



Cabinet
7th December 2020

**Report from the Strategic Director
Community Wellbeing**

**New Accommodation for Independent Living Programme
Approvals**

Wards Affected:	All
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt:	Open
No. of Appendices:	None
Background Papers:	None
Contact Officer(s):	Helen Woodland, Operational Director Social Care Helen.woodland@brent.gov.uk Tel: 0208937 6168

1.0 Purpose of the Report

- 1.1 New Accommodation for Independent Living (NAIL) is the Council's programme to increase the supply of extra care and supported living accommodation and ensure accommodation is available to all adult social care clients with high support needs to allow them to live more independently and promote their wellbeing.
- 1.2 The report provides an overview of the progress made, but focuses on the ongoing need for this accommodation, and outlines the work done to build a more detailed understanding of individual need to tailor the delivery of individual schemes to meet individual needs.
- 1.3 In line with this understanding of need, the report sets out the plan to refurbish 5 existing properties for use as NAIL schemes, which will provide accommodation to 24 people.

2.0 Recommendation(s)

- That Cabinet:
- 2.1 Agree the capital investment of £1.5m for the refurbishment of 5 existing properties for use as NAIL schemes, and to carry out additional work on existing NAIL properties.
- 2.2 Delegate authority to refurbish 5 properties for the NAIL programme to the Strategic Director Community Wellbeing in consultation with the Lead Member for Adult Social Care.

- 2.3 Approve the Strategic Director Community Wellbeing to transfer land at 2 Cranhurst Road, Willesden London NW2 4LN valued at £963,000.00 (Nine Hundred Sixty Three Thousand Pounds) in 2018 from the Housing Revenue Account to the General Fund (Subject to consent from the Secretary of State under section 19 of the Housing Act 1985 being obtained).
- 2.4 Approve the transfer of land at 8 Fairlight Avenue Harlesden NW10 8AN valued at £1,100,000 (One Million, One Hundred Thousand Pounds) in 2017 back from the General Fund to the Housing Revenue Account.

2.0 Background and Progress

- 3.1 The NAIL Programme is a major cross-council strategic initiative to provide high quality accommodation for a range of vulnerable people. This accommodation offers a viable alternative to residential care for people with high support needs, providing accommodation that promotes wellbeing and the ability to live independently through good design.
- 3.2 There is a clear evidence base that supporting the most vulnerable adults in Brent to maintain their independence, receive the care and support they need and continue to live in their own communities is the right thing to do. Research shows that as well as being expensive, residential care does not always offer the best outcomes for residents, with average life expectancy for someone entering residential care being only 18 months. The programme also supports the department to manage increasing demand on the budget both now and in the future by avoiding expensive residential placements wherever it is possible and safe to do so. It is the largest savings programme within the Council, and to date the programme has delivered savings of £5.5m.
- 3.3 The NAIL accommodation is very high quality and is combined with tailored care packages to suit the individual's needs. All NAIL units are being designed and adapted to help provide the best and most comfortable accommodation for the future occupants. The Extra Care accommodation being provided by the programme will be of the highest quality and spacious, enabling and encouraging families to come visit and spend more time with family members in what will be a much more comfortable environment.
- 3.4 The programme is now built on a personalised approach, tailoring accommodation to individual's needs, understanding individual requirements in detail, translating this into reality and creating liveable spaces for cohorts of individuals with the same needs.
- 3.5 The housing service standards are also being tailored to ensure that people are provided with an enhanced service from the council's Housing Management team with some key roles that will help deliver a high quality support service for tenants and appointed care providers.
- 3.6 The NAIL programme is an umbrella term for delivery of a range of different types of accommodation with support. The types of accommodation can be summarised as follows:

- Extra Care Sheltered Housing (ECSH) – these are larger schemes (40+ units) traditionally for people aged 50 and over who have significant Care Act eligible care and support needs. A characteristic of ECSH is that each unit is self-contained, meaning everyone has their own front door. Schemes support mixed client group use, meaning they can support older people with learning disabilities and mental health issues as well as frail elderly people without those additional needs.
- 24hr Supported Living - these are smaller schemes for people with mental health issues, learning disabilities, dual diagnosis (mental health and substance misuse), autism, sensory impairment and physical disabilities. Schemes are usually, although not exclusively, for working age adults, and support younger people with disabilities who are transitioning from children's services to adult services. Residents must have significant Care Act eligible care and support needs to be suitable for these schemes, and are designed to deliver more of a family, or small community environment.
- 9-5 Supported Living – these are schemes for people of working age with mental health issues and physical disabilities, who do have significant Care Act eligible needs, but who are able to live more independently with some support. Schemes are smaller and designed to offer a community environment. However, following learning from phase 2 of NAIL, Officers are in the process of decommissioning all 9-5 Mental Health schemes, and in the future all mental health schemes will be 24 hr. Some 9-5 schemes for physical disability will remain.

3.7 All accommodation offered through NAIL meets the conditions for the granting of a tenancy. This provides customers with improved security of tenure in line with the majority of other social landlord tenants. In essence, residents have the security of their own home with the aim being care and support can be increased or decreased in line with their needs, and that unless a move is unavoidable, this will be their home for life. NAIL have successfully offered 196 tenancies to individuals in a two year period. 134 of those individuals would otherwise have moved into residential care.

3.8 The NAIL programme has been delivered in two phases to date, and we are now delivering a further two phases to run concurrently:

- Phase 1 from 2014-2017 – the initial development of schemes in partnership with Registered Providers
- Phase 2 from 2017-2020 – the addition of the purchase of small houses and leasehold properties
- Phase 3 from 2020-2022 – the proposed purchase/refurbishment of approximately 10 smaller properties for specific cohorts of people
- Phase 4 from 2020-2024 – the ongoing development and delivery by the council of larger ECSH schemes to manage future forecasted demand.

3.9 This paper is to request delegated authority for specific spend to progress NAIL Phase 3, which consists of the purchase and refurbishment of smaller properties. Elements of Phase 4 have already been agreed and are already in delivery (e.g. Honeypot Lane), but further work is required on the longer term requirements and this will be addressed as necessary in future papers.

4.0 Future and Immediate Demand

- 4.1 Extensive work has been undertaken to model and predict future demand for NAIL properties. In conjunction, the programme has been reviewed and lessons learned have fed into the proposed next steps/phases.
- 4.2 Despite increasing demand for adult social care, since 16/17 the number of people requiring nursing care has reduced by 51, the number of people in residential placement has reduced by 114. NAIL is part of a wider drive to support people to continue to live in their own home, which means there has also been a steady increase in the number of people being supported in the community with significant packages of care (10+ hours and 25+ hours per week).
- 4.4 The NAIL team has worked with finance and performance staff to combine demographic information and to assess the current location of existing service users and to profile this against their ideal location to create a projected demand profile for future NAIL schemes. For example, if an individual is currently placed in residential care and has dementia, could they reasonably be supported in an ECSH scheme if more dementia ECSH placements were available. This involved social workers undertaking a desktop review of all existing clients in residential and nursing placements, and applying a judgement based on certain probabilities. For example, the length of time an individual has been in a placement, the location of the placement (i.e. is it out of area) and any comorbidities. Once the data was processed the total number of individuals in existing placements who could potentially occupy NAIL accommodation was identified. Officers then recalculated the number based on a conservative conversion rate of 40% and a more ambitious conversion rate of 60%. These numbers were then compared against POPPI and PANSI data (national DHSC adult social care demand modelling tools) for specific client groups (older people, learning disability and physical disability) and a projection for future demand was created for each of these groups.
- 4.5 The above process allowed us to identify both those individuals currently in receipt of service who could move and the number of people in the future who are likely to require some form of NAIL accommodation. We therefore split this into phase 3 and phase 4 of NAIL. Phase 3 being immediate requirements for schemes to support specific and identified individuals already in receipt of services and phase 4 to support future predicted demand.
- 4.6 One of the significant points of learning from the first two phases of NAIL was that for smaller schemes, and those schemes for younger adults or those with specific care needs, it is better to identify properties for cohorts, rather than cohorts for properties. This means that cohorts of people with similar needs and similar interests are identified, and suitable properties for each of these cohorts are then sought. This allows for a much greater degree of tailoring and personalisation for the people who are going to live there, meaning individuals can be more involved in the process, they for example can identify how they want their rooms to be decorated, and can have a say over the configuration of the communal areas. It also means that any specific needs can be taken into account during the construction or refurbishment works.

- 4.7 Phase 3 of NAIL concentrates on this immediate need, i.e. individuals that have been already identified as suitable for NAIL and are currently known to ASC. It had been intended that some of these individuals/cohorts would occupy existing properties purchased or developed through phase 2 of the programme. However, in some cases their needs have worsened or changed prior to suitable schemes being completed, and in some cases, it was identified that particular cohorts have specialist requirements for both the physical building and the type of care provider they need. The table overleaf sets out the detail for these 11 properties. 3 remaining properties for schemes have yet to be identified, and further permissions will be sought from cabinet as required in relation to these schemes.
- 4.8 Item 6 in the Table 1 below provides an overview of the properties currently in Phase 3. This includes the proposal to ‘swap’ properties between the Housing Revenue Account and General Fund. One of the commitments in the Council’s Housing Asset Management Strategy is to ensure that our housing stock is fit for purpose and delivering value for Brent residents. The property at 2 Cranhurst Road had been identified as a property not suitable to let to a single household. Options were considered to convert it to flats or dispose off to the market. However, as the adjoining property is owned within the General Fund, the option to combine both properties in order to create a single accommodation for NAIL, became the preferred option. Not only does the HRA gain an alternative property that is immediately useful to a household on the Housing Register, the HRA property also becomes immediately useful to social care clients who need support in an independent living environment.

Phase 3 - Table 1 – Client Groups

	Property Required	Number of units required	User group	Progress/Status
1	Craven Park 1 property with shared communal space and all en-suite. This is the replacement for Park Avenue North (a leasehold property that has been used as a mental health scheme for the past year).	6/7	Mental Health	Completed –purchased in July 2020, clients moved into property in July 2020
2	Clock Cottage 1 x property with self-contained units and an element of communal space. Needs to have design features such as evacuation lift and lift shaft wide enough for large moulded wheelchairs. Wide corridors and assisted doors, space for hospital beds. Design spec in progress.	12-15	Physical disability	Clock Cottage – planning consent granted and works mobilising early 2021
3	127 Harrowdene Road 6 bed unit with ample shared communal space and garden for moderate/severe LD and Autism. Design spec in progress.	6	Learning Disability/Autism	Completed, scheme is currently going through the procurement process to identify a care provider
4	129 Harrowdene Road 6 bed unit with ample shared communal space and garden for moderate/severe LD and Autism	6	Learning Disability/Autism	Completed, scheme is currently going through the procurement process to identify a care provider
5	124 Harrowdene Road 6 bed unit, fully accessible with a lift to first floor. Consider good design practice around severe LD cohort as well as all aspects for PD.	6	PMLD	Property purchased, funding for the refurbishment of this property is being sought in this paper.

6	2 & 4 Cranhurst Road 6 bed unit with ample shared communal space and garden for moderate/severe LD and Autism	6	Learning Disability/Autism	Transfer from HRA to General Fund requested for 2 Cranhurst – Fairlight Avenue will be transferred into the HRA in return. Funding requested for refurbishment works to 2 & 4. No.4 Cranhurst already owned by NAIL.
7	73 Wembley Park Drive 6 bed unit for ageing LD population. Communal facilities and fully accessible. Space for lift or chair lift for access to upper floors, or single story property. Design brief in progress.	6	Older LD	Property owned by Council, funding for property refurbishment requested as part of this report.
8	80 Wembley Park Drive 6 bed unit for people with physical disabilities. Property needs to be fully adapted and wheelchair accessible. Design brief in progress	6	Physical Disabilities	Property owned by Council, funding for property refurbishment requested as part of this report.
9	CNWL have identified a demand for a small forensic service.	6/7	Forensic Mental Health.	To be identified
10	1 x property that has small studio units with a lounge. Property design brief in place but location important.	6	Korsakoffs Syndrome	To be identified
11	2 six-bed, purpose build units preferably on the same footprint separated by garden or court yard. This would be designed for the most complex group of individuals with Autism and behaviour that challenges.	12	Autism/CB	To be identified

N.B Savings are calculated on the known average

5.0 Financial Implications

5.1 The schemes identified will contribute £436,000 per annum to the overall NAIL savings target. The calculation is based on the average saving per week of £331. The small cohorts of clients have very specific medium to high needs with relatively expensive weekly care costs.

5.2 The total capital funding of £1.5m is required for acquisition, refurbishment and to carry out additional work on existing NAIL properties

5.3 Funding Table

Property Name	No of Clients	Estimated cost for Adaptation/Refurb	Fees & consultancy	Total
124 Harrowdene Road	6	300,000	28,800	328,800
73 Wembley Park Drive	6	300,000	62,500	362,500
80 Wembley Park Drive	6	350,000	62,500	412,500
2 Cranhurst <i>(transfer from HRA to GF)</i>	3	50,000	62,500	112,500
4 Cranhurst Road	3	150,000	62,500	212,500
Work on Existing NAIL properties		115,000		115,000
Total	24	£1,265,000	£278,800	£1,543,800

- 5.4 A financial appraisal has been undertaken for 124 Harrowdene Road including refurbishment and other cost. It is financially viable with pay back period in year 30.
- 5.5 The financial appraisal has been undertaken for the refurbishment of 73 and 80 Wembley Park Drive at a total cost of £0.78m. The assessment shows it is financially viable with payback period in year 10.
- 5.6 The property 2 Cranhurst Road, which is currently in the HRA has been identified as suitable for NAIL use. This will require secretary of state approval to transfer this property from HRA to General Fund at market price. A financial appraisal has been undertaken at total cost of £1.43m including transfer cost from GF to HRA at estimated market price of £1.32m, refurbishment and other cost. It is financially viable with payback period in year 46. The property number 2 Cranhurst will be swapped with Fairlight Avenue.

8.0 Legal Implications

- 8.1 NAIL tenants would be able to secure Non - HRA Rent Rebates above LHA rates for accommodation provided by Brent outside of the HRA as it would be non-HRA rent rebate accommodation. As such, there are no restrictions on the amount of rent payable by way of housing benefit, save for the potential application of the benefit cap. The Benefit cap may not be a realistic concern given that most of the residents will be claiming either DLA or PIP.

9.0 Equality Implications

- 9.1 Equalities data is collected and analysed as part of the allocations process. NAIL scheme residents are broadly representative of the Brent demographics.
- 9.2 Brent taking the initiative to directly provide ASC clients with better accommodation has a positive impact on their health and wellbeing, whilst providing more and more opportunities and options for its vulnerable residents.

10.0 Consultation with Ward Members and Stakeholders

- 10.1 Consultation and co-production are completed regularly through the development process, and once completed, users and carers are consulted regularly through the care management process.
- 10.2 The team have pulled together videos to enable families to view accommodation on offer whilst Covid 19 restrictions are still in place. Promotional videos are available for Clement Close and Peel Road to see the standard of accommodation on offer. A longer video is being developed further and more detailed information on the care provider at both sites.

11.0 Human Resources/Property Implications (if appropriate)

- 11.1 The property team will be involved in all future property purchases.

Report sign off:

STRATEGIC DIRECTOR NAME
PHIL PORTER