Housing and Support Strategy for
People with a Learning Disability

Westminster City Council and Westminster Primary Care Trust
Westminster Learning Disability Partnership

2007 - 2010
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1 Executive Summary

The Government’s aspirations in “Valuing People” and “Independence, Well being and Choice” assert the rights of all adults to live independently, to have access to universal services and support, to gain from education, training and employment opportunities and to feel socially included. The pilot schemes of “In Control” and Direct Payments set the direction of travel for delivery of housing and support for people with a learning disability based on people’s own wishes and definition of their needs. There is therefore a need to establish better commissioning of more flexible and individual services.

The purpose of this document is to update The Westminster City Council, the Royal Borough of Kensington and Chelsea, and Kensington and Chelsea & Westminster Health Authority 2001 – 2004 Housing Strategy for people with a learning disability.

This strategy is for Westminster and aims to estimate the future demand for housing and support services for people with a learning disability, and how we aim to meet these needs. It contains:

- Analysis of need for housing and support for people with a learning disability
- Analysis of current supply of housing and support services and the gaps in this, linked to identified need
- Recommendations for improving information and to share information with people with a learning disability
- New options for delivering support
- New options to increase supply of housing
- Initiatives to improve and remodel existing service provision
- Analysis of the development of individual planning
- Links with other strategies
- Recommendations to develop the housing, care and support workforce


Consultation on this document has taken place with people with a learning disability, families and carers, housing and support providers and the Westminster Learning Disability Partnership by a variety of methods including presentations, interviews with people with a learning disability, family participation and postal questionnaires. Consultation has also taken place with Team Managers and Care Managers from Westminster Learning Disability Partnership.

Consultation with people with a learning disability demonstrates the anxieties around their future and how their needs will be met. In particular older parents are concerned about the future support options for their children. An outcome of the consultation is that supported housing and residential care options are a high priority for people with a learning disability and their families and carers.
Demographic trends inform us nationally that there are more people with a learning disability in the population and numbers are likely to rise in the cases of those who have high levels of support needs. People with a learning disability are living into old age in greater numbers, and increasing numbers of children with a severe disability and complex needs are moving through to transition to adulthood.

Councils have reported demand increasing because of changing expectations of people with learning disabilities and their families. Many carers want their children to have the chance to leave home as they each adulthood. Many young parents of children with learning disabilities are questioning whether they want to be family carers over the long term. A range of housing options and services are required to meet this need. (Report to ADSS Oct 2005 Verita)

In the “The Big Plan” 2005 – 2008. Westminster Learning Disability Partnership identified the need to develop more local housing and support services particularly for people with complex needs. The learning disability housing needs register includes all those with a learning disability who are in housing need in Westminster. The register includes nineteen people currently requiring high supported housing, fourteen of whom have complex and challenging needs, and require wheelchair accessible accommodation. Young people with a learning disability who will transfer to adult services in 2007 – 2010 number forty one. This bears out the average transition to adult services as being twelve each year. Of this number eighteen require 24hr supported living model, fifteen will require very high level supported living models and 8 have very complex needs. There are increasing numbers of young people who have a learning disability and physical disabilities.

Analysis of the need within this document recognises the needs of older carers of people with a learning disability, those from BME communities, mental health dual diagnosis and young people in transition. There are significant variations in the ethnic mix of the different age groups of people with a learning disability. For example those aged over 65yrs, 100% are white, of those aged 40yrs and under, more than half are from BME communities.

The current provision in the borough does not meet all these needs and attempts are being made to remodel services and review buildings to make a better fit with emerging demands and develop new services. There are 83 units of residential accommodation and 73 units of supported living, which comprise a range of levels of support in the borough. Only 57 units of all the provision in borough are wheelchair accessible.

Several new housing developments are underway including: Leonora House which will provide 7 units of extra care sheltered accommodation by 2008-09, the remodelling of a residential scheme into 7 units of high support self contained supported living, and an interim development of 8 residential units providing wheelchair accessible high support.

The increased use of Direct Payments, Shared Ownership options and supported tenancies in the private sector is identified as an area to be taken forward in order to provide more options in the borough and is something that is near completion in two cases.
A housing and support quality forum has been established including key stakeholders including Registered Social Landlords and support providers. It meets regularly to inform, shape and implement the housing and support strategy to improve outcomes and share best practice.

The action plan for 2007/08 to deliver the strategy will be closely monitored by Westminster Learning Disability Partnership. Resources to deliver the strategy and action plan will be identified through making bids to organisations such as Housing Corporation and Department of Health and making best use of and remodelling existing provision.

An easy read version of this strategy and action plan is available on the WLDP website.
2 Introduction

2.1.1 This strategy is designed to update the original Learning Disability Housing Strategy 2001-2004 which was a joint document between The Royal Borough of Kensington and Chelsea, Westminster City Council and Kensington and Chelsea and Westminster Health Authority. This describes the key achievements over the last three years and sets out where we would like to be in the next three years in relation to housing and support for people with a learning disability in Westminster. The strategy is written for people in Westminster with a learning disability, their families and carers. It is also written for housing, social care and health professionals, service commissioners and other key stakeholders.

2.1.2 The Strategy estimates the future demand for housing and support for people with a learning disability and details how we aim to meet those needs. It is linked to other key strategies e.g. the Supporting People Strategy 2005 – 2010, The Westminster Learning Disability Partnership Board “Big Plan” 2005 – 2008 and the Westminster Housing and Westminster Adult Social Service Business Plans 2007-2008. It includes an action plan which will be subject to review at regular intervals and updated as required through the WLDP board.

2.1.3 A consultation framework was agreed by the WLDP Partnership Board and drafts of this strategy were presented to the WLDP Partnership Board. Consultation with service users has been undertaken through the Advocacy Project and the Carer’s Network at the Our Choice event “Thinking about housing” The draft action plan was sent out by post with a questionnaire to over 200 families and carers.

2.1.4 Consultation took place at the initial meeting of the Housing Quality Forum involving support service providers and Registered Social Landlords and it was reviewed at a further meeting in October.

3 Background

3.1.1 In 2001 Westminster City Council, agreed a joint Learning Disability Strategy for people in Westminster and The Royal Borough of Kensington and Chelsea. The key objectives of this strategy were:
  - To increase the range of housing and support services available locally so that people with a learning disability could have reasonable choice about where they lived
  - To reduce the numbers of people placed outside London in the future
  - To build partnerships and involvement between users, family carers and all agencies that commission and provide housing and support services
  - To develop housing and support services that reduce the social exclusion of people with learning disabilities in their local communities
  - To develop housing and support services that promote independence and maximise opportunities for people with learning disabilities to live ordinary lives in the community.
  - To ensure good quality services that provide Best Value
3.2 WLDP Partnership board reviewed these objectives as part of the development of this strategy and agreed they remained fit for purpose

4 National Context

4.1 Population

4.1.1 Demographic trend analysis suggests that there are significantly increased numbers of people with a learning disability, both children and adults, in the population. Children are surviving into adulthood with major disabilities and complex needs. Adults are living longer and surviving into older age. The capacity of family carers to care for the extent and diversity of needs is limited. In recent years there has been significant increase in the number of people in residential care, nursing care and private hospitals and in the costs of specialist services for people with high dependency, complex needs and challenging behaviour. (Report for ASSS Oct 2005, Verita)

4.1.2 Producing precise information on the number of people with learning disabilities in the national population is difficult. In the case of people with severe and profound learning disabilities, it is estimated that there are about 210,000: around 65,000 children and young people, 120,000 adults of working age and 25,000 older people. Most live, initially, in their family homes and later on in residential accommodation. In the case of people with mild or moderate learning disabilities, lower estimates suggest a prevalence rate of around 2.5 per 1,000 population about 1.2 million people in England. (Mencap 2006 Emerson and Hatton).

4.1.3 The detection and diagnosis of mental disorders affecting people with a learning disability can be problematic. However it is clear that there are high rates of specific psychiatric and behavioural disorders. It is estimated that up to half of adults with a learning disabilities also have additional mental health needs (Mansell, J.L. 1993). Hunt and Tarlattan-Lord (1998) quote research showing that people with learning disabilities are more likely to experience an episode of mental illness during their lives than the general population. People who have a learning disability are more likely to suffer from social exclusion.

4.1.4 The profile of children and young adults with learning disabilities is different to those people currently receiving adult services. There are a larger proportion of people with multiple physical, learning and sensory disabilities, challenging behaviour including autism and complex health needs. Children with severe and extreme disabilities will reach adulthood in greater numbers due to improved health interventions. There is a significantly higher prevalence of learning disabilities amongst younger people from South Asian black and minority ethnic communities where the demographic profile is skewed to younger age groups due to past patterns of migration from Bangladesh and Pakistan.
4.1.5 The most common spending pressures reported by councils in a survey by the central government Valuing People Support Team, (which was set up to take forward the key aims of Valuing People Government strategy), were an increase in the number of people with high support needs (72 of 85 councils) and more young people entering services (55 of 85 councils).

5 National Strategy

5.1.1 In 2001 the Government set out a new strategy for learning disability: Valuing People. This set out four key principles:

- Legal and civil rights
- Independence
- Choice
- Inclusion

5.1.2 Valuing People stated that people with learning disabilities and their families had few options about where they lived. The objective of the white paper was to enable people to have greater choice and control over where and how they lived and to ensure advice and information was made available by housing authorities.

5.1.3 The Government’s annual report on learning disability published in 2005 stated that many people had acquired places to live with support that suits them. The Supporting People programme had helped people with learning disabilities live in their own homes. Large residential homes have been closed down in preference to supported living models, and a few people have bought their own homes.

5.1.4 The key messages from the White Paper for adult services “Our Health, Our care, Our say,” which sets out a new vision for the future of community services are:

- Putting people in control: improving assessment, which includes the increase in use of direct payments and individual budgets
- Maintaining the independence of individuals by giving greater choice and control of how their needs are met
- Better use of technology to support people and provide a wide range of supported housing options and inclusion of all sections of the community

5.1.5 The introduction of approaches that give greater choice and control to people who use services, such as direct payments, Individual Budgets and a greater use of self assessment, have all been very well received. But it is also recognised that such choice and control can only be real if accompanied by a better range of appropriate, good quality services than currently available.

5.2 Housing need

5.2.1 The UK is experiencing a major supply problem in meeting demand for new homes. The national shortfall is currently over 50,000 homes every year. London in particular has very significant housing shortages. Private rents in London are the least affordable related to earnings.
5.2.2 The Government has set out a five year plan for housing - Sustainable Communities: Homes for all published in January 2005, the key priorities being to tackle homelessness and increase the supply of affordable homes.

5.2.3 The majority of new social housing development will be in growth areas such as Thames Gateway.

6 Local context

6.1 Strategic links

6.1.1 The provision of care and support services for people with a learning disability has a high priority for Westminster City Council and Westminster Primary Care Trust and this can be shown in the following documents:

6.1.2 The report of the Westminster Housing Commission (September 2006) makes recommendations on how best to tackle the acute housing problems within the borough. The terms of reference for the Commission were to assist the Council in providing new ways to ensure that a variety of quality homes are available to Westminster residents with a range of housing needs and how best deliver “intermediate” market solutions and address more effectively and prevent problems of homelessness, overcrowding and other forms of housing needs.

6.1.3 The City’s population is growing rapidly and is expected to reach 250,000 by 2021. This leads to considerable demand for new housing of all tenures, yet in an already densely developed inner city area, development opportunities are becoming increasingly rare. (Report of the Westminster Housing Commission September 2006). The cost of land in Westminster is one of the highest nationally.

6.1.4 The Westminster Supporting People Strategy 2005 – 2010 supports the need to increase the range and choice of housing open to people with a learning disability to enable them to live as independently as possible.

6.1.5 Currently people with a learning disability in Westminster have 99 units of accommodation which are funded or part funded by Supporting People Grant, representing 3.90% of the SP budget.

6.1.6 The Westminster Housing Business Plan’s “key housing priorities” are to continue to provide support for vulnerable people and endorses the need to develop a broader range of supported housing models for people with learning disabilities and move on options for those living with elderly carers.

6.1.7 The Westminster Housing Business Plan 2007 – 2008 set out its service aims as being:
• To enhance the supply of good quality affordable homes, ensure decent housing conditions, tackle homelessness and meet the housing needs of vulnerable people
• To support the development of strong and safe communities
• To work in partnership with residents, service providers and other agencies to develop and continuously improve services
• Priorities identified for people with a learning disability in the Westminster Housing Business Plan 2007 – 2008 include the development of more supported housing and support for people with learning disabilities, particularly those who have complex needs and are placed out of borough.

6.1.8 The Adult Social Care Business Plan 2007 – 2008 states that there is a need to increase people's choice and control by increasing the use of direct payments and the need to provide a wider choice of supported housing for people with a learning disability within the borough, particularly for those with complex needs who are placed out of borough.

6.1.9 Westminster Learning Disability Partnership “The Big Plan” 2005 – 2008 states that the Partnership Board wants to develop more local housing and support services particularly for those with more complex needs.

6.1.10 The government have set a target to reduce the use of temporary accommodation nationally by 50% by 2010. Westminster has responded to this challenge by developing its homeless prevention options and the level of temporary accommodation is being reduced.

7. Profile of local housing need
The following section describes the needs of people with a learning disability in Westminster

• There are five hundred and thirty seven people known to the Westminster Learning Disability partnership.
• There are currently two hundred and eighty adults with a learning disability who are supported by care managed services in the community.
• There are two hundred and twenty people with a learning disability who are supported with residential and nursing home care.
• One hundred and thirty six of these live out of borough and of these seventeen would benefit from moving back to Westminster because of specialist health care needs or contact with family and their cultural community.

7.1.1 Housing Needs Register
A register of the housing needs of people with a learning disability was developed in 2006 together with a Housing Panel to match these needs to available housing resources. The purpose of the Housing Needs Register is to identify the housing and support needs of people with a learning disability known to Westminster Learning Disability Partnership Board. The Housing Needs Register for people with a learning disability currently has sixty eight people on it who are over 18yrs of age. There are currently twelve adults on the register from BME communities and twenty-six young
people (aged 15 – 18yrs) on the register from BME communities. Work is currently in progress to assess the potential housing needs of all young people who will be moving into Adult Learning Disability Services aged 15yrs to 18yrs. (See appendix 2)

The following chart summarises the placement needs identified on the register

<table>
<thead>
<tr>
<th>24hr cover with waking nights</th>
<th>24hr cover with staff onsite at night on call</th>
<th>Outreach support visiting on a daily basis for 4hrs +</th>
<th>Outreach support visiting on a regular basis weekly</th>
</tr>
</thead>
<tbody>
<tr>
<td>19</td>
<td>12</td>
<td>6</td>
<td>8</td>
</tr>
</tbody>
</table>

- 10 of the above chart in addition require wheelchair accessible accommodation
- those on the register have expressed a definite preference for self contained accommodation
- there is an equal number for both high and low levels of supported accommodation

7.1.2 People with a learning disability and mental health problems

- There are thirty two people with a learning disability known to the WLDP who are on an enhanced Care Programme Approach and fifty six on a standard Care Programme Approach. (This means that an individual has a diagnosed mental health problem and is managed in the community by a designated professional key worker)
- The Learning Disability Housing Register currently has three people identified as having mental health problems.
- Care Manager’s and placement officers have reported that they have forty one cases on 8 caseloads that had some degree of mental health problems.
- There is a dual diagnosis steering group between Adult Mental Health Service learning with a protocol for information sharing in place.

7.1.3 Placement overview from Care Manager’s case loads

Analysis of the number of people care managed indicates that the highest percentage of placements on Care Manager’s case loads is living with family, including older carers. The second highest group are those living in residential homes offering high support and supported living homes.

7.1.4 People with severe learning disabilities

The chart below details the profile of people with complex needs currently on the housing needs register. Some people have both complex and challenging needs as well as mobility problems.

<table>
<thead>
<tr>
<th>complex</th>
<th>challenging</th>
<th>Autistic</th>
<th>Mental health</th>
<th>epilepsy</th>
<th>Mobility</th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>7</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>10</td>
</tr>
</tbody>
</table>
7.1.5 **Young people in transition**

Transition refers to children and young people moving into adulthood and who may require a range of services to support them. The Connexions Service will deliver this service to those young people with special educational needs. For those with more complex needs a multi-agency transition pathway protocol exists. This meets the needs of those who have a statement of special educational needs and/or who have physical, learning, sensory or chronic health impairment. Below is a table which contains the numbers of those known aged 5-15yrs who have special educational needs in Westminster. This group may have housing and support needs as they grow into adulthood.

**Numbers of children and young people aged 5yrs – 15yrs with educational statements in Westminster**

<table>
<thead>
<tr>
<th>Age</th>
<th>Autistic Spectrum Disorder</th>
<th>Mild Learning Disability</th>
<th>Learning Disability</th>
<th>Severe Learning Disability</th>
<th>Profound Multiple Learning Disabilities</th>
<th>Specific Learning Disabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>5yrs</td>
<td>4</td>
<td>2</td>
<td>2</td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>6yrs</td>
<td>17</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>7yrs</td>
<td>8</td>
<td>2</td>
<td></td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>8yrs</td>
<td>11</td>
<td>5</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9yrs</td>
<td>8</td>
<td>6</td>
<td>2</td>
<td></td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>10yrs</td>
<td>9</td>
<td>8</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>11yrs</td>
<td>7</td>
<td>7</td>
<td>9</td>
<td>2</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>12yrs</td>
<td>4</td>
<td>11</td>
<td>9</td>
<td>2</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>13yrs</td>
<td>11</td>
<td>12</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>14yrs</td>
<td>4</td>
<td>9</td>
<td>5</td>
<td>7</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>15yrs</td>
<td>4</td>
<td>11</td>
<td>14</td>
<td>3</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>87</td>
<td>75</td>
<td>53</td>
<td>25</td>
<td>4</td>
<td>24</td>
</tr>
</tbody>
</table>

There are twenty five young people aged 15-16yrs known to services who have special educational needs who may be eligible for adult services. It is difficult to ascertain all the needs of this group, but from the data available there are three who have autistic spectrum disorder, two with Aspergers, one with epilepsy and sensory impairment and three who have high needs and will probably require a supported living model in the next 3 years.
7.1.6 **Breakdown of those in transition to adult services**

- There are currently thirty seven young people with a learning disability aged 16 – 18yrs known to Westminster Services.
- There are sixty eight young people aged 15yrs – 16yrs who have some degree of learning disability who will be assessed in due course as to the eligibility to access adult services. (This does not include the numbers of those with specific learning disabilities which include speech and language difficulties)
- There are on average twelve young people who move from children to Care Management Services each year.

The table identifies the specific needs of those aged 16yrs – 18yrs. Some people have both challenging needs and severe learning disabilities. In some cases those with epilepsy and autistic spectrum disorders overlap. For instance there are three people who have epilepsy, severe disabilities and challenging behaviour, two people have high needs and a forensic history, and one person with autism has low/moderate learning disability. There has been on average four young people per year who have required specialist residential provision.

<table>
<thead>
<tr>
<th>Severe LD</th>
<th>Challenging Epilepsy</th>
<th>Autism</th>
<th>Forensic</th>
<th>Low/Moderate LD</th>
<th>Sensory Impairment</th>
</tr>
</thead>
<tbody>
<tr>
<td>20%</td>
<td>20%</td>
<td>10%</td>
<td>10%</td>
<td>2%</td>
<td>35%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3%</td>
</tr>
</tbody>
</table>

7.1.7 **People living with older carer’s needs**

There are approximately one hundred and fifty people with a learning disability who live in the family home in Westminster. Of these 30 are living with a main carer over 65yrs old. There are three living with a carer aged 80yrs+. It is estimated that of those living in the family home five people per year would require specialist residential provision. A survey of 90 carers aged 60yrs+ told us that the majority of those living with their parents now would prefer to live independently in their own homes with support.

Key messages from family and carer’s in relation housing and support are:

- The need to plan for the future with their relatives and others who can provide information and support
- To have peace of mind that their relatives will be well looked after when they are no longer able to care for them

In particular people with a learning disability living with older family carers have said they want:

- Choice and control over what happens to them in the future
• To be able to try out different housing and support options so they can make informed decisions about the future
• To know they will not be moved from the people and places they know and feel happy with.

8. Ethnicity

8.1.1 The proportion of people with a learning disability from BME groups being referred to and assessed by the care managers is larger than found in the community.
8.1.2 The pie chart in appendix 3 describes the ethnic breakdown in percentages of those known to Westminster Learning Disability Partnership.
8.1.3 There are significant variations in the ethnic mix of the different age groups of all cases:
  • whereas 36% of those aged 18-64 are from BME communities
  • 100% of people with a LD aged 65 and over are white. Within the younger age group
  • over half of those aged under 40 years are from minority ethnic groups; this drops to around one in five of those aged between 40 and 65 years
  • People from BME communities are almost twice as likely to be supported in the community, with 34% receiving services that enable them to live at home compared to 19% in residential and nursing care

8.1.4 There are fifty eight children aged 0 – 15yrs with a learning disability from BME communities of those twelve are Arabic.
8.1.5 There are forty children aged 0 – 15yrs with a severe learning disability from BME communities of these six are Bangladeshi and four Arabic.
8.1.6 People with a learning disability aged 0 – 15yrs are more ethnically diverse than those supported by the LD partnership, with almost three quarters from BME communities, mainly dual heritage and North African / Middle Eastern.
9 Current Supply

9.1 What has been achieved in the last three years?

- The annual quota of five nominations to social housing has increased to six commencing in 2007
- Housing Corporation Grant funding for a project for older people with learning disability will be developed by autumn 2008 creating seven new units of self contained extra care housing.
- Person centred planning has been developed to enable people to better plan for their lives
- One person has bought a flat through shared ownership
- An Accommodation Manager has been appointed to develop and implement the Learning Disability housing Strategy.
- A housing panel has been set up to have a more planned approach to placement decisions and options around housing and voids management
- The housing needs register for people with learning disabilities has been updated and refined.
- Six people have returned from out of borough placements into residential care in Westminster since 2005
- One person has returned to live in Westminster from registered care outside of the borough into supported living since 2005
- Three people have moved from registered care in Westminster into supported housing in Westminster
- Fifteen people have been housed directly into social housing stock through the Learning Disability housing quota in the last four years
- Five people have moved into independent living from supported living models by accessing Choice Based Lettings since 2005

9.2 There are 83 units of residential accommodation and 73 units of supported living, which comprise of a range of levels of support, in the borough. This provision in the borough does not meet all the needs of people with a learning disability in Westminster. Attempts are being made to remodel services and review buildings to make a better fit with emerging demands and develop new services. Only 57 units of all the provision in borough is wheelchair accessible. There is included in the appendices a provision map of residential and supported housing currently available in Westminster, numbers of those in residential care within the borough and those placed outside the borough. Three buildings which amount to 20 units have been deemed as not fit for purpose. Current development opportunities are addressing some of the gaps.
9.3 Adult care has been a successful model in other authorities and is something that could be explored further in Westminster. This is where a person with learning disabilities lives with a family or single person in similar way to a fostering placement. Direct payments and developing individual circles of support will promote the opportunities to explore other options of housing provision.
10 The Way Forward 2007 - 2010

The following section sets out our plans 2007 – 2010 with a summary of service user views and how they have been listened to and concludes with an action plan for 2007 - 2010

10.1.1.

A consultation process with service users was completed in partnership with the “Our Choice” Advocacy Project. An away day event was held “Thinking about housing” which service users, parents and carers attended. Further consultation on the action plan with members of the Advocacy Project was done in smaller groups. “What we want to do” is taken from Big Plan Action statements. The middle column taken is directly from the feedback received from people with a learning disability in Westminster and the final column sets out the actions identified to deliver the strategy.

<table>
<thead>
<tr>
<th>What we want to do</th>
<th>What people with a learning disability say</th>
<th>What we will do</th>
</tr>
</thead>
<tbody>
<tr>
<td>There have been five permanent homes made available each year</td>
<td>– This is really good BUT there needs to be more – lots of people want somewhere to live.</td>
<td>There has been an increase to 6 nominations each year April 07. Five people have been offered permanent homes each year since 2003 which means fifteen people have been housed and only one person has failed to maintain a tenancy. We will continue to monitor the numbers who take up the nominations and compare the need with the available resources. We are remodelling some registered care and other shared units to provide independent accommodation.</td>
</tr>
<tr>
<td>The Big Plan 2005 - 2008</td>
<td></td>
<td></td>
</tr>
<tr>
<td>A person has been employed to develop more housing</td>
<td>This is good BUT there should be more people working on this, it is a big job. The person should be permanent and should have a person with a learning disability working alongside them in an advisory role (planning and inspecting)</td>
<td>The person is placed within the Council’s Housing Partnerships Department rather than with the Learning Disability team and able to work directly with housing experts in the department. The post is new, has been funded for two years and will be reviewed towards the end of this period. Any new developments of services will involve service users.</td>
</tr>
<tr>
<td>The Big Plan 2005 - 2008</td>
<td></td>
<td></td>
</tr>
<tr>
<td>What we want to do</td>
<td>What people with a learning disability say</td>
<td>What we will do</td>
</tr>
<tr>
<td>--------------------</td>
<td>------------------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>We want to make more housing available locally</td>
<td>This is good, there should be more housing available in the south of the borough, and there are a lot of people waiting for a place to live. What happens if you have a place to live but want to move closer to your family or a place that is less expensive? What happens if you want to move out of the family home and want to live close by need to find out about this?</td>
<td>We will continue to develop services where possible in Westminster in both the north and south of the borough. We will also continue to foster close working links with housing to identify the needs of people with a learning disability and their family and carers. We are looking at all possibilities of providing more housing in the south of the borough. The new extra care housing units are an example of this which will be available in 2008</td>
</tr>
<tr>
<td>The Big Plan 2005 - 2008</td>
<td></td>
<td></td>
</tr>
<tr>
<td>We want to have more self-contained flats with a tenancy</td>
<td>This is good, it would be good to have a mixture of different sizes not just studios. IT would be good if some of these were purpose built as it is not always very good to live in a conversion as it can be small and noisy.</td>
<td>We will be working in partnership with the City Council Housing Department to identify new opportunities for development of purpose built accommodation which meets the needs of people with learning disabilities and those who also have mobility problems. The refurbishment of 8 units of residential flats with wheelchair access is an example of this as is the remodelling of shared living accommodation into self contained supported accommodation</td>
</tr>
<tr>
<td>The Big Plan 2005 - 2008</td>
<td></td>
<td></td>
</tr>
<tr>
<td>We want people to buy or part buy properties</td>
<td>This is a good idea BUT places need to be affordable, people need to know more about what this would mean and how it would work. People might be afraid of debt. Care managers need to know more about this so they can ask people if that is something that people want to do.</td>
<td>We are producing an information booklet for families and carers and people with a learning disability which will explain how to go about shared ownership. We are looking to develop a drop in housing options centre so people could come along and find out lots of things about housing and support.</td>
</tr>
<tr>
<td>The Big Plan 2005 - 2008</td>
<td></td>
<td></td>
</tr>
<tr>
<td>What we want to do</td>
<td>What people with a learning disability say</td>
<td>What we will do</td>
</tr>
<tr>
<td>-------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Support those with complex needs in their own homes</td>
<td>This is good as people with high support needs might not want to live with other people</td>
<td>We are looking at different models of supporting people, opportunities for people to have individual budgets and we also want to increase the provision for those with mental health and learning disabilities</td>
</tr>
<tr>
<td>The Big Plan 2005 - 2008</td>
<td></td>
<td></td>
</tr>
<tr>
<td>We want to make sure that there is easy read information available for all people with a learning disability on housing choices</td>
<td>This is good we really liked the idea of a DVD that would show people the inside and outside of the place, talk about what is in the local area and speak to one of the people already</td>
<td>A service directory of supported housing in Westminster will be produced as part of the action plan and the drop in would be producing information about what is available. We will be looking at how we can develop easy to access tools to help people with</td>
</tr>
<tr>
<td>What we want to do</td>
<td>What people with a learning disability say</td>
<td>What we will do</td>
</tr>
<tr>
<td>-------------------</td>
<td>------------------------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>living there. WE thought this would be good if you were moving into a shared occupancy house where someone already lives. We thought it was important to have information that people could understand about other housing issues too: Housing Rights, Landlords – repairs and responsibilities, benefits, home ownership, having a pet – when you can and when you can’t</td>
<td>housing choices. Again the information booklet and one stop housing options centre should meet these needs</td>
<td></td>
</tr>
<tr>
<td>Other things people with a learning disability asked</td>
<td>Why do some people looking for a house have to wait a long time?</td>
<td>By developing the learning disability housing needs register we are able to identify and plan people’s housing needs better. The partnership working arrangements between the Councils Housing Department and the Learning Disability Team is improving.</td>
</tr>
<tr>
<td>People wanting to stay with their parents in their home and how this can be supported?</td>
<td>Person Centred Planning and individual budgets should encourage choice about where and whom a person lives</td>
<td></td>
</tr>
<tr>
<td>Not easy to share a house with people you don’t know and that we need to think about culture, religion, individual needs, language and medical needs. It would sometimes be good to have a</td>
<td>We have said in the action plan that we need to look at the members and needs of people from Black and Minority Ethnic communities and develop specific services in the future to meet need</td>
<td></td>
</tr>
<tr>
<td>What we want to do</td>
<td>What people with a learning disability say</td>
<td>What we will do</td>
</tr>
<tr>
<td>--------------------</td>
<td>-------------------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td></td>
<td>named mediator when people move into shared occupancy houses.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Some people had experiences of being told they couldn't live on their own by care managers and staff – THIS IS WRONG!! People should have a chance to do what they want to do. Even if there are risks involved</td>
<td>We will be providing more information on housing and supported housing choices to all Care Managers which will help them work with people who have housing needs and inform them of all the options available</td>
</tr>
<tr>
<td></td>
<td>People’s things are very important and this should be considered when they are asked to move from a three bed house to a studio flat.</td>
<td>This is important and should be dealt with sensitively. The most appropriate type of housing is sought where ever possible for each individual</td>
</tr>
</tbody>
</table>
10.1.2 Feedback on the draft action plan

We received 26 responses to the draft action plan and questionnaire sent out to families and carers in Westminster, including 16 responses from people aged 50 and over. Nine were from BME groups.

- Twenty-four people who responded felt that the action plan was good, two people did not.
- The people who were not happy with it felt that there was not enough high support available or planned for, such as small residential homes in Westminster. They felt more support for parents was needed and help for parents to “let go”.
- Eighteen people felt the action plan offered the potential for more choice and control of where people could live.
- A number of the responses underlined the anxiety felt by carers about the future planning needs and options for their children.

Other comments included the need for staff to be trained to support people with high needs. Most felt that it would be really useful to have more meetings to discuss housing needs and although the information was more available it is something we can improve on.

Westminster Learning Disability Partnership is currently developing a booklet “Housing Choices” in both easy read and specifically for families, carers and professionals. The aim of this booklet is to inform people in Westminster of their rights and choices in relation to supported housing and permanent social housing.

10.1.3 Partnership with service providers

Consultation with service providers on the strategy took place at an initial “Quality Forum” event in July 06. This was a forum for Registered Social Landlords and support providers to allow the opportunity to engage in the development of the strategy and to create closer links between commissioners and providers. Further work is ongoing to develop the Forum. Work is in progress in partnership with providers to review current provision and to look to remodel services where appropriate to achieve a better match for the needs and aspirations of service users. All those who attended felt that the strategic direction was correct and were supportive of the draft.
11. **Action Plan**

**What we want to do in the next three years**

1.1. In Westminster we wish to develop our services in line with the Government’s drive to commission services close to home. This means working in partnership with Health, Housing and local providers to generate local solutions to meet the needs of those people who have historically been placed out of borough due to a lack of in borough resources. This Action Plan sets out to reflect as far as possible the following key principles:

- Individuals should have services provided as far as possible in community rather than institutional settings
- People should be supported as near as possible to their homes and families
- Development and expansion of the capacity of local services to understand and respond to challenging behaviour
- Individuals should be in conditions of no greater security than is justified by the danger they present to themselves or others
- Services should maximise rehabilitation and the individual's chances of sustaining independent living
- The differing needs of people with challenging behaviour should be responded to by highly individualised service planning and delivery
- Local specialist services should be provided which support good mainstream practice as well as directly serving people with the most challenging needs

1.2. **Local Strategic Agenda**

1.2.1. **The Westminster Learning Disability Partnership Board** wants to develop more local housing and support services in Westminster particularly for those with more complex needs – The Westminster LD Big Plan 2005 - 2008

1.2.2. **The Westminster Housing Business Plan** ‘s key housing priorities include a commitment to provide support for vulnerable people and endorses the need to develop a broader range of supported housing models for people with learning disabilities and move on options for those living with elderly carers.

1.2.3. **The Supporting People Strategy 2005 -2010** seeks to Increase the range and choice of housing open to people with a learning disability to enable them to live as independently as possible
<table>
<thead>
<tr>
<th>Priority work area</th>
<th>Target.</th>
<th>Outcome Measure</th>
<th>Lead/When</th>
</tr>
</thead>
</table>
| Improving systems to make better use of current housing and support services | • Improvement to the housing and support referral system and housing register in order to prioritise need and plan effectively.  
• Improve the management of voids in order to achieve value for money.  
• Promote the update of ILF – develop accessible format for care managers  
• Review the Housing Panel | • Register of priority clients will be taken and updated at each Housing Panel meeting  
• Supported housing to have less than 7% void rate in year 1 and further reduced to 5% in year 2  
• Numbers of those on ILF to increase by 5%  
• Housing Panel review completed | June 2007  
(Accommodation Manager)  
September 2007  
(Joint Commissioning Manager)  
March 2008  
June 2007(Accommodation Manager) |
| Improved Information sharing                          | • Provide accessible information on housing and support options  
• Produce a supported housing directory  
• Develop a drop in housing options centre to provide housing advice and information service (to be linked with Housing Advisory Service development at Housing Options Service)  
• Update information on supported housing on WLDP website as necessary and make links with SP website | • Booklet produced  
• Directory produced  
• Partnership arrangements to be explored with provider to develop model completed and in operation by Jan 08  
• Information on housing and support now on WLDP website and cross links to be made with SP website | April 2007  
(Accommodation Manager)  
April 2007  
(Accommodation Manager)  
January 2008(Accommodation Manager)  
June 2007(Accommodation Manager) |
## Priority work area

### New options for delivering housing and support services

- Promote Direct Payments and develop approach to Individual Budgets
- Develop outreach / floating support services to provide personal assistants through direct payment model/individual budgets
- Investigate and share expertise and knowledge via the Action Learning Sets
- Work with Care Managers in reviewing current provision and scope for direct payments
- Set up and evaluate pilot for young people in transition
- London Action Learning Set to meet regularly in 2007

#### Lead/When

- December 2007 (Accommodation Manager)
- December 2008 (Accommodation Manager)

### Opportunities to expand the range of housing options available

- Facilitate the take up of shared ownership and extend private sector housing market
- Develop information service on Tenancy succession and Trusts
- 2 people in shared ownership and increased opportunities for those who wish to access private sector models of tenancy
- Information sheet produced

#### Lead/When

- March 2008
- April 2007 (Accommodation Manager)

### Developing new housing and support services

- Increase provision (or joint commissioning) for those with dual diagnosis (MH/LD)
- Take forward the following housing and support developments:

#### Lead/When

- September 2007 (Joint Commissioning Manager) (Accommodation Manager)
<table>
<thead>
<tr>
<th>Priority work area</th>
<th>Target.</th>
<th>Outcome Measure</th>
<th>Lead/When</th>
</tr>
</thead>
</table>
| • Work with PCT to redevelop existing provision to enable increased residential provision within the City for people with complex needs | • 7 Units of extra-care supported housing at Leonora House  
• 7 self contained flats developed from remodelling of shared living accommodation  
• 8 residential high needs units developed  
• Housing Corporation bid for new/ redeveloped supported housing  
• West Soc 7 units not fit for purpose will be reviewed and remodelled or decommissioned  
• 10 units will be remodelled to be fit for purpose  
• 7 units to de-register in order to meet strategic direction | | |
| • Assess fitness for purpose and work with providers to redevelop existing supported housing, particularly shared provision | | | |
| Individual planning | • Increase the number of people benefiting from Person Centred Planning in order to maximise choice and independence  
• Developing circles of support approach to find individual solutions  
• Increase the provision | • Housing panel to increase scope for analysis of individual planning including circles of support  
• Produce ‘handy hints guide’ for setting up individual projects | September 2007 (Accommodation Manager)  
(Development Manager)  
June 2007(Accommodation Manager) |
<table>
<thead>
<tr>
<th>Priority work area</th>
<th>Target.</th>
<th>Outcome Measure</th>
<th>Lead/When</th>
</tr>
</thead>
<tbody>
<tr>
<td>Available in Westminster for people from BME groups</td>
<td>• Develop approach to individual projects for supported housing options</td>
<td>• Individual budget models explored and models implemented on case by case basis</td>
<td></td>
</tr>
<tr>
<td>Links with other strategies</td>
<td>• Ensure that the housing and support needs of people with a learning disability are embedded in Supporting People Strategy, Housing Business Plan, Older Persons Housing Strategy and MH Housing Strategy</td>
<td>• All linked strategies reflect housing and support needs of people with a learning disability</td>
<td>May 2007</td>
</tr>
<tr>
<td></td>
<td>• Improve the interface between Mental Health Services and WLDP</td>
<td>• Access to provision/shared expertise in developing housing and support services</td>
<td>September 2007 (Accommodation Manager)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Develop interface with MH and LD Housing Panels</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Produce a directory of housing provision suitable for people with LD and MH issues</td>
<td></td>
</tr>
<tr>
<td>Workforce development</td>
<td>• Develop staff in local</td>
<td>• Audit and review housing</td>
<td>September 2007</td>
</tr>
<tr>
<td>Priority work area</td>
<td>Target.</td>
<td>Outcome Measure</td>
<td>Lead/When</td>
</tr>
<tr>
<td>--------------------</td>
<td>-------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------</td>
<td>------------</td>
</tr>
<tr>
<td></td>
<td>provider services to work with people with complex needs e.g. people with a dual diagnosis, people who challenge, people with complex health needs</td>
<td>and support service providers’ training programmes</td>
<td></td>
</tr>
</tbody>
</table>
12 Appendix 1
12.1 Strategic Links

Strategic Links Nationally and Locally

Valuing People

Independence, well being and choice

Westminster Housing Commission 2006

Westminster Supporting People Plan

Westminster Housing Business Plan

Westminster Learning Disability Partnership “Big Plan “ & Westminster joint Investment Plan

Westminster Adult Service Plan

Westminster Mental health Strategy
13. Appendix 2

13.1 Information taken from learning disability housing register.

1.2.4. Summary of current location of people placed in residential care homes

<table>
<thead>
<tr>
<th>Numbers known to service</th>
<th>Total numbers in residential care</th>
<th>Within the borough</th>
<th>Outside of the borough</th>
<th>% out of the borough</th>
</tr>
</thead>
<tbody>
<tr>
<td>530</td>
<td>219</td>
<td>83</td>
<td>136</td>
<td>62%</td>
</tr>
</tbody>
</table>

1.2.5. Transition from Children to Adult Services 2007 – 2010

(These figures are extracts and likely to move in and out)

<table>
<thead>
<tr>
<th>Numbers requiring nursing home care</th>
<th>Numbers requiring residential care</th>
<th>Numbers requiring self contained with intensive care due to complex needs</th>
<th>Numbers requiring supported living with 24hr staffing levels with waking nights</th>
<th>Numbers requiring supported living with 24hr staffing and sleeping nights</th>
<th>Numbers requiring Adult care service</th>
<th>Numbers with mobility problems</th>
</tr>
</thead>
<tbody>
<tr>
<td>8</td>
<td>7</td>
<td>18</td>
<td>2</td>
<td>6</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1.2.6. Typical breakdown of need from learning disability housing register

<table>
<thead>
<tr>
<th>Numbers who have High needs (24 hr waking night cover)</th>
<th>Numbers of this group who require wheelchair access</th>
<th>Numbers of this group who have specific/complex needs</th>
</tr>
</thead>
<tbody>
<tr>
<td>19</td>
<td>8</td>
<td>6</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Numbers who have high needs who require sleeping night cover</th>
<th>Numbers of this group who require wheelchair access</th>
<th>Numbers of this group who have specific/complex needs</th>
</tr>
</thead>
<tbody>
<tr>
<td>9</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>
## Breakdown of Specific Need

<table>
<thead>
<tr>
<th>Complexity</th>
<th>Challenging</th>
<th>Autistic</th>
<th>Mental Health</th>
<th>Epilepsy</th>
<th>Mobility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complex</td>
<td>4</td>
<td>7</td>
<td>2</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Challenging</td>
<td>7</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Autistic</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mental Health</td>
<td>3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Epilepsy</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mobility</td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

## Summary of Numbers and Types of Accommodation Available in Borough

<table>
<thead>
<tr>
<th>Residential Care Units</th>
<th>with 24hr Staffing Levels with Waking Nights</th>
<th>with 24hr Staffing and Sleeping Nights</th>
<th>Of these numbers – wheelchair assessable</th>
</tr>
</thead>
<tbody>
<tr>
<td>83 units</td>
<td>50</td>
<td>33</td>
<td>41</td>
</tr>
</tbody>
</table>

## Unit Numbers

<table>
<thead>
<tr>
<th>Shared Housing with Tenancy and Low Visiting Support</th>
<th>Shared Housing with Tenancy and High Visiting Support</th>
<th>Of these numbers – wheelchair assessable</th>
</tr>
</thead>
<tbody>
<tr>
<td>73</td>
<td>4</td>
<td>6</td>
</tr>
</tbody>
</table>
### Appendix 3

#### 14.1 Ethnicity

Summary of non white ethnic origins known to service

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>B1 Mixed White % Black Caribbean</td>
<td>10</td>
</tr>
<tr>
<td>B2 Mixed White &amp; Black African</td>
<td>7</td>
</tr>
<tr>
<td>B3 Mixed White &amp; Asian</td>
<td>5</td>
</tr>
<tr>
<td>B4 Any other Mixed Background</td>
<td>8</td>
</tr>
<tr>
<td>C1 Indian</td>
<td>1</td>
</tr>
<tr>
<td>C2 Pakistani</td>
<td>2</td>
</tr>
<tr>
<td>C3 Bangladeshi</td>
<td>16</td>
</tr>
<tr>
<td>C4 Any Other Asian background</td>
<td>2</td>
</tr>
<tr>
<td>D1 Black Caribbean</td>
<td>37</td>
</tr>
<tr>
<td>D2 Black African</td>
<td>8</td>
</tr>
<tr>
<td>D3 Any Other Black Background</td>
<td>16</td>
</tr>
<tr>
<td>E1 Chinese</td>
<td>6</td>
</tr>
<tr>
<td>E2a North African</td>
<td>10</td>
</tr>
<tr>
<td>E2b Arab</td>
<td>13</td>
</tr>
<tr>
<td>E2c Middle Eastern</td>
<td>16</td>
</tr>
<tr>
<td>F1 Not Stated</td>
<td>2</td>
</tr>
</tbody>
</table>
Percentage of non white ethnic origins:

- Mixed white & Caribbean: 22%
- Mixed white & Black Caribbean: 5%
- Mixed white & Asian: 12%
- Any other mixed backgrounds: 3%
- Indian: 6%
- Pakistani: 11%
- Bangladeshi: 1%
- Any other Asian backgrounds: 2%
- Black Caribbean: 1%
- Black African: 1%
- Any other Black background: 1%
- Chinese: 6%
- North African: 6%
- Arab: 1%
- Middle Eastern: 1%
- Not stated: 1%

Ethnic breakdown of numbers in Day Care / Residential and Nursing and those receiving a direct payment:

<table>
<thead>
<tr>
<th></th>
<th>Residential &amp; Nursing</th>
<th>Day care</th>
<th>Direct payments</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>170</td>
<td>135</td>
<td>23</td>
</tr>
<tr>
<td>Mixed</td>
<td>7</td>
<td>14</td>
<td>3</td>
</tr>
<tr>
<td>Asian or Asian British</td>
<td>2</td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td>Black or Black British</td>
<td>28</td>
<td>24</td>
<td>5</td>
</tr>
<tr>
<td>Other</td>
<td>11</td>
<td>21</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>218</td>
<td>202</td>
<td>40</td>
</tr>
<tr>
<td>Not known</td>
<td>2</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

housing & support strategy for people with a learning disability 2007 - 2010
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