

Update on the Older Persons' Accommodation Programme

Summary

1. The following summaries the status of the Older Persons' Accommodation Programme:

Overall Status	On Target
Previous Project Status	On Target
Trend	Same
Risks	Key risks are kept under review and mitigations are pro-actively managed. No key risks currently present a concern. Recent progress in mitigating risks include: <ol style="list-style-type: none"> a) The receipt of good offers for Grove House. b) DfE consent granted for the disposal of the Burnholme school buildings.
Programme next steps	Key tasks for the next quarter include: <ol style="list-style-type: none"> a) Consultation on closure of an Older Persons' Home. b) Lowfield public engagement. c) Review of the options for Haxby Hall. d) Progressing the procurement of the Burnholme care home. e) Programme resource review.

Recommendation

2. That the Committee review and comment on the update on progress to deliver the Older Persons' Accommodation Programme.

Reason: To ensure that the committee is kept updated and engaged on a key programme activity.

Background

3. Audit & Governance Committee on 29th July 2015 considered a paper which presented the audit review of the Elderly Person's Home Programme carried out by Mazars and an Action Plan developed in response to the key findings in their report. Members discussed management of the project and the need to ensure that the following issues were addressed in the delivery of the programme:
 - a) Ensuring appropriate skills, knowledge and experience were in place, acknowledging that there may be occasions when external advice may need to be sought.
 - b) Appropriate structures, including Project Boards, to be in place to ensure accountability and transparency.
 - c) Clear mechanisms required to monitor progress, including sign off points during the development of projects to ensure progress was on target and to trigger alerts if problems were identified.
4. At the meeting in July officers gave details of the progress that had been made in implementing the Action Plan and explained the governance arrangements that were now in place and the project management system that was being used. Members were informed of the reporting mechanisms in place. The Gateway points that had been identified to facilitate the consideration of options at various stages of the project.
5. On 10th February 2016 Audit & Governance Committee were provided with evidence that the Mazars recommendations were being followed. Members commented on the good progress that had been made in delivering the programme. They stated that the improved project management, including the gateway arrangements that were in place and the use of Verto, had had a significant impact. Members were asked if they would wish to continue to receive six monthly update reports on the programme or if they would wish to receive this information as part of the regular project management reports that were presented to the committee. Members stated that, in view of the importance of the project and the issues that had been previously identified, it would be appropriate for a further report to be presented to the committee in six months time.

Six Month Update

6. Strong governance, review and decision making arrangements continue to be maintained for the Older Persons' Accommodation Programme. Decision making has been timely. On 14th July 2016 the Council's Executive:

- a) Noted the progress made towards delivering the Older Persons' Accommodation Programme agreed by Executive in July 2015 and the changing supply and demand for older persons' accommodation with care up to 2020.

Lowfield

- b) Agree to move forward with the redevelopment of the Lowfield School site in order to deliver:
- approximately 3 acres for the potential development of health and wellbeing facilities, including a care home;
 - approximately 9 acres for housing, including "starter homes" and homes for the over 60s;
 - approximately 1 acre as play and open space; and
 - a capital receipt of at least £3.8 million from sale of land on the site.
- c) To authorise the examination of the opportunity to create football facilities on land off Tadcaster Road.
- d) Receive a further report in the autumn providing feedback on the public engagement and proposals for the future of the Lowfield site.

Reason: So that the consideration of the redevelopment of Lowfield can progress.

Haxby Hall

- e) Authorise the Director of Customer and Business Support Services to commence negotiations for and agree the purchase of land adjacent to Haxby Hall, in order to facilitate the examination of options for the future of Haxby Hall Older Persons' Home as part of the Older Persons' Accommodation Programme.

- f) Recommend to Council that provision of up to £600,000 is made within the Capital Programme to meet the acquisition and legal costs as well as to fund demolition, enabling and related works, drawing upon capital held for the use of the Older Persons' Accommodation Programme.

Reason: To allow the development of options for the future of Haxby Hall as part of the Older Persons' Accommodation Programme.

- g) Receive a further report in the autumn on the examination of options for the long term future of Haxby Hall, including seeking a partner to operate and redevelop as an alternative to consultation on closure.

Reason: So that the Executive can decide the best future for Haxby Hall.

Consultation on closure

- h) Agree that, this autumn, a six week period of consultation is undertaken with the residents, family, carers and staff of one of the Council's Older Persons' Homes to explore the option to close the home with current residents moving to alternative accommodation and that a further report on the outcome of this consultation be received at the Executive before a final decision to close is made and that this process is repeated in the first half of 2017 in respect of a further Council run Older Persons' Home.

Reason: So that the Executive may decide which homes may close having been fully informed of the views of and options available to existing residents.

Further reports

- i) Receive regular written updates of the progress of the Older Persons' Accommodation Programme.

Reason: So that the Executive can be assured that the Programme is progressing according to plan and will be delivered.

7. Officers have now included these items in the work plan for the Older Persons' Accommodation Programme.

8. Resource Plan

Resource Status	On Target
Previous Resource Status	On Target
Resource Status Explanation	<p>The Programme is supported by the following resource:</p> <ul style="list-style-type: none">• A Programme Director, four days per week.• The Burnholme Project Manager, three days per week.• The Burnholme Surveyor, three days per week.• Moving Homes Safely Care Reviewer, three days per week.• Funded internships, approximately two per year. <p>The consultation on closure of OPHs and any subsequent closure process is led by the Adult Social Services Head of Operations. In addition, project management for the Glen Lodge extension and the Oakhaven Extra Care scheme is provided by the Housing Development team.</p> <p>Financial, legal, procurement and other technical advice is provided by corporate colleague or by external partners.</p> <p>The Programme Director has reviewed with the newly appointed Senior Solicitor the legal services resource needs of the OPAP for the next quarter and into 2017 and we will keep these resource needs and costs under regular review.</p> <p>In Q4 2016 we will review the Older Persons' Accommodation Programme financial model to identify any changes or enhancements.</p> <p>We will review project management resources to take forward the Lowfield and Haxby Hall projects and, where appropriate, seek additional resources to progress the Programme.</p>

Progress Update

9. Progress towards delivering the Programme are summarised below:

Glen Lodge Extra Care scheme

10. Construction has begun of the extension to Glen Lodge Extra Care facility in Heworth and is progressing well. 25 apartments and two bungalows will be built, each designed to be “dementia ready”. The first phase of the works is the construction of a new access road to serve the existing bungalows on the site. All work is expected to be complete by summer 2017.
11. This work has been funded by a £850,500 grant from the Homes & Communities Agency alongside funds and loans from the Council. We have been able to structure the funding for the scheme in such a way as to ensure that the rent charged will fall below the Local Housing Allowance rate.

Burnholme Health & Wellbeing Campus

12. Work at Burnholme progresses well:
- a. The procurement of an 80 bed care home on the site of the Burnholme School was launched on 18th August 2016. The outcome of the procurement will be known by Christmas 2016.
 - b. Enabling works to allow the Care Home and other facilities to be built at Burnholme have begun. Once these enabling works are complete, in November 2016, demolition of redundant school buildings can begin and should be complete by Easter 2017.
 - c. The planning application for the new Library and community facilities at Burnholme was submitted at the end of August.
13. Department for Education Academies Act consent has been granted for the disposal of the school buildings on this site. This frees the land for the care home, the library and community facilities and the health centre. This removes a major risk to the delivery of the project.

Oakhaven Extra Care Facility

14. Planning consent has been awarded for the use of Oakhaven as temporary accommodation. This new use will begin soon, and for one

year. Meanwhile, we will shortly begin procurement for a partner to develop the new Extra Care facility on this Oakhaven site.

Lowfield re-development

15. Spatial plan designers have begun work on proposals for the re-development of the Lowfield school site in Acomb. We seek to develop this site to accommodate:
 - a. A care home;
 - b. Housing including bungalows and flats for older people, starter and family homes and land for self-build.
 - c. Health facilities and accommodation for the police service.

Existing Older Persons' Homes

16. Grove House, the Older Persons' Home which closed in February of this year, has been marketed for sale. We have received nine good bids and Executive will be asked to accept the best when they meet in September 2016.
17. We are progressing a review of options for Haxby Hall including seeking a partner to take on the home as a "going concern" with an obligation to re-develop and build a new bed care home on the site.

New Extra Care provision

18. The Joseph Rowntree Housing Trust have been granted planning permission for the construction of a 60 bed nursing and residential care home and 105 Extra Care apartments on the site of Red Lodge and the Folk Hall at New Earswick. The Council has negotiated nomination rights to the rented apartments in the development as well as control over access to the low-cost home ownership homes. Construction work will begin early in 2017 with the care home and first extra care apartments ready by Q2 2018.

Next Period

19. Consultation has begun [26th September 2016] at the next Council-run care home to be the subject of consultation on closure. This will run through to the 28th October. Consultation and engagement with residents and relatives will be guided by the Moving Homes Safely protocol. This protocol was reviewed in light of the lessons learnt from its use earlier in

2016 and, amongst other small changes, it is agreed that the consultation period be reduced from six to five weeks in order to reduce the period of uncertainty for residents. Executive will receive the results of the consultation at their meeting on 24th November 2016 and will be asked to make a decision regarding the option to close.

20. Glen Lodge construction continues. In October 2016, following the completion of the new access road, work will begin on the construction of the new block of flats and the bungalows.
21. We will continue with the procurement of a care home at Burnholme. Initial stage bids will be evaluated at the end of September and short-listed partners will be asked at the beginning of October to submit formal tender proposals by the beginning of November 2016.
22. We expect the NHS to shortly announce awards for Transformational Capital Funding for primary care facilities at Burnholme.
23. We continue to press for confirmation of the School Standards & Framework Act consent to dispose of an area of redundant land at Burnholme.
24. We will hold public engagement events in October 2016 to seek views on the Lowfield re-development and will prepare a business case for the redevelopment ready for submission to Executive in December 2016.
25. We will launch the procurement for the Extra Care facility at Oakhaven in October 2016.
26. In the autumn the proposals for the future of Haxby Hall will be the subject of discussion with residents and stakeholders. We will then prepare a business case for presentation to Executive in December.

27. Programme Plan

Tasks & Milestones Status	On Target
Previous Tasks & Milestones Status	On Target
Tasks & Milestones Status Explanation	A high level project plan is in place and this is reviewed and updated as the project proceeds. A detailed project plan is now in place for:

- Consultation on closure of care homes.
- The Glen Lodge Extension.
- Burnholme Health & Wellbeing Campus.

A draft project plan is in place for the new Extra Care facility at Oakhaven in Acomb. The procurement will be launched in Q4 2016 (previous target launch was Q3 2016) and, subject to appointment of a partner to develop the scheme, it should be completed by Q4 2018 (previous target completion Q3 2018).

Project plans will be prepared for Lowfield and Haxby Hall as we progress towards Member consent for progressing these activities

Key Milestones

Date	Milestone
July 2016	Glen Lodge extension starts on site.
Q3 2016	Submit Burnholme community facilities planning application.
Sep/Oct 16	Consult third OPH on closure.
Q4 2016	Procure partner to deliver new Extra Care facility at Oakhaven.
Q4 2016	Public engagement regarding Lowfield
Q4 2016	Executive approval regarding: <ul style="list-style-type: none"> • Lowfield redevelopment. • Haxby Hall business plan. • Closure of third care home.
Q1&2 2017	Consideration of Burnholme care home planning application.
Q2 2017	Submit Oakhaven Extra Care facility planning application.
Q2 2017	Burnholme community facilities start on site.
Q3 2017	Burnholme care home start on site.
Q3 2017	Oakhaven Extra Care facility starts on site.
Q3 2017	Complete Glen Lodge extension.
Q4 2018	Complete Oakhaven Extra Care facility.
Q4 2018	Complete Burnholme care home.

28. Risks

Risks Status **On Target**

Previous Risks Status **On Target**

29. Key risks are kept under review and mitigations are pro-actively managed. No key risks currently present a concern. Recent progress in mitigating risks include:

- a) The receipt of good offers for Grove House.
- b) DfE consent granted for disposal of the Burnholme school buildings.

	Risk	Control/action	Gross	Net
30.	Anticipated level of capital receipts not realised.	Work closely with partners and CYC finance to maximise capital receipts.	8	1
31.	Incorrect procurement of capital works.	Applying due diligence to ensure Council's normal approach to procurement of capital works.	13	2
32.	Increase in interest rates.	Ensure impact is capped or controlled through the contracts.	19	14
33.	Rising cost of external residential care providers.	Undertaking negotiations with Independent Care Group.	23	19
34.	Project does not deliver the right number and type of care places required by the city.	Modelling of predicted care levels to look at effect of the provision of different numbers of care places by type.	19	13

	Risk	Control/action	Gross	Net
35.	Loss of morale for existing OPH staff leading to negative impact on service provided to current OPH residents.	Maintain staff morale and focus through regular briefings/updates; engagement through OPH Managers and staff groups; investment in staff training, support and development.	19	13
36.	Challenge and negative publicity from existing OPH residents and relatives.	Development of good communications via briefings to residents and relative, Executive, group leaders, TUs, OPH Management & Staff, OPH Programme Wider Ref Group, media etc.	19	13
37.	Burnholme - Disposal of redundant school assets not approved by Department for Education.	Partnership working with local schools to ensure that requirements for playing fields are addressed via access to existing facilities, etc.	19	13
38.	No long term commitment from NHS Provider Organisations.	Early engagement with CCG as commissioning body. Bidding for development resources.	19	14
39.	Burnholme - Private Sector unattracted to financial viability.	Soft market testing / 'socialising' the scheme with potential bidders.	19	18
40.	Burnholme - Planning Permission not granted / onerous.	Early site master planning and pre-submission engagement.	19	18
41.	Burnholme - Phasing & Construction Conflict.	Consider in deliberations regarding commercial options.	19	14

	Risk	Control/action	Gross	Net
42.	Burnholme - Construction Costs exceed pre-tender estimates.	Secure qualified technical advice when considering financial modelling, anticipate need for value engineering.	19	14

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Wards Affected: <i>List wards or tick box to indicate all</i>				All ✓
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