Having a Place to Live

Worcestershire's Supported Living Strategy 2017/18 – 2019/20

(Strategy is Inclusive of the individuals known to Worcestershire's Transforming Care Programme)

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SECTION 1: SUPPORTED LIVING

What we mean

This commissioning plan refers to housing and support for people with learning disabilities, including people who also have physical disabilities. In some circumstances this is referred to as 'supported living'.

Supported living enables individuals to have their own tenancies (or become home owners in some circumstances), with the flexibility to move house, or remain in the same house, but change their support provider if they wish to.

In this strategy and linked to the Government's proposals about the future funding of supported housing (Annexe 2), the terms supported living and supported housing are treated as meaning the same thing.

SECTION 2: CONTEXT

We have made sure that this strategy is consistent with the law as well as with national and local polices and plans. These include:

National laws and Government policy
• Valuing People Now (2009) • The Care Act (2014) • Autism Act (2009) • Winterbourne View Concordat (2012) • National Outcomes Framework (2014)

Worcestershire plans and policies
• Worcestershire's Joint Health & Well-Being Strategy • The 5 Year Health & Care Strategy • Well Connected • Future Lives • Financial Plan • Worcestershire Transforming Care Plan – this is our local plan to help a small number of people move out of locked hospitals. • This strategy is based on the **Housing Big Aim** in the Worcestershire Adult Learning Disability Strategy 2016-2018.

SECTION 3: OUR PRINCIPLES

Our strategy is guided by our principles – what we and people with learning disabilities think is important.

We will develop supported living that is consistent with our principles.

- People should be treated as individuals.
- People with learning disabilities should be able to use the same services as other people.
- People should have choice and be able to have control over the services they use.
- People should be able to be part of their community where they live.
- People should feel safe.

SECTION 4: WHAT WE HAVE ACHIEVED SO FAR

Since the Worcestershire Housing & Support Commissioning Plan 2014/15 – 2016/17, with our housing and support provider partners, we have made progress in developing a wider range of housing in Worcestershire for people with learning disabilities.

Overall since 2014 we have helped or are helping approximately 160-170 people to become tenants in their own homes

With our partners we have developed new housing schemes at:

Redditch – 14 flats in the town centre	

Worcester 14 flats in St Johns	
Worcester 12 flats in the city centre	

Kidderminster – 12 flats near the town centre	

In addition, about 160 people across Worcestershire became tenants in their own homes in shared houses

New housing schemes are being developed at:

Evesham – 14 flats in the town centre

Bromsgrove – 14 flats in the town centre

Stourport – 15 flats in the town centre

Worcester – 18 flats in St Johns

We have plans to develop more housing at:

Near Droitwich – 8 flats for people with complex needs

Near Redditch – 8 units of housing for people with profound and multiple disabilities

Malvern - 7 units of shared and self-contained housing

SECTION 5: WHO NEEDS HOUSING IN WORCESTERSHIRE?

The Worcestershire Adult Learning Disability Strategy 2016-2018 says that Worcestershire County Council and Worcestershire Health Services worked with 2,124 adults with learning disabilities between April 2015 and March 2016.

This strategy says how we will help more of these people to have a wider range of housing options. This will include:

- People who have profound and multiple disabilities
- People who have complex needs

In addition to what is already planned, **as a guide** we think the need for housing in Worcestershire is:

- Shared housing that is fully wheelchair adapted – for 28 people
- Shared housing not adapted for wheelchairs – for 24 people
- Housing for people with complex needs – for 20 people

Our estimate of where housing is needed:
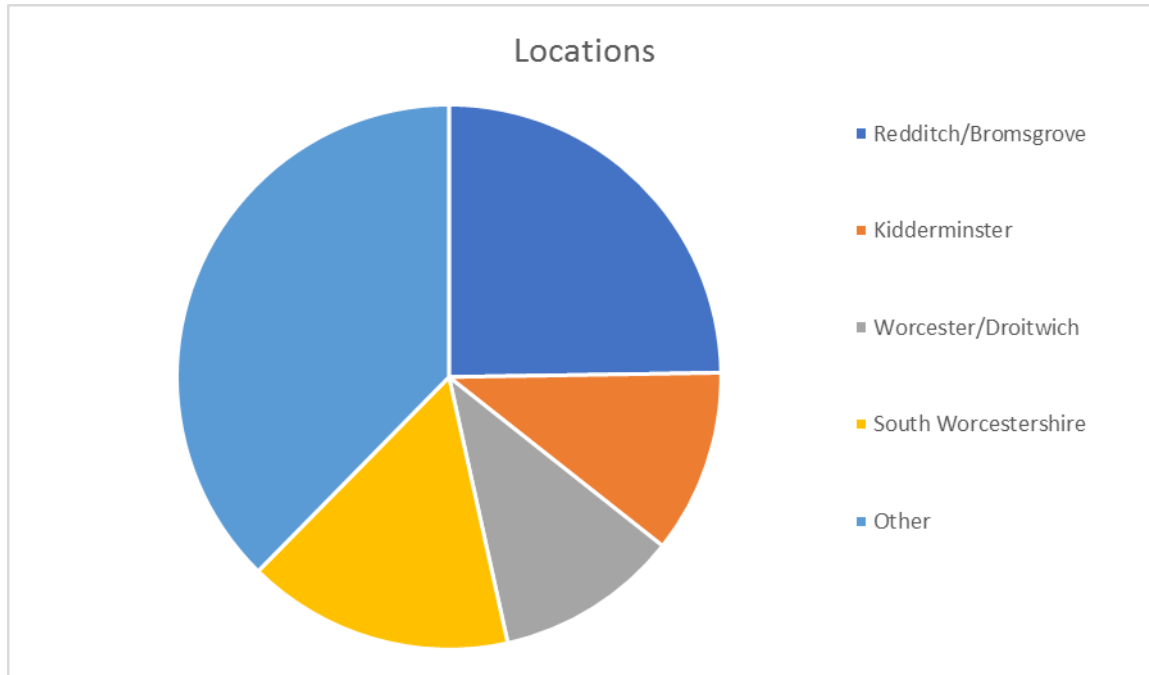
This is shown at Annexe 1.

SECTION 6: WHAT WE PLAN TO DO – OUR COMMISSIONING INTENTIONS

We will develop a range of housing and support options for people with learning disabilities including:

'Clusters' of self-contained flats. We think we now have enough of these for the time being.
We will develop more clusters of flats and shared housing for **people with complex needs (autism)**. We need **20 units**
We need **28 units** of shared housing for **people with profound and multiple disabilities**
Shared housing (not adapted for wheelchairs). We need **24 units**
We will continue to make **extra care housing** available for older adults with learning disabilities who want or need this housing option.
Housing alongside further education for young people with learning disabilities. We will develop supported living as part of a further education offer to people aged 19-25 years.
Family led housing. We will support family carers who want to find housing options and solutions directly for their family member with learning disabilities.
We want to see more people supported **with different forms of technology** including telecare, sensors and personal technology devices. This is set out in more detail in Annexe 3.

As part of the **Transforming Care** programme we will help a small number of people, approximately 6-7, to move during the period of this strategy. This is explained in Annexe 6.

We will **reduce the number of people with a learning disability who don't need to live in residential care** through
- Providing a range of alternative housing options
- Providing assessments that are inclusive of appropriate housing
- Working with residential care home providers to 'de-register' some homes where this is appropriate

We will consider developing the **Shared Lives Service** and widen the scope of the service to including increase spaces for:
- long term provision
- support for people in transition
- support for people moving on from residential care/ supported housing
- replacement care (respite), especially for people living with elderly carers

We will ensure people with a learning disability can make **informed choices about their housing** through:
- a regularly updated housing guide
- the wider range of housing options that have and are being developed range of options available
- working with charitable organisations to offer a matching process for people who want to share
- making sure that people have tenancy agreements that are easy to read and to understand

Our estimates of the number of units required are conservative. This is set out in more detail in Annexe 1.

SECTION 7: HOW WE WILL DELIVER OUR PLAN

We will:

- Invite housing and support providers to develop the housing we need. We will support housing associations that bid for funds from the Homes & Communities Agency to develop supported living in Worcestershire
- Make use of some buildings and land that the Council owns to develop the supported living that people need (Annexe 4).
- Use funds that the Council has to pay for housing towards the cost of developing some supported living.
- Work with and assist people with learning disabilities to get the housing they need through the Council's Positive Living Options social work team
- Work with family carers to identify housing options that will work for them and their adult children who live with them.

We will check how successful our plan is by measuring the:

- Number of adult service users with a learning disability living independently
- Percentage of people with a learning disability in settled accommodation
- Number of people with a learning disability in supported living
- Number of people in long term residential and nursing care in and out of county
- Experience of people through case studies and quality visit reports

ANNEXE 1: HOUSING NEED

Estimated housing need at this point in time. These figures will be updated on an annual basis and are liable to change.

	Ground Floor Shared	Shared houses	Complex behaviours and autism	non specific cluster flats
Numbers of people identified as potentially needing accommodation	53	76	37	44
No units already planned	14	22	8	70
No of additional units required assuming not all will move (% likely in brackets)	28(80)	24(50)	20(75)	-13 (50)

A guide to the locations of required housing

Geography	Ground Floor Shared	Shared	Complex autism
Redditch/Bromsgrove (25%)	6	6	5
Kidderminster area (11%)	3	3	2
Worcester/Droitwich (11%)	3	3	3
South Worcestershire (16%)	5	4	3
Non specific (38%)	11	9	7

ANNEXE 2: Changes to funding for supported housing costs

The use of housing and the costs of paying for housing (separate to care and support) is a key building block for supported living models. Housing is typically either provided through a 'registered provider' (formerly a registered social landlord), unregistered social landlord with 'exempt accommodation[1]' or 'specified accommodation[2]' status or private landlord. Since March 2008, where housing is being provided through a private landlord, these arrangements do not qualify for exempt status and a (lower) local housing allowance (LHA) only is claimable. However, it is possible for those with severe learning disabilities to claim LHA at the enhanced rate for single occupancy (even if they are sharing).

The 'exempt' accommodation arrangements, more recently since 2014 as part of the wider 'specified accommodation' arrangements have allowed the additional costs incurred by social landlord providers of supported housing to be met and have 'protected' tenants from the impact of the many aspects of welfare reform, including continuing to receive housing benefit rather than universal credit.

On 21st November 2016, DWP/DCLG published *Supported Accommodation Review: the scale, scope and cost of the supported housing sector (2016)*[3] and *Funding for Supported Housing: Consultation*[4]. The key elements of the Government's proposals for the future funding of supported housing from April 2019 include:

- Local authorities will have responsibility for funding, commissioning and quality assuring all supported housing in their areas from April 2019.

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[1] Supported Exempt Accommodation is defined as being either: a resettlement place; or accommodation which is provided by a county council, housing association, registered charity or voluntary organisation where that body, or person acting on their behalf, provides the claimant with care, support or supervision

[2] Specified Accommodation includes supported exempt accommodation, and adds three more categories: (i) Managed properties, which includes supported housing which would meet the definition of supported exempt accommodation but for the care support or supervision being provided by someone other than the landlord; (ii) Refuges provided for someone who has left their home as a result of domestic violence; and (iii) Hostels, including hostels provided by local authorities where care, support of supervision is provided. People living in specified accommodation are eligible to continue to receive Housing Benefit in respect of their housing costs, even where they claim Universal Credit, and the housing support paid through Housing Benefit does not count towards the Benefit Cap.

[3] Supported Accommodation Review: the scale, scope and cost of the supported housing sector (2016), see: https://www.gov.uk/government/publications/supported-accommodation-review

[4] https://www.gov.uk/government/consultations/funding-for-supported-housing

- A ring-fenced budget for supported housing will transfer to LAs from April 2019. It will be ringfenced for supported housing, not for specific service user groups.

- The new system as proposed would affect all service users in supported housing from April 2019.

- The new funding model will mean that core rent and service charges will be funded through Universal Credit (or Housing Benefit for pensioners and where Universal Credit (UC) has yet to be fully rolled out) up to the level of the applicable LHA rate.

- The new model will devolve funding to local authorities in England to provide a 'top-up' where necessary to providers – the 'top up' being the difference between the applicable LHA rate and the current cost of rents and service charges in supported housing; i.e. local authorities will have an 'enhanced role' in commissioning supported housing in their area.

- If it goes ahead as proposed it will be the largest change to the supported housing sector since 2003.

The consultation paper suggests the need to meet the full costs of the top-up fund for each local authority as at April 2019, i.e. that the equivalent amount in housing benefit funding is available to ensure that vulnerable people in supported housing are protected at the point of transition. However, it must be recognised that the new system is a fixed budget rather than an uncapped budget based on individual housing benefit eligibility.

However, the Council believes that there is an opportunity over the period to April 2019 to develop maximise the volume and range of supported housing for people with learning disabilities in Worcestershire.

ANNEXE 3: Support options and use of assistive technology

Most support within supported living services is paid for support provided by a range of support providers. With the introduction of self-directed support, it is possible for individuals to opt for a flexible approach to support as well as using 'fixed' levels of support within a service, for example a person living in a 'cluster' of flats can use the overnight and day time 'background' 'core' support (which may be contracted), with more personalised support to meet personalised needs, which could be purchased via a Direct Payment or via a managed budget but through an individual service fund. These approaches enable a mix of cost efficiency from shared hours whilst maximising choice and control over how an individual's personalised care/support needs are met.

Other less usual forms of support can be part of a 'mixed economy' of support options within supported living. Support tenants is a model where a disabled person/s provides a room in their home to a live-in supporter in return for rent-free accommodation. The support tenant is usually a local person and is employed elsewhere or a student. The support tenant provides an agreed amount of support, usually social and household but not personal care and for people with learning disabilities is usually part of a wider support package. For example, this model can be effective where people with learning disabilities share a property and need a supporter to be present overnight but not to meet care needs.

Assistive Technology (AT) is a general description for a range of applications of (predominantly) electronic equipment used to monitor or enable people. Assistive Technology covers:

- **Telecare** – the remote managing of needs for social care and possibly intervention when required;
- **Telemedicine/ health** – the remote managing of mental or physical status and possibly remote action;
- **Environmental control** – equipment to physically enable an individual.

WCC wants to make much greater use of assistive technology to support people with learning disabilities. Assistive technology has generally been underutilised in supporting people with learning disabilities to maximise their independence however there is growing evidence that assistive technology can work well for people with learning disabilities and deliver greater independence, social inclusion, privacy and dignity as part of a wider support package as well as having the potential for achieving some reduction in paid for staff support. The DH's recent Capital and Technology Fund is recognition of the importance of the use of assistive technology as a core component of supported living.

Assistive technology ranges from standard telecare to help keep people safe and reduce risk to one off devices that are designed to support people in specific situations as well as ICT to support communication and make and maintain social networks.

The use of a range of sensors has significant potential for people with learning disabilities to support and enhance their ability to live successfully in supported living arrangements. Some examples include:

- A temperature extremes sensor in case of a fire in the kitchen;

- A flood detector in the bathroom if the bath or sink should overflow;

- A property exit sensor to alert carers if the front door is opened late at night or left open;

- Natural gas detectors can automatically operate a gas shut off valve;

- Sensors to alert carers that an individual is or maybe having an epileptic seizure;

- Enuresis alarms can be put in beds where incontinence is an issue.

Some supported living providers have developed a wide range of assistive technology solutions and offers, based on both 'traditional' telecare options as well as a wide range of environmental sensors and wi-fi enabled and mobile technology.

Forms of technology are also being used to support people with more complex needs, for example:

- Modified and enlarged staff alert 'buttons' to enable service users with complex physical disabilities to summon staff assistance when required;

- The use of touch screen communication technology to support people who are non-verbal and may have limited physical movement to communicate their needs more effectively;

- The use of wrist care devices to support people with Prader-Willi syndrome, where managing access to food is an essential element of a person's support needs.

Some housing and support providers have pioneered the design and development of housing with associated technology to support service users who have complex needs and exhibit behaviours that are challenging. These types of technology will form part of the support available to people in Worcestershire.

The most recent forms of assistive technology are fully wi-fi enabled and designed to maximise service user's independence in their own homes as well as offering support providers and commissioners opportunities to, in some circumstances, use technology in place of paid staff e.g. replacing on site overnight staff with a remote staff response linked to technology. A key consideration is whether and in what circumstances assistive technology can be a genuine alternative to paid support for overnight support, i.e. replacing waking night and/or sleep in staff presence, particularly where people with high support needs are assessed to require waking night staff support.

It is now good practice to identify how assistive technology can help to meet an individual's assessed needs within supported living, i.e. a comprehensive assessment of how assistive technology can be used to support an individual, or a group of individuals who are sharing a property, is an essential component of enabling individuals to live successfully in supported living arrangements.

ANNEXE 4: Proposed use of Council land

The Council is interested in using some of its site that will become surplus to requirements potentially for supported housing development. The table below summarises these potential opportunities.

Land	Proposed use
0.58acres (0.235hs) regular shaped flat site on periphery of N Worcs town, Poor public transport.	Shared wheelchair accessible housing for 8-10 PMLD service users, option for other accommodation on the site for workers or general needs (2 bungalows)
Worcester. 1.66 acre (0.67ha) regular shaped site on main road Good public transport,	Mixed Housing for people with autism and complex needs, including wheelchair accessible, including some single outward facing units for people who cannot live with others. Additional accommodation for sale/shared ownership
North Worcestershire Town, 6.38 acre (2.58 ha) regular shaped cleared flat site with access to the main road and good public transport	Shared wheelchair accessible housing for 8-10 people with PMLD as part of a wider housing development. (e.g. bungalows)
North Worcestershire Town 1 acre (0.4ha) narrow flat rectangular site in residential suburb with building of 639sq m at the front of the site	Educational offer from local school for 19 – 25 year olds with PMLD which will include 8/10 units of supported living/residential accommodation

ANNEXE 5: Supported living: housing and support options

Consultation work with people with learning disabilities and carers typically indicates the need for a 'mix' of different supported living and housing options that reflects the range of needs and aspirations of people with learning disabilities and their families, i.e. avoiding a 'one size fits all' approach to developing supported living opportunities.

The Council has been developing a mix of supported living options which reflect this trend,

Based on a mix of housing options and on estimated housing need the following range of housing options/supported living models would be required:

- 'Clusters' of self-contained flats, including specific schemes for service users with complex needs;

- Shared housing, including specific schemes for service users with complex needs;

- Housing adapted for full wheelchair accessibility (typically either within a shared housing or cluster of flats environment);

- Further development of the Shared Lives scheme, e.g. to be better able to support service users to 'move on' once they have acquired greater independent living skills; to recruit carers better able to support service users with more challenging needs;

- Consideration of the reuse or 'remodelling' of some current residential care services including potentially through 'deregistration';

- Provision within extra care housing schemes;

- Home ownership, typically shared equity models with a housing association;

- Use of family owned resources and properties.

Based on the mix of supported living models outlined above, the table below summarises the range of supported living/housing options required, types of housing providers, design features and potential support models.

Type of housing option	Type of housing provider/s	Design features	Support model
'clusters' of self-contained flats Including: • schemes specifically for service users with complex needs • non-specialised schemes for other service users but who require 24/7 care/support	♦ Housing associations ♦ Private housing developers	♦ Fully self-contained housing; ♦ Typically min of 8 units ♦ Provision of communal space ♦ Access to all flats available from central access point ♦ Facilities for on-site support staff ♦ Some units to full wheelchair accessibility standards	♦ 24/7 on site support ♦ 'background support' includes overnight support (sleep-in or waking night) and daytime support including in communal space/s shared across all tenants ♦ Personalised support for individuals in addition to 'background support' based on assessed needs
Shared housing Including: • schemes specifically for service users with complex needs • non-specialised schemes for other service users but who require 24/7 care/support	♦ Housing associations ♦ Private sector housing developers/landlords ♦ Care/support providers ♦ Family developed housing	♦ Room in shared house ♦ Provision of communal space ♦ Facilities for on-site support staff (where applicable) ♦ Some units to full wheelchair accessibility standards	♦ 24/7 support: 'background support' includes overnight support (sleep-in or waking night) and daytime support including in communal space/s with more personalised support for individuals based on assessed needs. ♦ Non-24/7 support. Typically a 'floating support' model of service.
Housing adapted to full wheelchair accessibility standards	♦ Housing associations ♦ Private housing developers	♦ All units to full wheelchair accessibility standards	♦ Part of self-contained, shared housing or within clusters of flats

Type of housing option	Type of housing provider/s	Design features	Support model
		♦ Compliance with Lifetimes Homes standards	
Extra care housing	♦ Housing associations	♦ Fully self-contained housing ♦ Provision of communal space ♦ Access to all flats available from central access point ♦ Facilities for on-site support staff ♦ Some units to full wheelchair accessibility standards	♦ 24/7 on site support ♦ Typically mix of support staff and on-site care staff ♦ Support and 'wellbeing' available to all residents ♦ Care packages based on assessed individual needs ♦ Residents usually have care from on-site provider ♦ People with learning disabilities may also receive support from more specialised outside providers
Self-contained housing.	♦ Housing associations ♦ Private sector housing developers/landlords ♦ Care/support providers ♦ Family developed housing	♦ Typically 1 or 2 bed self-contained housing ♦ Some units to full wheelchair accessibility standards	♦ Non-24/7 support. Typically a 'floating support' model of service. ♦ 24/7 support. In exceptional circumstances, typically in relation to individuals with complex needs including behavioural and/or physical and/or health care needs, i.e. in effect a single person support service

Type of housing option	Type of housing provider/s	Design features	Support model
Home ownership (shared equity home ownership)	♦ Housing association (with track record of this home ownership product)	♦ Self-contained housing ♦ Purchased bespoke to meet service user's requirements with any adaptations made as necessary	♦ Typically a 'single person' service for people who need 24/7 and are assessed as needing to live alone ♦ Visiting support for service users who don't need 24/7 care/support
Shared Lives (family placements)	♦ Private family carers' own homes	♦ Domestic family housing	♦ Support provided by family carers to individual/s. Includes 24/7 components such as support overnight and where individuals do not use day services and/or have other support staff

ANNEXE 6 Transforming Care Programme

As part of the Transforming Care programme Worcestershire County Council with its NHS partners will support a small number of people, approximately 6-7, to move during the period of this strategy. Worcestershire's TCP plan[5] sets this out in more detail.

Worcestershire County Council's (WCC) approach to housing for people with complex needs is consistent with:

- the Building the Right Home guidance[6]
- Building the right support[7]
- TCP service model[8]

Specifically, WCC and its NHS partners:

- Are planning for a diverse range of needs
- Have in place plans to deliver a mix of different types of housing to meet these needs
- Are shaping and managing the market to secure a mix of housing and care providers who are able to house and support effectively people with complex needs.

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[5] http://www.redditchandbromsgroveccg.nhs.uk/EasysiteWeb/getresource.axd?AssetID=112394&type=Full&servicetype=Attachment
[6] https://www.england.nhs.uk/learningdisabilities/wp-content/uploads/sites/34/2015/11/building-right-home-guidance-housing.pdf
[7] https://www.england.nhs.uk/wp-content/uploads/2015/10/ld-net-plan-er.pdf
[8] https://www.england.nhs.uk/wp-content/uploads/2015/10/service-model-291015.pdf