

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	Under control
Programme Update	<p>Following the decision of Executive to agree the Programme and, in October, to agree the closure of Grove House & Oakhaven and next steps for Burnholme, the Programme has:</p> <ol style="list-style-type: none"> a) made timely decisions; b) made appropriate use of its governance and reporting structures; c) implemented the Action Plan endorsed by Audit & Governance Committee in July 2015; d) worked with residents and others to move residents safely; e) developed a phased plan for the re-development of Burnholme and undertake space planning; and f) sought planning permission for the Glen Lodge extension. <p>And is:</p> <ol style="list-style-type: none"> g) progressing the procurement of a constructor for the Glen Lodge extension; and h) Beginning the procurement of a partner to develop the Oakhaven site as a new Extra Care facility.

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. Dedicated time should be allocated when CYC staff were carrying out project management work.
 - b) Appropriate structures, including Project Boards, to be in place to ensure accountability and transparency.
 - c) Clear mechanisms were 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 would necessitate consideration of alternative options at various stages of the project.
5. The Committee resolved that they would receive six monthly update reports on progress in implementing the action plan.

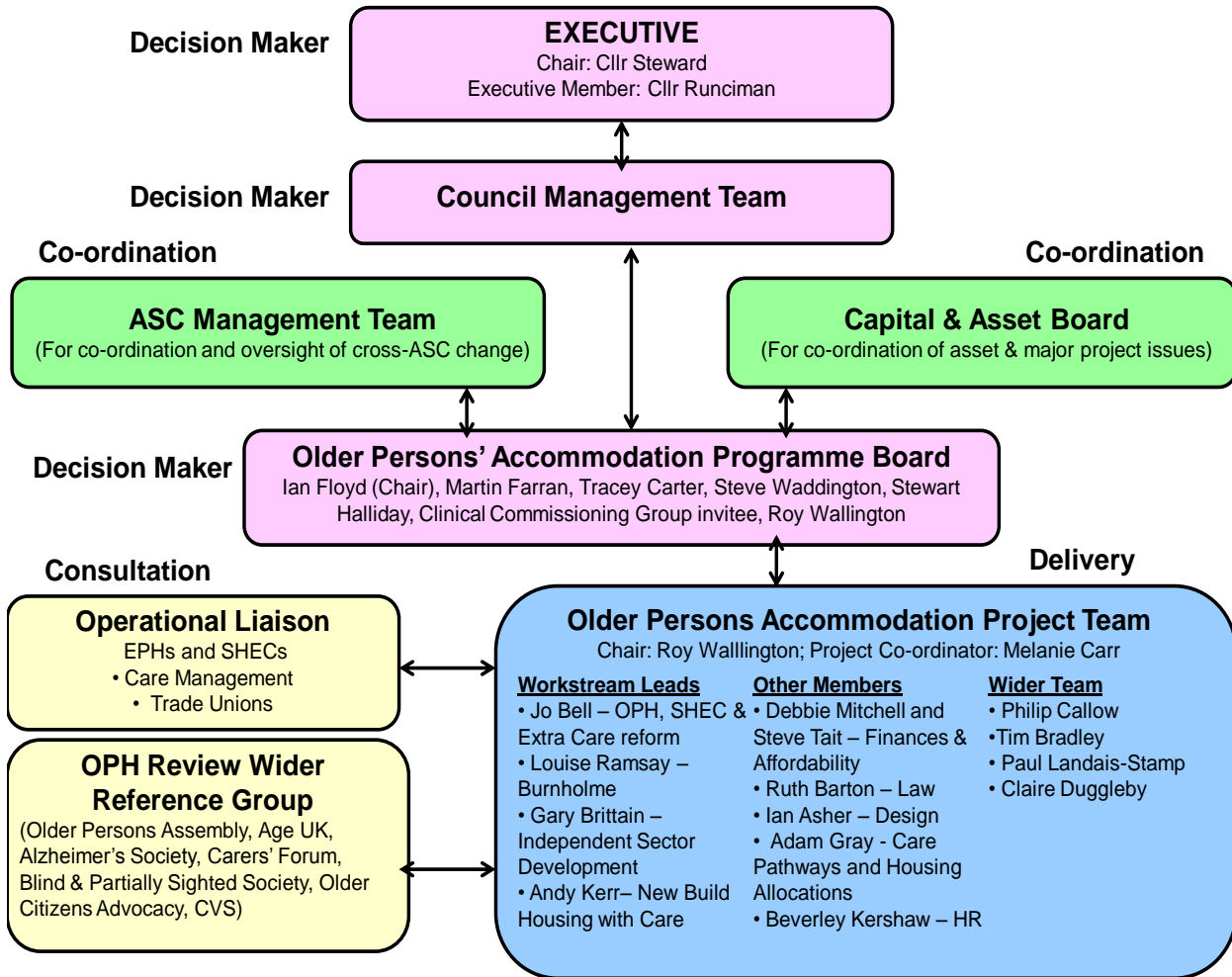
Six Month Update

6. Decision making on the Older Persons' Accommodation Programme has been timely:
 - a) On 30th July 2015 the Council's Executive approved the Business Case for the Older Persons' Accommodation Programme. This will:

- fund 24/7 care support at Glen Lodge and Marjorie Waite Court Sheltered Housing with Extra Care schemes;
 - progress with plans to build a 27 home extension to Glen Lodge, subject to funding and planning permission;
 - seek the building of a new Extra Care scheme in Acomb;
 - see the procurement of a new residential care facility as part of the wider Health and Wellbeing Campus at Burnholme; and
 - encourage the development of additional residential care capacity in York including block-purchase of beds to meet the Council's needs.
- b) On 29th October 2015 the Council's Executive resolved to:
- Note that the Older Persons' Accommodation Programme aims to address the needs and aspirations of older people who need accommodation and care, both now and in the future, equipping York to meet their needs by delivering new Extra Care accommodation and good quality residential and nursing provision which meets modern day standards.
 - Receive the outcome of the consultation undertaken with residents, family, carers and staff of Grove House and Oakhaven to explore the option to close each home with current residents moving to alternative accommodation.
 - The closure of Grove House and Oakhaven residential care homes and require that residents' moves to their new homes are carefully planned and managed in line with the Moving Homes Safely protocol.
 - The Grove House site being sold forthwith in order to generate a capital receipt to support the wider Older Persons' Accommodation Programme.
 - The procurement of a partner to develop the Oakhaven site as a new Extra Care facility for Acomb.
- c) At the same meeting the Executive also resolved to:
- Note progress towards achieving new uses for the Burnholme site.
 - Seek interest from partners to progress continued community and sports use on the site; a residential care home for older people; housing provision; health services delivered in a community setting.
 - Agree that Officers develop a spatial plan for the site in order to maximise land use and draw up a development timetable, utilising resources already held in the Older Persons' Accommodation Programme budget.

- Request that a report is brought back to Executive in Q1 2016 to further examine the risks and rewards of the development and approve the approach/s to procurement of relevant partners.

7. Robust governance arrangements are in place and can be summarised as follows:



8. The Programme is currently appropriately resourced with the Programme Director (4 days per week) and Burnholme Project Manager (3 days per week) dedicated to work on this project. Other key work stream leads combine Programme activities with other responsibilities although they have staff resources allocated to their teams to deal with the workload implications.

9. The Action Plan endorsed by Audit & Governance Committee in July 2015 is implemented, as follows:

	Issue	A&G Action	Progress
10.	Business case development	It is agreed that we need to take a more systematic approach to	Project Guide now published on CYC intranet.

	Issue	A&G Action	Progress
		<p>business case development and in response to the audit the Council has set out an updated project management approach which follows Treasury good practice and will assure and monitor this via use of the Council's Project Management system, Verto.</p>	<p>Verto remains a key project management tool.</p>
11.	Governance	<p>It is noted that the new Transformation Board structure has gone some way to deliver the appropriate levels of governance and the updated Project Managers' Guide, combined with the Verto reporting process, will ensure that governance is appropriate going forward.</p> <p>It is noted that the governance structure for the Older Persons Accommodation Programme is seen by the auditor as being in accordance with good practice.</p>	<p>OPA Programme Board meets regularly:</p> <p>17th August 2015</p> <p>8th September 2015</p> <p>3rd November 2015</p> <p>11th December 2015</p> <p>11th January 2016.</p> <p>Reports to Executive on 30th July 2015 and 29th October 2015.</p> <p>Report to Health and Adult Social Care Policy and Scrutiny Committee on 1st December.</p> <p>Regular reporting to CMT.</p> <p>Update report on major projects to Audit & Governance Committee on 9th</p>

	Issue	A&G Action	Progress
			December 2015.
12.	Programme management	<p>It is agreed that the Council will further strengthen procurement advice and expertise and endeavour to deliver consistency in programme leadership.</p> <p>It is agreed that contingency plans need to be developed for major projects.</p>	<p>Procurement team actively engaged in evaluation of procurement routes for Glen Lodge, Oakhaven Extra Care and Burnholme Health & Wellbeing Campus.</p> <p>Contingency plans cover key risks in the OPAP:</p> <p>HCA funding for Glen Lodge: replace with recycled RTB receipts and/or commuted s106 monies.</p> <p>Oakhaven to be procured externally. Should this project not progress on this site the land at Lowfields and the land to the rear of Acomb Library are alternatives.</p> <p>Closure of Grove House and Oakhaven OPH steps forward incrementally; should either fail to close then an alternative home will be the subject of consultation to close.</p>
13.	Risk management	The comments regarding governance of risks are noted, as is the	Project Guide now/to be published on CYC

	Issue	A&G Action	Progress
		acceptance by the auditor that this has improved with the introduction of Verto. The Project Managers' Guide further emphasises the importance of the identification, mitigation, management, oversight and escalation of the risks associated with major projects.	intranet. OPAP risks are regularly reviewed, updated and reported, as evidenced by Burnholme report to Executive Committee on 29 th October 2015.
14.	Communication	The Council welcome the positive comments of the auditor regarding consultation and stakeholder engagement during the setting of the strategic direction for the Older Peoples Project but notes that this good foundation was allowed to fall into neglect in the later stages of the procurement.	The OPAP Reference Group has met regularly and on: 8 th September 2015 18 th November 2015.

Project Progress Update

15. Progress towards delivering the Programme are summarised below:

Moving Homes Safely

16. We continue to work with the residents of Grove House and Oakhaven to identify their needs and support them to move. All residents have had their care needs assessed and moves have begun. Of the 34 residents who will move, 13 have already done so and the rest will move soon. We will continue to work with residential and extra care providers to manage the vacancies needed to accommodate residents moving.
17. Staff at Grove House and Oakhaven have been assigned to other council care homes, to work in the personal support service and some will leave the service on voluntary redundancy.

Glen Lodge

18. Plans are in place to begin 24/7 care at Glen Lodge starting in February 2016 delivered by the current team and by staff moving across from Grove House and Oakhaven. Changes to service charges are being handled by the housing management team.
19. The planning application for the building of the 27 home extension to Glen Lodge will be determined by Area Planning Sub-Committee on 4th February 2016. We have drawn up a short-list of builders to compete for the construction work and expect work to start on site in May 2016.

Burnholme

20. We are informed by the Department of Education that our application for consent under the Academies Act for the disposal/re-use of Site C at Burnholme is being considered by the Minister. We have also submitted a similar application relating to Sites A and B.
21. We have received the early responses from the Burnholme spatial planning exercise in order to identify how the site will be best used to accommodate the many uses of the land.
22. We will undertake a public information exercise in February 2016 to seek comments on the proposal and spatial plans for the Burnholme site.
23. We will also seek the views of potential providers of care services as to their interest in developing a care home on the site.

Oakhaven Extra Care scheme

24. We continue to progress with the procurement of the new Extra Care facility on the Oakhaven site, seeking an independent sector partner to fund, build and operate the scheme with nomination rights held by the council.

Next Period

25. We will brief the Integrated Commissioning Executive in February 2016 on progress relating to the One Public Estate in York and, in particular, the plans to make better use and joined-up use of health and social care assets in the city.
26. We await confirmation of meetings to discuss and develop a Partnership Agreement to guide our work with Tees, Esk and Wear Valleys NHS Foundation Trust and the York Teaching Hospital NHS Foundation Trust to guide our work in developing Health & Wellbeing hubs in the east and

west of the city.

27. We will continue to monitor and evaluate the use of Extra Care accommodation in the city to ensure that it is used by those with the highest/most appropriate care needs. The use of some vacancies to assist with Assess to Discharge will be evaluated and progressed if appropriate.
28. We will commission design work to evaluate the potential for the development of the Haxby Hall site.
29. The programme management budget and the OPAP financial model will be reviewed and updated in Q1 2016, reflecting the outcome from the recent Moving Homes Safely activity as well as current and projected programme management expenditure.

30. Programme Plan

Tasks & Milestones Status

On Target

Previous Tasks & Milestones Status

On Target

Tasks & Milestones Status Explanation

A high level project plan is now in place and this will be reviewed and updated as the Programme proceeds and as all project leads are appointed.

A detailed project plan is now in place for:

- The Glen Lodge Extension
- The Burnholme Health & Wellbeing Campus.

A draft project plan is in place the new Extra Care facility in Acomb.

Key Milestones

Date	Milestone
Q1 2016	Determine Glen Lodge extension planning application.
Q1&2 2016	Procure partner to deliver new Extra Care facility in Acomb.
Q1 2016	Progress Burnholme proposals: <ul style="list-style-type: none"> • seek public comments; • test market interest in care home opportunity; and • progress DfE consents.
Q2 2016	Glen Lodge extension starts on site.

Q3/4 2016	Submit Burnholme phase 1 planning application.
Q2&3 2016	Procure Burnholme care home.
Q4 2016	Submit New Extra Care facility planning application.
Q4 2016	Consideration of Burnholme care home planning application.
Q1 2017	Burnholme phase 1 refurbishment start on site.
Q1 2017	Burnholme care home start on site.
Q2 2017	New Extra Care facility starts on site.
Q2 2017	Complete Glen Lodge extension.
Q3 2018	Complete Oakhaven Extra Care facility.
Q4 2018	Complete Burnholme care home.

31. Risks

Risks Status

On Target

Previous Risks Status

On Target

Key Risks

32. Key risks are kept under review and mitigations are pro-actively managed. No key risks currently present a concern.

00001 Anticipated level of capital receipts not realised

Date Added

14/04/2015

Description

The existing sites may not realise the anticipated level of capital receipts included in the financial model.

Mitigating Action

Work closely with partners and CYC finance to maximise capital receipts. Receipt from Oliver House was significantly above expectation.

00002 Lack of funding to deliver all of the elements of the project.

Date Added

14/04/2015

Description There is insufficient funding to deliver all of the elements of the project.

Mitigating Action Alternative sources of funding be identified and secured in order to achieve full project

00005 Increase in interest rates

Date Added 14/04/2015

Description Increase in interest rates would impact negatively on borrowing.

Mitigating Action Ensure impact is capped or controlled through the contracts.

00008 Project does not deliver the right number and type of care places required by the city

Date Added 14/04/2015

Description Project does not deliver the right number and type of care places required.

Mitigating Action Modelling of predicted care levels to look at effect of the provision of different numbers of care places by type.

00009 Loss of morale for existing EPH staff morale leading to negative impact on service provided to current EPH residents

Date Added 14/04/2015

Description Loss of EPH staff morale leading to negative impact on service provided to existing EPH residents.

Mitigating Action Maintain staff morale and focus through regular, open and honest briefings/updates; engagement through EPH Managers and staff groups; investment in staff training, support and development.

00011 Lack of appropriately trained staff to deliver quality of care required

Date Added 14/04/2015

Description Lack of appropriately trained staff to deliver the type and quality of care required i.e. Dementia and high dependency care.

Mitigating Action Develop an improvement plan based on best practice and identify service development programme.

00012 Burnholme - Disposal of redundant playing field not approved by Secretary of State

Date Added 09/07/2015

Description Approval not given for disposal of redundant playing field.

Mitigating Action Partnership working with local schools to ensure that requirements for playing fields are addressed via access to existing facilities.

00014 Burnholme - No long term commitment from NHS Provider Organisations

Date Added 09/07/2015

Description NHS Provider Organisations are not able to commit to long term lease due to relatively short term contracts (usually up to 5 years). Commissioning bodies therefore need to 'underwrite' by guaranteeing to mandate the premises within their tender/contracts.

Mitigating Action Engagement with CCG as commissioning body.
Engagement of a range of NHS partners.

00016 Burnholme - Commercial Delivery Model - Negative affect on the coherence of the whole site vision

Date Added 09/07/2015

Description The negative affect on the coherence of the whole site vision resulting from the need to procure elements of the whole site through differing commercial models.

Mitigating Action Commissioning of an initial master planning exercise prior to tendering elementary opportunity

00017 Burnholme - Planning Permission not granted / onerous

Date Added 09/07/2015

Description Inability to secure planning permission for development of suitable size for financial viability

Mitigating Action Early site master planning and pre-submission engagement

00018 Burnholme - Phasing & Construction Conflict

Date Added 09/07/2015

Description Need to procure elements of the Burnholme development through different commercial models leads to phasing and construction conflicts.

Mitigating Action Consider in deliberations regarding commercial options.

Contact Details

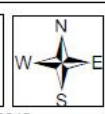
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	Report Approved	<input checked="" type="checkbox"/>	Date 28 th Jan 2016
Specialist Implications Officer(s) Legal – Ruth Barton (Ext 1724) Finance – Debbie Mitchell (Ext 4161) and Steve Tait (Ext 4065) Property – Philip Callow (Ext 3360) and Ian Asher (Ext 3379)			
Wards Affected: <i>List wards or tick box to indicate all</i>			All <input checked="" type="checkbox"/>
For further information please contact the author of the report			

Plan: CYC Homes and Sites included in the OPAP



Older Person's Accommodation Programme Sites

SCALE 1:50,000 DRAWN BY: DH DATE: 16/11/2015



Asset & Property Management

Originating Group: Drawing No.

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