



**Lead Officer of Report:** Janet Sharpe, Director of Housing and Neighbourhoods Service

**Tel:** 0114 2735493

**Report of:** *Executive Director, Place*

**Report to:** *Cabinet*

**Date of Decision:** *19 February 2020*

**Subject:** Appropriation of the Former Hemsworth Primary School site (Blackstock Road, Gleadless Valley, S14 1AA) for housing purposes.

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input checked="" type="checkbox"/>		
- Affects 2 or more Wards		<input type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? Finance, Resources and Governance				
Which Scrutiny and Policy Development Committee does this relate to? Overview and Scrutiny Management Committee				
Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 385 (Hemsworth), 404 (Housing Revenue Account Business Plan)				
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
<b><i>Appendix 2 of the report is not for publication because it contains exempt information under Paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).</i></b>				

**Purpose of Report:**

The purpose of this report is to seek approval for the former Hemsworth Primary School site (Blackstock Road, Gleadless Valley, S14 1AA) to be appropriated for the purposes of Part II of the Housing Act 1985 to be used for the provision of extra care housing or other older person housing (such as Older Persons Independent Living), and to request that previous decisions by Cabinet regarding the use and disposal of the site be rescinded.

**Recommendations:**

R1: That the Cabinet decisions of September 2002 and June 2007, in respect of the disposal of the former Hemsworth Primary School site for extra care housing and that the disposal be to the Extra Care Charitable Trust, be rescinded.

R2: That, subject to no objections to the open space notice being received, the former Hemsworth Primary School site be appropriated for the purposes of Part II of the Housing Act 1985 for the provision of extra care housing or other older person housing through the Housing Revenue Account Stock Increase Programme.

**Background Papers:**

- Appendix 1:  
Site Plan
- *Appendix 2 (Closed):  
Financial Information*
- Appendix 3:  
Council Housing Stock Increase Programme report to Cabinet Member (October 2019)

Lead Officer to complete:-					
1	<table border="1"> <tr> <td rowspan="3">I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.</td> <td>Finance: <i>Karen Jones</i></td> </tr> <tr> <td>Legal: <i>Andrea Simpson</i></td> </tr> <tr> <td>Equalities: <i>Louise Nunn</i></td> </tr> </table>	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Karen Jones</i>	Legal: <i>Andrea Simpson</i>	Equalities: <i>Louise Nunn</i>
I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Karen Jones</i>				
	Legal: <i>Andrea Simpson</i>				
	Equalities: <i>Louise Nunn</i>				
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>				
2	<table border="1"> <tr> <td><b>EMT member who approved submission:</b></td> <td><i>Laraine Manley Executive Director: Place</i></td> </tr> </table>	<b>EMT member who approved submission:</b>	<i>Laraine Manley Executive Director: Place</i>		
<b>EMT member who approved submission:</b>	<i>Laraine Manley Executive Director: Place</i>				
3	<table border="1"> <tr> <td><b>Cabinet Member consulted:</b></td> <td><i>Finance, Resources and Governance Neighbourhoods and Community Safety Transport and Development</i></td> </tr> </table>	<b>Cabinet Member consulted:</b>	<i>Finance, Resources and Governance Neighbourhoods and Community Safety Transport and Development</i>		
<b>Cabinet Member consulted:</b>	<i>Finance, Resources and Governance Neighbourhoods and Community Safety Transport and Development</i>				
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.				
	<table border="1"> <tr> <td><b>Lead Officer Name:</b> <i>Janet Sharpe</i></td> <td><b>Job Title:</b> <i>Director of Housing and Neighbourhoods</i></td> </tr> </table>	<b>Lead Officer Name:</b> <i>Janet Sharpe</i>	<b>Job Title:</b> <i>Director of Housing and Neighbourhoods</i>		
<b>Lead Officer Name:</b> <i>Janet Sharpe</i>	<b>Job Title:</b> <i>Director of Housing and Neighbourhoods</i>				
	<b>Date:</b> 25/11/2019				

## 1. PROPOSAL

- 1.1 The former Hemsworth Primary School site is a 2.45 hectare site that lies on the corner of Blackstock Road and Constable Road in Gleadless Valley, Sheffield (S14 1AA). It is held by the Council for education purposes, although it was declared surplus to requirements for the delivery of education services by the Interim Executive Director of People's Services in July 2019. The school building itself was demolished in 2005 and since then the site has remained open space used for public recreation.
- 1.2 It is proposed that the site be appropriated to housing purposes (Part II of the Housing Act 1985) and used for the for the provision of extra care housing or other older person housing (such as Older Persons Independent Living) through the Council Housing Stock Increase Programme (approved by the Cabinet Member for Neighbourhoods and Community Safety in October 2019).
- 1.3 The site has been the subject of a number of Cabinet decisions in respect of extra care housing. In September 2002, while Hemsworth Primary School was still operating but due to amalgamate under the Primary Schools Reorganisation Plan, Cabinet identified the site for development as Extra Care Housing and approved its disposal.
- 1.4 Further decisions on the tender process and marketing approach were made in 2004 and 2006 and in June 2007 Cabinet approved the sale of the Hemsworth site to Extra Care Charitable Trust (ECCT) for the development of an extra care housing scheme. However, the sale did not take place due to the downturn in the housing market.
- 1.5 Cabinet has not considered the site further since 2007. The decisions of 2004 and 2006 were implemented. The decisions of 2002 and 2007 (detailed above) remain in force. In order to facilitate the development of extra care housing at Hemsworth by the Council, or to give flexibility to develop other forms of older persons housing (such as Older Persons Independent Living), these decisions must be rescinded.
- 1.6 Since the proposed disposal to ECCT failed to proceed, there have been attempts to market or soft market test the site for general needs or extra care housing. Consideration has been given to development of an extra care housing scheme either by the Council or a registered provider of social housing. None of these have resulted in a sufficiently attractive offer or viable scheme to enable a proposal to be presented to Cabinet.
- 1.7 As the Council Housing Stock Increase Programme has developed (as detailed in the October 2019 Cabinet Member report – see Appendix 3), the site has been identified as being suitable to meet a need for new older persons housing. It is estimated to deliver in the region of 75-80 new units (capacity dependent) which would contribute to the Council's aspiration within the Stock Increase Programme to deliver new units for

older people's independent living or extra care housing in the next 10 years.

## **2. HOW DOES THIS DECISION CONTRIBUTE ?**

2.1 Appropriating the site for the purposes of Part II of the Housing Act 1985 will enable much needed new housing to be delivered on a site that has stood vacant since 2005. It will also contribute to the following Council priorities:

### **2.2 Thriving Neighbourhoods and Communities**

Whilst no formal design work has yet commenced, the current ambition is to develop the Hemsworth site with approximately 75-80 new units (capacity dependent) of high quality older persons housing, as part of the Council Housing Stock Increase Programme. This will positively contribute to achieve the following three aims in the Council's Housing Strategy 2013-23:

- Increase the supply of new homes in the city;
- Help younger, older and vulnerable people live independently;
- Make best use of the city's existing housing stock.

2.3 Providing new housing on the site will also meet the growing demand for new homes identified in the Council's New Homes Delivery Plan (2018-23). Age friendly homes (which are proposed to meet Lifetime Homes standards) will allow older, vulnerable people to live independently whilst freeing up larger, existing homes for families.

2.4 Developing accommodation suitable for older people will also help achieve ambitions within the Council's Older People's Independent Living (OPIL) 2017-21 strategy to deliver three new OPIL schemes and provide an attractive offer to a wide range of local older people, potentially including "fourth-agers" with high level care needs and "third-agers" with none.

### **2.5 Better Health and wellbeing**

Older people who move into more suitable accommodation before it becomes necessary to do so achieve better health and wellbeing outcomes than those who move much later when they are very frail and less able. Informal support and provision of activities - both social and physical - will supplement or delay the need for formal care and more costly health services, providing greater levels of health and wellbeing for individuals.

## **3. HAS THERE BEEN ANY CONSULTATION?**

3.1 The Council is not required to consult on this proposal. However, the proposal to develop the former Hemsworth Primary School site for the

provision of older people's housing forms part of the Council Housing Stock Increase Programme. Consultation on this programme has been undertaken as part of the HRA Business Plan with tenants and residents, who support proposals to increase the number and type of new homes in the city to increase housing choice in neighbourhoods to meet the growing demand for affordable housing. An annual review of the HRA Business Plan is consulted on with tenants to approve Capital Programme spending priorities.

- 3.2 The proposals for this site will complement future plans for the wider Gleadless Valley area.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### **4.1 Equality of Opportunity Implications**

- 4.1.1 The completed Hemsworth Equality Impact Assessment (EIA) concludes that a proposal for developing the site with older people's accommodation will positively impact older people, disabled people, carers and the less well off. The EIA records a neutral impact for race.

There are no negative impacts.

##### **4.2 Financial and Commercial Implications**

- 4.2.1 As explained in paragraph 4.3.2 below, there is a statutory requirement on appropriation that the Council *must make such adjustment in its accounts as may be requisite in the circumstances by virtue of section 24 of the Town and Country Planning Act 1959.*

It is proposed that the requisite adjustment will take into account the proposed use of the land and any benefits that the Council accrues as a result. Further information is provided in Appendix 2.

##### **4.3 Legal Implications**

- 4.3.1 In respect of the proposed appropriation of the Hemsworth site, section 122 of the Local Government Act 1972 empowers the Council to appropriate for any purpose land belonging to it and no longer required for the purpose for which it is held immediately before the appropriation. Section 122(2A) provides that no disposal of Open Space land can take place until notice of the intention to dispose has been advertised for two consecutive weeks in a local newspaper and any objections have been considered.
- 4.3.2 As a local housing authority the Council may appropriate land for the purposes of Part II of the Housing Act 1985 under section 19 of that Act. The property must then be accounted for within the HRA by virtue of Part VI of the Local Government and Housing Act 1989. On appropriation it must make such adjustment in its accounts as may be requisite in the circumstances by virtue of section 24 of the Town and

Country Planning Act 1959.

#### 4.4 Other Implications

4.4.1 There are no other implications identified.

### 5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 Three alternatives have been considered:

1) **'Do nothing'**. As the site has been left vacant since at least 2005 and is currently a maintenance liability for the Council 'doing nothing' is not considered to be a suitable option.

2) **Develop the site for older persons' accommodation via market disposal** which might attract Registered Providers and/or institutional investors (based on soft market testing).

3) **Develop the site with non-age-specific general needs housing via market disposal.**

In relation to alternative options 2) and 3) - as the Council is now delivering older persons' developments elsewhere in the city, it is able to make best use of that understanding and expertise to deliver the site for the provision of extra care housing or other older person housing through the Council Housing Stock Increase Programme. If the site remains in Council ownership, the Council will be able to retain greater control over the type of development that best meets the needs of older people in the city. Keeping the asset in Council ownership will deliver a rental income to the Housing Revenue Account over the lifetime of the development.

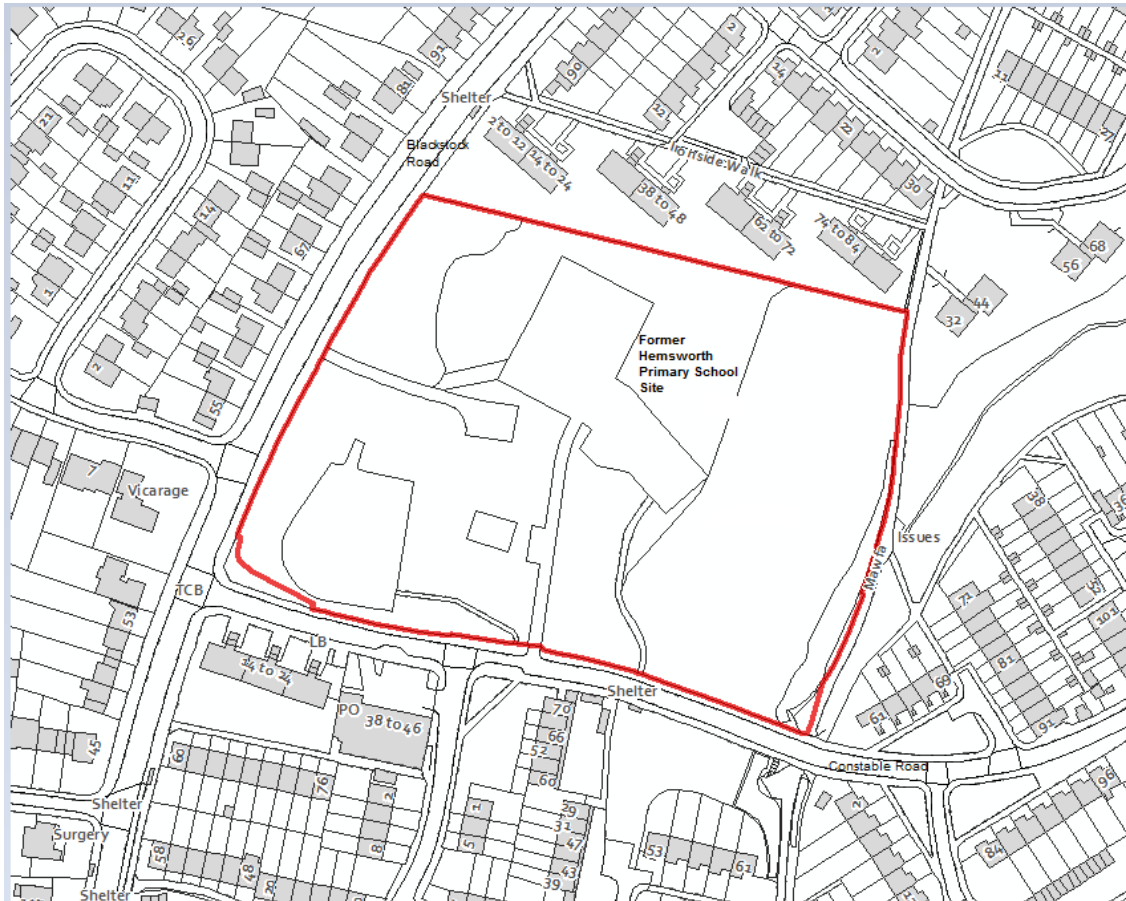
### 6. **REASONS FOR RECOMMENDATIONS**

6.1 The former Hemsworth Primary School site has remained vacant since 2005 and was recently declared surplus to the requirements of the 'People' portfolio. Appropriating the site for the purposes of Part II of the Housing Act 1985 will enable the Council to fulfill its longstanding intention to develop older persons housing on the site as part of the Council's Stock Increase Programme.

## Appendix 1: Site Plan

### Former Hemsworth Primary School, Blackstock Road, Sheffield, S14 1AA (Indicative boundary)

Total approximate area = 2.45ha;



**Appendix 3: Council Housing Stock Increase Programme report to Cabinet Member (October 2019)**

**Cabinet Member for Neighbourhoods and Community Safety**

**Executive Decision Report: 14<sup>th</sup> October 2019**

Council's Stock Increase Programme: Principles for Increasing the Council's Stock Increase Programme

<http://democracy.sheffield.gov.uk/ieDecisionDetails.aspx?ID=2392>