

**Manchester City Council  
Report for Resolution**

**Report To:** Executive – 15 September 2010

**Subject:** Land disposal at Brookfield View, Broom Lane, Levenshulme.

**Report of:** Strategic Director, Directorate for Adults.

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**Summary**

This report provides the Executive with details of the proposed Brookfield View specialist autism supported living scheme and seeks approval to sale land at an under value to Great Places Housing Group to enable the scheme to proceed.

**Recommendations**

Recommendations to the Executive are:

1. Approve the disposal of land at Brookfield View, Broom Lane, Levenshulme to the Great Places Housing Group at an undervalue of £1 in order to secure the delivery of the new specialist autism supported living scheme on the site.
2. Authorise the City Treasurer to negotiate and agree the final terms for the disposal of the land.
3. Authorise the City Solicitor to obtain the appropriate consents and complete all documentation in order to complete the transfer of the land to the Great Places Housing Group.

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**Ward Affected: Levenshulme**

<b>Community Strategy Spine</b>	<b>Summary of the contribution to the strategy</b>
Performance of the economy of the region and sub region	<ul style="list-style-type: none"><li>• Reduction in expensive out of city placements will lead to Manchester funding staying in the city.</li><li>• Good transport links and central location for citywide service.</li></ul>
Reaching full potential in education and employment	<ul style="list-style-type: none"><li>• Great Places Housing Group will provide employment and skills opportunities for local residents through the development.</li><li>• Local residents will be employed to provide the service.</li><li>• Residents will be better equipped to enter adulthood.</li></ul>

Individual and collective self esteem – mutual respect	<ul style="list-style-type: none"><li>• Provide immediate specialist support when needed within a therapeutic environment.</li><li>• Improve outcomes for vulnerable residents.</li></ul>
Neighbourhoods of Choice	<ul style="list-style-type: none"><li>• Levenshulme has been mapped as having a low level of existing supported housing.</li><li>• Will provide a specialist service that meets a gap in the area and across the city as a whole.</li><li>• Reduce the need for young adults to be placed out of city.</li></ul>

**Full details are in the body of the report, along with any implications for:**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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#### **Financial Consequences – Revenue**

When the scheme is fully operational, the Directorate for Adults will achieve revenue savings of £350k per annum. There will be a £40k per annum repayment for the Invest to Save scheme to fund the costs of the demolition.

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#### **Financial Consequences – Capital**

The cost of demolition, security and site fencing is estimated to be £120k. This will be met through the Invest to Save scheme and repaid by the Directorate for Adults. In addition Corporate Property has valued the site at £370 k - £420k which represents the value of the capital receipt foregone.

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#### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to four years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Joint Commissioning Trust Learning Disability District Commissioning Strategy 2007 – 2012.
- Joint Strategic Needs Assessment.

## **1.0 Introduction**

- 1.1 Brookfield View is a former care home, which is due to be demolished by Corporate Property before the end of September 2010. The former care home, leased and managed by Manchester Care, was formally closed in 2007.
- 1.2 In 2009, the Directorate for Adults entered into discussions with the Great Places Housing Group for Great Places to develop a new build high specification supported living scheme, and carry out the landlord function of the new scheme for young learning-disabled adults on the autism spectrum. The scheme will deliver accommodation for 18 adults with a range of needs, supported by a specialist independent care provider.

## **2.0 Background**

- 2.1 The number of learning disabled adults in Manchester requiring services has increased steadily over the past eight years, due to significant medical developments. This has resulted in an increase in the number of children surviving childhood and a decreasing mortality of older learning-disabled adults. Concomitant with this, there has been a rise in the number of children diagnosed on the autism spectrum. These children are now becoming young adults and this has created the need for the City Council to identify new specialist resources alongside the existing services available in the area.
- 2.2 Since 2006, there have been between 10 – 14 learning disabled Looked After Children per year in transition to Adult Services who require 24-hour supported accommodation. The majority of Looked After Children are in out of area placements requiring suitable provision in the City on reaching adulthood. Approximately a third have autism and challenging service requirements with annual placement costs in out of area placements ranging between £100k - £150k per individual.
- 2.3 The City Council, working with its care provider partners has already successfully identified facilities that have enabled learning disabled adults to be placed in small scale supported accommodation properties across the City. This work, which has been successfully operated in Manchester for over 15 years, has seen the development of a model of working with young autistic people that reduces risk and maximises independence. The success of this work has demonstrated the benefit of securing modern, specialist accommodation within the City that allows residents to receive appropriate support close to their family and friends.

## **3.0 Concept for Brookfield View specialist autism supported living scheme.**

- 3.1 A key requirement for adults with autism that require specialist services are homes that allow greater individual space, shared areas to prevent isolation and a high quality build resistant to increased wear and tear.
- 3.2 The scheme will be developed to very high specification and provide

supported living for 18 young adults. The scheme will give greater flexibility to accommodate the differing needs of the clients with a shared house including a mix of bedrooms and studios for six people plus communal facilities for use by the residents of the shared house, one block for six people living in individual flats who require significant support, and a further block for six people living in flats where a lower level of care is required.

- 3.3 The design of the new facility will deliver accommodation tailored to the needs of the tenants with the aim of providing the best possible accommodation. This will in turn ensure that the quality of care and opportunities for the adults with learning disabilities living in the facility will be maximised. Design features that will be included in the specification include: robust fittings, high ceilings, controls to all services by staff, movement sensors, window blind timer controls, a health and well-being room, under-floor heating and robust/flush lighting.

#### **4.0 Funding and Revenue Savings.**

- 4.1 In addition to delivering high quality care within the City, the development of this scheme is expected to deliver significant revenue savings. This will be achieved through the provision of optimal care packages, enabling residents to live as independently as possible within a stable residential environment, a reduction in the number of expensive out of area placements and the provision of a transition service, which is consistent with the policies of early intervention and reablement.
- 4.2 The current costs of supporting individuals appropriate for this scheme range from £85,000 to £160,000 per annum per person dependent upon their complexity of need and whether they are placed within Children's establishments outside the City or small accommodation settings in Manchester. Work carried out by officers has demonstrated that, although savings will vary as the individual care needs of the adults, using the scheme will vary, there will be an estimated saving of £190,000 in the first year until the scheme is fully utilised when the savings will increase. We estimate at that time the annual saving will be £350,000 due to the range of low, medium and high needs that will be accommodated within the facility.
- 4.3 However, a proportion of this saving will be required to fund the Invest to Save bid required to meet the demolition costs as a result of this proposal. The annual cost of the Invest to Save proposal is estimated at £40k.
- 4.4 The capital cost of the design and construction of the new facility is to be met by Great Places Housing Group through a combination of its own resources of approximately £380,000 and National Affordable Housing Programme grant funding of £1,183,603 that will be provided by the Homes and Communities Agency. The demand for National Affordable Housing Programme has been very high, the allocation of funding for this project in this financial climate indicates that the proposal is considered good use of land. Strategic Housing have classed this particular scheme as the second highest priority of all Manchester National Affordable Housing Programme bids made for this

funding pot.

- 4.5 Great Places have carried out a number of value engineering exercises to reduce construction costs and have confirmed the availability of their funding. However, the financial model for the scheme has demonstrated that in order deliver the scheme within the funding available it is necessary for the City Council to meet the cost of demolition of the existing buildings on the site and transfer the site for a nominal value of £1.

## **5.0 Contribution to the Community Strategy**

### **(a) Performance of the economy of the region and sub region**

- 5.1 The site is ideally placed for this citywide service. With its central location, it means that this unique service will be equally accessible for families visiting from both North and South of the City. There are good transport links, a railway station, and a major bus route operating adjacent to the site.
- 5.2 The new development will lead to a reduction in expensive out of area placements, retaining funding within the City and associated employment.

### **(b) Reaching full potential in education and employment**

- 5.3 Through the development, Great Places Housing Group will provide employment and skills opportunities for local residents. Great Places will work with the local community and stakeholders to ensure that appropriate added value is delivered based on locally agreed requirements. The Great Places' Toolbox approach is an in-house system for ensuring that training, employment and apprenticeship opportunities are included in all of their developments. Great Places will work with the building contractor to identify what opportunities can be delivered, and offer a mentorship programme for all learners.
- 5.4 It is anticipated that the Brookfield View care and support service will require 35 support staff, plus managers. In addition to this, there will be a need for ancillary staff such including a gardener and cleaning staff.
- 5.5 The facility will better equip residents of the scheme to enter adulthood and where possible contribute to their surrounding community.

### **(c) Individual and collective self esteem – mutual respect**

- 5.6 The service will optimise resources for its residents giving access to immediate specialist support when needed, in an environment that provides greater individual living space, shared areas and a high quality build resistant to increased wear and tear. The service is focused on decreasing stress and anxiety for its residents and there will therefore be opportunities to develop practical and social skills.

#### **(d) Neighbourhoods of Choice**

- 5.7 The Levenshulme site has been identified as a good location for this project, as it is an area that has a low provision of existing supported housing. Supported housing across the City has been mapped and cross-referenced with a sustainability indicator (council tax benefit claims) and then placed into four categories, with Levenshulme being found to be in category D: an area with the lowest levels of supported housing and an area that is sustainable.
- 5.8 Levenshulme district centre is undergoing improvement works to improve the transport and access for shopping. The Brookfield View site is located outside of the District Centre Plan, and through consultation with Regeneration they felt that the supported housing plans would have no impact on the improvement works taking place.
- 5.9 Eastlands Homes are planning to upgrade and redevelop four properties at the edge of the site so that the area will benefit from a programme of redevelopment and improvement, which will be complimented by the improvement works to the Brookfield View site.
- 5.10 The implications of this report support the Council's environmental policy through the regeneration of a site within a residential area that is soon to be cleared and could be vulnerable to fly tipping and dumping.
- 5.11 This scheme will provide a specialist service that meets a gap in service provision across the City as a whole, therefore reducing the need for younger people to move out of the City to receive essential services.

#### **6.0 Key Policies and Considerations**

##### **(a) Equal Opportunities**

- 6.1 This scheme will provide a high quality living environment that reduces stress to individuals and encourages independence.

##### **(b) Risk Management**

- 6.2 The Association of Greater Manchester Authorities / Homes & Communities Agency joint officers group have indicated that this project has been selected to be successful in securing National Affordable Housing Programme funding if the scheme is able to start on site this financial year. Therefore, to secure the available funding, planning permission must be secured by the end of December 2010. As the capital funding is time sensitive, Great Places are intending to submit their application for planning on 23<sup>rd</sup> August, there follows a 13 week process and the scheme is likely to go to Planning Committee for approval on 25<sup>th</sup> November. All parties engaged in ensuring the timely delivery of Brookfield View meet as a steering group on a regular basis to respond to issues arising and ensure timescales are met.
- 6.3 Any delay in Executive approval to dispose of the land at undervalue could

lead to the loss of National Affordable Housing Programme funding due to the requirement to start building works this financial year.

**(c) Legal Considerations**

- 6.4 The City Council own the site by way of a 999 year lease. It is proposed to dispose of the site by way of a long leasehold interest. Under the lease the use of the land will be restricted to that of supported living accommodation
- 6.5 The disposal of Housing Land, including residential care homes is governed by s32 of the Housing Act 1985 and the General Consents issued by the Secretary of State. Under these provisions the City Council may dispose of land to a registered social landlord such as Great Places where the land is to be developed for specified uses which includes supported living accommodation for learning disabled adults. The terms on which the disposal must be carried out are regulated by the Act and the general Consents and the City Solicitor will support the project to ensure compliance with these requirements.

**(d) Consultation**

- 6.6 Great Places and the Directorate for Adults have undertaken consultation with local Councillors, who have been broadly in favour of the scheme and a further consultation event is scheduled with the local community in advance of the planning process.

**7.0 Conclusions.**

- 7.1 Members are asked to agree that this supported living scheme should be built to meet a gap in service provision for the City.
- 7.2 Members are asked to agree that the value of the site be re-invested via transfer to Great Places for the nominal sum of £1, to achieve the highest quality provision in the development of a modern high specification supported living scheme.