons for Exemption

16.1 The status of the report is Open therefore there is no exemption.

17.0 Recommendations

17.1. That Cabinet:

- Agrees to decommission Newton Grange Care Home to facilitate the development of purpose built lifetime standard older people's accommodation.
- Acknowledge that the Council will secure appropriate alternative provision of long term care from the independent sector.
- Agrees that approval granted on 28 February 2007 to the proposals for the long term closure of 6 sheltered housing schemes be rescinded insofar as it relates to Balfour House.
- Agrees that priority for rehousing be awarded to all residents at Sweeney House in accordance with the Council's Lettings Policy.
- Agrees that discretionary home loss (under section 32 of the Land and Compensation Act 1973) be paid to tenants of Sweeney House who have been in occupation for 12 months at the time of displacement, and discretionary payments be made to all tenants to cover any removal expenses (under Section 26 of the Housing Act 1985).
- Agrees that the site shown edged in red at **Appendix 7** be declared surplus to the Council's requirements and leased to Sanctuary Housing Group for a period of 250 years at nil consideration for use as social housing.
- Notes that the aforementioned site will be used for the development that has approved funding from the HCA
- Authorises that the Director of Property & Facilities Management, in consultation with the Director of Housing, Enterprise and Regeneration to negotiate and agree terms for the disposal of the site for the purpose set out in the report and the Director of Property & Facilities Management be authorised to instruct the Director of Legal Services to complete the necessary legal documentation.
- Authorises the Director of Property & Facilities Management to vary the exact extent of the land disposed of to facilitate the development set out in the report.
- Agrees that consideration can be given to residual funding, as a result of the decommissioning of Newton Grange, for two care provider manager posts to focus on care home and domiciliary care provider leadership and quality (including, for example, direct support where there is market failure)

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Date: 30th August 2012