

Date: Monday, 16 December 2019

Time: 1.30 pm

Venue: Shrewsbury Room, Shirehall, Abbey Foregate, Shrewsbury, Shropshire,
SY2 6ND

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CABINET

TO FOLLOW REPORT (S)

14 Bridgnorth Innage Lane - Reprovision and Development of Adult Social Care Services and Reprovision of Youth Services (Pages 1 - 12)

Lead Members – Councillor Dean Carroll, Portfolio Holder Adult Social Services and Climate Change and Councillor Ed Potter, Portfolio Holder for Children's Services

Report of Director of Place attached – TO FOLLOW

Contact : Mark Barrow 01743 258916

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Cabinet

16th December 2019

Item

Public

BRIDGNORTH INNAGE LANE: PROPOSED RE-PROVISION AND DEVELOPMENT OF ADULT SOCIAL CARE SERVICES AND RE-PROVISION OF YOUTH SERVICES

Responsible Officer Tim Smith, Assistant Director – Commercial Services
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1.0 Summary

- 1.1 This report considers both the Youth Service/Early Help Services and Adult Day Care service (known as “Innage Lane Day Services”) which presently operate at separate locations at Innage Lane, Bridgnorth approximately 500 metres apart (as shown on the attached plan Appendix A).

There is a potential opportunity for the existing youth, early help and day care services to be co-located at one location in a purpose built new facility at the existing Youth Centre Site (“the Site”). This opportunity also has the scope to deliver additional capacity in the form of supported living accommodation at both the youth centre site and potentially at the current day services site as well as providing additional general needs housing in Bridgnorth. The Youth Centre Building currently has limited use, mainly during evenings for youth activities but has been utilised more recently as an early help family hub to reflect the provision of additional children related services and space for partners. It has significant outside space which is currently underutilised.

A recent condition survey for the present Youth Centre building guided that the building was unsuitable for significant future investment and longer-term adaptations and use.

- 1.2 As a result of the more recent interim accommodation move of local Children’s Services through the provision of Early Help services into the current Youth Centre building (in April 2019,) more integrated day service provision can now also be given consideration.

- 1.3 Following the original report to Cabinet on 1 March 2017, comprehensive consultation with Users of the Innage Lane buildings (Youth Centre and 2 Innage Lane Day Services) and other interested parties was undertaken. Subsequently a review of findings was undertaken with a focus on wider opportunities to redevelop the site more comprehensively with a potential mix of Supported Living Units, Adult Day Services and Children's and Youth Services. This could enable Shropshire Council to further reduce its future revenue burden by consolidating services and to attract capital investment for a wider scheme. It was recognised that the model being considered could provide future space for partner organisations to create integrated Day Services accommodation for Bridgnorth.
- 1.4 This report seeks to agree the key next steps which involve formally declaring the site, in its current form as identified in Appendix A, as surplus to requirements and to agree that the disposal process will be further developed to explore and finalise the future opportunities for redevelopment of the site in order to generate value such that any new owner could develop out housing on part of the site to generate a capital return. In financial terms, this could facilitate the construction of replacement facilities without the need for any capital investment from the Council.
- 1.5 In summary the potential for disposal of the Council's land through a property disposal could allow a social landlord or developer to unlock the value of the site through the subsequent development of part of the site for housing and then the reinvestment in new facilities on the other part of the land. This could mitigate capital investment together with potentially reducing any future revenue burden.

2.0 Recommendations

- 2.1 Cabinet are requested to agree the following recommendations:
- a) Declare the Youth Centre site at Innage Lane surplus to the Council's requirements in its current form and delegate authority to the Assistant Director – Commercial Services in conjunction with the Executive Directors of Adult Services and Children's Services to explore and develop an appropriate disposal strategy to facilitate a redevelopment of the site to cater for future Youth Services, Adult Services and other complementary service uses.
 - b) To bring back a recommendation to seek further approval from Cabinet, once plans have been finalised to dispose of the two sites, the Youth Centre site and 2 Innage Lane, subject to making satisfactory provision for current day service uses in alternative accommodation both as a decanting arrangement and as future newly developed provision.

REPORT

3.0 Opportunities Appraisal and Risk Assessment

3.1 Youth Services and Early Help Family Hub

- 3.1.1 The potential development of the existing Youth Centre site provides the opportunity for the retention of youth/early help services and adult day services on the site through the development of an integrated day service facility. As a new community resource, there would be the opportunity for wider use over an extended period. Therefore, any disposal strategy and re-provision in accordance with recommendation 2.1 a and b will address these key areas.

3.2 Adults with Learning Disabilities – Supported Living Accommodation

- 3.2.1 Shropshire has a good track record developed over a number of years of supporting people with a learning disability to live in their local communities. Cabinet has previously recognised that appropriate accommodation should be made available to enable adults with learning disabilities to live in as normal a community setting as possible. The opportunity to consider the development opportunities outlined in this report would further support this approach.
- 3.2.2 Until recently, Shropshire Council has been able to attract considerable amounts of capital to help provide a range of quality accommodation services for adults and children with a learning disability. Unfortunately, the charity that has provided this capital ceased operating a few years ago so it is important that different approaches are considered to maintain the ability to provide supported living accommodation for the most vulnerable in our communities.
- 3.2.3 Supported Living is often a more cost effective and appropriate option than a residential placement and importantly supports adults with learning disabilities to live as independently as possible in and closer to their communities, friends and families. Shropshire has continued to reduce the number of adults with learning disabilities living in residential accommodation whilst at the same time increasing the number of people placed in supported living accommodation.
- 3.2.4 The disposal and re-provision will support adults with a learning disability to live in their own accommodation, with their own tenancy with the appropriate support. This type of accommodation provides social inclusion, independence as far as possible for the individual and is consistent with the aspirations and expectations of Adults with Learning Disabilities to live as normal life as possible within their local communities.

- 3.2.5 An Equalities and Social Initial Impact Assessment (ESIIA) was completed as part of the consultation process and will be updated to reflect future plans once resolved.

3.3 Adults with Learning Disabilities - Day Care Services

Day care services for adults with learning disabilities in Bridgnorth are currently provided at Innage Lane day centre which is situated approx. 500 metres from the current youth centre site (See appendix A Location Plan). The day service operates from a detached house which is in Council ownership, currently leased out with the day service managed by a Registered Social Landlord. Once future plans have been considered and agreed in accordance with recommendations, it is planned that subject to the ongoing service user consultation the day service could relocate to a new potential integrated community resource base for shared use with the youth/children's service and other groups. No formal decisions have been taken but the current day centre property could either be sold or converted into further supported living accommodation.

4.0 Financial implications

- 4.1 The development of the site could provide the opportunity to reduce the revenue costs associated with the current youth centre building and also with the 2 Innage Lane day centre (premises costs excluding repairs and maintenance liabilities are part of the provider management fee). There is also the opportunity to save on the future maintenance liabilities.
- 4.2 The revenue funding to support the adults in supported living units is revenue that is already committed to people in residential placements who would relocate, or would need to be committed through the Adult Social Care "purchasing budget" to meet the changing needs of individuals in the Bridgnorth area, many of whom are living with older family carers and who at some point will require alternative care and support arrangements to be commissioned
- 4.3 With current land values in the Bridgnorth region, the expectation and target is that any scheme of new supported living and day service accommodation will be cost neutral, however until tested on the market, this cannot be guaranteed. The Council could receive nomination rights from a social landlord for the supported living units, new 'fit for future purpose' day service accommodation for Children's and Youth, learning disabilities and possible wider community use. It will also afford the opportunity for the potential conversion of the present day service property at 2 Innage Lane to further supported living accommodation or for disposal to generate a capital receipt or contribution to any capital resources required over and above the site

transfer of the Youth Centre site. Any final proposals for the Day Centre Site will be the subject of public consultation.

- 4.4 As with other new supported housing developments there will be new employment opportunities in the care sector in Shropshire as well as contributing to the local economy through the payment of Council tax and purchases from local shops and suppliers. Further added value to the local economy would be generated through any redevelopment of the site and associated construction activity.
- 4.5 The Council could seek expressions of interest from prospective social landlords or developers to bring forward the site for development, with the benefit of disposing of an area for open market housing together with developing assisted living accommodation and an integrated day service facility on the site. Depending on the method of disposal and the final strategy, the potential eventual freehold could be transferred to a preferred bidder with firm restrictions on development uses by way of a landowner's brief and conditions of sale. There could also be a requirement for nominations in the assisted living space and an output specification for the provision of the new integrated community day service facility to meet commissioned service requirements. There also be consideration for a potential lease back of a certain area of the site should it be deemed beneficial and appropriate.

5.0 Background

- 5.1 The present Bridgnorth Youth Centre site is located on Innage Lane. The site comprises a 1970s purpose built youth centre building together with adjoining amenity area extending to an overall site area of 0.331 ha (0.82 acres). The Youth Centre is presently operated by Shropshire Council and is utilised by commissioned providers and other users on a room hire basis. The future funding of Youth related services is under ongoing review and the Youth Centre does not support the level of youth activity previously provided directly by the Council. Its utilisation has dropped significantly over the past four years. A future Youth Strategy has recently been under consultation and the findings will guide further on future provision. In more recent times the usage of the Youth Centre has reflected the early help family children's services model.

The Council also owns a detached former residential property at no 2 Innage Lane, which has been utilised as a base for Adults with Learning Disabilities Day Service, leased to an RSL as part of the wider operation of ALD Day Services within the Bridgnorth area.

- 5.2 Whilst the economic climate continues to be challenging it is essential that the commissioning of new services for this vulnerable client group continues. The proposal to bring forward a site which will release value to potentially self-fund further assisted living accommodation will

increase the availability of good quality supported living accommodation which in turn will contribute to improving outcomes for very vulnerable people as well as creating the opportunity to make real and long-term savings. This would be subject to fully testing the demand and market as part of developing the strategy.

The proposal to release the Youth Centre site, with its use appropriately constrained through sale restrictions and planning guidance, subject to appropriate legal advice, not only attracts new capital investment in Shropshire but also supports the local economy from the construction phase through to ongoing employment in the care sector.

- 5.3 The combined requirements of Children's Services, Adult Social Care and other potential Day Service Uses could necessitate the construction of a relatively large facility with associated outdoor spaces.
- 5.4 The disposal of the Innage Lane Youth Centre site could provide funding to contribute towards the cost of the new facility but the centre at Innage Lane can only be disposed of once the new facility is open to ensure continuity of service provision.
- 5.5 The recommendations set out in this report could potentially deliver financial savings through remodelled services and better outcomes for individuals. The main principles of supported living are that people with learning disabilities own or rent their own home and have control over the support they receive, who they live with and how they live their lives.

6.0 Options for Proposed Development

6.1 Indicative Layout

Conceptual indicative layouts have been considered for a new integrated facility and additional housing on the Youth Centre Site. While, one option, of supported living units could potentially be accommodated in a separate block, there would be both cost and logistical advantages in co-locating the units with the community facility. This will provide residents with immediate access to certain facilities (subject to programming of activities) such as the art room and multi-purpose activity room, while also providing residents with a dedicated access, shared living room and outdoor space. This will be considered further in accordance with the recommendations and key next steps.

7.0 Consultation

- 7.1 A range of User Consultations were conducted during the late Summer/Autumn 2017, which provided valuable guidance on future accommodation needs, facilities required and any concerns regarding the proposal. This consultation feedback will be further assessed once the disposal strategy is agreed and further consultation will be undertaken as and when appropriate to inform future decision making.

8.0 Additional information

- 8.1.1 Bridgnorth and district has a relatively small number of supported living properties and having reviewed the cohort of adults that attend Innage Lane Day Centre it is noted that a high proportion of the users are living at home with older parents and family carers. The supply and demand for these units will be fully explored and the market will be tested in developing the appropriate disposal strategy.
- 8.1.2 As with other new supported housing developments there could be new employment opportunities in the care sector in Shropshire as well as contributing to the local economy through the payment of Council Tax and purchases from local shops and suppliers.

8.2 Potential Transfer of Services/Asset

- 8.2.1 i) Youth Services/Early Help:
Following the earlier budget reductions to youth services across the county, there has been local representation in terms of the need to maintain a youth facility. Against this background, in 2016 Bridgnorth Town Council submitted an Expression of Interest for a Community Asset Transfer of the Youth Service facility. The expression was received and held to be included in a wider review of options for the site. The Town Council have been further consulted with regard to potential future options with further consultation required post the agreement of a preferred approach.
The Youth Centre has been used in more recent times for a wider provision of Children's related services which relate to the provision of the Early Help model. This incorporates working with public sector partners, including health and other agencies.
- ii) Adult Day Services:
The Service has identified the need for the development of a replacement local facility. Efficient use of resources could see combined day care provision for adults with learning disabilities with the potential for much needed integrated supported living. As one option an external housing provider could develop

Innage Lane into supported living accommodation and separately care and support could be commissioned by the Council from an independent CQC registered provider.

8.3 Planning

- 8.3.1 A range of informal internal planning consultations have been undertaken. An assessment of potential site constraints has provided reassurance that the Youth Centre site offers the scope for development with a mixed residential and day service scheme.

8.4 Market Testing

- 8.4.1 An outline of potential Shropshire Council proposals have received favourable response from the RSL sector.
- 8.4.2 Initial feedback suggests a combined mixed use social facility is a model which the social landlord sector would subscribe to and therefore can be considered in line with the recommendations contained in section 2.

9.0 Conclusions

- 9.1 The proposal has been brought about by the need to secure and improve the provision of Adult Day Care and Youth Service/Early Help facilities, and at the same time provides opportunity to develop with additional accommodation and integrate with Children's Services, Health and other public sector partners alongside the potential for new supported living accommodation.
- 9.2 The proposal aims to release the value in the former youth centre site and to develop a strategy that supports innovation in the delivery of services in the future.
- 9.3 The existing Youth Centre Site offers a good opportunity to maintain and enhance services within the current immediate catchment area, in close proximity to local town facilities and services.

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Cabinet Report 1 March 2017 – Innage Lane: Re-provision and Development of Adult Social Care Services and Re-provision of Youth Services (Exempt)

Cabinet Report 13 July 2016 – Day Services for Adults with Learning Disabilities – Award of Contract for Innage Lane, Oak Farm and The Meres including Ellesmere Library and Customer Services Provision

Portfolio Holder Decision Making Session Report 3 November 2015

Cabinet Members:

Cllr Steve Charmley, Deputy Leader and Portfolio Holder for Assets, Economic Growth and Regeneration

Cllr Dean Carroll, Portfolio Holder for Adult Social Services and Climate Change

Cllr Ed Potter, Portfolio Holder for Children's Services

Local Members:

Cllr Les Winwood,

Cllr Christian Lea,

Cllr Elliott Lynch ,

Cllr William Parr

Appendices:

Appendix A: Site Location Plan

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