

**HAMMERSMITH AND FULHAM  
ACCOMMODATION AND SUPPORT STRATEGY FOR PEOPLE WITH  
LEARNING DISABILITIES  
2013- 2016**

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### 1. EXECUTIVE SUMMARY

- 1.1 This strategy outlines the Council's vision and plan to improve the quality, quantity and choice of local housing and support options for people with learning disabilities in Hammersmith & Fulham. This will include provision that is funded by both health and social care.
- 1.2 Through the implementation of the strategy the Council will use assets more effectively to meet emerging demands and deliver service models that make best use of assets and revenue budgets. This is in line with the Council's Corporate Asset Management Plan which aims to re-invest from buildings that are no longer fit for purpose to create new facilities which will better meet local needs.
- 1.3 There is a need to remodel learning disability housing and support services in the borough. There is an over reliance on residential (registered) care models and insufficient supply and range of housing and support providers; and models of service; to offer real choice in meeting the needs of people with learning disabilities in the borough, particularly those with challenging needs. This has meant that many people with learning disabilities have had to be placed in out of borough high cost residential care placements. Appendix 2 contains more detail on the background to this strategy in terms of the local drivers for change and improvement.
- 1.4 A key objective is to replace out of borough high cost residential care services with local supported housing models that deliver better outcomes for people with learning disabilities in terms of promoting independence, increased choice and control, and value for money.
- 1.5 To meet the growth in need and numbers of people with learning disabilities in the borough new housing developments will be needed as well as a programme of remodelling existing accommodation services. There is a shortage of supply of high quality specialist housing provision in the borough to meet current and future complex health, social care and physical needs. Through the delivery of new and re modelled in-borough housing and support options for people, the Council aims to provide access to a range of quality local housing provision avoiding the need for out of borough expensive residential care provision.
- 1.6 A housing needs analysis has been undertaken. Further detail of this can be found in Appendix 3 of this Strategy. This has identified that over the next 3 years approximately 86 people will need to be found alternative specialist housing in the borough. This analysis is based on local demographic and needs information and includes people both inside and outside of the borough who need to be re provided into alternative housing that better meets their needs, and the increasing demand from numbers of people in transition from Children's to Adult services and people living with older carers. To meet this housing need the Council will work with existing housing providers to re provide and re model some existing provision and re invest capital from current Council housing stock that does not meet the future needs into 24 specially designed housing units for people with autism, challenging needs and physical disabilities.
- 1.7 The purpose of this local strategy is to set out what will be done in Hammersmith and Fulham to ensure that these gaps in housing and support services are addressed over the next three years. It is recognised that developing quality housing and support will require a number of different approaches and cannot solely rely upon access to scarce Council housing provision alone. It will require working with all sectors of the housing

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market including the private rented sector as well as registered social landlords to identify opportunities for investment into existing; as well as new; housing developments.

- 1.8 The strategy includes an action plan for the first year of implementation, setting out how the objectives will be achieved. This strategy will be supported by a dedicated programme to deliver the overall objectives.

## 2. SUMMARY OF KEY PRIORITIES

- 2.1 The actions to implement this strategy are detailed in the delivery plan at Appendix 1 of this document. Appendix 2 details the background to what factors have informed these priorities in terms of policy, the views of people with learning disabilities, and local challenges. Appendix 3 contains the housing needs analysis that has also informed the key actions that need to be taken.

- 2.2 The following is a summary of the key priorities that will be delivered over the next three years :

- We will meet the demand in growth in needs and numbers of people with learning disabilities requiring specialist housing and support, with new and remodelled housing developments in the borough. This will both avoid people being placed in out of borough expensive residential care placements and provide alternative provision in borough for people who are currently placed outside. This will be achieved by working with private sector landlords as well as Registered Social Landlords to identify an increased number and range of accessible local housing.
- It is acknowledged that the quality of some of the existing local housing provision is not fit for the future in terms of meeting the longer term specialist and mobility needs of an ageing local population and young people with physical and complex needs coming into adult services. In line with the Council's Corporate Asset Management Plan a review of current housing stock will be undertaken and opportunities for capital re investment will be identified from some existing Council buildings which are not providing quality housing. This will provide local additional specialist housing developments for people with complex, challenging needs.
- Further opportunities will be explored to access existing and future extra care and sheltered housing provision in the borough which would provide an appropriate model of housing and support for people with learning disabilities who themselves may be older.
- To fill the gaps in the range and type of local accommodation, particularly in the provision of 'cluster' housing provision which could provide shared and peer support. A local Shared Lives scheme could provide a flexible local short breaks alternative to residential care . This option will be explored further.
- Avenues for attracting additional capital into local housing investment programmes will be explored such as the Mayor's Specialist Housing Fund.
- The existing pathways into and through mainstream housing and support will be reviewed to ensure that people have the opportunity to access more independent supported and mainstream housing tenancies.
- Future models of accommodation will be based on promoting independence through tenancy arrangements , flexible personalised support and access to community activities and supported employment opportunities. Current local residential care

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provision will be re modelled where appropriate into housing with supported tenancies.

- People placed out of the borough will be given the opportunity to return through the provision of new and re modelled local services for people with complex and challenging needs.
- Effective, timely planning with people who are living with older carers and those who are moving from Children's and Adult Services will be delivered to ensure that future housing needs are identified and that people have access to good housing advice and information.
- The future development and implementation of this strategy will involve people with learning disabilities and their families/ carers and will be driven and monitored through the work of the Housing Sub Group reporting to the Learning Disability Partnership Board.

### **3. VISION FOR HOUSING AND SUPPORT**

3.1 The delivery of this Strategy is based on the following key outcomes:

- That people with learning disabilities experience more choice and control in the range, quality and supply of local supported housing available as an alternative to out of borough residential care
- Housing and support services will maximise the opportunities for all people with learning disabilities to live ordinary lives in the community, in their own home , including people with autism, complex and challenging needs. People will only be accommodated within NHS and independent health resources if this is deemed necessary.
- Improved pathways into and through housing will offer independent 'move on' options to people who have gained skills and confidence and increased access to supported employment and other community activities.
- People will have access to new and improved high quality housing and support services that are fit for the future, providing flexible provision that meets people's longer term access needs .

### **4. SUMMARY OF KEY ACTIONS**

4.1 The following is a summary of the key actions that will be taken in the first year of the implementation of the Strategy to deliver the above priorities and overall vision .

- We will work with Yarrow Housing one of the main in borough residential care providers to re model 7 residential care homes to supported living.
- Make decisions on the best options for expanding the use of the private rented sector through brokering longer term lease arrangements with landlords.
- Look to appropriately reinvest Council assets into new and refurbished local housing developments to meet the longer term housing needs of people with challenging behaviour, autism and physical disabilities.
- Identify possible sites, develop a design brief and business plan for the estimated 24 units of additional specialist housing required to meet increased housing needs.
- Review the process for referrals into and out of general needs supported housing

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- Develop housing models within ‘clusters’ with access to a network of shared community support with links to employment, training and community activities .
- Existing local accommodation and housing provision will be reviewed to ensure that it is fit for purpose to meet changing needs.
- The access to existing extra care housing will be reviewed with the identification of joint scheme development opportunities with older person’s services.
- Develop options for a shared lives scheme in the borough for the provision of short breaks.
- Review the current contracts for accommodation and support across the Tri borough and identify any joint synergies for development.
- Review existing contracts with providers to move towards a core and flexi model of support
- Work with existing local housing and support providers to re model and refurbish provision where possible/appropriate to better meet the specialist needs of people with high level and challenging needs .
- To identify opportunities for bids for external capital funding , to help develop new specialist supported housing projects

### 5. COSTS OF HOUSING AND SUPPORT

5.1 To deliver the above vision and priorities will require both capital and revenue funding streams. Crucial to any housing developments is the need for the Council to make the best use of its assets and ensure longer term financial viability. Adult Social Care currently funds a number of people in residential care and supported living placements . More detail on the numbers of people living in different models of housing can be found in Appendix 3 which details housing supply.

5.2 Currently there are:

- **186** people living in registered care; **146** (78%) of these placements are funded by the Local Authority; **40** (22%) funded by NHS
- Of the 186 placements, **119** (64%) the greater number fall out of borough (with 95% of the 40 NHS funded placements falling out of borough).

Of the 170 residential care placements, about 70 are outside of Greater London (ie outside of the M25); 30 of which are beyond the Home Counties area (eg Wales, Lincolnshire, Darlington

Table 5: Number and Proportion of In/Out borough placements against funding source

Funding	Number			%	
	Out Borough	In Borough	Total	Out Borough	In Borough
LA	81	65	146	55%	45%
PCT	38	2	40	95%	5%
Grand Total	119	67	186	64%	36%

5.3 Within recent years fewer residential care placements are being made but they are increasingly for people with challenging needs at an increasing cost. Whilst the average cost of residential care is about £1,200 per week the average cost of a placement for person with complex needs in out of borough residential placements is in the region of £1,752 per week.

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- 5.4 Calculating the costs associated with supported living schemes in comparison to residential care is not straightforward. Costs vary greatly depending on the needs of the person and the package of care required to meet those needs. Generally, the supported living package is cheaper as the rental stream is paid for by the person themselves, often through housing benefit, whereas in residential care the Council is paying the housing as well as the support and care costs.
- 5.5 Westminster and RBKC have successfully developed local supported living arrangements for people with complex needs. Drawing on comparisons with their costs and design requirements we can make some assumptions on the costs of residential care compared with models of supported living which identifies that the average cost of supported housing can be 10% lower than residential care.
- 5.6 The capital costs of developing new extra care/supported living schemes are enormously varied and will be influenced by land costs, site constraints and particular design features. The basic capital finance for most Extra Care Housing schemes, at least where there is a large social rental element, are in the main Social Housing Grant, Department of Health Grant (to Social Services Authorities), private finance in the form of a mortgage (or similar loan mechanism) and contribution of land and/or buildings from one of the partners involved in the development.

## **6. FRAMEWORK FOR DEVELOPMENT AND IMPLEMENTATION**

It is important to note that this is an initial draft Strategy which will be subject to further development work and consultation with people with learning disabilities and their carers through the Housing Sub Group which reports to the Learning Disability Partnership Board.

The overarching principles and priorities within the Strategy and Implementation plan will be subject to review following the consultation before its final sign off and implementation.

It is important that carers and people with learning disabilities are involved in the implementation of the Strategy as well as its development. In this respect the ongoing review and monitoring of its delivery will be through the Project Implementation Board, and the Learning Disability Housing Sub Group.

## 7. APPENDIX 1. DELIVERING HOUSING OPTIONS

The following Implementation Plan sets out the actions that will be taken to deliver the outcomes of this Strategy in 2013 to 2014. It is acknowledged that this Plan can only be implemented on the basis of good partnership working with service users and carers and joint commitment and co-operation between council departments and other external housing and support agencies.

### Outcome 1 - Greater Choice and Control:

*People with learning disabilities experience more choice and control in the range, quality and supply of local supported housing available as an alternative to out of borough residential care*

Aim	How	Target	By whom	By when
There is increased choice and range of local supported housing available as an alternative to out of borough residential care	To work with Yarrow Housing and other local residential care providers to re model services where appropriate as supported living. This will enable people to live more independently in their own homes through tenancy with support arrangements.	Re model 7 residential care homes to supported living	Francesca Gasparro-ASC Commissioning /LD Community team	April 2014.
	To consider developing a wider range of supported housing models including 'housing networks' or 'clusters' where people have access to their own accommodation within a wider network of community support	Explore viability and options for housing network developments	Francesca Gasparro-ASC Commissioning /LD Community team	Nov 2013
That people have more choice and control over their housing options and the support that they receive.	Models of supported housing will be delivered through the use of personal budgets to enable choice of support from a range of providers. Flexible individual hours of support will enable people to have more choice in the type	Review existing contracts with providers to move towards a core and flexi model of	Francesca Gasparro-ASC Commissioning	Dec.2013

	of support and who provides it.	support.		
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## Outcome 2 – Access to your own home

***Housing and support services will maximise the opportunities for all people with learning disabilities to live ordinary lives in the community, in their own home, including people with autism and complex and challenging needs. People will only be accommodated within NHS and independent health resources if this deemed necessary.***

Aim	How	Targets	By whom	By when
To increase the volume and quality of specialist housing and support provision available in the borough to provide for the increasing numbers and needs of people with learning disabilities, autism and challenging needs.	To work with existing local housing and support providers to re model provision where appropriate to better meet the specialist needs of people with challenging needs and autism.	To review current local residential care and supported housing provision and provide recommendations for any re model or re commissioning arrangements.	Francesca Gasparro-ASC Commissioning /Christine Baker- Provider Services	April 2014.
	To review all people living in NHS and independent health resources and if appropriate, offer alternative supported accommodation in the borough	Identify possible sites, design brief, and business plan for 24 units of additional specialist housing.	Learning Disability Community Team	
	To identify Council property assets for re investment opportunities to either refurbish or build new properties that would better meet the needs of people who require specialist housing		Pauline Mason- Service Development/Planning Dept	October 2013.



### Outcome 3 - Promoting independence

***Improved pathways into and through housing will offer independent 'move on' options to people who have gained skills and confidence and increased access to supported employment and other community activities.***

Aim	How	Targets	By whom	By when
Continue to review and strengthen systems to ensure people have access to information and support on available housing options	<p>To review the pathway's into general needs housing provision to ensure that the PATHS post is working effectively and that people are provided with timely effective information and advice about the range of housing options available.</p> <p>To ensure that people have access to mainstream housing by the effective identification of those who wish to move on from home or are ready for a more independent model of support</p>	Review the process for referrals into and out of general needs supported housing	Lucy Baker PATHS/Julia Copeland - ASC Commissioning	Feb 2014.
New housing options promote community links and social inclusion	That any new housing is developed within models of community hubs or clusters with support and links to employment, training and community activities.	Specification and design brief agreed.	Pauline Baker/Hannah Carmichael	Dec 2013.

## Outcome 4 –Housing that is fit for the future

*People will have access to improved high quality housing and support services that are fit for the future, providing flexible provision that meets people’s longer term access needs .*

Aim	How	Targets	By whom	By when
<p>Identify development opportunities to increase the availability and quality of current housing stock to meet the changing needs and specialist requirements of the local learning disability population.</p>	<p>To consider joint commissioning opportunities across the Tri Borough to achieve the economies of scale and level of investment needed to develop the new housing provision required.</p>	<p>To review the current contracts for accommodation and support across the Tri borough and identify any joint synergies</p>	<p>Mary Dalton – Senior Commissioner Complex needs</p>	<p>November 2013.</p>
	<p>Joint working between housing, adult social care and other local authority departments and agencies, to deliver the strategy.</p>	<p>To review current in borough housing provision.</p>	<p>Christine Baker Operational Manager Provider services /ASC Commissioning</p>	<p>June 2014</p>
	<p>The existing accommodation and housing provision will be reviewed to ensure that it is fit for purpose to meet changing needs. Where accommodation is deemed not fit for purpose, to consult with service users and their carers to consider alternative accommodation.</p>	<p>Re visit bid to the Mayor’s Specialist Housing Fund</p>	<p>Housing Options</p>	<p>April 2014.</p>
	<p>To identify opportunities for bids for external capital funding , to develop new specialist supported housing projects</p>	<p>To consider options of using independent sector housing brokers to put in place lease arrangements with</p>	<p>Fran Pitcher ASC Commissioning</p>	<p>December 2013.</p>
	<p>To investigate the opportunities for using the private rented housing market to increase access to available</p>			

	housing in the borough.	private sector rented landlords.		
To meet the growing housing demand of an ageing local population of people with learning disabilities	To work with older person's services and housing partners to identify both access to existing; and development of; joint enhanced Extra Care Supported Housing schemes to meet the needs of older LD population who may have additional dementia/physical disabilities.	Identify new joint scheme development opportunities.	Hannah Carmichael/Mary Dalton /Adult Commissioning	November 2013.
	To ensure that the use of assisted technology is fully utilised within existing and new developments so that people's independence is maximised	Review the access to and referrals into existing extra care housing	Francesca Gasparro Adult Commissioning	April 2014.
	Ensuring that families are involved in planning for the future and that agreed plans are in place for people when families are no longer able to care	Incorporate into review of local housing	LD Community Team /PATHS	
		Incorporate into review of housing pathways		

## 8. APPENDIX 2 – BACKGROUND TO THE STRATEGY

### 1. NATIONAL PICTURE

1.1 The Care and Support White Paper, published in July 2012, emphasises the importance of prevention and encourages Adult Social Care and Housing departments to work together to effectively meet the housing and care needs of disabled people. The White Paper acknowledges that existing supply of accessible specialist housing is limited and that investment in new housing options is required to meet rising demands.

1.2 The key findings from a recent report published by national Mencap – *'Housing for people with a learning disability'*<sup>1</sup> found that :

- The demand for services is set to rise steeply. In 2011, there was a 3% increase in the number of people with a learning disability known to local authorities who needed housing with support. A further 5.7% increase is expected over the next two years.
- Nearly 20% of people with a learning disability known to local authorities live in accommodation that needs improvement.
- Most people with a learning disability who live with family and friends want greater independence, with around 70% wanting to change their current housing arrangements to achieve this.

The report also found that there were a growing number of national barriers that had to be overcome in order for people to access their own housing with support arrangements.

**Resources:** With growing demands on housing and support services, alongside reductions in local budgets, local authorities are finding it increasingly difficult to house people with a learning disability and support them to live independently.

**Planning:** A lack of support for planning for the future by individuals and families resulting in high-cost emergency housing solutions.

**Complex needs:** An overall lack of available appropriate local services and resources to people with high level needs.

**Lack of housing:** 61% of local authorities reported that they felt that local housing arrangements were not meeting the needs of people with a learning disability. This has led to long waiting lists, large numbers of people living far away from family and friends, and a high number of people living in arrangements that do not promote independent living

**Welfare Reform Act 2012,** will change the way many housing options are funded and the ability of local authorities to support independent living for people with a learning disability: Changes in the Act are likely to reduce the availability of benefits for those with low and moderate needs.

The new size criteria in social housing may force people to move or take a benefit cut if they have a spare room which could be used for their informal care and support arrangements. The tightening of Local Housing Allowance will make it harder for people

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<sup>1</sup> Housing for people with a learning disability – Mencap 2013.

with a learning disability to access housing that adequately meets their needs and will reduce choice and control for individuals.

Within the above context modernising local and support housing services is a challenging agenda which will require working in partnership with a range of housing partners across the tri borough to look at shared needs and possible joint commissioning opportunities to ensure that services meet the holistic needs of the population.

## 2. LOCAL DRIVERS FOR CHANGE AND IMPROVEMENT

- 2.1 Increasing numbers of young people with a physical and learning disability are living into adulthood, and an aging population of service users with a learning disability combined with aging carers increase the need for accessible accommodation locally.
- 2.2 There is not sufficient provision for people with challenging behaviours, autism and people with physical needs in borough to meet the increasing need and numbers of younger people with very challenging behavior and increased need for specialist Autism provision.
- 2.3. This has led to a comparatively high number of people currently placed out of the borough in residential care and a lack of choice of suitable local alternatives. This is particularly true of people with complex needs who tend to be placed out of the borough. A good deal of the current housing stock is not fully accessible and not fit for purpose in the long term.
- 2.4 There needs to a broader range of supported housing options offering more choice of local provision and models of support.
- 2.5 The increase in demand for housing and support is at a time when local authorities need to use their resources efficiently with reduced expenditure. Alongside this, service standards are evolving rendering some buildings and services unfit for future demands. The Council aims to continue to deliver high quality services and will continue to review existing buildings and services to identify key areas for improvement.
- 2.6 Changes in the way day services are provided in the future will have an impact on residential care and supported housing providers with the need to deliver tailored made packages of support to enable access to community activities and deliver holistic packages of support.
- 2.7 The move to personal budgets will mean that residential care providers will need to re model the support delivered to enable a choice of support provider and housing options. Commissioner's and providers need to look at way services are currently costed and contracted to ensure that future models of provision are in line with the personalisation agenda and the further roll out of personal budgets.
- 2.8 Models of housing support need increasingly to be able to offer individual tailored support, but also be sustainable in the longer term by offering value for money through shared support and economies of scale .This challenge to providers and commissioners' will lead to some models of provision needing to re model to offer own individualized space , but within shared staffing and communal space.
- 2.9 A need to invest in Assisted Technology to enable people to live in their own homes as independently as possible, without an over reliance on support staff.
- 2.10 Greater choice of 'move on' housing options for people, to enable more people placed in residential care to be supported in less expensive more independent options.

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- 2.11. In the light of the safeguarding issues raised in the serious case review into *Winterbourne view*, there is a need to look at commissioning more local solutions for people placed in out of borough independent sector hospital provision.
- 2.12 With the benefit changes, move to universal credit and changes in Housing Benefit there is the need to ensure that housing models are sustainable in terms of rental and benefit income and that they include opportunities for employment.
- 2.13 The development of new housing options will need to be in partnership with Health, Housing, Employment and Training and across the tri borough commissioning arrangements.
- 2.14 There is evidence to suggest that some existing models of housing and accommodation services are not providing best value, due to either the model of care or the comparative market cost.
- 2.15 The mapping of housing supply shows that LBH&F has a limited range of housing models available which offer people the opportunity to live independently in their own home whilst sharing support within a 'hub' or 'cluster' model.

### 3. HOUSING AND SUPPORT FOR PEOPLE WITH CHALLENGING NEEDS

- 3.1 In December 2012 the government published its final report into the events at Winterbourne View Hospital and set out a programme of action to transform services so that vulnerable people no longer live inappropriately in specialist NHS or independent sector hospitals and are cared for in line with best practice.
- 3.2 One of the key findings was that many people who were in hospital didn't need to be there, in terms of receiving assessment and treatment and many stayed for far too long beyond their assessed need. The report also exposes that the main reason given for referrals to hospitals was 'management of a crisis', which suggests an intrinsic lack of planning for crises or local responsive services for people with this type of support need.
- 3.3 The report and associate concordat has placed a number of key actions and deadlines on Local Authorities and Health partners. The key deliverable is the target date of the 1st June 2014 for people currently in specialist hospital provision to be repatriated into alternative local housing and support if following review the person has been assessed as no longer needing this provision.
- 3.4 The expectation is that each area will put in place a locally agreed joint plan for high quality care and support services for people of all ages with challenging behaviour.
- 3.5 In implementing these new local plans the concordat states that "*...the strong presumption will be in favour of supporting this with pooled budget arrangements with local commissioners offering justification where this is not done.*"
- 3.6 This joint strategy and appended implementation plan addresses this need by identifying the specialist housing developments required over the next three years to meet the needs of people with complex and challenging needs who are in out of borough residential placements and independent hospital provision who would benefit from moving back locally.
- 3.7 **Model of support**

New local housing developments for people with challenging needs will be based on national models of good practice in terms of providing high quality self contained housing provision within a cluster arrangement, which would provide on site 24 hr support, sharing a staff support team, sleeping in, and waking night staff if required providing a safe independent living environment. Any new housing and support schemes would be provided on the basis of a “core” and “flexi” contracted service which would provide the varied amount of staffing hours needed to meet a range of individual needs . A core level of accommodation based staffing would be provided with the ability to purchase additional hours of support thereby individualising and personalising support packages.

#### **4. WHAT ARE PEOPLE SAYING ABOUT THEIR HOUSING AND SUPPORT**

4.1 The development of this Strategy has taken into account what people with learning disabilities have said about their current housing and support through representative housing sub groups and meetings . The following is some of the feedback people have given when consulted about their housing needs and current situation. The actions needed to address the issues that have been raised below are included in the Improvement Plan as part of this Strategy. There will be further wider consultation with families and people with learning disabilities on the development of this draft strategy before it is agreed. It is also important that carers and people with learning disabilities are involved in monitoring its implementation. The framework for further development and monitoring is included in the section below and the actions in the Implementation Plan.

- *Sometimes I get lonely*

Some people who live on their own feel isolated and the quality of their lives and ability to maintain their own home and independence could benefit from more peer and shared support within a close housing network. This model of locality based housing would allow the person to live independently but in close proximity to others, with the option of support.

- *The Council can do more to help people be independent*

It is important to make sure that there is a range of housing options available in the borough, to ensure that housing and support is provided to enable people to move on to different models of support as they become more independent or require more support due to changing needs.

- *I worry about getting older and not having the right place to live*

Having good planning structures in place to work with people and their families for when people become older is clearly important to ensure that the right housing and support is available

- *Why aren't there many places for people who need wheelchairs*

It is acknowledged within this Strategy that more housing and accommodation for people with learning disabilities who also have mobility needs should be developed locally and this is included in the Implementation plan.

- *I cannot get information about housing*

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Providing information and advice about Housing is part of the work of the Housing Advice Worker who is part of the PATH's (Prevention and Advice to Homeless Single Person's ) service based in Housing. This service is being reviewed over the coming year to ensure that it is providing timely, effective, advice to people who need it .

- *I worry about being safe*

Unfortunately people with learning disabilities can be victims of hate crime and are often vulnerable and open to exploitation from other people in the community.

It is acknowledged that this feedback is from a representative number of people and that a wider Housing Survey for residents and families of people with learning disabilities would need to be undertaken to get a wider range of views and needs



## 9. APPENDIX 3 HOUSING NEEDS ANALYSIS

### 1. WHERE PEOPLE LIVE

1.1 Accommodation is delivered across a range of building types often by a range of sources. These housing and accommodation types deliver services across the spectrum of care needs from highest needs in residential and nursing care through to independent living in mainstream housing. In Hammersmith and Fulham these models of housing are :

- a. Residential and nursing care
- b. Supported Housing
- c. Generic and mainstream housing

1.2 **There are 460 adults with learning disabilities currently receiving services from the local authority Adult Social Care Department.** Accommodation for this group breaks down as follows.

- **28** adults with learning disabilities in supported housing funded or part funded through the Supporting People budget .
  - **28** people living in other learning disability ' general needs' properties
  - **45** people living in the community with other tenancies
  - **173** people living with parents / family
  - **186** people are living in residential / nursing care services.
  - **0** people are living in adult placement services.
- This is a total of 460 individuals

- **38%** are living at home with their families
- **41%** people currently live in residential or nursing care services, funded by the Council or by the Primary Care Trust. The majority of these (170 individuals) are living in residential care
- Of those the majority (119 people) are placed in residential care homes out of the borough
- **146** (78%) of these placements are funded by the Local Authority; **40** (22%) funded by NHS
- **21%** have a tenancy of some sort (eg supported housing / general needs housing).

1.3 This compares with national figures

- **50-55%** of the population of adults with learning disabilities live with families
- **30%** of people with learning disabilities live in residential (registered) care
- **15%** of people with learning disabilities have a secure long-term tenancy or own their own home.

1.4 Residential and nursing care

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A residential care or nursing home includes both the provision of accommodation and care with on site care being available 24 hours per day. People living in nursing or residential care services are outside the mainstream housing market, i.e. there is no formal security of tenure within a residential care home, such as a tenancy agreement.

### 1.5. Supported Living

Supported housing is typically accommodation where an individual has a tenancy agreement with the landlord of the property. Care and support is provided to an individual in their home either by the landlord or by another organisation(s). This includes self-contained housing and shared housing. It could also include extra care housing.

### 1.6 . Living at Home

In Hammersmith and Fulham, the learning disability team holds some information about where people live; their records indicate that 173 people with a learning disability who are known to services, were living in the family home in August 2012. It should be noted that there will be more people with learning disability who are living at home who are not known to adult social care services.

We also know that in August 2012, 128 individuals with a learning disability were receiving some form of community based services (for example domiciliary care, a direct payment or day care services.); and 32 adults with a learning disability were using a floating support service.

**1,7 The following is a summary table of where people are living.**

<b>252</b> people live in mainstream accommodation (eg tenancy, or with family)	<b>186</b> people live in registered care 170 people in residential care 16 people in nursing care	<b>16</b> people live in other unsettled accommodation <b>5</b> in temporary accommodation 1 in a prison / young offender / detention centre setting <b>10</b> staying with friends and family as short term guest
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Type Mainstream Accommodation	No.
Living with family / friends	154
Tenancy (LA, ALMO, RSL, HA)	69
Owner Occupiers	10
Private tenancies	2
Sheltered / extra care	5
<b>Total living in mainstream accom</b>	<b>252</b>

**Of these:**

- **32** people are using floating support services
- **28** people are in supported housing schemes
- **128** people have a community based care package, eg home care

## 2. HOUSING NEED AND DEMAND

It is important to be clear about the current and future accommodation needs of the local population of people with learning disabilities as well as the number of people who will require housing in the medium to long term; in view of the changing demographics and the increasingly

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complex needs of people with learning disability in H&F. This will inform the type of housing that will be needed.

**2.1. Demographic trends and demand**

To plan strategically it is necessary to have an accurate and realistic picture of the need and demand for housing over the next 5 – 10 years. This information has been drawn from a range of sources including the national context and local demographic and housing needs information held by Adult Social care.

National data

A report has been published by Improving Health and Lives; Learning Disability Observatory sponsored by the Department of Health on the future need for adult social care among people with learning disabilities in England for the period 2011-2030.<sup>2</sup> It is an update of previous estimates published in 2008 for the period 2009-2026 which has been updated in light of more recent data.

The key findings of the report are:

- The average annual growth rate in terms of need for social care services for adults with learning disabilities will be 3.2% up to 2030. This is not the growth in population but the growth in people meeting the threshold for eligibility for adult social care services.
- It is predicted that 24.4% of those people will have mild/moderate learning disabilities, 55.3% will have severe learning disabilities and 20.3% profound and multiple disabilities
- Approximately 25% of new entrants to adult social care with learning disabilities will belong to minority ethnic communities;
- Substantial increases in the percentage of older people with learning disabilities (whose parents are likely to have died or be very frail). By 2030 there will be a 14% increase in the number of adults aged 50+ using social care services and the number of adults aged 70+ will more than double.

**2.2 Local Adult Population Data.**

<b>Predicted</b>	<p>According to the above Emerson &amp; Hatton work; and the PANSI (Projecting Adult Needs and Service system), there are:</p> <ul style="list-style-type: none"> <li>• <b>3,394</b> people aged 18+ predicted to have LD in H&amp;F</li> <li>• <b>724</b> of these are predicted to have moderate or severe LD</li> </ul>
<b>Actual</b>	<ul style="list-style-type: none"> <li>• <b>460</b> adults with learning disabilities (aged 18+) are known to the Hammersmith and Fulham community learning disability team, in terms of receiving services as at August 2012.</li> <li>• <b>715</b> people (aged 18+) are recorded on the adult social care</li> </ul>

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<sup>2</sup> Estimating Future Need for Social Care among Adults with Learning Disabilities in England: An Update - Eric Emerson & Chris Hatton

	<p>database as having a 'learning disability'. This includes people who were not eligible for services after assessment</p> <ul style="list-style-type: none"><li>• <b>337</b> people have made their learning disability known to a GP inside Hammersmith and Fulham. This includes people who are registered with a H&amp;F GP but live outside of the borough. This may also include people who are ineligible for adult social care. There will also be people with a learning disability living in Hammersmith and Fulham who are registered with a GP outside of the borough.</li></ul>
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### **2.3.Profile of need**

The adult social care database is not comprehensive regarding the type of learning disability people have

- Records indicate that of the 715 people listed as having a learning disability on the adult social care database, 540 (76%) of people have a general learning disability. 60 (8%) have autism; 20 (3%) have sensory problems; 11 (2%) have cerebral palsy; 9 (1%) have physical mobility problems including MD, MS and amputees ; 7 (1%) have epilepsy; and a further 64 (9%) have 'other' learning disabilities

The following is approximate information on people aged 18+ who are known to services. Note that people may have multiple needs (eg PMLD and autism) therefore numbers may overlap:

- Approximately **80** people aged 18+ have behaviours that challenge. The majority of these are under 35 years old. (PANSI projects that there are 55 people living in H&F aged 18-64 who have challenging behaviours).
- Around **50** people aged 18+ have been diagnosed with autistic spectrum disorder; and a further 50 people have autistic traits. (PANSI predicts that there are 1,272 people aged 18-64 who have autistic spectrum disorders, living in H&F, more than 90% of whom are predicted to be male.)
- Around **50** people aged 18+ have profound and multiple learning disabilities (PMLD). About 70-75% of these (around 40 people) have physical mobility problems
- **6** people have both Down's Syndrome and dementia. (PANSI predicts that **4** people aged 45-64 are predicted to have both Down's syndrome and dementia; it also predicts that there are **77** people aged 18-64 who Down's Syndrome.)
- **21** people with learning disability also receive CPA (Care Programme Approach) mental health support

Gender: More males than females are using LD services, though the proportion of males decreases with age

Ethnicity: **105** (23%) of those aged 18+ who are using services, are from Black and Minority Ethnic Groups. Of those known to (but not necessarily using) services, 60% of those aged 18+ are White; 20% are Black; 5% are Asian or Asian British; 5% are from Mixed / Multiple Groups; 2% are from Other Ethnic Groups (while 7% are not recorded)

### **2.4. Young adults reaching 18 years old between 2012-2016**

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There are increasing numbers of young people with very complex needs, including physical disabilities coming through from Children's to Adults Services year on year. Below is a profile of need of people aged 14-17 years old who are known to Children's services

### 14- 17 year olds Needs Profile:

- 8 people are thought to have behaviours that challenge
- 12 currently require 1:1 support in class
- 2 people have PMLD (2 of whom are wheelchair users)
- 4 people in total are wheelchair users
- 7 people have been diagnosed with autistic spectrum disorder

Around 20 people per year transition from Children's into Adult services (ie become eligible for adult services) and most of these will have complex needs. A lack of good quality, suitable accommodation in borough can result in these young people being placed in residential schools located outside of the borough often at a very high cost.

### 2.5. Analysis future housing need

A detailed current and future housing needs analysis has been undertaken which has identified that there is an estimated demand for accommodation for 86 people with learning disabilities over the next three years. This analysis has been based on information on the numbers and needs of people coming through from Children's to Adults services, the numbers of people who are getting older who are living with aging carers and people who are living both inside and outside of the borough who need to be appropriately re housed locally.

**Table 1: LD Housing Need 2013/14 – 2016-17**

<b>PEOPLE CURRENTLY INSIDE THE BOROUGH NEEDING ACCOMMODATION</b>	
OLDER ADULTS (50+)	37
ADULTS 18-50 YRS OLD	18
YOUNG PEOPLE IN TRANSITION 14-17 YRS OLD	17
<b>SUB/GRAND TOTAL</b>	<b>72</b>
<b>CURRENTLY OUTSIDE OF THE BOROUGH NEEDING ACCOMMODATION IN BOROUGH</b>	
ADULTS 18-50 YRS OLD	5
YOUNG PEOPLE IN TRANSITION 14-17 YEAR OLDS	9
<b>SUB/GRAND TOTAL</b>	<b>14</b>
<b>TOTAL</b>	<b>86</b>

It is important to acknowledge that the above housing needs analysis is focused on people who are currently or likely to be known to adult social care and will therefore meet the Fair Access to Care Services criteria. There is a much wider community of people with a Learning Disability who may need access to mainstream housing or low level support housing schemes to ensure they do not become vulnerable and that they also have access to community activities and employment and education opportunities.

## 3. HOUSING SUPPLY

### 3.1 Residential care in the borough

The residential care market in Hammersmith and Fulham for adults with learning disabilities consists of 12 residential care homes (CQC, October 2012) providing 65 bed spaces; 1

residential respite unit (Rivercourt Project – short breaks – 6 beds) and 3 care homes with nursing. These are clustered mainly in the north of the borough.

**65 bed spaces are provided in the 12 in borough residential care homes as follows:**

- 43 bed spaces are provided in nine homes under contract with Yarrow Housing. These range from 3 - 6 bedroom houses with shared communal facilities.
- 6 bed spaces are provided in one home (Coverdale Road) which is operated by the Council.
- 19 bed spaces are provided in two homes under spot purchase arrangements with Yarrow Housing and Cambus Lodge.

**3.2 Supported Living**

Supported housing is typically accommodation where an individual has a tenancy agreement with the landlord of the property. Care and support is provided to an individual in their home either by the landlord or by another organisation(s). This includes self-contained housing and shared housing. It could also include extra care housing. Individuals have a tenancy agreement within supported housing.

Much of the supported housing available to people with learning disabilities in Hammersmith and Fulham is funded or part funded by the Supporting People budget.

**There are a total of 28 units of housing available across 7 supported housing schemes.**

This includes 4 accommodation based schemes directly provided by the Council

In addition to these supported housing units, Hammersmith and Fulham has also ring-fenced some other flats for the use of people with learning disabilities in the borough. These used to be supported accommodation but in 2007, the support was decoupled so that the people living there now have a tenancy with the landlord of the property and live independently or only receive floating support services. There are 24 self contained general needs housing units; 20 are 1 bedroom self contained units and 4 are 2 bedroom units; giving a total capacity of 28 bed spaces

**3.3 Local Housing Supply**

**The following is a summary table of the existing local housing and support**

Type Mainstream Accommodation	No schemes	No units
In borough residential care homes	12	<b>65</b>
Supported housing schemes	7	<b>28</b>
Self contained general needs housing	24	<b>28</b>
Sheltered / extra care	n/a	<b>5</b>
Total	<b>43</b>	<b>126</b>

Historically very few vacancies occur within the Borough's housing provision.

### 3.4 Quality of housing provision

Local demographic data indicates that both the numbers and needs of people with learning disabilities are increasing with people coming through transitions and living with older carers who have high level care needs requiring specialist accommodation. The quality of existing housing within the borough to meet those needs could be improved with some schemes not providing accommodation which is fit for the future in terms of meeting people's changing mobility and access needs and the needs of the wider learning disability community.

There is a need to review all the current housing and accommodation in the borough with a view to working with housing providers to either re provide or re furnish existing housing where it is not meeting people's existing or future specialist or mobility needs.

## **4. SUPPORTING PEOPLE IN THEIR OWN HOMES**

A number of services are currently provided that support people to access and maintain their own homes in the community

### 4.1 **Housing Support Advisor .**

This is a service based in LBH&F Housing Department (PATHS Team) which provides people with learning disabilities support and advice to identify appropriate housing options to both prevent and resolve homelessness. They work to ensure that people have appropriate access to mainstream housing through the Council's Housing Register and to available supported housing within the borough.

### 4.2 **Floating Support**

This is funded by Supported People Budget and provides housing related hours of support to help people to maintain their mainstream housing tenancies. These hours are flexible and can be changed around the individuals needs . They are provided to support about 32 people who are living in mainstream housing tenancies.

### 4.3 **Accommodation based support**

There are hours of support which are also provided to people within their own housing tenancies and is funded through the Supporting People Budget within Adult Social Care. The difference is that these hours are attached to a particular scheme or housing development as opposed to the individual within their tenancy. As detailed above these housing schemes are referred to as supported living schemes and there are 28 units of housing available across 7 housing schemes. The Council directly provides a community support service to 4 of those housing schemes and the remaining housing schemes are funded through contracts with independent providers from the Supporting People Budget .

## **5. GAPS IN HOUSING PROVISION**

5.1 In looking at the housing need and accommodation available locally it appears that there is both a shortage and lack of range of housing and support models that should be considered for future development.

5.2 **Supported Living schemes.** The numbers of people who could access their own home with support is likely to increase if there was the provision of more flexible support that could be provided across housing units that were within a network or cluster. Loneliness is highlighted as a key issue for people in the borough and small scale

clusters or networks of self contained flats offers people an opportunity for mutual support, community engagement, as well as sharing floating support.. This would reduce social isolation and potentially offer greater independence to a broader range of people who require a range of support. The level of support can be tailored to the individuals needs and offer people with higher level needs a more accommodation based intensive service.

5.3 **Shared Lives Schemes.** This service does not currently operate in LBH&F but has worked well in other boroughs in terms of providing an alternative flexible short breaks service to residential care.

5.4 **Extra Care housing.**

The term 'extra care' housing (ECH) is used to describe developments that comprise self-contained homes with design features and support services available to enable self-care and independent living with 24 hour on-site care available. It was developed primarily for older people, but these types of schemes are also increasingly being developed for people with learning disabilities and enhanced extra care provision could provide the additional accommodation needed for older people with a learning disability/dementia/physical disabilities

5.5. **New housing developments**

In addition to reviewing and re providing some of the existing accommodation which may not be fit for purpose in terms of meeting future needs there is also insufficient housing capacity within the Borough to meet the increasing numbers of people who require specialist provision. This is demonstrated in the numbers of people who are placed out of borough in residential care. To meet this need the numbers of housing units that are both wheelchair accessible and meet the specialist housing requirements for people with challenging needs and autism , need to be increased in the borough over the next 3 years.

A detailed needs and supply analysis has estimated that it will be necessary to develop an initial **24 new affordable supported housing units** for people with challenging needs and autism and for older people with a learning disability, and /or complex needs and physical disability to ensure that there is sufficient local housing supply to meet needs and numbers of people who are coming through from Children's into Adults Services , living with older carers and who need to move from out of borough residential care. Thereafter more schemes will need to be developed, but in any initial development/building round, this is the minimum number required.

Opportunities for new housing developments are being considered which would provide quality specialist housing within a supported housing or extra care model of care providing an optimum development of 6- 8 units of supported accommodation within each development.