

Joint Extra Care Housing Management Board Agenda

Date: Tuesday, 15th June, 2010
Time: 4.15 pm
Venue: Room 1 - Wyvern House, The Drummer, Winsford, CW7 1AH

The agenda is divided into 2 parts. Part 1 is taken in the presence of the public and press. Part 2 items will be considered in the absence of the public and press for the reasons indicated on the agenda and at the foot of each report.

PART 1 – MATTERS TO BE CONSIDERED WITH THE PUBLIC AND PRESS PRESENT

1. **Apologies for Absence**

2. **Declarations of Interest**

To provide an opportunity for Members and Officers to declare any personal and/or prejudicial interests in any item on the agenda

3. **Public Speaking Time/Open Session**

Members of the public wishing to address the Joint Extra Care Housing Management Board on reports contained within the agenda for the meeting shall be given the opportunity to do so subject to:

- 1 the opportunity being extended to one person to speak in support of each agenda item and one person to speak against each agenda item when called to do so by the Chairman;
- 2 an indication of the desire to speak on the agenda item being made by the person just prior to the meeting and the name supplied to the Democratic Services Officer in attendance, the first person registering to have precedence in the event of more than one person wishing to speak either for or against the agenda item;

For any apologies or requests for further information

Contact: Rachel Graves

Tel: 01270 686473

E-Mail: rachel.graves@cheshireeast.gov.uk

- 3 each person addressing the Joint Extra Care Housing Management Board being limited to three minutes speech;
- 4 an opportunity being provided for an expression of a contrary view, even though no prior notice has been given, when a member of the public has spoken for or against the item;
- 5 in the event of the person having registered to speak on an agenda item not wishing to take up their right to speak on the agenda item because it was deferred, that person will automatically be given the right to speak on the agenda item at the next meeting of the Joint Extra Care Housing Management Board;
- 6 the Chairman of the meeting having discretion to rule that a person wishing to address the meeting shall not be heard if, in his/her opinion, that issue or the organisation or the person wishing to make representation on that issue has received an adequate hearing.

4. **Minutes of Previous meeting** (Pages 1 - 6)

To approve the Minutes of the meeting held on 12 May 2010.

5. **Round Five ~ Outline Business Case Resubmission** (Pages 7 - 12)

To receive an update on the changes to the Outline Business Case, and to authorise its resubmission to the Homes and Communities Agency (HCA).

N.B: If you wish to see a full copy of this document please contact Lynn Glendenning tel:01270 375349 or by email to lynn.glendenning@cheshireeast.gov.uk for further information.

6. **Procurement of Advisors** (Pages 13 - 16)

To consider the likely resourcing requirements and methods of procurement for external advice to the project.

7. **Exclusion of the Press and Public**

The reports relating to the remaining items on the agenda have been withheld from public circulation and deposit pursuant to Section 100(B)(2) of the Local Government Act 1972 on the grounds that the matters may be determined with the press and public excluded.

The Committee may decide that the press and public be excluded from the meeting during consideration of the following items pursuant to Section 100(A)4 of the Local Government Act 1972 on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 and public interest would not be served in publishing the information.

**PART 2 – MATTERS TO BE CONSIDERED WITHOUT THE PUBLIC AND PRESS
PRESENT**

8. **Inter Authority Agreement** (Pages 17 - 62)

To consider the report of the Borough Solicitor.

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CHESHIRE EAST COUNCIL

Minutes of a meeting of the **Joint Extra Care Housing Management Board**
held on Wednesday, 12th May, 2010 at Room 2, Wyvern House, The
Drumber, Winsford, CW7 1AH

PRESENT

Councillor R Domleo (Chairman)
Councillor Dowding (Vice-Chairman)

Councillors P Mason and Manley

Officers

Phil Lloyd, Head of Adult Services, Cheshire East Council
Andrew Leadbetter, Legal Services Manager, Cheshire East Council
Dominic Oakenshott, People Finance Lead, Cheshire East Council
Lynn Glendenning, Commissioning Manager, Cheshire East Council
Sophie Middleton, Contract Manager – PFI Extra Care Housing
Paul Jones, Democratic Service Team Leader, Cheshire East Council
Mick Howarth, Head of Operations, Adult Social Care & Health, Cheshire West
& Chester Council

16 APOLOGIES FOR ABSENCE

Apologies were received from Councillor Les Ford.

17 DECLARATIONS OF INTEREST

No declarations of interest were made.

18 PUBLIC SPEAKING TIME/OPEN SESSION

There were no members of the public present.

19 MINUTES OF THE PREVIOUS MEETING**RESOLVED:**

That the minutes of the meeting held on 2 March 2010 be approved as a correct record.

20 ROUND 3 EXTRA CARE HOUSING UPDATE

Consideration was given to a report which summarised the current position in the Round 3 Extra Care Housing Schemes in the Cheshire East and Cheshire West & Chester Council areas.

Five PFI Extra Care Housing Schemes had opened in Handforth, Ellesmere Port, Middlewich, Winsford and Crewe during 2009, providing a total of 433 apartments. The report gave details of the present occupation rates for each category of apartments - rented, shared ownership and outright sales, along with further general information about the scheme and ongoing management.

RESOLVED:

That the Report be noted.

21 EXTRA CARE HOUSING SURVEY RESULTS

Consideration was given to a summary of the Advantage Customer Survey, which was carried out in January/February 2010.

Advantage were contracted to carry out an Annual Customer Satisfaction Survey covering all aspects of living in Extra Care including housing, care and restaurants. The survey was carried out on Advantage's behalf by an independent company.

A total of 239 questionnaires were sent out and 158 responses received. The results showed that 92.7% of respondents were either very or fairly satisfied with the overall service provided.

Further work would be carried out with Advantage, Housing 21 and CBS Catering on areas identified in the survey where satisfactory levels were, relatively speaking, less favourable compared to overall satisfaction. The results of this would be reported to the Extra Care Housing Management Board in due course.

RESOLVED:

That the results of the Annual Customer Survey 2009/10 be noted.

22 LESSONS LEARNED

Consideration was given to information submitted by Gleeds, Technical Advisors to Cheshire East Council and Cheshire West & Chester Council for Round 3, which set out the feedback obtained from the Lessons Learned workshop run to review the Round 3 Extra Care Housing PFI Schemes.

The comments received on the Round 3 submission and the relevant actions to be taken on Round 5 were listed in the appendix to the report.

In developing the business case for Round 5 it would be important to take account of the financial impact of the lessons learned from Round 3 and build this into the Business Case and plans.

RESOLVED:

That the report be noted.

23 DELEGATION AND ROLES

Consideration was given to the roles and responsibilities in relation to the Extra Care Housing PFI project.

It was important that there was clarity about the decision making process for Extra Care Housing and Appendix 1 to the Report detailed the respective responsibilities of the Councils and the Joint Extra Care Housing Management Board.

The Homes and Communities Agency had stated that it expected there to be a full time Project Manager and Lynn Glendenning had been earmarked for this role. The responsibilities of the Project Manager were detailed in Appendix 2 to the report.

RESOLVED:

- 1 That the roles and responsibilities in relation to the Extra Care Housing PFI project be noted.
- 2 The requirement for a full time Project Manager be supported.

24 FINANCIAL UPDATE

Consideration was given to a report which provided an update on the financial arrangements surrounding the shared Round 3 and Round 5 Extra Care Housing Schemes.

For Round 3 during 2009/10 expenditure had been incurred by both Councils on staffing, transport, premises, catering and set up costs across the five sites. The main element of Round 3 was the payment to Advantage Ltd for the management of the sites and the offsetting grants received via PFI credits. A number of elements had been identified which had resulted in increased costs to the scheme and these were to be factored into the business case for Round 5. These included the set up costs as new residents moved in which were higher than anticipated, mainly due to occupier's specific needs; and higher than anticipated losses on the catering provision.

During the early part of 2009/10 a mini review of the various assumptions built into the financial model for the thirty year profile was undertaken. The review included assessing how the changes to the financial conditions

following banking difficulties had and might impact on the long term viability of the scheme.

The Round 5 scheme continued to be refined following feedback from the Housing and Communities Agency and other Government Agencies. During 2009/10, set up costs of £254,000 had been incurred, with much of this expenditure related to planning issues. The Round 5 scheme has a budget of £1.2m for Project Management costs, of which 20% had already been incurred. This was higher than anticipated and would require tight control during the latter stages of the development in order to remain in budget.

RESOLVED:

- 1 That the income and expenditure position on the Round 3 scheme during 2009/10 compared with the anticipated position at this stage in the thirty year scheme be noted.
- 2 The implementation costs incurred to date be noted.

25 UPDATE ON HCA SUBMISSION

Consideration was given to a report which provided a status report on the discussions with the Homes and Communities Agency (HCA) regarding the Outline Business Case and the upcoming work and resources implications.

The Programme Director and officers of both Councils had been in active discussions with the HCA in response to their request for additional information in advance of the submission of a final Outline Business Case which would need to be approved by Members. The information requested related to the need for additional PFI credits to secure the delivery of 200 apartments for social rental.

It would be necessary for officers to have satisfied the additional requirements specified by the HCA and finalised the Outline Business Case by 28 May. This would enable the respective Cabinet/Executive to determine matters of affordability and for the Board to review and sign off the Outline Business Case prior to submission in mid June.

To ensure that the work was completed on time, it was proposed to direct senior manager time in Strategic Commissioning of the Lead Authority to this effect and adjust other priority work areas accordingly. It was not possible to release appropriate officer time in Finance and Legal due to completing priorities. Therefore it was necessary to utilise some short-term external support (either directly or to 'back fill' displaced work) which would be funded by the project budget.

RESOLVED:

- 1 That the report be received and the actions required to progress the final Outline Business Case for Extra Care Housing Round 5 be noted.
- 2 The requirement for additional input to the Project Team in order to meet the HCA deadline and the use of external advice to support the Project Team or assist in covering other displaced work be noted.

26 DRAFT PROJECT PLAN ROUND 5

Consideration was given to a report which outlined the draft project plan and key dates for Round 5 covering from the production of the outline business case in May 2010 to the financial close in January 2013.

The project timetable had been structured to follow the Competitive Dialogue process; with the aim of short listing three Participants as soon as possible as Bidders had raised concerns about bid costs.

RESOLVED:

That the project plan and key dates be noted.

The meeting commenced at 4.15 pm and concluded at 5.05 pm

Councillor R Domleo (Chairman)

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CHESHIRE EAST COUNCIL

REPORT TO: JOINT EXTRA CARE HOUSING MANAGEMENT BOARD

Date of Meeting:	15 June 2010
Report of:	Lynn Glendenning Project Manager/Commissioning Manager
Subject/Title:	Round 5 Outline Business Case Resubmission

1.0 Report Summary

- 1.1 This report provides an update on the changes to the Outline Business Case and seeks Member approval prior to resubmission.

2.0 Decision Requested

- 2.1 To authorise the resubmission of the Outline Business Case to the HCA.

3.0 Reasons for Recommendations

- 3.1 To allow the Councils' interests in extra care PFI to be considered by the HCA prior to a decision later this year.

4.0 Wards Affected

- 4.1 Poynton and Sandbach East & Rode in Cheshire East.
- 4.2 Blacon and Sutton & Manor, (Ellesmere Port) in Cheshire West and Chester.

5.0 Local Ward Members

- 5.1 Poynton – Cllr Roger West, Cllr Chris Beard, Cllr Howard Murray
Sandbach East & Rode – Cllr Elsie Alcock, Cllr Rhoda Bailey,
Cllr Andrew Barrett
- 5.2 Blacon – Cllr Reggie Jones, Cllr Marie Nelson, Cllr Alex Tate
Sutton & Manor (Ellesmere Port) – Cllr Kimberley Anderson,
Cllr Bob Crompton, Cllr Paul Donovan

6.0 Policy Implications including - Climate change - Health

- 6.1 To assist in addressing the significant demographic shift toward the over 65 population in Cheshire East and Cheshire West and Chester

7.0 Financial Implications for Transition Costs (Authorised by the Borough Treasurer)

- 7.1 Further financial analysis has been undertaken by the Councils and the external advisers, taking account of the current anticipated time lines and the various factors affected by the financial markets, such as inflation levels, interest rates etc. and at this stage no increase to the contribution agreed by the Councils is required. A further oral update will be given at the meeting.
- 7.2 If an increase is required any further contributions required would be referred to the respective Councils.

8.0 Legal Implications (Authorised by the Borough Solicitor)

- 8.1 The Outline Business Case was submitted some time ago and a resubmission, will allow the HCA to provide its final decision about the Councils continuing involvement in the extra care PFI.
- 8.2 The Board has power to authorise the resubmission of the Outline Business Case, but project affordability is reserved to the respective councils.
- 8.3 If approval is forthcoming and the Councils are concerned about any terms of the approval they would not be bound to proceed. If affordability was an issue, the respective Councils would need to consider that aspect separately. There could be reputational difficulties if the Councils chose to withdraw at this stage and such a decision could not be taken lightly.

9.0 Risk Management

- 9.1 The submission of the Outline Business Case does not commit the Councils at this stage.

10.0 Background

- 10.1 The Programme Director and officers of both Councils have been in active discussions with the HCA in response to their request for additional information in advance of the resubmission of a final Outline Business Case. This process is now all but concluded.
- 10.2 The key developments which affect the Outline Business Case since its original submission are:-
- An increase in PFI credits from £59.9 million to £66.1 is considered essential to ensure affordability
 - A reduction in the number of units from 400 to 330 still retaining 200 PFI units to ensure planning obligations are met and to respond to the changes in the housing market and the appetite of developers to provide for sale/shared ownership units.
 - A combined contribution of up to £300k per annum from the Councils will be required (although this is an increase on the original figure, it has already been agreed by both Councils)

- Any cross subsidy from development units removed. The lack of demand in the Housing market, coupled with the restriction in the availability of credit to potential buyers and the house building companies themselves, have seen both the volume of transactions and their profitability fall. The combined effects mean that in the interests of prudence the assumption of a cross subsidy is no longer valid, and if left in the affordability calculation could lead to a scheme being offered to the market that, under the present market conditions, could appear to developers to be commercially unattractive. To anticipate any improvement in the housing market, it is hoped that the project agreement and associated documentation can allow for the possibility of a cross subsidy possibly using an approach that would be based on sharing profits over and above a defined level. The cross subsidy would then operate in the event of an improved housing market.
- A significantly improved position in relation to deliverability – with outline planning permission secured on 2 sites and with a high likelihood of success on the remaining sites.
- An agreed and working set of governance arrangements, and a well developed inter authority agreement (covered elsewhere on the agenda)

10.3 The Executive Summary from the Outline Business Case is included as Appendix 1.

11.0 Access to Information

11.1 The background papers relating to this report can be inspected by contacting the report writer:

Name: Lynn Glendenning
Designation: Commissioning Manager, Services for Adults and
ECH Project Manager, Cheshire East Council
Tel No: 01270 375349
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Appendix 1 – Outline Business Case Executive Summary

Executive Summary

The Extra Care Housing PFI forms a crucial element of the plans of both Cheshire West & Chester Borough Council (hereafter “Cheshire West”) and Cheshire East Borough Council (hereafter “Cheshire East”) (collectively called the Authority) for the modernisation of provision to respond to significant demographic pressures in the older people’s population.

Over many months, first the former Cheshire County Council and latterly the two Authorities working jointly have developed this Outline Business Case, consulting with local partners, the wider PFI market, the Department for Communities and Local Government and Homes and Community Agency to ensure that it is robust, attractive to the PFI market place and its aims and objectives are deliverable.

The proposals within this Outline Business Case have now been fully refined, and are summarised as follows:

- The new Extra Care units are to be developed over 4 Authority owned sites under a Non – HRA 30 year PFI contract;
- A Design, Build, Finance and Operate contract to build 330 new Extra Care units of which a minimum of 200 will be for social rent. The additional units will be developed for a mixture of shared ownership or outright sale. This will extend the provision of cross tenure choice and ultimately develop sustainable communities which satisfy proven demand;
- Address real and demonstrable demand for Extra Care services within the Authorities’ geographical areas creating a sustainable hierarchy of social care not currently in place;
- Effect local regeneration in each of the four identified locations; and
- Provide facilities at each location that encourage community participation by members of the wider community beyond those housed within the scheme.

This Outline Business Case is based on current market conditions. In view of the current difficulties in the housing market, the proposed 130 shared ownership and outright sale units sit entirely outside of the PFI contract finances and structures. The financial assumptions contained within this Outline Business Case are based on a zero cross-subsidy.

Key strengths of the Outline Business Case are:

- Robust financial calculations, resulting in a PFI Credit requirement of £66.123m;
- A strong business case and a commitment from the Authority to properly manage and resource the procurement process and make a combined contribution of up to £300k per annum;

- Four deliverable sites, all of which are already in the ownership of the Authorities with Outline Planning Consent on three of the four sites, Outline Planning Consent to be in place for all four sites prior to OJEU;
- Provision of 1 bed plus and 2 bedroom homes to meet a wide range of resident aspirations and provide the high level of “future proofing” that market consultation has demonstrated that the private sector is seeking to provide; and
- Extra Care Housing designed to the highest standards with the inclusion of sale/shared ownership to provide mixed tenure communities to improve sustainability.

Project Outcomes

- Communities surrounding the selected sites will have a transformational change in local neighbourhoods as people will have the choice to live in high standard, affordable and adaptable homes which can change to take account of individuals’ needs creating a “Home for Life”;
- The residents of the Extra Care developments and the wider community will have access to a range of activities which will enable them to lead healthier more active lifestyles. This will lead to the development of sustainable, healthy communities;
- Through supportive environments that promote active lives through health and well being, older people will be able to maintain, and regain, their independence; and
- Evidence of strong bidder interest for this scheme through market consultation exercises and the highly successful Project Open Day

Authority Contribution and Track Record

- The Authority has an excellent track record for delivery of PFI on both the Round 3 Extra Care Contract and other major PFI Contracts including Waste and Schools PFI Projects.
- 100% donation of Authority owned land, valued at £3 million;
- Site Clearance – All sites will be cleared flat sites. There are minor remediation works and these will be completed prior to construction start.
- Strong and committed annual contribution upheld from Expression of Interest of £300K per annum split between the Authorities;
- Strong project management arrangements, including technical, legal and financial resources drawn from individuals involved in the previous Extra Care Housing PFI undertaken by the Authorities’ predecessor, Cheshire County Council, together with other resources with experience in PFI and other major procurements including planning, architectural and housing services;
- Day to day project delivery would be via an Authority officer team comprising officers from both Authorities to ensure best use of existing resource and experience, together with the dedicated project manager to oversee project delivery and to serve as a focus for project issues;

- Joint commitment from the Councils to deliver and finance the Extra Care support and domiciliary services separately from the PFI Contract;
- Evidence of very strong Bidder interest in this scheme due to the successful Round 3 Schemes and the Round 5 project launch and market consultation exercise; and
- Strong Member support from each Council including in governance terms the establishment of a Joint Extra Care Housing Management Board (JECHMB) with decision – making powers to ensure timely procurement responses and a robust decision – making process.

CHESHIRE EAST COUNCIL

REPORT TO: JOINT EXTRA CARE HOUSING MANAGEMENT BOARD

Date of Meeting: 15 June 2010
Report of: Borough Solicitor
Subject/Title: Procurement of Advisors

1.0 Report Summary

- 1.1 This report provides an indication of the likely resourcing requirements and methods of procurement for external advice to the project.

2.0 Decision Requested

- 2.1 To note the contents of the report.

3.0 Reasons for Recommendations

- 3.1 To ensure that Members are aware of the external resourcing requirements in relation to this project.

4.0 Wards Affected

- 4.1 Poynton and Sandbach East & Rode in Cheshire East.
4.2 Blacon and Sutton & Manor, (Ellesmere Port) in Cheshire West and Chester.

5.0 Local Ward Members

- 5.1 Poynton – Cllr Roger West, Cllr Chris Beard, Cllr Howard Murray
Sandbach East & Rode – Cllr Elsie Alcock, Cllr Rhoda Bailey,
Cllr Andrew Barrett
5.2 Blacon – Cllr Reggie Jones, Cllr Marie Nelson, Cllr Alex Tate
Sutton & Manor (Ellesmere Port) – Cllr Kimberley Anderson,
Cllr Bob Crompton, Cllr Paul Donovan

6.0 Policy Implications including - Climate change - Health

- 6.1 To assist in addressing the significant demographic shift toward the over 65 population in Cheshire East and Cheshire West and Chester

7.0 Financial Implications (Authorised by the Borough Treasurer)

- 7.1 It is not possible to predict the likely costs of external advisors, but there will be a considerable financial impact once these advisors are appointed. This will form part of the project budget.

8.0 Legal Implications (Authorised by the Borough Solicitor)

- 8.1 Due to the size and nature of the work to be undertaken by the respective advisors, there would need to be full EU procurements for all but one discipline. The procurements are, of themselves, a significant undertaking.
- 8.2 The Board has power to deal with the appointment of advisors. The Finance and Contract Procedure Rules of Cheshire East Borough Council would apply to the process

9.0 Risk Management

- 9.1 The project could not be delivered without appropriate resources. There is a healthy market for advisors for extra care PFI projects and this should ensure that appropriate experience is secured to assist the Councils' officers to deliver the project.

10.0 Background

Introduction

- 10.1 The Extra Care PFI project would, if approved, be procured using the Competitive Dialogue process, (a pre-requisite for PFI procurements). The process is complex and hugely resource intensive and would of necessity require external advice to support in-house capacity to ensure timely project delivery.
- 10.2 The ability to demonstrate a robust project delivery resource is a pre-requisite of the grant of PFI Credits and a key concern of HCA in terms of project delivery.
- 10.3 When Cheshire County Council undertook Round 3, it utilised the following types of external advisors:
- Legal
 - Financial
 - Project Management
 - Technical
 - Insurance (of late added to the Financial advisor brief as a sub-contractor)

Procurement

- 10.4 All services detailed above, with the exception of Legal, require a full EU procurement. Even though Legal is not strictly caught, it is best practice to procure in accordance with the EU requirements.
- 10.5 The most appropriate procurement procedure would be the Restricted Procedure which involves certain minimum timescales (which cannot be reduced).
- 10.6 To proceed with the procurement it would be necessary to produce the following documentation:
- OJEU advert
 - Project scope and brief to external advisors
 - Pre-qualification questionnaire
 - Evaluation criteria
 - Terms and conditions of contract
- 10.7 A typical bespoke procurement of this nature takes approx 3-4 months and would require significant officer resource to manage the procurement process.
- 10.8 Based on past experience on previous projects it would be likely that the following numbers of firms would express an interest in the project:
- Legal – 30
 - Technical – 10
 - Project Management – 10
 - Financial – 8
 - Insurance – 5
- 10.9 Cheshire East is the lead Authority for the purposes of the Extra Care PFI Contracts. It would need to satisfy itself that adequate resource existed to run these procurements which would generate significant market interest. The procurements will be conducted in accordance with the Contract Procedure Rules of Cheshire East.

Possible Approaches

- 10.10 There are some alternatives which may allow us to minimise the time and effort involved in a bespoke procurement, such as:
- Use of call-off contract arrangements
 - Restructuring existing staff workloads and supplementing as necessary with external provision

- Engagement of experienced agency staff to work on the project in place of/to minimise external advice

Call-Off Arrangements

- 10.11 This would involve the use of existing pre-tendered framework arrangements such as that run by the Office of Government Commerce for the whole range of services.
- 10.12 Frameworks contain lists of pre-tendered contractors in a number of disciplines together with agreed hourly/daily rates with sign up to a standard set of terms and conditions of engagement. The call-off arrangements can significantly reduce officer input into the process and still ensure that the Councils have an opportunity to bespoke the level of service and secure value for money through mini-tender exercises. The main difficulty is the fact that not all key advisers are on the lists compiled when the frameworks were procured.

Restructuring existing workloads with external support where necessary

- 10.13 This would involve the re-allocation of workloads and use of external advisors to supplement the in-house resource.
- 10.14 This may be difficult to achieve in practice and external expertise in the extra care market is considerable and likely to be a beneficial addition to any project team.

Engagement of experienced agency staff

- 10.15 Such an approach could, with adequate administrative support, be worth investigating. Such agency staff could be employed on fixed term contracts, which should help to secure beneficial rates. The agency staff would become embedded in the project team. However, there is no guarantee that they would stay for the duration of the project.

Conclusion

- 10.16 There are a number of possible options here. The key is to ensure that adequate time and resource is made available both for these procurements and for the project itself. Officers will continue to develop the ideas within this report over the coming months in good time for the decision of the HCA.

11.0 Access to Information

- 11.1 The background papers relating to this report can be inspected by contacting the report writer:

Name: Andrew Leadbetter
Designation: Legal Services Manager
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