



London Borough of Hammersmith & Fulham

CABINET

22 JULY 2013

LEARNING DISABILITY ACCOMMODATION AND SUPPORT- FUTURE PLANS

Report of the Cabinet Member for Community Care : Councillor Marcus Ginn

Open Report

Classification: For Decision

Key Decision: Yes

Wards Affected: All

Accountable Executive Director: Stella Baillie – Director of Provider Services and Mental Health Partnerships

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1. EXECUTIVE SUMMARY

- 1.1 The attached accommodation and support strategy has been developed to improve the quality, quantity and choice of housing with support services for people with learning disabilities in the borough.
- 1.2 Through both the review of existing in borough provision and the delivery of new housing and support developments, the Council aims to maximise independence, reduce health and social care costs, and the reliance on out of borough residential care .
- 1.3 Needs analysis has demonstrated that there are increasing needs and numbers of people with learning disability in the borough. To provide the additional capacity needed to meet housing need, modernise services and reduce Adult Social Care revenue expenditure the Council will need both to deliver new units of Supported and Extra Care Housing and to replace existing provision which does not meet the current and future needs of its residents. This is in line with the Council's Corporate Asset Management Plan which aims to re-invest from unsuitable premises into new fit for purpose facilities.
- 1.4 A crucial part of this modernisation programme is the Council's directly provided services for people with learning disabilities, residential care, and community

support and respite provision. A review of that housing provision is needed , along with other in borough accommodation, to ensure they are fit for purpose in terms of meeting the longer term needs of their residents and the future needs of the learning disability population.

2. RECOMMENDATIONS

- 2.1. That the principles of the strategy (Appendix A) which outlines the vision for improving the quantity and quality of housing and support services for people with learning disabilities in the borough, be agreed.
- 2.2. That further public consultation takes place on the proposed vision for accommodation and support as outlined within the Strategy.
- 2.3. That officers investigate options for future housing developments in the borough for people with learning disabilities, as the broad modernisation programme needed to deliver accessible quality housing support services will involve both the remodelling of existing provision which is not fit for purpose and the development of new supported housing to replace costly residential care services.
- 2.4. That approval be given to review the existing borough accommodation and support provision for people with learning disabilities, including in house services, against agreed housing criteria and standards; and that any proposed changes as a result of this review will be the subject of a future detailed report which will outline the benefits for current and future residents.

3. REASONS FOR DECISION

- 3.1. There are currently 460 adults with a learning disability who are known to the Council in terms of receiving services. This number is predicted to rise due to increasing numbers of young people with a physical and learning disability living into adulthood, and an ageing population of service users with a learning disability combined with ageing carers. This increase in both levels of need and numbers of people will raise the demand and need for accessible accommodation locally.
- 3.2. The current predicted increase in the number of people in London aged 18 to 64 with a moderate to severe learning disability who are known to Local Authorities and therefore likely to be eligible for adult social care; is expected to increase by 11% by 2020¹. On this basis the number of adults with learning disabilities requiring services from the Council would increase by approximately 50 people to 510. (from a base of 460 people)

¹ Data source: PANSI website (Projecting Adult Needs and Service Information) using LD moderate/severe population projections aged 18 to 64.

- 3.3. A detailed local needs analysis has been undertaken looking at the numbers and needs of young people in transition from Children's to Adult Services and the demands of a growing ageing population. A review of local accommodation and support has identified how well existing services are meeting current needs and whether they will meet future demands.
- 3.4 A minimum of 24 additional units of specialised housing with support will be needed over the next two to three years to prevent young people with complex needs being placed in costly residential care out of borough, to appropriately return people to in borough services and provide accessible housing to an ageing population.
- 3.5. The Council are currently looking at potential sites for the above new Learning Disability Housing Development.
- 3.6 Some of the existing services will need to be remodelled in addition to new developments that are needed in order to meet the demand for specialist provision and provide a more diverse range of local housing options
- 3.7 There is a lack of suitable accessible accommodation in the borough for people with challenging behaviours, autism and with physical needs. This has led to a high number of people with complex needs currently placed out of the borough in high costing residential care and a lack of local suitable alternatives. This is of particular concern in light of the safeguarding issues raised by the investigation into the events at *Winterbourne View Hospital* and subsequent report which places the requirement on local authorities and health partners to develop local housing plans that meet the needs of people with challenging needs so that vulnerable people no longer live inappropriately in specialist NHS or independent sector hospitals.
- 3.8 A review of existing housing provision in the borough is needed to assess whether it is fit for purpose in terms of meeting accessible housing design and space standards and ensure that there is a plan in place to either refurbish or re invest in new developments to ensure that the Council has a supply of suitable long term housing provision .
- 3.9 Retaining existing services and housing offers would not deliver accommodation that enables people to have their own home with support, maximise independence and reduce spend on care services. Nationally, residential care services are being replaced with models of Supported Housing and Extra Care. A recent London market position statement from NHS London² identifies that Hammersmith and Fulham has one of the highest numbers of people in non settled residential care accommodation.
- 3.10 There is evidence to suggest that some models of housing and accommodation services are not providing best value. LBH&F has a limited range of housing

³ Market Position Statement for Learning Disability Service Requirements and Provision in London Jan2013.

models available which offer people the opportunity to live independently in their own home whilst sharing support. Evidence nationally and from other London Borough's has shown that there are significant opportunities for savings by moving from models of residential care to supported living.

- 3.11 There is a need to remodel current provision to further the personalisation agenda and the further roll out of personal budgets to facilitate greater choice and control for service users.

4. BACKGROUND

- 4.1 A needs analysis has been undertaken and a supply mapping of current local housing and accommodation. One of the key findings, which are contained in the Appendix to this report, are that there will be an estimated 86 people over the next three years requiring alternative housing and support. This is based on people coming through from children's to adult services, living with ageing carers, and needing to move from their current housing.
- 4.2 This strategy demonstrates the commitment of Adult Social Care, Housing and Health to work collaboratively to meet national policy drivers to improve the health and independence of people with learning disabilities through offering greater local choice of housing and support options as alternatives to residential care.
- 4.3 Recent Government policy documents have made it clear that personalisation and community engagement are the key building blocks of the reform agenda. The 2012/2013 Adult Social Care outcomes Framework (DOH 2011) has a set of outcomes measures that relate to the proportion of people who use services who have control over their daily life. It continues to measure the move to settled accommodation, and the numbers of people who have a tenancy and the degree to which people with learning disabilities and their families have the opportunity to make informed choices about where and with whom they live.

5. PROPOSAL AND ISSUES

- 5.1 To improve the quality and quantity of local housing with support to meet the rising demands emerging from the change in demographics, major investment will be needed for the development of alternative housing and support services which are fit for the future, accessible and cost effective. The accommodation has to be designed to meet a variety of complex needs, including those with challenging behaviour and physical disabilities.
- 5.2 Opportunities for new housing developments within the Borough will need to be explored to meet this growing need for accessible specialist housing. The model of support needs to be flexible, affordable, fit for the future and offer people, including those with the most complex needs, the opportunity to have their own

home, make use of community facilities and be connected to the world of work where this is appropriate.

- 5.3 It is proposed that a formal review and consultation process is undertaken with Council staff, residents and their families/carers on existing in borough housing and support provision .
- 5.4 In the context of the overall Housing and Support Strategy there is a need to ensure that all the current Council directly provided accommodation and support services are providing best value, and are fit for the future in terms of meeting current and future needs. The outcomes of this review will inform any future decisions regarding these services.

6. OPTIONS AND ANALYSIS

- 6.1 Retaining existing residential care services would not deliver the same value for money as provision through Extra Care and supported housing models. A key part of delivering this strategy is the re registration of existing residential care services as supported living. This is being taken forward with Yarrow Housing one of the main providers of in borough residential care.
- 6.2 This will go some way to providing a broader range of housing models but will not address the overall shortage of accommodation for people with challenging and complex needs who need accessible specialist housing with support.
- 6.3 New developments are required in the borough which could be funded through the use of capital receipts from the sale of existing Council provision which is not fit for purpose in terms of meeting future needs. This objective supports the Council's Asset Management Plan of reinvestment from property that is no longer fit for purpose. The development of new housing and support units in the borough will provide the much needed increase in wheelchair accessible units available for people with complex needs and prevent people having to be accommodated out of borough. It will also enable clients placed out of borough in high cost residential care placements to move back and provide more appropriate services for young people with complex needs who will require services from adult social care.
- 6.4 The Council owned building at Coverdale Road is a three story terraced house with a large number of narrow stairs to the bedrooms on the upper floors. The property has shared bathrooms which causes difficulty in a mixed gender household, where vulnerable residents often need private en suite facilities. The property is not suitable for people who have mobility needs or challenging behaviour including autism. A number of the current residents are ageing; and as these people's needs for physical support become more complex, Coverdale Road will not be able to meet their needs. This type of property is not dissimilar to other existing Council and Registered Social Landlord housing provision and highlights the need for a range of services to be reviewed.

- 6.5 There is a shortage of specialist accessible housing in the borough and the overall suggested strategy for the Council is to re invest capital assets into local quality housing options to address the shortfall in provision.

7. CONSULTATION

- 7.1 A review will be undertaken of in borough provision which will include consultation with service users and their families/carers. This will report into a project board comprising of senior officers and other key stakeholders to provide governance and track progress.
- 7.2 The outcome of the review will be reported to Cabinet with detailed plans regarding the future of the services. Staff and trade unions will be consulted about the proposals outlined in this report.
- 7.3. This report seeks approval to further consultation on the overall Accommodation and Support Strategy which is attached at Appendix 1.

8. EQUALITY IMPLICATIONS

- 8.1 An Equality Impact Assessment is not necessary at this point as this report seeks permission to go out to consultation on the strategy (Appendix 1), and the future delivery of services.
- 8.2. Any consultation on the future delivery of services will involve Independent advocates who will work with service users and their families/carers individually and collectively to ascertain their views which will be reflected in the outcomes of the consultation process. A consultation document will be drawn up with an easy read version which will be available for service users
- 8.3. There will be a range of ways in which people can contribute to the consultation: in writing; at public meetings; via e mail and by individual meetings where appropriate.
- 8.4 An Equalities Impact Assessment will be carried out during the consultation period and will contribute to decision making following the consultation.

9. LEGAL IMPLICATIONS

- 9.1 The Council has a duty to its vulnerable residents and to make provision for services and accommodation. The Council has discretion on how it delivers the services and accommodation required and the proposals are clearly within that discretion. Although the Council is not obliged to undertake a public consultation

on the Strategy it is sensible, reasonable and prudent to do so in order to be able to resist any legal challenges to the proposals.

- 9.2 Implications confirmed by: David Bell, Senior Lawyer, The Royal Borough of Kensington and Chelsea. Tel. 020 7361 2142

10. FINANCIAL AND RESOURCES IMPLICATIONS

- 10.1. This report seeks approval to a review of in borough services and consultation on the attached Strategy. It has no direct financial implications.
- 10.2 The average cost of residential care for adults with learning disability in London is £1,396 per week and £1,200 per week in Hammersmith & Fulham
- 10.3 Any proposed changes as a result of further review and the consultation exercise will be detailed in a future report, which will include the full financial implications.
- 10.4 Finance and resource implications confirmed by: David Hore, Finance Manager, Adult Social Care. Tel. 020 8753 4498

11. CONCLUSION

- 11.1 This report seeks approval to a review of housing and support provision in the borough for people with learning disabilities, against agreed criteria and standards. The broad modernisation programme needed to deliver accessible quality housing and support services will involve both the remodelling of existing provision which is not fit for purpose and the development of new supported housing to replace costly residential care services. Any proposed changes as a result of this review, which will include consultation with families and services users, will be the subject of future detailed reports which will outline the benefits for current and future residents.

12. COMMENTS OF THE EXECUTIVE DIRECTOR OF FINANCE AND CORPORATE GOVERNANCE

- 12.1 There are no financial implications contained within this report. The full financial implications of any changes arising from the strategy will be contained in a future cabinet report.

Sue Redmond
Tri-borough Executive Director Adult Social Care

Appendix: Learning Disability Accommodation and Support Strategy