



Community and Wellbeing Scrutiny Committee

20 September 2016

Report from the Director of Community Wellbeing

For information

Wards affected: ALL

Update on New Accommodation for Independent Living (NAIL) project

1.0 Summary

- 1.1 This report updates members of the committee with an update on the New Accommodation for Independent Living (NAIL) project.

2.0 Recommendations

- 2.1 Members of the Community and Wellbeing Scrutiny Committee to discuss and note the contents of this report.

3.0 Background

- 3.1 The New Accommodation for Independent Living (NAIL) project is the largest and most strategically important efficiency and quality improvement initiative within the Adult Social Care Department. The programme aims to identify, develop and acquire alternative forms of care to residential care for all vulnerable adult client groups in Brent. This is because the outcomes for people going into residential care are not as good as for those people who remain in their own communities.
- 3.2 It is also significantly more expensive for the council to provide residential or nursing care than it is to provide Extra Care sheltered housing or Supported Living. Therefore, the largest strategic priority for Adult Social Care is to support more people to remain in a home of their own, or in their own communities and to have their own front door. Both Extra Care sheltered housing and Supported Living enable this.
- 3.3 The NAIL programme has been active for the last two years, it has three elements to the programme. These are:

- Development and securing of properties to meet its needs, this is both identification of existing properties that can be repurposed, and building new accommodation.
- The identification of demand, both now and for the future and commissioning of care and support to meet these requirements.
- The de-registration of care homes to become Supported Living schemes. A number of residential homes for people with a learning disability in the borough are based in domestic properties and 'lend' themselves to small communal living arrangements.

In November last year Brent Council developed a dynamic purchasing system to support the procurement of properties and services for the NAIL project.

4.0 Independent Living

4.1 Alternative forms of care where people have a much greater level of choice and control and where care is delivered in a setting which is an alternative to institutional care are called independent living. The key to whether a scheme is an independent living scheme or not is how much choice and control the person has over their home and life rather than what the service looks like. This means that there are many different forms of independent living.

4.2 The main principle is that people have their own self-contained accommodation and have control over the support they get, who they live with (if anyone) and how they live their lives. Independent living assumes that all people, regardless of the level or type of disability, are able to make choices about how to live their lives even if they do not make choices in conventional ways. Care and support can be more tailored to individual needs and wishes and with the use of assistive technologies risk can be managed effectively and safely.

4.3 There are different models for Supported Living that Brent Council commissions. These include

- Living alone in self-contained accommodation (usually a rented property) with a tenancy and getting an individual care and support package.
- Sharing with others in a rented property (some self-contained with communal facilities and some with shared facilities) each person has an individual tenancy and is getting an individual support package with no on-site staff presence. However, in some provision night time support (sleeping or waking) might be commissioned.
- Sharing with others in a rented property (some self-contained with communal facilities and some with shared facilities) and each person has an individual tenancy with a 24/7 level of care and support provided by a constant staff presence to meet individual's needs.
- Extra Care or sheltered housing (usually catering for older people).
- Lodging in someone else's home and getting an individual support package. This is offered in a scheme called Shared Lives.

4.4 Independent living is not a prescriptive model of service design and can look very different for different people with different levels of care and support needs. For one person it may be a few hours of support a week to live in self-contained accommodation or in shared accommodation, for another it may be 24/7 around-the-clock support to live in self-contained accommodation or in shared accommodation and for someone else it may be somewhere in between.

5.0 Case studies

5.1 Case study 1

ZA is a 71-year-old woman suffering from Parkinson's, hypertension, type 2 diabetes and reduced mobility due to a recent stroke. After her husband's death last year, she declined functionally, and became depressed which exacerbated her health conditions. Although she has a very close relationship with her son and a relative that has been staying with her recently, ZA did not want to be a burden to her family and has at times been suicidal.

She was placed in a care home by her family, but has continued to be unhappy about her life, and did not like surrendering her personal independence to the care staff. So a move was organised to Extra Care as she wanted her own space and to be able to do small tasks for herself. Within weeks of moving to extra care ZA improved in mood and functionality, made friends with her neighbours and in the words of her son, found a new lease on life. Both ZA and her son praised the quality of accommodation, the flexibility of the care provided and that the accommodation enabled the family to continue to visit and support ZA where they could.

5.2 Case study 2

AL is a 93 year old man, who uses a walking frame to mobilise, he has deteriorated generally over the last year mainly due to his age rather than a particular health issue. He needs support with domestic tasks, moving up and down the stairs within his home, meal preparation and planning and personal care each day.

He was placed temporarily in a nursing home, following a hospital admission, as it was considered that his home was unsuitable for his needs due to the stairs and the size of the bathroom/toilet which he was unable to use independently. Extra Care was considered a suitable option as it is designed for people with mobility problems and therefore remove problems with stairs and accessing the bathroom/ toilet without assistance. His son lives outside of London and cannot visit regularly and was resistant to moving his father from the nursing home, where he felt he would get better care and monitoring. However, on viewing the Extra Care accommodation and meeting the care provider, AL and his son decided to accept the offer of the step down flat in extra care so he could see how it would work for him. He was then moved into a permanent flat once it was clear that he could manage well in the extra care scheme. AL and his family said that the experience of having his own flat, where

the care could be delivered flexibly, was a great improvement on the nursing home. He was able to furnish the flat to his own taste and maintain a greater level of independence and control than he anticipated. The package of care AL needed in extra care was much smaller than would have been provided in the nursing home, which would make him more dependent and cost the Council more for the placement than is required to safely meet his needs.

6.0 Providers

In Brent the following registered providers, also known as housing associations, and other organisations provide accommodation as part of the NAIL project. There is more information about how many units they provide in Appendix A.

- ASRA Housing
- Brent Housing Partnership (BHP)
- Brent Council Property Unit
- Dimensions
- Genesis Housing
- Metropolitan Housing Trust
- Network Homes.

7.0 Learning from the first year of the NAIL project

7.1 NAIL is a new and innovative initiative, and inevitably there has been much learning over the first two years of the programme. A key aspect of making the NAIL programme successful is cross council working and knowledge sharing. Whilst Adult Social Care officers have a strong understanding of the requirements of people who need accommodation and support, housing colleagues have a stronger understanding of the regulations, processes and potential issues around building or converting accommodation, and planning colleagues bring their expertise and input around planning processes and restrictions. There was an initial period of knowledge sharing and relationship-building which meant some of our original projections around timescales and identification of possible sites for development were over ambitious.

7.2 We have now developed a strong cross-council, multi-disciplinary NAIL team and board, and therefore have a much more accurate picture of viable development sites or conversion schemes and timescales. An additional benefit from the cross-council team is the identification of other possible opportunities that can support the delivery of Brent 2020. For example, discussions are now taking place about the potential to develop more mixed use schemes which incorporate both Extra Care sheltered housing alongside other types of affordable housing.

8.0 Challenges and progress

- 8.1 The initial phase of the NAIL Programme – the development of Willow House by Network Homes, and the deregistration of a group of registered care homes, was achieved on time and planned savings were realised. The major variance from our savings targets relate to the delay in commissioning accommodation within our original timescales, in particular, where new accommodation is being built which Adult Social Care is not responsible for, and therefore is not always able to influence both the planning and construction processes.
- 8.2 For example, the most significant delay in the programme is due to issues with the large 99 flat Extra Care scheme at Park Royal (Visram House). Developed by ASRA, it was due to be delivered by November 2015 and the building itself was completed with a delay of 4 to 5 months. However, there has been an ongoing delay since May 2016 due to problems in connecting electricity to the scheme and negotiations about routing cables through land belonging to adjoining properties. The revised target date for Visram House to be handed over is December 2016 or January 2017.
- 8.3 Strategies for achieving savings earlier despite the delay are currently being explored with ASRA and our health partners. This may include using the new capacity the building gives us to provide temporary accommodation to manage winter pressures from the acute sector, which will reduce the loss of savings due to this continued delay and enable the council to manage hospital discharges and winter pressures.
- 8.4 One large 70 unit extra care scheme in Sudbury failed when, after several months of discussions and negotiation, we could not secure the site which was owned by three different landlords. We were unable to develop another smaller 29 unit scheme for younger adults due to challenges with planning and getting the finances to work with lower numbers. The Project Initiation Document (PID) set out a number of accommodation options which had been researched by consultants, and assisted the council to set out the potential savings targets. However, many of these options failed to materialise as further detailed discussions and development work was undertaken. While there has been enthusiasm for the project with private and voluntary sector providers, they have not been able to deliver schemes which meet the council's needs or required standards. We have a need for larger schemes (40 plus units) to support older people in the community, and schemes for younger people (12 plus units) which give them an appropriate level of privacy (ensuite), space requirements (more than just a bedroom with shared facilities) and facilities that support their independence such as communal spaces, kitchens and areas to engage with their neighbours so they develop friendships and mutual support.
- 8.5 There are a number of key challenges the programme has encountered and have been working to mitigate against. These include:
- The majority of the list identified in the early stages of the programme have not materialised and a clear development strategy has been drawn up to focus on our key accommodation providers to increase certainty.

- Issues with the pre-construction phase around planning and managing the exit from current use of the building and organising the finances have delayed a number of schemes.
- The programme is in competition with the growing private market in Brent and increasing land values. Therefore, the focus on our own assets helps mitigate this.
- A number of providers wish to offered us accommodation at a premium which are either too small for long-term occupation or are located in areas which we would prefer not to use due to the challenges it presents (i.e. poor transport links etc.).
- A lack of suitable and affordable land and sites has slowed the development of further schemes, and will continue to be one of the main bottlenecks for the NAIL Programme. Strategies including accessing NHS land are currently being explored.
- Issues associated with the construction of new buildings, for example, technical problems, contractor performance etc.
- Delays in achieving planning consent for planned scheme.
- Uncertainty around future Housing Benefit regulations for specified o exempt accommodation and the possible imposition of a cap on rents, in addition to cuts imposed on registered providers' rents has made planning difficult and reduced the willingness of partners to develop independent living accommodation.
- Several registered providers have sought land from the council or grant aid to ensure the scheme is financially achievable, which means we have a number of council priorities competing for finite resources. As well as making the awarding of support contracts to their subsidiaries a condition of undertaking development which is a problem for procurement.
- Care providers have requested longer contractual terms than we previously gave, i.e. 5 years or more so they have comfort about the return on investment.
- Financial uncertainties related to the EU referendum appear to have contributed to minor delays in finalising the funding for a planned large Extra Care scheme.

The planned savings will likely be over-achieved, but will need to be realised over longer a timescale, as new build schemes take time to come online.

9.0 Managing risk

9.1 We are mitigating against these problems going forward by developing a number of schemes with Brent Housing Partnership and our internal Property

Service Department, which gives more control over their development, quality and timescales and reduces the risk of schemes failing.

9.2 Delays or refusal of planning permission is one of the main risks to the development of NAIL schemes in the longer term. This has been managed by supporting partner organisations undertaking development, for example BHP during planning consultation for Clock Cottage and liaising with neighbours and addressing their concerns about future use of the new scheme. Staff involved with NAIL also met with the Interim Head of Planning, to understand the planning process better, and to provide information about NAIL. We also have a senior member of staff from the Regeneration Department on the NAIL Board.

9.3 Other mitigating actions include:

- A lack of development partners is being managed through building relationships with Registered Housing Providers (RPs) via forums, scheme visits and individual meetings and this is a work in progress which should support the project in the longer term.
- Negotiating the inclusion of NAIL units in large mixed Council developments such as London Road, Knowles House and Stonebridge. Lack of suitable land has been addressed by initiating discussions with Property Services around the possibility of accessing NHS sites.
- Construction-related issues whilst largely outside control of NAIL staff have been closely monitored through regular participation in project meetings and regular liaison with development partners.
- The risk of voids at newly commissioned schemes and delays in opening have been managed by dedicating a member of the team to identifying suitable customers for schemes and creating an up to date waiting list.
- Logistical issues that might delay the start of tenancies such as arranging viewings, issues relating to mental capacity or Court of Protection applications, Deprivation of Liberty Safeguards have been included in the planning process with a member of staff concentrating on this work.

10.0 Financial Implications

10.1 There are no immediate financial implications arising from this report.

11.0 Legal Implications

11.1 There are no legal implications arising from this report.

12.0 Diversity Implications

12.1 There are no diversity implications immediately arising from this report.

Contact Officers

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APPENDIX A

Figure 1: NAIL accommodation details

Scheme Name	Address	Provider	Care Provider type	Site ownership	No. of units	Customer type
Chartley	Chartley Avenue, NW2 7QY	District Homes	Private	Private	6	MH
Willow House	Victoria Court, Wembley, HA9 0NU	Network Homes	Private	RP	40	Extra care
Rugby Avenue	Rugby Avenue, Wembley, HA0 3DJ	CMG	Private	RP	5	LD
3 Kingswood Road	3 Kingswood Road, Wembley, HA9 8JR	Optima Care	Private	TBC	12	PD
Visram House	250 Acton Lane, Park Royal, NW10	Asra	RP	RP	99	Extra care
Viola House	57/59 Castleton Avenue, Wembley HA9 7QE	Sunrise Care	Private	Private	12	LD
Kinch Grove	Kinch Grove, Wembley HA9 9TF	Brent Council	Private	Brent Council	4	0
Forty Lane	11 Forty Lane, Wembley HA9 9EA	Brightway Care	TBC	Private	11	LD/MH mix
Chevening Road	120 Chevening Road, NW6 6TP	Metropolitan	RP	RP	5	LD high/med end
Chamberlayne Road	152 Chamberlayne Road, Harlesden, NW10 3JS	Metropolitan	RP	RP	5	LD high end
Callcott Road	26 & 28 Callcott Road, NW6 7EA	Metropolitan	RP	RP	10	LD low need
Chatsworth Road	41 Chatsworth Road, NW2 4BL	Metropolitan	RP	RP	5	LD med need
Chichester Court	49 Chichester Court Stanmore HA7 1DX	Dimensions	RP	RP	4* + 16 de registered units	LD
Salmon Street	3 Salmon Street, NW9 8PN	BHP	TBC	Brent Council	6	LD high end
78 Park Ave North	78 Park Avenue North, NW10 1JY	Lotus Care	Private	Private	10	LD
51 Prout Grove	Prout Grove, London NW10 1PU	Lotus Care	Private	Private	7	LD

Figure 2: Units delivered by NAIL / projections

Financial	NAIL	Units	NAIL units delivered
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year	projected	
2014/15	6	6
2015/16	40	40
2016/17	152	154 by January 2017 With another 28 set as Amber/ Red due to lease issues
2017/18	145	-
2018/19	128	-
2019/20	28	-

Figure 3: Customers in NAIL accommodation by client group/ethnicity

Customer Group	Total No. of units	Ethnicity	No.	%
Learning Disabilities	31	Asian or Asian British	9	29.03%
		Black or Black British	10	32.26%
		Not Stated / Undeclared	0	0
		White	12	38.71%
		Other	0	0
Older Persons	163	Asian or Asian British	22	13.5%
		Black or Black British	45	27.61%
		Not Stated / Undeclared	16	9.28%
		White	78	47.85%
		Other	2	1.23%

