

Report for: Cabinet 15th June 2021

Title: Approval to develop 57 White Hart Lane (formerly Woodside Day Centre) into supported accommodation for young people with complex learning disabilities and autism.

Report authorised by: Charlotte Pomery, Assistant Director Commissioning

Lead Officers: Georgie Jones-Conaghan, Lead Commissioner for Adult Learning Disability and Autism, Haringey Council and North Central London CCG

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Ward(s) affected: Woodside

**Report for Key/
Non-Key Decision:** Key decision

1. Describe the issue under consideration

- 1.1. The building at 57 White Hart Lane (formerly Woodside Day Centre), is temporarily in use by contractors for Earlham School but will become vacant in Summer 2021. This report seeks approval to develop this site into supported living for young people with complex learning disabilities and autism.
- 1.2. This report seeks approval to utilise £2,665,000 of funding from the supported living capital programme allocation, combined with £985,000 of NHS England capital grant funding, to deliver this scheme.
- 1.3. The development of this accommodation will benefit the Council by enabling young people with complex health and care needs to remain in the borough. The service will also generate savings on high-cost, out-of-borough placement spend.

2. Cabinet Member Introduction

- 2.1. Building new specialist and supported accommodation for the borough's vulnerable, older and disabled residents is a key priority in the Housing and People priorities of our Borough Plan and in our Housing Strategy.
- 2.2. We know that providing local bespoke, specialist and supported accommodation improves the lives of adults and children with care and support needs. Local provision allows people to remain close to family and friends, participate in familiar leisure and social activities and access health services that meet their needs and preferences.

- 2.3. Our current supported living offer for young learning disabled and autistic adults is mainly in costly out-of-borough placements, in some cases hundreds of miles away. The proposed development at the former Woodside Day Centre represents a significant positive step forward to achieving our housing and social care commitments to vulnerable residents.

3. Recommendations

- 3.1. Cabinet is asked to approve that:

- a) The 57 White Hart Lane site is approved for redevelopment into supported accommodation for young people with complex learning disabilities and autism with a capital value of £3.650m, to support them to remain living in their local area.
- b) £2.665m of capital funding from the supported living capital programme allocation is committed to develop this scheme.
- c) The Council enters into a capital grant agreement with NHS England to accept the award of £985,000 for the development of this project.
- d) The Council commissions and procures design and construction partners to develop the 57 White Hart Lane site into supported accommodation.
- e) Following a period of design development, procurement and operational planning, a further report will be brought back to Cabinet for approval of the operational strategy, final scheme design and procurement of the chosen construction partner.

4. Reasons for decision

- 4.1. This development project seeks to utilise a soon-to-be vacant property, to address the need for local supported housing for young people with complex learning disabilities and autism.
- 4.2. This cohort are often placed in costly, out-of-area residential colleges if they are unable to live with their family. The development of an in-borough service to support this cohort, will generate savings in comparison to the use of high-cost out of borough placements. This will contribute to the People Priority's Medium Term Financial Strategy (MTFS) savings.
- 4.3. In addition to this, providing young people with the option to attend local Special Educational Needs (SEN) provision and remain closer to their family, friends, and social workers, will improve their quality of life, and reduce the safeguarding risks associated with placements in faraway or isolated locations.

5. Alternative options considered

- 5.1. **Not to develop the 57 White Hart Lane site into supported living for young people with complex health and care needs**

This option would not be beneficial for young people with complex health and care needs, who wish to remain in their home borough whilst continuing their education. The Council is aware that appropriate supported living services need to be sourced for this cohort, and the choice not to utilise the 57 White Hart Lane site for this purpose would result in the Council continuing to commission expensive placements outside of the borough, often far away from home.

6. Background information

- 6.1. The property at 57 White Hart Lane is a former day centre for older adults, which was closed in March 2012. Following this, the property was transferred to the Corporate Landlord property portfolio and remained vacant for some years. The site is currently occupied by contractors for Earlham primary school and the property will become vacant once again in summer 2021.
- 6.2. The Council, working closely with colleagues from the North Central London Clinical Commissioning Group (NCL CCG), wishes to develop this site, with its history of care provision, into supported housing to support young people (aged 16-25), with complex health and care needs, who are unable to live with their family. There is significant demand for this provision, as there is an absence of such services within the borough, that are tailored to the needs of this group.
- 6.3. Through the provision of specialist supported housing at the 57 White Hart Lane site, the following outcomes will be achieved:
 - The ability for young people to attend local SEN education provision rather than costly out-of-area residential colleges.
 - Improvements in quality of life for young people with complex learning disabilities and autism. This will be achieved by supporting them to remain in-borough, close to family, friends and Haringey based support networks.
 - Savings across the health and care system. Many of these packages of care are jointly funded by health, care, and education – this provision will reduce spend across all areas by the Council and the NHS. These savings will be realised through the supported accommodation service's ability to successfully support young people with complex conditions and to prevent their needs from escalating to the extent that hospital admissions or secure placements are required. The ability for the scheme to de-escalate and divert young people from reaching crisis point before hospital admission is required will deliver savings for NCL CCG.
 - Reduction in safeguarding risk as young people are living nearer to their support networks and to their lead social workers.
 - Savings on high-cost placements for 16–25-year-olds.
 - Increased levels of independence for young people as they move into long term care arrangements in adulthood.

The support provided at 57 White Hart Lane will prepare young people to progress and successfully move on to long-term housing after the age of 25.

- 6.4. The supported accommodation development at 57 White Hart Lane will require a bespoke design to effectively meet the needs of young people with complex

learning disabilities and autism who have significant health, care and support needs. The development will therefore need to provide:

- 6 self-contained flats which are autism and learning disability friendly, providing a safe and secure environment.
- Specialist and robust fittings, furnishings, and fixtures suitable for young people with behaviours that challenge.
- Sufficient space for 24/7 support staff presence.
- Suitably designed flats and communal areas to develop young people's independence and encourage socialising.
- A design tailored to the sensory needs of adults with autism and learning disabilities.
- A large, private garden area to support the health and wellbeing of residents.

6.5. The 57 White Hart Lane scheme will primarily be used to accommodate young people who would otherwise be placed in out-of-borough residential colleges for the period until they are 25. This will help to meet existing and future demand.

6.6. There is an option, using the same design and equivalent staffing levels, for the service also to be used to:

- Reduce the number of hospital admissions for young people with complex learning disabilities and autism. This could be achieved by using the service as a step-up placement to prevent crises that could lead to hospital admissions.
- Support timely discharges from hospital and provide a better alternative to typical post-hospital placements. Generally, young people discharged from in-patient beds are usually placed in self-contained one-bed supported living units with 1:1 or 2:1 care packages. These post-hospital placements are costly and significantly limit young peoples' ability to develop independent living skills and interact with their peers. The 57 White Hart Lane supported living scheme could deliver savings, in comparison to these placements, and provide young people with a better quality of life.

This indicates that even if the numbers of young people requiring an alternative to residential college decreased over time, which current projections of demand and need do not support, the facility would still address other areas of demand. This flexibility of approach means that the site could be used differently to address future need should this change.

6.7. Haringey Council identified 57 White Hart Lane as the most suitable site for the development of this supported accommodation service, as it is a Council asset that has been, and will soon once again be, vacant. This site is ideal for young people with complex health and care needs as:

- It is a large site, able to accommodate 6 self-contained units and the required support spaces, communal areas, and staff areas to develop a supported accommodation scheme.
- There is the ability to develop a detached supported living property. This has significant benefits for this cohort who may have sensitivity to noise, or may generate increased levels of noise, due to their health and care needs. A detached property is also beneficial as it provides the additional privacy required by this group.

- The site offers the opportunity to develop a large, private garden for the residents, which is beneficial for the health and wellbeing of this group. The site is also near to the local park, which increases opportunities for this cohort to easily access outdoor spaces.
 - There are good transport links nearby, and the location is close to local shops. This is important when ensuring that young people are able to develop their independent living skills.
- 6.8. In October 2019, Haringey Council commissioned an initial study to understand the capacity of the site. This study demonstrated that the site is large enough to accommodate 6 supported living units with additional staff and communal spaces. There are currently no other proposals for use of the site, which has a history as a setting for the delivery of social care.
- 6.9. Following this, in November 2020, the Major Projects Team were engaged to provide an estimate of the cost of developing this project. The Major Projects Team estimated that approximately £3.65 million would be required to deliver the supported accommodation scheme at 57 White Hart Lane.
- 6.10. Haringey Council has since then, secured £985,000 of capital grant funding for this project from NHS England. Subject to the submission of designs for the development by November 2021, funding will be delivered in 2021-22.
- 6.11. This capital grant funding has been awarded by NHS England on the basis that the 57 White Hart Lane development will provide value for money for NCL CCG, through the reduction of inpatient stays and the facilitation of timely discharges. On average, at any one time, Haringey has 5-6 young people with learning disabilities and/or autism, in acute settings. The number of young people in acute settings is partially driven by an underdeveloped local provider market, able to effectively support young people with complex needs, and an absence of custom-developed accommodation for this group. The 57 White Hart Lane scheme aims to address this, by providing a development which will provide a high-level of intensive support, therefore reducing the number of young people admitted to inpatient services. The 57 White Hart Lane service will also be used as a scheme from which young people in acute settings can be discharged into, as a local alternative to residential college placements. The development of these units will help to facilitate faster hospital discharge times by reducing delays associated with the inability to source appropriate high-needs placements for young people.
- 6.12. The Council will establish a co-design group to ensure that key stakeholders, including carers, are involved in shaping the designs for this scheme. Following a period of design development, operational planning, procurement and construction, the Council aims to open the supported housing service in late 2024/5.

Business case

- 6.13. There is committed revenue funding for the placements of young people with complex care needs as, under the Care Act 2014, the Council has a statutory duty to 'promote the wellbeing' of people with care and support needs. This includes the provision of supported accommodation placements for young people with complex learning disabilities and autism who are unable to reside with family.

- 6.14. Currently, as Haringey has no in-borough provision, young people with complex autism and learning disabilities are frequently placed in residential colleges outside of the borough, if they wish to continue their education and cannot be supported to live at home.
- 6.15. The Council has modelled the cost of operating a high-support, specialist service at the 57 White Hart Lane site. As demonstrated in the table below, the cost of delivering this would generate savings compared to our current use of out-of-borough residential colleges.

Age of young person in the 57 White Hart Lane supported accommodation scheme	Average cost of a residential college accommodation placement (per young person, per week)	Cost of support delivered at 57 White Hart Lane (per young person, per week)	Savings generated using the 57 White Hart Lane scheme (per young person, per week)	Savings generated for 6 young people, per annum
16–25-years-old	£4,417.00	£3,896.24	£520.76	£163,029.43

- 6.16. The above revenue savings of £0.163 million per annum will be made across the 'Learning Disabilities (LD) 18-64 Supported Accommodation' and the 'Looked After Children's Residential Placement' budgets. It should be noted that for some young people in this cohort, NCL CCG part funds approximately 20% of their placement costs. Therefore, on average NCL CCG may make approximate savings of £32,605 per annum, depending on the number of joint-funded placements made at the 57 White Hart Lane scheme.
- 6.17. Developing a 6-unit supported living scheme with office space and shared communal areas, will allow for staff support to be shared across 6 residents and will enable the Council to benefit from economies of scale.
- 6.18. We have developed a list of young people who are currently in residential colleges and calculated the individual revenue savings that could be made on their accommodation placements alone, if they were placed at the 57 White Hart Lane supported living scheme using the proposed model.
- 6.19. The approximate revenue savings of £0.163 million per annum includes the cost of borrowing the capital for the development.
- 6.20. In addition, there is also potential for small, additional savings to be made to the cost of SEN Education from the 'Special Educational Needs and Disabilities (SEND) budget. If the Council placed young people in the 57 White Hart Lane supported living scheme, they would attend local SEN provision which is often more cost effective than SEN provision attached to a residential college. This is demonstrated in the table below.

Average cost of SEN education attached to a residential college (per young person, per week)	Average cost of local SEN provision (per young person, per week)	Saving generated by facilitating young people to attend local provision (per young person, per week)	Saving generated for 6 young people, per annum
£1,125.00	£1065.53	£59.47	£18,617.85

6.21. Through the development of this supported accommodation service, the Council may also gain rental income from the property of up to £51,400 per year. Each resident will be charged a maintenance charge, to fund the ongoing upkeep and repair of the property.

Risks and Issues

6.22. The primary risks to this project include:

- Completing the feasibility study by November 2021 to receive NHS England capital funding. This risk will be mitigated against by seeking early approval for this project at Cabinet and engaging with the procurement and major project teams early on to allow time for a multi-disciplinary design team to be commissioned and to develop a feasibility study.
- Gaining planning permission for this scheme. This risk will be mitigated against by commencing early engagement with the planning authorities as soon as possible.
- Ensuring local residents in the Woodside ward support the scheme. This will be addressed through early resident engagement. The site is not adjacent to any residential properties; therefore this is not a significant risk to the project.
- Ensuring that once operational, all voids in this service are filled in a timely manner, to minimise the financial impact that long-term voids may have on the Council.

7. Contribution to strategic outcomes

7.1. The 57 White Hart Lane supported living scheme will support the delivery of the Housing priority in the Borough Plan (2019-2023) 'A safe, stable and affordable home for everyone, whatever their circumstances', in particular, this project will: 'Secure the delivery of supported housing that meets the needs of disabled and vulnerable people in the borough'.

7.2. The development will also support the delivery of the People Priority in the Borough Plan, 'Strong families, strong networks and strong communities nurture all residents to live well and achieve their potential', in particular to: 'Ensure every young person, whatever their background, has a pathway to success for the future, through preparing them for adulthood'. It will also 'ensure adults with multiple and complex needs are supported to achieve improved outcomes through a coordinated partnership approach'.

7.3. The 57 White Hart Lane development will support objectives in the NHS Long Term Plan by:

- Reducing the number of adults and children with learning disabilities and/or autism in inpatient settings.
 - Ensuring that people with learning disabilities and/or autism in hospital, who could be supported in the community, are discharged into a community setting as soon as possible.
- 7.4. The development will also contribute to the aims of the North Central London Transforming Care Partnership, by supporting the:
- Development of local resources so that fewer people are placed and/or educated outside of the area where they live.
- 7.5. In addition to this, the project supports the objectives of the 'integrated care system', through the joint development of a scheme which will ensure improved health and social care outcomes for vulnerable residents.

8. Statutory Officers comments

8.1. Finance

- 8.2. The recommendation of the report is to develop 57 White Hart Lane as supported accommodation for young people with complex learning disabilities and autism. The overall cost of the development is estimated at £3.65m. A capital grant of £0.985 has been secured from NHS England. It is proposed to fund the net development cost of £2.665m from the approved General Fund Capital Programme Supported Living budget. The approved General Fund Capital Programme has the following provision for Supported Living schemes.

2021/22	2022/23	2023/24	2024/25	Total
£2.5m	£2.5m	£1.0m	£1.0m	£7.0m

- 8.3. At the point where the detailed scheme is presented to Cabinet the cost of the scheme will be more certain as will the timing of the expenditure by financial year.
- 8.4. The cost of the capital financing charge of the borrowing of £2.665m is estimated at £0.134m per annum over thirty years.
- 8.5. The estimated cost of running 57 White Hart Lane when it is completed has been calculated as £1.220m per annum (including the cost of borrowing). This has been compared to the current cost of providing services to this client group and generates savings of £0.163m. It is estimated that the facility will become operational in November 2023 and the savings identified will be factored into the next iteration of the MTFS.
- 8.6. Young people over 18 are eligible for benefits and where this is the case, they may be charged a rent and contribute to the cost of the facility through a service charge. This will be funded by their benefits (Local Housing Allowance) and will be an income to the facility. The composition of the young adults who will live at 57 White Hart Lane will change each year. This means that there will be an unknown mix between under 18's and over 18's at any given time. As this is uncertain the income from rents and the contribution to the service charge by

over 18's has not been included in the savings calculation at this time but will be nearer the time the facility becomes operational.

8.7. **Procurement**

8.8. The contents of this report are noted and supported. External placement costs for this cohort of service user are very expensive. The creation of Council owned housing provision will go some way in not only in meeting their needs for good quality accessible accommodation, but the added benefit of bringing them back into their community and family support networks. Moreover, the cost of the project over time will be mitigated by rental income.

8.9. There are no procurement ramifications at this stage. However, Commissioning, must seek procurement support to enable works to go ahead.

8.10. **Legal – Head of Legal and Governance**

8.11. Under Section 1 (*local authority's general power of competence*) of the Localism Act 2011, the Council has the power to do anything that individuals may generally do. This is a broad power that permits the Council to undertake the proposed supported living accommodation scheme. Further, the proposed scheme would enable the Council to better discharge its duties under the Care Act 2014, in particular, Section 1 (*Promoting individual well-being*), Section 5 (*Promoting diversity and quality in provision of services*), Section 6 (*how to meet needs*) and Section 18 (*duty to meet needs for care and support*).

8.12. The part funding of the scheme through the proposed capital grant agreement with NHS England is permitted under Section 256 (*Power of [the Board or a clinical commissioning group] to make payments towards expenditure on community services*) National Health Service Act 2006. This provides NHS England or a clinical commissioning group the discretion to make payments: to a local social services authority towards expenditure incurred or to be incurred by it in connection with any social services functions; or a local authority towards expenditure incurred or to be incurred by the authority in connection with the performance of any of its functions which, in the opinion of NHS England or the clinical commissioning group have an effect on the health of any individuals, have an effect on, or are affected by, any NHS functions, or are connected with any NHS functions.

8.13. **Equality**

8.14. The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

- 8.15. The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex, and sexual orientation. Marriage and civil partnership status apply to the first part of the duty.
- 8.16. The proposal is for the Council to develop supported accommodation for young people with complex learning disabilities and autism. There is currently an absence of this type of accommodation within the borough. Developing specialist accommodation to enable disabled and autistic young people to live as independently as possible in their home borough will have a positive impact on those who have disability as a positive characteristic.
- 8.17. An Equalities Impact Assessment (EqIA) has been completed for the proposed development, included as Appendix B to this report. The EqIA raises no equalities concerns, with the development overwhelmingly generating positive impacts for those with disability as a protected characteristic. The EqIA indicates that the development will have a positive impact on young people of black ethnicities (black African/black Caribbean/black British), as they are overrepresented in the population of young people requiring accommodation support who have a learning disability (45%) or are autistic (41%). Both proportions are significantly greater than the population of black, young people in the borough (22%). Positive impacts will additionally be observed for male young people, who are around twice as likely as those who are female to receive support for a learning disability or diagnosed autism spectrum disorder.

9. Use of Appendices

- 9.1. Appendix A – 57 White Hart Lane Site plan.
- 9.2. Appendix B – 57 White Hart Lane Development EqIA.

10. Local Government (Access to Information) Act 1985

None