

Housing with support strategy

Chapter 2 – People with a learning disability

What needs do people with a learning disability have in terms of accommodation?

People with a learning disability (PWLD) can experience a variety of physical disabilities and therefore may require accommodation that is suitably accessible. They also might need equipment to support their independence and an adapted or purpose built property can facilitate this. In some instances those with greater physical needs also require a higher level of care and support and in these instances having the right property with the right equipment can help reduce those costs. There are barriers to getting adaptations to accommodation including the time taken to make adaptations and the need to pay rental costs while work is carried out.

Not every PWLD has a physical disability but many will require care or support at some level. Needs range from a weekly support visit helping with budgeting to a 24 hour package of care. Some people can be supported alongside others whilst some need 1:1 staff attention or greater. Assistive technology can provide solutions for some things and can reduce the amount of staff time required but not in all cases.

PWLD are most likely to need accommodation when they reach adulthood and consider a move from the family home. There is then a need for accommodation for younger people with learning disabilities and also for the support services which will help to develop independent living skills. Some PWLD need ongoing high levels of care and support with additional specialised services.

There are a number of PWLD in North Somerset who are adults who have been living in shared supported living arrangements which are becoming less suitable as their needs change and less sustainable as the numbers in the properties reduce. In some instances this requires a move to new more suitable accommodation. The likelihood of filling voids in properties for older adults is slim as this group tends to be more settled and those who are seeking a move might not wish to share.

PWLD also need access to social opportunities and meaningful employment, these life opportunities can ensure wellbeing and offer alternatives to statutory support as a network of support can develop around an individual. Accommodation therefore needs to be in a locality whereby residents can access local facilities and opportunities and support needs to be available to facilitate the taking up of these.

Living independently in the community can present some risks whatever your needs.

For PWLD the need for security at home and safety when going about your life is a priority for individuals and their carers'. Anyone can be vulnerable to crime and PWLD need to feel they have support available to avoid financial, physical or mental abuse and that there will be appropriate support if they are targeted. Families in particular need reassurance that accommodation does not place people at risk and that support levels are appropriate to keep people safe.

Some PWLD will live with carers for longer than others. In these instances mutually acceptable respite alternatives will be needed to help carers maintain their role for as long as both parties wish. Respite arrangements can also offer the opportunity to develop new skills which might be needed when the individual does move on.

If an older person moves into specialised accommodation with their son or daughter with a learning disability this can sometimes provide an ongoing supportive environment after the parent dies. There can be difficulties however if there are age restrictions on the accommodation and even if these are waived the person can be isolated as the only younger person living there but it is an option that has proved successful in some cases.

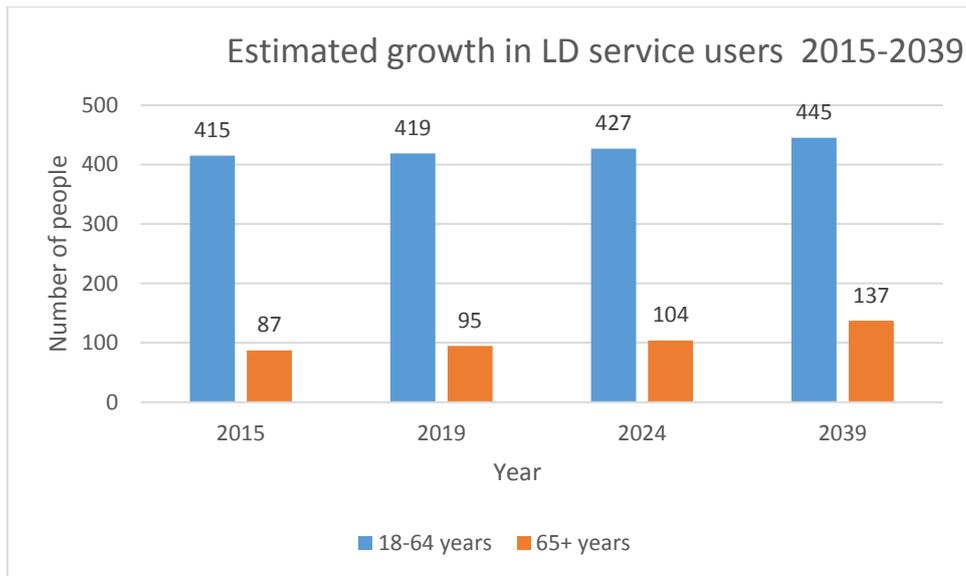
How much housing with support is needed for people with a learning disability?

Predicting demand for accommodation for people with a learning disability is slightly easier than for older people as the population is more static. A learning disability is a permanent condition so once a diagnosis has been made an individual will appear on health or social care records. Whilst their needs might change over time in the same way as anyone else the fact that they have needs is known and can therefore be planned for. The size of increase in this population is not great but since these are people who will require services for the whole of their life it is significant in terms of demand for services.

Summary of demand:

- In 2015 there were 848 PWLD in NS by 2039 this figure will be 875 (figures taken from POPPI and PANSI)

Figure 3



- Figure 3 illustrates that there will be a gradual increase in the number of people with a learning disability who will need services over the next twenty years.
- In 2039 an additional 45 people with LD aged 18-64 will need services this is an average of 2 people each year.
- In 2039 137 people with LD aged over 65 will need a new service or change to an existing service. This is 50 more than 2015. It should be noted that these people are already in receipt of services but that their needs are likely to change as they get older with issues around memory and physical impairment increasing just as in the general population.
- Figures for provision of services last year showed 57 new referrals to adult care and 34 of them (60%) were people under 25. This is a fairly clear indication that the principle demand for new services amongst the LD population comes from people reaching adulthood.
- There are 38 people on the NSC LD accommodation database who want to live in supported living and might need accommodation in the year (2017) and 17 that might need accommodation from 2018. 11 of these people are over 25 and 27 of them are under 25.
- There are 157 supported living places in NS currently and amongst these are approximately 15 voids. Since the voids are in shared properties they are not always able to be filled depending on whether the needs of the people living there are compatible with those looking for accommodation.
- There are 9 people who are currently a high priority for a change in accommodation either due risk of placement breakdown or high cost of current provision and there are 12 people who are medium priority due to strain in their current situation.

There are clearly insufficient supported living places to meet the current demand and it is apparent that the most pressing need we currently face is predominantly from younger people who will be leaving the parental home.

How is accommodation with support funded?

Development costs:

Previous supported living arrangements have been funded by a combination of LA and provider investment with providers prepared to invest in a business model based on returns from higher levels of housing benefit. Changes to benefits legislation has had an impact on the model rendering it significantly less attractive to social landlords. As a result there are a reduced number of development opportunities and significantly less supported living accommodation leading to an increase in residential placements for this group. Whilst the precise future of housing benefit is still uncertain recent months (Jan 2017) have seen a slight increase in the appetite of specialised housing providers to invest in more supported living, sometimes in partnership with social investment firms.

Social investment companies are offering a new model of rented accommodation where they will build a scheme and lease it long term to a housing provider getting a long term marginal return on their investment. They have built some partnerships with national housing providers who are prepared to act as landlord and maintain the accommodation.

Another potential model would be for NSC to undertake the funding and development role by borrowing the capital needed to deliver a mixture of housing at a set rate from either a commercial bank or a social investment company. This would require the appointment of consultants and contractors and further resources may be required to carry out existing duties and additional roles associated with development, procurement and delivery. Working with a selected partner could share the resources and risk elements. Whilst this model has been considered in North Somerset no policy decision has been made regarding its deployment, an assessment of potential delivery models will be undertaken to inform future plans.

Accommodation costs:

Accommodation costs for this group are largely met by housing benefit and will continue to be met by the benefit system even if though it is undergoing significant change.

There is another model for this provision in which the resident can purchase their own home. The Government HOLD (*Home ownership for people with long term disabilities*) scheme provides a grant to support people to become homeowners. It does require a deposit of £16,000 however which excludes some people. Whilst the individual can pursue this option independently the council has a vested interest in being involved in the planning as they can otherwise be asked to pick up a care package that could have been more economic if there was an element of shared care. Council involvement in the planning of such arrangements might allow for the development of multi-unit schemes which would make care more economic. The provision of mixed tenure schemes can allow families who want the security of owning the property to access a model where shared care can be an option.

Care and support costs

The most crucial element of successful supported living for PWLD is the support package. This can also be the most costly. Care and support providers charge an

hourly rate and many individuals will need a 24 hour provision. However if you examine the needs over a 24 hour period few people need constant supervision and in fact the constant presence of staff can be an intrusion. In residential care support is shared across residents which reduces the individual attention a person gets but in doing so can also give more freedom from constant oversight.

Core and cluster schemes offer the optimum combination of freedom and support by sharing some hours across residents in their own accommodation. For example a scheme of 8 flats with a mix of residents with varying need levels offers an opportunity where night time staffing can be shared across the scheme and at certain periods of the day care can be shared across more than one tenant. 1 to 1 support can be provided during the day or at specific times as required. This option ensures a balance of costs and needs which allows a viable proposal for the provider, an economy of scale for the commissioner and a personalised approach for the tenant.

“Clusters of flats in close proximity, within a block of flats (whether dedicated to people with disabilities or shared with others), could ... be more affordable. Where sleep-in support can be shared effectively (perhaps with the added support of assistive technology), this can further enhance the viability of these types of housing solutions.”¹

In order to develop a successful supported living scheme the building has to have enough units to make the care contract work for care providers but not so many as to be institutional. There has to be sufficient hours where care is needed to ensure viability for a care provider including allowing the option for a resident to choose a different external provider. For the council it is preferable that the cost of individual care packages should be less than or equal to the cost of alternatives such as residential care but this may hinge on how many residents use one care provider. Health funding is sometimes involved as care packages may include provision for health needs.

Nationally 10% of gross current expenditure on long term care support settings is spent on supported living with £5.16 billion being spent on LD services last year.² Locally LD placements in care homes are showing a slight increase (North Somerset Council Care Homes Placements Report 2015-16) this year (2016-17), this could be due to the reduction in development of new schemes but there is not yet sufficient data to indicate a significant trend.

Evidence of good practice in housing with support for people with a learning disability:

Building the right home³, guidance issued as part of the Transforming Care Programme includes several examples of successful supported living projects:

¹ Illustrative Cost Models in Learning Disabilities Social Care Provision commissioned by DOH May 2011

² NHS Digital, Personal social services: expenditure and unit costs 2016

³ Building the right home, Guidance for commissioners of health and care services for children, young people and adults with learning disabilities and/or autism who display behaviour that challenges NHS England, the LGA and ADASS December 2016

Willow House in Bath is a bespoke new-build scheme for young people with autism consisting five individual one-bedroom flats, a communal lounge, and support accommodation.

Princes Crescent was created by redeveloping supported housing and now offers 6 individual flats and a communal area to people with a learning disability in Brighton.

Hucclecote Road is a scheme of 8 1 bedroom flats built on the site of a disused care home in Gloucestershire.

Walsall have developed a modified key-ring system to provide an enhanced level of support to people with a learning disability moving out of residential care.

The Learning Disabilities, Good Practice Project⁴, cited several examples of good practice. Those that relate to supported living are:

Supported Living for People with Complex Needs in Hackney, London which illustrates how an extremely personalised support package can be a good alternative to a more restrictive placement for people with complex needs. The person in this example had been living in different residential settings, none of which worked well for her, and which had always broken down after a period of time. She now lives in a property that she partly owns under shared ownership with a local Housing Association.

Transition Support for Young People with Complex Needs in Oxfordshire, which offers a less restrictive and more personalised approach to young people with complex needs who might usually be referred to adult assessment and treatment units upon reaching adulthood. The project combines a full time education and care and support package. The service draws various funding streams together with the intention of providing a community-based supported living option for small groups of young people, blended with community based education.

Assistive technology plays a part in supporting independence for people with a learning disability because it can reduce some of the risks associated with accommodation and reduce the amount of supervision therefore required. For instance door sensors that alert staff to a person's movements can reduce the need for constant supervision, cut offs for electrical equipment and medication prompts can all assist in making reductions to a care package. The reduction of care is not intended to reduce the quality of life for the individual but enhance it as it enables the person to have time alone and in control of their own home whilst maintaining safety. Other options to enhance independence vary from environmental controls such as the means to open and close doors and curtains independently to enhanced communication through technology such as simplified mobile phones or voice activated computer software.

North Somerset was successful in a bid to the Housing and Technology fund in 2016 and is using the funding to enhance independence for people with a learning disability across the county in a number of ways. If the project is successful in demonstrating savings assistive technology will increasingly form part of care packages in the future.

⁴ Learning Disabilities Good Practice Project (completed under an action from Transforming Care: A national response to Winterbourne View Hospital Report) 2013

Housing with support strategic ambitions for people with a learning disability

This chapter has considered how housing with support can be beneficial for people with a learning disability, how much is required in North Somerset and what is needed to make it come about. It has also looked at what constitutes the best models of housing with support for people with a learning disability. The following table summarises the key issues and the strategic ambitions to resolve them.

	Issue	Evidence	Ambition for future	Strategy
1	Core and cluster is a more economic and popular model of supported living as it enables some economy of care whilst still allowing individual choice. In North Somerset there are few schemes of this type.	There are 52 supported living schemes in North Somerset of which 3 offer individual flats with some element of shared care.	To have sufficient core and cluster schemes to meet demand.	Develop a strategic partnership with housing and care providers interested in developing supported living. Aim to deliver 20 units in the south and 20 in the north of the county in the next 5 years and 8 every 2 years thereafter.
2	Systems for predicting demand for supported living have been limited and providers have not had a clear understanding of NSC commissioning intentions.	Demand for suitable accommodation for PWLD averages 11 places per year. These will not all require supported living. The demand forecast tool for this group shows 6 names for 2016, 11 for 2017 and 17 names for 2018.	In future there will be a rolling programme of development with trusted partners to ensure provision meets demand going forward.	Refine systems to monitor and predict demand for places to inform strategic planning and ensure that commissioning intentions are shared with the market.
3	A small number of placements are required for individuals with very complex or specific needs. It can be difficult to identify	At least 4 individuals with complex needs currently requiring accommodation.	Complex needs will be known and considered in future developments to ensure that there are	Ensure strategic partnership includes planning for complex individuals, whether in

	properties or sites for this group. Alternatives can be the most costly, e.g. out of county residential or hospital placement.		placements available when required.	specialised schemes or as part of larger schemes. Develop 2 schemes of 4 units over next 5 years.
4	Using the HOLD scheme to purchase a property for a person with a learning disability can result in a costly individual care package but there are no options to purchase a unit in any existing North Somerset schemes.	Single person placements have proved costly and there have been instances where the care has broken down due to capacity issues and because staff face more pressure than where there are more people to support. Families have indicated that purchase is an option that some feel more comfortable with.	Future schemes will include some properties on leasehold to offer a variety of tenures for people with LD.	Discuss mixed tenure model with providers and with potential residents at an early stage so that a match can be made between demand and supply.
5	In some instances assistive technology can replace or augment care packages reducing the 1:1 support an individual needs and making their care more economical.	For instance sensors and alerts can reduce a need for waking night staff to a need for sleeping night staff.	Increase the use of assistive technology to monitor risk and increase independence amongst people with a learning disability.	Create a dedicated post in social care to support and promote the use of assistive technology to ensure that it becomes a part of most care packages as well as being more readily available to the general public.
6	Changes to housing benefit have caused uncertainty in the market and housing providers are less confident about developing supported living as a result.	No current schemes in development despite demand. Recent proposed scheme not taken forward.	Providers are confident that by working in partnership with the council they can develop models of supported living that meet need and are sustainable.	Consider alternative models and funding streams to ensure long term viability. For example ownership options such as HOLD scheme. Ensure as wide market engagement as possible.

7	Some existing shared supporting living arrangements have become uneconomic where people have left and voids cannot be filled.	In April 2017 there were 17 voids in supported living properties in North Somerset.	Voids in supported living properties will be an occasional brief occurrence as supported living offers a long term solution for those using it.	Avoid shared model where possible for future developments. Review current provision and consider recommissioning any reduced units including this demand in new development.
8	Where individuals have found their own supported living solutions the cost of their care package is not always sustainable.	A 24 hour care package for 1 individual costs in the region of £2400 per week. Care packages where there is some element of shared care (e.g. night time) can cost significantly less. E.g £1545 per week gives an annual difference of £41,704 and means that a shared arrangement for 3 people would cost approximately the same as 2 individual arrangements.	In future NSC will work with individuals and families who are considering supported living to consider all the alternatives and to develop options that are personalised and sustainable.	Work in partnership with individuals and families to develop schemes that will meet need. Ensure any such proposals are assessed for viability at an early stage. It is not proposed to develop more shared houses (see point 4) but schemes where individual flats are in close proximity can allow for shared care costs.
9	People with LD and their families do not always know what there is to support them at home or what alternatives are available when the time comes to leave home.	TBC	In future information about housing options and assistive technology will be readily available to everyone and they will know what is suitable and available in North Somerset through easily accessible information channels.	Develop promotion plan to ensure information is available in a number of formats and through various means and reaches all the target audiences.

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