Reason for Decision
The purpose of this report is to give final approval to delegate all the necessary remaining consents to complete the development of a new purpose built supported housing scheme for adults with a learning disability and complex needs to the leader and the Executive Management team.

Executive Summary
In July 2016, Cabinet approved the proposals for the Council to develop a specialist supported housing scheme for adults with learning disabilities and/or complex behaviour. Since then good progress has been made and Cabinet is now asked to approve the final phases of this transformation programme through delegation to the Leader following consultation with the relevant Executive Directors.

Recommendations
Cabinet is asked to recommend the following:-

1. Approve the allocation of Housing Revenue Account funding to be considered under the restricted part of the report, to support the tendering and subsequent construction of the new build scheme at the former site of the Limecroft Resource Centre site.
2. Approve the allocation of Housing Revenue Account funding to be considered under the restricted part of the report, to support the tendering and subsequent housing management and facility management of the new build scheme at the former site of the Limecroft Resource Centre site.

3. Grant delegated authority to the Leader in consultation with the Executive Director of Economy, Skills and Neighbourhoods to award the contract for the construction of the new build SHALD scheme and any necessary ancillary appointments within the limits of the approved funding as considered under the restricted part of this report.

4. Grant delegated authority to the Leader in consultation with the Executive Director of Economy, Skills and Neighbourhoods to award the contract for housing/facility management of the new build SHALD scheme within the limits of the approved funding as considered under the restricted part of this report.

5. Grant delegated authority to the Leader in consultation with the Executive Director for Economy, Skills and Neighbourhoods, the Director of Finance and the Director of Legal Services (acting separately or together), or their respective nominated representatives, to affixing of the common seal/signature of the Council to any contract together with any other incidental or ancillary documents or agreements necessary to complete the transaction of the construction of the new build facility at the Limecroft Resource Centre site.

6. Grant delegated authority to the Leader in consultation with the Executive Director for Economy, Skills and Neighbourhoods, the Director of Finance and the Director of Legal Services (acting separately or together), or their respective nominated representatives, to affix the common seal/signature of the Council to the contract together with any other incidental or ancillary documents or agreements necessary to complete the award of the contract for the housing and facilities management service of the new build facility at the Limecroft Resource Centre site.

7. Note the progress of the development including the overall financial implications for the Council.
Supported Housing for Adults with a Learning Disability and Complex Needs

1 Background

1.1 In July 2016, the Cabinet approved the proposals for the Council to initiate a change programme to develop a specialist supported housing scheme for adults with learning disabilities and/or complex behaviours. In addition Cabinet also approved the use of Housing Revenue Account funding to support the design, development and management of a new supported housing scheme together with the submission of a bid to the Homes and Communities Agency towards the capital costs of construction. This approval was subject to gaining all necessary approvals and funding. (Decision reference D2675).

1.2 In July 2016 the project was therefore duly commenced, governance structures established and work started on the development of the design and strategic business case.

1.3 In September 2016 a successful bid was made to the Homes and Communities Agency for capital funding from their affordable homes programme.

1.4 In December 2016, decommissioning of services in the Limecroft Resource Centre was approved by Cabinet (Decision reference: D2812).

1.5 In January 2017, public consultation was conducted on the plans for the new development and demolition of the existing resource centre as part of the pre-planning application stage.

1.6 In February 2017, NHS Oldham Clinical Commissioning Group confirmed a capital grant agreement for the project.

1.7 In March 2017, delegated approval was granted to appropriate Council owned land at Limecroft Resource Centre to the Housing Revenue Account (Decision reference D2940).

1.8 In April 2017, delegated approval was granted to submit a planning application to demolish the resource centre and to submit a major planning application for a new build scheme on the same site (Decision reference D2928).

1.9 In July 2017 delegated approval was granted to award a demolition contract to support the land assembly phase (Decision reference D2988).

2 Current Position

2.1 All the approvals sought from Cabinet in July 2016 have now been implemented

2.2 New Cabinet approvals are now requested to complete the final phases of this change programme to commission a new supported living service for adults with learning disabilities and/or complex needs and maintain the project’s momentum.

2.3 The demolition of the Limecroft Resource Centre is now proceeding and is expected to be completed by the end of September along with the remaining site assembly requirements. This work package is being managed through our Unity partnership.

2.4 In addition Unity is completing the remaining RIBA pre-construction stages in preparation to tender a design and build contract. This is a different delivery route from the original project.
approvals gained in July 2016. This new route was agreed through the Council’s internal project management gateway review process. Splitting the tendering of the construction element from the provision of the housing and facility management service was identified in the review as the best and most advantageous route to market to meet all the key programme outcomes.

2.5 The table below provides an indicative high level timetable of the construction procurement process.

<table>
<thead>
<tr>
<th>Task</th>
<th>Proposed Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Issue construction tender documents.</td>
<td>November 2017</td>
</tr>
<tr>
<td>Tender Response</td>
<td>January 2018</td>
</tr>
<tr>
<td>Final Business Case/CIPB approval.</td>
<td>January 2018</td>
</tr>
<tr>
<td>Delegated Approval to award construction contract</td>
<td>February 2018</td>
</tr>
<tr>
<td>Expected start on site.</td>
<td>April 2018</td>
</tr>
</tbody>
</table>

2.6 The Council’s PFI housing team has completed a successful soft market testing of the housing management and facility management of the proposed new building and is preparing tender documentation in readiness to complete the procurement exercise. Running the construction and management procurement exercises in tandem will allow the Council to have the right partners in place to assist in supporting the construction, life cycle modelling, care-housing management interface agreements, and the rent and service charge settings in the anticipated ten month construction period.

2.7 The table below provides an indicative high level timetable of the housing management procurement process.

<table>
<thead>
<tr>
<th>Task</th>
<th>Proposed Timeline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Issue housing and facility management documents</td>
<td>November 2017</td>
</tr>
<tr>
<td>Tender Response</td>
<td>December 2017</td>
</tr>
<tr>
<td>Final Business Case/HRA/PFI board approval.</td>
<td>December 2017</td>
</tr>
<tr>
<td>Delegated Approval to award housing and facility management contactor</td>
<td>January 2018</td>
</tr>
</tbody>
</table>

2.8 The Support Provider for this new service will be MioCare. MioCare, as an Oldham Council owned Community Interest Company enables us to utilise our Teckal exemption. The Teckal exemption applies when a contracting authority contracts with a legally distinct entity. The conditions for this exemption are that:

- The service provider carries out the principal part of its activities with the authority
- The authority exercises the same kind of control over the service provider as it does over its own departments
- There is not private sector ownership of the service provider nor any intention that there should be any.

It has been assessed that these conditions have been met.
2.9 MioCare has been involved in developing the support service model and due to experience of providing care services in Oldham to adults with learning disabilities and complex needs such as autism, have been integral to the design of the new building.

2.10 The support service provided by MioCare on the Limecroft site will follow a supported living model. This will involve the Council’s Adult Social Care commissioning team contracting using a model that is already embedded. Supported Living is a term which refers to a form of arrangements where social care and support is provided to adults with additional needs in their own homes. Supported living services are for people who need extra help to live in their own homes, whether as tenants or owner-occupiers, living alone or with others. Support can mean 24-hour care or simply a few hours a weeks to help with everyday tasks. The aim of supported living is to ensure that people have choice and control in their lives and are able to live as independently as possible.

2.11 MioCare and the Council’s learning disability care management team have been working together to identify potential individuals to reside at the new service. Presently, some individuals are residing in unsuitable accommodation, for example, not within easy access to local amenities such as shops and GP surgeries; and are not adequately equipped, or is shared accommodation where the individual has requested to live alone with access to support on site. In addition, some of our Oldham residents are currently living out of borough because we do not have the right type of accommodation and support services in the locality.

2.12 The service will operate on a core and flex model of support provided to individuals. An agreed number of core hours will be commissioned to MioCare to provide a 24:7 service regardless of the amount of individuals living there. ‘Flex’ hours will be applied to individuals based on their specific needs. Individuals needs will be identified through the statutory needs assessment process.

3 Options/Alternatives

3.1 The options available to the Council are summarized as follows:-

3.2 Option 1 - Approve the recommendations to grant delegation to complete the development of a specialist supported housing scheme for adults with learning disabilities and/or complex behaviour.

3.3 The key advantages to this option is that it provides additional checks and balances to the procurement process by parceling up each element of the overall programme into separate manageable sections that would be subject to CIPB scrutiny and delegated reports. It sets out a clear timetable and helps with momentum to complete the overall development in a timely fashion.

3.4 The key disadvantage to this option is that if the tender returns are above the financial envelope approved by cabinet then there would be a need to return back to cabinet to seek further approvals.

3.5 Option 2 - Do not approve the recommendations and the development stalls and is delayed.

3.6 There are no clear key advantages to this for the Council other than it would control a cleared site that would be available for potential future development to meet other strategic objectives within the Adult accommodation strategy.

3.9 Option 3- Do not approve the recommendations to grant delegation to complete the development of a specialist supported housing scheme for adults with learning disabilities and/or complex behaviour.
3.10 The is no clear key advantage in this option for the Council. The main disadvantage to not proceeding with the development is that the Council would not be able to meet its commitments to improving the range of housing choice and options for adults and their families with learning disabilities.

4 Preferred Option

4.1 Option 1-Approve the recommendations to complete the development of a specialist supported housing scheme for adults with a learning disabilities and/or complex behaviour.

4.2 This option benefits and contributes to the adult social care transformation programme by delivering a new service for adults with learning disabilities and complex behaviours. This is in line with health and social care’s responsibility to safeguard individuals following the Winterbourne Review and its commitments to the future delivery of an integrated jointly commissioned service with health as agreed within Oldham’s health and social care locality plan. It also complements to Greater Manchester Health and Social Care Partnership’s Transforming Care agenda.

4.3 The decision would be within the Council's budget and policy framework and scheme of delegation and would ensure that the work and investment provided to date in relation to decommissioning of other services at the previous Limecroft and Resource Centre and the site assembly are maximized.

5 Consultation

5.1 Oldham’s Learning Disability Partnership Board, Autism Partnership Board (Autism Way Forward) and OPAL (Oldham Personal Advocacy Limited), a provider of advocacy support to people with learning disabilities and their families, have and continue to be consulted with and involved in the co-production of the design of the scheme and service.

5.2 All relevant lead Cabinet and ward members have been regularly consulted on progress and as part of the preparation of this report

5.3 Public consultation was conducted within the Limecroft Village locality as part of the pre-planning application stage.

5.4 The programme will continue to remain under the governance of the Corporate Investment Property Board (CIPB) and the major projects internal gateway review process and reported regularly through to the Integrated Care Partnership Board.

6 Financial Implications

6.1 Contained within the closed report.

7 Legal Services Comments

7.1 Legal Services has and will continue to work closely with the project team to ensure the effective procurement of the building contractor and the housing and facilities management service in accordance the Council’s own Contract Procedure Rules and EU Procurement Law. The Council will select the most economically advantageous tenders based upon its published evaluation criteria to ensure a quality build demonstrating value for money and an effective housing and facilities management service.

7.2 The Council will provide domiciliary care and support services to the residents of the sheltered housing scheme through the auspices of its wholly owned company Miocare. In the circumstances, there is no legal requirement to openly tender for such services.
Services will ensure that appropriate contractual arrangements are in place to secure quality service provision for residents. (Elizabeth Cunningham-Doyle).

7.3 This scheme would support an important required need within the community, the supported housing with care service model is within the powers available to the Council through the HRA to fund the project along with the external funding.

7.4 There are a number of considerations for the project, this includes the type of tenancies of the individuals within the scheme. As the authority can only grant tenancies that have an optional right to buy. There are exemptions to the right to buy if certain criteria is met. This is under Schedule 5 para 11 of the Housing Act 1985 and concerns Dwellings for people suffering from a mental disorder. In addition the Authority can exercise its ability to offer flexible and fixed term tenancies to offer some flexibility to support adult service care package and placement reviews.

7.5 Other considerations will be around amendment to the allocations policy and that rent and service charges are set at levels in line with Government guidance. Legal Services has and will continue to work closely with the project team to ensure all the HRA and external funding considerations are worked through in accordance with the Council's own HRA business plan and relevant housing legislation and HCA developer partner status’. (Alex Bougatef)

8. Co-operative Agenda

8.1 There are number of key priorities within the Oldham Plan 2015-18 that this proposal seeks to address:

<table>
<thead>
<tr>
<th>Commissioning Cluster</th>
<th>Priority Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighbourhoods and Co-operatives</td>
<td>Support all communities to flourish</td>
</tr>
<tr>
<td></td>
<td>Support vulnerable people to overcome challenge.</td>
</tr>
<tr>
<td></td>
<td>Improve the physical environment of communities</td>
</tr>
<tr>
<td>Health and Wellbeing</td>
<td>Improve health outcomes for all.</td>
</tr>
<tr>
<td></td>
<td>Keep vulnerable children and adults safe.</td>
</tr>
<tr>
<td></td>
<td>Enable more people to be in control of their own health.</td>
</tr>
<tr>
<td></td>
<td>Develop a more joined up and effective health and social care system.</td>
</tr>
</tbody>
</table>

8.2 The issues set out in this paper relate to a number of objectives and outcomes within the Corporate Plan 2015-18:

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective 1 – A productive place where business and enterprise thrive</td>
<td>Open for business</td>
</tr>
<tr>
<td></td>
<td>A regenerated borough</td>
</tr>
<tr>
<td></td>
<td>A working borough</td>
</tr>
<tr>
<td>Objective 2 – Confident communities</td>
<td>Healthy communities</td>
</tr>
<tr>
<td></td>
<td>Safe, strong and sustainable communities</td>
</tr>
<tr>
<td>Objective 3 – A co-operative council</td>
<td>Getting the basics right</td>
</tr>
</tbody>
</table>
9 Human Resources Comments

9.1 People Services have been consulted on the proposals. Although there are no direct staffing implications for the Council, it is likely that MioCare staff will be affected. People services will work through the detail with the companies to assess the impact and ensure that the appropriate policies and procedures are followed (Emma Gilmartin).

10 Risk Assessments

10.1 A further increase in costs to this scheme is possible as further detailed work is undertaken to prepare the scheme to the next level of approval. However this project has to balance the social benefits in addition to the costs incurred. (Mark Stenson)

11 IT Implications

11.1 The business will need to submit an RFS (Request For Service) to the ICT Client Team requesting the input of a Unity ICT - Technical Architect to work with the Programme to understand the ICT requirements and provide any technical specifications and/or solutions required. Early engagement of Unity ICT is advised. (A.Heneghan).

12 Property Implications

12.1 This is a key project within the Community Enablement work stream of the ICO implementation, highlighting the significance of ‘Estate’ in enabling delivery of wider strategic objectives.

12.2 The completed asset will be held within the HRA, consequently will not create any implications for the Council’s corporate portfolio. (Cath Conroy)

13 Procurement Implications

13.1 Commercial Services note the recommendations detailed in the report.

13.2 Commercial Services will provide support throughout the planning, tendering and management stages of the contracts ensuring that they are carried out in line with the Council’s Contract Procedure Rules and EU Regulations. (Emily Molden).

14 Environmental and Health & Safety Implications

14.1 None, should the proposal progress any environmental and health and safety implications would be clarified at the approval to tender stage

15 Equality, community cohesion and crime implications

15.1 Adults with learning disabilities, parents, families and carers of adults with learning disabilities could potentially be affected by these proposals.

15.2 The programme and its associated work streams will, in the long term, have a positive effect on people with learning disabilities living in supported living environments.
15.3 Any changes to a persons living environment or care provision would involve consultation discussion and agreement with the person in question and their parents, families and carers to ensure people retain choice and control over their lives.

16 **Equality Impact Assessment Completed?**

16.1 Yes

17 **Key Decision**

17.1 Yes

18 **Key Decision Reference**

18.1 ECEN-17-17.

19 **Background Papers**

19.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act :


Name of Files: Supported Housing for Adults with a learning disability and complex behaviours, (D2675), Respite and Short Term Support for People with Dementia, (D2812), Appropriation of land at Limecroft Resource Centre, Hollins, Oldham, (D2940), Approval of all necessary consents to progress a planning application for the demolition and redevelopment of a new build scheme at Limecroft Resource Centre, (D2928) Supported Housing for adults with a Learning Disability and/or complex behaviour. Appointment of a demolition contractor and associated works for the former Limecroft Resource Centre, (D2988). Planning Application PA/340130/17, 1) Demolition of existing building 2) Erection of new build supporting housing development for residents on the Autism spectrum consisting of 20 residential units (Sui-generis dwellings with element of care) with associated communal spaces, car parking and amenity space with altered access to the existing highway. Limecroft Resource Centre, Whitebank Road, Oldham, OL8 3JX.

Records held in Civic Centre, West Street, Oldham,OL1 1UU.
Officer Name : Tim English, tim.english@oldham.gov.uk
Contact No : 0161 770 1316

20 **Appendices**

20.1 None.