

**Report of**     **Director of Environment and Housing**

**Report to**     **Executive Board**

**Date:**         **18 November 2015**

**Subject:**     **Sheltered Housing Investment Strategy.**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): All wards but specifically investment has been made to Adel and Wharfedale. Otley and Yeadon, City & Hunslet, Armley, Beeston & Holbeck, Kippax & Methley, Alwoodley, Rothwell, Killingbeck & Seacroft, Calverley & Farsley, Bramley & Stanningley, Morley South, Farnley & Wortley, Pudsey and Kirkstall.		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

**SUMMARY OF MAIN ISSUES**

1. Within the City we have over 4,300 council properties that are specifically designated as older persons housing.
2. There are 234 properties designated as Category 1 units, which are standalone units let to older people who are capable of independent living, but with a 'Care Ring' alarm fitted which can be used to call for assistance in an emergency.
3. In addition there are a further 4,278 properties which are designated as Category 2 units which are classed as sheltered housing units and benefit from both the 'Care Ring' alarm system and a visiting Supported Housing Officer if required, following the completion of an individual Care Plan for each resident.
4. Since the creation of Housing Leeds in 2013 there has been a focus on delivering a consistent service that is focused on investment into older peoples housing to improve the quality of accommodation that is being provided.
5. Our Business Plan sets out our commitment to improve the sheltered stock across the city as it is recognised that the standard that we have been offering to both current and new tenants is below modern standards and undermines longer term sustainability by becoming unattractive. The first priority has been to eradicate the use of shared bathing facilities. The report set out some of the work that has been undertaken in 2014/15 and 2015/16, following investment of £9.5m over these two years. It is intended to invest a further £1.25m over the next two years.

## **RECOMMENDATIONS**

6. The report sets out some of the work that has been completed to date and seeks authorisation to commence a further phase of work as identified under Investment in section 3.7 of the report.

### **1. PURPOSE OF THIS REPORT**

- 1.1. The purpose of the attached report is to provide Executive Board with an update on our investment strategy into the older peoples housing provision across the City.

### **2. BACKGROUND INFORMATION**

- 2.1. Within the City there are over 4,300 Council properties that are specifically designated as older persons housing. There are 4,278 Category 2 units across 129 separate schemes which can be broken down by area as follows:
  - South, 1879 units (54 schemes including 2 high rise)
  - West, 1649 units (51 schemes including 5 high rise)
  - East, 635 units (22 schemes including 1 high rise)
  - Belle Isle, 115 units (2 schemes)
- 2.2. Of the 129 schemes there are 8 multi-story blocks and 27 complexes across the city.
- 2.3. Following the transfer of the housing service back into the Council in 2013 there was a need to consolidate the strategic thinking, and investment strategy, for delivering an older peoples housing service across the City. The strategy sought to identify a consistent approach to ensure that our ongoing investment strategy was based on need rather than geography. In 2014 a strategic option appraisal of older people's Council housing provision was commissioned to look at long term sustainability and investment requirements. This work identified that a more detailed analysis needed to be undertaken for schemes that had shared bathing facilities, or bedsit accommodation.
- 2.4. In addition to the above, a strategy was required to progress work in the following areas:
  - Scooter sheds
  - Work to meet the needs of disabled tenants
  - Fire alarm upgrades
  - Care Ring upgrades
  - Lift replacement
  - Fire Risk Assessment (FRA) work
  - Communal refurbishment
  - Environmental improvements
- 2.5. The option appraisal process considered a range of information including details to look at a cost benefit analysis, tenant profiles, turnover rates, demand and void data as well as the required level of investment identified through Keystone (the IT Capital investment database).
- 2.6. An Older Persons Project Board has been developed within Housing Leeds to ensure that we can develop a holistic strategy within HL that is linked to the city wide strategy that is being developed within Adult Social Care, and links into the Older Peoples Housing Prospectus (set out elsewhere in the board papers).

### **3. MAIN ISSUES**

- 3.1. Our Business Plan sets out our commitment to improve the sheltered stock. The standard we have been offering to both current and new tenants in some schemes is unacceptable by modern standards and undermines sustainability by being unattractive.
- 3.2. The Older People's Housing Prospectus, identifies the need to ensure that older persons housing is the right type and in the right location to allow individuals and families to live independently for longer. The principles of this prospectus which ensures that older peoples housing is of good quality, is the right type of accommodation, in the right location and has the correct level of support will be replicated in the provision of social housing across the City.
- 3.3. Over the last three years we have invested £3.5m as part of a wider sheltered scheme refurbishment programme which has removed all shared bathing provision across the City.

#### **3.4. Shared Bathing**

- 3.4.1. Our top priority is to eradicate shared bathing facilities across the City.
- 3.4.2. Work in 2014/15 was undertaken at Farrar Lane (Adel and Wharfedale) to remove all shared bathing provision within this complex at a cost of £1.4m. This work was incorporated into a wider refurbishment programme to the complex which also included full decency work to individual flats, provision of a scooter store, communal improvements including a new laundry facility as well as a new passenger lift.
- 3.4.3. Within this year's programme (2015/16), work is being undertaken at Bennett Court (Otley and Yeadon) to remove all shared bathing provision which will include a full programme of modernisation at the same time. A budget of £1.4m has been set aside in this year's programme to complete this work.
- 3.4.4. Following completion of work at Bennett Court, work will commence at Union Court (Otley and Yeadon) to undertake a similar scheme at a cost of £1.4m. This will remove all shared bathing provision in Union Court and provide a full scheme modernisation programme.
- 3.4.5. Additional work at Wharfedale Court (Adel and Wharfedale) is being undertaken to remove shared bathing to a number of properties at a cost of £300k, and will be completed this financial year.
- 3.4.6. The above works will complete the work required to remove all shared bathing provision across the sheltered stock across the City.

#### **3.5. Bedsits**

- 3.5.1. Our second priority is to move away from bedsits.
- 3.5.2. The solution for each scheme has to be considered individually as this is dependent on the construction and location of individual bedsit units within each scheme. The preferred solution is to create one unit from two adjacent bedsits wherever this is possible.
- 3.5.3. Over recent years work has been completed to schemes at Arthington Court (City and Hunslet) and Sir Karl Cohen Square (Armley) to remove bedsits,

although due to the physical construction of these complexes a total of nine bedsits still exist across both schemes.

- 3.5.4. Following ward consultation, work that was undertaken at Farrah Lane (Adel and Wharfedale) as part of last year's Capital programme has remodelled and removed all bedsits from this complex. This work was undertaken as part of a larger refurbishment scheme at a cost of £1.4m
- 3.5.5. Ward consultation is ongoing. The current refurbishment scheme at Bennett Court (Otley and Yeadon) will see a remodel all 13 bedsits that currently exist within this scheme into one bed flats, with a further scheme at Union Court (Otley and Yeadon) due to commence later this financial year which will remodel all 12 bedsits that currently exist at this scheme.
- 3.5.6. As part of the Beeston Hill PFI scheme a full refurbishment scheme has been undertaken at Ingram Court (Beeston and Holbeck) which has remodelled the bedsits that previously existed in this scheme.
- 3.5.7. At the end of this work we will be left with a number of bedsits across five schemes at Crosshills Court (Kippax and Methley), Moorhaven Court (Alwoodley), Royds Court (Rothwell) and Sir Karl Cohen Square (Armley).
- 3.5.8. There is an ongoing piece of work to look at a range of suitable design solutions to remodel the bedsits that currently exist in these schemes.
- 3.5.9. Whilst work to remodel these units is a priority, these schemes remain popular with older people due to their existing location.

### **3.6. Other Key Priorities**

- 3.6.1. There are a number of other key priorities which includes accessibility, heating, scooter sheds, Fire Risk Assessment work, communal refurbishment and environmental improvements.
- 3.6.2. Scooter Sheds
  - 3.6.2.1. The provision of scooter sheds is seen as a priority for tenants as more individuals have chosen to purchase this type of mobility aid to allow greater degrees of mobility, to obtain a greater quality of life and to help aid independent living.
  - 3.6.2.2. In 2014/15 we have invested £117k to install 9 scooter sheds at sheltered complexes. A further 4 schemes have been identified for completion this financial year and a further 5 schemes are programmed for 2016/17 at a cost of £65k.
- 3.6.3. Care Ring
  - 3.6.3.1. Over recent years there has been an ongoing scheme to replace the Care Ring system in the sheltered stock across the City to ensure it's compatible with the digital switch over and to allow further digital integration with the use of assistive technology, working in partnership with Adult Social Care. Over the last three years we have invested over £950k to provide upgrades in all sheltered communal facilities and lifts in sheltered complexes.
  - 3.6.3.2. This work has now been fully completed across the city.
- 3.6.4. Sprinkler Systems

3.6.4.1. As part of our fire safety work a full block sprinkler system has been installed at Marsden Court (Calverley and Farsley) as part of our programme in 2014/15, at a cost of £400k. Further schemes will be completed at Queens View (Killingbeck and Seacroft) and Crescent Grange (City and Hunslet) as part of this year's programme at a cost of £800k. The remaining five Multi Storey sheltered schemes are being programmed for work in 2017/2020 against an indicative budget of £1.4m.

### 3.6.5. Energy Efficiency/Fuel Poverty

3.6.5.1. We are keen to improve the energy efficiency within our sheltered stock and have an ongoing programme of heating upgrades as well as a replacement programme for electric heating systems. There are a number of schemes across the city where heating is provided by a communal heating system. Work on four schemes, at a cost of £340k, is being undertaken this year which involves an upgrade or a communal boiler replacement.

3.6.5.2. Further work is scheduled for next year to replace the full communal heating system at Halliday Court at a cost of approx. £700k

3.6.5.3. In addition to the work on communal heating systems there are two further schemes (Ashlea Court (Bramley and Stanningley) & Marsden Court (Calverley and Farsley)), with a Capital value of £200k, which will provide a boiler upgrade and a further four schemes (Stanningley Court (Bramley and Stanningley), Siegen Close (Morley South), High Ridge Court (Rothwell) & Thornhill Court (Farnley and Wortley)) with a Capital value of £270k which will provide a full heating upgrade.

3.6.5.4. Work is planned at The Cribbles (Pudsey) to replace the heating system from electric to gas as part of this year's programme.

### 3.6.6. Door Entry Systems

3.6.6.1. There is a specific piece of work that is undertaken every year to ensure that the controlled entry system in each sheltered scheme is serviced and complies with the relevant DDA legislation.

3.6.6.2. Over the last two years work has been undertaken to replace the electronic door entry system in four sheltered schemes at Marsden Court (Calverley and Farsley), Queenswood Court (Kirkstall), Rycroft Court (Armley) and Burnsall Croft (Armley).

3.6.6.3. The budget to complete this work was £16k. There is further budget provision of £25k to replace the door entry systems to a further 7 sheltered complexes over the next four years.

## **3.7. Investment**

3.7.1. Within the Capital programme for 2014/15 we have invested approx. £4.5m in the sheltered stock across the City. This has included work to remove shared bathing provision, remodel bedsits, provide scooter sheds and undertake fire safety work as detailed in section 3.

3.7.2. In this year's Capital programme (2015/16), we have programmed approx. £5m of investment in order to complete our programme to fully remove shared

bathing across the City, continued a programme to remodel bedsits, provide scooter sheds and continue with a programme of fire safety work.

3.7.3. For 2016/18 there is a provisional programme for £12.5m of further work across the sheltered stock in the City.

3.7.4. While the details of individual schemes will need further development and approval, it is anticipated that expenditure is likely to cover the following areas of work:

- Kitchens and bathrooms £3.5m
- Roofs and windows £1.1m
- Scheme remodelling £4.0m
- Fire Safety Works £1.4m
- Scooter stores £140k
- Energy Efficiency/ heating upgrades £2m

### **3.8. Holistic Approach**

3.8.1. It has also been identified that further joint working needs to be developed across LCC to develop a holistic approach to delivering a long term sustainable solution for the services that are offered to older people to improve their quality of life and support them to live independently for longer.

3.8.2. In order to achieve a more holistic service provision an Older Persons Project Board has been developed within Housing Leeds to ensure that a coordinated and structured approach is developed across all partners along with Adult Social Care to assist in the delivery of the Older Peoples Housing Prospectus.

3.8.3. The Project Board will consider a range of option appraisals to ensure that our investment strategy is developed to support the Older Peoples Housing Prospectus and compliments the activity that is being developed in local areas by the private sector.

## **4. CORPORATE CONSIDERATIONS**

### **4.1. Consultation and Engagement**

4.1.1. An individual communication and consultation plan will be developed for each scheme as part of the option appraisal process. Consultation for each scheme will be undertaken with residents, local ward Members, MP's, members of the local community and all other interested partners both internal and external to the Council.

4.1.2. All consultation material will be provided in a range of formats to ensure that it is available to all residents. The timing and venues for all consultation events will be considered carefully on a scheme by scheme basis. Mobility issues will be considered and transport provided if required.

### **4.2. Equality and Diversity / Cohesion and Integration**

4.2.1. The 'Vision for Leeds' is aimed at reducing the inequalities that still exists. In developing an option appraisal for each sheltered scheme due consideration will be given to promote housing equality and will assist older people to live independently in the community.

4.2.2. The proposals contained within the strategy will have a positive impact on the wellbeing of older people as it looks to address accessibility issues, fuel poverty and increases the opportunity for independent living. The strategy

could also have a positive impact on equality groups that are economically disadvantaged. A full EIA will be developed as part of the detailed programme of activity to support the overarching strategy.

#### **4.3. Council Policies and Best Council Plan**

4.3.1. Our vision is for Leeds to be the best City in the UK, one that is compassionate with a strong economy that can tackle poverty and reduce the inequalities that still exist.

4.3.2. The details contained within this report will contribute to the following best city outcomes:

- Be safe and feel safe
- Enjoy happy healthy and active lives
- Live with dignity and stay independent for as long as possible
- Live in decent, affordable homes within clean and well cared for places

4.3.3. In addition, the attached report links to the work being undertaken to support the following breakthrough project 'Making Leeds the best place to grow old in'.

#### **4.4. Resources and Value for Money**

4.4.1. The financial resources to deliver activity against this strategy will be identified within the Capital programme, and will be in addition to work that is required to maintain decency.

4.4.2. The budget will be profiled to ensure it can be delivered against specific schemes taking into account internal capacity and any requirements for decants and rehousing.

4.4.3. The HRA Business Plan will be re-drafted for 2016/17 in order to allocate resources to specific areas of activity within the Capital Programme over the next three years. Any work that is required in order to deliver this strategy will be considered as part of the overall allocation of available resources within the HRA over the next three years.

#### **4.5. Legal Implications, Access to Information and Call In**

4.5.1. There are no legal implications associated with this report.

4.5.2. There is no exempt or confidential information contained in this report

#### **4.6. Risk Management**

4.6.1. There are no specific risks associated with this report

### **5. CONCLUSIONS**

5.1. The Council manages over 4,300 sheltered properties across the City. It is recognised that the standard of accommodation currently being offered to meet the needs of older people in the social housing sector needs to be improved through an investment strategy.

5.2. There are some significant investment needs in the sheltered housing stock in order to deliver the areas of investment that are identified within this report.

5.3. Approx. £12.5m has been provisionally earmarked to respond to some significant investment requirements that have been identified following phase 1 of an option appraisal programme for older peoples housing.

5.4. Phase 2 of an ongoing option appraisal process will identify further longer term investment needs which will need to be considered as part of the development of a larger investment strategy within Housing Leeds.

## **6. RECOMMENDATIONS**

6.1. The report sets out some of the work that has been completed to date and seeks authorisation to commence a further phase of work as identified under Investment in section 3.7 of the report.

## **7. BACKGROUND DOCUMENTS <sup>1</sup>**

None

## **8. APPENDICES**

8.1. Attached as appendix 1 is the EIA Screening document.

<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.