

3 Year Learning Disability Accommodation and Support Plan

Why we need an accommodation and support plan

The Joint Strategic Needs Assessment (JSNA) for learning disabilities 2011 highlighted the need for a local accommodation and support plan to address:

- Meeting increases in need of between 54-135 people over the next 5 years with a greater increase (2%) expected for those with the most complex needs who will need a high level of 24 hour specialist care many of whom are young people coming through transitions.
- In Brighton and Hove, 70% of the local social care budget is spend on accommodation services, with the majority (63%) spent on residential care. However, national research shows lower spend and better outcomes in authorities with more supported accommodation, compared to residential care.
- There is a mismatch between what is needed locally and what is available with a significant proportion of historical placements from other authorities. As a result the authority has over 90 different providers and uses less than 50% of local provision.
- There are insufficient supported living options to meet local need, at an appropriate cost. This has led to some over supply of more costly supported living services which creates financial risks for the authority because of ordinary residence claims.
- There is a need to create more specialist accommodation for people with complex needs and challenging behaviour locally, who currently are often placed outside of Sussex at higher cost and with varying quality of care.
- There is a need to review pathways and barriers to people with learning disabilities accessing housing, in particular people who could move on from residential care and for those with the most complex needs.

- There is a need to increase resources to support people into mainstream work and their potential to work by delivering training on basic skills needed for employment, including how to use public transport and independence in the community.

The JSNA also highlighted that there are particular gaps in local services for the following groups. There gaps are the result of the mismatch between what we have and what we need locally some of which could be addressed by changing local services;

- People with mild learning disabilities with additional needs such as substance misuse, offending behaviour and mental health problems (15 -20 people)
- Specialised services for people with challenging behaviour and complex needs (6-10 people p.a.)
- Low cost supported living for people moving on from residential care and those who need lower levels of support (10 -15 people p.a.)
- Services for older people with learning disabilities with dementia (approximately 15 units)

The national and local housing picture

People with learning disabilities live in a range of accommodation types. Many live with their family, some rent and a small proportion own their own home. Others live in some form of supported accommodation. This may be residential care, supported housing, Shared lives or sheltered and extra care housing.

The housing tenure of people with learning disabilities is very different with an average of 1% within the SE Region owning their own home compared to 70% within the general population.

Changes in the Housing Benefit system over the next few years will make it more difficult to develop low level supported living as payments will be limited for those who are not in receipt of middle or high rate Disability Living Allowance.

Whilst many people experience good outcomes, there are some fundamental inequalities compared to the general population;

- Most people with learning disabilities who live in residential care or supported accommodation do not have choice over where and with whom they live and this is most likely to be the case for people with more complex needs. Also, people living in private households are more likely to live in deprived areas.¹
- The individually high cost of their housing needs mean that capital grants from the Housing Communities Agency (HCA) are harder to access, as are affordable options in rental and ownership. Without specific interventions from outside the health and social care system to address these barriers, residential care or living with their family are often the only viable options.²
- Housing is identified as one of the big priorities in Valuing People Now. Work carried out by the national team estimated there was a shortfall in accommodation to be 50 places for every 100,000 people living in Brighton & Hove. This equals to just over 100 places in Brighton and Hove across the range of need for people with learning disabilities.
- In Brighton & Hove housing of all types is in short supply. Brighton & Hove is the 5th most densely populated areas in the region and there are higher than average housing costs and higher than average levels of homelessness. Brighton and Hove has the sixth largest private rented sector in the country, with 28,000 homes (23%) and only 19,000 homes (15%) in the social rented sector. Average house prices are high, meaning affordable housing is limited and there are problems with housing quality and overcrowding.³

Strategic Context

The Learning Disability Commissioning Strategy 2009-2012 contains the following key objectives:

¹ People with Learning Disabilities in England, Eric Emerson & Chris Hatton, 2008

² Raising our Sights, DoH, 2012

³ Housing Strategy 2009-2014

- Increase choice and control through expansion of individualised budgets and increased personalisation in services.
- Increase the range of housing options available to expand supported living and to reduce numbers in residential care and out of area placements.
- Maximise independence and support people to move on
- Extend choice for day activities including supporting people into work
- Improve value for money

Progress achieved since the commissioning strategy;

- Increase in supported living (increase from 91-108 units)
- Increase in individualised budgets (increase from 67-137)
- Support to access housing and accessible information
- Reduced numbers in residential care from 257-239
- Out of area has reduced from 115 to 109

A local vision for accommodation services

This plan is being developed in consultation with the Learning Disabilities Partnership Board whose members drafted the following vision for services;

'We believe that people with learning disabilities and their carers are people first with the right to be treated with dignity and respect and with the potential to actively participate and contribute to society. To realise this vision we will seek to improve the outcomes from universal services and focus on maximising independence and well being in the community. For those with the most complex needs we will commission specialist services more effectively and will redesign services to be more preventative and effective'.

To achieve this vision it is essential to recognise that people with learning disabilities have a wide range of housing needs and therefore need access to wide range of accommodation options. People with the most complex needs also need to be able to access specialist designed 'bespoke' housing to provide the right environment to be supported.

Consultation with family carers and people with learning disabilities

This plan incorporates existing feedback from Person Centred Plans and previous consultation with family carers and people with learning disabilities on housing which identified:

- The desire for people with learning disabilities to choose who they live with
- That most people (over 50% of those who responded) were happy with their current accommodation and did not want to move on.
- That those who wanted to move on needed a speedier process and a greater range of options
- That people wanted housing that was affordable as they wanted to have the opportunity to work
- That people wanted access to self contained and shared accommodation
- Shared accommodation needs to have some self contained space
- People want to live in community settings

Key feedback on the draft plan highlighted:

- People want to know more about housing options available
- People with learning disabilities did not always know they could move on from residential care
- Providers need a firm commitment about resources to invest

Key Objectives to deliver the vision for accommodation services;

- Better commissioning of specialist services
- Reshaping the local market to better meet local need
- Maximising independence through move on, prevention, and building on support in the community

Objective 1- Better Commissioning of specialised placements

To improve the range of specialist services locally and to monitor the cost and quality of services for those with the most complex needs more closely:

Objective 1			
Better Commissioning of specialises placements			
Actions	Timescale	Success Criteria	Target
Create a select list of providers through tendering for a framework agreement for people with complex needs and challenging behaviour	Already commenced and to complete by September 2011	New services available for complex needs and challenging behaviour Network established to share best practice Reduced number of placement breakdowns due to challenging behaviour	6-10 places per annum Good practice network established by December 2011
Review high cost placements to ensure value for money and to identify those who could be better supported locally	March 2011-12	Improve value for money via in depth review of cost and outcomes involving family carers High cost out of area placements identified who could access local services via the framework	All cases renegotiated 2011-14 5 cases identified for 2012/13
Create a pathway to design housing for people with complex needs and challenging behaviour	December 2011	Create pathway to access housing that is designed around the needs of the individual	Process established by December 2011

Objective 2- Reshape local accommodation to better meet local need

To maximise the use of local resources and to support providers to change services to better meet local need:

Objective 2			
Reshape local accommodation to better meet local need			
Actions	Timescale	Success Criteria	Target
<p>Develop market development statement on what is needed locally</p> <p>Work with local providers to remodel their services to meet local needs</p>	<p>December 2011</p> <p>2012/14</p>	<p>Reduced numbers of placements outside of Sussex.</p>	<p>At March 2011 109 out of area placements</p> <p>Reduce by 10 p.a. over 3 years</p>
<p>Develop select provider lists through tendering framework agreements for gaps in services that remain</p> <p>Create pathway through services to increase local capacity</p>	<p>2012/14</p>	<p>Reduced gaps in local services</p> <p>Improved value for money</p>	<p>Average unit costs to be within national benchmarks</p> <p>Commission 10-15 low level supported living units p.a.</p>
<p>Remodel accommodation services to support people during the day to develop life skills to maximise independence and to be better prepared to enter employment or voluntary work</p>	<p>2012/13</p>	<p>People learn skills to be better prepared to enter paid and voluntary work</p> <p>People learn skills to live as independently as possible</p>	<p>Review needs of all individual with the involvement of families</p>

Objective 3 – Maximise independence through move on, prevention and support in the community

To increase the numbers of people moving on from residential care and to maximise independence through prevention and community support;

Objective 3			
Maximise independence			
Actions	Timescale	Success Criteria	Target
<p>Through commissioning and remodelling existing services expand the range of options that provide low level support in the community.</p> <p>Review how information on housing is provided through information strategy</p>	2012-13	<p>Increase move on options available locally.</p> <p>Increase range of shared lives and supported living options linked to assistive technology to maximise independence</p>	<p>Commission move on services for 10-15 people p.a.</p> <p>Shared lives remodelling complete 2012</p> <p>Information strategy complete by December 2011</p>
<p>Improve accessibility of mainstream supported living services for people with mild learning disabilities with additional needs</p>	2012-14	<p>Improved outcomes for people with mild learning disabilities with additional support needs</p>	<p>Review single homeless pathway 2011/12</p>
<p>Progress the remodelling of the Community Support Service to provide crisis support</p>	March 2012	<p>Prevent need for support or increase need for support later on</p>	<p>Complete service changes by March 2012</p> <p>50 cases receiving short term crisis support.</p>