

## **Health & Community Directorate**

# Halton Learning Disabilities Partnership Housing and Support Strategy 2008-2011

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**Section 1: Introduction and Background:** this Strategy sets out the plans for delivering housing and support services for Adults with Learning Disabilities known to Health and Social Care services in Halton. It covers the period April 2008 to March 2011. It aims to influence mainstream housing policy in Halton so that people with learning disabilities have greater choice and are, where possible, in control of their housing and support needs. The Learning Disability Executive Commissioning Board (ECB) promotes this strategy and is responsible for ensuring that actions are taken forward.

The Strategy promotes a range of housing and support options. This term refers to any accommodation for or used by people with learning disabilities, where support is provided. It includes supported housing, residential care, adult placements and others, but does not refer to people living with their families.

**Vision, Values and aims:** the Strategy promotes the belief that people with learning disabilities should have a good quality of life, living as valued members of the community in housing of their choice and able to choose support suitable to meet their needs. It is built on the following values:

- Independence building people's skills and confidence to enable them to reach their full potential
- Choice over where people live and who they live with
- Inclusion maintaining existing and building new friendships, relationships and links with the community
- Rights –people making decisions about their own housing and support

These values reflect key national policy directives, including the Valuing People White Paper, "Access to Housing" in the Valuing People Now consultation document, and In Control, which specifies six actions which support people with learning disabilities to live as full citizens. These are described in Appendix 1.

**Aims:** the following aims were developed after consultation with housing providers, care and support providers, people with learning disabilities, carers and families.

- Plan for the future
- Increase the range of Housing options available to give people the opportunity to live alone, with a partner or with friends
- Support people to reach their full potential
- Increase the opportunities for choice and control over where people live and who they live with
- Support people to be included and be aware of their legal and civil rights and duties

**Development of the Strategy:** this Strategy and Action Plan was developed over several months under the steer of the Partnership Board Subgroup relating to Housing. Membership of this group includes Council officers from

Commissioning, Supporting People, Housing Strategy, Planning, Health and Social Care staff from the learning disabilities team and Halton Speak Out.

Consultation was undertaken through the Council's Housing Needs Survey 2005 and learning disability stakeholder events held in June 2006 and a refresh event in January 2008 with people with learning disabilities, carers and families, care and support providers and Registered Social Landlords (RSLs). Summaries of what people told us at these events are at Appendix 3.

The strategy has also gone through the Council's scrutiny process and an Equality Impact Assessment has also been undertaken.

**National context:** Appendix 1 summarises the policy documents that have influenced this strategy. The following themes and actions emerge from these documents:

- Giving people opportunities and choices to improve their quality of life and be included as equal members of society
- Helping people to maintain their independence by giving them greater choice and control over the way in which their support needs are met.
- Providing more services closer to home and improved access to community services.
- Provide high quality support to meet people's wishes for independence and greater control over their lives.
- Making greater use of Assistive Technology to support people at home
- Support more people with long term and complex needs to live more independently
- Increase use of individual budgets to enable greater control over decisions about the way people want to live their lives.
- Supporting people to live in ordinary housing in the local community.
- Provide better and more accessible information about housing and services
- Early planning for young people with complex needs to be responsive and meet their need appropriately.
- Most people with learning disabilities do not have their own home but continue to live with families.
- Where people live in tenancies ensure their rights as tenants are not overlooked.
- Joint working between the Department for Communities and Local Government and Department of Health to promote the inclusion of people with learning disabilities in mainstream housing.
- An increased focus on access to home ownership and assured tenancies

### **Local Context and Drivers**

A number of local policy documents influence this strategy (see Appendix 1). The key driver in Halton is the Council's vision:

'Halton will be a thriving and vibrant Borough where people can learn and develop their skills; enjoy a good quality of life with good health; a high quality, modern urban environment; the opportunity for all to fulfil their potential;

greater wealth and equality; sustained by a thriving business community; and a safer, stronger and more attractive neighbourhood."

To make the best use of limited resources, Health and Social Care services will be targeted on the following groups of people:

Those with Profound and Multiple Learning Disabilities

Those with complex physical needs

Those young people with complex needs coming through Transition

Those who are living with older carers

Those placed out of this area who wish to return

Those ready to be discharged from secure services

Those whose behaviour challenges services.

### **Section 2: Halton – The Current Position**

**Numbers of people with learning disability:** in November 2007, Halton Borough Council knew of 426 adults (over 18) with learning disabilities who currently have a service from Community Health and Social Care or who may have received a service in the past. It is also known that there are 29 young people with severe or profound learning disabilities or autistic spectrum disorder who will reach school leaving age and may require support from adult services over the next three years.

The 2005 Housing Needs Survey found that there are 636 people age 16+ living in the Borough who have learning disabilities. This is 0.67% of the 2005 general population aged 16+.

"A Life Like No Other" suggests that 0.46% of the adult population age 20 or over use learning disability services in England. In Halton this figure is 0.45% which is in line with the national trend.

### Age of Adults with learning disabilities in Halton

Table 1: Age and gender profile of adults with learning disabilities known to services in Halton

Age	Total	Male	Female
18-19	25	17	8
20-24	58	27	31
25-34	85	53	32
35-44	98	53	45
45-54	79	41	38
55-64	58	32	26
65-74	19	11	8
75+	4	1	3
Total	426	235	191

23 people known to services are over 65, and a further 19 people are between 60 and 64. As life expectancy increases, the number of older people with learning disability is likely to triple over the next ten years.

From the 2005 Housing Needs Survey (see below), the age profile of the 636 people identified within the Borough as having a learning disability is as follows:

16 – 24	81
25 – 44	384
45 – 59	30
60 - 74	99
75 <sub>+</sub>	42

Ethnicity of adults with learning disabilities in Halton: Table 2 shows that 97.9% of people are White British, with 2.1% from other ethnic backgrounds. This is slightly higher than the 2001 census data for the general population of Halton that records non-White British as 1.1%.

The number of people from ethnic minority groups is low and their cultural needs diverse which sets a challenge for services, as there are no large groups of people at which services can be targeted. There must not be barriers that stop people from Ethnic Communities accessing housing and other services and all services must be culturally sensitive.

Table 2: Ethnicity of adults with learning disabilities known to services in Halton

White/Black	Caribbean	Any	other	Bangladeshi	Gypsy
African		black			Traveller
		backgro	ound		
2	1	1		2	1
(0.5%)	(0.2)	(0.2)		(0.5%)	(0.2))
White British	White Irish	White o	ther		
417	1	1			
(97.9%)	(0.2%)	(0.2%)			

Halton Borough Council Housing Needs Survey 2005 – findings for adults with a learning disability: full details of the outcomes of the Housing Needs Survey for people with Learning Disabilities in Halton are in Appendix 2.

The survey found that 636 adults with a learning disability live in Halton, in 617 households. 65% of these households comprise one or two people, and over half live in social rented accommodation. Of this total, 507 people needed care or support for such things as establishing social contact/activities, help with personal care and establishing personal safety/security. Almost 30% of people (148) were not receiving enough care or support.

143 households with an adult with a learning disability expected to move in the next three years, with 41 indicating that the whole household would move within the Borough and 64 that only part of the household would move (the remainder who indicated a move did not respond to the further question). Another 99 households wanted to move but could not, mainly because of inability to afford moving costs, local education choices and family reasons.

Respondents were asked people to indicate the household's total income. Most chose not to answer this, including 47% of households containing an adult with a learning disability. Of those that did respond 90% (296) had annual incomes of less than £25,000 and 48% (158) had an annual household income of less than £10,000. 90% (556) of the households received Disability Allowance, with high proportions also receiving Income Support (402), Housing Benefit (310) and Council Tax Benefit (248).

Where people live now – England: a 2003-04 survey on the lives of adults with learning disability included the following information on where people were living:

19% Residential
Care

11% Supporting
People

3% With partner

Alone
4%

12% With other relatives

Chart 1: Where people with learning disabilities live in England

"Valuing People Now: From Progress to Transformation" confirms that nationally, more than half of people with learning disabilities continue to live with families, many into middle age and older. It recognises that for some this is what they want but others have not had a choice.

Where people live now – Halton: the Chart below shows where Halton people with learning disabilities currently live. This is an improvement on the national figures, because of success in supporting more people to move on to independent living in their own homes. The current number of people from Halton living in residential or nursing care is around half the national figure reported in 2003/04.

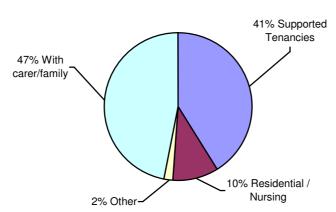
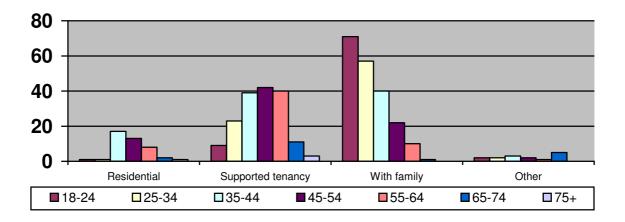


Chart 2: Where people with learning disabilities live in Halton (2007)

Note: other includes adult placement, homeowners and secure accommodation

201 people with learning disabilities known to services (47%) live with family. 173 people known to services have an assured tenancy either supported to live on their own or sharing with people with similar needs.

Chart 3: Where people with learning disabilities live in Halton by age (2007)



Halton People living outside the Borough: 21 Halton residents with Learning Disabilities live outside the Borough, where their needs are met by more specialised accommodation. This includes six people in tenancies, whose support needs could not be met locally. For those who wish to return, specialist support will need to be available to meet their needs. This is particularly the case for people on the autistic spectrum and those leaving medium secure services. Collaboration with St Helens and neighbouring authorities would enable a range of specialist provision in the area to be developed.

**People living with older carers:** 73 people with learning disabilities are themselves over 35, and if they choose to continue to remain with family then as they age and their carers become frailer, additional support may be needed. Carers over 60 have been prioritised for carers assessments and the individuals they care for are currently being offered person centred plans. 58 carers have had carers assessments, with the following age distribution:

Table 3: Carers who have requested an assessment of need by age

Carers Age	Numbers of carers
75+	5
70-74	10
60-69	17
50-59	26
40-49	12
30-39	3

**People at risk of early onset (pre-senile) dementia:** the average age for people with learning disabilities to develop this condition is 15 years less than the general population at 54. Onset can for some people, can occur in their 30's, particularly amongst those with a diagnosis of Downs Syndrome. Around

45 people over 35 currently receiving services have been identified with Downs Syndrome, but this is thought to be an underestimate.

**Transition:** the Transition process – planning care and support for younger people who will be reaching adulthood – begins at 14. A robust Joint Transition Strategy and Transition Protocol, involving all relevant agencies, supports this. From this process, we know that 29 young people with complex needs will reach 18 in the next three years. They may have more than one type of disability and there are a number who are also wheelchair users.

How many people may want to move in the next 5 years?: in November 2007, 50 people with learning disabilities were identified as wanting to move in the next 5 years. These were categorised into 3 priority groups (High, Medium, Low), determined by their needs, the degree of risk, the person's own timescales and organisational timescales. Table 4 identifies these people, according to their current accommodation and the priority level for their move.

Table 4: People known to services that want to move and level of priority

Current residence	High	Medium	Low
With family	3	13	17
Own tenancy		7	2
Residential/Nursing		6	
Secure accommodation	2		

**Future Support Needs:** Learning Disability Services in Halton face a number of pressure areas, including:

- Younger adults developing early onset (pre-senile) dementia and related problems.
- Increased survival rates for those with extremely complex health needs or autistic spectrum disorder in addition to their learning disability who are coming through transition. These people often need to live alone but require 24-hour support. This is inevitably high cost and is leading to budgetary pressures.
- More older carers who look after people with learning disabilities in the parental home.
- Increased numbers of older adults with learning disabilities living longer and suffering age related health problems.
- Rising numbers of people with complex and/or forensic needs placed outside Halton who need and wish to return.

**Supporting People (SP):** the SP Programme provides housing related support for over 1.2 million vulnerable people across England, including thousands of people with learning disabilities. It helps people live with greater independence at home, providing more choice about how they live. It can help prevent social exclusion and the need for institutional care. The budget is ring fenced for housing related support and welfare services (for excellent authorities); and care services cannot be met from this pot.

SP has promoted standards for housing related support services, delivered continuous improvement and shared best practice in a diverse market place of service providers. For the first time Local Authorities and key stakeholders must oversee and commission local supported housing services through the SP Service Review programme (see below), and ensure they are of good quality and value for money.

Locally, 170 people receive housing related support and welfare services through the SP programme.

**Information Gaps:** there are currently two gaps in our knowledge about the needs of people in Halton with learning disabilities - the numbers of young people and adults with Autistic Spectrum Disorder, and a full understanding of the needs of people with mobility issues in addition to their learning disability.

For people with Autistic Spectrum Disorder, we are working in 2008/09 with Children and Young People's Services and the National Autistic Society to identify this group and how their needs are being met, so as to develop appropriate local services. We are also committed to collecting more information around the numbers of people with mobility issues, to help determine the level of future need for adapted housing and how this might be met.

**People's wishes:** through a detailed consultation process with people with learning disabilities and their carers and families, we have obtained a detailed understanding of what they want from housing and support services. The detailed comments made by people can be found in Appendix 3.

It was clear that people who use services want to be able to make informed choices based on adequate information, and to be equipped with skills of independence, particularly around budgeting, transport and health. Services need to be tailored to meet their needs for support, including out of hours.

People want to live in a suitable property (which may include staying in their family home) in a familiar location where they have existing networks; they also want more influence over the choice of accommodation they live in and the way it is furnished and decorated. Some people prefer to live with friends.

Support staff, housing providers and professionals were also consulted. They generally felt that current allocation system was inflexible, and wanted a planning process which would support housing providers to have a realistic lead-in time to develop new services, and would allow Local Authorities and the SP Programme to meet national targets and set measurable local standards. They highlighted the need for honest and transparent plans, developed in full partnership with individuals themselves, which start in childhood and encompass the whole of their lives. They too highlighted the need for effective information.

Current accommodation and support options available to people with learning disabilities in Halton: the text boxes indicate where we need to focus our attention to improve information and choices for people.

Residential/Nursing Care: although the numbers of people in residential and nursing care are low, many have lived there since the closures of long stay hospitals. In Halton, 4 residential homes offer 23 beds and 2 Nursing homes offering 12 beds solely for adults with learning disabilities. The homes tend to be small; the largest has only 8 beds. In addition, one large residential home within the Borough retains 1 bed and a large Nursing Home retains a further two beds for adults with learning disabilities.

For people who have lived in services for some time, providers will be encouraged to ensure they are given the same opportunities as everyone else to consider where and how their needs can be met in the future.

Recent reviews of individuals' needs have identified four people whose needs would be better met in a residential care setting registered to support people with learning disabilities. Existing capacity is full and providers will need to be encouraged to register with CSCI and develop staff skills to support people with learning disability. The immediate need is for two additional beds and medium term an additional two to four beds.

**Supported Housing:** the current range of supported housing in Halton is as follows:

- 58 units, in 19 group homes, in the Council supported tenancy network
- 108 units, in 42 group homes, with support provided through the independent/third sector.
- 23 people living on their own with support
- 1 person living in sheltered accommodation
- 3 Adult Placements

These figures include recent developments that have enabled 16 people to hold assured tenancies and be supported to live independently.

The traditional model of 24-hour supported tenancies within group homes does not suit all people and the ECB is committed to offering people more choice.

We will continue to work with local housing providers to commission new Supported housing provision in line with needs and wishes and the Council's duty to ensure that services are value for money.

**Adult Placement:** Halton's Adult Placement scheme is part of a menu of services currently focused on short-term support for individuals and carers. These services offer independence, rights and responsibilities with support in a family type setting, and many people prefer these placements.

The current long term placements referred to above are all managed through the independent sector and the ECB is looking to bring all of these under the umbrella of Halton Adult Placement Scheme, and to extend the current short break service to offer greater opportunities for permanent placement as needed. This may particularly suit those people currently living with family, where carers are becoming frailer.

Adult Placement opportunities will be further extended, particularly in the provision of longer-term placements.

**General needs housing:** people with learning disabilities should have the same choices as everyone else in the type of housing they live in. this Strategy aims to ensure that people are enabled to access general needs housing, both rented and owner-occupied.

**General Sheltered Housing:** Halton has approximately 600 sheltered housing units. Only one person with learning disabilities known to services currently lives in such a setting. Numbers of older people with mild learning disabilities living within sheltered housing schemes are not known.

This type of support can suit the needs of older adults with moderate learning disabilities who would benefit from community spirit and organised community activities. This can be complemented by an on site or on call warden service and the use of the Lifeline service in an emergency. Additional domiciliary support services can be arranged to meet specific needs.

**Extra Care Sheltered Housing:** the Borough has one extra-care sheltered housing scheme for older people at Dorset Gardens, with 37 one bedroom and 3 two bedroom self-contained flats. Care and support is provided flexibly to meet individuals' varying needs, enabling them to retain independence, control and privacy whilst maintaining their own tenancy. No older people with learning disabilities live at Dorset Gardens.

More of both type of sheltered housing in Halton is needed to meet the demands of an ageing population. This Strategy aims to ensure that the needs of older people with learning disabilities, including adults susceptible to early onset dementia, are considered in any future developments. The Borough has identified a need for 167 Extra Care units over the next five years and 11 of these will be available for adults with learning disabilities.

Rented Housing: Registered Social Landlord (RSL) housing: the Housing Needs Survey 2005 shows that 330 people, living in accommodation provided by RSLs, indicated they had a learning disability.

The Choice Based Lettings (CBL) system is soon to be introduced into Halton to replace the current system of allocating social rented housing. CBL ensures that choice and need are considered in allocating accommodation, with applicants having more say in where they live. Properties are advertised through various media and applicants can express an interest "bid". Bidders

with the highest need, based on points allocated when registering for the scheme, will be offered the property. Vulnerable people will be supported to bid. It will be important to monitor the effectiveness of this, to ensure that the process is inclusive for people with learning disabilities.

Rented Housing: Private rented housing: the Private Rented Sector has a central role in providing quality, affordable housing in Halton. The Council is keen to provide decent local landlords with the recognition and support they deserve. To support this, a voluntary Landlord Accreditation Scheme, developed in partnership with local landlords, has been launched. Members agree to a code of standards, detailing good management practices and property standards. Awareness of this scheme will be raised through information packs available to families and care and support providers who are considering private sector rented accommodation for people they support.

Home ownership: Home ownership is possible for people with learning disabilities, but it is not straightforward and requires substantial joint agency working, commitment on the part of the individual and takes time. Nationally, only 15% of people with a learning disability have a secure long-term tenancy or own their home ("Valuing People Now"), compared with over 70% of the general population who own their homes and 30% who rent. The government wants people with learning disabilities to benefit from home ownership, using initiatives including Home Ownership for people with Long Term Disabilities (HOLD) and the New Build Home Buy scheme (shared ownership).

HOLD is a low cost home ownership scheme run by RSLs. It is a type of shared ownership - people part buy a share they can afford and the RSL owns the rest, on which rent is payable. A larger share of the property can be purchased at a later date or it can be sold at anytime if the person wishes to move on. The individual is the owner, with the same rights and responsibilities as any other homeowner. The scheme offers the benefits and security of ownership but is cheaper than owning property outright

Home Buy allows people to buy a home whilst only contributing 75% of its cost; the rest is met by an interest free loan from a RSL. If the property is sold, the proceeds are split 75% to the individual and 25% to the RSL.

**Discretionary trusts:** discretionary trusts have been set up by four local families to ensure their loved one can remain in the family home. Whilst there is no legal duty on the local authority to provide support in these circumstances, we need to be aware of these trusts and work with individuals and families now to develop life skills and promote independence.

General needs housing options for people in Halton with learning disabilities will be promoted. To support this, an information pack will be developed, for use by the Community Learning Disabilities team, families and care and support providers in identifying suitable accommodation options for individuals.

**Affordable Housing:** people with learning disabilities have lower income and higher rates of unemployment than the general population, and are therefore more likely to rely on affordable housing. The Council's Housing Strategy 2005-2008 identified an adequate supply of affordable housing in the Borough, with no plans to use planning powers or resources to secure additional low cost housing. This strategy is currently being redrafted and will take account of the increase in house prices since 2005.

Adapted and accessible housing provision: the Council is committed to collecting more information about the needs of people with mobility issues in addition to their learning disability to help determine the level of need for adapted housing. The Council is also working with RSLs to record adapted housing in the Borough to enable need and supply to be better matched.

Information collected about mobility will be used to determine the number of units in any new supported housing provision which need to be ground floor and wheelchair accessible.

Links with local housing planners will be developed to influence new developments designed to the standards set by the "Lifetime Homes" and "Lifetime Neighbourhoods" Strategies.

**Support provision for people with learning disabilities:** currently, 193 adults receive housing related support commissioned by the Learning Disability Service. Of these, 166 people receive support within 61 group homes and 27 receive community support.

CSCI has recently issued guidance "Assessing whether a care service needs to be registered" to help providers identify the thresholds between registration as a care home or domiciliary care agency. Group homes may need to register as residential homes and work will be undertaken with providers to assess the resource implications and impact of this on people's rights.

Halton Supported Housing Network: this Council service currently provides care and support to 58 people in 19 group homes. Some people have additional physical or sensory disabilities or behaviour, which challenges services. The needs of people living in these homes are currently being reviewed. For some people, the service no longer meets their assessed needs. Some have reached their potential and can become more independent; for a small number of others, their health and care needs would now be better met in either residential or nursing care.

The Ashley Green bungalows are already meeting the needs of people with high support needs and these properties are particularly suited to this. The future vision for this service is one that will focus on specialist skills / safeguarding with improved operational practices and qualitative outcomes. This will also offer the possibility of accommodating people currently placed out of borough. CSCI guidance indicates this service may need to re-register as residential care homes in order to comply with the legal framework.

The capacity within the staff teams to develop an outreach service skilled in housing and welfare related support to people in their own homes is being explored.

**External support providers:** there are currently 11 independent sector providers delivering care and support to 135 people. 108 people live in 42 supported group homes, most of which offer 24-hour support.

**Standards for Support Provision:** each care and support provider is registered with the Commission for Social Care Inspection (CSCI). CSCI applies a national framework of standards to all care and support providers, and in addition local standards and targets are set and monitored by the joint SP and Council Contracts team. Service monitoring on ensures that rigorous Health and Safety Standards - including fire safety, policies and procedures and individual risk assessments - are applied in all care settings.

**Supporting People Reviews:** the SP Team and Community Learning Disability Team have jointly reviewed all external and in-house supported tenancies. This has provided detailed information about the type and levels of care and support being provided. Key actions have been highlighted and work continues with providers to implement these and monitor outcomes for individuals.

Key messages from these reviews and actions to be taken include:

 Providers must continually promote tenants' links to the local community, education, leisure and social activities appropriate to tenants' age and ability.

Providers must get better at supporting people to develop relationships and friendships. Working practices and staffing rotas may need to be more flexible. New joint contracting arrangements will monitor this.

- Risk management is always important. However, there is a tendency to over-protect, which has resulted in reduced opportunities for some people to perform daily living tasks.
- Service Providers and assessment services team must listen and respond to any tenant's needs and wishes to move to accommodation which would better meet their needs. The current culture of people remaining where they are either results in crisis due to health deterioration or a person becoming unnecessarily over-supported, deskilled and dependent on 24-hour support.

A process tool will be developed, in partnership with care and support providers, to assist providers with supporting people to move on when this is needed or desired.

**Community Access Support:** people can also receive support – known as community access support - if they are living in general needs housing. This can be provided to enable them to make friendships, develop skills and confidence and to live as an ordinary member of the community.

**Other housing-related support provision:** other services provide support to people living independently in general needs housing, to help them manage in their home. Briefly these are:

Assistive Technology/Tele-care: adults with learning disabilities can
make positive use of Assistive Technology. In 2007 ten people (with
two more undergoing assessment) received a range of technologies,
including seizure alerts, pagers and sensor movement pads.
Assessments will now routinely consider how assistive technology
could form part of a person's support package. It can also offer extra
support to carers supporting a family member at home.

The use of assistive technology will be further examined to support the management of risk whilst enabling greater independence for the tenant.

 Housing-related floating support services: this is particularly importance to people with learning difficulties who may not be eligible for a service under the Fair Access to Care policy but may still require some support to help them manage in their home.

Floating support resources will be reviewed to determine what provision is available and ensure this offers quality, value for money services. these resources will be tailored to meet the needs of people that may currently have limited or no other resources available to them.

**Resources:** this Strategy promotes wider choice for people over their housing and support options. This must be done in the context of a full understanding of the resources available and the pressures on services. Resources need to be used efficiently and effectively to achieve the objectives of the Strategy and be realistic and fair to everyone needing a service.

**Financial Resources: Learning Disability Services funding:** in Halton, the Local Authority and Primary Care Trust contribute to a pooled budget to fund health and social care services for people with learning disabilities. In 2007/08 the total budget available was £12m.

There are increasing pressures on this budget from young people with complex needs coming into adult services at age 18. In previous years additional investment has been made into the pooled budget to meet these costs. Further investment at this level is unlikely in the future; identify efficiencies are therefore being identified to meet the needs of increasing numbers of people whilst improving the quality of available services.

**Supporting People:** as seen earlier, service reviews for people with learning disabilities have identified services being paid for which did not meet SP eligibility criteria. Work has been ongoing with providers to review people's support needs and how to best meet these whilst increasing independence.

SP funding for accommodation-based schemes from April 2008 will be £2.3m, a reduction from the April 2006 level of £4.5m. There will however be an additional £65,000 of short term funding available for the development of floating support services.

This Strategy will ensure that investment in floating support is used effectively and that innovative services are developed to support as many people as possible.

**Direct Payments and Individual Budgets:** these are a different way of arranging support and care, giving individuals and families more control over how support and care is provided. They are not additional sources of funding. Locally, direct payments have been used successfully for people with learning disabilities or their carers, who receive funds to employ personal assistants or purchase care directly from an agency.

Nationally, the In Control programme is promoting self directed support and individual budgets for adults with learning disabilities. The learning from pilot schemes will support the delivery of this programme in Halton.

A scheme of self directed support and enabling Individual Budgets will be set up in Halton over the next 12 months.

**Independent Living Fund (ILF):** the ILF helps to pay for support people with disabilities need to live independently at home. It is a Government Trust funded by the Department of Works and Pensions to help meet needs over and above those met by the Council. It can be used to employ a personal assistant, care agency or domestics to help with thing like personal care, cooking, shopping, cleaning, and also to help people go to social, leisure and educational activities.

Independent living in Halton for adults with learning disabilities will continue to be built on by an increase in the numbers of eligible people receiving ILF.

**Learning Disability Development Fund (LDDF):** the LDDF was introduced to support the implementation of the "Valuing People" agenda (2001). The amount of funding available nationally and locally has increased over the last six years. From April 2008 it will be paid directly to local authorities to support their role as lead commissioners for learning disability services.

Halton will receive the following amounts over the next three years:

2008/09 £150,000 2009/10 £149,000 2010/11 £148.000

The Department of Health's (DoH) key priorities for health and social care include the promotion of inclusion in mainstream housing initiatives, increased access to assured tenancies and home ownership, and provision of socially inclusive support. LDDF funding is intended to support to deliver the DoH's key priorities. It will be used locally to further develop advocacy services, person centred planning, transition from Children's to Adult services, employment and adult placement.

Human and Organisational Resources - Contracted Providers for care and support: all in-house and independent sector providers have been evaluated and are able to deliver services to the required quality standards. A Preferred Provider List is being considered, consisting of organisations that have been evaluated and are committed to working in partnership with health and social care to develop new and innovative services in Halton.

**Providers of Supported Housing:** There are a number of RSLs in Halton which are able to raise capital to develop new supported housing schemes by identifying appropriate locations and properties and undertaking adaptations to meet people's needs. This resource will continue to be accessed in order to offer independent living to those with the most complex needs.

**Person Centred Planning Coordinator:** this post works across all services to make sure staff receive training in person centred thinking to ensure that the way services are delivered is changing and we are putting people at the centre. There is also a bank of facilitators available to work with individuals who want a 'Person Centred Plan' of what they want now and in the future. The facilitator will bring together the person their family and friends, support staff and professionals to form a 'Circle of Support' to make the plan happen. For many people this will include getting their own home.

Housing and Supporting People Coordinator: the Housing and Supporting People Coordinator is a newly created post for 12 months that will work with the Specialist Community Team for Adults with Learning Disabilities. They will assume overall co-ordination responsibility for planning, monitoring and evaluating quality and outcomes to provide an overview of services for adults with learning disabilities living in supported tenancies in Halton or living in Adult Placements. They will also develop a strategic approach to ensuring that supporting living in Halton provides opportunities for service users to maximise their independence.

### Section 3: Plans for the next three years

Earlier in this Strategy, the vision, values and aims for adults with learning disabilities living in Halton were set out. This section describes what our objectives are under each of the five aims. It also explains how the strategy will be put into action and progress and outcomes monitored to find out if it is making a difference.

**Plan for the future:** Planning for future housing needs and wishes will need to be structured and systematic, in full partnership with individuals, carers and families, service providers and key stakeholders. These plans will support the development of good quality housing services that avoid the need for crisis management of accommodation needs.

### The objectives are to:

- Use resources efficiently and effectively
- Share information and skills between all partners to help improve service delivery and influence strategic and policy developments.
- Work with partners to evidence need and develop the right mix of housing and support.
- Plan with people and their carers to reduce the need for crisis management when dealing with housing issues.
- Establish the needs and wishes of people not known to services.

Increase the range of Housing options available to give people the opportunity to live alone, with a partner or with friends: new types of housing for people with a learning disability will be developed across a range of tenure including owned, social rented, private rented. We will increase the range of options for people to live independently and provide more specialist accommodation for people with complex needs.

### The objectives are to:

- Through partnerships, influence housing policy development to ensure that the needs of adults with learning disabilities are included.
- Provide more specialist accommodation in Halton for people with complex or specific needs.
- Provide more of ground floor and wheelchair accessible accommodation for people with learning disabilities.
- Make more use of general needs housing for people with learning disabilities.

**Support people to reach their full potential:** individual budgets and direct payments will allow many people to manage their own levels of support according to their needs. Others will require high quality support that focuses on outcomes that enables them to achieve their potential.

### Our objectives are to:

 Promote more use of assistive technology within support packages where appropriate.

 Support people to move to more appropriate accommodation as their needs change.

Support people to choose where they live and who they live with: where possible and appropriate, individuals will have more choice over where and who they live with and how they are supported. The use of accessible information and independent support and advocacy will be support this.

### Our objectives are to:

- Increase opportunities for people to choose who they live with, where they live and the type of support they get.
- Increase the amount of accessible information about housing and support options.

## Support people to be included and be aware of their legal and civil rights and duties

We will promote the use of and access to general housing and services and support people to build friendships, relationships and links with their local community. We will work with providers to ensure people with learning disabilities are aware of their rights as well as duties as tenants.

### Our objectives are to:

- Encourage and support people to develop friendships and to access social activities at all times of the day and evening.
- Ensure that culturally sensitive services are provided
- Ensure general needs housing services are accessible and inclusive for people with learning disabilities and their carers.

### How will the strategy be put into action?

A number of key actions have already been highlighted in the green boxes in Section 2 of the Strategy. These have been brought together in an Action Plan below. Each action will help us meet our objectives and achieve our aims and vision. The action plan also includes details of who is responsible for making sure it happens, the timescale for completion and the outcomes we desire.

The Learning Disability Partnership Board has the responsibility for ensuring that we achieve the objectives in this strategy and that it makes a difference to people's lives.

The Valuing People Housing Group will take responsibility to ensure that the actions in the plan happen and the lead person will provide regular updates on progress. An annual progress report will be taken to the Partnership board.

Appendix 4 shows how the Housing Group and Partnership Board will work together with other groups which have an influence on people's lives and a role in making our housing and accommodation plans happen.

Action Plan: 2008 - 2011

	Priorities	Action	Desirable outcome	Lead	Target Date
Pla	n for the future				
1	Implement the Joint Supporting People / Care contract on all contracts issued for supported accommodation	Issue new contracts April 2008 to existing services and use for all new joint service developments	Jointly agreed, clear measurable outcomes  Value for money  Quality service delivery  Robust monitoring of services	Supporting People / Contracts Team	April 2008
2	Work jointly with providers to develop and share best practice in supported accommodation	Disseminate findings of Behavioural Solutions project to providers.  Establish Beacon services and encourage other providers to adopt similar working practices	Individuals will lead a more contented lifestyle with support in a manner appropriate to their need.	Divisional Manager Assessment and Care Management  Joint Commissioning Manager	December 2008 December 2009
		Establish tenants forum led by self advocates and from this develop peer quality checking.		Joint Commissioning Manager	December 2008

	Priorities	Action	Desirable outcome	Lead	Target Date
3	Consider best use of investment in floating support	Develop new and innovative housing options.  Explore current contract arrangements and consolidate if this offers value for money.	More people with low level support needs will be enabled to live in their own home	Joint Commissioning Manager and Housing Co-coordinator	March 2009
4	Review allocations policies and procedures for tenancy nominations managed by the ALD team	Ensure compliance with FACS criteria.  Review priorities for accepting people onto waiting list.	Allocations will be transparent and fair with those with highest need being prioritised for limited resources.	Service Development Officer	December 2008
5	Reconfigure Halton Supported Housing Network and move on people whose needs can be better met elsewhere	Phased transfers of support to independent sector.  Shift focus of service to support those with more complex needs	Shift of some service provision to independent sector  Skilled staff team within network to focus on more specialist service provision	Divisional Manger Provider Services and Joint Commissioning Manager	July 2009
6	Work with partners to evidence need and develop the right mix of housing	Review existing and potential accessibility of housing managed by ALD services.	People will be living in homes that meet their physical needs	Housing Co-ordinator	March 2009

	Priorities	Action	Desirable outcome	Lead	Target Date
		Review waiting list to determine who requires adapted housing.		Housing Co-ordinator	March 2009
		Link into work on the register of adapted housing /choice based lettings to determine how people with LD will be prioritised	Adapted housing will be prioritised for those who need it.		March 2009
7	Determine how many people with learning disability are living in accommodation that is below standard	Work with RSL's and support agencies to identify suitable alternative properties to offer people.	More people with learning disabilities will live in quality housing in areas they choose.	Joint Commissioning Manager	July 2011
8	Review needs of people living outside of Halton with a view to supporting them to return	Determine who wishes to return and housing need.  Develop plans for return of at least two people a year.	People returning to Halton will be living in suitable housing which better meets their support needs	Divisional Manager Assessment and Care Management/Joint Commissioning Manager	July 2011
9	Plan with people and their families to reduce need for crisis management in relation to housing	Offer people living with carers aged over 60 support to develop a housing plan should they wish to do so.	More people will have an opportunity to plan for their future housing and support needs	Assessment and Care	July 2011

	Priorities	Action	Desirable outcome	Lead	Target Date
		Explore how to best identify and monitor support needs and wishes of people not known to services.	aware of and able to respond to need for immediate support	Assessment and Care Management	July 2009
Inci	rease the range of Housing o	ptions available to give peopl	e the opportunity to live alone	e, with a partner or with friend	S
10	Identify potential partners who are able to influence housing policy developments for adults with learning disabilities.	partners through the Housing Strategy Group	The Housing Strategy Group will have a stronger and wider influence within other Directorates and organisations.	Manager	December 2008
11	Identify and work with 3 people to become shared or outright homeowners	Produce and distribute information packs to providers and families  Set up tasks group to agree actions and bring in support and expertise for families/individuals.	Increase the number of people with learning disabilities who are homeowners.  Encourage others to pursue this if it's their wish.		July 2011
12	Provide more specialist accommodation in the Halton area for people with complex or specific needs	Evaluate findings of review of services for people on the Autistic spectrum with regard to accommodation.	Effective, quality support services will ensure stability for people and allay family concerns.	Joint Commissioning Manager	December 2008

	Priorities	Action	Desirable outcome	Lead	Target Date
		Ensure that for young people in transition any plans for independent living are communicated to the Housing Forum at an early stage	matched and appropriate	Transition Co-ordinator/ Housing Co-ordinator	July 2011
		Prioritise ground floor and wheelchair accessible accommodation within new supported living scheme developments	Capacity to better match supply with need for this type of accommodation	Joint Commissioning Manager	July 2011
		Work with Commissioner of services for Older People to ensure needs of older people who also have learning disabilities are included in future sheltered and extra care	with learning disabilities		
10		developments	residential accommodation		
13	Make more use of ordinary tenancies and general needs housing for people with learning disabilities	Develop a resource pack for families and care and support providers to use when considering housing options for people they support.	Greater awareness and consideration of ordinary housing as an option for people with learning disabilities	Service Development Officer	April 2009

	Priorities	Action	Desirable outcome	Lead	Target Date
Su	oport people to reach their ful	l potential			
14	Promote use of assistive technology / tele-care within support packages where appropriate	Offer training to staff of SCT and Care and Support providers in role AT can play in supporting people	people whilst managing risk	Assessment and Care Manager	December 2008
15	Support people to move to more appropriate accommodation as their needs change	Develop a process to assist providers in supporting people to move to more appropriate accommodation	More people will be living in housing that better meets their needs.		July 2009
		Ensure person centred plans/reviews are used to identify peoples needs/wished		Person centred planning co-ordinator	July 2011
		Explore need for transitional accommodation for people to try out independent living	undertaken to inform decision on whether or not	Joint Commissioning Manager	December 2008

	Priorities	Action	Desirable outcome	Lead	Target Date
Inci	rease the opportunities for ch	oice and control over where p	people live and who they live	with	
16	Increase number of people receiving Independent Living Fund, Direct Payments and Individual Budgets		More people have the resources for independent living	_	July 2011
17	Work with partners to ensure people with learning disabilities are enabled to exercise choice and control	Establish link with project manager for choice based lettings to ensure process is inclusive for all vulnerable people.	People will be able to make an informed choice about where they live.	Divisional Manager Assessment and Care Management	July 2009
18	Following the increase in available options, carry out review to assess if people are being offered the opportunity to exercise choice over where/how they live.		The impact of this housing strategy can be evaluated and any need for further strategy or policy changes identified	Divisional Manager Assessment and Care Management	July 2011
19	Increase amount of accessible information about housing and support options	Evaluate what information and formats are already available and identify what needs to be developed to cover all options as well as access to advocacy and welfare benefits.	People will be able to make informed choices	Service Development Officer	December 2009

	Priorities	Action	Desirable outcome	Lead	Target Date
		Review information relating to housing options given to parents at transition		Service Development Officer/Transition co- ordinator	April 2009
Su	pport people to be included a	nd be aware of their legal and	civil rights and duties		
20	Encourage and support people to be included –	Monitor through the new joint care and support contracts, providers roles in encouraging and	People will have more friends and increased links		July 2011

### **National and Local Policy Drivers**

Documents that have influenced this strategy are outlined below.

### **National Policy**

Valuing People: A New Strategy for Learning Disability for the 21<sup>st</sup> Century (2001, Department of Health)

This document sets out the Government's plans for improving all aspects of the lives of people with learning disabilities their carers and families. It is based on the four key principles of:

- Rights
- Social inclusion
- Choice
- Independence

It told us that 'Housing can be the key to achieving social inclusion, but the number supported to live independently in the community, for example, remains small. Many have no real choice and receive little advice about possible housing options.'

## The Story so far.... Valuing People: A New Strategy for Learning Disability for the 21<sup>st</sup> Century (2005, Valuing People Support Team)

This report was written by the national Director of Valuing People and set out the positive changes that had happened since the white paper in 2001/ It also highlighted areas for improvement and these have been picked up in the consultation document Valuing people Now: From progress to Transformation (2007, Department of Health). Four priorities are set for the next three years and one of these is Access to Housing. It says that within the overall policy of a range of housing options being available, local authorities should concentrate on promoting access to and increasing the numbers of people who live in their own homes or have assured tenancies in rented accommodation. The consultation closed in March 2008 and the final document is expected in summer 2008.

## Our Health, Our Care, Our Say White Paper (2006, Department Of Health) The white paper describes a vision and set of proposals to locate services in local communities closer to peoples homes and to improve the health and well being of the population.

A range or initiative and proposals will achieve the following strategic aims:

- o Improve access to community services, especially in poorer areas
- o Improve preventative services and earlier intervention
- Improve care for those with long-term conditions and more support for their carers

Move care out of acute hospitals to where people live.

## Independence and Opportunity – Our strategy for Supporting People (2007, Department for Communities and Local Government)

The supporting people programme was created on 2003 and provides the means though which Government ensures that some of Society's most vulnerable people receive help and support to live independently. The strategy is based on four key themes:

- Keeping people that need services at the heart of the programme
- Enhancing partnership with the third sector
- Delivering in the new Local Government Landscape
- Increasing efficiency and reducing bureaucracy

## Transition: young adults with complex needs (2006, Department of Health)

See below

## Growing Up Matters – better transition planning for young people with complex needs (2007, Commission for Social Care Inspection)

This report by CSCI looked at the experiences of young people and their families as they moved from receiving support from Children's services to Adult services. From this report and the DOH document relating to young people with complex needs we know that good transition planning involves:

- Being individual to the needs and aspirations of the young person, for example work, housing, education, relationships
- Addressing aspects the young person finds important, for example, religion, culture, tradition, sexuality,
- Responsibility spread out over all groups starting at transition review following the young person's 14<sup>th</sup> birthday
- Statutory processes from transition need to be used consistently
- Adult and children's services need to work together to ensure that young people maximise their life chances.

### In control

The National agenda from In Control promotes personalisation of services and that people with learning disabilities should be treated as full citizens. In order to make this happen people with learning difficulties need six different things:

### Six Keys to Citizenship

### 1. Self-determination

We have self-determination when other people treat us as people who can speak for ourselves. If we have difficulty in speaking for ourselves then we can get help from other people to achieve self-determination.

### 2. Direction

We have direction when we know what we are doing, when we have a purpose or a plan for our lives. Although we can all get stuck or taken over by other people's ideas, there is a lot that can be done to help us get our own direction in life. Person Centred Planning tells us about how to get direction.

### 3. Money

We need money to be a citizen. Not just so we can buy what we need to live, but also so that we can control how we live and how others treat us. It is

especially important for people to control the money that is used to pay for their own support services, as this will affect every part of life.

### 4. Home

We all need a home, a place that belongs to us and where we can belong. Much has been learnt about how we can all have a home, and disabled people are increasingly buying their own homes.

### 5. Support

We all need help, but if you have a significant learning difficulty this means that you will need ongoing and regular help. This does not mean you have to live a life controlled by other people. There are now many examples of people having help that is really helpful, flexible and individual.

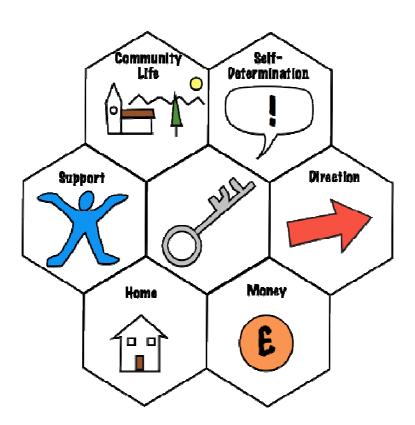
### 6. Community Life

It is also very important that we play a part in our community. This means working, playing, learning or praying with our fellow citizens and making friends along the way.

These are summarised in the following diagram.

### The 6 keys to Citizenship

(Source Keys to Citizenship by Simon Duffy 2006)



## Other national policy documents that have influenced this housing strategy are:

Improving the Life Chances of Disabled People (2005, Cabinet Office)

Learning Difficulties and Ethnicity Framework for Action (2004, Department of Health and the Valuing People Support Team)

Better Services for People with Autistic Spectrum Disorder, (2006, Department of Health)

A Life Like No Other (2007, Healthcare Commission)

### **Local Policy**

## A Community Strategy for a Sustainable Halton 2006-2011: Making It Happen in Halton

This document sets out five strategic themes for the Borough, which will help to build a better future for Halton:

- A healthy Halton
- Halton's Urban Renewal
- Employment learning & skills in Halton
- Children & young people in Halton
- A safer Halton

The Council's vision has been developed to support these themes:

'Halton will be a thriving and vibrant Borough where people can learn and develop their skills; enjoy a good quality of life with good health; a high quality, modern urban environment; the opportunity for all to fulfil their potential; greater wealth and equality; sustained by a thriving business community; and a safer, stronger and more attractive neighbourhood.'

### Halton Borough Council Housing Strategy 2005-2008

This strategy was developed by the Halton Housing Partnership, which has representation from both the Council and Housing Associations present in Halton. It sets out the priorities for action to achieve the vision for housing in Halton:

"To ensure that a range of good quality public and private sector housing is available both to meet the needs of the community and to attract new residents to the Borough."

### **Supporting People Strategy 2005 – 2010**

Halton has produced a 5-year strategy, which was required of all (non-excellent) local authorities by March 2005. It is essential that the Adult Learning Disability Partnership Board continue to engage with the ongoing review and delivery of this strategy.

A key factor in the effective delivery of the five-year strategy will be providing updated information on current provision and the extent of future needs for housing related support for learning disabled people.

## The Learning Disability Commissioning Strategy 2004-2009 (plus Mid term Review 2007)

These documents set out Halton's vision and values for Learning Disability Services. The vision is aligned to the national agenda from In control which states that people with learning disabilities should be treated as full citizens. It goes on to specify the six things that are needed to make this happen—these are called the Six Keys to Citizenship and a diagram illustrating this is contained in Appendix 1.

One of the six keys is **Home** – "We all need a home, a place that belongs to us and where we can belong. Much has been learnt about how we can all have a home and disabled people are increasingly buying their own homes."

### Housing and Support Options strategy 2003-2008

This plan was developed by the Learning Disabilities Partnership Board in response to the Valuing People white paper (2001) requirement for all Partnership Boards to undertake a housing needs and demand study and outline plans for the future provision of housing and support. Much progress has been made against this plan and this is revisited in the Where are we Now section.

### **Appendix 2**

### **Extract from Halton Housing Needs Survey 2005**

### **Adults with a Learning Disability**

### Background

The statistics presented in this report are calculated from the responses to the Housing Needs Survey 2005 and relate to households containing at least one adult (aged 16 or over) with a learning disability. Some 2,321 randomly selected households across the Borough participated in the survey. The statistics presented here have been weighted from the original responses according to tenure and location to represent the Borough wide position.

### **Number**

The survey findings indicate that there are 636 adults with a learning disability (ALDs) living in Halton contained within 617 households. The age profile of ALDs is as follows:

16 – 24	81
25 – 44	384
45 – 59	30
60 - 74	99
75 +	42

The survey found that 65% of households containing an adult with a learning disability comprised one or two people, with the full breakdown as follows:

Number of people in ALD household

One – 155 Two – 244 Three – 102 Four – 94 Five - 22

Over half of ALD households live in social rented accommodation, with the full breakdown as follows:

Owner occupier (with a mortgage)	90
Owner occupier (no mortgage)	197
Housing Association rented accommodation	330

Respondents were asked to indicate whether the household member with the learning disability required care or support and, if so, whether sufficient care or support was being received. Four fifths of adults with a learning disability (equating to 507 people) required care or support with almost 30% of those (148 ALDs) not receiving sufficient care or support. Care or support was

required for a broad range of activities but mainly to establish social contact/activities, help with personal care and establishing personal safety/security.

Respondents were also asked to indicate whether they, or any part of the household, intended to move within the next 3 years. In total, 143 households containing an adult with a learning disability expected to move with 41 indicating that the whole household expected to move within the Borough and 64 that only part of the household would move (the remainder who indicated a move did not respond to the further question). In addition, 99 ALD households indicated that they would like to move but were unable to do so, with the main reasons given relating to inability to afford moving costs, local education choices and family reasons.

The survey requested that respondents indicate the total income of their household. A large proportion chose not to answer the question including 47% of households containing an adult with a learning disability. Of those that did respond 90% (296) had annual incomes of less than £25,000 and 48% (158) had an annual household income of less than £10,000. Respondents were also asked about whether the household received any benefits. 90% (556) of ALD households received Disability Allowance, with high proportions also receiving Income Support (402), Housing Benefit (310) and Council Tax Benefit (248).

### Appendix 3

At a stakeholders event held in June 2006 you told us the following in respect of housing:

### From people who use services

- Ensure service users are supported with their accommodation and with benefits advice
- Increase use of Adult Placement Service
- Develop tenants committee
- Further develop the housing forum
- Develop closer links between home activities and daytime activities

### In January 2008 you told us:

## STAFF/SUPPORT & HOUSING PROVIDERS

Early planning

Partnership with childrens, developing 5 year plans at least ....

For all life

- Honesty and transparency from day
   1
- Lead in time realism
- CBL not a solution to emergency situation

Need to make certain people with LD have a loud voice in developing this

- LA will be measured on no's of LD in 'settled' accommodation by Audit Commission
- Has LA engaged with all housing providers including Independent Providers

We need to tell them who to include

- Audit of people in SL are you happy with where you live Tenancies forum (?)
- P. C Reviews
- PR information to families

What housing means

INFORMATION INFORMATION

• Crude coarse system –

Not flexible enough



### **SELF ADVOCATES**

### 1) Things we want to change

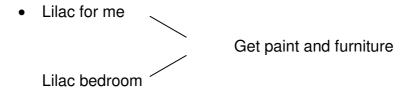
- People are telling us what to do we HAVE to move
- We can't choose who we will live with or where
- Stressed out don't know what's happening "Bunch of nervous wrecks – snapping at each other" "Feels like our whole family is splitting" Frustrated and upset. Making people ill.
- Money not being supported with budget and money
- Support with benefits/health appointments/ going out staff don't drive/person can't walk.
- People would like to move in the future
- Staff not explaining things to us properly
- I want to stay in my house even when my dad is not around!
- Out of service help number. Support not around when needed and a stranger answers.
- Teenagers kicking fences down no-one around to support/help at these times.

### 2) What house would you want? How would you want to live?

- With friends and people I trust With my pets Not a bedsit
- A bungalow
- A big house with my friends A shared house
- An area I know
   I want to be where I know, the people and area
- Other area where I spend my time a change to a place I like.
- To own my own house, but live with friends.
- To be independent but not FORCED to be
- Somewhere to 'settle' and stay. Don't make me move. Buy a house in Spain

### 3) How could you get the house you want? - the house will be mine

- Explain and tell us where we are going
- Give us a choice
- Talk to staff. Help to speak up for ourselves
- Get my house from my dad
- But my house Bank for £ money
- Listen
- I would paint my house, blue, pink
- When I get my house I would have everything black. 'My choice' blue furniture for me as well
- Get me a nice couch and a nice double bed



### **APPENDIX 4**

