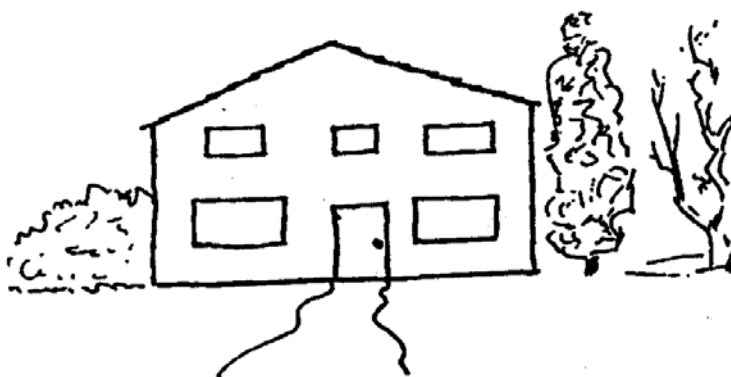


Learning Disabilities Housing Strategy Brighton & Hove City Council 2007-2010



EXECUTIVE SUMMARY

This strategy sets out proposals for the future provision of accommodation with care and support for people in Brighton & Hove. It has been informed by the views and needs of the local population and their carers.

This strategy has been developed in the context of key government policies. In particular, the Valuing People White Paper 2001, that sought to enable people with learning disabilities and their families to have greater choice and control over where and how they live. In addition, Independence, Wellbeing and Choice (2005) and Our Health, Our Care Our Say (2006) that set out the vision for the future of social care services through the development of personalised services and the expansion of direct payments and individualised budgets.

This strategy builds on the Learning Disability Commissioning Strategy for Brighton and Hove 2005-10 that sets out the following drivers for change.

- The need for services is expected to rise due to an aging population of people with learning disabilities and high numbers of people projected to move into adult services
- The higher spend on residential care in comparison with other authorities
- The limited range of housing and support options available which restricts choice for service users

- The need for 'self-directed support' to enable people to organise personalised packages of support for themselves
- Higher spend on people with learning disabilities in comparison with other authorities ¹

Key objectives

To meet these challenges the 4 key objectives in this strategy are:

- To ensure that people with learning disabilities have access to a range of housing and support to enable them to progress and to move through services
- To provide high quality accommodation and support for people who have complex and long term needs to live as independently as they can in the community
- Where possible and appropriate, to meet the accommodation needs of people with learning disabilities locally near their family and friends
- To provide appropriate housing and support for people with learning disabilities who are older or whose carers are older

Key priorities

These objectives will be delivered through the following priorities:

- To increase the range of housing options and models of support available in the community and ensure that people who could live more independently have the opportunity to move on with appropriate support packages
- To increase information and advice about housing and welfare benefits
- To work towards providing local accommodation and support that is *fit for purpose* in terms of wheelchair access and mobility standards
- Through enabling the market locally and through working with other authorities in the South East region to increase the range of services available locally.
- To ensure that people with learning disabilities and their carers are able to access to *mainstream housing* services

¹ From PAF 2003/04

Part 1: ACCOMMODATION SERVICES FOR PEOPLE WITH LEARNING DISABILITIES IN CONTEXT

- 1.1 Many people with learning disabilities will want to make the same choices about housing as the population at large, i.e. to:
- Own their own homes;
 - Rent in the private sector;
 - Acquire affordable or social housing;
 - Live with their families;
 - Share with friends;
 - Live alone.
- 1.2 The proposals set out below are the result of:
- consultation with service users, family members, staff and providers
 - comparison with other approaches and the performance of other local authorities
 - consideration of current services in the context of national policies.
- 1.3 There are some people with learning disabilities who may require significant levels of support in order to live independently. For people that require this more specialist provision the strategy will provide a range of options so that they are able to live in an environment where they are treated with dignity and respect.
- 1.4 It will also seek to ensure that people do not remain in these services if they have the potential to live more independently.
- 1.5 There is also a group of people who have been placed in services in other parts of the country. For some people an *out of city* placement may have been necessary because they required highly specialised services that could not have been provided locally. Such placements, however, do mean that people are living at a distance from their family and friends. The strategy will seek to ensure that where possible, services will be provided locally.
- 1.6 Delivering a range of housing appropriate options has to be part of an integrated approach within which social care and support are provided to enable individuals to live as independently as possible.
- 2. What do we know about the current situation in Brighton & Hove?**

- There are over 800 adults with learning disabilities who are in contact with health and social care services each year.
- 641 of these people received a service funded by Community Care in 2006/7, with a further 111 people receiving a Supporting People funded service.
- 256 people are living in residential care, with 121 placed outside of the city.
- Of this 256, 27 people live in adult placement schemes.
- 72 people are living in non registered supported living schemes, of which 40 are shared and 32 are self-contained.
- 77 people are supported to live in the community by support workers.

2.1 116 people are supported to live in the community by home care workers.

- The physiotherapy team supports 100 people each year and 12 adaptations are carried out for people with a learning disability.
- There were 1202 people identified with a learning disability by Brighton & Hove City Councils, Housing Needs Survey 2000, of which 35% also had additional special needs.

3. Local need

- Based on national trends, there are between 3,250 – 6,000 people with learning disabilities in Brighton & Hove². Most of these people are supported by family and friends and through mainstream services and therefore do not need special Learning Disability services.
- 79% of people in contact with Learning Disability services identify themselves as White British. There are very small numbers of users who identified themselves as Black or Black British (n=5), Asian or Asian British (n=5) or from a Mixed Ethnic Background (n=9). 9 People described themselves from another ethnic background, 23 did not state their ethnicity. The ethnicity of 60 people is not recorded.²

² Brighton & Hove Learning Disability Commissioning Strategy 2005-2010.

- There is an aging population of people with learning disabilities who are much more likely to suffer from age related illness than the general population. There are currently 67 people aged 61 and over, of which 46 are aged 65 and above and this is projected to increase in line with the general population.
- There is a much higher prevalence of dementia in older people with learning disabilities with most older people with Downs Syndrome likely to suffer from the illness.
- People with learning disabilities are much more likely to suffer from respiratory, mobility and other health problems.
- About a third of people with learning disabilities are supported by carers and there is an increasing likelihood of people needing extra support as elderly carers die or are unable to care for them any longer for reasons related to their own age.
- 78 young people are expected to come through the transitions process between January 2008 and April 2011.

Developing the strategy

4.1 The strategy was developed through the Housing sub-group of the Learning Disability Partnership Board. It links to the Housing Strategy for people with Learning disabilities 2004-07 that contained the following actions:

- Re-establishing a Housing Sub Group to report to the Learning Disability Partnership Board
- A consultation event with people who use the services, their carers and staff
- A needs map of current service provision and what additional services that are available locally

4.2 The Housing sub group contained the following representation:

- Carers
- In house and independent providers
- The Integrated Community Learning Disability Team
- Housing strategy
- Sheltered housing

5. Information used in developing the strategy

5.1 To develop this strategy, a review of accommodation services was undertaken that consisted of:

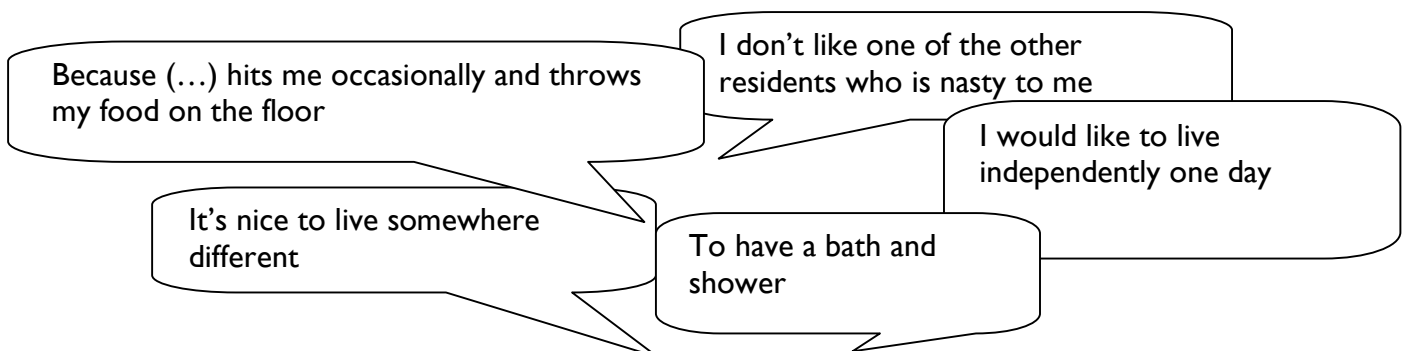
- Survey of service users
- Survey of family members
- Survey of providers
- A housing needs audit of service users within accommodation based and community support services
- Analysis of out of area placements

6. What service users said

6.1 Questionnaires were sent to 300 service users within accommodation based services in the city and 125 responses were received. Here are some of the responses:



- 76% were happy where they live and 23% were sometimes happy with only 1 person never happy
- 76% feel they have choice and control over where they live and 16% do not
- 83% have never even talked about moving
- When asked what they liked the most about where they live the highest response was "the staff" and what they like the least is "other people"
- 11% would like to move and some of the reasons why are:



7. What family members said

7.1 55 family members of service users completed a survey asking them for their views on the service and they identified the following:

- They were generally positive about the quality of care provided to service users, the quality of the staff and the extent to which different user needs are being met.
- More daytime activities could be available in or outside the house, *rather than just the television.*
- There is a need to improve the physical environment, particularly in relation to communal areas, such as kitchens and bathrooms, and there is not enough communal space.

8. What providers said

8.1 43 out of 103 accommodation services in the City completed a survey asking for their perspective on how services are working and what issues are important in meeting the needs of service users.

- There is a wide age range within service units; in 50% of services the gap between the youngest and oldest residents is greater than 20 years.
- Less than a third of services in the survey are fully able to accommodate people with mobility needs or disability; a further 28% are only partly able to accommodate this group of users; 40% services are described as not at all suitable for this group of users. This is mainly due to steps to access the building, and stairs to access other floors once inside.
- There is a need for access to specialist support, including psychology, behaviour support and support around employment opportunities.
- Providers identified an ideal service model as one which provides choice, is person centred, has a mix of age and ability, a range of service models, a skilled workforce, is provided in suitable accommodation.

9. Housing Needs Audit

9.1 Local providers of accommodation and floating support services were asked to provide information on a number of factors including:

- Accessibility of accommodation and adaptations provided
- Length of stay and readiness to move on
- Placements regarding other authorities

9.2 41 out of 50 providers completed surveys on 277 properties.

9.3 Of the 373 people in accommodation services identified, 71 places were for people funded by other authorities. In terms of the 302 people in accommodation services funded by Brighton and Hove:

- Accommodation is primarily shared group homes for 3 to 5 people with only 30 self contained units.
- 71 live in the council's in-house services representing the single largest provider. This includes 7 residential care homes and 11 'supported living '(unregistered') accommodation
- 127 live in accommodation run by the private and voluntary sector. Four providers account for two thirds of this provision; Southdown Housing Association 47 places, Care Management Group, 15 places, Z&M Care, 10 places and Z&C care, 10 places.
- A significant proportion of people in services are older. Of those placed by Brighton and Hove, 20% were aged between 65-74 and 8% were over 75. This was higher for those placed by other authorities with (34%) of these being aged between 65-74.
- 11% were identified as able to move on to more independent living
- 40% of the accommodation is not suitable for people with mobility problems
- 106 properties (38%) had some form of adaptation (e.g. hand rail, level access shower, hoist).
- Of the 77 people receiving floating support services, 43 (56%) live in shared or supported accommodation including a number who are in sheltered or extra care housing.

10. Out of area mapping

10.1 Information is being collated at a regional level in the South East to identify potential areas for collaborative working with the aim of reducing out of area placements. Information being obtained includes:

- Location
- Name of provider
- Cost of the placement
- Reason for being placed out of the city

10.2 Information collated on out of area placements for Brighton and Hove is set out in the Part 2 in Objective 3.

11. Consultation

11.1 This strategy has been developed in consultation through:

- Housing event for people and learning disabilities and their carers
- Learning Disability Partnership Board
- Learning Disability Provider Forum
- Service user panel
- Housing Strategy consultation fair and events

11.2 The feedback from this consultation is summarised as:

- Generally it was felt that more housing needed or all different types.
- Recognition that people like social aspect of shared housing, but those with challenging behaviour need to be away from others with challenging behaviour.
- Need more coordination with agencies on the housing needs of service users
- Training for staff needed around housing options
- Current aims too broad
- Housing options to be clearly communicated and ideas such as visits virtual tours, taster stays etc to help make informed choice.
- Consultation events and leaflets popular methods of communication
- Information needs to be communicated to carers and staff
- Better joint working between funding agencies

11.3 The consultation feedback is set out in more detail Appendix 2.

12. Our vision

12.1 Linked to the Learning Disabilities Commissioning Strategy 2005/06-10, our vision is *to enable people with learning disabilities and their families to have greater choice and control over where, and how they live. To achieve this vision we need to ensure that not only is there a supply of suitable accommodation but also that care support services (ranging from low level support to high level personal care) are available.*

PART 2: OUR FOUR CORE OBJECTIVES

The above vision will be delivered through the following core objectives

1. To ensure that people with learning disabilities have access to a range of housing and support to enable them to progress and move through services.

2. To provide high quality accommodation and support for people who have complex and long term needs to live as independently as they can in the community.

3. Where possible and appropriate, to meet the accommodation needs of people with learning disabilities locally near their family and friends.

4. To provide appropriate housing and support for people with learning disabilities who are older or whose carers are older.

THE STRATEGY

Key objectives and actions

OBJECTIVE 1: To ensure that people with learning disabilities have access to a range of housing and support to enable them to progress and move through services.

What do we know?

- More people in Brighton & Hove are living in residential care than in many other areas with 129 per 100,000 head of the population compared to an average of 104³.
- We spend 61% of the total budget on residential care compared to an average in England of 48%⁴.
- A significant proportion of accommodation are small, shared group homes which carry high unit costs, and some have difficulty filling vacancies because the units are not accessible for people with mobility problems.
- There are people in staffed accommodation who have been identified by providers as capable of living more independently. Of

³ Care Services Improvement Partnership, 2005/6

⁴ Care Services Improvement Partnership, 2005/6

the 34 people in staffed accommodation that could move on to more independent living, 26 need supported accommodation and 6 could move to independent accommodation with some community support.

- Almost a quarter of family members do not think their relative has choice or control over whom they live with or where they live.
- Family members have stressed the need for service users to be encouraged more to be independent, and less dependent on staff *doing things*.
- People want to move towards 'self directed support' where they organise their own packages of support but need access to a range of housing options in order to achieve this.
- Relatives would like to be more involved in care planning and receive more information about services.

What are we going to do?

Priority 1: Increase the range of housing options and models of support available in the community and ensure that people who could live more independently have the opportunity to move on with appropriate support packages.

Actions:

- Reduce investment in residential care to enable people to access supported living type options and self directed support
- Increase proportion of self contained accommodation provided
- Develop an accommodation care pathway that provides a range of accommodation options that people can progress through to live as independently as possible.
- Provide life skills training within accommodation services and incorporate targets for providers of services to maximise independence
- Provide resettlement training for service users moving into more independent accommodation
- Ensure that care plans include plans to maximise independence and current and future housing options
- Add targets around move on to performance indicators
- Increase the number of people with Learning Disabilities living independently with floating support or home care
- Reduce the numbers of people in residential care
- Make use of telecare and other technologies to maximise independence
- Geographically map services those that could be 'clustered' and that could share resources

Measures of success:

- Reduction in the number of residential care placements by at least 10 per year over the next 5 years
- An increase in the number of people with their own tenancy with floating support or within a key ring scheme by 10 per year over the next 5 years
- Enable at least 10 people with learning disabilities to access shared ownership
- To establish move on plans for all those able to move to more independence
- Commission supported living and extra care housing as an alternative to residential care at least 10 units per year over the next 5 years.

Priority 2: Increase information and advice about housing and welfare benefits

Actions:

- Produce and distribute a detailed housing options leaflet that is accessible for people with learning disabilities, organise an annual event and make information accessible via the Learning Disabilities website.
- Engage with Black and Minority Ethnic communities to ensure that those in need of a Learning Disability service, their families and carers are given access to adequate information
- Maximise the take up of Independent Living Fund (ILF) and Housing Benefit.
- Provide opportunities for service users to find out about different models of support to help them make informed choices
- Accommodation plans to become part of the initial support assessment and a pathway through services discussed and planned regularly in a person centered way
- Residents meetings to include Housing Options briefings
- Ensure the accommodation and care support needs of individuals are assessed together

- Ensure that individual plans include current and future housing and support options
- Enable people to access housing so that they can organise support for themselves through a range of 'self directed support' options.

Measures of success:

- To produce an accessible housing leaflet and provide information on website by March 2008;
- To identify a housing lead within the Integrated Learning Disability by Assessment team;
- To increase take up of Independent Living Fund and Housing Benefit on Learning Disability accommodation services;
- To provide information on housing options through events and existing forums, targeting at least twice a year.
- To move on at least 10 people per year to greater independence

<p>OBJECTIVE 2: To provide high quality accommodation and support for people who have complex and long term needs to live as independently as they can in the community.</p>

What do we know?

- Less than a third of services in the provider survey are fully able to accommodate people with mobility needs or disability; a further 28% are only partly able to accommodate this group of users; 4 out of ten services are described as not at all suitable. The main reasons reported for this were concerning steps to enter the building, and stairs or access to upper floors, which would make the property inaccessible to some service users with mobility or sensory disabilities.
- Providers have identified a wide age range within service units; in 50% of services the gap between the youngest and oldest residents is greater than 20 years. This may not always be a negative but this situation should not arise out of lack of choice.
- Family members believe the age difference of services users sharing the same accommodation limits the range and sort of activities their relative could be involved in.

- There are significant numbers of young people are expected to come through transitions (78 within the next 3 years) but few services for this age group.

What are we going to do?

Priority 3: To work towards providing local accommodation and support that are *fit for purpose* in terms of wheelchair access, mobility standards

Actions:

- Ensure that new services commissioned include accessible units of accommodation for people with mobility needs
- Enable people to move from accommodation that is inaccessible for their needs
- Increase access to new and existing housing developments including units that are accessible
- Make a range of self directed support options available for all young people coming through transitions and for those who want to move or whose needs are changing so that they can access services specifically tailored to their needs

Measures of success:

- Increased numbers of people with learning disabilities and their carers to access mainstream housing developments
- Increase take up of adaptations for people with learning disabilities
- To increase proportion of accommodation provided for people with learning disabilities that is accessible
- To increase the number and range of self directed support options

OBJECTIVE 3: Where possible and appropriate to meet the accommodation needs of people with learning disabilities locally near their family and friends.

What do we know?

- There are 121 people placed in services outside of the city. Of these the majority (67% or 81 people) are placed in 3 neighbouring authorities (46 in East Sussex 26 in West Sussex (21%); and 9 in Surrey (7%)).

- The number of people placed out of the city per head of the population is twice the national average⁵
- A significant proportion (33% or 40 people) are placed at a significant distance (e.g. Devon, Durham, Cardiff, and North Wales; there is also a cluster of people (13) located in Kent.
- 77 people (64%) appear to have been placed out of the city because they have one of the following conditions:
 - Challenging behaviour (29 people)
 - Autism Spectrum Disorder (28 people)
 - Sensory loss or a physical disability (12 people)
 - Epilepsy (8 people)
- Expenditure on *out of city* placements is £8.2 million with an average weekly unit cost of £1303.25 which is high by comparison with other local authorities.

What are we going to do?

Priority 4: Through enabling the market locally and through working with other authorities in the South East region to increase the range of services available locally

Actions:

- Ensure that providers have the skills and training to provide services to people with challenging needs, early onset dementia, and autism.
- Identify those at risk of being placed out of city and prioritise their needs.
- Develop close working relationships with other authorities to identify areas for collaborative working

Measures of success:

- A reduction in the number of out of city placements by a least 10 per year

OBJECTIVE 4: To provide appropriate housing and support for people with learning disabilities who are older or whose carers are older.

⁵ 64 per 100,000 aged 18-64 compared to the average of 40 in England, Care Services Improvement Partnership, 2005/6

What do we know?

- 52% of service users are over the age of 50 and this percentage increases further to 56% in registered care and reduces to 46% within supported living.
- There are 37 carers over the age of 65 that are known to Adult Social Care and 35% are over the age of 75.
- Approximately 16 people with learning disabilities live within sheltered housing and 3 within extra care sheltered accommodation

What are we going to do?

Priority 5: To ensure that people with learning disabilities and their carers who are older have access to <i>mainstream</i> services
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Actions:

- Undertake detailed assessments of carers on an ongoing basis and ensure that current and future needs are provided for
- Enable older people with Learning Disabilities and their carers are able to access mainstream housing developments
- Enable older people and their carers to access self directed support options

Measures of success:

- Complete assessments for older carers over 75 and develop housing and support plans for them and their service users.
- Increased number of people accessing self directed support options
- At least 10% of mainstream older people's extra care and sheltered housing services are provided for older people with learning disabilities