

Draft Market Development Plan – Accommodation for People with a Learning Disability

DRAFT

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Summary

The Commissioning Strategy for Services for People with a Learning Disability and their Families 2015 - 2018 was approved by Sheffield City Council Cabinet in December 2014. It set out a range of proposals for improving the local offer of accommodation and support to enable people with a learning disability to live independently, safely and well.

The Strategy included the development of a new accommodation commissioning plan for people with a learning disability. A draft plan for accommodation is now being produced, and builds on the commitments set out in the LD Commissioning Strategy (the plan has been renamed, and is now called a market development plan, as this is a more accurate description). The draft market development plan sets out our intended approach to improve accommodation for adults with a learning disability in Sheffield.

The number of adults with a learning disability is increasing and their needs are becoming more complex. People have higher expectations of an independent life in their community. The lessons from Winterbourne View include the need to make sure people can access good quality community-based services locally.

At present, choice is limited. It can be difficult for some people with specific housing needs to access the right accommodation. This can lead to people leaving Sheffield to access the accommodation they need. Whilst we have much good quality housing, we also have poor quality accommodation that does not meet people's needs. The process of matching supply with demand in order for people to access the accommodation they need should be improved.

The draft market development plan proposes that by 2019, there will be major improvements in local accommodation with support for people who live away from their families:

Improved supply - There will be a better offer of local accommodation that meets people's current and future needs. This will include both general needs housing and the development of new schemes. We will have met people's aspiration for modern housing options that meet the diverse needs of adults with a learning disability of all ages.

Improved quality - Housing will be high quality, will offer dignity and privacy, and will help people to be independent, safe and well. Accommodation that is poor quality or unsuitable will be decommissioned.

Improved access - People will be able to access the options that best meet their needs at the time they need it through better management of voids and vacancies and the development of a consistent pathway into accommodation.

In addition to the above, accommodation and support will provide best value for Sheffield people.

Engagement and co-production - The views expressed during the consultation on the LD Commissioning Strategy have been fully incorporated into the draft market development plan. We will continue to engage with people with a learning disability and their families in the implementation of this plan, and will listen carefully to the views expressed, ensuring that their needs are at the forefront of all that we do.

The draft market development plan has been jointly developed with Children, Young People and Families Portfolio (CYPF), Place Portfolio and Sheffield's Clinical Commissioning Group (CCG).

Next steps – Comments are invited and will be taken into account before the market development plan is presented to Sheffield City Council Cabinet for decision.

1. Introduction

This market development plan follows on from Sheffield's Commissioning Strategy for Services for People with a Learning Disability and their Families 2015 – 2018. The Council, its partners, adults with learning disabilities and their family and carers all aspire to see adults with learning disabilities living in local communities, accessing a wide choice of accommodation, using local facilities and living independent and fulfilling lives. This plan seeks to ensure that Sheffield's accommodation offer supports these aspirations.

It provides an analysis of:

- Current accommodation supply - what we have now (7¹)
- Analysis of current and anticipated future demand for accommodation - what we need (8)
- Analysis of gaps - what needs to change (9).

The focus throughout the plan is on having supply of good quality and accessible accommodation. Through the above analysis, we know that:

- There are increasing numbers of people with a learning disability, a significant proportion of whom are likely to require accommodation over the period of this plan
- The supply of supported living accommodation in Sheffield is not adequate to meet demand or expectations
- The range of our local accommodation offer does not meet people's diverse needs
- We do not make enough use of general needs (ordinary) social housing
- The quality of some of our accommodation is poor
- The process of matching supply with demand in order for people to access the accommodation they need does not work well. This also results in costly voids and vacancies.

This forms the basis for proposals for change (10) to improve supply, quality and access to accommodation.

The market development plan builds on the commitments set out in our Learning Disabilities Commissioning Strategy, which is based on detailed consultation with people with a learning disability, their families and other stakeholders. It has been jointly developed with the Children, Young People and Families Portfolio (CYPF), the Council Housing Service and Sheffield's Clinical Commissioning Group (CCG). The ambitions within the plan will need long-term investment from housing providers. We will work in partnership with them to achieve our shared objectives. Throughout the development of the Plan and in its implementation we have had, and will have, active dialogue with providers (developers and care and support providers) in the city, and who are interested in coming into the city. A range of provider fora are in place and being developed to ensure ongoing dialogue. We undertake regular soft market testing, an annual review of the Market Position Statement for adult social care and produce market briefs.

¹ Section reference

We recognise that further work must be undertaken on a longer term vision for accommodation, based on our newly emerging City Wide Learning Disabilities Needs Assessment, so that we and our partners have a view of anticipated demand over time.

2. Vision

Our vision is that adults with learning disabilities will have the same range of choices of accommodation as the rest of us and will live independently in local communities with access to facilities, transport and activities. By 2019 we expect major improvements in local accommodation with support for people who live away from their families.

Improved supply

There will be a better offer of settled,² suitable local accommodation in the least restrictive environment that meets people's current and future needs, and this will include mainstream (ordinary) housing. We will have realized people's aspiration for a choice of modern housing options that meet the diverse needs of adults with a learning disability of all ages. New supported living schemes³ will have been developed. There will be increased use of network provision for people with lower level eligible needs, alongside Extra Care⁴ and mainstream housing.

The lessons from Winterbourne View include the need to make sure people can access good quality community-based services locally. Therefore we need to make sure the local accommodation offer is diverse, good quality, and meets the needs of everyone, however complex. As a result, we have developed the Assuring Transformation of Care action plan, which is closely linked with this market development plan.

Improved quality

Housing will be high quality, will offer dignity and privacy, and will help people to be independent, safe and well. Less popular and poorer quality accommodation will have been decommissioned. All housing providers will meet clear quality standards.

Improved access

People will be able to access the options that best meet their needs at the time they need it. The way that supply and demand are matched will have improved through better management of voids and vacancies, and consistent pathways into accommodation. Assessments and support plans will reflect people's needs and choices for accommodation and support models will be developed to ensure that people are supported to be independent, safe and well.

Improved community engagement

² Settled accommodation includes supported living, general needs social rented and private housing; unsettled/restrictive accommodation includes residential and nursing care and hospitals.

³ The term 'scheme' means a set of properties with a care provider.

⁴ Extra Care is housing designed with the needs of frailer older people in mind and with care and support available on site.

Good housing options will help to ensure that people with a learning disability have access to community activity, opportunities to meet people and make friends and where appropriate, contribute to community life, and will help people to feel safe, valued and well-supported.

Overall

People with a learning disability and family carers will be engaged with the changes, and satisfied with the improvements to supply, quality and access. Accommodation and support will provide best value for Sheffield people. Our partnerships with the Communities and CYPF Portfolios and CCG partners will be even stronger.

3. Context

3.1 Local people with a learning disability

The number of adults with a learning disability is increasing and their needs are becoming more complex. 1,760 adults with a learning disability aged 18-64 currently receive care and support.⁵ People with a learning disability have a wide range of needs, with a range of backgrounds and live within all of our increasingly diverse communities. They include people with a lower level need for support and people with significant additional needs - including dementia, physical disabilities, sensory impairments, mental health problems, profound and multiple intellectual disabilities, autism⁶ or behaviours that challenge. People with a learning disability are a very diverse group who require personalised support to enable them to live an ordinary life. Approximately 60% of all people with a learning disability receiving adult social care live away from their family. People now have higher expectations of an independent life in their community.

For further information, see 8.

3.2 Accommodation

At present, choice is limited. It can be difficult for some people with specific housing needs to access the right accommodation. They may live in inappropriate settings as a result. In some cases people have to leave Sheffield to access the accommodation they need. This also includes people who have been in hospital or other restrictive environments for a number of years.

Whilst we have much good quality housing, we also have examples of poor quality accommodation that does not meet people's needs. This means that some people are living in accommodation which has a negative impact on their health and wellbeing. We have a disproportionate amount of shared accommodation, and not enough self-contained. Some types of accommodation, particularly more institutional models, are now less popular and have vacancies that are hard to fill.

For further information, see 7.

3.3 Care model

⁵ July 2015

⁶ Around 50% of people with a learning disability have autism. In this document, the term 'learning disability' is used as an umbrella term that includes autism.

Supported living is for adults with a learning disability who would like to live independently in their own home. It is widely recognised as the care delivery model of choice across the country (rather than traditional residential care homes) as it promotes independence and offers more choice and control for individuals. Feedback from the consultation on the Learning Disabilities Commissioning Strategy also showed a preference for supported living.

In 2014 the Council established a Supported Living Framework. Supported living providers are chosen from a preferred list, based on a specification which will ensure quality and best value. The focus of the Framework is on high quality outcomes-based personalised care and support that develops community engagement and use of universal services. The Council is currently implementing a programme of deregistration of registered residential care homes, which will become supported living schemes (7.1).

There will remain a need for a small amount of registered residential and nursing care in Sheffield, where this is the option that best meets needs, and this will continue to be provided within Sheffield.

4. Scope

The scope of this market development plan is to review and, through implementation, make improvements to:

- The range of choice of local accommodation for people with a learning disability
- The quality of this accommodation
- The process by which accommodation supply is matched with demand.

Although supported living care and support arrangements are not in scope, this market development plan will benefit from the development of the Supported Living Framework that has been implemented from summer 2014 (3.3).

People who live with their families are out of scope, although the demand analysis has included people who live with their families but need to move.

Whilst registered care is not within scope of this accommodation plan, it is referred to where appropriate. Focussed work is being undertaken through the market analysis and fees paper for residential and nursing care to be produced for May 2016.

The wider commissioning intentions for adult social care including people with a learning disability are contained in the Market Position Statement, which has recently been revised.

5. What local people want

5.1 Key messages from the Learning Disabilities Commissioning Strategy consultation and subsequent engagement

- Respondents stressed the importance of making sure accommodation is well-matched to people's needs and that care should be taken to make sure people living in shared accommodation are able to live well together. Urgent need for housing must also be taken into account.
- It was clear that local accommodation choices should reflect the increasingly diverse range of people's needs and expectations. People with more complex needs or additional disabilities, including people with autism, may require housing that is specifically designed or adapted for their unique needs.
- There was broad support for supported living as a model of choice⁷. There was particular support for housing network and other tenancy support models. People felt there was a need for a better range of supported living choices for people with lower level eligible needs.
- There was interest in people with a learning disability being able to access other forms of accommodation with support if it best met their needs – for instance nursing care for people with a learning disability and dementia, or Extra Care Housing for older people with a learning disability.
- The quality of accommodation, and the need to monitor quality, is of key importance.

5.2 How we will ensure we respond to what local people want?

We have fully incorporated the views expressed during the consultation on the Learning Disabilities Commissioning Strategy and subsequent engagement into the draft market development plan. We will continue to engage with people with a learning disability and their families in the implementation of this plan (11.1). Our aim is that people will say they have been fully included and involved in the planning and implementation of changes.

6. Key drivers and policy context

The market development plan has been developed in line with local and national policies, with a focus on the promotion of independence, social inclusion and choice, alongside quality and best value. The Learning Disabilities Commissioning Strategy sets out the policy context in more detail. In brief, this is:

- The Care Act 2014
- Valuing People (2001), and Valuing People Now (2008)
- The 'Winterbourne Concordat', 'Winterbourne View – time for change' (Bubb Report), 'Building the Right Support' and subsequent documents and policy imperatives relating to the Winterbourne scandal
- The Children and Families Act 2014
- 'Think Autism' national strategy
- A move towards supported living.

Locally, our key drivers and policy context include:

- Assuring Transformation of Care - Sheffield's action plan to achieve outcomes required by the Winterbourne Concordat
- Feedback from engagement with local people

⁷ Sheffield's Market Position Statement for Adult Social Care, August 2014 – additionally states that 'In accommodation with support, there is a clear preference for supported living over residential care amongst most adults with a learning disability, particularly amongst younger adults' (p24).

- Sheffield City Wide Learning Disabilities Needs Assessment (currently being developed)
- Market Position Statement for Adult Social Care
- SCC Housing Strategy
- Ombudsman report (June 2014)
- [Health and Wellbeing Board](#) & [Joint Health and Wellbeing Strategy](#)
- Implementation of Sheffield's plan for integrated commissioning of health and social care for people of all ages
- Meeting our financial challenges while providing high quality services.

We have also carried out benchmarking to establish further information about current good practice in accommodation for people with a learning disability.

7. Current supply analysis

An extensive mapping and review exercise took place in 2014-15. This was to find out more about where adults with a learning disability live. See also Appendix 1 – Supply map. We will continue to analyse supply to inform our longer term commissioning.

7.1 Where do people live – supported living arrangements

Approximately 60% of all people with a learning disability who are receiving adult social care live away from their family. People with eligible needs who are in receipt of a supported living service live in a range of accommodation settings. Some are shared, and others are in self-contained tenancies with individualised support packages.

The supply map shows that a disproportionate amount of accommodation for people with a learning disability is situated in areas with higher levels of deprivation – see Appendix 2 – Index of deprivation map.

General needs accommodation

General needs tenancies are suitable for people who can sustain a tenancy with support from family and friends. Where people have eligible needs, additional care and support can be delivered. For some, general needs tenancies offer a better choice of accommodation, which may be nearer to existing family support networks. Social housing (Council or housing association) offers security of tenure and quality assured standards. Around 400 people with a learning disability live in general needs Council tenancies⁸. Of these, 69 people receive a supported living service.

While private rented properties do not offer such security of tenure, they can provide accommodation options in parts of the city where there is a short supply of social housing. We have identified 162 units/bedspaces in 50 properties in the private rented sector where tenants receive a supported living service. Some of these properties will have been set up as 'schemes', with a package of support which is tailored to meet the needs of the people living in these properties, some of this support will be shared, and

⁸Identified by Council Housing Services' OHMS system, September 2015; numbers in general needs housing association tenancies currently unknown.

support staff may or may not be based in the building 24/7. Some of these properties have been sourced by the family for the individual.

Extra Care and sheltered housing successfully accommodates some older people with learning disabilities or older carers with their adult son or daughter with a learning disability.

In network schemes, people live in their own tenancies within a short distance of one another. The schemes provide low level support to people with eligible needs or support people who do not meet the eligibility threshold for a funded package of care, but might if left unsupported. This can be an effective way of reducing people's dependency by helping people to be included in their community. There are two housing network schemes in Sheffield, which provide accommodation and support to 26 individuals. Housing network schemes can be in any tenure.

28 people whose primary need is a learning disability are based in long term Sharing Lives⁹ placements. Sharing Lives placements can be in any tenure.

Further detailed analysis is being undertaken on people living in general needs accommodation in all tenures.

Supported living schemes

The majority of the supported living accommodation is owned by housing associations. Much of the accommodation was acquired and developed as part of hospital closures, and Council hostel re-provision programmes. Some is in self-contained units within purpose built schemes (32 people live in purpose built housing association schemes), and some is in a mixture of smaller or larger shared houses that have been acquired and adapted for specific tenants. There are also privately developed schemes and properties, some of which have not been commissioned directly by the Council and the providers are not on the Supported Living Framework. The residential care homes that are currently being deregistered consist of 12-30 units of shared accommodation (five to eight bedrooms).

In many schemes, the tenants share communal facilities. Some schemes are made up of purpose-built, self-contained flats. Others contain a mixture of self-contained and shared accommodation and are situated among general needs housing developments. Some people with very complex needs, including those with autism and with behaviours viewed as challenging, live in their own one-bedroomed accommodation, including bungalows.

Much of the accommodation is shared, and the deregistration programme will lead to increased numbers of shared supported living properties, which need to be reviewed in the future, to ensure their continued suitability over time. Sharing a property has advantages for some, as it can offer companionship and an opportunity to share some elements of care. However, where tenants are not well suited to living together it often results in arrangements breaking down, leading to hard to fill vacancies (7.4.1). Small shared houses also create a need for, and a higher cost of, multiple night care workers.

⁹ In long term Sharing Lives placements, an adult who needs support moves in with an approved carer and shares in family life.

In most supported living schemes, the care and the housing are provided by separate organisations. In some schemes however, the care provider both owns the accommodation and provides the care. In other schemes, a care provider delivers a 'core' service and other providers deliver additional one-to-one support. As outlined at 3.3, the Supported Living Framework is now in place, and providers are selected from the framework.

Although there are currently 355 registered residential and nursing care placements, the Council is delivering a programme of deregistration of nine registered residential care homes (146 places), which will become supported living schemes. This programme is expected to be complete by June 2016. It will increase the number of places of supported living accommodation from 495 to 641 (see Appendix 3 – Charts - Chart 1).

7.2 How much does it cost?

Rent charges are funded either by the tenant, or, if eligible, through Housing Benefit. For Council arranged supported living properties, the weekly rent and service charge cost is around £62,500. The annual cost is around £3.24m. However, there are further units of accommodation where we lack information, so the above figures provide only an estimate of cost.

Care and support costs for people with eligible needs are generally paid for from the care purchasing budget at an hourly rate of £14 or less called off the supported living framework agreement preferred provider list. The volume of service for service users is determined through the assessment/review and support planning process.

We currently spend approximately £14.5m a year on residential care home placements. For people in residential/nursing care, the cost is established using the national Charging for Residential Accommodation Guide (CRAG). We pay the cost of the placement net the client contribution for eligible people. Some placements are funded by Continuing Healthcare or funded nursing care contributions.

7.3 What is the quality of the supported living accommodation like?

An audit took place in 2014-15. This was to find out more about the quality of existing accommodation. Much of the accommodation is of good quality, but the standard of some of the shared housing is poor, particularly in private rented properties.

A recent Ombudsman's case¹⁰ criticised the use of shared accommodation which did not meet the needs of a complainant, resulting in the loss of two homes: one in the private rented sector, due to poor quality; and one in a housing association property, where the tenants were not well suited to living together. We have taken account of the findings in the Ombudsman's report in this market development plan.

The majority of properties owned by housing associations are of good quality, in good condition, with adaptations to meet the needs of the individuals living there. Properties developed as hostels/residential care homes following hospital closure do not meet modern day requirements and expectations and are not fit for purpose for people who are growing older and/or who have mobility issues. This year, we made the

¹⁰ <http://www.lgo.org.uk/decisions/adult-care-services/other/13-018-531>

decision to decommission three shared properties which were unpopular and in poor condition. Some of the housing association properties lack level access, which excludes people with mobility needs. Some of the properties which are being deregistered will require internal remodelling, decoration and additional adaptations.

The 50 properties in the private rented sector have now been inspected by the Council's Private Housing Standards team. Some require improvements to be made. The landlords have been issued with details of the required works, and progress is being monitored. Where standards are not improved within specified timescales, the Council may serve a legal enforcement notice and/or decommission and seek to rehouse the residents.

The lack of a consistent process in the pathway into accommodation (7.4.2) also means that standards are not always taken into account when properties are secured.

7.4 Access to accommodation - matching supply with demand

7.4.1 Voids and vacancies in supported living accommodation

In shared accommodation, the costs of care and utilities can be divided up. However, when a tenant leaves the accommodation, these costs have to be met in other ways: the remaining tenant(s) may have to pay for utility costs that would otherwise be shared. There is an increase in shared care costs for the Council. In joint tenancies in the private rented sector, the remaining tenant(s) may have to pay for the empty room.

There are 83 voids (unoccupied accommodation units) within supported living accommodation. The average known void time is 70 weeks¹¹. Voids are mostly in shared properties. The majority are in accommodation owned by housing associations. Reasons for void accommodation include:

- The high proportion of shared accommodation: much of this accommodation was procured for a specific group of people to share. If needs change, or they are not well suited to living together, one or more tenants may leave. It has in many cases proved difficult to find a new tenant who will be well suited to living with the existing tenants.
- Properties which do not meet needs: the range of accommodation is limited, and may not meet the needs and aspirations of people who need to be accommodated now. This has led to some individuals being placed out of city and not able to return, or to placements which result in people being 'over-supported'.
- Our processes for allocating properties are not consistent (7.4.2): this impacts upon the length of time it takes to fill a void.

Housing associations often require rent loss to be covered for a set void period. A number of 'void agreements' are in place between the Council and the housing association, or the housing association and the care provider. As a result of the long void times, the cost to the Council is considerable. In addition to rental loss from a void, where care is also shared, if a tenant moves out of a shared property, a vacancy is

¹¹ September 2015; approximate figure as many start dates have not been recorded. This excludes four very long term voids (pre 2011). When they are included, the average is 84 weeks.

created in the shared care. This also has a cost. If the Council is funding the care through a block or shared funding arrangement, the vacancy cost can be very high. The table below shows the estimated weekly and annual costs of voids and vacancies:

	Estimated weekly cost (£) (current)	Estimated annual cost (£)(2014-15)¹²
Voids (rent only)	4,279	176,412
Vacancies (care only)	28,517	1,327,179
Total cost	32,796	1,503,591

7.4.2 Pathway into accommodation

The current process of allocating accommodation can take significant time. This means that people who need to move may experience a lengthy wait, while remaining in an unsuitable setting. This is because we lack an appropriate range of housing options and because there is no consistent pathway: accommodation is often sourced in an ad hoc fashion. The lack of a pathway also means that care co-ordinators, people with learning disabilities and their families may not be aware of the full range of appropriate housing options, and as a result, these are not taken up. It is clear that there is a co-dependency between developing supply, ensuring quality, and the assessment and support planning processes. Work is underway to help us better understand the problems with the process and inform future commissioning.

8. Demand analysis

8.1 What do we need?

We have carried out detailed analysis to establish the current and future demand for services, including the need for accommodation. We have established a comprehensive database that provides information about where people live, levels of need, and projected demand. This will be regularly updated, and we will continue to analyse demand to inform our longer-term commissioning.

8.1.1 Demographic information

The number of adults with a learning disability supported by the Council has been increasing year on year for the last ten years. The increase in numbers is principally due to a rise in the number of younger people with a learning disability. Approximately 60% of the increase is in young people under 25. Needs are becoming more complex, in particular children with more severe and complex needs, and children with autism.

The following chart shows the distribution of age of people with a learning disability in comparison to the general population – full analysis will be shown in the LD needs assessment. It is worth noting the numbers of people aged 65 and over. People are living longer, which has impact on accommodation requirements.

¹² Analysis of data about voids and vacancies in supported living accommodation. Data quality issues mean that costs are estimated. It is expected that costs may be higher than shown.

Further information is needed about how age related needs impact on accommodation. Further analysis will be undertaken.

Age band	Having learning disability			Not having learning disability			Full population
	N	%	%	%	%	N	
0-4	12	0.37%			5.70%	33,030	33,042
5-9	60	1.83%			5.69%	32,954	33,014
10-14	193	5.89%			5.12%	29,694	29,887
15-19	382	11.65%			6.69%	38,754	39,136
20-24	457	13.94%			10.18%	59,007	59,464
25-29	334	10.19%			7.78%	45,082	45,416
30-34	229	6.99%			6.79%	39,375	39,604
35-39	186	5.67%			6.12%	35,482	35,668
40-44	234	7.14%			6.51%	37,731	37,965
45-49	259	7.90%			6.87%	39,799	40,058
50-54	260	7.93%			6.40%	37,101	37,361
55-59	220	6.71%			5.40%	31,318	31,538
60-64	157	4.79%			4.68%	27,097	27,254
65-69	123	3.75%			4.76%	27,559	27,682
70-74	80	2.44%			3.77%	21,840	21,920
75-79	55	1.68%			3.13%	18,136	18,191
80-84	19	0.58%			2.26%	13,078	13,097
85-89	13	0.40%			1.36%	7,892	7,905
90-94	4	0.12%			0.62%	3,619	3,623
95-99	1	0.03%			0.15%	882	883
100-104		0.00%			0.02%	96	96
105-109		0.00%			0.00%	5	5
Group total	3,278					579,531	582,809

16% of 'new starters' into Adult Social Care are people who had been living with older family carers. There is a 'bulge' in the number of people aged 35 to 50. Many of these people are living with family carers, most in older age. As their family carers age, there will be an increase in demand for accommodation with support away from the family. Another 14% of 'new starters' were due to a breakdown in carers' circumstances.

The proportion of adults with a learning disability from black and minority ethnic communities (BME) is around the same as the White British population in ages between 20 and 50, and lower in over 50s. There is evidence of increased prevalence of people with the most complex disabilities within BME communities.

8.1.2 How many people with a learning disability are there?

The number of adults with a learning disability supported by the Council has been increasing year on year for the last ten years. As at July 2015, 1,760 adults with a learning disability aged 18-64 currently receive care and support and are known to the Council. The proportion of adults with a learning disability supported by the Council per head of the overall population is above the England average. People with a learning disability have a wide range of needs, with a range of backgrounds, and live within all of our increasingly diverse communities. Needs are becoming more complex. Approximately 40% of all people with a learning disability receiving adult social care live with their family and approximately 60% live away from their family.

8.1.3 How many people are likely to need accommodation?

Approximately 60% of people with a learning disability live away from family, with support, or in supported living, residential and nursing care settings. Our demand analysis tells us that there are at least 275 people known to Learning Disabilities Assessment & Care Management who will require accommodation over the next three years. The following groups have been identified. Figures are indicative, rounded, and provide a conservative view of new demand. Further work is being undertaken to analyse this.

Group	Number	Likely to need accommodation in the next 3 years
Young people	680	105
People who need to leave hospital & the Intensive Support Service	20	20
Living out of city	100	30
Needing to move to better accommodation	40	40
Family/carer breakdown	20	20
Decommissioning out of date & inappropriate accommodation	40	40
In nursing care	60	20
Total	960	275

Assumptions/background

Young people – There are 270 young people aged 15-17¹³ and 410 aged 18-24¹⁴. We know from analysis that 25% of all 18-24 year olds with a learning disability live away from their families. We therefore assume that 25% (105) of all new 18-24 year olds, who will move into adulthood over the next three years, will also live away from their families.

People who need to leave hospital and the Intensive Support Service - in the two years 2013-14 and 2014-15, 21 people accessed the Intensive Support Service. During this period, around 13 people were discharged, which gives a figure of approximately 18 people over three years.

¹³ Sheffield Case Register – which includes people who are unlikely to require Adult Social Care in the future

¹⁴ CareFirst

People who are returning from out of the city - there are a number of adults with a learning disability who live outside of the geographical boundary of Sheffield¹⁵. The reasons behind this vary from placements due to a historical lack of local provision to specialist and secure provision not available in Sheffield. An exercise was undertaken with Learning Disabilities Assessment & Care Management to identify those people who are likely to return to Sheffield over the next three years. From this, 26 people were identified.

People who need to move to better accommodation (including from residential accommodation to supported living)¹⁶. It is anticipated that all of these people will require housing over the next three years.

Family/carer breakdown - A significant number of adults with learning disabilities live with and are cared for by family and friends¹⁷. As carers get older, the likelihood of adults with a learning disability requiring alternative accommodation arrangements increases. It is anticipated that all of the people identified in the above table will require housing over the next three years.

People living in accommodation that is inappropriate and will be decommissioned¹⁸ – It is anticipated that all of these people will require housing over the next three years.

People who need to leave nursing care - of the 57 people who are currently residing in nursing care, it is considered that 19 are inappropriately placed. It is anticipated that all of these people will require housing over the next three years.

8.1.4 People with lower level needs

We note that there are a significant number of people with mild to moderate learning disabilities in the city, whose needs are not assessed as being eligible but who do require a level of support to be safe and well and to avoid the need to access formal care. The city's Integrated Commissioning Programme is looking at people with lower level needs and prevention.

8.1.5 Suppressed demand and links to other work

We expect that there may be a significant amount of suppressed demand for accommodation, due to limitations in the local accommodation offer and quality of existing accommodation used for people with a learning disability. Further work will be undertaken to establish the level of suppressed demand.

Another strand of work under the Learning Disabilities Commissioning Strategy is family resilience. This includes improvements to short breaks or respite care services. We expect that better quality short breaks services will help improve family resilience, and will reduce or delay the need for supported accommodation away from families due to avoidable breakdown in family caring. Further work is being carried out to assess the impacts of these linked areas of work.

At present, urgent responses to sudden breakdowns in people's accommodation and support – both in family caring situations and in supported living and residential care - depend on individual practitioners'

¹⁵ Identified from SCC demand analysis - 'All LD Customers' dataset

¹⁶ Housing Needs Survey 2015

¹⁷ Housing Needs Survey 2015 & SCC demand analysis

¹⁸ SCC demand analysis

knowledge of available accommodation including out of city residential care. Lack of availability of the right accommodation in emergencies can lead to inappropriate arrangements, which can then persist in the longer term.

We will develop a plan to ensure a more systematic response to emergencies. No one accommodation model will be relevant to all people's unique situations, but keeping people as close to home and their loved ones will be a guiding principle. A diverse range of options supported by relevant up to date information will support more personalised, sensitive and effective responses. This might include use of vacant supported living accommodation, Sharing Lives services, timely deployment of support in the person's own family home and other new and innovative solutions.

9. Gap analysis

9.1 What needs to change?

The following analysis is drawn from our information about supply and demand, and from comparison with other local authorities.

9.1.1 Supply of accommodation

We have identified 340 people who are likely to need to move over the next three years, including people who currently reside out of Sheffield. Our current accommodation offer is not adequate to meet this need.

Best practice shows us that we need to reduce out of city placements, reduce residential/nursing placements and increase the amount of supported living. We have carried out benchmarking to establish further information about current good practice. The table¹⁹ below shows where people live (as a proportion of people with a learning disability who receive care and support):

Accommodation	Sheffield	Core cities average	Regional average	National average
Tenant – Social housing	9.65%	16.68%	10.83%	12.16%
Tenant – Private Rented	0.96%	2.17%	2.49%	3.51%
Sheltered/Extra Care	0.86%	0.67%	0.44%	0.65%
Supported accommodation	20.35%	18.44%	20.42%	17.85%
Registered care home	10.3%	17.92%	15.56%	18.77%

¹⁹ Data from National Adult Social Care Intelligence Service (NASCIS), 2013/14.

Registered nursing home	2.02%	1.81%	1.39%	1.49%
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We do not make sufficient use of general needs social housing. Other authorities have a higher proportion of social housing tenants with a learning disability. As 25% of Sheffield's housing stock is social housing, which is more than the England average (18%)²⁰, we would expect to have a higher than average proportion of tenants with a learning disability. As part of the social housing offer, we recognise that Sheffield lacks sufficient modern, self-contained accommodation to balance the current over supply of shared care and its associated vacancy and void costs.

While we may not need to reduce the proportion of people living in private rented accommodation to be in line with other authorities, we need to improve quality (9.1.2). We would like to make more use of mainstream Extra Care or sheltered housing. We would also like to increase the number of Sharing Lives placements.

In comparison with other authorities (except the regional average), we make more use of supported living accommodation and less use of registered care homes, and this is a trend we wish to continue. However, we make more use of nursing care, and we would like this to reduce.

We have an inadequate supply of accommodation for people with lower level needs. There are costs to the Council where people are 'over-supported' due to a lack of appropriate accommodation for their lower level of need. There are few housing support services such as housing network or tenancy support schemes that accommodate people with learning disabilities.

Our supply of accommodation for people with a learning disability has not developed in a planned way. As a result, a disproportionate number of people with a learning disability live in areas with higher levels of deprivation. We need to ensure that people with a learning disability have housing options across a wider spread of the city so that there is greater choice of neighbourhood and community and proximity to family support.

9.1.2 Quality of accommodation

The quality of our accommodation is variable. We know that some of our accommodation is not good enough for people's long-term housing needs. We need to reduce the amount of poor quality accommodation through a decommissioning plan. We do not have a clear set of standards for accommodation for people with a learning disability. This has resulted in people moving into or remaining in inadequate accommodation. The Private Housing Standards team is working with landlords of properties where hazards have been identified to ensure that improvements are made. We need to become more proactive in the way that quality is ensured, through the development of standards. We need to ensure that our new build accommodation reaches high quality design standards.

²⁰ Census 2011

9.1.3 Access to accommodation - matching supply with demand

We need to improve the way we manage accommodation to make sure people can access the housing options that best meet their needs at the time they need it.

We have voids and vacancies that are difficult to fill and which have high costs attached. The high level of shared accommodation contributes to this situation, as it often results in arrangements breaking down. As well as improving our supply of self-contained accommodation, we need to improve the way we manage our voids and vacancies.

There is a need for a consistent pathway into accommodation. We lack information about the amount of time people have to wait for accommodation, and the impacts of this, including costs. This is being investigated further. We need to make sure that delays are reduced.

10. What we propose to do

We have carried out a detailed analysis of the accommodation that is currently available (7). We have identified a number of people who are likely to need to move to more appropriate accommodation over the next three years (8). This has helped us to establish where the gaps are (9), so that we can work out what needs to change. In doing this, we have incorporated feedback from consultation and engagement with local people.

We propose to expand the range of good quality local accommodation and decommission less popular and poorer quality accommodation, while better matching people's needs with available accommodation and support. We want all accommodation and support services to provide best value, now and in the future.

10.1 Improving accommodation supply

We intend to move towards greater use of general needs housing, where this is appropriate, and away from specialist provision. Best value will be achieved through improved supply of accommodation providing alternatives to high cost placements in residential and nursing care; and continuing to use the newly established preferred list of supported living providers.

We will seek to ensure that people with a learning disability are not concentrated in more deprived areas, but rather represented across a wider spread of the city through careful consideration of sites for new accommodation and expansion of the range of housing options.

Consultation feedback makes clear that local accommodation choices should reflect the increasingly diverse range of people's needs and expectations. Supply and range of accommodation will be improved through the development of new schemes, and improving the available housing options.

10.1.1 General needs housing

We will seek to increase the number of social housing tenancies available for people with a learning disability. There are around 400 people with a learning disability in council tenancies, and this includes people with and without eligible needs. We expect an additional 130 people to move into general needs

social housing tenancies over the next three years²¹. However, we expect that the overall figure will be higher as people without eligible needs will be supported to access social housing through the Allocations Policy (10.3).

We will seek to undertake physical adaptations where they are needed. In very specific cases, where we are not able to meet needs from within our housing stock, we may require bespoke new build property.

We will encourage people to seek support to maintain their tenancies from family, friends and volunteers. We will make sure, where appropriate, that people with a learning disability can access housing management and support from housing officers as part of Housing Plus²². We will provide care and support directly where there are eligible needs.

In the consultation on the Learning Disabilities Commissioning Strategy, interest was expressed in other forms of accommodation with support if it best met needs – for instance Extra Care housing for older people with a learning disability. Where relevant, we will ensure that Extra Care is considered as a housing option. We may extend the provision of specialist accommodation for older people by developing new Extra Care and sheltered housing schemes, which will also increase the mainstream opportunities for older carers and older adults with a learning disability. There was particular support for housing network and other tenancy support models. We will review the existing network schemes and develop proposals for additional schemes for people with lower level eligible needs. We also seek to support people living in close proximity to create networks through community volunteering and sharing their paid support in order to build confidence and help make friends and will develop a separate market development plans short breaks and day activities.

We will reduce the use of poor quality private rented accommodation, through a greater range of housing options and the development of a decommissioning plan (10.2.1).

We will significantly increase the number of Sharing Lives placements for accommodation and short breaks, which actively supports the aims of this plan. We will explore the possibility of looking into adaptations and rehousing where people are willing to offer placements but are unsuitably housed.

Council acquisition of property

²¹ The demand for accommodation is calculated based on the assumption that 60% of each group will require new build accommodation and 40% other options, including general needs housing. This reflects a proportion of the current customer group, who live in supported housing (in terms of the new build accommodation, this is a conservative estimate as current supported housing is of a variable standard and not as attractive as the new build will be). Requirement for general needs social housing is based on national average as proportion of housing stock (17%). Further work being undertaken to establish rationale.

²² Housing Plus is a new way of working for the Council Housing Service. It provides a greater level of housing management and support, taking a 'patch-based' approach, and is being rolled out across the city. The aim is to improve tenancy sustainment. Housing officers will have more frequent contact with tenants, and take a 'first contact' role for vulnerable tenants to help with wellbeing and support needs.

Where we cannot accommodate specific needs in current supply, we will work with the Council Housing Service to acquire some new provision by buying individual properties through the Council Housing Stock Increase Programme. Acquisition for this purpose is in line with the Council Housing Acquisition Strategy.

Home ownership

A number of people with a learning disability and their families have indicated a willingness and ability to purchase their own home. It is also possible that shared ownership schemes could be applicable and more widely used. We will explore these options with service users and families, ensuring that good information and advice is available.

10.1.2 New development

We recognise there is insufficient purpose built accommodation that enables people to have their own private space with access to communal and community activities, using a model of progressive privacy (10.2.3). Therefore we are working to develop new supported living schemes with the Council Housing Service and housing associations.

Alongside the demand analysis, the needs of people within the customer groups have been broken down into estimated levels, by using Social & Physical Incapacity (SPI) Ratings recorded by Sheffield Case Register. We anticipate that that 204 people will require new build accommodation over the next three years, and that their needs will be broken down as follows:

- 90 severe
- 57 moderate
- 57 low.

Our plans to develop reflect the above analysis of demand and levels of need. This market development plan covers the years 2016-19. We recognise that we need to continue to analyse the need for new build accommodation including one bed flats and potentially bungalows.

Scheme	Type of accommodation	Number of units
Mixed, with a focus on supporting people with complex needs	Self-contained flats	8
Mixed Needs	Self-contained flats	20
Mixed needs	Self-contained flats	20
Mixed needs – young people	Self-contained flats	20

Total units		68
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Specific business cases are being developed for four schemes and decision making will take place through the Council's Capital Approvals Gateway process. Further work on this planned programme is being undertaken using our developing needs analysis and demand trends over a longer timeframe.

Appendix 3 – Charts - Chart 2 shows the increase in schemes; and Chart 3 shows the split between shared and self-contained. We expect the proportion of self-contained properties to increase following decommissioning and new development.

As part of our plan for respite care, we are analysing the need for a new respite care unit.

10.1.3 Residential and nursing care

A significant reduction in registered residential care is a key objective of this market development plan. The programme of deregistration will reduce the number of places from 355 to 209. There will remain a need for a small amount of registered residential and nursing care, where this is the option that best meets needs, and this will continue to be provided within Sheffield. Where this is provided, we will ensure that best value is achieved. This will be considered in the annual market analysis of fees. Any commissioning/ decommissioning is subject to consideration in the annual market analysis of fees paper.

10.2 Quality of accommodation

As a result of the review of accommodation, we know about the limitations of some of our housing provision. Following engagement and good practice research, we have a better idea about what good quality accommodation should look like, and the types of accommodation which are no longer suitable. Quality will be assured across current provision, new build provision and through decommissioning.

10.2.1 Decommissioning

We will develop a decommissioning plan for accommodation that is of poor quality or unsuitable for people's needs, and where there are longstanding voids, for example in some of our larger shared accommodation. This will result in the loss of some accommodation. This plan will be developed in tandem with the improved supply of good quality accommodation.

10.2.2 Quality standards

We will establish a protocol between Learning Disabilities Assessment & Care Management and the Private Housing Standards team to ensure that properties are inspected and meet a legal standard before an individual is offered a tenancy. We are considering the value of introducing a preferred list of quality assured landlords.

We will develop a set of quality standards for all accommodation for people with a learning disability, and will work with care providers and housing providers to ensure that the properties meet this standard.

Through the implementation of this market development plan, people with learning disabilities, their families and related professionals will advise on and support our aim to improve standards of accommodation across all properties.

10.2.3 Design standards for new buildings

New build accommodation provides an opportunity to research best practice in design for people with learning disabilities, autism and physical disabilities. Principles of co-production will underpin design, which is guided by professional and legal requirements.

The concept of 'progressive privacy' will be designed into any new build. This principle combines privacy and dignity through self-contained accommodation with access to shared space in the form of safe outdoor space and shared community rooms, shared support and a community environment promoting access to the wider local community. This will enhance wellbeing and reduce social isolation. Family carers and social care practitioners were supportive of these principles.

Schemes will be built to 'Lifetime Homes' standards, with appropriate numbers of adapted flats. There will be more accommodation with high accessibility standards appropriate for all size wheelchairs and specialist equipment, and we will encourage larger space standards and good specialist design to enable people with autism and other disabilities to be appropriately accommodated. We are keen to explore opportunities for the positive use of assistive technology and will encourage its use to support dignity, reduce reliance on intrusive staff presence, and help people to be independent, safe and well. We are looking into the use of third generation devices which enable people to gain greater confidence in getting out and about, for example smartphones with panic buttons, GPS, bus time applications, and voice activation.

Consideration will be given to wider issues such as the safety of the area, proximity to public transport routes, local amenities, health and leisure services before developing.

Where possible, we will develop new provision where the ownership of accommodation is separate from the provision of care to ensure that established principles of supported living can be maintained and people can change care providers without it impacting on their accommodation. Family carers were supportive of this principle.

10.3 Access to accommodation - matching supply with demand

We will improve the way we manage voids and vacancies and create a consistent pathway into accommodation. We are developing new processes to match people's needs with available accommodation and support. A new system is being piloted for a year from February 2016. We anticipate that this new system will eliminate excess voids and vacancies. This will reduce costs to the Council and to people living in shared accommodation where there are voids and vacancies, and help us to achieve best value. Information on unmet need will be retained and analysed to inform longer term commissioning.

The Council operates a Housing Register, which anyone aged 16 or over can join (subject to certain conditions). Properties are allocated on the basis of time on the housing register, or a priority to move. The Council implemented a new Allocations Policy for social housing in Sheffield in April 2016. This has an

improved system for dealing with levels of urgency in allocating social housing where there is a 'priority' need for rehousing. It includes specific provision for people with a diagnosis of a Learning Disability or Autism Spectrum Disorder who need to move.

10.4 What will this mean for people with a learning disability?

Young people - much of the increase in numbers of people with a learning disability is due to a rise in numbers of young people under 25. We need to be able to meet their need for accommodation, now and in the future. Better housing options will be available for this group, including a new 20 bed scheme for young people with mixed levels of need.

People who live out of the city - we need to build on the lessons set out in 'Winterbourne View – time for change' and take advantage of the recommendations and opportunities in the report. Accommodation services in Sheffield must meet the whole range of people's needs so they do not need to leave Sheffield to access appropriate housing. Fewer people with a learning disability will live out of the city, and people who need and want to return will be helped to do so.

People who live with families / older carers who need to move - we will support people who need to move to alternative accommodation now, or in the near future, to plan for this.

People who need to leave nursing care - people who are inappropriately placed in nursing care will be supported to move to more appropriate accommodation.

People who need to move to better quality accommodation - the development of additional units of accommodation and better range of housing options will allow people who are unsuitably housed to move to more appropriate accommodation. Some properties that are of poor quality or no longer meet needs will be decommissioned.

People with lower level eligible needs - there will be more options for people with lower level eligible needs in supported living, including a new scheme for people with low-medium support needs, and in other types of accommodation.

Accommodation designed for specific needs - we will make sure that new development has specialist design to enable people with autism and other disabilities to be appropriately accommodated, in ways that reflect people's unique needs and the principles of design will be co-produced with people with a learning disability and carers.

Good quality accommodation – regardless of tenure and accommodation type, people will live in good quality accommodation.

Access to accommodation - we will develop consistent pathways into accommodation that will help make sure accommodation is well-matched to people's needs and that people living in shared accommodation are able to live well together. This will reduce the amount of time that people need to wait to move.

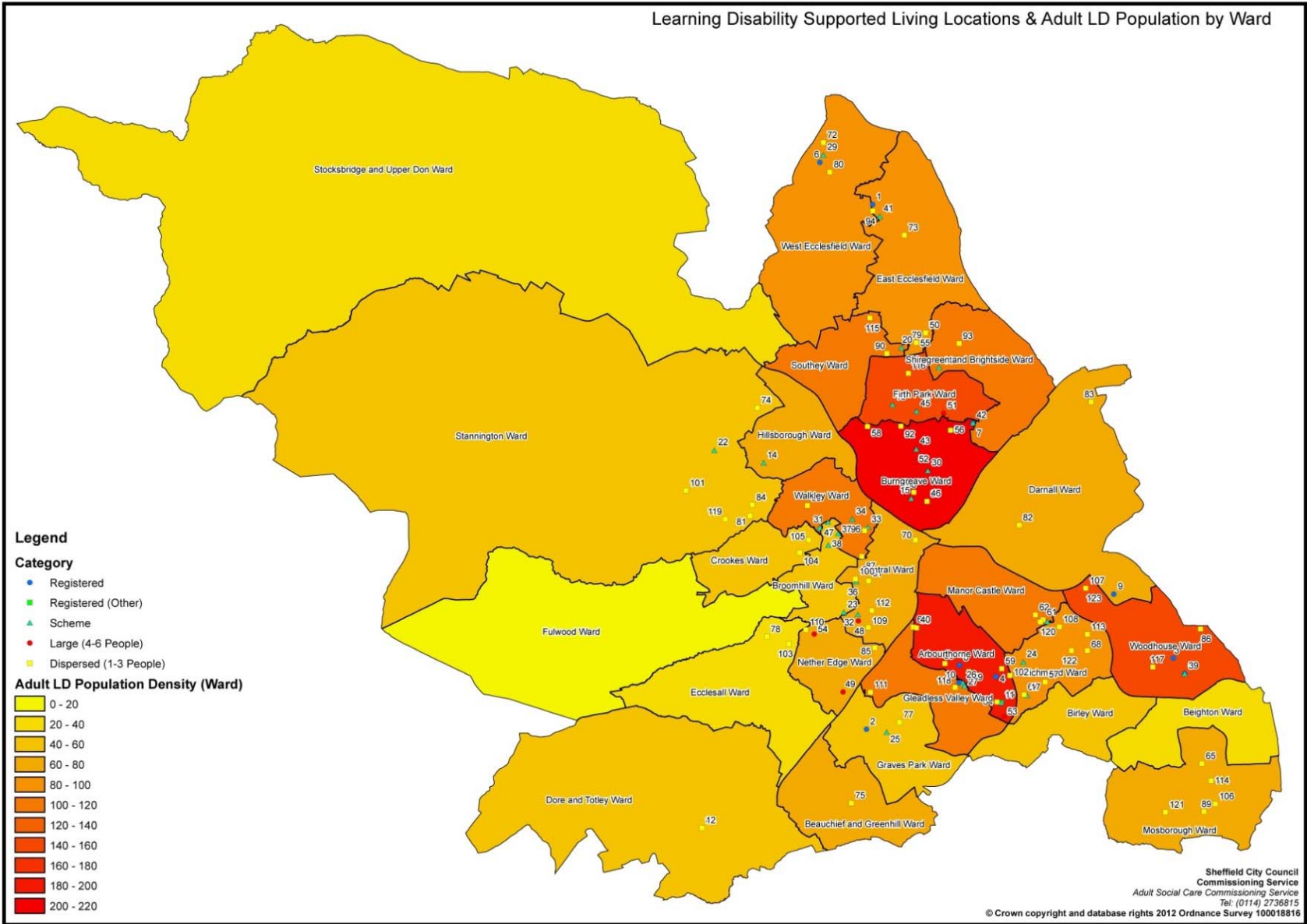
11.Next steps

11.1 Working together to develop and implement the market development plan for accommodation

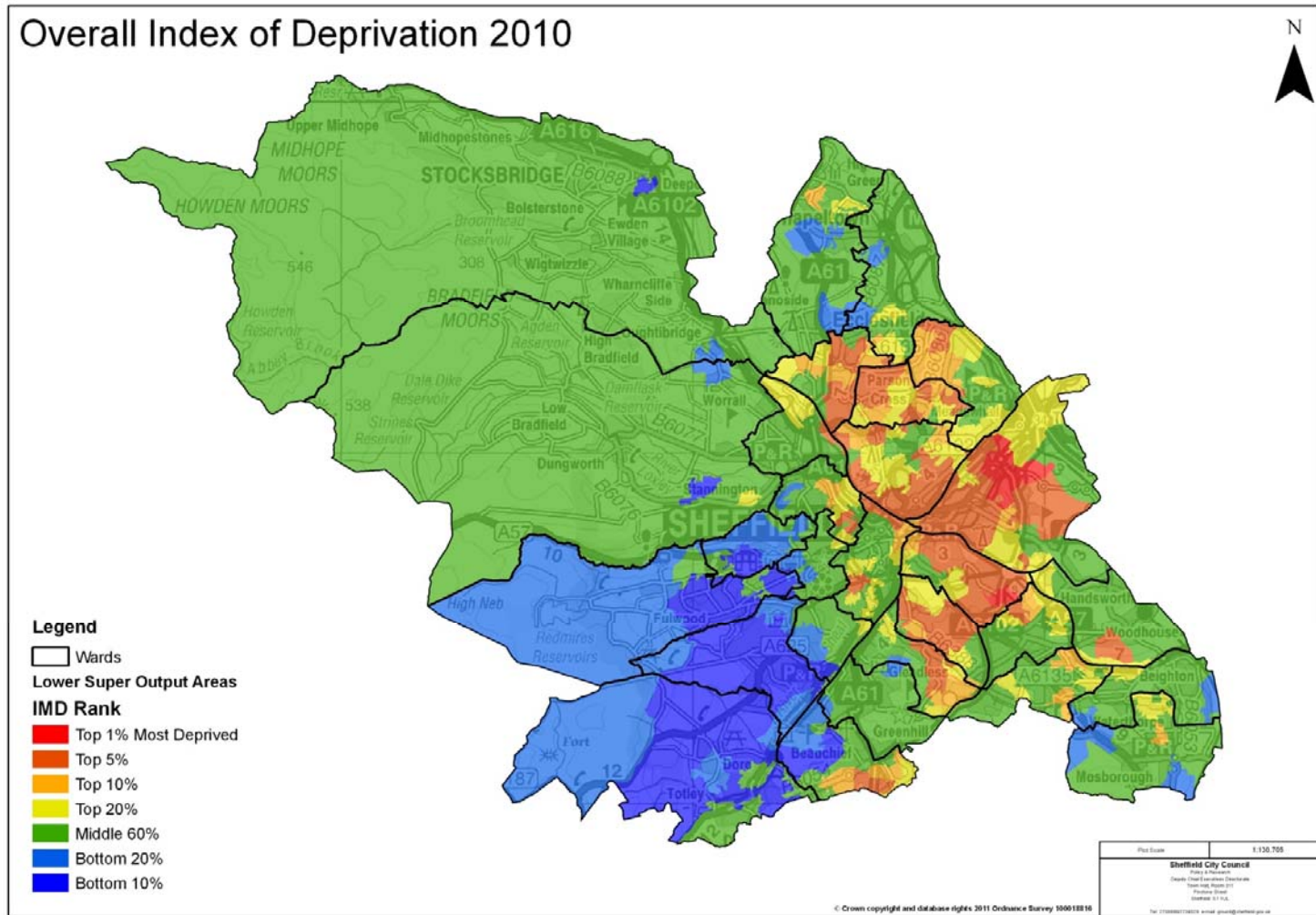
This market development plan is currently in draft. We will continue to engage with people with a learning disability and their families in the implementation of this plan, and will listen carefully to the views expressed, ensuring that their needs are at the forefront of all that we do. Design principles will be co-produced. Specific plans that require consultation and arise from the accommodation market development plan will be consulted on in due course.

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Appendix 1 – Supply map



Appendix 2 – Index of deprivation map



Appendix 3 – Charts

Chart 1

Increase in supported living following deregistration:

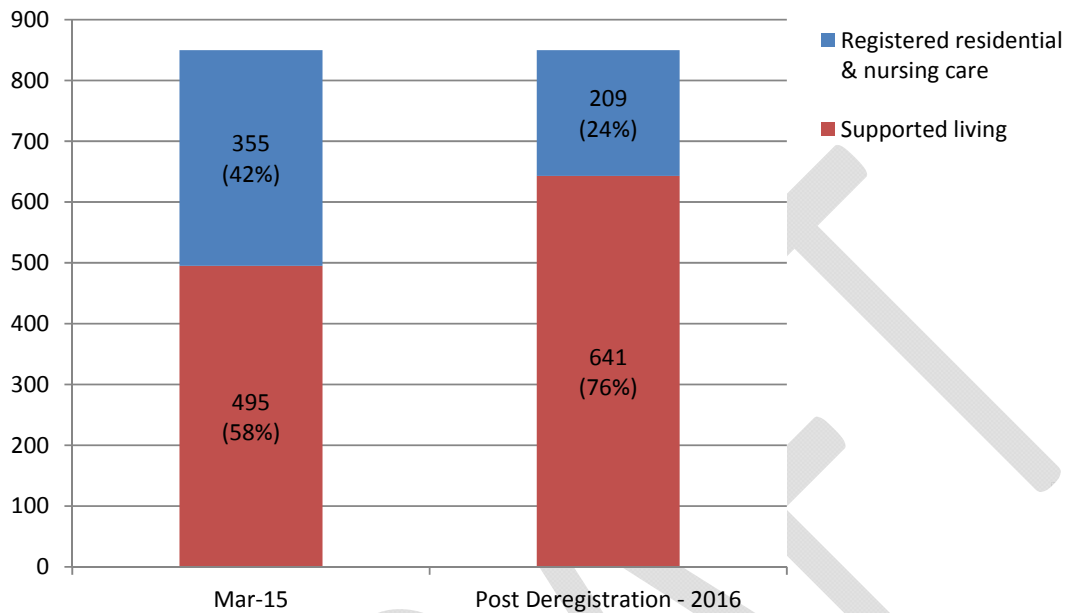


Chart 2

Supported living – types of accommodation – the number and proportion of schemes will increase. The following chart shows the breakdown of accommodation types currently, when the programme of deregistration is complete and in 2019 following the development of new schemes.

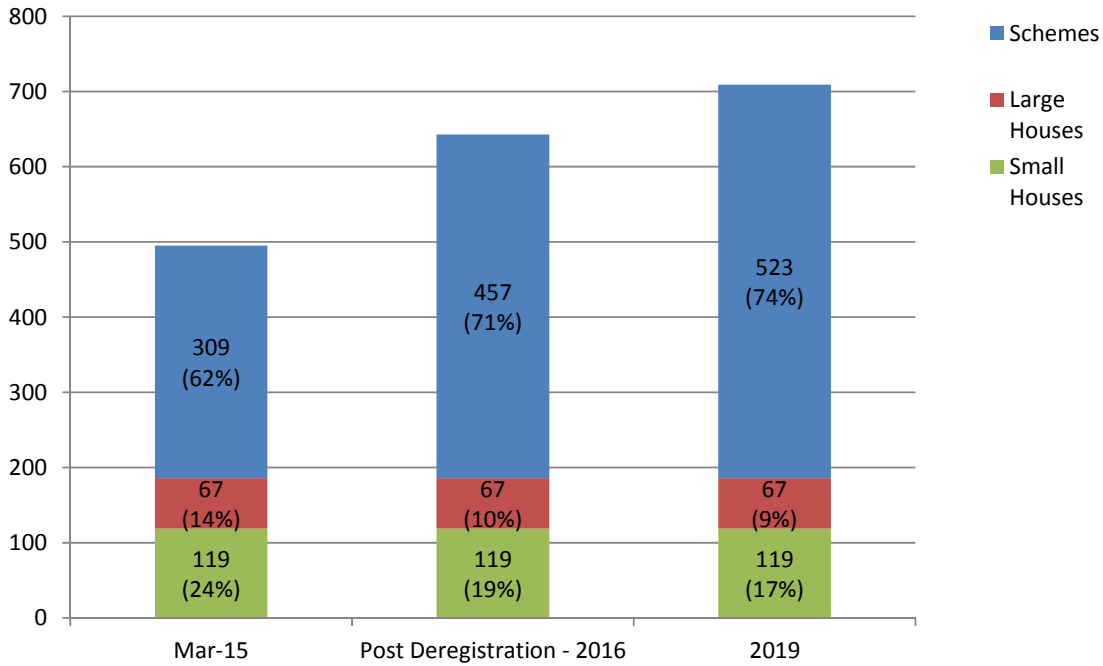
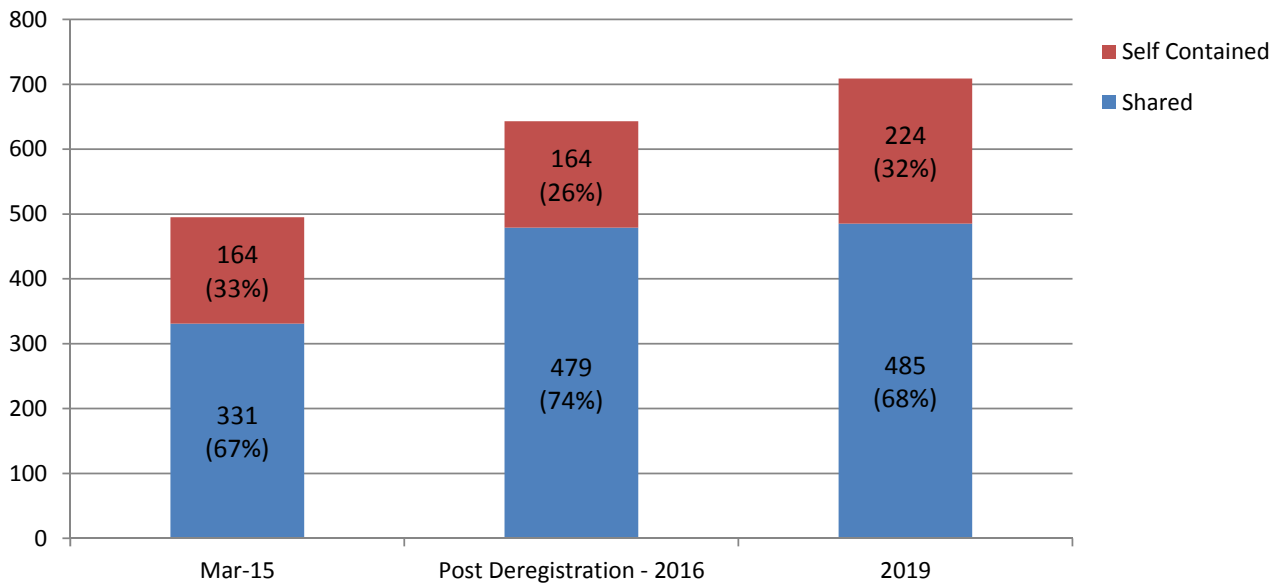


Chart 3

Supported living - split between shared and self-contained – initially the number of shared properties will increase, but by 2019 there will be many more self-contained units.



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