CABINET – 9TH FEBRUARY 2023

Report of the Director of Housing and Wellbeing Lead Member: Councillor James Poland

Part A

REVIEW OF SHELTERED ACCOMMODATION - ST MICHAEL'S COURT, THURMASTON

Purpose of Report

To seek Cabinet approval for the redevelopment of St Michael's Court in Thurmaston, constructing several new bungalows at the location, the commencement of procurement exercises, including that for a main contractor, and allocation of budget to deliver the new scheme, which will be subject to the necessary planning permissions.

The contract for the main contractor is estimated at over £500,000, therefore under the Council's Contract Procurement Rules, a distinct report to Cabinet is necessary.

Recommendations

- That the Director of Housing and Wellbeing be authorised to redevelop St Michaels Court in Thurmaston, progressing in line with Option A Bungalows Version 2 at Appendix 1, and;
- To commence the necessary procurement exercises and award contracts, including that for a main contractor to deliver the new scheme, subject to planning permission being obtained.

Reasons

- 1. To develop a high quality accommodation scheme in the Borough which meets housing need, performs well financially, is considered an attractive layout with convenient parking for residents with mobility issues, is likely to be acceptable from a planning perspective bearing in mind the adjacent listed church, and provides accommodation that current tenants of St Michael's Court can move back in to, and:
- 2. To deliver the scheme in a way that is compliant with the Council's contract procurement rules.

Policy Justification and Previous Decisions

On the 7th of July 2011 Cabinet (Minute 24, Strategic Review of Sheltered Schemes) endorsed the categorisation of Martin Court Anstey... as a sheltered housing scheme for which it is appropriate to undertake a detailed feasibility appraisal; to inform the HRA business plan and enable fully informed future decisions to be made in relation to the scheme.

The construction of new high-quality accommodation on the site at St Michael's Court will support compliance with the Homes and Communities Agency *Home Standard* (2012), which the Council must:

• ensure that tenants' homes meet the standard set out in the Government's Decent Homes Guidance and continue to maintain their homes to at least this standard.

Implementation Timetable including Future Decisions and Scrutiny

Subject to Cabinet approval, works on site are expected to commence in the second half of 2023, with the new accommodation completed in 2024.

Report Implications

The following implications have been identified for this report.

Financial Implications

The cost of the scheme is £2m and the item is referred to in the Capital Plan Amendment Report which is on the agenda for this meeting.

The scheme can be fully funded through the Housing Revenue Account Financing fund.

Sustainability

The scheme has been designed to meet the needs of older people with careful attention to accessibility. The courtyard design places vehicles adjacent to the proposed bungalows. The scheme is well placed for local shops, and bus routes are within a 3 minute walk.

The scheme will be environmentally sustainable, and will be specified to meet the emerging challenges presented by the climate emergency and the Future Homes Building Standards.

Equality and Diversity

An Equality Impact Assessment can be found at Appendix 1.

The redevelopment of St Michael's Court will meet Charnwood Borough Council's responsibilities in relation to equality and diversity. New high-quality accommodation which better meets the needs of older people and those with mobility issues will be provided.

Risk Management

The risks associated with the decision Cabinet is asked to make and proposed actions to mitigate those risks are set out in the table below.

Risk Identified	Likelihood	Impact	Overall Risk	Risk Management Actions Planned
Failure to follow the Council's Procedures leading to a breach of procurement legislation and not obtaining best value.	Unlikely (2)	Serious (3)	Moderate (6)	Procurement advice to be obtained from Nottingham City Council where needed. Likely procurement route is via framework.
Current cost uncertainties, contractor availability, and material pricing impact on the overall cost of the scheme, making costs higher than expected.	Likely (3)	Serious (3)	Moderate (9)	Detailed specification and scope of works to be included in a comprehensive tender package. Fixed price design and build project. Likely procurement route is via framework.
Planning risks around the presence of the church, which is a heritage asset, and the preservation of the existing frontage impact on the Council's ability to implement a scheme which meets housing need, leading to reputational damage and abortive costs.	Unlikely (2)	Serious (3)	Moderate (6)	Pre-application advice to be sought. Consultation to take place with Highways. Progression of a low rise scheme.
Programme delays lead to reputational damage and increased costs and use of resources.	Unlikely (2)	Serious (3)	Moderate (6)	Detailed mobilisation, and delivery programme to be obtained from the contractor during the tender process. Project plan monitoring throughout delivery.

Risk Identified	Likelihood	Impact	Overall Risk	Risk Management Actions Planned
Residents refuse to move out resulting in reputational	Unlikely (2)	Significant (2)	Low (4)	Package of support offered to residents. Close liaison with
damage and increased costs.				residents.
				Information giving / consultation exercise to take place with existing residents,
				families, and the wider community.

Key Decision: Yes

Background Papers:

https://www.charnwood.gov.uk/files/papers/cab_07 _iuly_2011_item_07_strategic_review_of_sheltere d_schemes/Cab%2007%20July%202011%20Item %2007%20Strategic%20Review%20of%20Shelter

ed%20Schemes.pdf

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Part B

1. Background

- 1.1. The Council owns thirteen low rise sheltered accommodation schemes for occupation by people aged over 60.
- 1.2. Several improvements to sheltered accommodation have been delivered over the years, including:
 - Grays Court, Barrow upon Soar: conversion of bedsits into flats, and bungalows built in the grounds.
 - Riversdale Court, Birstall: conversion of bedsits into flats, a full refurbishment, extension, and construction of high-quality communal areas.
 - Aingarth, Loughborough, and Dudley Court, Sileby: conversion of some bedsits to flats.
- 1.3 Some of the schemes, including St Michael's Court, were developed in the late 1960s and early 1970s. Many dwellings are not self-contained, have shared bathing facilities, and contain steps and long corridors which are difficult for people with reduced levels of mobility to navigate. Consequently, some properties do not meet the current aspirations of older people (residents have been consulted in this respect) and are very hard to let. There are therefore a high number of voids in sheltered accommodation.
- 1.4 St Michael's Court in Thurmaston comprises 23 units, of which 2 are flats. The rest are bedsits, none of which have a self-contained bathroom. Compared to other schemes, St Michaels Court has the most bedsits. It has therefore been prioritised for redevelopment and existing residents have been made aware of this.
- 1.5 A Project Team and Project Board has been formed. Ark Consultancy has been appointed as Project Manager. Pelham has been procured to provide architectural services.

2. Assessment of Housing Need

- 2.1 Data from the Council's housing register shows that:
 - Demand for sheltered accommodation in the area is low.
 - There is a need for smaller property types (1 and 2 bed).
 - There are around 1200 people on the entire housing register, of which 250 have expressed they want to live in the area.
 - 50 people have the area as their first area of preference.
- 2.1 Of the 250 who have expressed they want to live in the area:
 - 31 need ground floor accommodation with a level access entrance.
 - 8 need full wheelchair access.
 - 14 need a Level Access Shower.

2.2 Between the areas of Thurmaston and Syston lies the approved Strategic Urban Extension of Thorpebury Park. This site has planning permission for up to 4,500 homes, of which over 1,100 will be affordable homes to rent and buy. Within the second phase of this development, secured within the legal agreement, is a 60+ bedroomed affordable rented Extra-Care Scheme to meet the needs of the areas older and disabled citizens. Understanding this pipeline delivery is key so as not to oversaturate a particular locality with too many homes of the same type, and an important consideration for the redevelopment options at St. Michaels Court.

3. Options for St Michael's Court

- 3.1 A replacement sheltered scheme has been considered, however the data from the housing register does not show there is a high demand in the area for sheltered accommodation. Furthermore, the size and location of the site would not accommodate a scheme which would meet the aspirations of older people and be good value. The scheme is adjacent to a listed church. This is an important heritage feature, which is currently visible over the top of St Michaels Court and is a factor which limits the scale and mass of any development at St Michael's Court. A flagship development such as that completed at Riversdale Court in Birstall could not likely be achieved on an economic basis.
- 3.2 The existing scheme cannot economically be internally remodelled to deliver a fit for purpose, sustainable homes. Consideration has been given to sale of the land, however this would negatively impact on the Council's ability to use the site for Council accommodation to meet housing need.
- 3.3 Several other options have therefore been considered. These are detailed at Appendix 2 Options A through to D.
- 3.4 Appendix 3 Scheme Comparison shows the capital and revenue cost of running each scheme over a lifetime 40-year period, allowing financial comparison across schemes on a like for like basis. The net present value of each scheme varies as each has a different size /makeup. On a purely financial comparator basis, the result, is as follows:
 - The best financially performing options are the Bungalow schemes: Option A Version 1 and Option A Version 2.
 - Houses are more expensive to build than bungalows. Option C, which is houses with a bungalow present, performs better financially as it is cheaper to build and the rent for a bungalow is similar to a house.
 - Flats (Option D) sit, from a financial performance perspective, between the bungalow and house schemes.
 - Any grant received would change the financial evaluation outcome.
 Homes England has been engaged in a dialogue around the potential for grant funding.

- 3.5 The housing need data shows there is demand for smaller ground floor, level access accommodation. A bungalow scheme would meet this need. It would also provide the prospect for current residents of St Michael's Court to move into a new bungalow when the scheme is completed.
- 3.6 Of the two bungalow options (A) Version 2 presents an attractive layout which places car parking spaces in relatively close proximity to front doors. Version 1 has parking which is a comparatively long way away from each front door, which would likely present a challenge to residents with limited mobility.
- 3.7 It is likely 8 bungalows could be purchased from the open market for less than £2 million, however it is unlikely they could be obtained in a unit of 8, forming a community, and the ability to closely control design and standards around accessibility and energy efficiency would be compromised.

4. Recommended Scheme

4.1 Bungalow Version 2 is the recommended scheme. It meets housing need, performs well financially, is considered an attractive layout with convenient parking for residents with mobility issues, is likely to be acceptable from a planning perspective bearing in mind the adjacent listed church, and provides accommodation that current tenants of St Michael's Court can move back in to.

5. Support for Current Tenants at St Michael's Court

5.1 There are very few tenants remaining at St Michael's Court. Each tenant has been visited individually to identify aspirations around future accommodation, and to set out the package of support that is in place to help with moving. Relative and carer involvement has also been sought. This package of support, includes, amongst other things: removals, decorations, curtains, and carpets at the new home, and re-direction mail. Steps have been taken to ensure that tenants are not financially disadvantaged.

6. Consultation

- 6.1 Residents have been consulted on a sheltered housing standard against which all sheltered accommodation schemes have been assessed. St Michael's Court does not and cannot economically meet that standard.
- 6.2 Current and former residents of the scheme, and residents living in the immediate vicinity will be invited to a consultation event in the Spring of 2023.
- 6.3 The Housing Management Advisory Board has been consulted at its meeting in January 2023, and is in agreement with the redevelopment of the site in to new bunglow accommodation.

Appendices

Appendix 1 - Equality Impact Assessment

Appendix 2 - Scheme Options A to D

Appendix 3 - Scheme Comparison



Equality Impact Assessment

REVIEW OF SHELTERED ACCOMMODATION - ST MICHAEL'S COURT, THURMASTON

Background

An Equality Impact Assessment is an improvement tool. It will assist you in ensuring that you have thought about the needs and impacts of your service/policy/function in relation to the protected characteristics. It enables a systematic approach to identifying and recording gaps and actions.

Legislation- Equality Duty

As a local authority that provides services to the public, Charnwood Borough Council has a legal responsibility to ensure that we can demonstrate having paid due regard to the need to

- ✓ Eliminate discrimination, harassment, victimisation.
- ✓ Advance Equality of Opportunity
- ✓ Foster good relations

For the following protected characteristics:

Age

Disability

Gender reassignment

Marriage and civil partnership

Pregnancy and maternity

Race

Religion or belief

Sex (Gender)

Sexual orientation

Socially excluded groups

What is prohibited?

- ✓ Direct Discrimination
- ✓ Indirect Discrimination
- √ Harassment
- ✓ Victimisation
- ✓ Discrimination by association
- ✓ Discrimination by perception
- ✓ Pregnancy and maternity discrimination
- ✓ Discrimination arising from disability
- √ Failing to make reasonable adjustments

Complete this action plan as you go through the questions

Step 1 – Introductory information

Title of the policy	REVIEW OF SHELTERED ACCOMMODATION -
	ST MICHAEL'S COURT, THURMASTON
Lead officer and others undertaking this assessment	Director of Housing and Wellbeing
Date EIA started	09.01.23
Date EIA completed	09.01.23

Step 2 – Overview of policy/function being assessed

Outline: What is the purpose of this policy? (Specify aims and objectives)

To redevelop St Michael's Court in Thurmaston, constructing several new bungalows at the location.

The accommodation no longer meets housing need.

It is proposed that new accommodation be built which meets housing need.

What specific group/s is the policy designed to affect/impact and what is the intended change or outcome for them?

To provide high quality housing for older people and those who require level access accommodation.

The existing tenants of St Michael's Court will need to move into new accommodation as the existing scheme will be redeveloped.

Existing tenants will be provided with the opportunity to move into the new scheme when it is completed.

Which groups have been consulted as part of the creation or review of the policy

Older people living in sheltered accommodation have been involved in the creation of a sheltered accommodation standard.

Tenants on the Housing Management Advisory Board.

• Step 3 – What we already know and where there are gaps

List any existing information/data do you have/monitor about different diverse groups in relation to this policy? Such as in relation to age, disability, gender reassignment, marriage and civil partnership, pregnancy & maternity, race, religion or belief, sex, sexual orientation etc.

Data/information such as:

- Consultation
- Previous Equality Impact Assessments
- Demographic information
- Anecdotal and other evidence

Detailed tenant profiling data is captured and recorded on QL, the Council's electronic housing management system.

A sheltered housing standard has been agreed with residents.

Housing needs and allocations data has been analysed.

What does this information / data tell you about diverse group? If you do not hold or have access to any data/information on diverse groups, what do you need to begin collating / monitoring? (Please list)

Properties in St Michael's Court, as built are hard to let as many dwellings are not self-contained, have shared bathing facilities, and contain steps and long corridors which are difficult for people with reduced levels of mobility to navigate. Consequently, some properties do not meet the current aspirations of older people.

Data confirms that people in need of housing have a need for level access accommodation.

• Step 4 - Do we need to seek the views of others? If so, who?

Considering the answers given in Step 2, do you need to consult with specific groups to identify needs / issues? If not explain why.

Further consultation with residents will take place in the Spring to identify any wider community concerns about the development.

Step 5 – Assessing the impact

Considering any data/consultation/information and your own knowledge, identify whether the policy has a positive or negative impact on the individuals or community groups who identify with any 'protected characteristics' and provide an explanation for your decision. Please refer to the general duties on the front page.

front page.	
Age	Positive impact - existing residents will be able to access the new, high-quality accommodation when built.
	Negative impact - existing residents will have to move out of their current accommodation.
Disability Physical Visual Hearing learning disabilities mental health	Positive impact - existing residents will be able to access the new, high-quality accommodation when built. It is expected this accommodation will be better for people with physical disabilities. Negative impact - existing residents will have to move out of their current accommodation.
Gender Reassignment (Transgender)	Neutral impact identified.
Race	Neutral impact identified.

[Title]

Religion or Belief (Includes no belief)	Neutral impact identified.				
Sex (Gender)	Neutral impact identified.				
Sexual Orientation	Neutral impact identified.				
Other protected groups • Pregnancy & maternity • Marriage & civil partnership	Neutral impact identified.				
Other socially excluded groups	Neutral impact identified.				

Where there are potential barriers, negative impacts identified and/ or barriers or impacts are unknown, please outline how you propose to minimise all negative impact or discrimination.

- If you have identified adverse impact or discrimination that is illegal, you are required to take action to remedy this immediately.
- Additionally, if you have identified adverse impact that is justifiable or legitimate, you will need to consider what actions can be taken to mitigate its effect on those groups of people.

Residents that must move out of their current accommodation have been met with individually to identify support needs and will have a package of support provided to help them move.

Summarise your findings and give an overview as to whether the policy will meet Charnwood Borough Council's responsibilities in relation to equality and diversity (please refer to the general duties on the front page).

The redevelopment of St Michael's Court will meet Charnwood Borough Council's responsibilities in relation to equality and diversity.

New high-quality accommodation which better meets the needs of older people and those with mobility issues will be provided.

Step 6- Monitoring, evaluation, review

Are there processes in place to review the findings of this Assessment and make appropriate changes? How will you monitor potential barriers and any positive/ negative impact?

Yes, a regular project team meeting is in place. The agenda, amongst other things, considers tenant liaison.

How will the recommendations of this assessment be built into wider planning and review processes? e.g. policy reviews, annual plans and use of performance management systems.

N/A

Step 7- Action Plan

Please include any identified concerns/actions/issues in this action plan. The issues identified should inform your Service Plan and, if appropriate, your Consultation Plan						
Reference Number	Action	Responsible Officer	Target Date			
	N/A					

Step 8- Who needs to know about the outcomes of this assessment and how will they be informed?

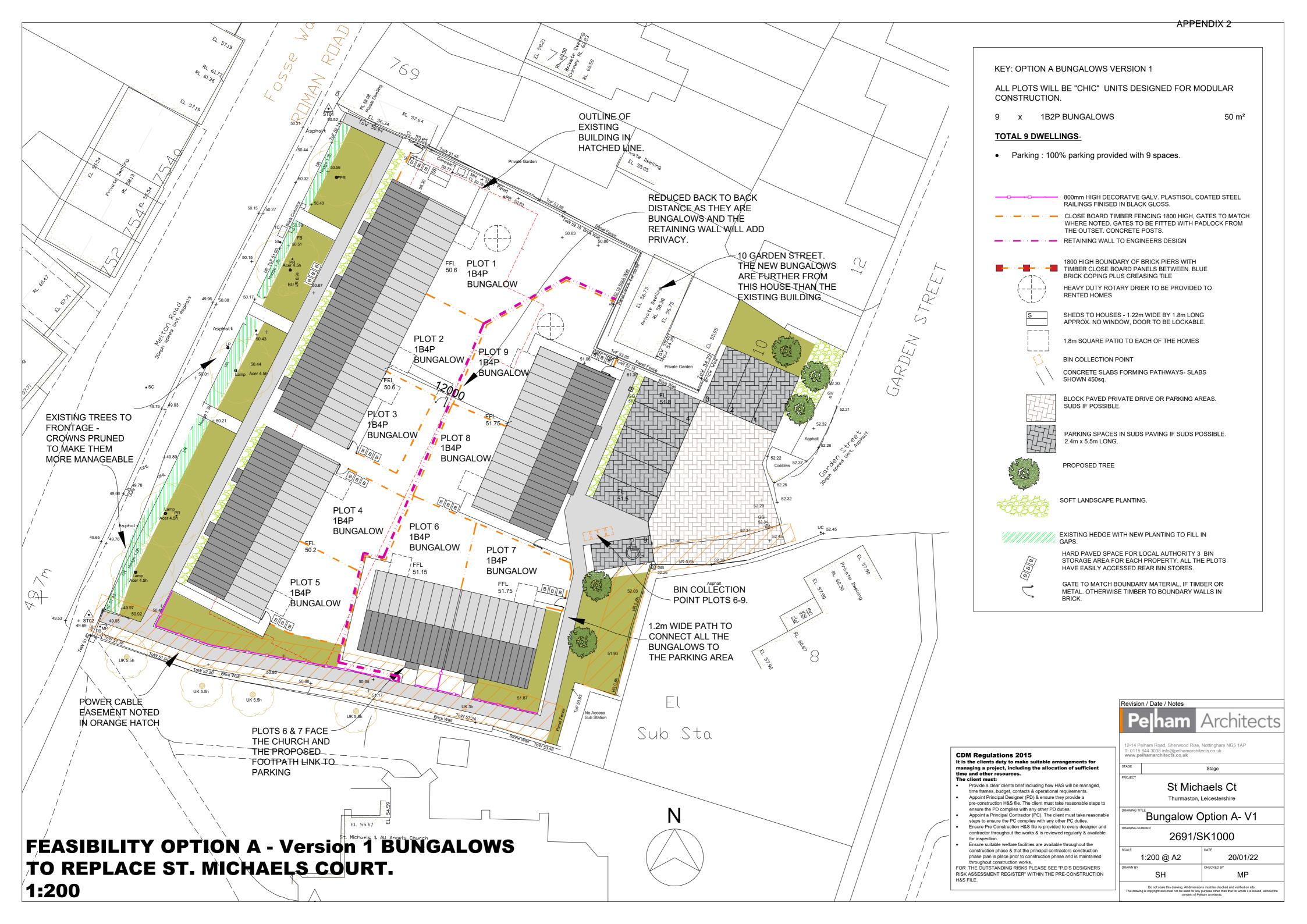
	Who needs to know?	How they will be informed (we have a legal duty to publish EIA's)
Employees	Y	Project Board.
Service users	Y	Publication on the Council's website
Partners and stakeholders	N	
Others	N	
To ensure ease of access, what other communication needs/concerns are there?		None identified

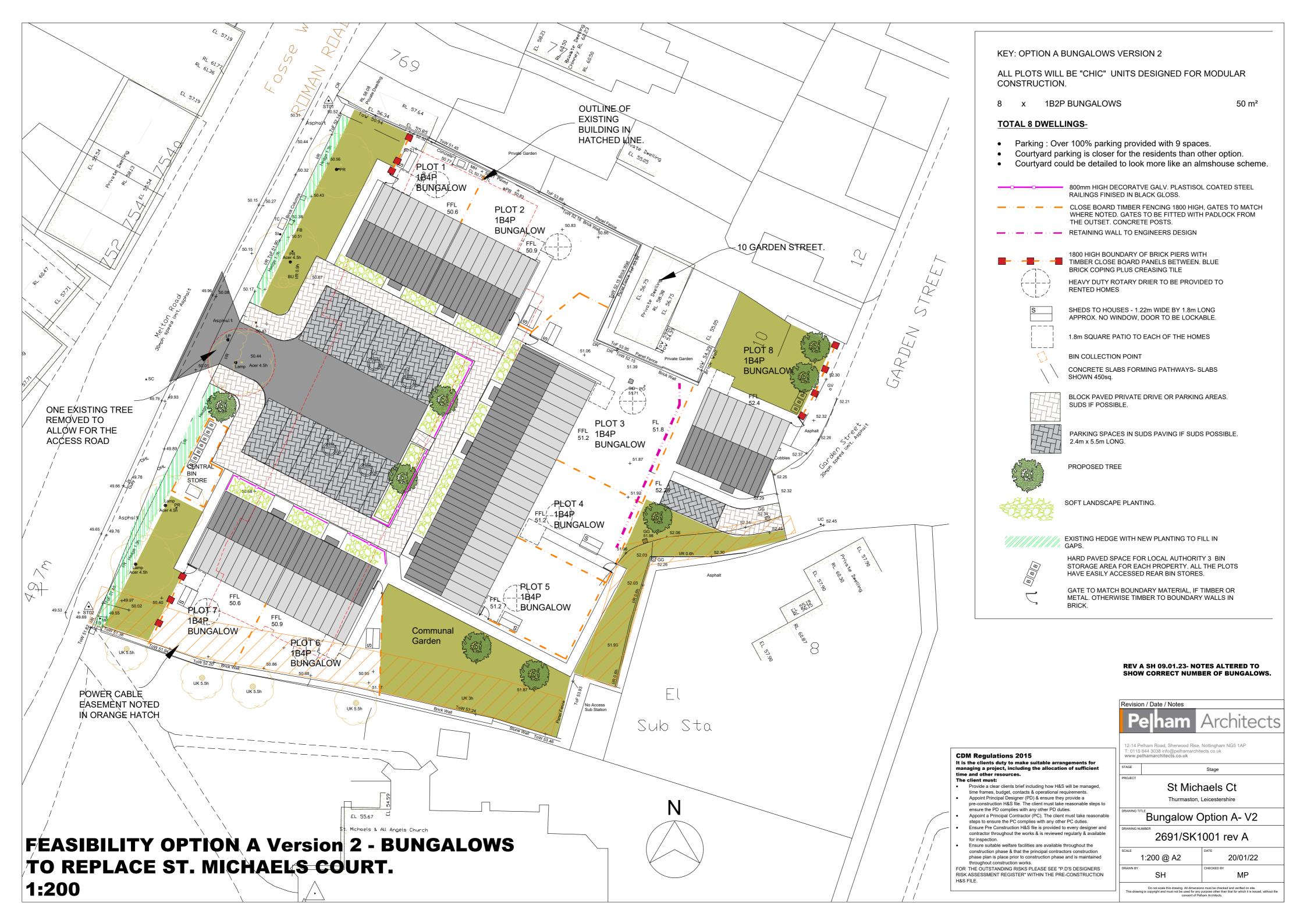
Step 9- Conclusion (to be completed and signed by the Service Head)

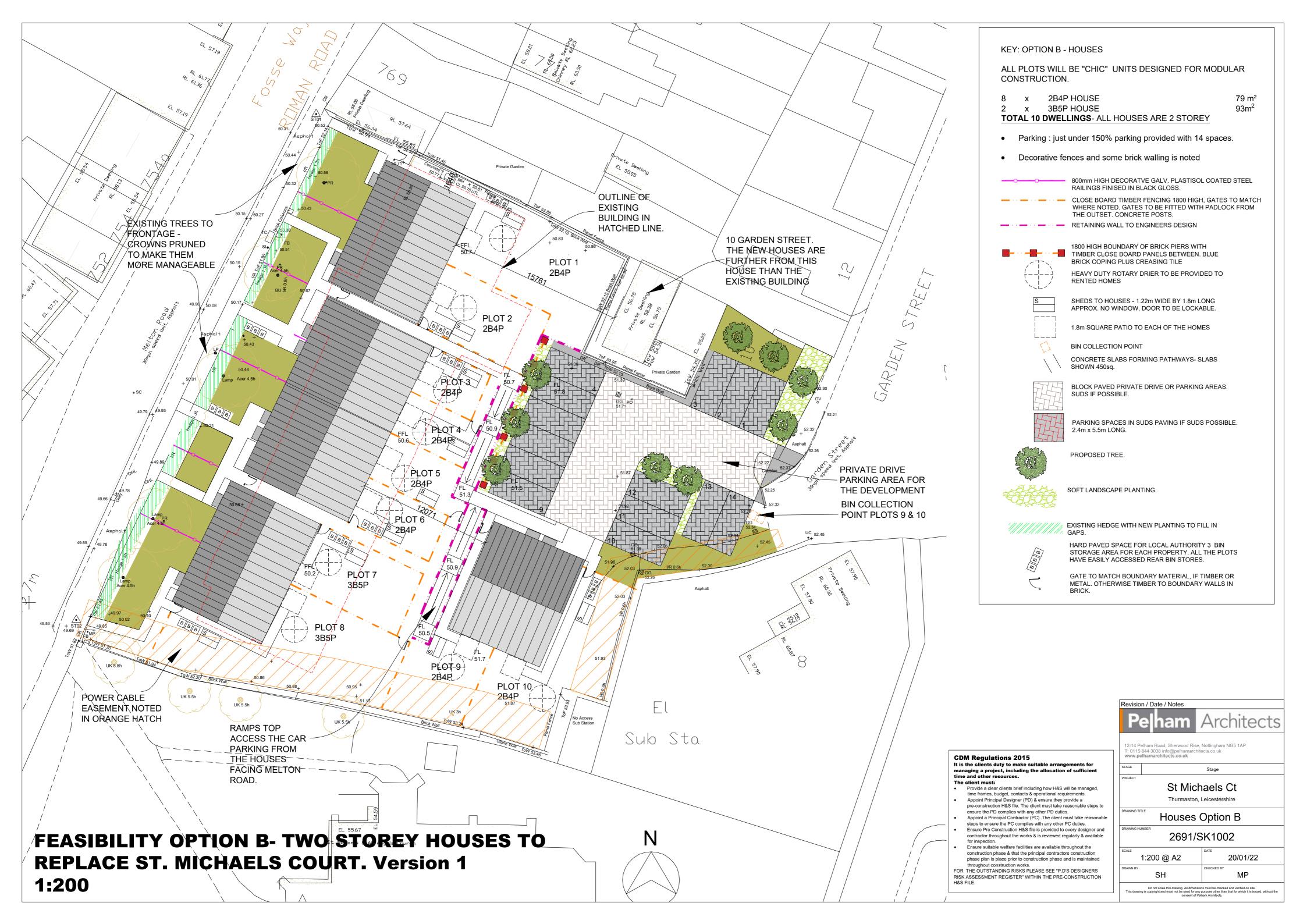
Delete as appropria	ate					
I agree with this assessment						
If disagree, state ad	ction/s required, reasons and details of who is to carry them out with timescales below.					
N/A						
Signed (Director):	Peter Oliver – Director of Housing and Wellbeing					
Date: 09.01.23						

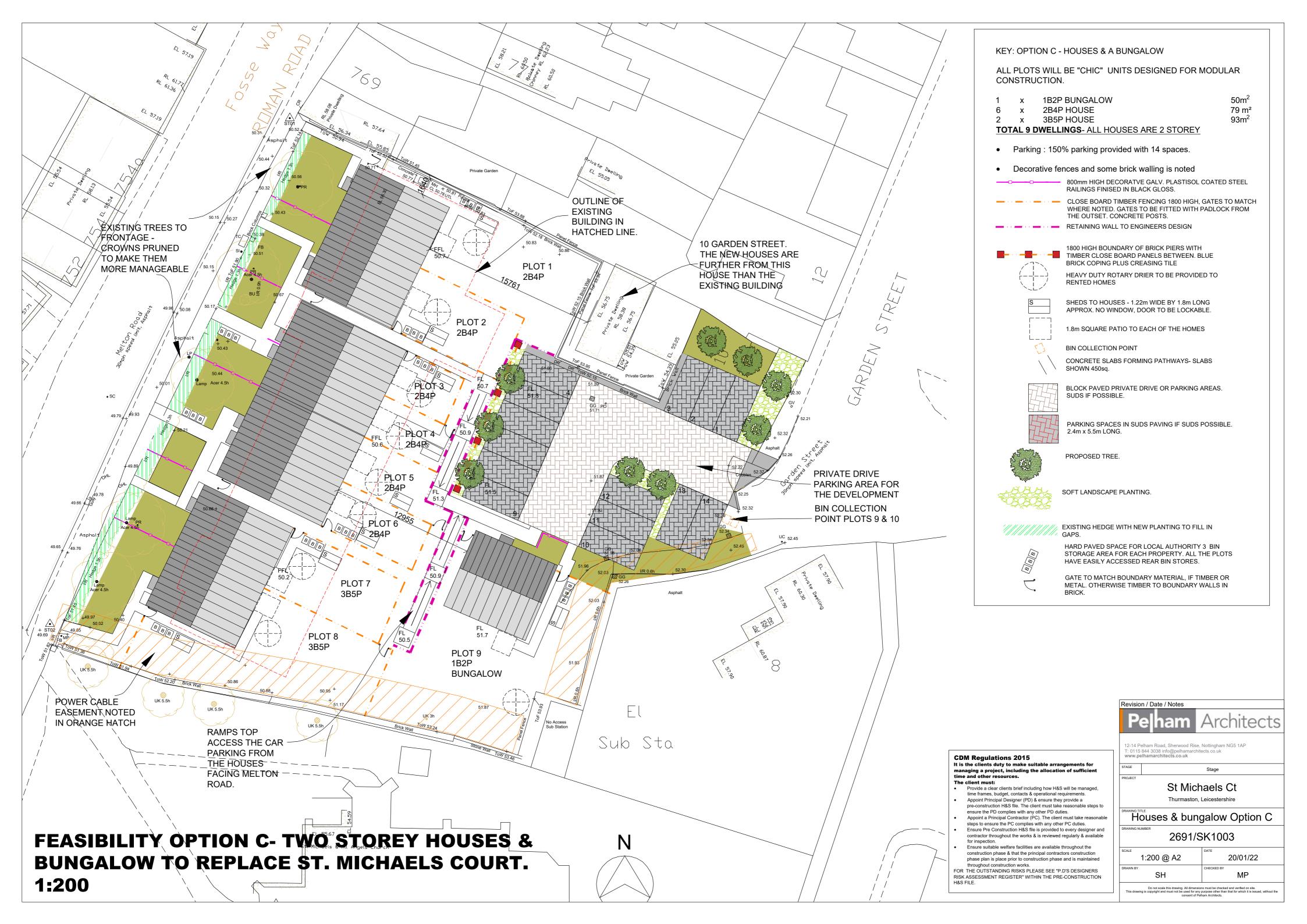
Please send completed & signed assessment to **Vicky Brackenbury** for publishing.

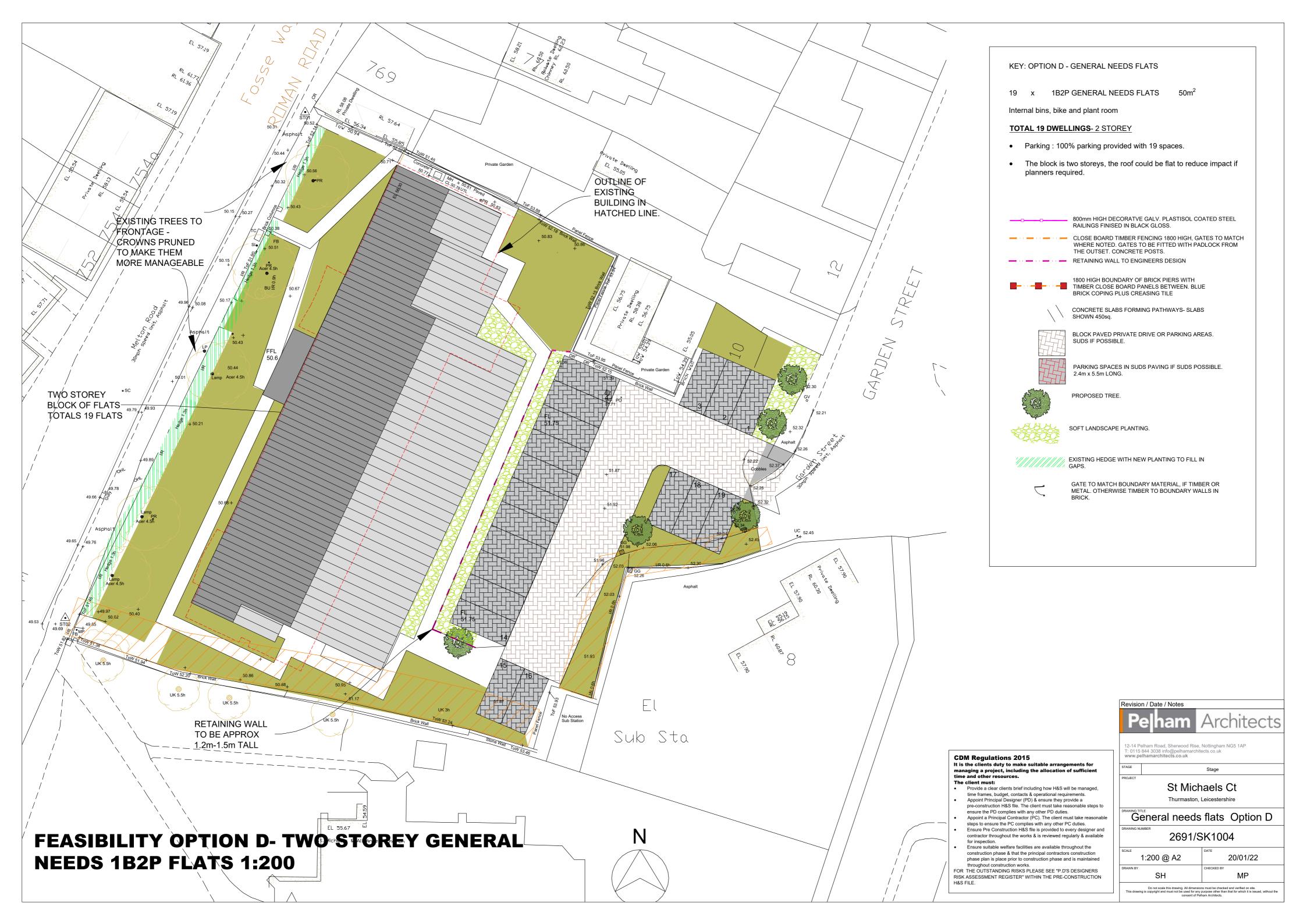
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CHARNWOOD - ST MICHAELS COURT OPTIONS

INTRODUCTION

At a meeting on 2 August 2022 ARK were requested to prepare a document to compare the relative merits and constraints of five options scoped for the site by Pelham architects.

The purpose of this short paper is to assist the Council in the selection of an option that can then be designed in detail with a view to making a planning application and being built out to provide a new Council housing resource and asset.

ARK has completed financial appraisals designed to show the relative financial position of each of the schemes. We ask that readers note that these are not detailed scheme appraisals based on detailed design and costing. But each scheme has been reviewed on the same basis to show relative positions. The NPV per home figure is the basis for the comparisons.

We have set out our key assumptions in the assumptions section.

FINANCIAL COMPARISONS

The table below compares the relative financial performance of the five options. Each option is show with and without land value.

SCHEME	Type of homes	No of homes	M2 per home	Land	Build	On costs	Interest	TSC	BE Year	NPV per home
Bungalow Option A - V1	Bung 1B 2P	9	50	Nil	1,181,250	229,792	11,083	1,422,125	46	-£62,171.78
Bungalow Option A - V1	Bung 1B 2P	9	50	400,000	1,181,250	229,792	28,940	1,839,982	52	-£108,604.67



Bungalow Option A	Bung	8	50]						
- V2	1B 2P			Nil	1,050,000	228,010	10,387	1,288,397	46	-£65,232.13
Bungalow Option A	Bung	8	50							
- V2	1B 2P			400,000	1,050,000	228,010	28,244	1,706,254	52	-£117,463.38
Houses - Option B	2B 4P	8	79							
	3B5 P	2	93	Nil	1,975,470	238,205	17,607	2,231,282	47	-£94,580.00
Houses - Option B	2B 4P	8	79							
	3B5 P	2	93	400,000	1,975,470	238,205	36,768	2,650,443	51	-£136,498.50
Houses &	2B 4P	6	79							
Bungalow - Option C	3B5P	2	93							
	Bung	1	50							
	1B2P			Nil	1,725,150	235,231	15,848	1,976,229	47	-£93,889.33
Houses &	2B 4P	6	79							
Bungalow – Option C	3B5P	2	93							
	Bung	1	50							
	1B2P			400,000	1,725,150	235,231	35,008	2,395,389	52	-£140,463.33
General Needs Flats - Option D	1B 2P	19	50	Nil	2,850,000	272,555	41,980	3,164,535	49	-£80,489.26
·	45.05	10		. • • • • • • • • • • • • • • • • • • •	2,030,000	2,2,333	11,500	3,104,333		200,403.20
General Needs Flats - Option D	1B 2P	19	50	400,000	2,850,000	272,555	65,874	3,588,429	52	-£102,799.47



In financial terms on a per home comparison there is little difference between the two bungalow schemes which show better cost / rental income ratios. The house scheme performs less well as the relationship between property size and construction cost v rental income is greater, hence option C improves the position sightly by including a bungalow.

The flat scheme falls between the bungalow and house options. Were grant to be included, the benefit from the number of homes would, we surmise, make the flat scheme the most viable simply by bringing in more grant, especially if offsetting land value.

SCHEME COMMENTARIES

The table below provide a commentary on the relative merits of the alternative schemes

SCHEME	Type of homes	No of homes	M2 per home	Merits	Possible constraints / issues
Bungalow Option A – V1	Bung 1B 2P	9	50	Retains a strong frontage to Melton Road 100% parking / 1 space per bungalow (1 accessible parking space) In planning terms there is low impact on the Church	The design is overall less attractive than Bungalow option B
Bungalow Option A – V2	Bung 1B 2P	8	50	The courtyard scheme presents an attractive alternative approach to the frontage and a better sense of cohesion for residents All but one frontage tree retained 9 car parking spaces, all at the front of the scheme (4 accessible parking spaces) In planning terms there is low impact on the Church	Bungalow 8 at the rear of the site has little relationship with the remainder of the scheme. It does though present well as a single dwelling Car parking access to / from Melton Road may be an issue



Houses - Option B	2B 4P 3B5 P	8 2	79 93	Retains frontage and trees Relatively little impact on the church 14 parking spaces at the rear of the site (just under 1.5 parking spaces per house) 8 houses facing Melton Road provides a strong frontage to the scheme.	Houses do not reflect the previous sheltered housing / older persons use for the scheme The parking court dominates the rear Garden Street aspect of the site
Houses & Bungalow – Option C	2B 4P 3B5P Bung 1B2P	6 2 1	79 93 50	Retains frontage and trees Relatively little impact on the church 14 parking spaces at the rear of the site 8 houses facing Melton Road provides a strong frontage to the scheme.	Houses do not reflect the previous sheltered housing / older persons use for the scheme The parking court dominates the rear Garden Street aspect of the site Bungalow 9 at the rear of the site has little relationship with the remainder of the scheme and may feel isolated facing into the parking court
General Needs Flats - Option D	1B 2P	19	50	Presents a strong frontage to Melton Road The flat scheme mirrors the existing scheme most closely.	Perhaps a too strong a frontage but with careful design it will be attractive It presents the highest density unit option but would house no more people than option C The parking court dominates the rear Garden Street aspect of the site The most likely scheme to impact the church



	Is 19 x 1B flats too many in this location?

In design terms schemes A1, B and C have similar linier presentations to Melton Road and similar parking court resolutions to the rear of the scheme. A2 has a better resolved approach to Garden Street and in our view forms an attractive frontage to Melton Road with the schemes courtyard design. Each scheme has its merits and the selection will, to some extent, depend on the demand for the property types in Thurmaston. The Council team are reviewing demand.

ASSUMPTIONS

ARK utilises an industry standard appraisal tool "Proval" to undertake viability appraisals.

ARK has utilised a benchmarked set of standard assumptions relating to interest rates, borrowing costs, management and maintenance costs and other assumptions to create the appraisals. These assumptions will be refined to mirror the Council's HRA assumptions once the scheme option is selected.

We have used

- The Readings 8 March valuation
- Council social rents
- Build costs £2,300m2 for houses and £2,500m2 construction cost for flats and bungalows plus 5% contingency

NEXT STEPS

The Council will select the preferred option, once this is established the team will arrange the surveys required to complete the detailed design of the scheme.

Present the proposed option to Homes England for comment and to ascertain the likelihood of grant being available to support the scheme.

ARK Consultancy September 2022