

# Housing position statement for adults with complex needs in Warrington

[Our corporate strategy 2020 -2024](#) has a key pledge that: **‘Our residents live healthy, happy and independent lives’**. This Housing Position Statement aims to set out our current position and what is needed to make sure that adults with complex needs can enjoy a **‘quality of life’** in Warrington in a home that meets their needs.

The statement considers the housing accommodation needs for people with complex needs living in Warrington. **Complex needs covers people with a ‘Learning Disability, profound multiple disabilities, Mental Health, Autism and Acquired Brain Injury’**. For many people with complex needs they need specialised accommodation, support and care.

This statement outlines our demand, needs and challenges, it is essential that everyone reading it acknowledges it is fundamentally about people and we urge you to read the life story examples provided to understand life changing importance of living in the right home, place and with the right support.

## 1. Introduction

All local authorities with strategic housing responsibilities need to plan to meet the housing needs of local residents. The suitability of living accommodation is a key aspect identified in relation to wellbeing under the Care Act. Having appropriate accommodation for individuals with complex needs is a critical factor in providing the right support to help an individual achieve their outcomes. [The Association of Directors of Adult Social Services \(ADASS\) recently highlighted](#) the importance of suitable housing in their proposals for the reform of social care (Shaping a better future, July 2020): Statement 5: Housing is central to care and to our lives: **‘Every decision about care is also a decision about housing. People should be supported to live at home and remain in their communities unless their needs can only be met elsewhere’**.

Over the last two decades, the Council has dedicated resources to ensuring that wherever possible individuals have been supported to live in shared houses in neighbourhoods across the town. We are now experiencing an ageing population where it is not possible for some individuals to stay in their homes due to their mobility and support needs. In addition, we are experiencing an increasing number of younger adults needing to live independently. We want to plan to continue to meet the needs of all individuals and provide suitable homes and support within their local communities, both now and in the future. This will require us to have flexible accommodation to meet a range of needs, from single tenancies, shared houses, and larger schemes.

We want to work with developers, housing associations, and registered care providers to help us develop the right housing and care and support services for adults with complex needs living in Warrington. The Council is contacted on a regular basis by developers and providers seeking support or agreement to build or re-develop accommodation for people with complex needs. This statement provides the overview of our current position and requirements to inform the considerations of all at the earliest possible stage.



## 2. Living a healthy, happy and independent life

The following service user 'I' Statements have been co-produced in consultation with local Learning Disability service users and their families. The following statements are important to individuals and are essential outcomes embedded into our frameworks and contracts, these are currently being reviewed and amended statements will be published in 2021.

### Service User 'I' Statements (2015-2020)

- I get support to understand my money, to pay my bills and budget
- I get support that is person centred that is all about me and what I want and in a way that works best for me.
- I choose who I want to support me. My support workers know me and I know them.
- I get support to keep in touch with my family and to enjoy a family life.
- I get support to make and keep in touch with friends and to enjoy a social life.
- I get support to be involved with and contribute to my local community.
- I get support to enjoy relationships.
- I get support to get involved in education and learn new skills.
- I get support to speak up and be listened to and to be involved in decisions about me and my care and support.
- I get support to feel safe and stay safe in my home and when out and about in the community.
- I get support to look after my physical and mental health.
- I get support to use public and community transport and to develop skills to travel independently.
- I get support to use my mobility car to enjoy a full and meaningful life.
- I get information that is easy to read and the right support to understand it.
- I get support from workers who know how to communicate with me and include me in decision making.
- I get support to be as independent as possible.
- I get support that treats me with dignity and respect.
- I get support to choose where I live and who I live with.

This statement aims to ensure that all supported accommodation models follow these outcome statements and will also be central to future care and support contracts such as our planned mental health, learning disabilities supported accommodation and day services which will transfer to preferred supplier DPSs (Dynamic Purchasing Systems) from 1<sup>st</sup> April 2021. If you are interested in bidding for work with Warrington Borough Council is it very important that you register on the CHEST Portal. To register on the CHEST Portal please visit [the-chest.org.uk](http://the-chest.org.uk).

The new contracting arrangements will include the following service requirements:

- Outcome focused personalised services based on the 'I' statements emphasised above.
- Supported accommodation and services, which focus on delivering outcomes for independent living, providing flexible support that can adapt to changing needs and complexities.



- Supported accommodation that has social and communal living spaces to aid good interaction and socialisation.
- Supported accommodation that can meet complex needs within and across the borough not solely in one place i.e. the town centre.
- Supported accommodation and services which have good transport links, access to community and educational facilities and open spaces such as public parks. We want to enhance and develop community support models to ensure people are active in their local community and feel connected.
- Supported accommodation that is innovative and uses assistive technology or strengths/asset-based approaches to support independence and reduce care and support costs, maximise economies of scale for developers and providers.
- Supported accommodation that embeds prevention/early intervention models of care and support. Thus which preventing, reducing the need for services and support.
- We will introduce flexible approached to support individuals to remain living independently for longer with the aim of improving personal outcomes (improved access to employment opportunities, education, training and learning).
- We will also further develop individual choice and control for individuals with more flexible personal budgeting via the introduction of individual Service Funds.

### How we commission - what is changing?

The Council currently commissions care and support for people who live in supported accommodation through two main frameworks. One for Learning Disability and one for Complex Mental Health.

Warrington Council expenditure figures and activity across its supported accommodation is as follows:

<b>Current supported accommodation frameworks</b>	<b>Annual contract value</b>	<b>Average hourly rates</b>	<b>Number of individual tenders (2019/20)</b>
Learning Disabilities Supported Accommodation (expires July 2021)	£6,570,460.89	£15.05 per hour	22
Mental Health Supported Accommodation (expires March 2021)	£3,978,519	£15.58 per hour	35

From April 2021 it is our intention to introduce a new preferred supplier DPS (Dynamic Purchasing System) for Mental Health and Learning Disabilities Supported Accommodation. The DPS will replace a number of existing contracts and frameworks. It will comprise of a number of individual lots detailing specific services and will enable the Council, in line with the agreed authorisation process, to deliver a different approach to adult social care services (within set price thresholds) for individuals based on their needs.

We are increasingly working closely with our partners in health to jointly commission appropriate accommodation and services to meet local need. Significant local authority



social care and health investment has taken place over recent years to accommodate increasing numbers of individuals with complex needs. We require a different approach to how we deliver services in the future that can facilitate the increasing complexity of service users requiring new models of person centred support and accommodation.

### Local context: Demand and Supply

Warrington is a growing town. Warrington's population is expected to grow from a current population of 209,500 (2018) to latest projected estimates show that by 2026 the population will increase to 218,700 and by 2041, there will be around 227,800 people living in Warrington. This growth in population will impact on services across learning disabilities and mental health. The current population of people with learning disabilities and/or autism is estimated to be 5,372 (MPS 2019). This population is expected to increase by 5% (270) over the next 10 years. People with a mental health condition is estimated to be 1,783 (MPS 2019). Common mental disorder is estimated to increase by 2.3% (107) by 2030 (Pansi), these figures are pre Covid 19 outbreak

[Warrington's Market Position Statement 2019-2023](#) notes '**there has been a marked increase in the number of Adults with complex needs.**' For example, adults presenting with complex needs has increased. Since 2015/16, the number of Adults with complex needs whom are joint funded (i.e. packages requiring both Health and Social Care funding) increased from 160 individuals in 2015/16 to 424 in 2018/19, in 2019/20 it was 372, the current midpoint of 2020/21 is 340. Although we are seeing some reduction in current numbers for joint funding, the numbers have doubled over the past 4 years. Spending has increased due to complexities of individuals.

[The Council's most recent Strategic Housing Market Assessment \(SHMA\)](#), published in 2017 and updated in 2019, provides data to support a growing population need for a diverse range of accommodation and homes for life. The Council is keen to progress discussions with investors, developers and providers for all types of special accommodation across all ages and ability groups as we recognise a shortage in this area. [Read the Local Housing Needs assessment \(2019\) for more information.](#)

Following a review of our existing Learning Disabilities properties, the main issues and challenges we face are:

- Ageing residents, some developing dementia with additional support needs. A number of these individuals will need to move into a more accessible property in the near future.
- Limited appropriate accommodation to support young adults in transition to return to Warrington from out of borough residential, educational placements and to provide suitable local alternatives for accommodation and learning/respite.
- Increasing volume of individuals who have behaviours that challenge services and need more specialist environments and personalised support, which can provide a flexible approach to step up or step down levels of support as appropriate.

In relation to Mental Health provision, our current key challenges are as follows:

- Services are needed to cater for those with mental health needs stepping down from acute in-patient settings into community based services. Often people have



combinations of needs that may also include assistance around substance abuse and alcohol. In Warrington we have specific gaps in provision to support individuals with higher level needs to effectively manage their behaviour and conditions.

- We have gaps in lower level supported accommodation in parts of the borough. There is a heavy concentration of services in the Town Centre, this location experiences a significant amount of alcohol and drug activity which can lead to other social issues e.g. anti-social behaviour. We would like to see services in other areas of the borough with flexible models which can step up or step down levels of support as appropriate. We want individuals to be able to effectively regain and maintain their personal independence.

As outlined in our Market Position Statement 2019-2023, the current capacity of supported accommodation for Learning Disabilities is 190 tenancies across 73 properties which are currently accommodating 180 individuals. A recent complex needs tender was issued in 2020 which will increase this capacity by a further 14 rooms. There are 29 people with Learning Disabilities currently on a waiting list for appropriate accommodation. The complex Mental Health Framework has a current capacity of 196 units (rooms). There are 22 vulnerable people with Mental Health needs on a waiting list requiring accommodation. The average number of people coming into services for the first time (annually) requiring suitable accommodation range between 10 -15.

We recognise there is a lack of supply of supported accommodation within the borough for those with more complex needs and challenging behaviour. Increased supply is needed so that individuals do not have to move out of the area to access the appropriate accommodation, accessible care and support which is not currently available within the borough is a key aim which we intend to address in our next DPS preferred supplier contract in 2021.

#### Examples of accommodation needs across Learning Disabilities and Mental Health Learning Disabilities

**James:** is a 22 year old man who has been living away from home for the past 3 years at residential college, he has a diagnosis of cerebral palsy and learning disability, he has communication difficulties He uses either a specialist Kaye frame to support him when walking or a wheelchair. He therefore requires ground floor/ level access living with wide corridors and rooms with turning circles of a minimum of 1500mm.

James is developing life skills in relation to domestic activities of daily living, he requires assistance in this area and with all personal care. He has expressed a wish to live and share with others of a similar age group and who he can communicate with. He wants to live close enough to be able to access a leisure centre, local shops and on a good bus route into the town centre.

**Allan:** is a 54 year old man who has been living in shared supported housing since leaving a long stay hospital 20 years ago. Allan broke his leg 18 months ago and because of his Autism he is fearful and anxious and has not been able to fulfil his rehabilitation potential and is now only able to stand to transfer with a lot of encouragement and support from a carer. He is now wheelchair dependent indoors and outdoors.



Allan currently lives in a 3 bedroomed house which is not able to be adapted to meet his current or any future needs, and has to use a profiling bed in the ground floor living room and has no access to a bathroom. He requires access at all times to 24 hour support and has anxiety issues which can mean he will not want to go out of the house. Allan would benefit from a bungalow which he could share with others so he is not socially isolated, he needs a wet room bathroom and a nice garden so he can be outside without having to go into the wider community if he does not feel up to it.

**Albert:** has lived in supported living for over 20 years sharing with others. He is a larger gentleman and as his health has deteriorated and his functional needs have increased he now needs full time assistance to complete all activities of daily living. He has started to have to use equipment every day this includes his wheelchair, wheeled tilt in space home seating and shower chair. He needs to use a wash dry toilet so he can retain personal dignity and independence, at times now he cannot stand to transfer and he needs to be hoisted. He needs ceiling track hoist and a profiling bed. He has a large wheelchair accessible vehicle in which he goes out daily with his carer to a wide variety of day and evening activities. His equipment is classed as bariatric so he needs spacious level access accommodation that can be his forever home. Albert also really wants to still live with friends.

**Charlie:** is 21 and has been living away from home for 2 years in specialist education. He is a quiet man who is described as easy going and a popular young man with his peers. Charlie has an easy going nature which can make him vulnerable from others and at this point in his life he needs support at all times. Charlie likes doing big jigsaws, music and playing football in his garden.

He does not have specific needs in relation to a physical disability but requires a home he can share with others of a similar age, needs and interests. Such properties are not available within the current housing stock.

**Liam:** has been living in shared supported living for 3 years, he has a diagnosis of Autism and has sensitivity to certain noises. When Liam is anxious and struggling he can have behaviours which are deemed as challenging and oppositional, he can put himself and those around him in danger. It is felt due to these risks that Liam would be better living alone with his own support team. Due to his noise sensitivity he needs to live in an accommodation which is spacious so he can move around without being too close to his staff, he needs a detached home (not a flat) he also really likes looking at the garden but not being in it.

Any home needs to be affordable to rent and to run due to him being the only person paying the bills. It also needs additional safety features such as integrated window blinds, underfloor heating or low surface touch radiators, boxed in pipework, lighting that can be dimmed and an induction hob.

## Mental Health

**Brian:** Diagnosis of schizophrenia which was exacerbated by illicit poly substance misuse and long term health issues with his heart. Numerous admissions to Psychiatric hospitals and detained under section 3 of the Mental Health Act. From 1991 he has resided in 13 addresses (12 tenancies failed) for various reasons including him breaching tenancy and him being a victim of exploitation and abuse from others. Extreme difficulties in getting tenancy with Housing Providers due to previous breaches / rent arrears etc. No specific requirements



in terms of property but was often housed in more deprived areas which has placed Brian at greater risk of exploitation and abuse from others. The more failed tenancies the harder it was to accommodate him resulting in periods of homelessness.

**John:** Successfully lived in the community until age of 50, suffered from mental health break down and was admitted to Psychiatric hospital, he was detained under section 3 of the Mental Health Act. John currently has a tenancy in a 1 bed roomed house in quiet area of Warrington which has close links to family nearby.

Following a period of 6 months in hospital, John is ready for discharge, However, John and all involved in his care feel that he would benefit (for a period of time) being within a more supported living setting to rebuild his confidence and skills. John isn't eligible to be placed at Lea Court (independent hospital, treatment and recovery) the only other option for John is in supported accommodation. These are all tenancy based settings, which do not permit you to hold two tenancies. He is currently in rent arrears due to losing his job prior to admission. John's long term goal would be to return to his home where he has resided happily for 20 years.

#### Mental Health / Physical Disabilities

**Pam:** Age 49, has a diagnosis of cerebral palsy and complex epilepsy. Pam has suffered from trauma in her life which has significantly impacted on her Mental and physical health for example, not eating and drinking, resulting in malnutrition and hospital admissions. Previous excessive alcohol consumption and continued reoccurring bouts of low mood, lack of motivation.

Pam has been supported by her family when younger and has also had approximately 6 addresses since 2000 including living within a Nursing Home. Pam has capacity to make her own decisions and has often chosen to move home for reasons being lack of activities nearby, feeling lonely and isolated when residing alone.

Pam is currently residing in a 1 bed roomed adapted flat within a scheme setting with 24 hour background support. Pam has had numerous falls resulting in broken bones and fractures and doesn't feel this accommodation is suitable for her longer term and would feel safer in a shared property. Pam requires a fully accessible property with wet room and appropriate adaptations (hoisting) to manage as her condition as it deteriorates. She requires a property with at least 3 bedrooms to support her needs. This type of property is not available within the current local housing stock

**Debbie:** is a young lady in her 20's living at home with her mum and mums partner. She is a very talented creative artist and has clear goals on how she wants to progress with this interest.. Debbie has never managed a tenancy before so would require weekly support to enable her to successfully maintain a tenancy. Debbie is mobile with the use of a wheelchair. She is dependent on her wheelchair at all times due to being paralysed from the waist down.

Debbie has a longstanding Mental Health Condition, she is fiercely independent and manages the majority of her needs herself. Debbie does require some support 2/3 times per week with some areas of personal care. Her long term goal is to live independently and seek employment. In order to do this she would require a 1 bed roomed property, wheelchair accessible accommodation ideally close to town centre, transport and amenities and access to support with obtaining employment. Debbie has been on the housing waiting list for



several months, during this time her relationship with her family continues to deteriorate. Debbie has a dog and rabbit which are important to her wellbeing and will need to be accommodated with her.

#### Acquired Brain injury

**Heather:** is 37 years old. Has suffered from a brain tumour resulting in organic personality disorder. Heather has resided in various residential / nursing homes since 2015. Heather has met her full potential now and is very independent and has advised she wants her own flat. She is able to meet the majority of her needs independently but requires general oversight and small package of support. Heather suffers with seizures and needs some level of oversight / supervision to maintain her safety. She is mobile but gets tired easily, her mobility and presentation is changeable due to her diagnosis and she would require a property which is fully accessible with a wet room, to meet her current and long term needs. Heather has applied for a property through general housing and has been waiting for a property for many months, currently she is in an unsuitable placement which doesn't fulfil her needs.

#### Design and Build the right accommodation as well as care and support

Housing, care and support needs for people with complex needs are changing and becoming more diverse. People have higher expectations of an independent life in their community, and want more control over their lives with good quality housing and support built around their individual needs. The relationship between the Council and the housing and social care market is changing, with the Council in the role of facilitating and developing the social care market, rather than providing services.

What we need in the offer surrounding supported accommodation:

- **Homes are of a good quality and fit for purpose**, maximising the use of assistive technology and be easily adapted if needed. Enable independent living and reduces the amount of supervision required
- **Homes to ensure that comprehensive and stable high speed internet access** across the whole property. This will help facilitate the changeover to digital sensors (due by 2025, much sooner in Warrington)
- **Homes are fully accessible, wheel chair compliant.** Ground floor accessible with wheelchair access and adaptations. Suitable adaptations to become fully Disability Discrimination Act compliant to meet the needs of those with the most complex physical needs and also provision which incorporates design features for those with sensory needs/challenging behaviours.
- **Homes that can provide social interaction.** Accommodation which has accessible garden/outside space. Communal areas are welcomed to support group based activities/shared support as appropriate and provide individuals social interaction opportunities
- **Homes are in the right location**, locations have links to good transport, open spaces, community services and education facilities. We would like to see more interest in geographical spread across the borough, with good accessible outdoor space, good transport links for both individuals and support staff, and good connections to community facilities e.g. parks, leisure facilities and education centres.



- **Homes with flexible models of care and support.** Properties with wrap around care and support models allowing for flexibility for individuals to step up and step down their level of care should their needs fluctuate. Homes have specialist health input for example to support hospital discharge. Nursing provision is available on site in larger sites to support more complex needs and not have an over reliance on community district nursing.
- **Homes with specialist behavioural and vocational support** as appropriate, e.g. Support to develop independent living skills and to maintain health and wellbeing, Support to access education, training, learning, leisure and social activities.
- **Homes that have controlled and secure access**, for example, detached properties to avoid noise and provide personal space and including onsite 24 hour support and care staff.
- **Homes that provide affordable rents**, which fall within housing benefit levels and also creative options such as shared ownership schemes.
- **Homes have transparent pricing models**, for both accommodation and support.
- **Homes that are Care Quality Commission (CQC) Registered Services;** with scheme developments in line with latest CQC guidance.

We anticipate in any new design or planned adaptation we recommend that developers have an open discussion with the Council (at pre planning stage) on all aspects of the design features, build and location of all properties related to supported accommodation. We want early discussions before any planning application is submitted. We want to ensure that we have early contact and communications concerning plans for accommodation to ensure that it has a sustainable purpose and can meet multiple needs, purposes over its lifetime.

Organisations we are looking to work with and who can do the following:

- 1) Organisations committed to placing the person at the centre of support and can demonstrate how they are active in shaping the design, delivery and quality assurance.
- 2) Meet the issues, challenges and outcomes highlighted in this statement.
- 3) Willing to work with us to develop ways of measuring the quality and the benefit of the service they provide.
- 4) Want to innovate and develop approaches which reduce individual's dependency over time. We want to work collaboratively to enable people to move on to more independent settings.
- 5) Flexible and skilled providers who can provide support for people with very challenging behaviour in supported living settings.
- 6) Willing to build extra capacity and effectiveness of models of support through the innovative use of assistive technology.
- 7) Willing to review current services and ensure that they will meet future demand and changing needs.

### Making contact and feedback

We are open to all feedback to help us to improve the Housing Position Statement.

You can direct your enquiries to: Commissioning and Contracts Team, Warrington Borough Council E-mail: [ConandCom@warrington.gov.uk](mailto:ConandCom@warrington.gov.uk)

