

<b>Classification:</b> Open	<b>Decision Type:</b> Key
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<b>Report to:</b>	Cabinet	<b>Date:</b> 07 November 2023
<b>Subject:</b>	Topping Mill Mental Health Supported Living Scheme	
<b>Report of</b>	Deputy Leader and Cabinet Member for Health and Wellbeing	

## Summary

- This report requests approval to commission care and support services for a new mental health supported housing scheme which aligns to Bury Council's Housing for Adults with Additional Needs Strategy 2021-2025 and will help achieve the commissioning priorities in Bury's Mental Health Market Position Statement 2022-2025:

  - Topping Mill, Topping Street, Bury BL9 6DR**- is a red-brick, two-storey, former industrial mill constructed in the mid to late 1800s. The building was originally occupied by the confectioners Scott & Rosse before they vacated in the 1960s. The property has been vacant for several years.
  - In 2018, the site was acquired by St. David Group, a property development and investment company. The building has subsequently been stripped back to basic brickwork. Planning consent was granted in August 2021 for the conversion of the existing property to 15 residential apartments, comprising 13 x 1 beds and 2 x 2 beds.
  - Plans have been further updated through conversations with the Council to refine the specification to 15 x 1 bed flats, with 1 unit for staff and 14 units for tenants. 4 units on the ground floor will be fully accessible / DDA compliant for wheelchair users.
  - In summary, the key commercial proposal for the scheme is that the Council will purchase a block of care packages, at a discounted rate, to provide care to the user/tenant at each accommodation unit irrespective of take up of the services. Consequently, the risk of the Council not being able to place (aka "nominate") a user/tenant to use the care service must be managed effectively.
  - As part of the associated property arrangements in each scheme the Council will have exclusive nomination rights to nominate a user/tenant to occupy the units and receive the associated care. The property arrangements include a lease between the owner and a Registered Housing Provider (RP). Rental arrangements depend on the RP

providing "Intensive Housing Management" (IHM) to secure a higher uncapped level of rent known as "Exempt Accommodation". IHM is necessary in supported accommodation schemes due to the support user/tenants require to maintain their tenancies. The IHM support will be provided by the RP in conjunction with the care services provided, which this report seeks approval to procure.

### **Recommendation(s)**

2. It is recommended that Cabinet:

- Approves the procurement through a competitive process of a care provider for the provision of mental health support at Topping Mill, Topping Street, Bury BL9 6DR.
- Approves the award of a 3-year contract to the successful bidder with the right to extend it for a further period of up to two years at the discretion of the Council, subject to monitoring of performance and satisfactory delivery of the desired outcomes.
- Notes that this will be funded using Bury's Adult Social Care Community Care budget.

### **Reasons for recommendation(s)**

3. The above recommendations align to the Council's Housing for Adults with Additional Needs Strategy 2021-2025 and the vision for mental health supported accommodation to:

- Improve outcomes for people with mental health needs.
- Enable people to live independently.
- Reduce the need for out of area residential placements.
- Enable tenancy sustainment.
- Support management of long-term health conditions.
- Create employment for local people.
- Create value for individuals, communities, and statutory services.
- Reduce hospital admissions and / or reducing delayed transfers of care (DTC) where people are fit for discharge but accommodation with appropriate support is the barrier.

### **Alternative options considered and rejected**

4. None

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## Background

### 1. Introduction

- 1.1 The Bury Housing for Adults with Additional Needs Strategy outlines the need to increase the number of beds / units in Bury by 2025 for people with Adult Social Care needs, including those with a mental health diagnosis.
- 1.2 Bury's Mental Health Market Position Statement projects an additional 86 supported living units are required to provide mental health provision by 2025.
- 1.3 A Mental Health Housing Group has been established to progress this work, with colleagues from health and social care teams and the housing growth and infrastructure team, providing valuable knowledge and insight.
- 1.4 Topping Mill, Topping Street, Bury BL9 6DR was presented to Bury Councils Commissioning Division to consider for adult social care use.

Based on local needs and demand for people with mental health conditions, the group propose that the following supported living specification is established at Topping Mill:

- Supported living accommodation for 14 people (18+) with a mental health diagnosis (mixed gender).
- The property will have 14 self-contained flats and one staff flat with office space, 4 units on the ground floor will be fully accessible / DDA compliant.
- Further, the building location offers town centre living, with close proximity to public transport and social activity, sitting only 0.25 miles from Bury Town Centre. Often this is not an option for residents receiving adult social care, as there are no suitable properties/buildings in the area.
- The development will be completed to the required specification of both Bury Council and the RP and will meet the needs of tenants.
- The development will adopt good environmental practice throughout.
- The developer has agreed a 20-year FRI lease of the finished building with Inclusion Homes as the Registered Housing Provider.
- Below is Topping Mill as it looks currently and how it will externally look after development.



- 1.5 Existing mental health supported living accommodation is varied, with a range of shared living (kitchen and lounge) facilities and ‘own front door’ self-contained accommodation. Bury currently has approximately 110 people living in mental health supported living accommodation across 29 different care providers. Around 30 of those people are jointly funded between adult social care and the NHS.
- 1.6 Consultation with Community Mental Health Team (CMHT) colleagues have confirmed there is a need to increase the supply of supported living, including for people who require 24/7 support.
- 1.7 Support from suitably qualified staff will help people on their recovery journey, supporting people with their needs including managing medication, attending appointments, and developing strategies to stay well. Furthermore, support to develop independent living skills such as cooking, budgeting and social inclusion will be a key focus of this contract.
- 1.8 People would be referred into the scheme by their Care Co-ordinator and assessed by the care provider to ensure all the people living in the scheme synergise well together. The allocation of apartments would be facilitated in partnership by Bury Council and CMHT through a special needs allocation process.
- 1.9 A Registered Housing Provider, Inclusion Housing, has agreed to be a partner in this project. The rent setting has been submitted for approval to Bury Council’s Housing Benefit Team and agreed in principle. An Assured Shorthold Tenancy (AST) will be offered to tenants on a fixed term of up to 2 years. During this period tenants will be supported to further develop their independent living skills to improve resilience and community connections before being supported to move on to independent living in the community.
- 1.10 The approximate timescales for this project are:

<b>Topping Mill, Bury</b>	<b>Approximate timescale</b>
Cabinet approval to procure care provision	November 2023
Building work completed	April 2025
Provider recruits and trains staff	July 2025
People move into the property	September 2025

- 1.11 A tender process for the Topping Mill supported accommodation scheme will be conducted to appoint a suitable care provider. It is envisaged that the same provider will provide the required support to all tenants, for maximum efficiency. This scheme would offer a 24/7 model of care and support to tenants, meaning staff would be available during the day, early evening and overnight, seven days a week, 365 days a year.

## **2 Strategic Background**

- 2.1 Bury Council's mental health spend is the highest per head of adult population when compared to 15 other statistical neighbours. Evidence suggests that people remain in accommodation, with higher levels of care and support than they need, due to the lack of options to 'step down' their support.
- 2.2 People are also placed out of Borough, due to the lack of provision in Bury to meet their needs. This scheme will enable us to prevent some people from being placed out of Borough ensuring they remain close to family and social networks. Furthermore, this approach is a more cost-effective way to commission care and support.
- 2.3 Topping Mill will also improve the wider system flow creating accommodation and support options for people on delayed transfer of care (DTOC) in hospital, the scheme will offer 24/7 supported living and will therefore fill a deficit in local provision.
- 2.4 It is expected the scheme will be staffed 24 hours a day, to provide the required level of support for a mental health scheme. The estimated contract values have been calculated and are detailed later in this report.
- 2.5 The building will be owned by private developers. However, the housing management functions will be carried out by the Registered Housing Provider Inclusion Homes and they will claim Intensive Housing Management fees through Housing Benefit.
- 2.6 The Council has negotiated 100% nomination rights in perpetuity for all 14 units of accommodation. The Council will also be paying a block contract for the care provision in all 14 units. Whilst the nominations agreement is in perpetuity it can be ended with notice as per the terms of the contract.
- 2.7 Commissioners are therefore seeking to award a block contract for the care support for all 14 apartments by negotiating reduced prices from the Bury Council standard supported living rates, this will provide further savings opportunities, estimated in the region of 6%-10% from the standard rates.
- 2.8 The contract will outline the required outcomes, performance and monitoring arrangements and will incorporate review milestones.

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### **Links with the Corporate Priorities:**

- 4 The Housing for Adults with Additional Needs Strategy aligns to the Bury Let's Do It Strategy which provides the vision to enable people of all ages to live well within their neighbourhoods, supported by the integration of public services with our neighbourhood hubs.

#### **Local**

- Local housing options for local people

- Developing and regenerating the unique townships where people live
- Prevent the need for Bury residents to have to move out of the borough to have their needs met.
- Bring Bury residents back in borough if its right for them.
- Work with local developer's and providers who know the local area.

### **Enterprise**

- Encouraging enterprise to drive inclusive economic growth through our business community.
- Enterprising innovation and creative solutions to current housing issues.
- Be bold in our housing solutions and future developments in Bury.

### **Together**

- Working together to design quality, fit for purpose homes for people with additional needs in Bury.
- Working together with service users, their cares and families to shape accommodation options and design.
- Working together to ensure inclusivity throughout the housing agenda.

### **Strengths**

- Taking a strengths- based approach to recognise the assets and strengths of communities.
- Recognising the strengths of individuals enabling their independence, choice, and control for housing.

## **5 Equality Impact and Considerations:**

Please refer to Appendix 1 for Equality Analysis.

## **6 Environmental Impact and Considerations:**

As a minimum, the new homes will be built to the 'Future Homes Standard', including the installation of energy efficiency measures to reduce fuel bills and cut carbon emissions.

## **7 Assessment and Mitigation of Risk:**

<b>Risk / opportunity</b>	<b>Mitigation</b>
Providing the right care to meet the needs of the people living in the schemes	Engagement with Mental Health Practitioners is on-going to understand the care needs of the people who could live in these properties to ensure appropriate care and support is in place when people move in.

Voids at the scheme placing financial risk on the authority.	The risk is low as the demand is high in the borough for mental health provision. However, to mitigate the risk further, the Council is developing a Specialised Housing Allocation Policy and will monitor movement of tenants and utilisation. Also agreed to share 50% of the voids risk with the nominated care provider.

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## 8 Legal Implications:

The proposed competitive procurement process for the appointment of a care provider is lawful and is in accordance with the Council's Contract Procurement Rules.

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## 9 Financial Implications:

The cost will be funded from the existing Adult Social Care Community Care Budget. As part of the monthly budget monitoring cycle, Finance, Commissioners and Social work teams will triangulate and track the expenditure linked to the provision set out in this report ensuring that all expenditure aligns to the funding provided. Any financial risks/pressures identified will be highlighted to the Director of Adult Social Services as part of the monthly budget monitoring cycle whereby an action plan will be deployed to mitigate any financial risks/ pressures.

The contract duration is 3 years, with an option to extend for a further two years.

Annual contract reviews are built into the contract monitoring process and will ensure voids at the units and non-take up of care services are kept to a minimum otherwise the Council is at risk of paying for unused hours of care.

A close working relationship is essential with the care provider to ensure that there is an identified cohort of residents ready to move into the properties should an apartment become vacant during the contract period.

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## Appendices:

None

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**Background papers:**

[Bury Housing with Additional Needs Strategy](#)

[Housing with Additional Needs Market Position Statement](#)

<b>Term</b>	<b>Meaning</b>
DDA	Disability Discrimination Act
IHM	Intensive Housing Management
RP	Registered Housing Provider