Planning and Commissioning Housing for People with Learning Disabilities

A Toolkit for Local Authorities
**Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities**

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A - INTRODUCTION

The Coalition Government is committed to tackling disadvantage and to enabling people to take control of their lives. This includes improving outcomes for people with learning disabilities and their carers to increase the number of people with learning disabilities who achieve their preferred housing choice. The key aims of Valuing People Now are to:

- Reduce the number of people with learning disabilities living in residential care,
- Increase the range of housing by improving the information and opportunities for access to a range of housing options and,
- Develop commissioning, partnership and leadership.

This is a ‘toolkit’ for local authorities with adult social services and housing responsibilities. The toolkit is intended to assist local authorities with their partners to plan effectively for the housing requirements of local people with learning disabilities and to be able to deliver a wider range of housing options in practice. It is intended to assist local authorities to deliver the objective of more people with moderate to severe learning disabilities living in their own homes.

The toolkit is set out in two main parts:

- Planning – the steps likely to be required to plan for a wider choice of housing options.
- Delivery – the steps and actions likely to be required to commission a choice of housing options in reality.

The toolkit is designed so that each ‘component’ section can be used independently, or it can be used in its entirety as a sequential series of steps and actions. Each section contains:

- A ‘checklist’ type series of questions that a local authority can use to plan activity and action and to self-assess its current position and performance.
- Possible approaches and suggestions for making progress including a sample of examples of good practice from a range of local authorities across England.

The toolkit concentrates on the planning and delivery of housing for people with learning disabilities. Many people will need a variety of types and levels of support in order to be able to achieve their preferred housing choice or the housing option that best suits their needs. Consideration of the range of support options and arrangements is included in the toolkit.

The wider housing circumstances and issues vary widely between local authorities and between regions in England. Many local authorities have an established approach to widening access to a mix of housing options for people with learning disabilities; for other local authorities further progress may be required. An aim of developing this toolkit is to have a full range of housing options available in all areas. The toolkit is not exhaustive rather it is intended to provide a guide to the steps and actions that a local authority may need to take to achieve the reality of housing choices for people with learning disabilities. Local Authorities will be able to use this toolkit to inform the decisions they make locally to best meet the housing needs of local people with learning disabilities.

Useful resources and information is listed in part D.
Section 1: The Housing Supply Baseline

1. Introduction

In order to plan effectively for the housing and support requirements of people with learning disabilities local authorities need to have a comprehensive understanding of the current supply ‘baseline’ of housing and accommodation options that are available locally and to have some information about the future viability and sustainability of the current supply of housing.

This section sets out:

- Key questions and issues that local authorities may need to consider addressing to identify the current baseline of housing and accommodation options that are available locally.
- Possible approaches and methods for identifying the current supply baseline and the suitability and ‘fitness for purpose’ of the available housing and accommodation services and options.
- Examples of these approaches and methods in practice.

2. Key Questions and Considerations

There are a wide range of potential housing and support options that may be available in a local authority area. These range from residential care services; to accommodation-based supported housing services where a defined level of care and support is a part of the service, to variations on individually planned ‘bespoke’ housing and support options.

In order to comprehensively assess the current supply baseline position in terms of housing and support options a local authority may need to consider the following questions and issues:

<table>
<thead>
<tr>
<th>What accommodation-based supported housing is available?</th>
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<tbody>
<tr>
<td>o How many housing units are provided?</td>
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<tr>
<td>o What types of accommodation-based housing is available?</td>
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<tr>
<td>o In which locations?</td>
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<td>o What types of organisations provide this housing?</td>
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<table>
<thead>
<tr>
<th>How many residential care places are provided for people with learning disabilities within the local authority area?</th>
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<td>o How many local people with learning disabilities are living in residential care services within the local authority area?</td>
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<tr>
<td>o How many people with learning disabilities are living in residential care services within the local authority area but who have been placed there by another local</td>
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<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
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<tr>
<td>How many different organisations provide residential care and what types of organisations are there, i.e. private, charitable, and community and voluntary sector organisations?</td>
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<td>If a Shared Lives service is provided locally:</td>
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<tr>
<td>How many places are provided?</td>
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<td>Are there any restrictions and limitations on the range of needs that can be accommodated?</td>
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<td>Is there a Homeshare service provided locally?</td>
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<td>How many people with learning disabilities live in independent housing, i.e. not in ‘designated’ supported housing?</td>
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<td>How many people with learning disabilities are living in a home that they own or part own?</td>
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<tr>
<td>How many people with learning disabilities are living with families and other unpaid carers?</td>
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<td>What support options are available to enable people with learning disabilities to access different types of housing, for example:</td>
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<td>Domiciliary care services</td>
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<td>Floating support services</td>
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<td>Community support networks</td>
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<td>Individually arranged ‘bespoke’ support, for example arranged using a personal budget</td>
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<tr>
<td>Assistive technology</td>
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<td>What organisations operate locally that assist people with learning disabilities to buy or part buy a home?</td>
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<td>Are there private sector landlords or letting agencies that will provide housing for people with learning disabilities?</td>
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<td>Is there a Landlord accreditation scheme in place for private sector landlords?</td>
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<td>Is there a centrally held list of accommodation-based services that are currently available in the local authority area?</td>
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<td>Is there a good understanding of the level and type of housing options and services provided locally including any nomination criteria?</td>
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<td>Is there a process by which any vacancies in different types of supported housing are notified to a central co-ordinating resource?</td>
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<tr>
<td>Is there a process that ensures vacancies in types of supported housing are made available to individuals in the highest priority and whose needs are appropriate to the service provided?</td>
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<tr>
<td>Is there a clear understanding of the strengths and weaknesses of the current range of housing and support options?</td>
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| Has a recent survey, or similar, been undertaken to determine the sustainability and future ‘fitness for purpose’ of the current supply of housing and accommodation options? |
| Is there any evidence available that indicates that the current supply of both supported housing and/or residential care services is not meeting the needs of current tenants/residents, for example, through lack of suitable adaptations? |
| Do any residential care service providers have plans to ‘remodel’ their existing services to become housing based services, i.e. to cease being registered services? |
| Do any providers of supported housing have plans to ‘remodel’ their existing services, for example to remodel shared housing into self contained units? |
| Are there on-going opportunities for providers of housing and accommodation services to meet with both care management and social care and housing commissioning staff from the local authority? |

3. Approaches and Methods in Practice

The purpose of this ‘mapping’ activity is to achieve a comprehensive picture of the current supply broken down by types of service/housing from all sources. This will then be the ‘baseline’ from which future changes and additions to the supply of housing options can be made in response to identified housing need and the expectation of people with learning disabilities, their carers and other partners.

In understanding the local supply of housing and support options it is important to be clear regarding the distinction between housing based options and residential accommodation.

Supported housing is typically accommodation where an individual has a tenancy agreement with the landlord of the property. Care and support is provided to an individual in their home either by the landlord or by another organisation(s) or through a completely personalised ‘bespoke’ arrangement. This includes self-contained housing and shared housing.

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

Local authorities and their partners can make use of a range of approaches for analysing and assessing the current local position in terms of the baseline of housing supply.

Stoke on Trent City Council comprehensively mapped the supply of housing and accommodation options as a part of a wider strategy to increase housing choices for people with learning disabilities. This mapping of supply also included undertaking an assessment of the ‘fitness for future purpose’ of current supported housing and residential care services through a survey of providers. A summary of the assessment of the supply baseline is shown below.
From the supply mapping exercise there are:
- 28 people with learning disabilities in supported housing funded through the Supporting People programme
- From the re-provision of Stallington Hall hospital, 76 people are living in supported housing
- 246 people are living in residential care services
- 2 people living in adult placement services.
- This is a total of 352 individuals

Of these 352 individuals, 69% are living in or using residential care services.

The range of supported housing is quite limited. There has been limited development of and growth in housing and support options for people with learning disabilities.

Recently 6 council owned properties have been made available solely for the purpose of providing further independent accommodation to people with learning disabilities.

There has been an over reliance on residential care as the default option for people not living with their parents/families.

There is a lack of diversity of supply and therefore a limited range of choice of housing and support options. Most of the supported housing is shared accommodation.

In many other areas it is usual to have seen a wider range of options developed including designated supported housing, typically self contained, or clusters of self contained flats, tenancy networks, some home ownership options and access to mainstream social and privately rented housing with support packages. In particular there is little evidence that there has been access to mainstream housing options for people with learning disabilities beyond ‘designated’ supported accommodation.

Kent County Council Learning Disability Commissioners have undertaken sophisticated mapping in relation to the supply of housing and accommodation options. One of the ways that this information has been used, for example, is to show geographically the variation between the provision of residential care services and the actual locations where adults with learning disabilities live now and wish to live in future; this is being used to work with residential care providers to set out why some of the existing provision will not be required in the future. The map below indicates the mismatch between the population of adults with learning disabilities (black dots on the map) and the provision of residential care services (shown as coloured clusters on the map).
Residential Homes: 316
LD clients in Residential Care: 1,303
LD clients living in the community: 1,953
4. Links

Homeshare - Homeshare is a simple way of helping people to help each other. A Homeshare involves two people with different sets of needs, both of whom also having something to offer. Firstly, people who have a home that they are willing to share but are at a stage in their life where they need some help and support. Secondly, people who need accommodation and who are willing to give some help in exchange for somewhere to stay.

Kent County Council Needs Analysis – Kent County Council has produced a learning disability housing action plan.

www.keyring.org – KeyRing operates Community Support Networks – it is based on people living in their own homes but sharing their skills and talents with each other and with their communities.

Shared Lives - Shared Lives (formerly known as Adult Family Placement) is a service provided by individuals and families (Shared Lives Carers) where a person/s with learning disabilities lives in a family’s home and receives support from them.

Stoke on Trent City Council Learning Disability Strategy – this is Stoke on Trent City Council’s strategy to widen housing options for people with learning disabilities.
Section 2: Assessment of Housing Need and Demand

1. Introduction

A comprehensive understanding of the future housing needs of people with learning disabilities is a core component of having a plan to extend housing options and choices.

In order to have a realistic picture of the need and demand for housing for people with learning disabilities a timeframe of the next 5 – 10 years is likely to be the minimum necessary to plan effectively.

All local authorities with strategic housing responsibilities need to plan to meet the housing needs of local residents including people with learning disabilities.

Local authorities with Adult Social Care responsibilities but without housing responsibilities, i.e. county councils in two tier local government arrangements undertake this strategic housing planning and needs assessment with their local housing authority partners, typically district or borough councils.

This section sets out:

- The key questions and issues that local authorities may consider addressing in order to identify future housing need and demand.
- Potential approaches and methods for projecting and identifying future housing need.
- Examples of these approaches and methods in practice.

2. Key Questions and Considerations

In order to identify future demand for housing, and support, amongst the local population of people with learning disabilities the following key questions are likely to need to be addressed and answered.

2.1. Population and Needs Data

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<th>Question</th>
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<tr>
<td>What does national population prevalence data indicate would be the anticipated local population of adults over 18 years with learning disabilities?</td>
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<tr>
<td>What is the estimated number of adults (over 18 years old) with learning disabilities living in the local authority area?</td>
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<tr>
<td>What is the number of adults (over 18 years old) with learning disabilities living in the local authority area that are known to the Adult Social Care department? (This is likely to be the minimum level of data required to establish a ‘baseline’ population).</td>
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<tr>
<td>How many adults (over 18 years old) with learning disabilities living in the local authority area are living with older carers in the following categories:</td>
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- Carers over 60 years
- Carers over 70 years
- Carers over 80 years

How many adults (over 18 years old) with learning disabilities living in the local authority area are living with older carers where there is an already identified risk of the family circumstances being unsustainable over the following time periods:
  - Short term – within 6 months
  - Medium term – between 6 months and 2 years
  - Long term – over 2 years

How many children and young people (aged from 14 years to 18 years) with learning disabilities, often referred to as being in ‘transition’, are identified to the Adult Social Care department (typically by the local authority Children’s Services)?

What is the overall need profile of these young people (aged from 14 years to 18 years) with learning disabilities, for example including people with complex physical and sensory disabilities?

Where are children and young people (aged from 14 years to 18 years) with learning disabilities currently living/accommodated?

What relevant information is available about the needs of people with learning disabilities, including need for housing/accommodation, and can be used from the local authority’s Joint Strategic Needs Assessment (JSNA)?

What is the known population of adults and young people with Autistic Spectrum Disorders (ASD)?

What is the known population of adults with learning disabilities aged over 18 years who fall outside of the local authority’s current application of Fair Access to Care Services (FACS)?

What is the projected population growth (or decline) of the local population of adults aged over 18 years with learning disabilities?

What is the breakdown of the age and demography of adults with learning disabilities aged over 18 years, e.g. the population broken down into age bandings with projected changes within those age bandings over the next 5-10 years? Are the any specific characteristics of the population over 55 years?

What is the breakdown of the local population of adults with learning disabilities over 18 years from Minority Ethnic Groups?

**2.2. Housing Need and Demand Data**

What is the known demand and need for housing and accommodation amongst adults with learning disabilities aged over 18 years from existing data sources:
  - Previous housing need surveys specifically of people with learning disabilities?
  - Previous housing need surveys and assessments of the overall local population?
  - Previous assessments of housing and support needs of vulnerable people that included people with learning disabilities?
What is the known demand and need for housing and accommodation amongst children and young people with learning disabilities aged 14 to 18 years from existing data sources:

- Previous housing need surveys specifically of children and young people with learning disabilities?
- Previous housing need surveys and assessments of the overall local population?
- Previous assessments of housing and support needs of vulnerable people that included people with learning disabilities?

What information is available currently that specifically identifies housing need and demand amongst people with learning disabilities aged over 18 years from a range of sources including:

- Local authority (or sub contacted) housing register information?
- Local authority care management data that identifies specific housing need?
- Local authority Children’s Services data identifies specific housing need?

What is the known or estimated demand for housing amongst people with learning disabilities who are currently living ‘out of area’ but may want to return if suitable housing and support was available?

Does the LA have a mechanism in place for recording the housing needs of people with learning disabilities i.e. a Housing Needs Database?

What are the known features and characteristics of housing need amongst the local population of children and young people and adults with learning disabilities, including:

- Volume of housing units required?
- Locations of housing required?
- Types or ‘models’ of housing required?
- When housing is required, i.e. breakdown of the housing units required over a 5-10 year period?

What is the projected and/or known demand for care/support services and arrangements amongst the population of people with learning disabilities with identified housing needs?

### 3. Approaches and Methods in Practice

The purpose of identifying the demand and need for housing, and support, is to enable a local authority to plan effectively, identify where there are gaps between the current supply and identified future needs and to plan and deliver housing that can be evidenced as being required.

Local authorities and their partners can make use of a range of sources of data to identify current and future housing need and demand amongst the local population of people with learning disabilities. These include a range of secondary and primary sources of data:

- National data and population projections of adults with learning disabilities
- Local demographic and population data
- Information held by the local authority within Adult Social Care covering adults with learning disabilities and from Children’s Services covering children and young people
- Housing needs information held by local authorities with housing responsibilities
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

- Using a housing needs survey specifically to collect primary data from families, carers and other relevant stakeholders to identify future need and demand
- CORE data.

3.1. Using Secondary Data

Local authorities collect and have access to a wide range of existing sources of information in relation to people with learning disabilities. Some of this information if utilised can be used as a basis for assessments of future housing need and demand.

Stoke on Trent City Council has used a range of secondary data in relation to the local population of people with learning disabilities as a basis for identifying the future housing (and support) needs of this group within its local population.

The starting point for a comprehensive assessment was the use of prevalence data. Work undertaken by the Centre for Disability Research at Lancaster University in 2004 estimated the number of men and women in England who are likely to have a learning disability. The Lancaster University study is highly reliable. It estimated that 985,000 people in England have a learning disability (2% of the general population). This figure includes 828,000 adults (aged 18 or more). Of these adults, it estimated that 177,000 were known users of learning disability services in England (equivalent to 0.47% of the adult population)

In practice Stoke City Council:

- Used this prevalence data model to estimate the population of people with severe learning disabilities that would be expected to be known to learning disability services.
- Identified from Adult Social Care services the number of adults aged over 18 years with a learning disability in a given year. This reflected almost exactly the predicted population of people with severe learning disabilities who should be known to adult social care services from a prevalence model.
- Identified the numbers of young people with disabilities known to the Councils' Children's Services who will become 18 years old over a five year period.
- Identified the age profile for the known population of people with learning disabilities.
- Identified the range of specific needs, such as the number of people with autistic spectrum disorders (ASD), the number of people with complex needs and/or challenging behaviour, the number of people with sensory disabilities.
- Estimated the number of people with learning disabilities from Minority Ethnic Groups.

The local authority has used this information to produce a baseline population of people with learning disabilities from which to project future housing need and demand.

Devon County Council has undertaken data modelling using secondary data to directly project the anticipated demand for housing and support services amongst the local population of people with learning disabilities. The approach used in Devon has been to complement the broader health and social care focused Joint Strategic Needs Assessment (JSNA) that local authorities and PCTs are required to produce to describe the future health, care and well being needs of the local population, with a JSNA on accommodation and support for people with learning disabilities.

The approach adapted to assessing accommodation and support needs is based on a model for estimating the housing and support needs of vulnerable people which has been developed with the National Housing Federation. The model makes use of prevalence data to estimate the number of people in Devon who have learning disabilities and this data is defined as the ‘population at risk’.
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The model assumes that as only a small proportion of the population at risk will require accommodation and support services, needs data has been obtained from a number of sources, including Adult Social Care, Supporting People and Children’s Services to estimate the ‘population in need’. The unmet need is assumed to be the number of people with learning disabilities in need after the current supply of accommodation and support services has been taken into account as well as other factors such as turnover and utilisation. This is a data model that some local authorities have used for projecting future housing and support needs for a wide range of vulnerable people, not solely people with learning disabilities.

The model using existing data based broadly on the JSNA approach identifies the projected demand for housing and support services in 2009/10:

This analysis shows that an additional 425 units of supported living are required and 46 units of accommodation based services.

The model projects this unmet need over a five year period to 2015 identifying the growth in unmet need if supply remains constant. The model also projects the anticipated demand for floating support services.

Devon County Council, January 2010

3.2. Using Primary Data

There is often a lack of existing data held by local authorities specifically in relation to the housing needs of the local population of people with learning disabilities. One approach to address this lack of reliable data is to collect primary data, typically through some form of housing needs survey. This can be undertaken in a number of ways typically by either including specific questions about the housing needs of people with learning disabilities within a wider survey of the housing needs of the local population within a defined area (for example a Housing Market Area Assessment), or a more ‘bespoke’ survey targeted specifically at the identified local population of people with learning disabilities, i.e. within a defined local authority area.

Telford and Wrekin Council used a ‘bespoke’ survey as this was identified as the most effective method to identify the future housing and support needs of the local population of people with learning disabilities. The survey was sent to 340 families and other carers of adults with learning disabilities known to Adult Social Care services (assuming a population of 443 adults currently known to the Council). Therefore the sample size used was approximately 77% of estimated assumed population of adults with learning disabilities known to Adult Social Care services.

The survey identified a range of information about these individuals and sought information about future housing and support needs including:

- Where people live now in terms of the type of accommodation
- The main provider of support for the respondents where they live currently
- Age of main provider of support (where living with family)
- When future housing was predicted to arise, broken down into the following periods:
  - Next 12 months
  - 1-3 years
  - 3-5 years
  - 5-10 years
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- Type of housing/accommodation required, including, flat, house, bungalow, including the number of bedrooms required.
- Who the person would like to live with? Including parents/family, friends, carer, living alone.
- Reason/s for needing alternative housing/accommodation
- Requirement for wheelchair accessible housing/accommodation
- Requirements for adaptations to future housing and need for assistive technology
- Type of support required in relation to future housing needs, including, personal care, looking after money, looking after a home, other practical support
- Whether a person would consider buying a house if they had support to do so, for example through a shared ownership ‘scheme’.

Future housing demand was projected over a 10 year period on the basis of:

- Housing need identified directly through the housing need survey
- Estimates of potential housing demand based on data collected in relation to young adults with learning disabilities reaching 18 years of age and people returning from out of area placements
- Estimating housing demand across the identified total population of adults over 18 years with learning disabilities based on the evidence from the housing survey.

On this basis, using both secondary data and primary data collected through a housing need survey, the local authority has been able to project the housing (and support) needs of the identified local population of people with learning disabilities. This is summarised in the table below.

The demand for housing over the next 10 years based on the housing needs survey is 68 people requiring housing. If the potential demand from young people reaching 18 years is included and applying the housing demand identified through the survey to the reminder of the population of adults with learning disabilities is added to the demand identified directly through the survey, 232 units are required over the next 10 years from April 2009, equivalent to 23 units per year.

Telford and Wrekin Council 2009

4. Links

Devon County Council – Devon has produced a learning disability accommodation joint strategic needs assessment.

Institute of Health Research at Lancaster University - The Division of Health Research at Lancaster University is one of the leading research centres in the UK in the field of intellectual disabilities (or learning disability). Their aim is to undertake high quality research and development that is directly relevant to supporting the inclusion and quality of life of children and adults with learning disabilities in the North West, nationally and internationally.

Stoke on Trent City Council Learning disability housing strategy. Stoke on Trent City Council

Telford and Wrekin Council learning disability housing strategy. Contact chris.winter@telford.gov.uk

National Housing Federation – www.housing.org.uk
Section 3: Effective involvement of People with Learning Disabilities, Families and Carers.

1. Introduction

Local authorities may need to consider and demonstrate their engagement and involvement of people with learning disabilities, and their family carers, in planning their future housing and support options.

The Personalisation of public services means that people who are eligible for funding and services from a local authority should have involvement in, and control over, the decisions that are made. Moving home, with a care and support package, will involve people designing services and solutions that both meet their needs and suit their own circumstances.

This section sets out:

- The key questions and issues that local authorities may need to consider in their approach to working in partnership with individuals and families/carers
- Potential approaches and methods for effectively involving people and their families/carers
- Examples of these approaches and methods in practice

2. Key Questions and Considerations

The key principles for ensuring people are involved in decisions about themselves are:

- Do people know what they can expect and how this is funded?
- How do people make decisions about who they want to live with and will be supported?
- Do decisions about where they live reflect what they want to do in their lives/communities?
- Who are the people best suited to assist an individual to plan and arrange housing?
- How do local authorities demonstrate that they have engaged with people in a meaningful way?
- How do local authorities ensure that through this engagement they provide people with a realistic understanding of the housing options available to people?

The following questions are suggested as a prompt for local authorities in ensuring they have engaged with people with learning disabilities and their families/carers in the most meaningful way.
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<td>o What existing ways of engaging and communicating with people already exist, for example, Partnership Boards, carers networks, advocacy and self advocacy groups, housing association and tenant forums, schools and colleges?</td>
</tr>
<tr>
<td>o Do people known to Adult Social Care and Community Health Teams know what they can expect from a local authority?</td>
</tr>
<tr>
<td>o How do you involve specific ‘cohorts’ of people such as those people living with older carers, young people in ‘transition’, college leavers?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>What information, tools and resources are available to help people make informed decisions about their housing and support options?</th>
</tr>
</thead>
<tbody>
<tr>
<td>o What do people know about housing choices locally?</td>
</tr>
<tr>
<td>o What information is available locally and how is this shared?</td>
</tr>
<tr>
<td>o Are people signposted appropriately to housing departments and housing advice services?</td>
</tr>
<tr>
<td>o Is the information available fully accessible and useful/up to date?</td>
</tr>
<tr>
<td>o Do people and their supporters have information about different ownership and tenancy options?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>How do people make choices and decisions about their lives?</th>
</tr>
</thead>
<tbody>
<tr>
<td>o Who supports individuals to make decisions?</td>
</tr>
<tr>
<td>o Who assesses if people have capacity to make decisions?</td>
</tr>
<tr>
<td>o How are best interest decisions being made?</td>
</tr>
<tr>
<td>o Who is leading the decision making process?</td>
</tr>
<tr>
<td>o Are advocates and IMCAs being involved in the appropriate ways?</td>
</tr>
<tr>
<td>o How do conflicts and differing decisions get resolved?</td>
</tr>
<tr>
<td>o How do people appoint a Court of Protection Deputy and Appointees?</td>
</tr>
<tr>
<td>o Are people with learning disabilities assisted to establish circles of support for themselves?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>How do local authorities know if they are working effectively with people with learning disabilities and families/carers?</th>
</tr>
</thead>
<tbody>
<tr>
<td>o Do people know how to make a complaint or compliment about the process of finding housing?</td>
</tr>
<tr>
<td>o Is the complaints process accessible for people with learning disabilities?</td>
</tr>
<tr>
<td>o What arrangements are in place to communicate and work with people with complex needs and/or no verbal communication?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Who supports people to plan their housing requirements?</th>
</tr>
</thead>
<tbody>
<tr>
<td>o How do people living at home with carers plan for their future housing and support needs?</td>
</tr>
<tr>
<td>o How do people find out what their options are?</td>
</tr>
<tr>
<td>o How do local authority housing departments and local Registered Social Landlords inform people with learning disabilities about different housing options?</td>
</tr>
</tbody>
</table>
3. Approaches and Methods in Practice

3.1. Information and Advice

If people are going to be involved in making decisions about their lives and those of their relatives then they need access to information that is useful to them. Information giving needs to be in a format and language that is appropriate for the people who will be using it. Many families and people with learning disabilities have said that ‘everything seems so complicated’ therefore they would like information that they are supported to understand as much as possible. They may need clear information about what they can expect from Adult Social Care, how their personal budget is determined (where applicable), and about who else might support them to find housing and paid or unpaid support.

There are a number of national publications such as Finding a Place to Live (produced by Valuing People and Housing Options) which could be used alongside locally specific information. Coventry Partnership Board has coordinated the publication of a Learning Disabilities Housing Options Guide which is for people with learning disabilities and their carers. It gives an introduction to the options, with advantages and disadvantages of each, how to access housing and who to contact if you want to move. The format is ‘easy read’ and the publication is free to families. It can also be made available in other languages by the Partnership Board. It is available to download at www.coventry.ldpb.info

Other Local Authorities and service provider organisations have produced DVDs of people telling their own stories about how they chose their housing and support. Valuing People Now is able to distribute their DVD which gives stories of people living in their own homes with support from paid staff and families. Kent County Council has produced a DVD of the stories of some people who have moved from Campus (NHS) shared accommodation to their own homes. They have called this Opening the door to a new life: Housing for the future.

Workshops and information-giving events are also a useful way of sharing information and raising awareness. These could be hosted by the local authority, Partnership Board, local carers centre/group, or advocacy groups and could include both information giving and the opportunity for people to discuss local issues and solutions. Local authority housing advice services should be in a position to provide housing options advice and then provide the ongoing support and contact and up to date information for people looking for housing.

3.2. Involvement and Communication

As well as providing information and advice about housing options and opportunities is the issue of how a local authority engages with people with learning disabilities and families/carers in relation to the information, advice and support needed to make meaningful decisions about different housing options.

Many people are in contact with a local authority either because they are in receipt of services or because they are waiting for assessment. At this stage they are able to receive direct information about possible housing options from their social worker, reviewing officer or care manager along with any other professionals that they may be in contact with.

For those people who need information but who do not have direct contact with Adult Social Care, then it is helpful for people to know where their first point of contact is and where and who they should communicate with about both their housing and support needs. Clear signposting and
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single point of referral may help and local community agencies such as CAB could also be useful in this role. There should also be clear information about links to, for example, Care Quality Commission reports and inspections of domiciliary and registered services which people may consider using.

At an individual level, communication is about gathering and sharing the information in a way that involves people in decisions about their lives. The use of Person Centred Plans, Housing Options Plans and Individual Service Designs should ensure that the individual is fully involved in making choices about their preferred housing options.

For families/carers, a local carer’s centre or group and networks, are able to offer a community based resource that carers can access without any referral process. Such networks can provide information about housing options, in an appropriate language and format, to carers in the area. They vary, often according to resources, but they can distribute information, run workshops and importantly give feedback to the local authority on the needs and expectations of carers. A recent workshop in the south west for carers led to a group of families arranging to meet, with support of a local Carers Centre to establish how they could secure housing options for their relatives to live together within the following 18 months.

Local advocacy and self advocacy groups are a resource that will offer a further opportunity to communicate with people about housing options and choices. They often have skills and expertise in ensuring information and communication is presented in a way this is appropriate for the people receiving it. They could be approached to help host or coordinate events for people with learning disabilities.

Some of the above groups provide an opportunity to engage with those people not yet in receipt of, nor possibly eligible for Adult Social Care services. Consideration should also be given to a full range of other community based groups such as religious and cultural centres, GP surgeries, schools and colleges and other local community venues as a means of communicating with the local population about housing and support options for people with learning disabilities.

3.3. Decision Making

In order to effectively involve and engage people in decisions about their lives, some people may need support to make decisions, other people will not. Some of the questions in the previous section refer directly to the Mental Capacity Act 2005 and the Code of Practice which gives clarity in relation to the principles of what to do to establish if someone has capacity or not to make a particular decision about their life. This could concern where and how people live along with entering into and signing a tenancy or mortgage agreement. The key principles are;

- Presumptions of capacity
- Need to act in the persons best interest
- The least restrictive of basic rights and freedoms burden of proof for lack of capacity
- All practicable steps taken to help someone make each decision.

Further guidance on issues relating to decision making and housing can be found in the Housing LIN factsheet 20 (Housing Provision and the Mental Capacity Act) and from Housing Options.

Some examples of these approaches in practice are set out below:
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

Coventry Carers Centre

The Carers Centre arranged an event for carers and families of people with learning disabilities to come along and find out what their options for housing and support might be. Some families had relatives living at home and they wanted to be more informed about the options before making decisions, other families wanted to avoid crisis moves into residential care whilst others wanted to consider the options that met their cultural needs once their relatives became adults.

The aim of the session was to give people as much information as possible about their housing choices and for them to consider the implications for their own relative. The day was also attended by care managers, commissioners, housing staff and Valuing People leads from Coventry City Council. They were able to assist families in a way that was meaningful to those families attending and to provide local and specific information that helped people make decisions. Further information from Coventry Carers centre at [www.coventrycarers.org.uk](http://www.coventrycarers.org.uk)

Kent County Council

Learning Disability Commissioners in Kent have worked to ensure information about housing and support options is shared and people are well supported to make informed decisions. An example of their proactive work is set out in Kent’s Housing Action Plan. This is their local housing strategy for people with learning disabilities, with a training and guidance pack for District & Borough Council Housing departments across the county to ensure they are working well with adults with learning disabilities and appropriately gathering housing needs information. Involving non social care staff has been central to ensuring the approach to engaging people is appropriate and consistent. The plan sets out five clear actions:

- Each district will hold regular meetings to discuss and plan for housing for people with learning disabilities
- Finding out the housing needs of people with learning disabilities in each district
- All information given by the council and housing agencies will be easy to read
- Training will be made available for everyone involved with the plan
- The tool kit for each district will help them put the plan into action.

Kent County Council has produced a DVD of the stories of some people who have moved from Campus (NHS) shared accommodation to their own homes. They have called this Opening the door to a new life: Housing for the future.

4. Links

Coventry Carers Centre - Coventry Carers’ Centre opened in July 1996 as a ‘one stop shop’ for family carers - people who look after partners, friends or relatives who could not manage alone due to illness, disability, old age or substance dependency.
Coventry Learning Disability Partnership Board - The Coventry Learning Disabilities Partnership Board is a group of organisations working together to improve the lives of people with learning disabilities in Coventry.

Housing LIN - The Housing Learning & Improvement Network (LIN) is the national network for promoting new ideas and supporting change in the delivery of housing, care and support services for older and vulnerable adults, including people with disabilities and long term conditions.

Housing Options - Housing Options is a housing advisory service for people with learning disabilities, their families and their supporters. They offer free advice to people with learning disabilities, their families and advocates.

Kent County Council Needs Analysis – Kent County Council has produced a learning disability housing action plan.

Valuing People - This website is for people with learning disabilities, family carers, learning disability partnership boards, regional programme boards, self-advocacy groups, front line professionals, managers and anyone who works with, or comes into contact with, people with learning disabilities.
Section 4: Involving Partners

1. Introduction

In order to plan for and deliver the housing and support requirements for people with learning disabilities local authorities may need to involve a wide range of internal and external partners.

This section sets out:

* The key questions and issues that local authorities may need to address in involving all the relevant partners in planning and delivering wider housing options for people with learning disabilities
* Potential approaches and methods for effective partner involvement
* Examples of these approaches and methods in practice.

2. Key Questions and Considerations

In order to effectively involve key current and potential partners the following questions are likely to need to be addressed and answered:

<table>
<thead>
<tr>
<th>Does the local authority have a clear understanding of the full range of partners (internal and external) that need to be involved in the planning and delivery of wider housing choices for people with learning disabilities?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Does the local authority manager/s responsible for housing for people with learning disabilities have effective business relationships with some or all of the following potential partners and is their role clearly identified and understood?</td>
</tr>
<tr>
<td>o Local authority strategic housing and enabling managers</td>
</tr>
<tr>
<td>o Local authority planning managers and staff (where this is relevant to housing for people with learning disabilities)</td>
</tr>
<tr>
<td>o Local authority housing management managers and staff (where applicable)</td>
</tr>
<tr>
<td>o Local authority adult social care commissioning managers with responsibility for people with learning disabilities</td>
</tr>
<tr>
<td>o Local authority adult social care operational managers and staff, such as social workers/care managers</td>
</tr>
<tr>
<td>o Local authority children’s services managers and staff with responsibility for young people with learning disabilities and those ‘in transition’</td>
</tr>
<tr>
<td>o Local authority elected members</td>
</tr>
<tr>
<td>o Local Learning Disability Partnership Boards</td>
</tr>
<tr>
<td>o Housing providers including registered social landlords (RSLs), housing associations, housing charities and private sector organisations</td>
</tr>
<tr>
<td>o Organisations providing care and support services for people with learning disabilities</td>
</tr>
<tr>
<td>o Organisations providing residential care services</td>
</tr>
<tr>
<td>o Regional Homes and Communities Agency (HCA) staff</td>
</tr>
<tr>
<td>o Advocacy and self advocacy groups/organisations.</td>
</tr>
<tr>
<td>Question</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Do the relevant partners have a clear and shared ‘vision’ of the range of housing and support</td>
</tr>
<tr>
<td>options that need to be available locally for people with learning disabilities?</td>
</tr>
<tr>
<td>Have strategic housing enabling managers ensured that the housing requirements of people with</td>
</tr>
<tr>
<td>learning disabilities form a part of the local housing strategy?</td>
</tr>
<tr>
<td>Are strategic housing enabling managers and planning officers involved in identifying and delivering</td>
</tr>
<tr>
<td>affordable housing options for people with learning disabilities, e.g. through section 106</td>
</tr>
<tr>
<td>developments?</td>
</tr>
<tr>
<td>Are operational housing management staff, including housing options staff, aware of the housing</td>
</tr>
<tr>
<td>needs of local people with learning disabilities and are they able to provide advice on the full</td>
</tr>
<tr>
<td>range of housing options and possibilities?</td>
</tr>
<tr>
<td>Are there effective working arrangement in place between local authority adults and children’s</td>
</tr>
<tr>
<td>services care management staff, for example social workers and care managers and housing options</td>
</tr>
<tr>
<td>staff, in relation to the local housing register and choice based lettings to ensure that the range</td>
</tr>
<tr>
<td>of housing options required by people with learning disabilities can be delivered?</td>
</tr>
<tr>
<td>Have local authority commissioning managers with responsibility for people with learning disabilities</td>
</tr>
<tr>
<td>put in place the necessary funding arrangements either in terms of commissioning support services</td>
</tr>
<tr>
<td>or having the infrastructure to enable personal budgets to operate, so that people can have access</td>
</tr>
<tr>
<td>to the support they will need to take up different housing options?</td>
</tr>
<tr>
<td>Are local authority elected members fully informed about the aims of planning for and delivering a</td>
</tr>
<tr>
<td>wide range of housing options for people with learning disabilities and are relevant ‘portfolio’</td>
</tr>
<tr>
<td>holders championing this approach?</td>
</tr>
<tr>
<td>Does the local Learning Disability Partnership Board have a clear understanding of who the local</td>
</tr>
<tr>
<td>authority is planning for and delivering a mix of housing and support options?</td>
</tr>
<tr>
<td>Are there established and effective local mechanisms in place to ensure that a range of organisations</td>
</tr>
<tr>
<td>(Registered Social Landlords, charitable and private sector housing providers) that either currently</td>
</tr>
<tr>
<td>or that could potentially provide housing for people with learning disabilities, are fully involved</td>
</tr>
<tr>
<td>in planning for and the delivery of housing locally?</td>
</tr>
<tr>
<td>Is there an effective business relationship between the local authority and the Homes and</td>
</tr>
<tr>
<td>Communities Agency which can be used alongside relationship with local RSL partners to support</td>
</tr>
<tr>
<td>bids for investments in affordable housing options for people with learning disabilities?</td>
</tr>
<tr>
<td>Are there established and effective local mechanisms in place to ensure that a range of organisations</td>
</tr>
<tr>
<td>that either currently or that could potentially provide care and support services and options for</td>
</tr>
<tr>
<td>people with learning disabilities, are fully involved in planning for and the delivery of a mix of</td>
</tr>
<tr>
<td>housing and support options?</td>
</tr>
<tr>
<td>Is there a local mechanism for working with providers of residential care services and is this</td>
</tr>
<tr>
<td>being used to clearly set out the local authority’s future approach to the use of residential care</td>
</tr>
<tr>
<td>for people with learning disabilities?</td>
</tr>
<tr>
<td>Are local advocacy and self-advocacy groups involved in supporting people with learning disabilities</td>
</tr>
<tr>
<td>to make informed decisions about their future housing and support preferences and options?</td>
</tr>
</tbody>
</table>
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3. Approaches and Methods in Practice

The purpose of this process of involvement of all relevant partners is likely to include:

- To engage with current and potential partners at the outset of the process of both planning and delivery of wider housing choices
- To seek views on the current supply of housing and support options
- To identify partner’s views about the opportunities and barriers that exist in relation to housing and support for people with learning disabilities.
- To identify any practical problems, including ‘system’ processes, access to housing, resources constraints, that will limit widening housing choice
- To identify potential solutions and opportunities to maximise housing choices
- To develop a clearly understood ‘vision’ and set of objectives in relation to housing for people with learning disabilities

At Kent County Council the commissioning managers with responsibility for people with learning disabilities have worked closely with the 12 district and borough councils with strategic housing responsibilities to ensure that there has been effective planning of the future housing needs of people with learning disabilities and local housing action plans. This included providing training for strategic housing managers at the district and borough councils that included people with learning disabilities and using a specially designed and accessible from of housing needs survey that could be used by each housing authority to identify housing need in its area.

Telford and Wrekin Council involved its internal and external partners in the following ways when developing a local housing strategy for people with learning disabilities:

- The project was discussed at a meeting of the Learning Disability Partnership Board which included a range of partners including commissioners, care management staff, carers/family representatives, advocacy representatives and adults with learning disabilities
- Two focus groups for adults with learning disabilities. These included adults with learning disabilities from different age groups, from different areas of the borough, and people with different levels of care and support needs
- Three meetings with families and carers of adults with learning disabilities. These meetings were attended by carers and family members from different areas of the borough and who have family members with learning disabilities with different types of care and support needs
- Meetings with commissioners and care management staff
- A focus group for representatives from housing, care and support provider organisations
- Meetings with local voluntary sector advocacy groups

In London a housing project that has been developed in North West London jointly across 8 local authorities. The project is being written up by The Foundation for People with LD and a DVD has been produced by one of the host borough’s (Royal Borough of Kensington and Chelsea) and was launched recently to celebrate the opening of phase one.

The project demonstrates real partnership working on several fronts to the benefit of improved outcomes for people with complex needs and/or behaviours that challenge services. Some of the people who have moved into phase one of the project (phase two due to come on line September
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2010 and will be in LB Ealing) have come from long stays in assessment & treatment provision or campus type provision.

The new services make good use of assistive technology to support independence and there was a lot of work done with clinical teams and the housing and support providers around person centred plans and approaches to translate them into individual service designs, not only with the providers who won the contract but with all those who put in for the tender.

4. Links

Foundation for People with Learning Disabilities - The Foundation for People with Learning Disabilities works to promote the rights, quality of life and opportunities of people with learning disabilities and their families

Kent County Council Needs Analysis – Kent County Council has produced a learning disability housing action plan.

Telford and Wrekin Council learning disability housing strategy. Contact chris.winter@telford.gov.uk

Valuing People London – shows the contact details for the Valuing People Lead in London
Section 5: The Range of Housing and Support Options

1. Introduction

Local authorities may need to consider whether the current range and mix of housing and support options available to people with learning disabilities locally is sufficient to provide real choices or whether it will be necessary to offer a wider range of options than is currently available.

This section sets out

- A set of key questions that local authorities can use to identify and consider the potential mix of housing and support options required locally
- Suggested approaches and methods for having a wider mix of housing and support options that will form the basis of people having a genuine set of housing choices
- Examples and resources that provide further and more detailed information about different housing and support options

2. Key Questions and Considerations

Set out below are some key questions that a local authority can use as a basis for widening the mix and range of housing and support options that may need to be developed locally.

<table>
<thead>
<tr>
<th>Question</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there a ‘Shared Lives’ scheme (formally known as adult or family placement) and does it provide options for people with a range of care and support needs?</td>
</tr>
<tr>
<td>Is there a supported lodging scheme for people who perhaps need only relatively low levels of support?</td>
</tr>
<tr>
<td>Is there a requirement for a Homeshare scheme to be established?</td>
</tr>
<tr>
<td>Does the local Choice Based Lettings scheme work effectively for people with learning disabilities who want to rent from a local authority or Registered Social Landlord?</td>
</tr>
<tr>
<td>Are there opportunities for people who want to share with others, such as friends, to obtain shared housing with the assistance of the local authority?</td>
</tr>
<tr>
<td>Is there a range of ‘specialist’ supported housing available, such as ‘clusters of self contained flats where a person can have their own flat but with potential for access to some shared support and possibly communal spaces?</td>
</tr>
<tr>
<td>Is it possible for people with learning disabilities to get access to specialist housing, such as extra care housing?</td>
</tr>
<tr>
<td>Is renting in the private sector considered as a viable option for some people with learning disabilities?</td>
</tr>
</tbody>
</table>
Have private sector leasing arrangements between a private sector landlord/s and registered social landlords or charitable housing organisations been established or considered as a potential source of housing?

Is there a mix of private and charitable sector landlords who work with the local authority to provide rented housing, both shared and self contained?

Are there a range of potential home ownership options available?

Do these include access to shared ownership options though ‘HomeBuy’ with a Registered Social Landlords?

Does this include access to the Home Ownership for People with Long Term Disabilities (HOLD) scheme through, typically, a specialist Registered Social Landlord?

Are families/carers who want to use their own resources and finance to develop home ownership options, for example through the use of a trust, assisted to do so?

Is there a range of organisations that provide support and care services that can assist individuals to take up different housing options?

Are families/carers supported and encouraged to provide support to their family member with learning disabilities to take up their preferred housing option?

Are there community support network ‘models’ of support established that enable a person to have independent housing with the support they require to establish ‘connections’ within the local community?

Is there support available for individuals who want to move on from their current accommodation, for example from living with parents/carers or from a residential care home?

Are alternatives to the provision of 24 hour support by sleeping-in or waking night staff available, for example through the use of support tenants?

Is a wide range of assistive technology available to support individuals in their own homes?

3. Approaches and Methods in Practice

In considering the range of housing and support options that may need to be available locally, it can be useful to think of housing and support options in terms of a ‘framework’:

Historically in offering accommodation with support/care to a person with learning disabilities services have tended to:

- Combine care with accommodation – most obviously with registered residential care.
- To think in terms of a relatively few discrete types of service. Someone living at home supported by a relative who wants to move might be offered residential care, a group home or adult placement and not much else.
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It has now become more accepted that:

- Services should be arranged around an **individual** based on their wishes, needs and preferences.
- Provision of housing should often be **separate** from provision of support and personal care. The individual should be able to move home without changing support/care providers and vice versa. It is also argued an organisation that is a good landlord able to develop and maintain housing might not necessarily be an expert care provider. However, local authorities may need to consider whether insistence on separation of housing and support may discourage some organisations from investing in housing.
- It is more useful to think about a spectrum, a combination of housing with a variety of support mechanisms, than a limited range of discrete options.
- This in turn leads to the notion that a better approach to meeting individual needs is to consider the best housing option and the best care/support option and that a ‘pick and mix’ approach is possible.

The idea of a continuum is illustrated below; housing from the most institutional hospital type provision through to someone having their own house or flat. Similarly care/support runs from being looked after by a team of staff over which the individual has no say through to a position where a person arranges their own package of support (with help if necessary) and employ their own supporters or a personal assistant.

The challenge then is to identify the best combination of housing and support that addresses the person’s needs and wishes, **in all the circumstances**.
To simplify, it is possible to construct a ‘typology’ or ‘menu’ of various models of housing and support. However these types and the examples are illustrative only – there is a much wider range of possibilities.

<table>
<thead>
<tr>
<th>Menu of Housing Options</th>
<th>Sub-Type Examples</th>
</tr>
</thead>
</table>
| **1. Individual placement** Individual lives with person or family who provide accommodation and support in ordinary housing. | 1. ‘Shared Lives’  
2. Supported lodging  
3. Home share |
| **2. Self-contained independent housing** Self-contained accommodation usually unregistered, various forms of care and support are possible. | 1. Rented from local authority, registered social landlord, private landlord  
2. Rented from parents  
3. Sub-letting lodgers  
4. Outright ownership  
5. Shared ownership  
6. Trust ownership |
| **3. Locally based housing** Properties grouped in a small geographical area, self-contained or shared. A central resource, which can be shared facilities and/or staff can be used by residents. Accommodation is usually rented and may be registered or not. | 1. ‘Core and cluster’  
2. Community support network  
3. Mixed shared and self-contained  
4. Intentional communities |
| **4. Single site self-contained or shared housing** Larger scale building with a number of self-contained flats or bedsits or shared properties. The defining characteristic is the presence of staff in the building and some shared facilities in the building such as launderette, lounge, games room and usually an office or sleep-in facilities for staff. | 1. Sheltered housing  
2. Clustered flats or bedsits  
3. Mixed shared and self-contained  
4. Extra care |
| **5. Small shared housing** Typically no more than four people, registered or unregistered. Characteristic is shared living and shared facilities. Although there may be some private facilities e.g. cooker, en-suite bathroom, it is not fully self-contained accommodation. Staff may be visiting or permanently on site. | 1. Small registered care home  
2. Group home – unregistered |

Independent housing is of limited use if the right support is not available. A summary of different support options is summarised below to illustrate the scope of possibilities. Further detailed information about different options can be found through the links and resources identified.
<table>
<thead>
<tr>
<th>Type of Support</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family carers and informal support</td>
<td>♦ Nationally, half of all adults with a learning disability are supported by relatives and other informal carers. Carers may do some of the care with the individual also receiving some other care. This is typically more complex than just living with parents/carer; many people may be able to live independently but need support to, for example, shop/meet friends.</td>
</tr>
<tr>
<td>Domiciliary and personal care services</td>
<td>♦ Provision of service in a person’s home typically to deliver personal care. Can be from an organisation/agency or from an individual.</td>
</tr>
</tbody>
</table>
| Floating support                     | ♦ Teams of workers who move from individual to individual to provide assistance tailored to their needs which may change overtime  
 ♦ Support is not tied to renting/buying a particular property.                                                                                   |
| Community support networks           | ♦ In this model typically up to 10 disabled people live in close proximity to each other but have their own property. Some may share if they wish. In the centre of the network is a worker or volunteer whose role is:  
   ○ To provide very limited support to each member such as getting to appointments, paying bills  
   ○ Help establish and maintain a social network amongst members. This may be by bringing members together for meetings, organising activities and pairing up members building on their abilities.  
 ♦ KeyRing is an example of this approach.                                                                                                             |
| Support tenants                      | ♦ Some disabled people share their house with someone who is also a tenant. Arrangements vary but typically in return for providing some support – like helping to make a meal several times a week, doing a sociable thing with the disabled person each week – the support tenant lives rent free. They may also get a small payment but contribute to household bills. Typically this type of support service is managed by a service provider that is responsible for recruiting, vetting and managing the quality of the service provided by the support tenant. Examples from elsewhere have shown that this can work particularly effectively where there is a significant local student population. |
| Assistive Technology (AT)            | ♦ A wide range of AT is now readily available often at low cost. It can play a role in supporting disabled people. There is a vast array of potentially useful equipment  
 ♦ At the most basic level “Telecare” which commonly consists of a set of monitoring devices linked to a dispersed alarm unit that can call for help if needed either from nearby staff (or relatives) or via a Central Control monitoring service. Monitoring Devices will typically be of two types:  
   ○ Environmental monitors like intruder, smoke, fire, temperature extremes  
   ○ Devices to monitor or assist a person. Individual alarms commonly used in learning disability services include fall detection, enuresis alarms and epilepsy alarms  
 ♦ There are also “Telehealth” devices that can monitor health remotely and devices and equipment that can enable more physically disabled people. |

Devon County Council, in planning for the housing required by people with learning disabilities, has set out the mix of different housing options that are required, starting with that premise that
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

“Access to ordinary housing is the keystone of the strategy and is essential to increasing choice and control”.

Devon County Council has adopted an approach that it is similar to that set out in this toolkit and the range of potential housing options being considered across Devon is summarised in the table below.

<table>
<thead>
<tr>
<th>Social housing</th>
<th>Choice Based Lettings</th>
<th>Access to RSL and Council owned general needs housing through Devon Home Choice.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Dispersed units on new social housing developments</td>
<td>New housing developments can include designated independent housing for people with a learning disability.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Specialist Housing (social housing)</th>
<th>Development of a new accommodation based scheme</th>
<th>A new accommodation based scheme may need to be developed to meet specialist requirements e.g. specially adapted; wheelchair standards.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>De-registration/ Re-modelling of care homes</td>
<td>An existing residential care home that is owned by an RSL can be deregistered and remodelled to provide supported living or a specialist scheme. It may need some capital investment that could be recouped from rents.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Home ownership</th>
<th>Shared ownership</th>
<th>Shared ownership schemes can be accessed through housing associations (RSLs). There are specific schemes for people with learning disabilities as well as mainstream shared ownership.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Homebuy products</td>
<td>There are a number of Homebuy products, which normally require an individual to be working.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Private sector</th>
<th>Rented</th>
<th>Rented directly from a private landlord. There is no long term security.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Private sector leasing</td>
<td>Properties can be leased by an RSL from a developer (e.g. two or three flats within a development) or from a landlord.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Market Renting</th>
<th>This is an arrangement whereby an RSL buys a property and rents it at a market rent. A variation of this option involves ‘conversion’ to affordable housing when most of the loan has been repaid.</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Deregistration/ re-modelling of care homes</th>
<th>An existing residential care home can be deregistered and remodelled to provide supported living or a specialist scheme.</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Disposal of care homes</th>
<th>Some care home providers in the private sector may decide to dispose of their care homes and use the capital to acquire a supported living scheme.</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Adult Placement Scheme</th>
<th>Adult placements are concentrated in just three districts and could potentially be expanded across Devon to a greater extent than is currently the case.</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Health Capital Funding</th>
<th>Transfer of stock</th>
<th>The ownership of residential care homes owned by PCTs can be transferred to an RSL. The RSL can deregister the homes to develop a supported living scheme.</th>
</tr>
</thead>
</table>

| Re-cycling capital funding | Where a residential care home has been funded under Section 28a, and is sold, the funding can be recycled to develop housing for supported living. This funding would be routed through a local authority. |

The use of forms of assistive technology both to complement and in some cases to replace staff based support is an area of growing interest to many people with learning disabilities, families, local authorities and support provider organisations. A summarised example of the use of assistive technology is set out below.
Use of Assistive Technology

In 2008/09 the former Cheshire County Council has made use of assistive technology to support people with learning disabilities. 100 people were supported with Telecare in 2008/09. A sample of 18 showed:

- 1 had increased care package
- 12 had decreased community care package due to telecare
- 2 had decreased community care package partially due to telecare
- 3 people chose to move from group supported living to living on their own with support including telecare
- 4 people chose to move from supported living or the family home to living on their own with support, including telecare
- 4 people avoided moving into institutional care following the establishment of a community care package, including telecare
- 2 waking night provisions (140 hours in total) and 1 sleep-in provision were reduced.

The financial impact for the Council of this use of assistive technology in 2008/09 was £212,000 of cashable savings and £192,000 of notional savings.

Example of Assistive Technology in action

Joanne lives in her own flat for the first time in her life – she has a learning disability. She moved from a large residential care home that was closing and had been looking for a place to live for a long time. It had been difficult to find the right place to live because Joanne did not want to share with others and did not want to have support staff in her home constantly. Joanne has Prader-Willi Syndrome and this means that she needs a lot of help to manage her food and eating patterns. Ideally, Joanne did not want to keep food in her house but this meant that staff would need to come in to her house regularly and at times that did not necessarily suit Joanne.

Joanne also has regular falls because of mobility problems and she is unable to get up by herself so this also posed problems in her wanting to live alone.

After a long time searching for the right housing and support, Joanne’s care manager found a local supported housing service that was prepared to convert what was an office area into a specially designed one bedroom flat for Joanne. The manager of the service worked with Joanne, her Mother and care manager to work out exactly what Joanne needed to be as independent as possible.

They were able to support Joanne to not keep food in her house by keeping it on site. A pager system has been set up so that Joanne could call staff when she is ready to eat. She uses a wristband instead of a pendant so she can more easily access the alarm when she falls. She is able to tap the face of the wrist band to contact staff.

Joanne has minimal support from staff in the mornings, evenings and weekends and has been able to achieve her goal of living as independently as possible. The cost of the pager and the expansion to an existing pager system was £650.
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Source: “Gadgets, Gizmos and Gaining Independence” which is available from Advance Housing and Support www.advanceuk.org.uk

4. Links

There are a wide range of resources available to assist local authorities and other organisations, as well as families and individuals, who are interested in widening the potential range of housing and support options in practice. A summary of possible resources is listed below:

**A Measure of Success** - A Housing LIN Report. The lessons from 10 projects to provide extra care housing specifically for people with a learning disability should be of interest to those involved in re-modelling services, campus closures or trying to create new provision for older people with a learning disability.

Association for Supported Living - information about supported living services www.a-s-l.org.uk

Finding a Place to Live – A publication available to download free from Housing Options to help with planning housing and support options

HOLD - Information and advice about “Home Ownership for People with Long Term Disabilities” is available from www.homesandcommunities.co.uk and www.advanceuk.org

Homeshare - Homeshare is a simple way of helping people to help each other. A Homeshare involves two people with different sets of needs, both of whom also having something to offer. Firstly, people who have a home that they are willing to share but are at a stage in their life where they need some help and support. Secondly, people who need accommodation and who are willing to give some help in exchange for somewhere to stay.

Housing Options — The information and advice service for people with learning disabilities, their families and professionals. www.housingoptions.org.uk

www.keyring.org – Keyring is a Community Support Network. KeyRing's support is based on people living in their own homes but sharing their skills and talents with each other and with their communities.

Ownership Options – a guide to home ownership options for people with learning disabilities available free to download from Housing Options.

Shared Lives - Shared Lives is a service provided by individuals and families (SL Carers) in local communities

Your Place to Live - A guide to housing options of people with learning disabilities available to download free from Housing Options.
C – DELIVERY

Section 1: Housing Delivery Programme

1. Introduction

In order to widen housing choices in practice local authorities are likely to need delivery plans that are based on the planning approaches set out in section B, i.e. a delivery plan that sets out how a wider range of housing and support options will be made available based on:

- The assessment of the current supply of options available and the limitations of those options
- The projection and analysis of future demand and need for housing
- The requirements and expectations of people with learning disabilities, families/carers and other stakeholders and partners
- The potential ‘menu’ of housing and support possibilities
- An assessment of the overall strengths and opportunities and the gaps and weaknesses of the current provision of housing and support for people with learning disabilities locally.

This section sets out:

- The key questions and issues that local authorities should consider in putting together a viable delivery plan.
- Potential approaches and methods/considerations for developing delivery plans.
- Examples of these approaches and methods in practice.

2. Key Questions and Considerations

In order to develop a viable and realistic delivery plan the following key questions and issues are likely to need to be considered and addressed:

<table>
<thead>
<tr>
<th>Question</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there an agreed housing delivery programme to widen the range of housing options and increase capacity over at least the next 5 years?</td>
<td>The housing requirements of young people in ‘transition’?</td>
</tr>
<tr>
<td>Are there clear and specific priorities set out in terms of housing delivery?</td>
<td>People needing/wanting to move on from residential care services?</td>
</tr>
<tr>
<td>Does the programme include delivery objectives in relation to:</td>
<td>People living with older carers and older people with learning disabilities?</td>
</tr>
<tr>
<td></td>
<td>The level of housing units required and locations that are adapted for wheelchair accessibility?</td>
</tr>
<tr>
<td></td>
<td>Options for re-development/re-modelling of existing housing and accommodation,</td>
</tr>
<tr>
<td>Question</td>
<td>Answer</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Are there specific targets for the number of housing units that are required to meet the identified/projected housing need and demand (section B 2)?</td>
<td></td>
</tr>
<tr>
<td>Is there a specified timeframe over which the delivery of additional housing options will take place?</td>
<td></td>
</tr>
<tr>
<td>Has the local authority specified the proportions of the required additional housing units that will come from the different housing options and possibilities as set out in the ‘menu’ of options (section B 6) to ensure that a mix of housing options are delivered and available in order to promote genuine choice?</td>
<td></td>
</tr>
<tr>
<td>Does the delivery programme distinguish between:</td>
<td></td>
</tr>
<tr>
<td>o Access to existing forms of housing and the predicted number of units required?</td>
<td></td>
</tr>
<tr>
<td>o Development of new housing and the predicted numbers of units required?</td>
<td></td>
</tr>
<tr>
<td>Is the existing housing development programme for affordable and supported housing being used to enable additional housing options for people with learning disabilities?</td>
<td></td>
</tr>
<tr>
<td>Have proposals for new housing development been discussed with Registered Social Landlord partners and where relevant have bids to the Homes and Communities Agency been considered and submitted, for example, in relation to new build supported housing?</td>
<td></td>
</tr>
<tr>
<td>Are there plans for development of extra care housing with RSL partners that could incorporate access for people with learning disabilities and their carers, either through specific units and/or through the allocations policy?</td>
<td></td>
</tr>
<tr>
<td>Are there plans in place to make best use of existing supported housing and or current residential care resources, for example in terms of potential remodelling to better meet identified housing needs?</td>
<td></td>
</tr>
<tr>
<td>Are there clear processes in place that will enable individuals to access existing forms of housing, for example:</td>
<td></td>
</tr>
<tr>
<td>o Access to social rented housing through local Choice Based Lettings (CBL) systems?</td>
<td></td>
</tr>
<tr>
<td>o Access to social rented housing outside of a local CBL system, for example through direct lets from housing associations?</td>
<td></td>
</tr>
<tr>
<td>o Access to private sector rented housing, through direct letting from landlords and/or through private sector leasing schemes and arrangements?</td>
<td></td>
</tr>
<tr>
<td>o Access to different home ownership options?</td>
<td></td>
</tr>
<tr>
<td>o Access to Shared Lives services?</td>
<td></td>
</tr>
<tr>
<td>Are there a range and mix of support options, similar to the ‘menu’ of support options (section B 6), that can be accessed by individuals wanting to take up different housing options?</td>
<td></td>
</tr>
<tr>
<td>Are there a range of ways in which access to different support options is put into practice, for example through tendering, ‘preferred’ lists of support providers, information about different support options and providers for individuals with personal budgets?</td>
<td></td>
</tr>
<tr>
<td>Is assistive technology being utilised as a way of providing flexible support and security/reassurance alongside more traditional approaches to staffed support services?</td>
<td></td>
</tr>
</tbody>
</table>
**Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities**

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Are there processes in place and appropriate information/advice available for families/carers to assist them to develop and lead their own preferred housing solutions for their family member with learning disabilities?</td>
<td></td>
</tr>
<tr>
<td>Do delivery plans include how people with the most complex and challenging needs will be offered housing solutions with support in place of, for example, an out of area placement?</td>
<td></td>
</tr>
<tr>
<td>Is there a mechanism in place to undertake housing needs identification and updating on the pattern of housing need on an on-going basis, for example by making use of data from the local housing register?</td>
<td></td>
</tr>
<tr>
<td>Does the delivery plan include developing a home ownership ‘programme’ that makes use of all the potential ownership options including specialist options, existing RSL shared equity schemes and family investment options? This would be a way of making use of all options within a comprehensive ‘programme’ that sets out clearly the different options and their relative merits and minimum requirements so that individuals, their families and care managers and other supporters can make informed decisions about the most suitable options for individuals.</td>
<td></td>
</tr>
<tr>
<td>Has the authority identified and met with private organisations/developers that are willing to draw up proposals and deliver housing solutions without using public capital subsidy?</td>
<td></td>
</tr>
<tr>
<td>Are there arrangements/forums in place to meet with private sector landlords to identify landlords who are interested in letting property to adults with learning disabilities, including potential for leasing agreements with RSLs?</td>
<td></td>
</tr>
<tr>
<td>Have effective and cooperative relationships been established within the local authority between social care, housing staff and housing benefit administrators in relation to the likely uptake and eligibility for housing benefit/local housing allowance by people with learning disabilities wanting to take up different housing options, including shared ownership?</td>
<td></td>
</tr>
<tr>
<td>Has the delivery plan been agreed through the appropriate governance routes within the local authority so that it is a part of the ‘mainstream’ housing business of the authority, for example, is it a component of the local housing strategy?</td>
<td></td>
</tr>
<tr>
<td>Have any resourcing requirements, for example having a designated staff member to lead on a delivery programme, been identified, agreed and put in place, in order to move from plans to actual delivery?</td>
<td></td>
</tr>
<tr>
<td>Have the information and advice requirements of families/carers and people with learning disabilities been assessed and have suitable arrangements been put in place to meet their requirements (section C3), for example, what information and advice is available for a family/individual seeking a home ownership option or to invest their own resources in a buy-to-let option?</td>
<td></td>
</tr>
<tr>
<td>Is there a requirement to provide any events for families/carers and people with learning disabilities to publicise the housing delivery programme and to ensure that these partners are fully involved in delivery arrangements?</td>
<td></td>
</tr>
<tr>
<td>In relation to adults with learning disabilities living with older carers/parents (for example with carers over 65 years old) has the sustainability of these living arrangements been assessed with</td>
<td></td>
</tr>
</tbody>
</table>
3. Approaches and Methods in Practice

A housing delivery programme, should aim to match the identified potential housing demand of the people needing housing over a defined timescale, for example over 10 years, and show how this could be made up of the housing options set out in the ‘menu’ of options in the planning section of the toolkit.

The rationale for a housing delivery programme needs to be based on the analysis of current supply and projected demand for housing identified and the key messages from a range of partners.

Telford and Wrekin Council, through their planning work, received a clear message from all partners that there was the need for a ‘mix’ of different accommodation and housing options that reflects the range of needs and aspirations of local adults with learning disabilities and their families, i.e. avoiding a ‘one size fits all’ approach to developing accommodation and housing opportunities. Based on partner’s views but also based on the data on housing demand and gaps in current housing provision a summary of the desired ‘mix’ of housing options which will be delivered over the next 10 years is set out in the table below (which matches the identified net demand for additional housing).
Cornwall Council has a housing delivery programme to increase the range of housing options available to people with learning disabilities. The programme includes development of new types of housing supply as summarised below.

The housing delivery plan is based on developing a mix of housing solutions and models. These include:

- Small scale ‘clusters’ of self contained flats (up to 6 units), typically with some on-site support potentially available (e.g. to provide night time sleep over cover).
- Extra care forms of housing, either as part of ‘mainstream’ extra care developments or as much smaller scale development specifically for older people with learning disabilities
- Remodelling of existing forms of supported accommodation and potential for remodelling sheltered housing in the local authority and RSL sectors.
- The development of self contained units adapted to full wheelchair accessibility standards, e.g. as part of mainstream social housing developments.

The delivery plan identifies a requirement to develop 100-120 units of housing over a three year period.
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Wigan Council has produced a learning disability housing strategy covering the period 2009 – 2014. It includes a housing action plan that sets out how the variety of housing and support options will be expanded including:

- Make better use of full range of property provided by private sector landlords.
- Increase opportunities for shared ownership for people with support needs.
- Develop accommodation options for people who do wish to share or live as a small group.
- Make best use of existing housing and support resources.

The Cornwall housing delivery programme also includes a process managed by operational staff from Housing and Adult Care & Support for access to existing forms of housing:

- All people with learning disabilities are supported to complete a housing register application.
- The application is assessed by Cornwall Council Housing staff with the banding identified
- ‘Cases’ are taken to ‘welfare panels’ where this is appropriate to the identified needs/vulnerability of the individual
- Individuals are supported to use the Choice Based Lettings (CBL) system to get access to social rented housing
- Where this won’t or is unlikely to provide a viable housing solution, local Housing and Adult Care & Support operational staff will identify the ‘best fit’ housing solution with the individual and with carers. This may include:
  - A direct private sector let
  - A private sector let through another organisation, such as a housing charity entering into a leasing arrangement with a private sector landlord.
  - Housing sourced through a specialist learning disability housing organisation, e.g. Golden Lane Housing and Advance Housing
  - A direct let from a registered social landlord outside of the CBL system.
  - Access to existing forms of supported accommodation with any necessary modifications/adaptations.
  - An adult placement (‘SWAPS’ placement).

Cornwall Council, 2010

In relation to the use of private rented sector housing for people with learning disabilities, Golden Lane Housing (GLH) is working with 7 London Boroughs to help increase the number of people accessing housing through the private rented sector. Working with Croydon, Kingston, Lambeth, Merton, Richmond, Sutton and Wandsworth councils, GLH has developed the Southwest London Homefinder Project (SWLHF). Local authorities can play a role in easing any concerns and misconceptions about making use of the private rented sector.

The project aims to help people with learning disabilities ensure they are registered with the local authorities in relation to their need for housing and then explore private rented options. GLH support individuals to directly identify and rent private sector housing, as well as assisting through acting as an intermediary/broker between the individual and landlord, through to taking on leases directly with landlords. Specifically the project aims to improve access to the private rented sector in four main ways:

- Utilising existing private sector leasing schemes already operated by housing authorities and their partners.
- Facilitating direct access to the private rented market.
Taking leases from private landlords and sub-letting to tenants with a learning disability.

Providing a specialist property managing agency services to private sector landlords.

4. Links

Guide is for local authorities, housing associations and other partners involved in the provision of Choice Based Lettings (CBL) schemes. Choice Based Lettings Guide

This is a strategic plan, which aims to deliver a wider range of housing and support for people with learning disabilities over the next 5 years.

Golden Lane Housing - is a national charity specialising exclusively in housing people with a learning disability. www.glh.org.uk

Telford and Wrekin Council learning disability housing strategy. Contact chris.winter@telford.gov.uk

Wigan Council learning disability housing strategy www.wigan.gov.uk
Section 2: Funding Options and Considerations

1. Introduction

In order to widen housing choices in practice local authorities are likely to need both concrete delivery plans (section C 1) and have funding plans to support these plans, both in terms of capital funding for housing and adaptations and revenue funding for care and support.

This section sets out:

- Key questions and issues that local authorities may need to consider in terms of both capital and revenue funding in relation to a housing delivery programme
- Potential approaches and considerations in relation to capital and revenue funding
- Examples of these approaches and methods in practice.

2. Key Questions and Considerations

Local authorities will need to identify and cost the funding requirements of their housing and support delivery programmes in order for them to be realistically achievable. In order to develop viable and realistic funding plans the following key questions and issues are may need to be considered and addressed:

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Can people with learning disabilities gain access to affordable social housing for rent that is part of the local authority’s current or planned housing development by Registered Social Landlords (RSLs), i.e. is it possible to make use of current and in the ‘pipeline’ affordable housing development which already has committed capital funding?</td>
<td></td>
</tr>
<tr>
<td>Can people with learning disabilities gain access to existing and planned developments of affordable housing for sale, typically on a shared equity basis, provided by Registered Social Landlords?</td>
<td></td>
</tr>
<tr>
<td>Has the potential for making use of section 106 agreements with housing developers as a means of delivering affordable housing, for example particularly the development of adapted housing to wheelchair accessible standards, been identified and considered?</td>
<td></td>
</tr>
<tr>
<td>Are there opportunities through remodelling of current services, such as residential care services and outdated forms of supported housing, to reuse or release sites to ‘subsidise’ capital development funding costs of alternative housing?</td>
<td></td>
</tr>
<tr>
<td>Have bids to the Homes and Communities Agency (HCA) National Affordable Housing Programme 2008-2011 been developed with partner Registered Social Landlords supported on the basis of the housing need evidence identified (section B 2) for housing for rent? (Access to HCA capital funding from April 2011 is unclear currently, however the HCA has previously committed to make available up to 10% of its affordable housing programme to fund supported housing development, which will include other vulnerable people/groups as well as people with learning disabilities).</td>
<td></td>
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<tr>
<td>Question</td>
<td>Answer</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Are there opportunities to work with RSLs that either already have HOLD allocations from the HCA, or are in a position to bid for HOLD allocations, that could be used to help some people with learning disabilities achieve shared home ownership locally?</td>
<td></td>
</tr>
<tr>
<td>Are there processes and assistance in place to support people with learning disabilities who want to pursue a home ownership option to obtain an interest only mortgage paid through support for mortgage interest (SMI) which would normally be in conjunction with family investment or shared ownership with a Registered Social Landlord?</td>
<td></td>
</tr>
<tr>
<td>Has the likely demand for Disabled Facilities Grants been established, and the level of funding that is realistically available locally, for people with learning disabilities who may rent privately or in some cases own their home?</td>
<td></td>
</tr>
<tr>
<td>Is there potential to access private finance through specialist housing organisations that have models of developing privately funded housing solutions (without using public subsidy), for example through an organisation such as Golden Lane Housing?</td>
<td></td>
</tr>
<tr>
<td>Are there opportunities to work with private sector housing developers and investors to create additional privately funded rented options?</td>
<td></td>
</tr>
<tr>
<td>Has private investment from families in housing options for their family member with learning disabilities to create additional renting and ownership opportunities been explored and promoted?</td>
<td></td>
</tr>
<tr>
<td>Has the local authority Adult Social Care department assessed and predicted accurately the costs of care and support for individuals wanting to take up a wider mix of housing options?</td>
<td></td>
</tr>
<tr>
<td>Does the local authority Adult Social Care department have a financial plan to support, for example, disinvestment from residential care services to release funding for support and care for individuals seeking housing based alternatives? Does the current scale and pattern of expenditure on residential care services limit the funding available to assist individuals who want housing based rather than residential options?</td>
<td></td>
</tr>
<tr>
<td>Where applicable is Supporting People funding being used, alongside funding from Adult Social Care, to maximise the revenue funding available to assist individuals take up different housing options?</td>
<td></td>
</tr>
<tr>
<td>Have the funding implications of the housing delivery programme in relation to housing benefit/local housing allowance been considered in relation to the rates that are typically likely to be payable for different housing options/different types of landlords where an individual may be eligible for housing benefit, both in terms of renting or part renting/part owning?</td>
<td></td>
</tr>
<tr>
<td>Is there a process in place that maximises the welfare benefit entitlements for people with learning disabilities that want housing, for example in relation to eligibility for Disability Living Allowance where this may be used to fund some disability related expenditure by individuals?</td>
<td></td>
</tr>
<tr>
<td>Where personal budgets have been introduced, or are in the process of being introduced, does the support planning that is in place with individuals assist with identifying the most suitable housing options and a range of options to get the support that is required to achieve a preferred choice of housing?</td>
<td></td>
</tr>
</tbody>
</table>
Has there been any financial impact assessment planning in relation to people with learning disabilities who currently live with older parents/carers, where the current funding commitment from the local authority may be minimal, in relation to the likely costs if and when these living arrangements become unsustainable?

3. Approaches and Methods in Practice

In the context of very significant pressure to reduce public spending generally, local authorities will need to maximise the range of potential funding options to meet demand for a mix of housing options to be available.

In terms of capital funding, local authorities are likely to need to maximise access to existing programmes of public capital investment in housing and increase the availability of and access to private sector housing, both for renting and ownership. Given the pressure on public expenditure, it is likely to be necessary to identify any opportunities to work with private sector housing developers and investors to create additional rented options. This may be challenging in relation to the current housing market but there is the potential for private finance in the longer term through this route to deliver housing solutions for people with learning disabilities where some private sector investors and landlords may view people with learning disabilities as attractive tenants and/or may consider leasing arrangements with a RSL or other housing organisation that specialises in housing people with learning disabilities.

Private investment from families in housing options to create additional renting and ownership opportunities may become an increasingly significant source of funding. Given the limited availability of public subsidy for affordable housing and the interests expressed by some parents/families in developing their own housing solutions, it is essential that families and individuals have good information and advice if they are to make best use of their own private financial resources to create housing solutions. This can sometimes be a difficult message for local authorities to present to individuals and families, but it can also be a positive message in that it widens choice, enables families to exercise more control and can be seen as an investment possibility that has the advantage of meeting the housing needs of a family member. An issue here is that for families for whom this is not an option financially, other options need to be available.

Consideration should be given to disabled individuals who would qualify to obtain a mortgage up to £100,000, or up to £200,000 in certain circumstances, paid through Support for Mortgage Interest (SMI) which would normally be in conjunction with family investment or shared ownership with a Registered Social Landlord. This relates to taking out an interest only mortgage where the capital sum would need to be paid back separately, typically when the property is sold at a later date. A person may own all or a share of the property depending on what type of arrangement has been made to purchase the property, for example a registered social landlord may buy a property with the person buying a ‘share’ of the equity in the property.

In terms of revenue, local authorities will need to make use of all potential revenue streams that help to widen access to housing and support options. One of the potential options for maximising revenue support of individuals with learning disabilities has been through access to the Independent Living Fund (ILF). Recent changes to eligibility for ILF mean that unless an individual is working for 16 hours per week then this is unlikely to be available as a means of financial assistance. The ILF have stated that these eligibility arrangements may be reviewed during 2010/11.
Stoke on Trent City Council’s learning disability housing strategy sets out how both capital and revenue funding streams will be maximised to deliver a wider mix of housing options. The range of funding options that support the delivery of the strategy are summarised below.

<table>
<thead>
<tr>
<th>Capital Funding</th>
<th>Revenue Funding</th>
</tr>
</thead>
<tbody>
<tr>
<td>▪ Use existing and planned affordable/social housing development programmes.</td>
<td>▪ Adult Social Care funding. Set target to reduce spend on residential care over 5 years, suggest at least 25% target, to release for investment in housing-based alternatives to enable a wider range of funding streams to be used.</td>
</tr>
<tr>
<td>▪ Remodel existing services e.g. residential care services created from previous hospital resettlement programmes and other supported housing, using mix of private and public funding.</td>
<td>▪ Joint commissioning with Supporting People to get best use from Adult Social Care and Supporting People resources.</td>
</tr>
<tr>
<td>▪ Current and planned Section 106 agreements to provide, for example, specific types of housing such as wheelchair accessible properties.</td>
<td>▪ Make further best use of Adult Social Care and Supporting People funding by maximising eligibility for and take up of Disability Living Allowance, particularly the highest rate of the care component.</td>
</tr>
<tr>
<td>▪ National Affordable Housing Programme 2008-2011 with bids for supported housing and mainstream affordable housing.</td>
<td>▪ Make use of telecare as part of individual support packages to identify potential value for money improvements.</td>
</tr>
<tr>
<td>▪ Private finance from specialist organisations that work with people with learning disabilities.</td>
<td></td>
</tr>
<tr>
<td>▪ Private developers willing to work in partnership with local authorities to develop housing solutions for people with learning disabilities.</td>
<td></td>
</tr>
<tr>
<td>▪ Private finance from some families.</td>
<td></td>
</tr>
</tbody>
</table>

Stoke on Trent City Council 2009

London Borough of Hackney has delivered a programme of widening housing options for people with learning disabilities through developing a mix of housing options and then assisting individuals to move-on from both residential services and supported housing accommodation. A summary is provided below.
Enabling greater independence, choice and control for service users is a key priority for Hackney Council, and a programme to broaden housing options for residents with learning disabilities is already achieving results. The programme identified 135 people in supported accommodation and 225 in residential care that could benefit from a range of housing options. Since October, 2008, a total of 100 people have taken advantage of this, with 50 from supported accommodation moving into a mix of housing options using a choice-based lettings system to live in rented properties, including through Registered Social Landlords, private leasing, and home ownership schemes. A further 50 have moved from residential care into different forms of supported housing. Not only does this enable greater independence but can also offer savings, which the Council has since identified in its residential care budget. So far in 2010/11 no one with a learning disability has been placed into residential care, down from seven placements made in the first quarter of last year.

In addition, all 100 residents have been made ready for the move to personalisation, in the form of self directed support using the In Control model: 28 of these are now in receipt of an individual budget. To help support the move to more independent living, the Council prepared its reviewing and care management teams to support the offer of moving on into different housing options, and a DVD assisted in this by providing accessible information to people with learning disabilities outlining housing choices available.

A dedicated ‘move on’ project team was established, and a member advised Hackney’s Learning Disability Service funding panel, resulting in a reduction of service users entering residential care, and an increase in panel members’ knowledge base about alternative housing options with community-based support. The project also identified that a number of service users with learning disabilities and particular needs were in residential care because no specialist supported accommodation was available for them. A number of schemes are now being developed to address this, including:

- an integrated extra care supported accommodation services for older people with a learning disability
- increasing supported accommodation services for service users from the Orthodox Jewish community
- creating a locally-based autistic supported accommodation service
- creating a locally-based forensic supported accommodation service
- setting up a pilot project using Telecare options to provide telephone prompting supports and monitoring.

Fifty service users have also been identified who would not be able to leave residential care at present. The project has worked closely with the Learning Disability Service and Hackney’s Brokerage Team in considering associated costs, and where appropriate using the Care Funding Calculator for accuracy. This has so far resulted in full-year savings of £100,000. The use and development of Telecare for service users with a learning disability has been at the forefront of the Learning Disability Service’s goals of enabling independence, choice and control. Most staff have now received training in the use of Telecare, and this forms an integral part of integrated care assessments and reviews. The funding panel has also been made aware of the importance of Telecare and has been able to ensure that the technology has been appropriately considered in every application for funding. The service is also currently working with external partners who provide supported accommodation and residential care services to increase their understanding and knowledge of the benefits of Telecare.
4. Links

The Independent Living Fund is an Executive Non-Departmental Public Body of the Department for Work and Pensions. They are a national resource dedicated to delivering financial support to disabled people and advancing standards of independent living. [www.ilf.org.uk](http://www.ilf.org.uk)

Golden Lane Housing - is a national charity specialising exclusively in housing people with a learning disability. [www.glh.org.uk](http://www.glh.org.uk)

[London Borough of Hackney learning disabilities](http://www.london.gov.uk) - The Learning Disabilities Service is a joint service between the Teaching Primary Care Trust and the Council’s Community Services Directorate

Stoke on Trent City Council Learning disability housing strategy. [Stoke on Trent City Council](http://www.stoke.gov.uk)
Section 3: Information, advice and support for People with Learning Disabilities, Families and Carers

1. Introduction

A key priority is to ensure that all people with learning disabilities and their carers/families should have the opportunity to make an informed choice about where and with whom they live. Local Partnership Boards and local authorities have a role in ensuring that a range of housing choices are available:

- Making mainstream housing more inclusive of people with learning disabilities
- Using a pathway tool such as Finding a Place to Live with families as an aid to help with planning ahead
- Provide local information, help, and advice
- Through person centred planning, work with people still living with families to establish the person’s preferred options and to plan accordingly
- Wherever possible, transition plans and year 9 reviews to address future housing choices

2. Key Questions and Considerations

In order that people with learning disabilities and their families should have an informed choice about where and with whom they live a local authority may need to consider the following questions and issues:

<table>
<thead>
<tr>
<th>Question</th>
</tr>
</thead>
<tbody>
<tr>
<td>What information is available to people with learning disabilities and their families?</td>
</tr>
<tr>
<td>Does the authority give simple examples of the range of options: own flat, a flat with others (like extra care housing), sharing a house or flat with others, a registered care home, adult placement, accommodation suited to those with complex needs or physical disability?</td>
</tr>
<tr>
<td>Is there information about the difference between registered care homes and supported housing?</td>
</tr>
<tr>
<td>Is there simple information about eligibility for housing and support services and how people can make an approach for a social care assessment, or join the housing register? Is there a structure or pathway to connect a social care assessment and housing application for social housing and other types of housing?</td>
</tr>
<tr>
<td>In relation to choice based lettings, is information about the system accessible to someone with learning disabilities and is there any help available with applications and bidding?</td>
</tr>
<tr>
<td>If someone might want to share with others, how do they find others to live with and a house to share?</td>
</tr>
<tr>
<td>How can families find out about the range of money available for a home, living expenses and support costs, housing benefit entitlements, disability living allowances, income support, funding for support for someone in their own home?</td>
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</tbody>
</table>
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there information for families about what they can do, thinking through their plans, using family help or money to provide a home?</td>
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<tr>
<td>How do families learn about mental capacity issues, what help someone may need with decision making, making an agreement for a tenancy, looking after their home and with finances?</td>
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</tr>
<tr>
<td>Is it possible for families to learn about how others have fared in their moves from institutional care, from full time education or from the family home?</td>
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<tr>
<td>Does the ‘transitions’ planning process deal with immediate or medium term plans for young people to move away from the family home?</td>
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</tr>
<tr>
<td>For those with older carers is there a regular process for planning, including relevant information and advice, for the time carers can no longer cope and avoiding crisis moves?</td>
<td></td>
</tr>
<tr>
<td>Finding suitable housing seems especially difficult for those with complex needs, health and/or physical disabilities. For many this has meant resorting to residential care for want of other options. Is there relevant information available about housing and support options for these families/carers?</td>
<td></td>
</tr>
<tr>
<td>Has the local authority encouraged not only individuals but groups of families with partnership projects?</td>
<td></td>
</tr>
<tr>
<td>Has the local authority organised events for families and people with learning disabilities to come together to find out about ‘planning for the future’ how they could develop ideas individually or together?</td>
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</tbody>
</table>

3. **Approaches and Methods in Practice**

There is often information and advice available but some of it may be difficult to access or understand for carers/families or for a person with learning disabilities. It is important to consider the target audience carefully and talk to families or, for example a local Mencap group, about what people would find useful. A range of useful information and advice resources and approaches are summarised below.

- **Valuing People** Now has on its website a [Housing Resource Pack](#) with recently published contents including [Finding a Place to Live](#) which aims to help carers/families with planning ahead, making housing choices and seeing how a service and support can be delivered with help from a local authority. [Your Place to Live](#) is a DIY self-assessment planning manual for use with someone with learning disabilities for them to understand the kind of options possible. There are more detailed notes about the range of rented and ownership options, an [Overview of Housing Choices](#), 22 factsheets for use by local authorities, care managers, service providers, advocates or brokers working with people with learning disabilities and their carers/families. One of these is about [Residential Care Homes](#) which has traditionally been the predominant model for services and can be contrasted with supported housing and other service models.

- Many carers/families and people with learning disabilities find the important issue of eligibility for services and for housing complex and off putting. [Finding a Place to Live](#) gives
general guidance but local practice varies so each authority should be able to offer simple information and help with how it works in their locality. Local authority Adult Social Care and Housing services may need to agree the operation of any health and welfare priorities for those eligible for social care.

- Those who know what they want will need to make a formal request for a care assessment and/or a carer’s assessment but they also need to know who will help with finding the housing. Some local authorities have special advisors or jointly agreed arrangements between Adult Social Care and Housing about who will help find housing and support for living.

- Choice Based Lettings is the current arrangement for housing allocations for local authority and housing association lettings and each authority must publish details of their system. On the Valuing People website, Resources – Housing pages, there are the results of research, a Choice Based Lettings Guide that has shown this is not always user friendly for someone with learning disabilities and how it can be made more accessible.

- The idea of family investment in housing is taken up in several of the Housing Resource Pack factsheets including the use of Discretionary Trusts as a way of families investing in housing. Local authority housing departments can help by making sure there is a housing association able to provide shared ownership through the HOLD programme for people with disabilities.

- On financial matters there is a guide for families My home and money which takes a practical look at the range of income and expenditure for supported housing and thinks about the help people need with financial decisions from families, support staff or formally appointed decision makers. There is other advice on money, Making Money Easier by United Response & ARC, My Money Matters from ARC, Financial decision-making by BILD and Consent and decision-making, financial matters from Mencap.

- A guide on Choice, Contracts and Managing in Your Home is available from Valuing People Now and Housing Options. This provides evidence and guidance from practitioners on helping people with housing choices but also deals with the matters of tenancy, ownership and legal capacity. Part of the guide offers examples of material which can be used when explaining what tenancy of your own home means. It also looks at what help people may need with managing in their home.

- Valuing People Now has always stressed the importance of partnership with families. The approach may be different for younger and older households but the transition process for school leavers should include an opportunity for families to think about planning for children’s adulthood. A study, Lost in Transition by Dimensions, presented a number of case studies of younger people leaving home and how it worked for people. For older families the danger is that everything is left too late and crisis takes over what should be a planned transition. The Foundation for People with Learning Disabilities brought together evidence and good practice guidance in their Growing Older with Learning Disabilities programme.

- There will be many younger and older families known to services who could be contacted with a view to introducing ideas for planning ahead. It is a way to encourage ideas and partnership and ways for planning ahead. It can stimulate not only individuals but groups of families with partnership projects. An example is given below.
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

- If a local authority has ‘preferred provider’ lists or panels of preferred housing and support providers, carers/families should be able to know who they can go to for information about services offered.
- Many local Learning Disability Partnership Boards have housing representatives or a housing sub group. This can be a helpful way for a local authority to help promote information about different housing options.
- Housing Options runs an advisory service website and has both an ‘easy read’ section with voice over and more detailed guidance on a range of housing topics. Housing Options can also provide help with individual housing plans. www.housingoptions.org.uk. The Housing Learning Information Network has a good range of practice guidance www.icn.csip.org.uk

Example – Bath and North East Somerset Council: A housing options guide

To assist local people with learning disabilities and their families/carers Bath & North East Somerset Council (BANES) has produced a local guide that provides detailed but accessible information about different housing and support options locally so that people can make informed choices. The guide is available on tape and CD and is called “My Own Home: a guide to housing for people with learning disabilities.”

Example – Reading Borough Council: A Local ‘Housing Pathway’

Reading Learning Disability Partnership Board commissioned a local guide written primarily for families. The requirement was for an Information Resource and ‘Pathway’ (how a person gets access to different housing options). The guide which will be available to all carers/families of a person with learning disabilities in Reading includes:

- Planning ahead
  - Thinking through the ideas about a move and living independently
  - The basics – what’s important about where you want to live: area, safety, friends, social networks, support, opportunities for work, training, leisure, travel, living on your own or with others
  - Support needs, social services support and a care assessment
  - Types of housing, tenure: owning and renting, special housing
  - Money for housing and for daily living and support (include mortgages)
  - How to do all this – what help is needed.
- Some decision trees to make it visual
- Pros and cons of different options
- Checklists
  - To suggest what to think about
  - To-do lists
- Examples – real stories of people’s housing adventures and experiences, including examples of people who have moved to their own home.
4. Links

[www.arcuk.org.uk](http://www.arcuk.org.uk) - ARC is a membership organisation, which supports providers of services to people with learning disabilities.

[Bath and North East Somerset Guide to Housing for People with Learning Difficulties](http://www.bathnecsomerset.gov.uk) - Bath and North East Somerset have produced the “My Own Home; guide to housing for people with learning difficulties” to help you think about the different housing and support options available. The guide provides information about paying for supported living and who you need to contact to find out more. It is available on tape and CD.

Consent and decision-making, financial matters – A factsheet from [Mencap](http://www.mencap.org.uk)

Discretionary Trusts – A guide for families available to download for free from [Housing Options](http://www.homesandcommunities.co.uk)

Financial decision-making – A guide available from [BILD](http://www.bild.org.uk)

Finding a Place to Live – A publication available to download free from [Housing Options](http://www.homesandcommunities.co.uk) to help with planning housing and support options.

Growing Older with Learning Disabilities - The GOLD programme from [FPLD](http://www.fpld.org.uk) was a UK-wide programme which ran from 1998 - 2002. It aimed to improve the lives of older people with learning disabilities. They set up a range of projects to increase our understanding of their concerns and how best they could be addressed.

[Housing Resource Pack](http://www.homesandcommunities.co.uk) - The Valuing People Now Housing Delivery Plan was launched on 31st March 2010 to help people with learning disabilities get more choice and control in where they live.

[HOLD programme](http://www.homesandcommunities.co.uk) - A factsheet downloadable for free from [Housing Options](http://www.homesandcommunities.co.uk). Further information and advice about “Home Ownership for People with Long Term Disabilities” is available from [www.homesandcommunities.co.uk](http://www.homesandcommunities.co.uk) and [www.advanceuk.org](http://www.advanceuk.org)

Lost in Transition: a home of my own – A guide available to download for free from [Dimensions UK](http://www.dimensions.org.uk) for families and professionals supporting young people with learning disabilities who are moving into their own home.

[Making Money Easier](http://www.advanceuk.org) – is a set of guides designed to help you think about money, banking and planning your life.

[My home and money](http://www.advanceuk.org) – is a guide available free to download from [Dimensions UK](http://www.dimensions.org.uk) and [Housing Options](http://www.advanceuk.org) for people supporting adults with a learning difficulty to manage their money.

[Overview of Housing Choices](http://www.advanceuk.org) – is a factsheet available free to download from [Housing Options](http://www.advanceuk.org) which introduces a series of leaflets which explain a way a disabled person may get housing along with whatever care or support they need. The leaflets are intended to help care managers, families, advocates and others who may play a role in a disabled person’s life get a quick overview of the main housing possibilities.
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

Residential Care Homes – is one of a set of leaflets available free to download from Housing Options explaining the residential care housing option

Your Place to Live - A guide to housing options of people with learning disabilities available to download free from Housing Options

www.icn.csip.org.uk - DH Care Networks take the lead for the Putting People First team in the Department of Health around integration and whole system reform, housing with care, assistive technology and partnership working.

www.learningdisabilitiesinreading.co.uk - The Reading Learning Disability Partnership works to make sure that people with learning disabilities living in Reading have better lives.
Section 4: Housing Options Planning with People with Learning Disabilities, Families and Carers

1. Introduction

In order to assist more people with learning disabilities to plan and get access to a mix of housing options, local authorities may need to develop effective approaches to housing options planning directly with people and their carers/families possibly including training and support for front line social care and housing staff to achieve this.

This section sets out:
- Key questions and considerations that local authorities may need to address to support effective housing options planning with individuals and turning those plans into reality
- Possible approaches and methods for planning with individuals and examples in practice.

2. Key Questions and Considerations

In order to develop effective housing options planning arrangements with individuals the following key questions are likely to need to be addressed and answered.

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
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</thead>
<tbody>
<tr>
<td>How is planning for your own home included as part of transition planning for young people?</td>
<td></td>
</tr>
<tr>
<td>Is the need for a place to live and planning suitable housing identified through the social care assessment process and is the local authority housing service involved in that assessment as provided for by S47 Community Care Act?</td>
<td></td>
</tr>
<tr>
<td>Is an individual housing options plan made part of the social care assessment or person centred plan when a move is important to achieving a more settled way of living? Does the plan indicate the deliverability of the possible and/or preferred options?</td>
<td></td>
</tr>
<tr>
<td>For those in older services, campus accommodation or unsuitable registered care homes is an individual housing plan included as part of an assessment?</td>
<td></td>
</tr>
<tr>
<td>Who is able to help people with their individual housing options plan, for example will this assistance come from local authority social care, housing, is it a joint responsibility or is assistance provided by an external organisation, for example through a ‘broker’ or housing charity?</td>
<td></td>
</tr>
<tr>
<td>Is training provided for social workers, care managers, housing officers, and service providers to undertake housing planning with individuals and options for how such needs may be met?</td>
<td></td>
</tr>
<tr>
<td>Are staff and other supporters working with people with learning disabilities aware of the materials and resources available to help with housing plans?</td>
<td></td>
</tr>
<tr>
<td>Is work with people living with older carers taking place to establish the person’s preferred options and to make plans accordingly?</td>
<td></td>
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</tbody>
</table>
3. Approaches and Methods in Practice

Making housing plans for a move may be needed in a range of circumstances including:

- When someone is finishing full-time education
- When staying in the family home is not a sustainable option
- Where family carers are getting older and may wish to plan and find alternative housing for a family member with learning disabilities
- If some is living in an older unsatisfactory service setting
- Where a person’s housing conditions are poor
- Where there is evidence of risks, vulnerability or loss of independence.

A range of approaches and resources in relation to housing options planning with people with learning disabilities are summarised below.

- **Finding a Place to Live** written for families as a ‘housing pathway tool’ because it tries to help families with planning ahead, making housing choices and seeing how a service and support can be delivered with help from their local authorities.

- **Your Place to Live** is a DIY self-assessment planning manual for use by or with someone with a learning disability for them to understand the range of options possible. It provides simple description of options, pros and cons, and a template or summary for an individual’s housing plan.

- There is a further **Housing Options** guide, *Choice, Contracts and Mental Capacity Act 2005* due for publication on the Housing Options and Valuing People Housing Resources page early summer 2010. This uses the experience of those working to help people understand their housing choices, decision making for tenancy or loan agreement contracts and managing in their home. An example is provided below.

- Local authorities should have a process to record of the need for individual housing plans and develop the capacity to organise and complete them. Some have appointed a project group for this purpose or an individual housing/social care lead for help with housing plans, co-ordinating and problem solving, developing housing ‘broker’ capacity and keeping links with housing strategy and capital programmes. Progress with delivering the housing and support required should be monitored.
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

- In some regions groups of local authorities have worked together on capacity building, training, problem solving and sharing experience, for example on tenancy, capacity, partnerships with housing associations, developing materials and resources, local information, and identifying housing brokers.

- Local authorities should consider how the planning of housing options with people and their carers/families will be part of the local approach to implementing Putting People First and how a local approach to developing ‘brokerage’ will accommodate the requirement to broker individualised housing options.

- Local authorities could consider organising local training opportunities for their staff, for support providers, advocates, local voluntary organisations and family members, to work on individual housing option plans and training to become ‘brokers’ to deliver housing and support solutions.

- There are several forms of training for carrying out housing options plans and for delivering housing solutions which have been used by local authorities:
  
  - Training by a mentor to use an agreed format based on Your Place to Live or the Housing Options Plan form, with a care manager or supporter who knows the person well and is familiar with doing assessments or person centred plans. The mentor can advise and review the plan produced. This could be organised for a group and include additional help and information about how the proposed plans could be implemented to deliver the housing and support required.

  - Training for the ‘broker’ to learn how to deliver housing solutions for people: about the potential housing options for renting, ownership, ‘shared lives’ and other options. Training about money for housing, benefits and other income, on working with local authority housing services and housing providers to improve the potential supply of housing through use of existing lettings and stock, housing association new build and shared ownership programmes, charity, private sector and housing created from family investment. Training on tenancy terms and security, ownership, the impact of the Mental Capacity Act, support for people to manage their home, their money or their tenancy. Staffordshire County Council is currently undertaking such a training programme for a new team of Independent Living Advisors who will have a role in undertaking housing planning with individuals and their supporters and delivering the identified housing requirements.
Example: Housing Options Planning - Surrey County Council

Surrey County Council commissioned person centred planning with local residential care home residents to help people with learning disabilities think about housing, care and support options as part of planned service change.

There was about 1½ days of planning with each individual which included meetings with the individual, their keyworker, family & care manager if appropriate and research and report writing. There were two stages. The first with the person and someone else who knew the person well, for finding out generally, what’s important to them, what they feel about where they live, what is good and not so good about where they live. Then using photocards/pictures/symbols to see what is important about where they live, for example the area, building, who they live with, support they need, and what is their ideal place to live.

Housing plans were produced using pictures and photos to make it more accessible, giving a profile of the range of housing and support options that each individual required. The second stage involved a delivery plan setting out the actions to turn the identified housing requirements into reality.

Example – Bath and North East Somerset Council: Joint planning with families

'What are you going to do for our sons and daughters when they leave school, and need support into their adult lives?' This was the question from a group of parents to Bath and North East Somerset Council (BANES). Up to that point, many were being 'placed' in registered care homes, often some distance away, with providers who not specially equipped to support people with autism.

Planning ahead was recognised to be vital to meet future needs and develop a range of local services. People should have real choices about how they live their lives and as independently as possible. A project steering group with families, school and social care services, lead the commission of a new service. The first stage meant building confidence in a supported housing model, rather than a traditional registered care home.

The families were involved in the selection of a housing association and support provider who joined the steering group. Individual support plans set outcomes for each person. The housing provider was able to offer a site suitable for new build flats and some general needs housing funded by the Homes and Communities Agency. Each person and their family had a significant input into the design of their own flat. This project required collaboration between everyone, creating and working to the same agenda.

In August 2009 eight young adults, all under-25, moved into their own homes, to begin the next stage of their life. After this, work will start with a second group of families.
Example: Help with planning and selecting housing for someone lacking capacity – Brandon Trust

John lived in a shared supported living house where he had been for all of his adult life. At the age of 32 John was assessed as not having capacity to make a decision about moving. John is severely autistic and has no verbal communication. It is hard for the people supporting John to know how much understanding he has of what is said to him.

It was decided that he would benefit from living on his own with one to one support. As John had no next of kin in his life, and no unpaid friends or support, a referral was made to the Independent Mental Capacity Advocate service (IMCA).

A Deputy from the local County Council was instructed as there were no family members available to take this role in his life. The decision making process involved several people in different roles: The social worker, the Deputy, the support provider, a speech and language therapist, an occupational therapist, an advocate and the IMCA. To make the decision about a property to buy a housing specification was agreed with all involved. Properties were visited and John was involved in each viewing and his reactions to each property were noted. Eventually an ideal bungalow was found. It matched all the main points people felt were important for him. It was in a quiet village location, in a cul-de-sac, it had a large open plan lounge/diner and a secluded garden. The property was purchased and John has been very happy and settled in his new home.

The social worker and support provider worked jointly to ensure the housing specification was right for John. The speech and language therapist was able to inform supporters on the best way to inform him about the move and devised a pictorial system to help him understand this. The occupational therapist was able to assess the property for adaptations needed and make suggestions on the layout. The IMCA advised on John’s behalf to see that John was as involved as much as possible in and that the correct procedures had been followed.

4. Links

Finding a Place to Live – A publication available to download free from Housing Options to help with planning housing and support options

Housing Options - Housing Options is a housing advisory service for people with learning disabilities, their families and their supporters. They offer free advice to people with learning disabilities, their families and advocates

Housing Options Plan A Housing Options Plan (HOP) is a system to inform people with learning disabilities, their families and commissioner of the full range of housing and support possibilities that may be available to them. The HOP is focussed on housing and support and may be used as part of a ‘person centred’ planning approach. It does not replace the normal Care Management Assessment or care plan, but rather draws on this information, and others, to focus on the full range of housing solutions available

Your Place to Live - A guide to housing options of people with learning disabilities available to download free from Housing Options
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

Section 5: Quality and Monitoring Arrangements

1. Introduction

As people move into their own homes, making decisions about where they live, who they live with and who supports them, then their need to be involved in reviewing the quality and outcomes of their services or support arrangements becomes paramount. Individuals and their families provide a valuable source of information about the service they receive. However, in order to do this effectively they need to be clear about what they are expecting to receive, the standards that this should be delivered to, and how to best ‘evaluate’ their housing and support service or arrangement.

In the context of ‘personalising’ social care and housing a local authority may continue to undertake reviews with individuals and contract monitoring, where applicable, and can use this as part of the evidence they will gather in order to ensure they are meeting their statutory responsibilities and that individual needs are being met. In order to address this, local authorities may find it helpful to consider and clarify their approach in terms of:

- What needs monitoring
- Who can best contribute to this process
- What is changing in people’s lives and how does monitoring quality and outcomes contribute to this
- Ideas and processes for assessing quality and outcomes that ensure people are engaged in all aspects of their housing and support
- The implications for people who manage their own personal budget and housing and support arrangements.

This section sets out:

- The key questions and issues that local authorities may need to consider in their approach to quality and monitoring in relation to housing and support arrangements
- Potential approaches and methods in practice with examples.

2. Key Questions and Considerations

In order to ensure that they consider a comprehensive approach to quality and monitoring arrangements a local authority may need to consider the following questions and issues:

<table>
<thead>
<tr>
<th>What standards should people expect of their care, support and housing service:</th>
</tr>
</thead>
<tbody>
<tr>
<td>o Do people know what to expect of their provider of personal care and support services?</td>
</tr>
<tr>
<td>o Where is this stated and is it in an accessible format?</td>
</tr>
<tr>
<td>o Do people know what they should expect from their landlord?</td>
</tr>
<tr>
<td>o Is the tenancy in an accessible format?</td>
</tr>
<tr>
<td>o How are individuals and their families involved in setting these standards?</td>
</tr>
<tr>
<td>o Do commissioning contracts and Individual service designs make clear what is expected of providers?</td>
</tr>
<tr>
<td>o What do people do if the expected standards are not being met?</td>
</tr>
</tbody>
</table>
### How are individuals supported if they are using their own personal budget and standards are not being met?

#### How will people know what to expect and measure:
- How are outcomes set out for each person?
- How are outcomes being measured? Is it the delivery of services or the impact in someone’s life?
- Do private and not for profit landlords set out their services and accommodation standards (for example how often the property will be redecorated/who pays for what)?
- Do people know what to expect in shared living arrangements (for example in shared houses)?
- Is there a range of information and evidence available in relation to the ‘quality’ of a service or housing/support provider such as staff training, changes in people’s lives, provider annual reports, RSL audit reports, complaints record, person centred approaches in evidence, reduced numbers of people moving in crisis back into residential care?

#### Who is involved in quality and monitoring arrangements?
- Who do people report concerns to (for example Care Quality Commission, Landlords, local authority housing or adult social care, service providers, an advocacy service)?
- Do people know how and in what circumstances they should contact Care Quality Commission (CQC)?
- How is the individual involved in assessing and monitoring the quality and outcomes of their service or housing and support arrangements? Is the same approached used for people with complex needs?
- How are families involved in assessing and monitoring the quality and outcomes of the service or housing and support arrangements of their family members?
- Do providers of support and care use the REACH standards?

#### How is best practice and ‘quality’ evidence shared?
- Does the Learning Disability Partnership Boards consider and or publish expectations in relation to best practice and standards in housing and support arrangements?
- Have service providers agreed a common approach to quality and service standards and could provider forums assist with this?
- Are there local events and networks/conferences where good practice examples and processes can be shared?
- Could people with learning disabilities and their families undertake peer reviews?
- Is there a local or website that can be used or developed for sharing best practice and evidence based outcomes in relation to housing and support?

#### How are risk management decisions made and safeguarding issues addressed?
- Is there an ‘exit strategy’ if people need to change their support and care providers or arrangements?
- What arrangements are in place to assess if people are being supported well with their personal finances, medication, and personal safety?
- How does fluctuating capacity effect safeguarding decisions?
3. Approaches and Methods in Practice

Families and individuals may seek reassurance about how outcomes and quality standards will be met when people are living in their own homes. There will be some elements of support provided for people that does not fall within the requirements set by existing regulatory systems, for example through CQC or local authority Supporting People quality standards. Therefore it may provide reassurance to individuals, families and funders if service providers of support, care and housing are monitored to supplement those standards that are already regulated. There are a number of ways this could be done outlined below.

3.1. Local Authority Commissioning and Contracts

Where applicable, the contracts that local authorities agree with providers of care and support services should specify the standards and quality measures that individuals should receive to ensure their needs are met. These could be the minimum standards or ask providers to demonstrate how they implement their own quality standards, REACH or other measures. The contract should ensure that provider knows what they are expected to deliver, the individual is clear about what they will receive and what outcomes are expected to be achieved. As personal budgets are introduced across the country and people may be employing their own staff and providers, then the local authority needs to consider how they are going to assist and advise individuals in relationship to quality standards and achieving outcomes.

3.2. Service Provider Standards

Providers are likely to be required to demonstrate their own quality and outcome monitoring systems. This will typically supplement existing regulatory requirements such as set by CQC. Providers could be encouraged to develop these standards with the people who purchase and use their services, and ensure they are inclusive and reported in an accessible format. Such quality and outcome information should also be reported to the organisation’s own Boards and published for those people anticipating using the services provided by an organisation in the future. This would require the organisation to produce information that is useful for families and people with learning disabilities. They should demonstrate what standards they are measuring, who is doing the measuring and evaluating, and who this information is collated, analysed and used by.

3.3. Use of External Evaluation

Service provider organisations could employ an independent evaluation of their services. This approach would typically involve an audit using nationally agreed measures and standards and as such provide a reflection of services, both in terms of them meeting individual needs and comparison to other providers. British Institute of Learning Disabilities (BILD) and Quality Checkers are two organisations that have a track record of undertaking independent reviews.

Learning Disability Partnership Boards could consider establishing peer reviews of their local services. This could reflect models of peer reviews used by Care Quality Commission and invite people with learning disabilities, family members and volunteers to undertake a monitoring role of services and provision in the local area. This would require some investment in terms of support, planning, administration and fees/travel.
3.4. **Work with Housing Providers**

As people with learning disabilities move from family homes or residential care to their own home then they should be clear about what they can expect from their housing providers. In many situations this will be a different provider from the organisation that provides support and care. They need to be clear about the maintenance, management and responsibilities of their landlord and what is expected of themselves and this should all be made clear in an accessible tenancy.

Registered Social Landlords are governed by the standards from the Homes and Communities Agency and (currently) the Tenant Services Authority. The standards set by the Tenant Services Authority include:

- Tenant involvement and empowerment
- Home
- Tenancy
- Neighbourhood and community
- Value for money
- Governance and financial viability*
- Devolving power to individuals, families and residents, to local communities, to front line professionals and to local institutions.

These standards are the centre piece of their regulatory framework. They describe the outcomes they want to see delivered and the specific requirements they expect social housing landlords to comply with in meeting these outcomes. They believe the best place for the quality of services to be discussed, agreed and scrutinised is locally, between providers and their tenants. The standards require providers to set out what they offer to tenants and should reflect the priorities of local communities.

Private landlords are not required to work to the same standards although local authority housing departments are increasingly working with the private sector to develop agreed standards that ensure the needs of vulnerable people are recognised.

4. **Links**

**British Institute of Learning Disabilities (BILD) - [www.bild.org.uk](http://www.bild.org.uk)**

An Independent organisation committed to improving the quality of life of people with learning Disabilities. Promotes good practice in health and social care services and undertake in depth evaluations of the impact and changes in people’s lives

**Quality Checkers - [www.skillsforpeople.org.uk](http://www.skillsforpeople.org.uk)**

Quality Checkers Team from Skills for People is a Newcastle based voluntary organisation that supports people with learning disabilities. They work all over the UK to help organisations that provide support to improve the quality of their services

**REACH standards - [www.paradigm-uk.org](http://www.paradigm-uk.org)**

These are a voluntary set of standards used by many ‘supported living’ services across the country. They have been designed to help service providers and commissioners meet their responsibilities under the Care Standards Act and Supporting people funding requirements. They set high standards in supporting people to have the lives they want. The standards are currently being updated. Copies and further details from
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

**Care Quality Commission -** [www.cqc.org.uk](http://www.cqc.org.uk)
Guidance about compliance. Essential standards of quality and safety specifies what providers should do to comply with the section 20 regulations of the Health and Social Care Act 2008

**National Housing Federation -** [www.housing.org.uk](http://www.housing.org.uk)
Have published a guide for landlords and tenants which gives advice and guidance on the rights and responsibilities associated with housing tenure. ‘Easy-read tenancy and support agreements’ 2nd edition (ISBN 978 0 86297 546 3)

**Tenant Services Authority -** [www.tenantservicesauthority.org](http://www.tenantservicesauthority.org)
The Tenant Services Authority is the independent regulator for affordable housing in England. Access to good-quality housing improves lives and is a foundation of strong communities. They work with landlords and tenants to improve the standard of service for tenants and residents.
D – RESOURCES

Publications and websites by section

PLANNING - Section 1: The Housing Supply Baseline

Homeshare - Homeshare is a simple way of helping people to help each other. A Homeshare involves two people with different sets of needs, both of whom also having something to offer. Firstly, people who have a home that they are willing to share but are at a stage in their life where they need some help and support. Secondly, people who need accommodation and who are willing to give some help in exchange for somewhere to stay.

Kent County Council Needs Analysis – The Kent Supporting People team regularly monitors and analyses needs and gaps in service provision. A refreshed needs analysis is presented every six months to the Commissioning Body.

www.keyring.org – Keyring is a Community Support Network – KeyRing’s support is based on people living in their own homes but sharing their skills and talents with each other and with their communities.

Shared Lives - Shared Lives is a service provided by individuals and families (SL Carers) in local communities

Stoke on Trent City Council Learning Disability Strategy – this is a document by Stoke on Trent Primary Care Trust focusing on adults with learning disabilities and defines the roles and responsibilities of the PCT when working with this group of people

PLANNING - Section 2: Assessment of Housing Need and Demand

Devon County Council – The 2009 Devon Joint Strategic Needs Assessment (JSNA) is a document that is produced jointly by NHS Devon and Devon County Council to provide a holistic and top-level view of the current and future needs of the population of Devon. This will ensure that the population’s needs are at the centre of everything that we do.

Institute of Health Research at Lancaster University - The Division of Health Research at Lancaster University is one of the leading research centres in the UK in the field of intellectual (or learning disability). Their aim is to undertake high quality research and development that is directly relevant to supporting the inclusion and quality of life of children and adults with learning disabilities in the North West, nationally and internationally.

Stoke on Trent City Council Learning Disability Strategy – this is a document by Stoke on Trent Primary Care Trust focusing on adults with learning disabilities and defines the roles and responsibilities of the PCT when working with this group of people

Telford and Wrekin Council Local Five Year Strategy - Contact chris.winter@telford.gov.uk
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

The local strategy sets out the strategic priorities for developing current and future services in Telford and Wrekin to best meet the housing-related support needs of the very wide range of vulnerable people in receipt of Supporting People funded services.

PLANNING - Section 3: Effective involvement of People with Learning Disabilities, Families and Carers

**Coventry Carer Centre** - Coventry Carer Centre opened in July 1996 as a ‘one stop shop’ for family carers - people who look after partners, friends or relatives who could not manage alone due to illness, disability, old age or substance dependency

**Coventry Learning Disability Partnership Board** - The Coventry Learning Disabilities Partnership Board is a group of organisations working together to improve the lives of people with learning disabilities in Coventry

**Housing LIN** - The Housing Learning & Improvement Network (LIN) is the national network for promoting new ideas and supporting change in the delivery of housing, care and support services for older and vulnerable adults, including people with disabilities and long term conditions.

**Housing Options** - Housing Options is a housing advisory service for people with learning disabilities, their families and their supporters. They offer free advice to people with learning disabilities, their families and advocates

**Kent County Council Needs Analysis** – The Kent Supporting People team regularly monitors and analyses needs and gaps in service provision. A is presented every six months to the Commissioning Body.

**Valuing People** - This [website](#) is for people with learning disabilities, family carers, learning disability partnership boards, regional programme boards, self-advocacy groups, front line professionals, managers and anyone who works with, or comes into contact with, people with learning disabilities.

PLANNING - Section 4: Stakeholder Involvement

**Foundation for People with Learning Disabilities** - The Foundation for People with Learning Disabilities works to promote the rights, quality of life and opportunities of people with learning disabilities and their families.

**Kent County Council Needs Analysis** – The Kent Supporting People team regularly monitors and analyses needs and gaps in service provision. A refreshed needs analysis is presented every six months to the Commissioning Body.

Telford and Wrekin Council Local Five Year Strategy - Contact chris.winter@telford.gov.uk
The local strategy sets out the strategic priorities for developing current and future services in Telford and Wrekin to best meet the housing-related support needs of the very wide range of vulnerable people in receipt of Supporting People funded services.

**Valuing People London** – shows the contact details for the Valuing People Lead in London
PLANNING - Section 5: The Range of Housing and Support Options

A Measure of Success – A Housing LIN Report. The lessons from 10 projects to provide extra care housing specifically for people with a learning disability should be of interest to those involved in re-modelling services, campus closures or trying to create new provision for older people with a learning disability.

Association for Supported Living – www.a-s-l.org.uk - information about supported living services

Finding a Place to Live – A publication available to download free from Housing Options to help with planning housing and support options

HOLD - Information and advice about “Home Ownership for People with Long Term Disabilities” is available from www.homesandcommunities.co.uk and www.advanceuk.org

Homeshare - Homeshare is a simple way of helping people to help each other. A Homeshare involves two people with different sets of needs, both of whom also having something to offer. Firstly, people who have a home that they are willing to share but are at a stage in their life where they need some help and support. Secondly, people who need accommodation and who are willing to give some help in exchange for somewhere to stay.

Housing Options – www.housingoptions.org.uk - The information and advice service for people with learning disabilities, their families and professionals

www.keyring.org – Keyring is a Community Support Network. KeyRing's support is based on people living in their own homes but sharing their skills and talents with each other and with their communities.

Ownership Options – a guide to home ownership options for people with learning disabilities available free to download from Housing Options

Shared Lives - Shared Lives is a service provided by individuals and families (SL Carers) in local communities

Your Place to Live - A guide to housing options of people with learning disabilities available to download free from Housing Options

DELIVERY - Section 1: Housing Delivery Programme

Housing Strategy for people with a learning disability 2007-2008 – 2011/2012 – This is a strategic plan for Cornwall which aims to deliver a wider range of housing and support for people with learning disabilities.

Golden Lane Housing - www.glh.org.uk is a national charity specialising exclusively in housing people with a learning disability

Telford and Wrekin Council Local Five Year Strategy - Contact chris.winter@telford.gov.uk
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The local strategy sets out the strategic priorities for developing current and future services in Telford and Wrekin to best meet the housing-related support needs of the very wide range of vulnerable people in receipt of Supporting People funded services.

Wigan Council learning disability housing strategy www.wigan.gov.uk

DELIVERY - Section 2: Funding Options and Considerations

www.ifl.org.uk - The Independent Living Fund is an Executive Non-Departmental Public Body of the Department for Work and Pensions. They are a national resource dedicated to delivering financial support to disabled people and advancing standards of independent living.

Golden Lane Housing - www.glh.org.uk is a national charity specialising exclusively in housing people with a learning disability

London Borough of Hackney learning disabilities - The Learning Disabilities Service is a joint service between the Teaching Primary Care Trust and the Council's Community Services Directorate

Stoke on Trent City Council Learning Disability Strategy – this is a document by Stoke on Trent Primary Care Trust focusing on adults with learning disabilities and defines the roles and responsibilities of the PCT when working with this group of people

DELIVERY - Section 3: Information, advice and support for People with Learning Disabilities, Families and Carers

www.arcuk.org.uk - ARC - is a membership organisation, which supports providers of services to people with a learning disability to promote real change.

Bath and North East Somerset Guide to Housing for People with Learning Difficulties - Bath and North East Somerset have produced the “My Own Home; guide to housing for people with learning difficulties” to help you think about the different housing and support options available. The guide provides information about paying for supported living and who you need to contact to find out more. It is available on tape and CD.

Consent and decision-making, financial matters – A factsheet from Mencap

Discretionary Trusts – A guide for families available to download for free from Housing Options

Financial decision-making – A guide available from BILD

Finding a Place to Live – A publication available to download free from Housing Options to help with planning housing and support options

Growing Older with Learning Disabilities - The GOLD programme from FPLD was a UK-wide programme which ran from 1998 - 2002. It aimed to improve the lives of older people with learning disabilities. They set up a range of projects to increase our understanding of their concerns and how best they could be addressed.

Housing Resource Pack - The Valuing People Now and PSA16 Housing Delivery Plan was launched on 31st March 2010. This is a cross-government plan led by the Department of Health and
Planning and Commissioning Housing for People with Learning Disabilities - A Toolkit for Local Authorities

Department for Communities and Local Government, to help people with learning disabilities get more choice and control in where they live. The delivery plan is supported by the Socially Excluded Adults Public Service Agreement target (PSA16 target) that aims to increase the amount of adults with moderate to severe learning difficulties in settled accommodation.

**HOLD programme** - A factsheet downloadable for free from Housing Options. Further information and advice about “Home Ownership for People with Long Term Disabilities” is available from www.homesandcommunities.co.uk and www.advanceuk.org

**Lost in Transition**; a home of my own – A guide available to download for free from Dimensions UK for families and professionals supporting young people with learning disabilities who are moving into their own home.

**Making Money Easier** – is a set of guides designed to help you think about money, banking and planning your life

**My home and money** – is a guide available free to download from Dimensions UK and Housing Options for people supporting adults with a learning difficulty to manage their money

**Overview of Housing Choices** – is a factsheet available free to download from Housing Options which introduces a series of leaflets which explain ways a disabled person may get housing along with whatever care or support they need. The leaflets are intended to help care managers, families, advocates and others who may play a role in a disabled person’s life get a quick overview of the main housing possibilities.

**Residential Care Homes** – is one of a set of leaflets available free to download from Housing Options explaining the residential care housing option

**Your Place to Live** - A guide to housing options of people with learning disabilities available to download free from Housing Options

**www.icn.csip.org.uk** - DH Care Networks take the lead for the Putting People First team in the Department of Health around integration and whole system reform, housing with care, assistive technology and partnership working.

**www.learningdisabilitiesinreading.co.uk** - The Reading Learning Disability Partnership works to make sure that people with learning disabilities living in Reading have better lives.

**DELIVERY - Section 4: Housing Options Planning with People with Learning Disabilities, Families and Carers**

**Finding a Place to Live** – A publication available to download free from Housing Options to help with planning housing and support options

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Tenant Services Authority - www.tenantservicesauthority.org
The Tenant Services Authority is the independent regulator for affordable housing in England. Access to good-quality housing improves lives and is a foundation of strong communities. They work with landlords and tenants to improve the standard of service for tenants and residents.
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