

Developing a housing with support pipeline for people with a learning disability and autistic people





Partners in Care
and Health

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Contents

Examples	4
Acknowledgements	5
Executive summary	6
1. Introduction and context	8
2. Framework for forecasting housing with support needs	9
3. Models of housing with support	33
4. Access to general needs housing	53
5. Funding sources for housing with support	60
6. Partnership arrangements with registered providers	76
7. Arrangements for securing affordable housing	88
Appendix 1: Example of a specification for supported accommodation developments	92
Appendix 2: Sources of further information	96



Examples

Telford & Wrekin Council Supplementary Planning Document	29
South Yorkshire Market Position Statement – Housing with Support	31
Wolverhampton Council – Specialist supported accommodation – Trent Gardens	40
Golden Lane Housing – Purpose Built supported accommodation – North Lincolnshire	42
Sheffield City Council – Designated single occupancy accommodation	43
KeyRing – Community Living Network	44
Essex County Council – Extra Care Housing – Rosebank Park	47
Bournemouth Chichester and Poole Council – All age Extra Care Housing	48
Sefton Council – Extra Care Housing Allocation Policy	50
South Yorkshire – Reasonable adjustments to social housing application process	54
Shared Ownership – How the HOLD model works	56
Homes England capital funding – Hope House Oxford	62
Liverpool City Council – Use of specialised supported housing	66
United Response – Social Finance	67
Sefton Council – Aids and Adaptations for autistic people	68
Trafford Council – Feasibility Appraisal Tool	71
Cheshire East Council – Supported accommodation pipeline	77
Liverpool City Council – Supported living pipeline	79
Sheffield City Council – Specialist accommodation plan	80
Doncaster Council – Registered Social Landlords Dynamic Purchasing System (DPS)	84
Kent County Council – Developers Contribution Guide	89



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Executive summary

There are five key stages to the framework for forecasting the need for housing with support for people with a learning disability and autistic people, which are:

- Stage 1: Population in need – baseline population.
- Stage 2: Need for housing with support – data analysis, stakeholder engagement.
- Stage 3: Supply of housing with support – analysis of supply of housing with support.
- Stage 4: Gap analysis – difference between the needs identified and available supply.
- Stage 5: Future projections – year-by-year projections using Office for National Statistics (ONS) data.

The evidence from a strategic housing with support needs assessment can be incorporated into relevant strategic plans to underpin the development of future housing with support.

Models of housing with support include different types of supported accommodation, extra care housing and community living networks and can be summarised as follows:

- specialist bespoke supported accommodation
- bespoke single occupancy property
- purpose built supported accommodation - clustered flats
- purpose built supported accommodation - hub and spoke
- designated general needs housing with support – clustered flats
- community living networks in dispersed housing
- extra care housing – generic
- extra care housing – older people.

The options for accessing general needs housing are:

- applying for general needs housing through the local housing register
- shared ownership through home ownership for people with long-term disabilities (HOLD).

The sources of finance to develop housing with support are:

- Homes England's Affordable Homes Programme
- The Housing Revenue Account (HRA)
- The Public Works Board (PWLB) lending facility
- NHSE capital funding for supported accommodation
- the use of private finance combined with specified exempt and managed rents
- social finance investment
- Disabled Facilities Grant (DFG).

There needs to be collaboration between adult social care, health, council housing departments and planners. There also needs to be a partnership approach between the council, health, care providers and registered providers.

Planning obligations, also known as Section 106 agreements, are agreements made between local housing authorities and developers and councils can develop guidance to influence the use of Section 106 agreements for the provision of housing with support.

1. Introduction and context

This guide is intended to provide practical advice for adult social care commissioners and council housing departments on how to establish a housing with support pipeline to meet the wide range of aspirations of people with a learning disability and autistic people. This guide is also applicable to partnership working with health commissioners and integrated care boards (ICBs).

The guide focuses on the development of housing with support for people who are Care Act eligible, as well as people with moderate or low needs who are ineligible for statutory services. There is a concern that people with a learning disability who have moderate or low needs may not be accessing the housing and support services they need.

The Government's White Paper 'People at the heart of care' published in December 2021 recognises that many people with care and support needs do not live in homes that provide safe and stable environments and that supported accommodation is likely to offer the best option for them. The White Paper sets out a number of investment commitments relating to housing with support.

The National Disability Strategy 2021 recognises the importance that housing plays as a foundation for leading an independent life. The strategy aims to boost the supply of housing for disabled people by raising accessibility standards for new homes, increasing the supply of affordable homes, including supported accommodation, and by improving the delivery of the Disabled Facilities Grant.

This guide is structured into chapters which cover the following:

- a step-by-step guide to forecasting housing with support needs for people with a learning disability and autistic people using population data, health data and local adult social care data
- examples of different types of housing with support models and how people with different support needs use them
- examples of how people with a learning disability and autistic people are being supported to access general needs housing
- an explanation of the different funding sources that councils can use to build or convert housing with support
- a brief guide to the types of partnership arrangements that councils can develop with registered providers to secure additional housing with support
- the use of Section 106 to secure additional affordable housing with support units for people with a learning disability and autistic people and the use of the Community Infrastructure Levy (CIL).



2. Framework for forecasting housing with support needs

This chapter provides a framework for forecasting the need for housing with support for people with a learning disability and autistic people. The framework is primarily for people with high or moderate needs, as these people are most likely to require housing with support. There is also an explanation of how the principles underpinning the framework can be applied to people with low needs.

The key stages for the framework are set out in the flow diagram below:



The term 'housing with support' covers several different types of provision, in particular:

- supported accommodation
- extra care housing
- community living networks.

Shared Lives is an alternative to housing with support, which offers people who require care and support the opportunity to live independently in the community. This model involves a Shared Lives carer supporting people with a learning disability and autistic people in their home as part of their family.

The context for a strategic housing with support needs assessment is the recognition that people with a learning disability and autistic people should be given the same opportunities as other citizens to live in the community in their own homes and be supported to progress towards greater independence.

Detailed stages for a framework for a strategic needs assessment

A detailed explanation of the framework is provided in the following sections. As the framework is intended as guidance, the detail does not have to be rigidly adhered to and councils may want to adapt the framework to their own local circumstances.

The following are the key stages for the framework.

Stage 1: Population in need

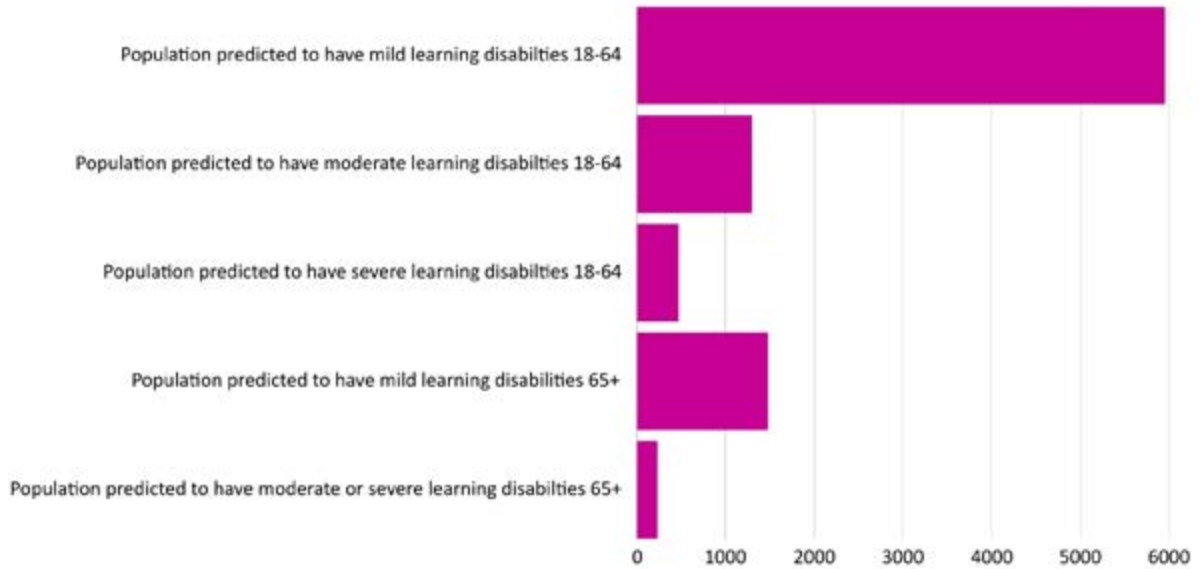
The population in need is the baseline population of people with a learning disability and autistic people aged 18 or more in each council area, based on prevalence rates. Some of this population may require support services, although most will not require housing with support.

The Institute of Public Care has developed an information system for councils that provides access to projections of the numbers, characteristics and care needs of people in England at a national, regional and council level. The system for people aged 18-64 is known as PANSI and the system for people aged 65 and over is known as POPPI.

Baseline data on people with a learning disability can be sourced from the POPPI and PANSI systems. The examples below illustrate baseline POPPI and PANSI data for a council based on ONS data for a recent year, taking into account prevalence rates for people with a learning disability and autistic people.

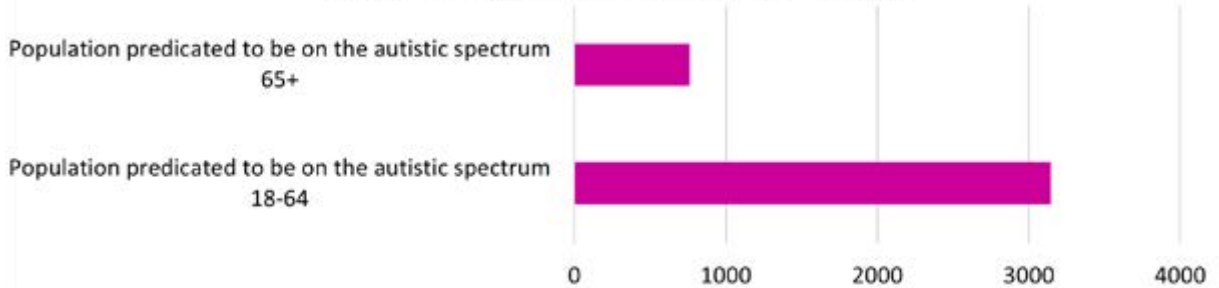


Example: Baseline data on people with a learning disability



Virtually all people with a learning disability who have a high level of needs are likely to be Care Act eligible, with some being eligible for 100 per cent NHS Continuing Health Care (CHC) funding. In addition, most people with moderate learning disabilities are likely to be Care Act eligible, although not all. Some people with a learning disability may not be Care Act eligible, as it is a needs led and not diagnosis led assessment.

Example: Baseline data on autistic people



All autistic people have a personal autistic profile, with some experiencing more difficulties in life than others. This may be due to co-morbid diagnosis such as learning disability, ADHD, or mental health needs or due to other external factors. Some autistic people may need a lot of support, and therefore will be eligible for social care services, some may need support at certain key points in their lives, and some may never require social care support.



Stage 2: Need for housing with support

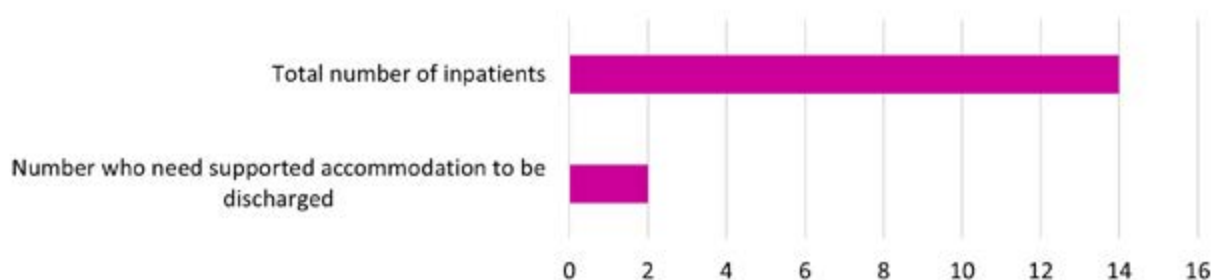
Inpatients

NHS Digital provides useful data on people with a learning disability and autistic people who are inpatients. More detailed data about people's circumstances can be obtained from NHSE Assuring Transformation data, or directly from the relevant integrated care board (ICB), including the following:

- the number of inpatients with a learning disability only
- the number of inpatients who are autistic only
- the number of inpatients with a learning disability who are also autistic
- the length of stay as inpatients
- the type of inpatient unit
- the number of inpatients with a forensic history.

The accommodation required for discharge can also be recorded on some ICB systems, including the option of supported accommodation. Where this information is not recorded it can be obtained from the lead ICB commissioner for services for people with a learning disability. The chart below illustrates the type of inpatient data that can be used for a strategic housing with support needs assessment.

Example: Number of inpatients with a learning disability or who are autistic



The number of inpatients varies from one place to another, with specialist bespoke supported accommodation normally required to discharge people to housing. There may be difficulties discharging some inpatients, due to their forensic history, as supported accommodation needs to be provided that can manage high risks and any behaviours that challenge.

Most ICBs have developed Dynamic Support Registers. These are databases of people with a learning disability and autistic people who are living in the community and are at risk of hospital admission. Some are living in inappropriate accommodation and may need to a move due to the quality of the accommodation, its location, or lack of compatibility with other tenants.

Eligible for social care

Where people with a learning disability and autistic people are eligible for social care, a strategic assessment of the need for housing with support can be derived from a combination of data analysis and engagement with social care professionals who have an understanding of the needs of individuals and the views of their families. In addition, engagement with people with lived experience of services will provide a better understanding of the types of housing with support models required and should form a key part of a strategic needs assessment.

Data analysis

People who are eligible for social care will have their details recorded on each council's case management system. Although different types of case management systems are commissioned by councils, they all record similar data with the level of detail varying from one system to another. The main purpose of the data analysis is to find out about the living circumstances of people and their support needs.

The data from case management systems needs to be extracted at an individual case record level. Where an external organisation has been commissioned to carry out the data analysis then an information sharing agreement will need to be put in place and an anonymised data extract provided.

Data from the authority's social care finance system will be required for the gross weekly cost of care packages, which can then be incorporated into the case management extract. Some people will receive more than one care package, so the finance extract needs to disaggregate the costs of the total care package so that the costs of the following can be identified:

- residential care
- nursing care
- supported accommodation
- Shared Lives
- home care (in other words, people living in their own home including shared ownership, social rented, private rented, sheltered housing or extra care housing).



The table below shows typical data fields that can be extracted from case management and finance systems.

Data fields
Age
Package start date
Care type
Accommodation status
Town/district
Post code
Out of area
Weekly gross cost by care type
Primary care category
Health and other needs
Autism flag

The most common way in which data from a case management system can be analysed is on a snapshot basis, as there is not a significant amount of movement of people with a learning disability and autistic people during the year. Illustrative outputs are shown in this chapter, based on averages taken from five different councils.

An analysis could also be carried out using rolling averages over an annual period to provide an overview, although this will require additional data outputs. Rolling averages may be useful to average out any fluctuations, although the population recorded on case management systems is largely long term and stable.

To provide an overview of needs it is useful to understand:

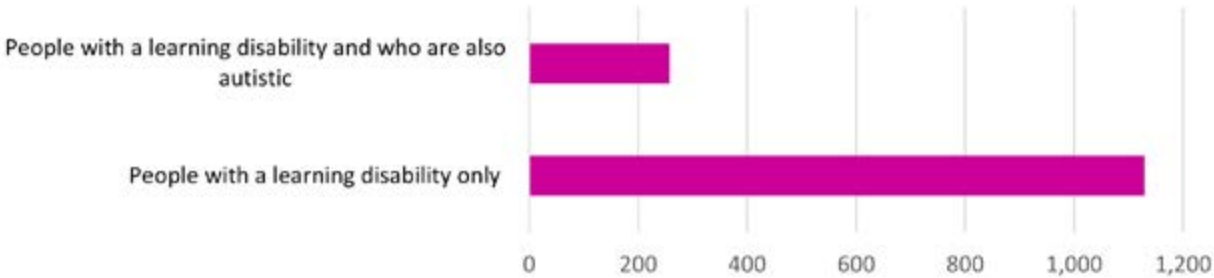
- the number of people with a learning disability only
- the number of people who are autistic only
- the number of people with a learning disability who are also autistic.

Council case management systems do not have a primary care category for 'autism only', so data on people who are autistic has to be derived from secondary care categories such as 'health and other needs'. Although it is possible to identify people with a learning disability only and people with a learning disability who are autistic, it is not possible to identify people who are autistic only. This type of data may be recorded separately by service commissioners for autistic people.



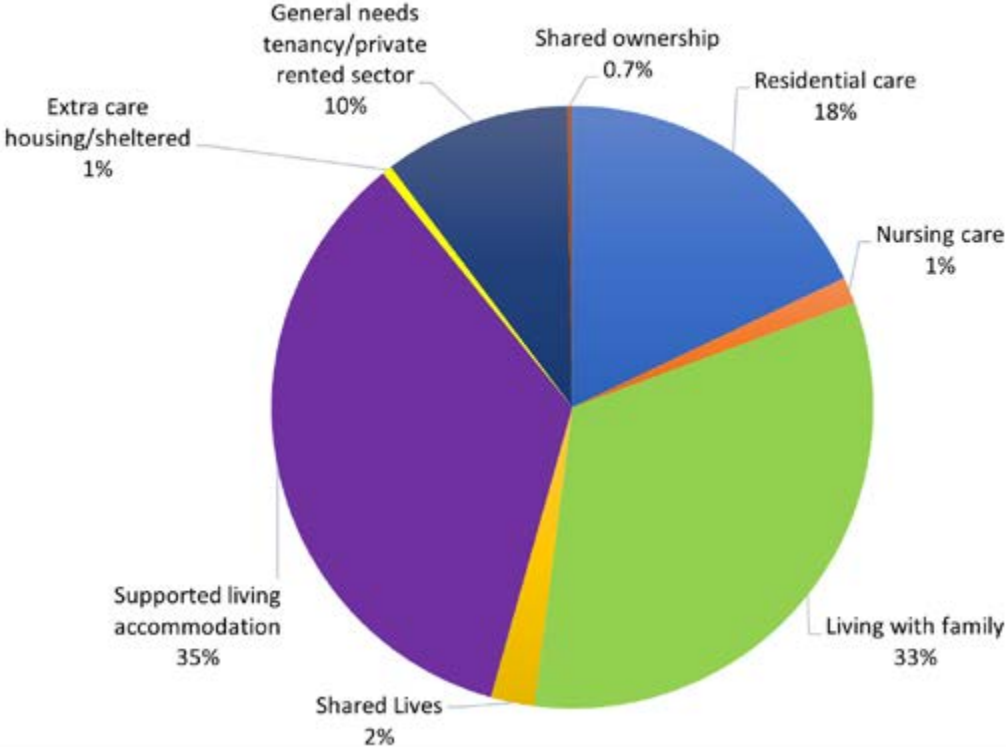
The example below shows a typical output from a case management system. There is likely to be a small number of people who are autistic only included in the output 'people with learning disability and who are also autistic'.

Example: Number of people who are Care Act eligible

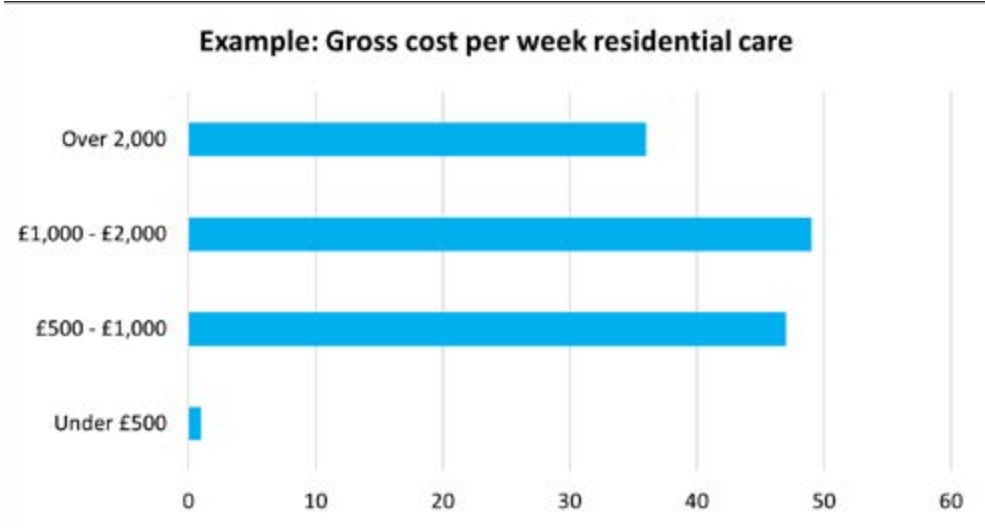


The case management data needs to be analysed at an individual record level to enable data to be correlated, for example age ranges of people living in care homes. One of the key data outputs for a housing with support needs analysis is to identify the current living circumstances of people, as illustrated in the pie chart below.

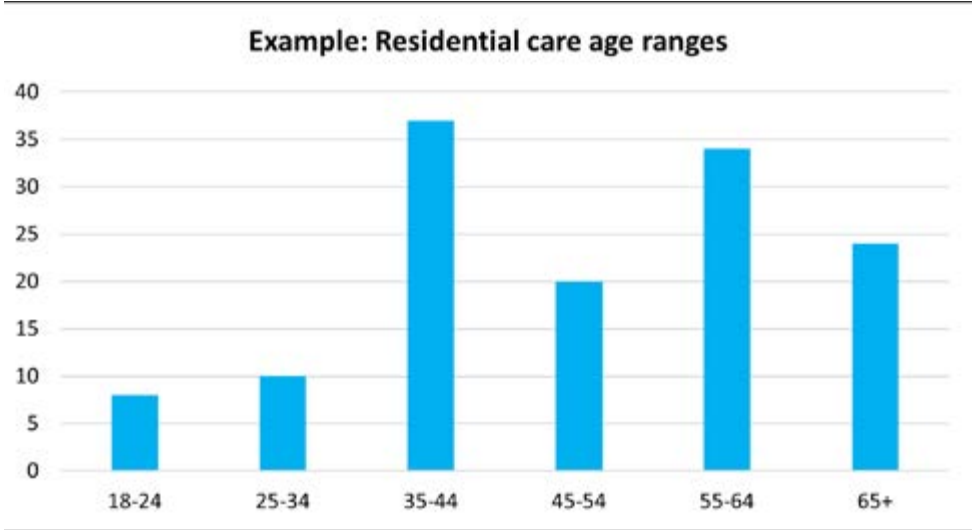
Example: Living circumstances of individuals who are Care Act eligible



A more in-depth analysis can be carried out on people living in each type of accommodation, for example the cost of care packages and age ranges. For example, the analysis below shows the gross weekly cost of care packages for people living in residential care. This data analysis could be further broken down by 'learning disability only' and 'learning disability and autism.' Weekly costs over £2,000 can provide a proxy for people with more complex needs.



The example below shows an analysis of people living in residential care by age. A further level of analysis could look at people who are placed in out of area residential care by age.



The purpose of the more detailed analysis is to provide a better understanding of the potential for people to move to housing with support. For example, there may be people who have become settled in residential care where a move may be distressing, for example older people aged 65 or more and people who have lived in their care home for many years.



Tips on the analysis of case management data:

- The category living with family or friends can be treated as living with a family carer, as living with friends is normally picked up under 'supported accommodation' or 'living in a council, housing association or private rented sector tenancy'.
- It is possible to extract the number of people living in extra care housing from the category extra care or sheltered housing, through comparing postcode data for existing extra care housing schemes with those on the care management system.
- Supported accommodation may be recorded under more than one category, in other words, accommodation status and care type.
- Where a person is recorded as living in supported accommodation their care type can sometimes be recorded as 'home care package', as the individual is receiving care in their own home.
- The start date of a care package may not be a reliable indication of length of stay, as it can sometimes be recorded as the date of the most recent review.
- There may appear to be contradictory data recorded on case management systems for some people. An analysis of all the recorded data for the person can often resolve these contradictions.
- As part of a data reconciliation process, other data may need to be sought to verify total numbers living in different types of accommodation.

The level of detail and accuracy of records on accommodation status can vary from one local authority to another, depending on the system used and the way in which data is recorded by social workers. Ultimately case management data needs to be recorded accurately to inform annual returns to the Department of Health and Social Care (DHSC) and this data would normally be checked by council performance teams.

When analysing case management data for a strategic housing with support needs assessment, the process could include validation checks. For instance, the recorded accommodation status of people can be compared to the type of care package.

Other council data can be analysed to understand the annual flow into and within adult social care in relation to the following:

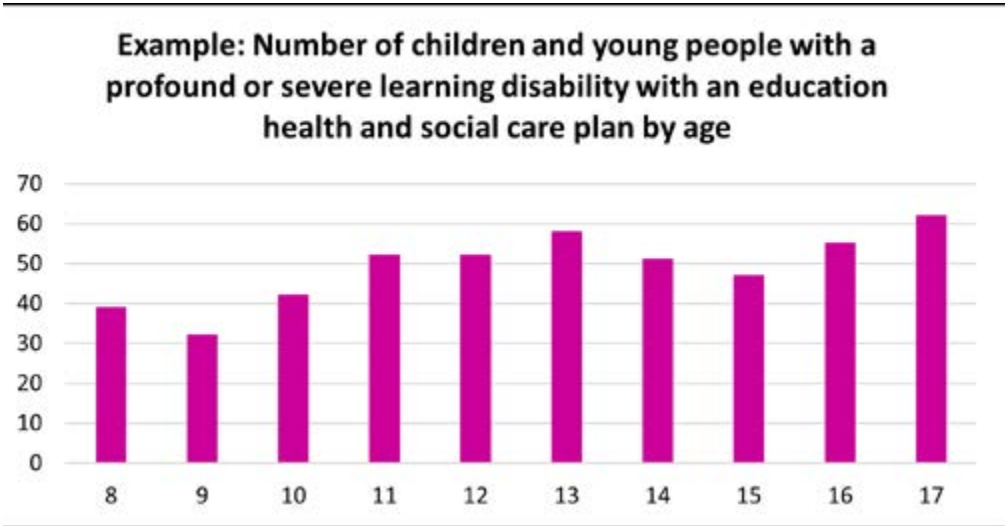
- young people transitioning from Children's and Young People's (C&YP) services to adult services
- people who have recently been placed in care homes.

Data on transitions from C&YP services to adult services

It is useful to project the likely flow to adult services over a long-term period (for example 10 years) as many children and young people with high needs or a moderate learning disability, or who are autistic, will already be known to the council.

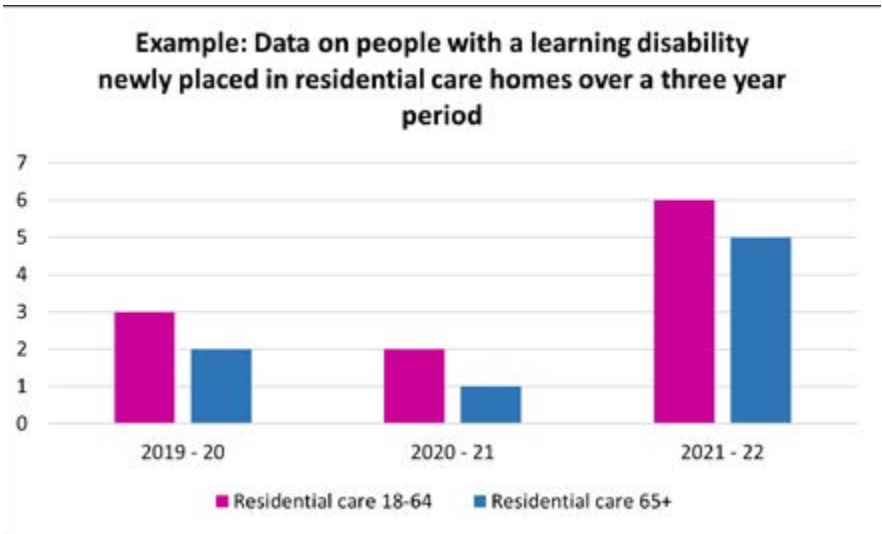


Education health and social care plans (EHCP) for young people aged up to 18, who have a learning disability and a high level of needs can be a useful indicator of the number who are likely transition to adult services (see chart below), although some may not meet Care Act eligibility criteria. Only a small proportion of young people who transition will require housing with support at the age of 18, as most will continue to live with a family carer.



Data on people who have been newly placed in care homes

Data on the number of people placed in care homes in recent years can be used to understand the flow into residential care. This data is used for the Department of Health and Social Care’s Short and Long Term data (SALT) return and is usually provided on people aged 18 to 64 and 65 or more. Council performance teams need to extract the data on people with a learning disability as the published SALT reports aggregate some of the data. The purpose of this analysis is to understand the annual trend in the number of placements to residential care, which can inform discussions with stakeholders about the number of people who could potentially be placed in housing with support instead, in the future.



Stakeholder feedback

The data analysis provides a detailed picture of people's current living circumstances and some indication of the groups of people who could potentially move to housing with support. This data can form the basis for discussions with social care commissioners and practitioners about the level of need for housing with support from people living in different circumstances.

Social care commissioners will understand the pressures placed on housing with support and their strategic commissioning plans for meeting these needs. Social care practitioners will understand individual needs and the extent of any unmet housing with support needs. Discussions could be held with the following stakeholders:

- commissioners of adult care services for people with a learning disability and autistic people or joint health and social care commissioning teams
- transitions teams – these teams usually cover the needs of young people aged 18 to 25
- community learning disability teams, including joint health and social care community learning disability teams.

Adult social care commissioners could obtain a better understanding of the future housing with support needs of young people transitioning to adult services by working with children's services to plan for these needs before they transition.

Discussions with social care professionals can be based on the living circumstances of people, in particular:

- inpatients who need to be discharged to care and people living in the community at high risk of inpatient admission
- people living in care homes – nursing and residential care
- people who have recently been placed in care homes
- young people transitioning to adult services
- people living with a family carer
- people living with an older family carer
- people living in supported accommodation
- people living in general needs housing.



Common themes arising from discussions with commissioners and practitioners

- People living in nursing homes are unlikely to be able to move to housing with support, unless this arrangement was intended to be temporary, for example, some people were temporarily placed in nursing homes during Covid.
- People aged 65 and over living in residential care are unlikely to be able to move to housing with support, although some could move to extra care housing.
- It may not be in the best interests of people who have lived in residential care for a long time to move, as they may be settled and have established local connections.
- Some young people living with a family carer may want to move to a more independent living option.
- Some people aged 55 and over, who are living with an elderly carer/s, may be able to move to extra care housing if they primarily need background support.
- Where extra care housing has flexible age-related eligibility criteria, then this option may be suitable for younger adults who do not have complex needs.
- Some people who are living in supported accommodation may need to move to other housing with support options because of compatibility issues, mobility problems or changing care needs.
- Some people who are living in general needs housing may need to move to housing with support due to exploitation, for example cuckooing, or where they need 24/7 support.
- There is a need for more 'own front door' supported accommodation, as most people prefer not to share supported accommodation with others. A popular option is single occupancy flats clustered together, with some communal space to alleviate loneliness.
- The skills and knowledge of the care and support staff is an important factor in making housing with support effective.

Co-production and engagement with people with lived experience

A strategic housing with support needs assessment should involve co-production and engagement with people with a learning disability and autistic people, to find out about the types of accommodation they prefer.

This process could involve working with voluntary organisations that enable people to have a greater say in how they live and the care and support they receive, as well as carers groups. Co-production and engagement may take several forms including one-to-one meetings, focus groups and/or an easy-to-read questionnaire.



South Yorkshire survey of people with lived experience

- A survey of people with a learning disability with lived experience of services was carried out as part of the housing with support needs analysis.
- The survey was conducted across Barnsley, Doncaster, Rotherham and Sheffield, to understand people's housing with support preferences over the next 5 to 10 years.
- The survey was co-designed with Speak Up, a self-advocacy group run by and for people with a learning disability and autistic people.
- The findings from the survey were incorporated into the South Yorkshire strategic housing with support needs assessment, as well as an easy read version.
- Some of the key questions from the survey are reproduced below:

Type of accommodation

In a home with other people

In your own home living on your own

In your own home with partner/ family /carer

Type of property

House

Bungalow

Care home

Flat

Flats close together, with some shared space for the people living in the flats to come together

Training flat

Type of area

In a busy area near shops or town/city

In a quiet area, but close to town/city

In a countryside area

Preferred tenure type

To rent your home

To own your home with a mortgage

To own a share of your home and pay rent on the rest of it (this is called shared ownership)



The results of the South Yorkshire survey cited above, combined with related focus groups, identified a few themes that were incorporated into the South Yorkshire strategic housing with care needs assessment.

The following highlights some common themes from previous co-production and engagement processes:

Some common themes arising from people with lived experience

- Single occupancy accommodation is largely preferred to shared accommodation, although some prefer to share with people they know.
- Most people want to live in housing with their own 'front door', which could either be dispersed independent accommodation in the community or living in a supported living development providing several independent flats.
- There is a need for single occupancy supported accommodation clustered together as flats, with some shared facilities to reduce loneliness and isolation.
- Young people do not want to be placed in shared supported accommodation with people who are much older.
- Background support is considered important to bring people together in clustered accommodation.
- Extra care housing is considered suitable for some people, so that they can live in their own apartment and be part of a wider community.
- Location is considered to be important, with most accommodation needing to be located near to public transport shops and local facilities. Some people need to live away from built up areas with more outdoor space.

Ineligible for care

The data on people with a learning disability and autistic people who are ineligible for social care is quite limited. Most are not known to social care services. These people live in the community, either with their families or in their own accommodation.

Some may move into the social care system when there is a crisis, for example, a person who has been living with an elderly carer who is no longer able to cope due to health problems. They may receive a Care Act assessment and, if eligible, a care package, either for support in their existing accommodation or for a move to residential care or housing with support. Some people with low support needs may not be eligible for social care and will require access to general needs accommodation if they want to live more independently or if they are at risk of homelessness. Some will need low level support, although there are few support options available.



The main source of data on people with a learning disability, who are homeless or at risk of homelessness, is Department for Levelling Up, Housing and Communities' Homelessness Case Level Collection (H-CLIC), which:

- records those cases where the council has a relief or prevention duty under the Homelessness Reduction Act (HRA)
- collects information on support needs including people with a learning disability, although this is not necessarily based on a formal diagnosis
- does not collect data on homeless autistic people, although there is now greater awareness of these needs.

The table below provides an example extracted from H-CLIC data, showing the number of people with a learning disability where a relief or prevention duty has been accepted. These people are most likely to have low level support needs, as the pathway for people with higher care and support needs is through adult social care.

Example of H-CLIC data for a council	Number of people
Total households with support needs	1,281
Total support needs	2,254
Total number with a learning disability	89
Total number with a learning disability who have multiple support needs, in other words 3 or more support needs including a learning disability	10

Most of these people require access to general needs housing (see chapter on Accessing general needs housing), although some may need access to a community living network (see chapter on Models of housing with support).

Stage 3: Supply of housing with support

The number of people with a learning disability and autistic people supported to move into housing with support annually can provide an indication of available supply. This data can then be incorporated into a strategic housing with support needs assessment.

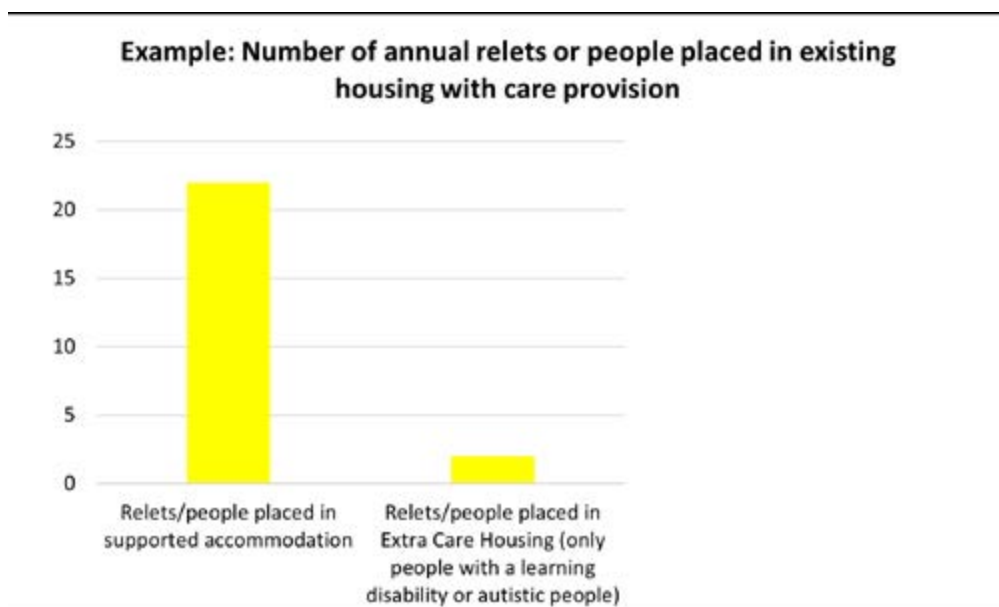
Referrals to supported accommodation vacancies are normally decided by an adult social care housing panel. Lettings to extra care housing are usually managed through a specific extra care housing panel.



Councils normally collect data on the number of people with a learning disability and autistic people who are placed each year in:

- supported accommodation
- extra care housing.

This data can be used for a strategic needs assessment to obtain an indication of the number of people with a learning disability and autistic people who access housing with support in a typical year. Generally, this calculation excludes multiple new lets in new developments, as their inclusion could distort future supply projections.



Social care housing panels often create waiting lists for supported accommodation, which can provide an indication of demand. Although waiting lists can provide useful intelligence, they are unlikely to capture those needs that are less immediate, for example where people are living with a family carer, or in a residential care home, and would like to move to a more independent setting in due course.

Stage 4: Gap analysis

A gap analysis involves aggregating the annual need for housing with support, subtracting the average number of people typically placed in existing housing with support provision annually, and then arriving at a net annual need figure. The chart below illustrates the gross annual need for housing with support, the average number of annual relets or people placed in existing provision and the shortfall.

Example: Average net annual need for housing with support



The annual need for housing with support can be calculated by estimating the percentage (or the number) of people living in different circumstances who need this type of accommodation, based on the findings of the needs assessment. Where a backlog is identified, for example a historic group of people living in residential care or in a hospital setting who need to move to a less restrictive option, then these needs could be projected over several years.

The following provides some broad themes about the need for housing with support, derived from previous experience of data analysis and commissioner and practitioner feedback.

Broad themes arising from strategic housing with support needs assessments

- **People who are newly placed in residential care homes.** Most councils have processes in place to ensure that people are only placed in a residential care home where this type of care is needed, in other words access to background support plus intensive 1:1 or 2:1 support when required. However, some people can be placed in a residential care home where there is no suitable housing with support available, for example, for complex needs or where 24/7 is required. This means that some people who are newly placed aged 18 to 64 could have moved into supported living accommodation if suitable housing with support were available with the right level of support.
- **People who are living in residential care homes.** There is potential for some people already living in residential care to move to housing with support, particularly those who could live in a less restricted environment. Young people are more likely to prefer living in a less restricted environment, and there needs to be suitable housing with support available to meet their needs. Also, there may be people who have historically been placed in residential care and do not require this type of accommodation.

- **Young people transitioning to adult services.** Only those young people who meet the eligibility criteria for adult services will transition. Most who transition will continue to live with their families and only a few who transition will require housing with support at the age of 18, for example, children in care. Council transitions teams normally deal with young people aged 18 to 25, with the need for housing with support gradually increasing for those living with their families as the person matures.
- **People living with their family.** The needs of people living with a family carer can be broadly structured into different age bands. Young people aged 18-30 may want to move to a more independent setting as part of the process of becoming an adult. Some people over the age of 50 living with an elderly carer/s may need to move to supported accommodation or extra care housing, where their carer is no longer able to cope. Those people aged over 30 and under 50 are normally living in quite a stable situation, although a few may need to move due to relationship breakdown or other reasons.
- **People living in existing supported accommodation.** Generally, most supported accommodation has a stable population of tenants. Some people may need to move due to compatibility issues, or because the accommodation is no longer suitable. Many of those people who need to move can be accommodated in vacancies in existing supported accommodation provision. However, accommodation panels often find that there is no suitable supported accommodation available to meet some needs, which means that new provision may need to be developed, for example, for existing tenants who need to move to purpose built single occupancy accommodation, or people with mobility needs who require fully adapted properties. Some people living in unsuitable supported accommodation could potentially move to vacancies in extra care housing.

Some councils have programmes to remodel or replace their existing supported accommodation stock. Remodelling may involve converting existing shared properties into self contained flats, for example, whilst replacement involves decommissioning existing schemes and replacing them with modern purpose built supported accommodation.

Often existing tenants are supported to move out and then rehoused in the remodelled or replaced supported accommodation. A strategic housing with support needs analysis could capture these programmes, provided there is clear evidence about the number of existing schemes that need to be remodelled/replaced and the needs of existing tenants.

These programmes can often result in a neutral impact, as the number of supported accommodation units remodelled/replaced will not increase the overall level of provision and will usually meet the needs of existing tenants.

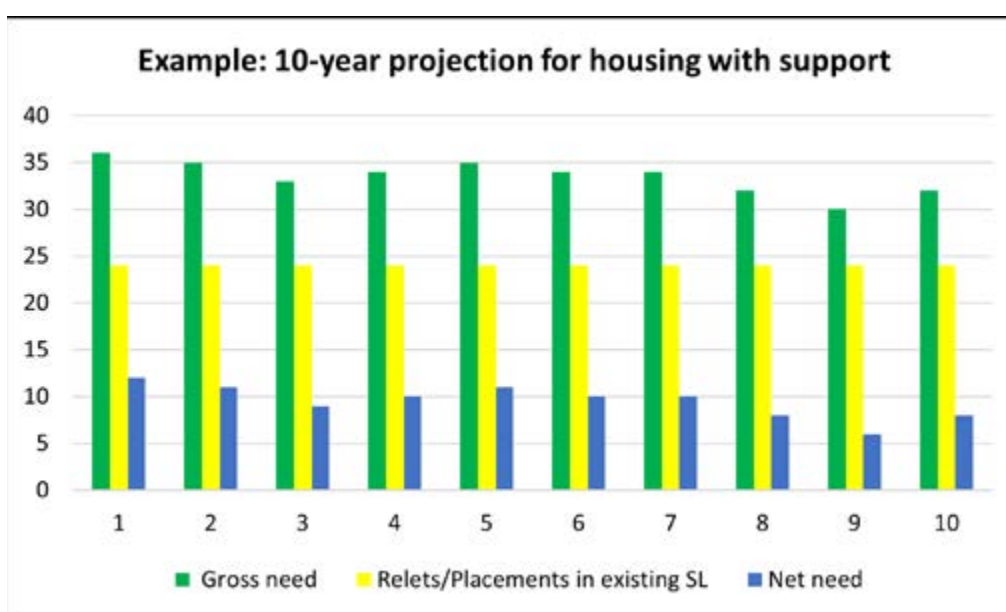


Stage 5: Future projections

An example of projecting the future need for housing with support is shown in the chart below based on a year-by-year model. The data on relets or people placed each year are based on Year 1 figures and do not include any pipeline developments.

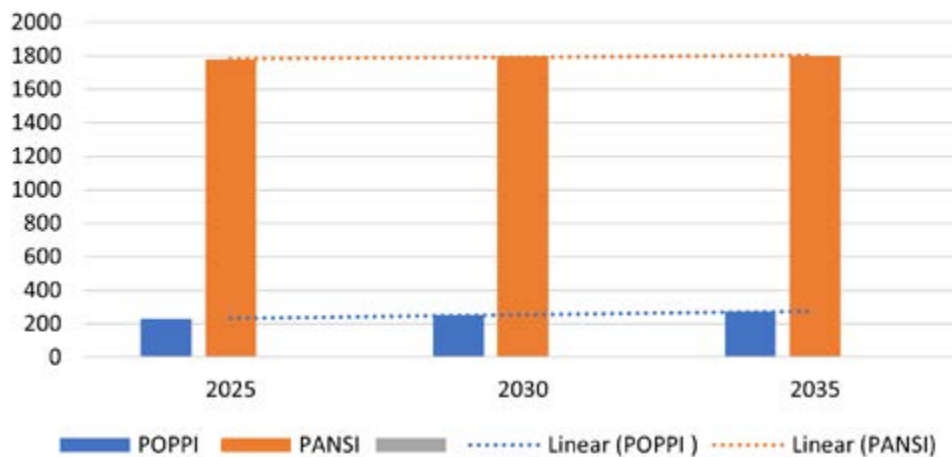
The gross annual need for housing with support is based on the annual need calculated for people living in different circumstances (see Stage 4). The number of young people who are likely to transition to adult services each year will fluctuate (based on EHCP data or other similar data) resulting in the need for housing with support also fluctuating.

The needs analysis can be adjusted on an ongoing basis to reflect the supply of new supported developments, at the point at which lettings are made. This effectively means that lettings in new provision will offset the net need during the year in which the provision comes into management. In subsequent years new developments may generate relets, although most are likely to be homes for life.



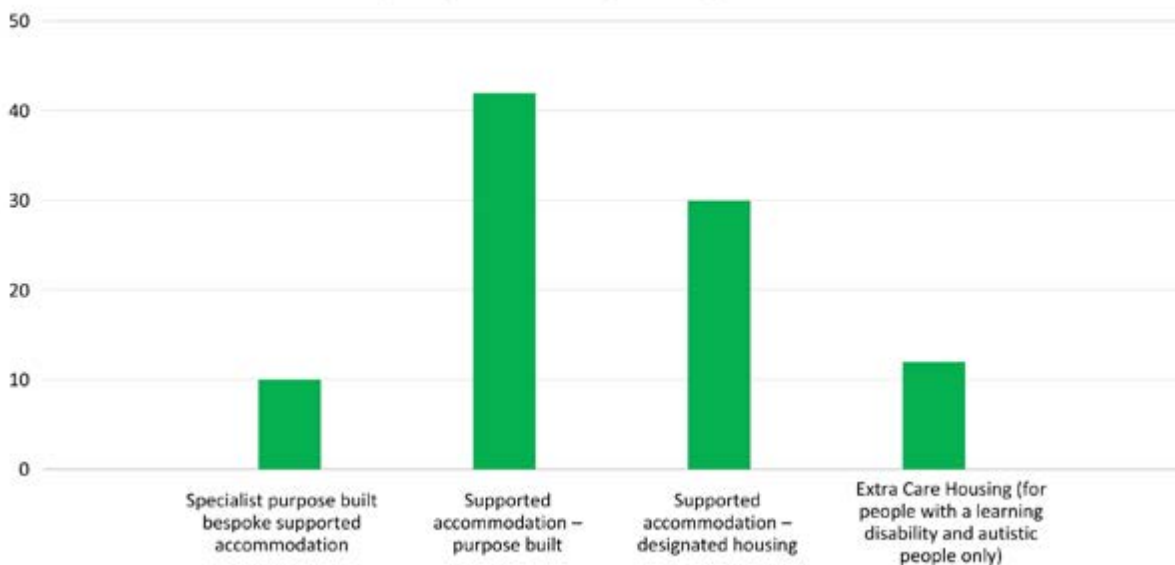
The projections for the gross need for housing with support can also be adjusted to reflect changes to the local population, based on POPPI and PANSI projections. This means that the needs can be adjusted upwards or downwards for each year, depending on the projected population for each council area. An illustration of POPPI and PANSI projections is shown below.

Example: Projections for the population of people with learning disabilities



An important aspect of a strategic housing with support needs assessment is to quantify the types of housing with support required and the estimated number of units for each type. The example below illustrates the main types of housing with support provision required in an authority over a 10-year period.

Example: Types of housing with support needed



The chart illustrates the number of new units required to meet new needs and unmet needs. The need for extra care housing could either be met through vacancies in existing provision or incorporated into a separate business case for new extra care housing provision to meet multiple needs.



How to use a strategic housing with support needs assessment

The evidence from a strategic housing with support needs assessment can be incorporated into relevant strategic plans to underpin the development of future housing with support options. Without this evidence it will not be possible to justify capital funding for housing with support, nor planning priorities. The following are strategic plans that could potentially incorporate the needs assessment:

- Strategic Housing Market Assessment (SHMA)
- Local Plan
- Supplementary Planning Document
- Housing strategy
- Independent living supported accommodation strategy
- market position statement
- supported housing strategy.

The development of strategic plans for housing creates a long-term commitment as Strategic Housing Market Assessments and Local Plans can have up to a 10-year horizon or longer. It is important for these plans to include any assessment of the need for housing with support, although more immediate plans could also incorporate these needs to enable swifter implementation.

Producing a Supplementary Planning Document (SPD) specifically on housing with support can enable needs to be included outside a longer-term Local Plan. An SPD supplements the Local Plan and can set out the need for different types of housing with support, as well as accessible and adaptable housing. This means that planning applications for housing with support can be determined by planners against guidance in an SPD, as well as the Local Plan.

Telford & Wrekin Supplementary Planning Document

Telford & Wrekin Council has produced a Supplementary Planning Document (2022) for providing accessible, supported and specialist housing. The purpose of the SPD is to set out the council's long-term vision for these types of homes and the need for them. The SPD also aims to drive the market in delivering supported and specialist housing that meet the evidenced needs in the borough. The guidance is intended to shape investment opportunities through the type, location and design of the accommodation provided.

The following types of supported and specialist housing for people with a learning disability are identified by the Telford & Wrekin SPD as required:

- Clusters of self-contained housing with varying levels of support with no more than six dwellings in each cluster.



- Shared type supported housing where this is explicitly specified and supported by the council's adults services. This type of supported housing should provide en-suite facilities and be for no more than four to six people.
- In consultation with the council's adult services, developers should provide 'bespoke' housing for adults or young people with a learning disability who have additional needs in relation to physical and sensory disabilities. The council will specify whether this type of specialist housing should be self-contained or shared.

The SPD also states that the council is unlikely to support the development of shared supported housing or a house of multiple occupancy (HMO) type housing development for this needs group unless there is clear evidence from council officers with responsibility for care assessment that this type of supported housing development is required.

The Levelling-up and Regeneration Act 2023 contains provisions to replace SPDs with 'supplementary plans' to give them the same statutory weight as Local Plans in decision-making on planning applications, although their scope will be more limited.

Some authorities produce an Independent Living Supported Accommodation Strategy to complement their Housing Strategies. This is a standalone document that sits alongside the Housing Strategy and incorporates a strategic needs assessment for supported accommodation. This type of strategy would normally require sign off by councillors and this process would give the strategy considerable weight.

“We always want our colleagues in Adult Social Care to provide a clear description of the data on needs and what is needed. It is about trying to find the correlation with data and what is needed in terms of housing – the data on its own does not tell us what they want in terms of types of build and locations.”

Strategic housing lead.

There are examples of where councils have developed a Market Position Statement (MPS) to set out the need for housing with support, to inform the provider market about the volume and types of accommodation required. Often local housing authorities regard MPSs for housing with support as an extension to their Housing Strategies and they can refer registered providers and planners to these documents as statements of their intent.



South Yorkshire market position statement – Housing with support

Local authority and health partners across South Yorkshire's Integrated Care System carried out a strategic housing with support needs assessment, involving an analysis of health and social care data. As part of the process of engaging with the provider market a South Yorkshire market position statement (MPS) was produced, based on the findings of the needs assessment. The MPS provides a summary of the demand for housing with support for people with a learning disability and autistic people in each council or place, including the number and types of units required over a 10-year period and their preferred location.

The MPS complements the Housing Strategies of each local housing authority and provides detailed information for developers and Registered Providers so that they can invest in new housing with support provision for people with a learning disability and autistic people.

A strategic housing with support assessment across an ICB footprint can achieve shared outcomes across health, housing and social care and can also have other benefits, for example, it can impact on the development of community health and care services, develop a joint approach to voids and nominations, and effective implementation of S117 revenue funding where applicable.

The [Supported Housing Act 2023](#) places a duty on local housing authorities to review exempt supported accommodation provision within their areas and to publish a 'supported housing strategy' based on the review. A review must cover an assessment of current provision within the area and likely demand for exempt accommodation over a five-year period. Relevant aspects of a strategic housing with support needs assessment for people with a learning disability and autistic people could inform future supported housing strategies.

Summary

There are five key stages to the framework, which are:

- Stage 1: Population in need
 - The population in need is the baseline population of people with a learning disability and autistic people aged 18 or more in each council area, based on prevalence rates. Baseline data on people with a learning disability can be sourced from the POPPI and PANSI systems developed by the Institute of Public Care.
 - Some of this population may require support services, although most will not require housing with support.
- Stage 2: Need for housing with support
 - This stage involves an analysis of data to identify people with a learning disability and autistic people eligible for social care who are most likely to require housing with support.



- The data sources include NHS Digital on inpatients, adult social care case management and finance systems for people in receipt of care, and Education Health and Social Care Plans for young people aged up to 18 who have profound or high needs learning disabilities.
- The outputs from a data analysis can form the basis for discussions with social care commissioners and practitioners about the level of need for housing with support from people living in different circumstances.
- A strategic housing with support needs assessment should involve co-production and engagement with people with a learning disability and autistic people, to find out about the types of accommodation they prefer.
- The data on people with a learning disability and autistic people who are ineligible for social care is quite limited. Most people require access to general needs housing, although some may need to access a community living network or community support.
- Stage 3: Supply of housing with support
 - Councils normally collect data on the number of people with a learning disability and autistic people who are placed each year in supported accommodation and extra care housing.
 - This data can be used to obtain an indication of available supply, based on the number of people with a learning disability and autistic people placed in housing with support in a typical year.
- Stage 4: Gap analysis
 - A gap analysis involves aggregating the annual need for housing with support for people with a learning disability and autistic people, subtracting the average number of people typically placed in existing housing with support provision annually, and then arriving at a net annual need figure.
- Stage 5: Future projections
 - The annual need for housing with support can be adjusted upwards or downwards for each year going forward, based on the POPPI and PANSI projections for each council.
 - The needs analysis can be adjusted on an ongoing basis to reflect the supply of new supported developments, at the point at which lettings are made.

The evidence from a strategic housing with support needs assessment can be incorporated into relevant strategic plans to underpin the development of future housing with support options, for example the Local Plan, the Strategic Housing Market Assessment (SHMA), a market position statement and so on. Without this evidence it will not be possible to justify capital funding for housing with support, nor planning priorities.



3. Models of housing with support

Overview of levels of needs and types of housing

There can be a tension between the expectations of adult social care and those of local housing departments, when developing a housing with support pipeline. Adult social care tends to deal with immediate needs for housing with support, while housing departments plan housing over a longer timeframe.

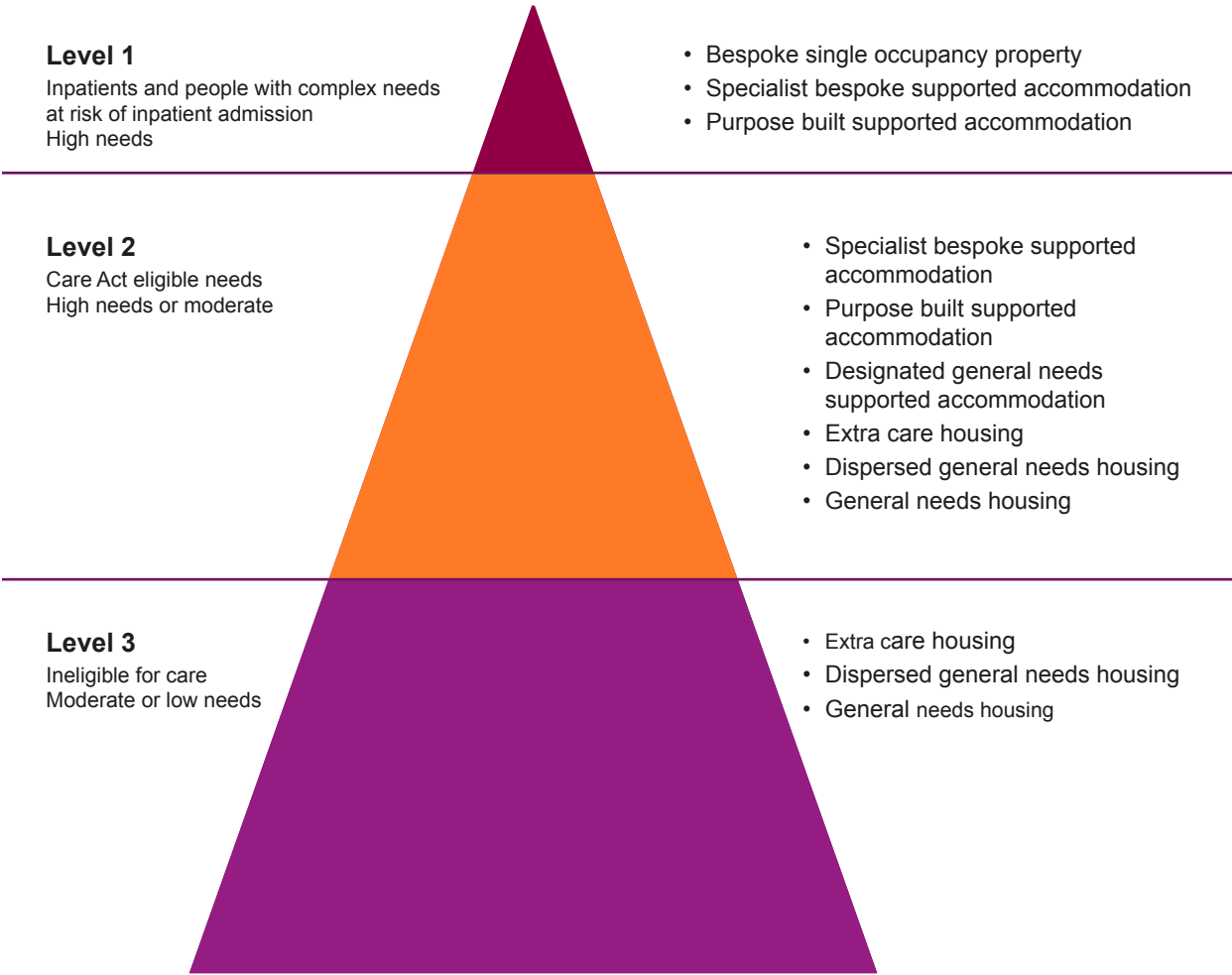
In planning housing with support developments, adult social care may have concerns about the demand for this type of accommodation and whether the revenue costs will be affordable in the future. This means that planning tends to be focused on named people who have been assessed as requiring housing with support urgently and who already have a costed care package.

These different perspectives can be reconciled by taking account of the following:

- carrying out a strategic housing with support needs assessment to understand the future needs for this type of housing from people living in different circumstances
- future proofing any new housing with support developments to ensure that they are designed so that they can meet other needs, including transferring the units into the general needs housing pool where they are designated general needs supported units
- ensuring that the care and support contracts include the right balance between background support and 1:1 or 2:1 care to deliver a flexible service
- building clauses into care and support contracts with commissioned providers so that variations can easily be made to the service where demand changes.



The diagram below illustrates how the different levels of need relate to the types of housing required. This guide is primarily focused on Levels 2 and 3, although it does also cover Level 1 to some extent.



The following explains each of these levels:

-
- Level 1** Most of these people will be known to the health and social care system. Some are inpatients, some have been inpatients and been discharged, and some are at high risk of inpatient admission. These people will have complex needs and most will require specialist supported accommodation, with some needing a bespoke single occupancy property. The housing with support needs of most of these people can be planned well in advance.
 - Level 2** People who are Care Act eligible will be in receipt of statutory care services, although their housing and support needs may not be known. Adult social care tends to focus on people with immediate accommodation needs, although there are many others who may have unmet needs and would like to move to a housing with support setting. Most of these people will require self-contained housing with support, or ordinary general needs housing with support. Some will have complex needs and will require specialist supported accommodation.
-



Level 3 The needs of many people with low or moderate learning disabilities and autistic people, will not be known to the health and social care system as the vast majority will not reach the threshold for care eligibility. Only those people who become homeless, or are at risk of homelessness or who have a crisis such as hospital admission or contact with the criminal justice system, or who are victims of abuse, neglect or crime themselves, will become known to the council. Some may become eligible for care, following a social care assessment. Most people with low or moderate learning disabilities and autistic people will require ordinary housing, either in the social rented sector or in the private rented sector, with low-level support where available.

Models of housing with support

Models of housing with support include different types of supported accommodation, extra care housing and community living networks, all of which are explained in this section.

For context, the following outlines broad types of housing with support, based on Homes England guidance.

Purpose built	These schemes can either be new build or renovation developments, which have specific design features. The scheme is developed specifically for use as housing with support.
Designated	Properties with no specific design features that are designated for use by people with a learning disability and autistic people. These could be a single occupancy flat or a block of flats.

The following table summarises the main models of housing with support that have been developed over recent years.

Models	Description of models
Specialist bespoke supported accommodation	24/7 cover with 1:1 or 2:1 care and support provided on site with the accommodation built to autism standards and either provided as single occupancy bungalows or clustered flats. Normally no shared areas are provided and there are staff facilities on site. New build development built to accessibility standards.
Bespoke single occupancy property	24/7 cover with 1:1 or 2:1 care and support provided on site. The property may need to be fitted with sound proofing and other features and located appropriately. Normally a one bed unit with another room/space for carers. New build or renovation.



<p>Purpose built supported accommodation – clustered flats</p>	<p>The level of care and support can vary, with most providing 24/7 on site background support with 1:1 care. Mainly provided as single occupancy flats clustered together with some communal areas. The property would normally be built to robust standards and meet accessibility standards. New build or renovation.</p>
<p>Purpose built supported accommodation – hub and spoke</p>	<p>The ‘hub’ would provide 24/7 on site background support and 1:1 care – the hub would normally be provided as long-term accommodation. The ‘spoke’ would involve dispersed one bedroom accommodation which would receive background support from the hub for those people with lower needs. The spoke may also provide some small shared units. New build or renovation.</p>
<p>Designated general needs housing with support – clustered flats</p>	<p>Background support only, or combined with 1:1 support, provided as a cluster of designated general needs housing with support flats. Normally this would be a new build development but could involve existing general needs units let outside the normal lettings process.</p>
<p>Community living networks in dispersed housing</p>	<p>This model involves support provided by a combination of paid workers and volunteers to a number of dispersed flats. Dispersed general needs social housing is allocated through the normal council processes, with private rented sector lettings also accessed. Dispersed accommodation can include some shared ownership units.</p>
<p>Extra care housing – generic</p>	<p>Intergenerational extra care housing for a mixture of needs and ages. Predominantly older people, but also younger adults with disabilities, including people with a learning disability with lower needs. Background support is provided 24/7 to all, with 1:1 care based on an assessment of need. Normally a new build development built to accessibility standards. Some shared ownership units are usually available as well as some outright sale units.</p>
<p>Extra care housing – older people</p>	<p>Extra care housing for people aged 55 and over. These developments can include older people with a variety of needs, including people with a learning disability who require low-level support. Background support is provided 24/7 to all with 1:1 care based on an assessment of need. Normally a new build development built to accessibility standards. Some shared ownership units are usually available as well as some outright sale units.</p>



The delivery of housing with support for people with a learning disability and autistic people is based on the principle that the care and support services are provided separately to the accommodation. This arrangement ensures that:

- people have choice and control over the support they receive, and
- people do not lose their accommodation should their care provider be replaced.

A specialist registered provider could be contracted to provide both the accommodation and support, but there would need to be a separate arrangement for each element to comply with the Care Quality Commission's Housing with Care. Guidance on regulated activities, 2015.

Self-contained housing with support

Most existing supported accommodation for people with a learning disability and autistic people is provided in shared housing. This is because a large proportion of existing supported accommodation was developed as group homes to replace the closure of long stay hospitals, with some provided in deregistered residential care homes.

In developing new supported accommodation most councils have focused on providing clustered self-contained accommodation for the following reasons:

- there can be compatibility issues with people living together in shared housing
- generally, autistic people with complex needs do not want to share accommodation with other people
- young people prefer not to share accommodation with older people and prefer to live with their peers, where they choose to live in shared accommodation
- there can be high voids in shared accommodation due to difficulties with matching people to ensure compatibility and because there is less demand for this model of supported accommodation
- clustered self-contained accommodation can include some communal areas to reduce loneliness and isolation
- self-contained supported accommodation future proofs a development, as it can be used for other needs or can convert to a general needs housing letting should demand reduce.

“Ninety-five per cent of new stuff is own front door – we made this very clear from the beginning. The only way we would go down a shared model is where a social worker had found two or three people who are quite low level need and are compatible.”

Social care commissioner



The number of units provided within a new supported accommodation development can vary, depending on factors such as the size of the site and the viability of the scheme. For new self-contained developments the number of flats clustered together often range from six to 15 units. The key principles for such developments are as follows:

- making each development as ordinary as possible.
- providing some communal space, where this need has been identified, to reduce loneliness and isolation.
- avoiding a design that creates an institutional environment.

The Care Quality Commission

The Care Quality Commission (CQC) is responsible for the regulation of personal care services within a housing with support setting. The CQC regulatory guidance, 'Right support, right care, right culture,' 2022, states that the size, scale, and design of the premises must allow people's dignity and privacy to be maintained, facilitate person-centred care and not be developed as a campus setting.

Where personal care is not provided within a supported accommodation setting then the support service does not have to be registered with the CQC. This means that councils can commission lower level supported accommodation for people with a learning disability and autistic people without personal care, who can still be Care Act eligible.

“Initially we wanted the building to be commissioned for learning disabilities as a CQC registered supported living service for 11 units. It has now been commissioned as a lower-level supported housing service without personal care. There is staffing cover of one support worker across all 11 units 24/7.”

Social care commissioner

Assistive technology

An important aspect to new housing with support developments is the incorporation of assistive technology to support shared care arrangements. For example, monitoring the needs of people at night in a block of self-contained flats can be delivered through a single member of staff based in an on-site office using movement technology, therefore dispensing with the need to have waking night staff based in each flat.

The following sections provide more detail on each of the models summarised above.



Specialist bespoke supported accommodation

Specialist supported accommodation is intended for people with a learning disability and autistic people who have complex needs. These people either require purpose built supported accommodation that includes specialist features, or a single occupancy property converted to meet their specific needs.

The people who need this type of accommodation include people with complex needs who are inpatients, or at high risk of inpatient admission, young people transitioning to adults' services, and people placed in specialist residential care homes.

“One of the big gaps is more bespoke supported living for young people, who are technically being looked after as they are in full time education out of area. We know when they are coming back into area, we know when they finish education, and we know when they need to be placed in supported living.”

Social work practitioner

Specialist supported accommodation schemes are normally new build developments as they need to meet specific design requirements and achieve robust standards. These design standards normally include the following:

- underfloor central heating, in other words, no radiators
- blinds incorporated into windows
- unbreakable glass
- built in robust furniture
- each flat with a private garden
- flooring to minimise different textures and colours between rooms
- integrated cabling infrastructure to allow for future addition of assistive technologies
- reinforced solid wall construction and robust hinges
- wet rooms that allow for baths or showers
- anti-ligature fixtures and fittings
- purpose built robust furniture
- sound insulation
- flush fitted hobs, solid worktops and handleless doors in kitchens



Wolverhampton Council – Specialist supported accommodation – Trent Gardens

Trent Gardens is a specialist supported accommodation development for younger adults with complex autism and people with a learning disability who have a forensic history. The development consists of a block of seven self contained flats together with staff office space, and no communal space.

The supported accommodation is part of a larger general needs development comprising 43 units and has been funded through a combination of the Homes England Affordable Homes Programme and the Housing Revenue Account (HRA). The council developed the specialist supported accommodation development with a construction partner and architect, which was handed over on completion to Wolverhampton Homes, the council's arms-length management organisation. A care provider was separately commissioned by adult social care to deliver the care and support services.

The supported accommodation incorporates a number of specialist features. These include underfloor central heating, no ligature points, windows with integral blinds, sound proofing, solid wall construction, flush light fittings, anti-flood detection sensors, vinyl floors throughout and so on. The scheme has been built with the technical ability to support a full range of assistive technology systems and incorporates motion sensors to alert staff should people leave their flats.

The specialist nature of the development has meant that all partners needed to be involved, so that the brief could be communicated clearly and specialist contractors identified. As part of the tender process pre-contract meetings were held with potential contractors so that they fully understood the requirements.

Wolverhampton Council takes a holistic approach to the development of supported accommodation and recognises that this type of housing can reduce the financial pressures on their social care budget. From a housing development perspective, they require adult social care to demonstrate the need for the type of supported accommodation. Ultimately the development has prevented people from being placed in high cost out of area residential care homes, which has not only benefitted the council but also the person themselves.

The main lesson learnt has been the need to involve all stakeholders at the outset, as some joined the stakeholder group at a later stage and requested changes to the specification at pre-tender stage.

A single occupancy property, for example a small house, can be built or converted to meet the bespoke needs of a particular individual, although these properties may not include all the design features of a specialist supported accommodation development.

Single occupancy properties may be required where an individual is experiencing problems living with other people or because landlords will not accept them due to their past behaviours, for example, fire setting. A single occupancy property may need to be located away from neighbours due to noise issues or the person's forensic history.



'Small support' involves commissioning bespoke care packages for people with a learning disability and/or autism. The 'small support' programme is being led by the Local Government Association (LGA) and aims to promote the commissioning of small providers with a maximum of around 30 to 40 people receiving support.

Considerations for specialist bespoke supported accommodation

- As autistic people with complex needs generally do not want to share their accommodation this model requires self contained accommodation without any communal areas.
- These very specialist schemes are mainly developed as single person bungalows grouped together with staff facilities on site. The number of bungalows provided on the same site are normally about six. [See a case study from Oxfordshire.](#)
- As far as possible these types of schemes should avoid being near neighbours and should avoid being overlooked by neighbours.
- In developing a bespoke scheme it is essential that the council and its health partners obtain specialist advice about the features required, as practitioners may not have this expertise - this could involve visits to other similar schemes.

A cross authority specialist supported accommodation development may be required where a group of authorities have insufficient people to sustain a specialist scheme in their own areas. These arrangements are quite complex and usually involve the 24/7 core care being jointly commissioned by the authorities (and often jointly with the ICB), with each authority contracting separately with the care provider for 1:1 care. The Mayman Lane development in West Yorkshire is an example of a jointly commissioned specialist autism scheme involving three partners, each with a specific number of units allocated across a development comprising six one-bed bungalows.

Purpose built supported accommodation

Purpose built supported accommodation normally includes a number of specific features but is not built to specialist bespoke standards. This model may include features such as solid wall construction and robust fixtures and fittings, as well as facilities such as an office for staff and communal areas. The design would normally meet accessibility standards to take account of people's existing and future mobility needs.



There are a few different types of purpose-built supported accommodation schemes, including:

- Long term intensively staffed supported accommodation providing a home for life with 24/7 background cover and 1:1 care and support for people with a severe and profound learning disability and autistic people with complex needs. New supported accommodation developments are normally provided as self-contained flats clustered together. Communal space is normally provided to reduce loneliness and isolation, as well as facilities for staff.
- Step down less intensively staffed supported accommodation providing background support for those people who need to step down from more intensive services, for example, a move from high care supported accommodation or from a residential care setting. Increasingly these types of schemes are designed as self-contained flats clustered together with some communal space to enable people to socialise.
- Hub and spoke model involving a supported accommodation hub with 24/7 cover and 1:1 care and support, together with outreach support to dispersed independent housing nearby. The hub is normally provided as purpose-built accommodation with self-contained flats and communal space or staff facilities and the dispersed units are ordinary flats, either developed on the same site or in designated accommodation nearby. The hub is usually long term accommodation, although some people may step down to the dispersed independent housing.

Purpose built schemes can either be new build developments or conversions of existing properties. The decision on the build type will largely be influenced by the needs that are to be met and the specific features that are to be included. Where additional design features are included, the more likely the scheme needs to be newly built. Some purpose-built supported accommodation schemes are very similar to general needs accommodation, with only a few added features.

Golden Lane Housing – Purpose built supported accommodation – North Lincolnshire

Cordage View is a purpose build apartment block in Grimsby providing supported accommodation for people with a learning disability. The property is leased to Golden Lane Housing (GLH) and won the Best Partnership award for the 2021 Inside Housing Development Awards.

The project received a £650,000 Department of Health grant, which also enabled the installation of technology to support independent living.

Key features include:

- 15 x one-bed apartments, offering independent living opportunities to meet the area's adult social care needs
- a communal lounge/kitchen for tenants and their visitors. The communal kitchen allows tenants to come together for social events and to eat and cook together
- a staff bedroom and suite, which includes some space for staff to work.



- secure fob-entry doors and gates with video calling capability.
- the building is 'futureproofed' to enable easy access and wheelchair access to all flats, which also include wet rooms, and tracking concealed in pelmets to support future installation of hoists and other features, making the scheme ready for adaptations
- assistive technology (AT) to enable independent living. There is AT that enables tenants to call staff if they require support through the night
- the care and support services for the supported living scheme are CQC registered and regulated.

The care and support services are commissioned by North East Lincolnshire and tenants receive 24/7 cover with shared core hours, as well as individual 1:1 hours. Referrals are made by adult social care to the care provider and GLH.

This model has worked well and there is high demand for the service. Most tenants are younger adults who have left home for the first time and require quite intensive levels of support.

Designated general needs housing with support

Designated general needs housing with support involves developing new provision that has no specialist features and then designating the accommodation for specific needs. Often these types of developments are newly built as a block of flats with 24/7 background support and/or visiting support. There are also examples where one of the flats in the block can be used for on-site staff, with the flat reverting to a designated letting where on-site support is no longer needed.

Sheffield City Council – Designated single occupancy accommodation

The Buchanan Green Older Persons Independent Living Scheme (OPIL) in Parson Cross in Sheffield caters primarily for the over 60s, after the city council identified a significant shortage of older persons accommodation and choice of homes for this age group.

The scheme provides a range of dwelling types including 18 bungalows and 114 apartments with a mix of one-bed, two-bed, and wheelchair-accessible units. The apartments are clustered around two courtyards with communal facilities at the centre. The associated communal facilities include a café, multi-purpose room and residents' lounge. Further to this, there are eight apartments designated for adults with a learning disability.

Half the new properties are available for the over 60s to bid for under choice based lettings and the other half for older adults referred through adult social care. There is a separate referral process to the eight apartments for people with a learning disability, with referrals received via social workers or care managers using the standard supported living pathway.



The eight designated apartments are all single occupancy with their own communal entrance, although access is permitted to the wider scheme through key fob security. The flats are built to accessibility standards but there are no additional specialist features such as sound proofing or anti-ligature fixtures and fittings. The council commissions 24/7 background support from a specialist learning disability care and support provider.

Designated general needs housing with support involves these units being relet to the same needs group, where a vacancy occurs. However, as designated units are essentially general needs housing, they can switch to being allocated through the housing register should referrals to the units cease.

Designated general needs housing can be provided as dispersed accommodation, for example a dispersed group of units for a community living model. It may be more difficult to designate existing general needs housing as these units have to be taken out of the lettings pool. However, the advantage of designated dispersed general needs accommodation is that specific units can be identified that are more suitable, for example, built to accessibility standards and in areas where there are good transport links and that are safe.

Community living networks

Community living networks work by connecting people living in their own homes with the local area, including neighbours and other people who are part of the network. The model can enable people to live in a network of houses or flats to support each other, as well as receive support. A support team provides a small amount of support to each network member and helps achieve their plans and goals.

Networks can include people who are living in a variety of private rented, social rented or shared ownership properties, as well as people who are living with their parents. For people with higher support needs, community living networks would involve additional one-to-one support based on a person's care plan. The benefits of the network approach are that people are connected across a particular area and are supported to engage with community life.

KeyRing – Community living network

KeyRing is a national organisation that works across 26 councils providing living support networks in the community. The networks have evolved over the past 33 years since KeyRing was first established as a charity. Networks involve providing support to people, including people with a learning disability and autistic people, to maintain their accommodation, make local connections, and develop social networks and natural networks of support.

People live in variety of networks, including the more traditional model of dispersed accommodation in a very specific locality, with a small team of paid staff and volunteers working around people. Increasingly KeyRing is supporting community



networks on a wider geographical basis (for example, across a council area), which still involves helping people connect with other people and providing a support team. This approach utilises transport networks and central locations, as well as digital connection. Wherever people live, and however far apart, the KeyRing network model is about connecting people and building resilience so that they can live as independently as possible. The predominant message being that connected people have support far beyond that provided through service delivery.

People mainly access social housing through council lettings arrangements, although some also can apply directly to housing associations. Many years ago, KeyRing would get direct offers of accommodation but the demand on social housing stock, and changes to council allocations policies, means that this is no longer the case. Where people need to move on from supported accommodation managed by KeyRing, there can be an arrangement with the council whereby a person obtains a higher banding status, which then frees up the supported accommodation for a new referral from the social work team.

Some people in the networks access the private rented sector, while others are supported to explore purchasing their own property. Some are already living in a property when they are referred to KeyRing and can often be at risk of losing their tenancy. KeyRing has a high success rate, around 99 per cent, in supporting people to sustain their tenancies.

KeyRing is funded through block contracts, spot purchasing, personal budgets (council managed and via Individual Service Funds) and people also self-fund. KeyRing has a few mixed contracts that include both support for people who are Care Act eligible, as well as prevention and early intervention services for people who are not. The purpose of these contracts is to prevent needs from escalating, as well as helping people develop skills to reduce their reliance on care and support. Some people who are Care Act eligible can move out of eligibility and this is considered a good outcome.

In most councils, KeyRing has community hubs which provide a place for people to meet and keep in contact with the friends they have made. When people no longer receive funded support and move on from KeyRing's services, they are encouraged to continue accessing these hubs whilst also maintaining the connections that they created in the network, the local area and through any of KeyRing's online communities.

Those who move on from KeyRing's more formal support mechanism might only need a small amount of help that could prevent a crisis and the approach allows for this light touch intervention. There are some who might return to the KeyRing service should their needs escalate, with many of the contracts and agreements permitting an open-door approach.

KeyRing's approach to volunteers is evolving. Where once the approach required a volunteer living in a licenced property in the network area, funding restrictions and housing availability has led to a more flexible approach based on the local area. The network still advocates the use of volunteers and local experience, however



much of this is accomplished by community volunteers, community connections and the peer support of those people accessing KeyRing networks.

Private rented sector

The private rented sector is a potential option for people with a learning disability who have low or moderate needs and autistic people who want to live in independent accommodation, particularly those people who are not Care Act eligible. There is an issue about the potential lack of security for tenants in renting in the private rented sector, however this can be mitigated if long term tenancies can be agreed which in turn creates positive benefits for landlords in security of tenancy length and security of rental payments.

One of the main issues for people with low or moderate learning disabilities and autistic people is the lack of low-level support to deal with any problems and to provide flexible support when needed.

The issues identified for renting in the private rented sector include the following:

- the quality of private rented accommodation can be poor
- the accommodation is generally insecure with landlords able to issue notices for no fault evictions
- rents are high and may be unaffordable
- landlords may be reluctant to allow adaptations.

Despite these issues the private rented sector can provide a viable option for people with a learning disability and autistic people. Some landlords prefer to accommodate people with a learning disability who have low or moderate needs and this approach can be supported by adult social care commissioners to prevent people from needing statutory care services.

It is important for councils and support providers to build trust with private sector landlords, so that they are not resistant to letting their accommodation to people with a learning disability and autistic people. Also, lettings agents can be encouraged to make reasonable adjustments to their processes for renting accommodation and make them more disability friendly.

For example, KeyRing's Oldham team has good connections with private landlords and encourages them to become part of the accredited landlord scheme with the council. These landlords know that people are receiving support through KeyRing to manage their tenancy and that consequently they are likely to be more reliable than the average tenant.

There are also models for using private sector accommodation, where councils or housing associations lease properties from landlords on a long-term lease, for example, for five years. This model can enable people with a learning disability who have low or moderate needs to be housed who do not need specialist fixtures and fittings. The



accommodation can be equipped with portable assistive technology, where appropriate.

Extra care housing

The main features of extra care housing schemes developed through registered providers are as follows:

- purpose built housing with support provided in self contained apartments with shared facilities on site
- 24/7 on site background care with 1:1 care where required
- waking night care. Both response and planned night care could be delivered to provide an alternative to residential care
- most apartments are for rent but schemes can also include apartments for shared ownership as well as outright sale
- the minimum size for an extra care housing development is considered to be 45 units to ensure viability, with many schemes up to and above 100 units.

Extra care housing has mainly been commissioned by councils to provide an alternative to residential care for older people, where people are unable to remain living in their own home either because adequate care cannot be provided, or the property is no longer suitable.

The eligibility criteria for extra care housing normally involve an age threshold of 55 and over, which can include older adults with a learning disability who have low or moderate needs. Increasingly intergenerational extra care housing is being provided to include younger adults, particularly people with moderate or low learning disabilities, people with mental health issues and people with physical disabilities.

Essex County Council – Rosebank Park extra care housing

Rosebank Park is a £11 million extra care housing development located in Harwich. The project was funded and delivered through a partnership between Funding Affordable Homes and Ashley House. The project also received a £2.3m capital grant from Essex County Council. When the scheme first opened in 2017 the age eligibility criterion was over 55.

The development comprises two main structures. The main building provides 58 one and two-bedroom apartments and a second building provides 12 one-bed apartments. The original intention was that the 12 units in the second building would be used exclusively for people with a learning disability.

After coming into management, it was agreed to adopt a more flexible approach to allocating units across the whole scheme, enabling people aged over 45 with a learning or physical disability to access the accommodation, as well as older people. This was felt to be a better approach to building a community across the scheme. To facilitate this change Funding Affordable Homes had to obtain consent from Essex Planning Department to reduce the age criterion for the scheme to 45



plus.

The scheme has a number of communal areas including a bar, lounge, dining room and courtyard garden, which can be used by all the residents. The on-site care staff are available 24 hours 7 days a week and there is a Careline alarm service.

The extra care housing complex is located in an existing residential area, with easy access to shops and transport facilities, including a bus stop on the site's boundary.

The accommodation is designed to Lifetime Homes Standards, providing flexible homes that enable people to be supported as their needs change.

The ownership of the asset is separate from the delivery of the service. Funding Affordable Homes owns the building and Orwell Housing Association manages it. Orwell provides the care and support as well as the housing management services for the scheme. Essex County Council commissions the care and support services.

Extra care housing can provide a useful housing option for older people with a learning disability and autistic people, where their family carer is no longer able to care for them. There are some examples where both the carer and the person cared for have moved into adjacent flats in an extra care housing scheme.

“We have had challenges with mixed client groups in extra care housing but that reflects real life. The outcomes outweigh challenges we’ve had.”

Council extra care lead

For younger adults with a learning disability and autistic people, the main benefits of extra care housing are that it provides 24/7 background support and their own self-contained apartment. An intergenerational mix has also been found to have positive benefits, both for older people as well as for younger adults. This may not be a suitable an option for all younger adults, as many young people prefer to live with their own peer group.

Bournemouth, Christchurch and Poole Council – all age extra care housing

Bournemouth, Christchurch and Poole (BCP) Council is a unitary council and came into being in 2019 through the amalgamation of the previous three councils.

The extra care housing provided in each of these three areas was commissioned separately, with the provision in Poole commissioned as all age extra care housing. This means that younger adults with a learning disability, mental health problems and/or physical disabilities can access extra care housing in Poole. The intention is to replicate the all age approach across all extra care housing in BCP.

Shaw Healthcare is the commissioned onsite care and support provider for the all age extra care schemes in Poole. The concept for these schemes is to replicate a community where there are people of all ages and Shaw and BCP have worked together to introduce this approach. Although there have been a few challenges, there have also been huge benefits through an intergenerational mix. The two largest schemes in Poole (54 and 45 units) are the main all age schemes, with one



scheme having about 40 per cent younger adult residents.

BCP has an extra care allocations panel that receives referrals from social work practitioners. While there is no quota for younger adults, all referrals must be Care Act eligible. There are robust eligibility criteria to ensure that there is a balance of needs in each scheme, rather than a balance by client group. The schemes are only able to accommodate people with a learning disability who have moderate needs, as this model is not suitable for people with complex needs.

The main benefits for people with a learning disability are that they not only receive support from the staff but also receive support from other residents, including their peers – this creates a stronger community. Many people with a learning disability move into extra care housing from living with older parents, to future proof their lives. For these people it is their first steps towards independence. Also, some people with a learning disability have been living in residential schools and have moved into extra care housing when they leave education.

The main challenge experienced with the model is that some younger adults have been accommodated who have chaotic lifestyles. This not only impacts on other residents but can specifically pose a risk to people with a learning disability who could be vulnerable.

The care and support staff provide support to people with a learning disability to help them gain independent living skills and to prompt them to self-care. An outcomes based approach has been adopted to delivering care and support to move away from a time and task approach, although many older residents also like scheduled personal care visits.

BCP recognises that there may be challenges in making all their extra care housing schemes all age, as there may be planning or legal issues to address as well as concerns from the owing registered provider landlords and current residents.

Affordability is a key issue for extra care housing in relation to

- rents and services charges
- care charges.

Rents cover housing costs while service charges cover services such as cleaning and grounds maintenance. These charges are eligible for housing benefits. Any personal services such as meals, laundry and other services must be paid for by the residents. The cost of the 24/7 background care service must also be paid for by the residents, unless they are Care Act eligible. Some councils subsidise the 24/7 background care to make it more affordable to self-funders.

Most extra care housing schemes involve the council having a formal nominations agreement with the housing provider. A joint panel, normally comprising representatives from adult social care, the housing authority, the care provider and the housing provider, decides on which applicants are allocated places.



Sefton Council – Extra care housing allocation policy

The aim of the extra care housing allocations policy is to promote independence and wellbeing for residents with care and support needs within an extra care housing setting to prevent and avoid admissions to residential care and hospitals and contribute to the council's preventative agenda.

Extra care eligibility:

Local connection. To access affordable rented extra care housing within Sefton the applicant must demonstrate a local connection. To demonstrate a local connection the applicant must have been living in the borough continuously for the previous 24 months.

Age. 55 or more will be the initial qualifying criteria, however, someone below this age, for example with a long-term disability, considerable care needs and older carers of adults with disabilities will be considered. Couples are eligible to apply where one of both meet the criteria.

Support needs. One applicant must meet at least one of the following criteria:

- have a support and/or care needs as identified through a Care Act assessment
- currently living in a residential home or nursing care setting
- have care and support needs due to a range of difficulties or disabilities as identified by an Adult Social Care assessment; or
- be an older carer of a partner or with a son/daughter or dependent with a learning, physical or mental health disability who requires care and support.

Care assessment and registered provider assessment:

The care provider will undertake a care needs assessment to determine the level of care required for the scheme and the housing provider will complete their standard allocation checks.

Age threshold. A threshold of approximately 80 per cent of residents aged over 55 should always be maintained. The only exception to this will be in any bespoke and/or smaller schemes specifically commissioned, which would have a higher percentage of younger adults with mental health, physical disabilities, learning disabilities and/or who are autistic.

Managing the balanced care profile. The extra care panel will be responsible for maintaining the balanced care profile. The balance of community is shown below:

- 30 per cent of residents with low
- 40 per cent of residents with medium
- 30 per cent of residents with high.



Nominations:

Sefton Council will have 100 per cent nomination rights on the first let of a property and 100 per cent of subsequent re-letting of void properties in the borough's extra care schemes. If the council is unable to make a nomination within 28 days, the housing provider may exercise its right to make a potential nomination to the panel.

Extra care housing panel:

The extra care housing panel will be responsible for maintaining a waiting list of successful applications ready for potential vacancies. The panel will consist of:

- a member of the complex care brokerage team
- at least one representative from housing
- at least one representative from adult social care
- a representative from the care and support provider for the scheme being considered
- a representative from the registered provider for the scheme being considered.

Accessing housing with support

There are usually several different routes to accessing housing with support, which can make access to this type of housing quite complex.

Councils have a variety of arrangements including:

- **commissioned supported accommodation** – where the council commissions all the units from a supported accommodation provider and has nomination rights to all vacancies. Councils normally cover rental voids after a certain period, where a vacancy cannot be filled, or allows the provider to seek referrals from elsewhere.
- **approved supported accommodation providers** – where providers have been accepted onto a dynamic purchasing system (DPS) or 'open' framework agreement. Councils purchase on a spot basis from providers, when a vacancy occurs. The provider can approach another authority where the vacancy cannot be filled.

Commissioned supported accommodation provides councils and ICBs with guaranteed access to supported accommodation, while a DPS or framework of approved providers only involves referral rights. Nevertheless, approved providers generally allow the council to have first refusal on any vacancies that occur in supported accommodation located in their area.

The process for housing people in supported accommodation usually involves social work practitioners referring Care Act eligible people to an adult social care housing panel, where decisions are made about whether to accept the individual for supported accommodation or to decline the referral or to defer for more information. Once accepted the process often involves the following:



Illustrative process for sourcing supported accommodation

- The brokerage team, or similar team, source a place in supported accommodation from the market.
- Usually vacancies in commissioned supported accommodation are considered first, before DPS or framework providers are approached.
- DPS or framework providers normally bid on the basis of on a resource allocation system (RAS) calculation for the support costs, a pen portrait of the person's needs and the preferred location for the accommodation.
- The response from the market is considered by social work practitioners who liaise with the person and their family, where appropriate.
- Once a placement is selected the provider is notified by the brokerage team or similar.

It can take some time to source a suitable home for a person, as there may be compatibility issues where the accommodation is shared, or the location may be an issue. This process may result with people being offered the wrong type of accommodation due to the lack of availability of supported accommodation.

The arrangements for accessing extra care housing usually involve a different process as the local housing authority has formal housing nomination rights to these schemes. Normally there would be an extra care housing panel that would consider referrals. Where councils have less than 100 per cent nomination rights then registered providers may allocate the accommodation to applicants on their own waiting lists.

Councils need to provide clear pathways to ensure the needs identified can be aligned to each type of housing with support option.

Summary

Models of housing with support include different types of supported accommodation, extra care housing and community living networks and can be summarised as follows:

- specialist bespoke supported accommodation
- bespoke single occupancy property
- purpose built supported accommodation - clustered flats
- purpose built supported accommodation - hub and spoke
- designated general needs housing with support – clustered flats
- community living networks in dispersed housing
- extra care housing – generic
- extra care housing – older people



4. Access to general needs housing

Introduction

This chapter covers access to general needs housing in the social rented sector, including shared ownership. General needs housing is defined as accommodation that does not have any specialist features, although some of the accommodation may be built to accessibility standards.

There is a shortage of general needs social housing, which has had an impact on people with a learning disability and autistic people who want to rent. This includes people with moderate needs who receive a care package and want to live independently, as well as people with low or moderate needs who are ineligible for care.

“Housing is in such short supply. We have 150 households in temporary accommodation and we have a large Ukraine population. I’ve never known the pressures so bad.”

Strategic housing manager

Social housing is often considered the preferred option for people with a learning disability who has moderate or low needs, rather than the private rented sector. However, some people may prefer to rent in the private rented sector due to the location of the accommodation and/or its proximity to family or community networks (see Chapter 3 for Community living networks).

Accessing social housing

Access to general needs social housing provided by councils and registered providers is largely through a local housing register. Each council has eligibility criteria for applying to a housing register, which can include factors such as local connection rules. Registered providers may be able to let a proportion of their general needs social housing directly, depending on the terms of the nomination agreement with the local council, for example an agreement may specify that the council has 100% nomination rights to first lets and 50 per cent to relets.



“A lot of people are joining the housing register because rents are going up in the private sector. There is a lot more demand on the register, even in the last few months, than we’ve had for a while. People who have not thought of accessing social housing are trying to get onto the list – there’s no more properties.”

Head of housing for a council

People with a learning disability and autistic people can apply to their local housing register, provided they meet the eligibility criteria. By being accepted onto the local housing register people are eligible for council or registered provider accommodation, depending on their priority. The way in which councils allocate housing does vary from one council to another and can involve bidding for a property through a choice-based lettings process or a points-based system.

One of the main difficulties for people with a learning disability and autistic people is navigating the application process and bidding for properties through a choice based letting system. Some councils are trying to make reasonable adjustments to their processes as illustrated below.

South Yorkshire – Reasonable adjustments to social housing application processes

Speak Up was commissioned to work with the local housing authorities across South Yorkshire to find out how easy their processes were for applying for social housing. The processes were tested by people with a learning disability and autistic people to identify what worked well and what could be improved.

The common themes that emerged from this work were that more accessible information needs to be provided as a lot of jargon was used, some websites were difficult to navigate, and people did not know where they could get support when they needed it. As a result, each council reviewed their online portals, as well as the support available to people with a learning disability, for accessing mainstream accommodation.

Cheshire West and Chester supports people who are struggling with making a housing application, either due to lack of facilities (for example no computer or internet) or communication, visual difficulties, learning disabilities and so on. A council officer from the choice based lettings team is assigned to ‘hold their accommodation needs’ and every week when the properties are released for bidding the officer will review the list of new properties against their ‘applicants list’ to see if any of them meet their requirements. If a property is identified as suitable the housing officer will submit a bid for the property on behalf of the person, using the original application information.



There are considerable pressures on social housing and only the highest priority applicants will be allocated this type of housing, for example people who are homeless, or living in overcrowded conditions, or with a health or welfare priority. People with a learning disability and autistic people may receive higher priority based on a medical condition or disability. Councils have specific policies for these needs, as illustrated in the example below.

Illustrative example of a policy on priority medical award

A priority medical award is not given on the basis of the medical condition or disability alone but upon the effect the housing circumstances are having on a long term and serious medical condition or disability.

There are two levels of additional priority on medical grounds linked to housing circumstances that can be awarded.

Emergency medical award: This is the highest priority award and will normally be considered where the criteria for a priority medical award is met and one or more of the following conditions also applies:

- someone is in hospital/residential care and cannot return home because it is not suitable
- risk to life
- extreme exceptional circumstances
- adult social care makes a nomination under the independent living and community support scheme.

Priority medical award: This recommendation will normally be considered if you, or someone on your application for whom you provide care, has a severe long-term limiting illness or permanent and substantial disability. Health or quality of life must be severely affected by the place you live in now.

Where a property is suitable on health grounds (for example due to accessibility, space or location) preference can be given to applicants where a recommendation made by a health advisor has been accepted.

Sheltered housing is normally accessed through the housing register. This option may be suitable for people with a learning disability who have low or moderate needs and autistic people aged 55 and over, who need accessible housing. Although most sheltered housing schemes do not provide support, scheme managers can be employed to ensure a safe environment. Some sheltered housing may be suitable as designated housing for adults with a learning disability who have low or moderate needs and autistic people, for example clusters of bungalows.



Shared ownership

HOLD is a variant form of shared ownership, which operates in the same way as the Shared Ownership model. It is designed as an affordable method for people with a long-term disability to purchase properties on the open market to meet their needs. HOLD is supported by the [Department for Work and Pensions and Homes England](#) and provides a relatively quick method for commissioners to expand independent living options for people with long term disabilities.

Under the HOLD scheme, buyers can select a property either on the open market or a new build. A registered provider purchases the property and then sells a percentage share of it back to the buyer, with the remaining percentage owned by the registered provider and funded by Homes England. Users of the HOLD scheme initially own between 25 per cent to 75 per cent of their home.

If a person with a learning disability or an autistic person is not employed, an interest only HOLD mortgage, for up to £100,000, can be made available provided that certain criteria are met. This type of mortgage is for people on high levels of state benefits with long term disabilities. Whilst a limited number of mortgage lenders provide mortgages to people who rely on state benefits the charity [MySafeHome](#) supports people to secure a lender.

Shared ownership - How the HOLD model works

Where this model is used by people with a learning disability and autistic people, a housing association buys the chosen property with the individual and their family. To buy its share of the property the housing association uses grant funding from Homes England, which helps to keep the rent low. Local authorities and the NHS can also provide capital grant funding to support the model, secured with a second charge on the property.

On the day the property is purchased, the housing association sells a share of the home to the person with a learning disability or the autistic person. The individual gets a mortgage to pay for their share of the property, with mortgage repayments covered by a repayable loan called Support for Mortgage Interest (SMI).

The shared owner pays rent on the share of the property owned by the housing association. Unlike other forms of shared ownership the housing association usually retains responsibility for the repairs and maintenance (as it would for tenants in its rented stock), the cost of which is then included in a service charge. The rent and service charge are eligible to be covered by the person's housing benefit.

When the individual decides to move on or dies, the property is sold. The grant from Homes England is paid back, to be recycled and invested into other property.



The pros of shared ownership are:

- greater independence, control and choice over location
- long term security
- the costs are less than outright ownership
- a large deposit is not required
- the lease ensures that the housing association is responsible for major repairs and maintenance
- family money can help buy the property.

The cons of shared ownership are:

- HOLD isn't available in all areas of the country
- there are some initial costs involved, for example, survey, legal fees
- selling can take time if a person wants to move
- relatively few lenders are willing to offer shared ownership mortgages to people who have to rely on state benefits.

Support for people living in general needs housing

People with a learning disability and autistic people living in general social needs housing usually need support to make connections with the local community, build friendships, engage with neighbours, feel safe and reduce isolation. People living in general needs housing can be vulnerable to exploitation and abuse and a support service can intervene early to prevent issues from escalating.

Those people who are Care Act eligible will normally be in receipt of a care package that can be used to commission services, such as a community living network (see chapter 3) or similar. These services support people to make connections with the local community and with other people with a learning disability and autistic people. The options for those people who are not Care Act eligible are much more limited, although there are examples of councils including preventative services within their commissioned contracts for community living networks.

Since the demise of the Supporting People programme 'floating support' services for people with a learning disability who have low or moderate needs and autistic people, who are living in general needs housing, have largely been decommissioned. Supporting People funding has largely been subsumed within adult social care budgets and has mainly been prioritised for those people who are Care Act eligible.



“There was a lot of reminiscing about the policy and practice of Supporting People, which funded flexible and often quite light touch support for people living in the community. And a sad resignation that in austerity-times, low level support was an early casualty.”

From a blog report on independent research by the National Institute for Health Research School for Social Care Research on people with a learning disability on the edges of social care

The lack of preventative support services makes it difficult for people with a learning disability who have low or moderate needs, and autistic people, to obtain support where they access general needs housing. They often have to rely on families for support, with many families not having the skills to deal with some of the practical support required.

The importance of low level support is that it can prevent people’s needs from escalating to the point where they require Care Act eligible services.

Targeted homelessness prevention

Most people with severe or moderate learning disabilities and autistic people with complex needs are unlikely to be in contact with homelessness services, as they will already be known to adult social care. People with low or moderate learning disabilities and autistic people who are ineligible for care will mainly be living in their family home, or in independent housing, and are likely to be at higher risk of homelessness.

The challenges people with a learning disability and autistic people face in obtaining housing, and navigating the benefits system, means that they are more likely to experience homelessness than the general population, as reported in the [Centre for Homelessness Impact’s ‘Homelessness and Disability in the UK 2023’](#)

People with low-level learning disabilities and autistic people may become homeless for a number of reasons including a breakdown in family relationships, a family carer no longer being able to care for the individual due to health or other factors, or difficulties experienced with maintaining a tenancy.

Staff who work in homelessness services may not know if someone has a low-level learning disability, or is autistic, and may overestimate how capable an individual is. [The Learning Disabilities and Homelessness toolkit 2022](#) has been developed for staff and managers in services supporting people with severe and multiple disadvantages to identify when learning disabilities might be a relevant issue. This toolkit may also be appropriate for council housing options staff to prevent homelessness, as well [a specific toolkit developed for autistic people.](#)



The Homelessness Reduction Act 2017 places duties on councils to intervene at earlier stages to prevent homelessness in their areas. These duties include:

- a duty to prevent. This means that housing authorities are required to work with people to prevent homelessness at an earlier stage
- a duty to relieve homelessness. This duty is for those people who are already homeless so that housing authorities support households for 56 days to relieve their homelessness by helping them to secure accommodation.

Housing options staff can prevent homelessness by working with landlords to address issues that may result in homelessness for those people with low-level learning disabilities, or by referring people to commissioned homelessness services such as generic floating support or supported housing. Also, some social landlords employ tenancy support officers who provide support to tenants who are at risk of losing their tenancy.

Summary

There is a shortage of general needs social housing, which has had an impact on people with a learning disability and autistic people who want to rent.

The options for accessing general needs housing are:

- applying for general needs housing through the local housing register. Some councils are trying to make reasonable adjustments to their application and bidding processes for people with a learning disability and autistic people.
- shared ownership through HOLD, which operates in the same way as the shared ownership model. It is designed to assist people with a long-term disability to purchase properties on the open market to meet their needs.

For those who access general needs housing the following needs to be considered for people with a learning disability and autistic people:

- low level support to make connections with the local community, build friendships, engage with neighbours, feel safe and reduce isolation
- the role of housing options in preventing homelessness by working with landlords to address issues that may result in homelessness
- some social landlords employ tenancy support officers who provide support to tenants who are at risk of losing their tenancy.



5. Funding sources for housing with support

Introduction

There are several sources of capital grants or loans to develop a pipeline of housing with support. Increasingly supported accommodation is being developed through private equity finance combined with high rents that are met through specified exempt and specified managed accommodation levels of housing benefit.

It is essential to assess the financial viability of housing with support developments, as the revenue funding needs to cover the recurrent costs involved with these developments including loan repayments, management and maintenance costs, voids costs and so on. In addition to the housing costs there needs to be clarity about the model of care and support and how these services will be commissioned.

“There are financial drivers in an authority to think in a global sense about how it is spending its budget to support the significant costs of statutory care. That should influence those who work in affordable housing to think about wedging housing with support into inclusive growth plans, as the authority spends most its money on vulnerable adults”.

Adult social care commissioning lead

Homes England

Housing providers can apply to the Regulator of Social Housing (RSH) to become a registered provider (RP) where the organisation provides, or intends to provide, social housing. Registered providers comprise a diverse group of non-profit and for-profit organisations including housing associations, specialist providers of supported accommodation, local authority subsidiary companies, commercial developers, and small charities.

Registered providers can access capital funding through the Affordable Homes Programme (AHP) administered by Homes England (and in London by the Greater London Authority). Registered providers are required to bid for grant funding to support the capital costs of developing affordable housing. The current AHP is running for five years from April 2021-26, with a target of delivering up to 130,000 affordable homes outside of London and 35,000 within London.



The Affordable Homes Programme includes the delivery of homes for:

- social rent
- affordable rent (80 per cent of the local market rent for an equivalent home)
- shared ownership (including HOLD)

There are two routes to access grant funding:

- scheme by scheme bidding through Continuous Market Engagement (CME)
- a multi-year strategic partnership to access grant for a longer-term development programme.

The grant funding through CME and strategic partnerships supports the development of housing with support. Homes England defines this type of housing as specialist housing, which is targeted at particular groups of people. The main types of specialist housing are:

- housing for older people.
- housing for disabled and vulnerable people (supported accommodation).

Housing for older people can include sheltered housing, extra care housing and retirement villages. Housing for older people can be remodelled or purpose-designed schemes that include special design features, as well as designated housing for older people with no special design features where support is also provided.

Supported accommodation is defined as low-cost rental accommodation provided by a registered provider, where support services are also provided. There is a Homes England target for supported accommodation homes of 10 per cent of all homes delivered. Supported accommodation can be developed both through new build and repurposing/improvement of existing homes.

Supported accommodation can be provided for a wide range of disabled and vulnerable people, including people with a learning disability and autistic people. The accommodation can fall into one of two categories:

- accommodation that has been designed, structurally altered or refurbished to enable residents with support needs to live independently
- accommodation that has been designated as being available only to people within an identified group with specific support needs.

The grant rate is measured as the grant per home, and supported accommodation is assessed against benchmarks for similar accommodation. Any additional costs involved in developing this type of provision are normally reflected in the bid for capital funding. However, the level of grant available is not always sufficient for many purpose built supported accommodation schemes for people with a learning disability and autistic people.



Homes England will also look at the following, when assessing bids for supported accommodation:

- how the scheme meets locally identified needs and complements existing services
- consultation with local commissioning bodies
- how the typology, location and design of the accommodation will ensure it meets the needs of the relevant client group(s)
- if revenue funding is needed for the intended operation of the accommodation, and whether this has been identified
- the exit plan or alternative use for the building, should commissioning priorities change in future.

The Greater London Authority's (GLA) Affordable Housing Programme requires bids for supported and specialist housing to be in line with locally, sub-regionally or regionally identified strategic priorities and evidence of need and be supported by the local authority.

There is a specific type of supported accommodation that is excluded from the Regulator of Social Housing's rent standard. This type of accommodation is known as 'specialised supported housing' and is defined as supported accommodation which offers a high level of support. The accommodation must:

- be provided by a registered provider under an agreement or arrangement with a local council or the NHS.
- not be funded through a public grant (or a negligible amount of grant), although it can be funded through a public loan (secured by means of a charge on the property).

Registered providers can either bid to Homes England or the GLA to provide supported accommodation, as purpose built housing or designated housing, or seek alternative capital funding for specialist supported funding using higher rents to repay loans (see section 5 section on on specialised supported housing).

Homes England capital funding - Hope House Oxford

The £1.9m project came about due to the need to find a replacement for the care home on Islip Road in Oxford, which no longer met the needs of the people with a learning disability who were supported in the home. Following extensive consultations with the residents and their family members it was agreed to relocate to a new purpose-built service, Hope House, which could offer more independence and security in a supported accommodation setting.

The service consists of 10 flats, accommodating 15 people in total, comprising six one-bed self-contained flats, three two-bed flats and one three-bed flat. The flats cater for people with more complex needs as they are built to lifetime homes standards, including a lift and wider doorways to accommodate wheelchairs. The scheme incorporates underfloor heating, concealed pipework and additional



acoustic insulation – all these measures broaden the scope of who can live there.

A number of partners were involved in the delivery of the project including Oxford City Council, Oxfordshire County Council and Advance Housing, the housing provider. The project was capital funded by the, then, Homes and Community Agency (now Homes England).

Housing Revenue Account

The Housing Revenue Account (HRA) is a ring-fenced landlord account, recording expenditure and income arising from housing provided by local housing authorities. Any local housing authority that owns 200 or more social housing units must establish an HRA.

Councils can borrow capital funding against their expected HRA rental income to develop council housing. The Housing Revenue Account borrowing caps that restricted investment by councils in building new council housing were lifted in 2018.

Council capital borrowing can come from several different sources including the [Public Works Loan Board](#) (see below). Loans can also be taken out from external funders and the HRA can borrow internally from the General Fund.

Supported accommodation can be developed as council housing through the HRA. This can either be a purpose built supported accommodation scheme or a general needs block of flats designated for particular needs, for example, for people with a learning disability and autistic people.

In addition, councils can retain 100 per cent of their capital receipts under the Right to Buy over a two-year period (22/23 and 23/24), provided that they are spent within five years. Councils can use this capital funding to invest in new social housing.

Public Works Loan Board

The Public Works Board (PWLB) lending facility is operated on behalf of HM Treasury and provides loans to councils, and other specified bodies, from the National Loans Fund for capital projects. Major local authorities (for example, metropolitan, borough, county, city and combined authorities) may take out PWLB loans.

Since 2004, under the prudential regime, major local authorities are responsible for their own financial decision making. They are free to finance capital projects by borrowing, provided they can afford to service their debts out of their revenues.

The PWLB is particularly useful for those councils that own less than 200 social housing units and do not have an HRA. This may be the case where the council has transferred their housing to a Large Scale Voluntary Transfer (LSVT) Registered Provider.



NHS England

From April 2021 NHSE capital funding for supported accommodation for people with a learning disability and autistic people has been managed by regions working in partnership with Integrated Care Boards. The aim is to improve specialist and supported housing options, working with colleagues across housing, health and social care.

The capital grant is for long term and short-term accommodation to enable people to be discharged from hospital or to prevent admissions. The capital funding can be used to purchase land, build new accommodation or carry out refurbishment or adaptations to an existing building. The capital can also support the purchase of a property using HOLD. The capital can be paid to:

- a local authority
- registered housing association
- care provider with charitable status
- private registered provider of social housing.

NHS England capital can be used alongside other forms of capital funding, such as:

- Homes England Affordable Homes Programme
- Disabled Facilities Grants
- private and social investment.

Specialised supported housing

Supported accommodation has been increasingly developed through a funding model involving the use of private finance combined with specified exempt or specified managed rents. The capital finance for this type of supported accommodation can be sourced as follows:

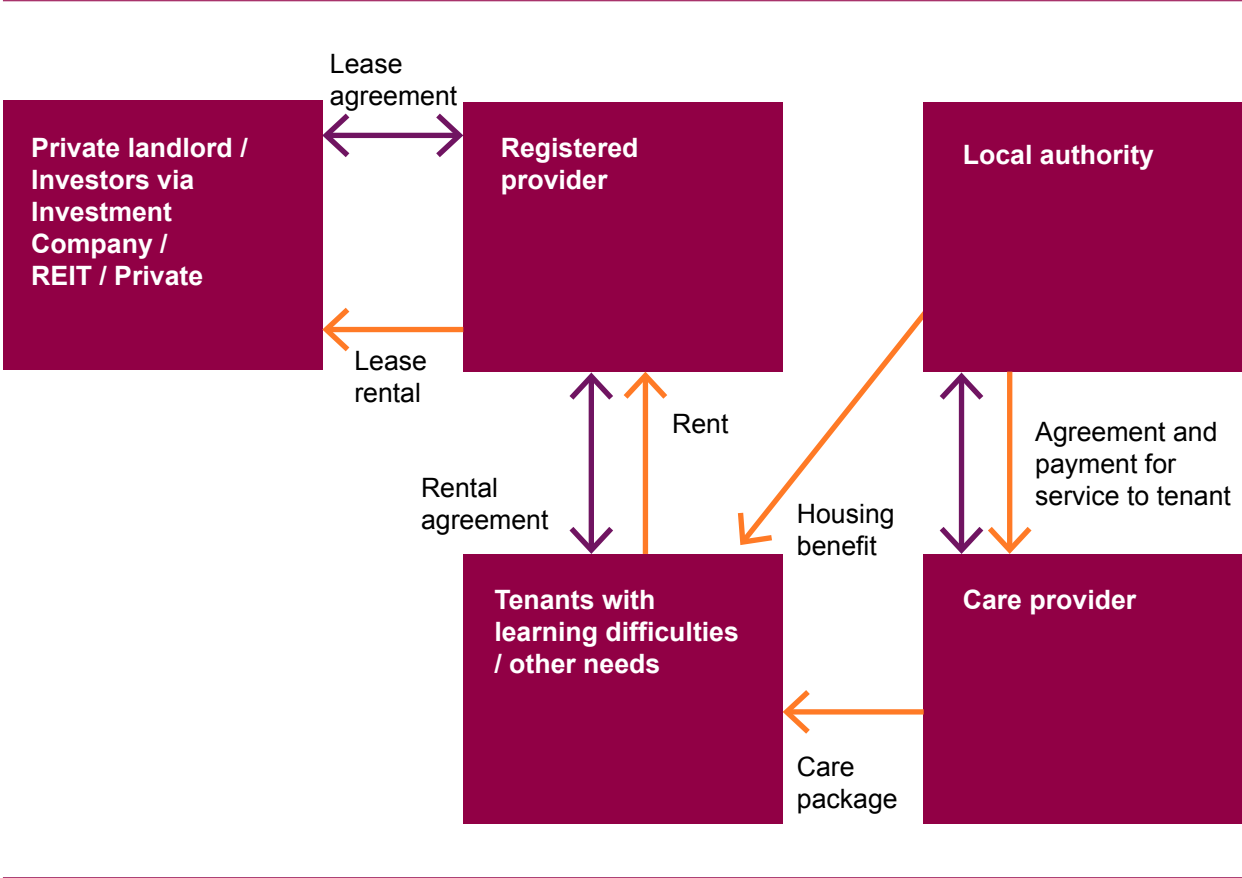
- registered providers can access their own capital borrowing facilities. These RPs can either be general needs housing providers or specialist housing providers.
- registered providers that specialise in lease arrangements with a developer where the development is funded by private equity or through a real estate investment trust (REIT).

This type of supported accommodation is known as specialised supported housing and is exempt from the Regulator of Social Housing's (RSH) rent standard as there is little or no public capital or subsidy involved. This means that registered providers can charge higher rents than would normally be charged under the rent standard, subject to meeting the qualifying conditions for specified exempt or managed accommodation (see 'Housing benefit' section).



The leasing model involves private investors providing capital funding to enable developers to acquire and develop supported accommodation, which is then leased to a registered provider on a long-term basis. Higher levels of rent are charged to cover housing costs, with the council commissioning the care and support services for the people accommodated.

Councils normally commission specified exempt or managed accommodation through their approved support providers on a Dynamic Purchasing System or framework agreement. Once commissioned the support provider works in partnership with a registered provider, which enters into a lease arrangement with a property developer or investment company. The council will not usually have a direct contractual relationship with the registered provider and will either enter into a contract with the care provider or 'spot purchase' care or support. This model is illustrated below:



Concerns have been raised about this model by the RSH following a number of regulatory notices and judgments. The [RSH has published a supplementary note on the long-term sustainability of the lease model.](#)

The RSH recognises that private investment plays an important role in supporting much needed growth and sustainable development of the specialist supported housing sector and positively impacts on the lives of vulnerable people. [The RSH has highlighted](#) that there is the potential for some providers delivering specialist supported housing to take on risks without the resources and skills needed to manage those risks.



Liverpool City Council – Use of specialised supported accommodation

Virtually all the supported accommodation developed through Liverpool's pipeline programme is funded through the specified exempt or specified managed Housing Benefit route (a total of 189 units to date for people with a learning disability). All the landlords are non-profit registered providers in line with the requirements of the City's supported accommodation strategy. The RPs enter into lease arrangements with developers to deliver the supported living.

Rent levels have been a challenge due to the build costs increasing since Covid. New developments started during Covid at agreed rents levels, but it has not been possible to obtain housing benefit approval for higher rents to reflect increased development costs. The city's commissioners work closely with their housing benefit department to check rents of proposed developments, due to the escalating development costs that have occurred.

Developers want to increase the number of units in new developments to enable them to become financially viable and stay within the rent envelope. However, through increasing the number of the units there is a risk that the CQC may not approve the supported accommodation scheme as compliant with their guidance, once it has reached completion stage.

The city's adult social care commissioners keep control of new developments through regular meetings with the care provider and housing partner. The city agrees all the specifications to ensure that the new developments meet their requirements. Although the formal contractual arrangement is through the care provider, the city employs a housing project manager to provide oversight of new developments, who is based within the commissioning team.

All the care providers that the city commissions are on an approved provider framework. The city will be moving to a flexible purchasing system for care providers next year, which will result in an increased number of approved care providers. This will mean that the commissioning team will need to develop tighter controls on proposed specialised supported accommodation, as new providers will not be familiar with the city's requirements.

Social finance

Social finance is an approach to managing investments that generate financial returns, while including measurable positive social and environment impact. There are several different ways in which to deliver social investment, including through Social Impact Bonds, social lending and social impact investing.



Social investment is repayable, often with interest. Examples of social investment in relation to housing can include:

- developing new build housing to meet particular needs
- renovation of a building
- buying equipment.

Secured loans make up a significant proportion of the current social investment market and social investors expect charities or social enterprises to demonstrate how they will repay their investors. In addition, to effectively demonstrating the organisation's financial resilience and sustainability, social investors also require evidence about the social impact delivered through the service being funded. It is important to demonstrate:

- a clear vision about the impact that the organisation wants to achieve
- how performance will be managed and the metrics used to demonstrate impact
- how the impact is reported.

United Response – Social finance

United Response began working with Social Impact Property Fund Manager Resonance in the autumn of 2020, when Resonance launched a social impact property fund for housing for people with a learning disability. This fund is used to finance the capital requirements for purchasing and refurbishing properties to meet people's needs, as well as all the associated costs such as legal fees and estate agent fees. The fund then leases the property to United Response, with the target aim of the overall fund producing an annual yield of around 6 per cent to investors in the fund.

The lease costs and housing management costs are covered by housing benefit on the basis of specified exempt and/or specified managed accommodation rules, as the rents for these schemes are exempt from the Regulator of Social Housing's rent standard and are not restricted to local housing allowance.

The partnership works well, with United Response and Resonance working together to source appropriate properties on the open market. Resonance then completes the purchase and secures a developer or builder to refurbish the property according to a specification agreed with United Response. This specification includes any specific adaptations required for each person who will live at the scheme.

Some of the benefits of working with a social investor, such as Resonance, is that the lead in time to get schemes up and running is short. Once a property is identified there is no lengthy property appraisal or mortgage or loan application processes to be gone through. For example, in one instance United Response identified a suitable property and it was possible to have it removed from the market and secured for United Response on the same day.



United Response has worked with Resonance due to their shared values, as a social impact investor. Some of the metrics used to measure the impact of the schemes include customer satisfaction rates, an assessment of how far people feel connected with their local communities, and case studies or anecdotes related to people housed in the schemes and how far they are thriving and developing their skills for living independently.

As an example, a scheme was developed through Resonance for three long term friends who knew each other at residential college. The scheme is a three-bedroom house with each bedroom having ensuite facilities, plus a communal living room and kitchen. The aim is for United Response to support these friends to develop their independent living skills and continue their education as they plan for their lives ahead.

Disabled Facilities Grant

A Disabled Facilities Grant (DFG) is a capital grant contributing to the cost of home adaptations, to enable eligible disabled people to continue living safely and independently. DFGs are allocated to councils as ring-fenced capital funding within the Better Care Fund. DFG is available to disabled people of all ages in all housing tenures, depending on eligibility, and is a means tested grant.

DFGs aim to help eligible older and disabled people to make changes to their home so they can access and use all essential facilities. Changes to the home could include widening doors, installing ramps, grabrails or a level access shower, building an extension, providing a suitable heating system or installing Assistive Technology to help a person live more independently.

Sefton Council – aids and adaptations for autistic people

Occupational Therapists (OTs) in Sefton Council are very involved with housing options for autistic people, including children and adults. The DFGs for autistic adults include making properties suitable for young adults transitioning from children's services, inpatients being discharged from hospital and bringing back people who have been placed in out of borough placements. DFGs for autistic adults are mainly used to adapt supported accommodation, which is usually in shared housing.

For autistic adults, the adaptations can include tough window covers to stop windows from being displaced, different types of locks, appropriate lighting, anti-flood devices in bathrooms, radiator covers, anti-ligature lighting, anti-smear coverings on the walls, vinyl on floors and so on.

There is a ceiling of £30,000 for each DFG application, including the local Home Improvement Agency's administrative fee. If the work can be achieved through minor adaptations the process is much quicker – the council has set a ceiling of £1,000 per case for minor adaptations, which are administered through the council's equipment stores.



Sefton's OT service participates in a housing group that looks at future supported accommodation developments. This process involves specifying specialist features and adaptations that need to be built into supported accommodation in the first place. A specialist supported accommodation scheme for autistic people is in the development pipeline and OTs were involved at the planning stage with architects and planners. Building specific features into the development at the outset means that a DFG is unlikely to be required in the future.

Revenue funding

This section focuses on the housing revenue required to underpin a housing with support programme. In addition, revenue funding will be required to meet the care and support needs of people.

Revenue funding for housing covers the following:

- rents
- service charges.

Rental income needs to cover the following:

- housing management
- planned and response maintenance
- major repairs
- loan repayments or lease payments
- voids.

Service charges need to cover the following:

- heating and lighting of communal areas
- grounds maintenance
- cleaning of communal areas
- concierge services (if any)
- personal services (in other words, costs met by each tenant such as heating and lighting of their own flat or room)
- buildings insurance.

The rents charged by registered providers are subject to the Regulator of Social Housing's rent standard, unless the type of accommodation has been excluded. The rent standard requires registered providers to set rents below market rents, either as social rents or affordable rents, depending on how the accommodation has been funded or delivered. Supported accommodation is subject to the rent standard, although there are some flexibilities in setting rents in recognition of the additional housing management and maintenance costs of this type of housing.



Specialised supported housing provided by registered providers is excluded from the rent standard. Rents for this type of housing tend to be higher than other types of accommodation due to:

- no public capital grant funding resulting in higher loan repayments
- where the accommodation is purpose built it may include specialist features
- the location of the accommodation may need to be very specific – no neighbours nearby
- the higher costs of housing management and maintenance.

Housing benefit

Rents and eligible service charges can be paid through housing benefit or universal credit for those people who are eligible. Eligible rents covered by the benefits system can include:

- social rents
- affordable rents
- local housing allowance
- specified exempt and specified managed accommodation.

Specified exempt and managed accommodation is subject to different rules, with fewer restrictions applying to eligible rents and service charges where care, support or supervision is also provided. This type of accommodation can be provided by a non-metropolitan county council, a housing association, a registered charity or voluntary organisation. A housing association for housing benefit purposes means a not-for-profit organisation that provides housing.

Under housing benefit regulations specified exempt and managed accommodation rents can be charged where care or support services are provided by the landlord or an organisation/person acting on behalf of the landlord. Specified accommodation consists of four categories and it is quite possible for a project to fall into more than one category, which are:

- exempt accommodation
- supported housing where the landlord does not provide the care, support or supervision
- domestic violence refuges
- housing authority non-self-contained supported housing (such as hostels).

Specified exempt and managed rents charged by a not-for-profit housing association registered as a registered provider are usually eligible for 100 per cent housing benefit subsidy, as councils do not normally refer registered housing association rents to the rent officer. Where the landlord is not a registered housing association, the council may only receive 60 per cent subsidy above the average market rent for accommodation, with the other 40 per cent being met by the council.



“We are seeing housing benefit subsidy loss increasing year on year, where the housing providers are not RPs. I know we can get some RPs that are subject to regulatory action but we get comfort from the fact that they are regulated.”

Housing lead for a council

Despite the high rents, specified exempt and managed supported accommodation has been found to be a cost-effective way of providing housing compared with alternatives such as residential care. Councils also benefit financially as the housing costs are normally fully covered by housing benefit, where the landlord is a non-profit registered provider.

A Mencap and Housing LIN report ‘Funding Supported Housing for all’ (2018) found that a person living in specialised supported housing required state funding of £1,569 per person per week for care and housing costs compared to an average of £1,760 for a residential care placement, where people have moved from residential care into this type of accommodation.

Feasibility appraisal

The development costs of supported accommodation can be much higher than those of general needs housing, where specialist features are incorporated. Also building costs have substantially increased in recent years due to supply problems and increased energy costs.

It is essential that any supported accommodation development is fully costed to ensure that the accommodation delivered meets the needs identified. There are examples where developers and registered providers have approached councils with proposals for schemes that when developed have not delivered the types of accommodation required, due to underestimated or increased costs.

When commissioning a new supported accommodation development, either through the council, a registered provider or a developer, an appraisal needs to be carried to ensure that all the requirements are built into the capital expenditure and the scheme is feasible.

Trafford Council – Feasibility appraisal tool

Trafford Council is a registered provider and develops some types of housing directly, such as temporary accommodation and accommodation for refugees. The council has found that the cost of developing supported accommodation through development partners has increased significantly and is exploring developing this type of accommodation directly.

Trafford uses a financial appraisal tool to assess the feasibility of each new development. This tool incorporates all the capital costs involved with a development, based on a detailed specification for each scheme. The capital costs also include appropriate contingencies. The tool includes any capital grant that may be available and the loan required through the council.



The appraisal tool then models the recurring costs based on the following:

- the costs of borrowing based on current rates
- property management and maintenance costs
- voids costs
- a reasonable return to the council.

Finally, the rental income is incorporated into the model. For existing projects this is normally set at local housing allowance rates unless capital grant funding is obtained that requires rents to be set at affordable levels. If specialised supported housing is to be developed by the council in the future, specified exempt and managed levels of rents could be incorporated into the model.

The model is extremely flexible and allows adjustments to be made to achieve a viable project; for example the cost of borrowing can be spread over 50 years to make it more affordable.

Councils and their partners need to take account of the following in any business case for a supported accommodation development:

- a clear specification to allow each item to be fully costed for the level of needs that are to be met (see Appendix 1)
- robust fixtures and fittings and specialist equipment, where these are required
- appropriate contingencies included in the capital costs
- ensure the works costs have been checked by a quantity surveyor
- the level of borrowing required and any capital grants
- the term of the borrowing
- the management, maintenance and voids costs and other running costs
- the rent levels that need to be met through housing benefit.

It is essential that the full project costs are established before start on site stage, as any cost overruns may result in reductions to the specification, or the council meeting the additional costs, depending on the arrangement.

“One of the challenges we’ve got is CQC’s approach to the number of units for proposed schemes. CQC are saying as long as the development conforms to right care, right support and right culture and are not campuses, then they will look favourably on it but not until it is actually built. CQC won’t provide any assurances, which means the properties may have to be sold by the housing developer if the care and support service cannot be registered.”

Adult social care commissioning manager



It is also important that rent levels are agreed with housing benefit departments before the project is approved and that the rents take account of any increase in building costs since the initial feasibility appraisal. For example, in one council the housing benefit department had agreed rents of £450 per week but increased development costs meant that rents had then increased to £515 per week.

Where concerns are raised by housing benefit departments about specified exempt and managed rent levels these can be addressed through making comparisons with rents of similar developments within the authority, or an adjacent authority, although this may not be possible for some areas.

Where an appraisal demonstrates that a project is unviable Homes England and/or other grant funding could be explored, to assess whether the project would be more viable through a combination of grants and affordable rents.

Care and support funding

Care and support funding for people who are Care Act eligible involves a social work assessment, which then results in an indicative personal budget (through using a resource allocation system). The actual personal budget is based on cost of the commissioned housing with support care package.

The arrangements for funding a person’s support in a housing with support setting normally involves a mix of background support and 1:1 or 2:1 care. The background support is intended to deliver care and support flexibility when it is needed, promote interaction between tenants, and provide shared care at night if required. Some people will need 1:1 or 2:1 care in addition to background support.

There are two alternative arrangements for delivering care and support which can enable people to have greater choice. These are as follows:

<p>Direct Payments</p>	<p>Some people choose to receive their personal budget as a Direct Payment. This means that the person is responsible for sourcing their own care and support services and choosing their housing with support provider. Where someone sources housing with care through a Direct Payment, the provider will charge the person directly for the care and support service. Some arrangements involve the provider charging the person for the on-site background support and the person having the option to choose a different provider for their 1:1 care.</p>
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Individual service funds (ISFs)

Increasingly councils are exploring the use of individual service funds (ISFs), which can provide an alternative to Direct Payments for people living in supported accommodation or their own tenancy. For example, KeyRing is an approved provider on an ISF framework agreement. Where KeyRing is chosen as a person's ISF provider, their role is to help the person to manage their budget and explore the best ways in which to achieve their personalised outcomes through a strengths-based approach. This focuses first on the person's own assets and natural networks of support to design, develop and live their best life. KeyRing can also help the person to purchase services from another provider. It is not assumed that because KeyRing holds the budget they will be the best organisation to deliver the support. For example, where someone requires personal care, KeyRing will work with CQC registered providers. The process is about being more creative with someone's personal budget whilst supporting them to be ambitious for their life.

Social workers are responsible for reviewing the care packages of people who are in receipt of Care Act eligible services. These reviews can involve an assessment of whether a person needs to live in a less restrictive environment, for example moving from a care home to housing with support. The process for deciding such a move can be quite complex, as a best interests assessment may need to be carried out where the individual's capacity is deemed lacking in the decision, including discussions with their family.

Social work reviews can also involve a holistic review of all those people placed by an authority in a supported accommodation service.

“We are reviewing anyone in each supported living service who needs a Care Act review, to make sure that we are not over-commissioning care packages. We are looking at the holistic stuff in the service rather than from one person's perspective. We are then looking at getting creative with assistive technology and shared support across different properties, as some providers have clusters of properties with their own individual waking night and sleep in.”

Social work practitioner

Preventative support services can be commissioned by councils to support people with a learning disability with lower needs. These can be standalone contracts or mixed with Care Act eligible contracts, for example, for a community living network.



Summary

The sources of finance to develop housing with support are:

- Homes England's Affordable Homes Programme
- The Housing Revenue Account (HRA) which is a ring-fenced local housing authority landlord account
- The Public Works Board (PWLB) lending facility.
- NHSE capital funding for supported accommodation for people with a learning disability and autistic people
- the use of private finance combined with specified exempt and specified managed rents
- social finance investment that includes measurable positive social and environment impact
- Disabled Facilities Grant (DFG) capital grant to contribute to the cost of home adaptations, to enable eligible disabled people to continue living safely and independently.

In addition, revenue funding will be required to meet housing costs and the care and support needs of people, which are:

- rent and service charges
- care and support funding.

Preventative services can also be commissioned by councils both for those who are Care Act eligible as well as those at risk of moving into care.



6. Partnership arrangements with registered providers

Introduction

To maximise the opportunities for developing housing with support there needs to be collaboration between adult social care, health, council housing departments and planners. There also needs to be a partnership approach between the council, health, care providers and registered providers.

The development of housing with support is complex and not only involves the provision of accommodation but also the delivery of care and support services. Although adult social care commissioners can secure more supported accommodation, through commissioning their approved care providers to work in partnership with specialist registered providers, there are other opportunities available through working more closely with their housing department colleagues.

“As local authority commissioners we are focused on the care provider market. You have to have really well established programmes of work to develop all the other relationships and interdependencies that are crucial for those affordable housing links.”

Adult social care commissioner

Partnership arrangements with registered providers play an important role in the development of a housing with support pipeline, either between the council and a registered provider or through a third party. Increasingly general needs registered providers are stepping back from developing housing with support, due to their concerns around financial viability, with some councils considering stepping in to deliver these types of developments themselves.

Developing a housing with support pipeline

The purpose of developing a housing with support pipeline is to meet both current and future needs. Adult social care is usually aware of the most pressing needs for housing with support, either because people are referred by social workers to placement panels or because a crisis has occurred where a person needs to be moved quickly.



“Some years ago we were expected to provide names for those who wanted housing but it was far too early. We just need housing services that can fit the needs of different groups of people without putting names to them – some individuals’ circumstances will change and some may go somewhere else. We cannot create a pipeline of housing services for individuals.”

Social work practitioner.

Increasingly, there are greater expectations from people with a learning disability or autistic people for housing with support that provides ‘own front door’ accommodation. A popular model involves clusters of self-contained flats with some communal areas, which enables care to be shared and reduces isolation and loneliness.

“We are moving to an individual flat model. Not too large – we prefer 8 to 12 flats with staff on site with some form of communal areas – this is what individuals are asking for. It has been a mixture of purpose built new build and conversion of existing properties.”

Local authority learning disability commissioner.

Producing a strategic housing with support needs assessment is essential for identifying the types of provision and number of units required to meet current and future needs. Communicating the identified housing with support needs to the market is an important part of the process, either through an Independent Living Strategy or a Market Position Statement, or similar document, and provides the evidence for registered providers to invest in a housing pipeline.

Cheshire East Council - supported accommodation pipeline.

Cheshire East has produced a commissioning advisory document for supported accommodation for people with a learning disability and autistic people. This guidance is for potential developers and housing providers who seek to provide supported accommodation within Cheshire East. The guidance details projected need for Cheshire East residents with a learning disability, or who are autistic, including young people in transition.

The core priority of the advisory document is to improve and increase the accommodation offer in Cheshire East for people with a learning disability and autistic people with a range of care and support needs. The document sets out three key strategic objectives, which are:

Stimulating the market involving working with developers and registered providers to:



- attract the development of new and refurbished homes, in areas of need
- seek to increase funding opportunities through Section 106, NHSE and Homes England
- promote one bed self-contained homes with their own front door, that host a communal area as necessary, with appropriate space both inside and out to support good health and wellbeing.

Replacement of existing accommodation involving working with registered providers to:

- increase the supply of suitable homes that can replace existing accommodation such as bedrooms in shared houses
- design homes which are accessible, sustainable and future proofed for the needs of the individuals.

Meeting projection of need involving:

- planning for the future need in accordance with age, support networks and required care.

Cheshire East is stimulating the market in terms of increasing the accommodation offer, which has involved clear commissioning requirements in terms of unit size, use of assistive technology, design, materials, and layout to meet need. This process so far has led to a development pipeline of 88 units in self-contained supported accommodation for people with a learning disability and autistic people.

A housing pipeline can provide greater choice for people, for example providing an alternative to a care home placement. Also, many people prefer to live in supported accommodation provided as a cluster of self-contained flats, rather than live with other people in shared supported housing, which is currently the predominant model.

Stimulating the market by letting developers and registered providers know what is needed means that councils are not reacting to developers coming forward with their own proposals.

“You need to develop a pipeline of housing and not rely on developers to be reactive by coming up with ideas. You need to stimulate developers by telling them what you want. We will work strategically with partners who want to develop and we need to stop them buying old hotels and bed and breakfasts, as that quality is not good enough. It has to be own front door.”

Adult social care lead on supported accommodation



An important aspect of working with the registered provider market is to remodel or replace existing supported accommodation. Remodelling or replacing existing supported accommodation may not generate additional units, but the process does result in making the stock fit for purpose and a reduction in voids.

Liverpool City Council – supported living pipeline

In 2019 Liverpool worked with housing providers, care partners and other stakeholders to produce a commissioning strategy for supported living. A transformation programme was based on the strategy, as there was a large volume of supported living accommodation in the city provided in small shared houses with high levels of voids.

There was an imperative from both a finance perspective, as well as from a quality perspective, to improve the supported living offer. Most people with lived experience of learning disability services wanted their own front door and didn't want to share with others, although a few liked to share with friends. The model people wanted was their own front door, with some communal spaces within the accommodation, and overnight staff cover.

As the city only had a few 'own front door' developments, adult social care commissioning began to work with housing providers and care partners to change their perception of what supported living could look like going forward. The development of a pipeline was based on the needs identified, including those people living in existing supported living who needed to move, young people coming through transitions and people needing to be discharged from hospital.

The pipeline was mainly delivered through care providers working with registered providers, as adult social care did not have a direct relationship with housing providers. However, some housing providers/developers have directly approached commissioners with proposals for accommodation. The delivery of the pipeline was driven by the needs analysis in the supported living strategy, which was shared with the market – therefore the market was able to respond to the city's requirements. The pipeline programme is a mix of new build and renovation schemes.

There has been more of a targeted approach for those properties that needed to be decommissioned. All the new replacement developments have been built to accessibility standards in line with the strategy, as some people living in existing properties were unable to access facilities on other floors such as bathrooms.

There is a significant amount of work being done on how technology can support staff and individuals in new developments. The city has an assistive technology lead who works with commissioners to look at how to improve people's independence by incorporating technology into new services by being involved right at the outset.

There is a total of 189 new supported living units being developed through the housing pipeline for people with a learning disability and autistic people, of which 128 have opened. Once a new development is in the housing pipeline there is a process to agree the individuals who will move in.



Councils with housing pipelines emphasise the importance of working with registered providers, rather than unregistered housing associations, charities or community interest companies (CIC). Registered providers are regulated by the Regulator of Social Housing and councils normally receive full housing benefit subsidy where specified exempt or specified managed rents are charged by non-profit registered providers.

Sheffield City Council – specialist accommodation plan

The South Yorkshire market position statement (MPS) for housing with support has provided strategic data on projected demand for supported accommodation from people with a learning disability and autistic people in Sheffield. Sheffield adult social care is building on the MPS to develop a specialist accommodation plan, which will have a broader scope than the needs of people with learning disability and autistic people.

There are currently around 700 ‘units’ of supported accommodation across the city. For most of this accommodation, the care provider is on the council’s DPS or framework of care providers. The council’s brokerage team is responsible for placing referrals in vacancies that occur in existing supported accommodation services. This process is supported by a referral form which is completed by the social worker or assessor. The referral data collated from the referral forms provides a profile of those people who require supported accommodation, the types of supported accommodation needed and an indication of current and future demand. The process for developing the specialist accommodation plan will involve an analysis of the referral forms used by social workers to refer people to supported accommodation.

In addition, Sheffield adult social care is coproducing the specialist accommodation plan with people with lived experience of services. The intention is that the demand data and the findings from the coproduction process will be brought together in the specialist accommodation plan, leading to plan being approved by the adult social care and health committee during 2024.

In the meantime, new supported housing developments are being taken forward that match the assessment of demand. The main approach to the delivery of supported accommodation involves approved care providers being commissioned to work with their partner registered provider and developers. Although adult social care is developing links with their strategic housing colleagues, there is a recognition that the lease-based model will mainly deliver new developments because of the pressures on affordable housing grant.

Even though adult social care does not directly commission registered providers or developers, the council does have control over the supported accommodation developed through the arrangements with their commissioned care providers. Adult social care also works closely with the council’s housing benefit department over rents levels for these types of developments. CQC are consulted over new supported accommodation developments, which has been a positive process as all new schemes are fully integrated into the community, even those that are relatively large (for example, 14 units).



The future model of supported accommodation is primarily self-contained accommodation clustered together, so that people can live near their peers and still have their own space. Most existing supported accommodation in the city is in shared housing, as many people with a learning disability and autistic people were rehoused from long stay hospitals. Younger people have different aspirations and want their own flats, as they feel more empowered. The engagement process has highlighted some concerns about the concept of a 'home for life', as many younger individuals want more flexibility and the opportunity to move as their lives change.

Sheffield's approach to a supported accommodation pipeline is not to build this type of accommodation for specific individuals but rather to use demand data and the coproduction process to develop the right housing, in the right locations, to the right level of quality. This will mean that there will be an ongoing demand for this type of supported accommodation, irrespective of whether individuals move.

Due to the lack of access to general needs social housing some councils are developing housing with support in self-contained accommodation with less intensive support, either as purpose-built accommodation or designated accommodation. The key features of this type of accommodation are that it provides ordinary self-contained flats (purpose built schemes may include some common areas) combined with lower levels of support.

Market management

One of the most important aspects to developing a pipeline of housing with support is managing the provider market.

As many supported accommodation schemes are developed through the lease model, speculative developers can acquire properties that may not meet the council's priorities, for example shared accommodation rather than self-contained accommodation. Developers may enter into arrangements with neighbouring authorities for referrals, which can increase pressures on community learning disability services in the host authority.

It is essential that only those supported accommodation developments required by local commissioners are taken forward. This requires an assertive approach to managing the supported accommodation market, so that all potential proposals are considered by the council first.

Good links between adult social care and health commissioners, housing benefit departments and planning officers are important, as intelligence can be obtained about proposals for speculative supported accommodation developments. Housing benefit departments can alert commissioners when they receive submissions for higher rents and planning officers can alert them to relevant planning applications. Planning applications can be refused where the Local Plan or SPD discourages certain types of supported accommodation developments.



Working with the care and support provider market

Many councils have commissioned Dynamic Purchasing Systems (DPS), or framework agreements, to create a list of approved providers that deliver care and support within a housing with support setting. The approved support providers normally work in partnership with registered providers who provide the accommodation.

A DPS or framework agreement is normally procured under the light touch regime (LTR), which means that there is a considerable amount of flexibility about how these services are commissioned. The Procurement Act 2023 incorporates a new light touch regime, including related flexibilities for social care and health services, with an anticipated go-live date of October 2024.

The approved care and support provider arrangements can be summarised as follows.

Dynamic Purchasing System (DPS)	A DPS for social care normally involves several 'lots', for example, supported accommodation, extra care housing, care and support, innovation, often organised by client group. Providers must meet certain requirements to be accepted onto a DPS. A DPS under the LTR can either be 'open' all the time which allows new providers to apply at any time or it can be opened to the market from time to time at the discretion of the council. There is no restriction on the number of providers that can apply and be accepted.
Framework agreement	A framework for social care normally involves several 'lots', for example, supported accommodation, extra care housing, care and support, innovation, often organised by client group. Providers must meet certain requirements to be accepted onto a framework and the council can restrict the number of providers accepted. Under the LTR most framework agreements are 'open', which means that the framework can be opened to the market at any time at the discretion of the council. Frameworks normally have term of four years, although under the LTR this is not a legal requirement, and they can have a longer term.

A DPS or framework that includes housing with support normally involves providers bidding to provide support services to people within an accommodation-based setting, where these people have been assessed by the council as needing these services. This arrangement relies on appropriate vacancies becoming available at the right time within existing housing with support provision.



DPS and framework providers can also approach councils with proposals for new housing with support schemes, to meet the needs identified within the authority's strategic plans. This process usually involves the council commissioning approved care and support providers to work with their partner registered providers and developers to deliver new provision to meet projected needs.

The use of DPS and framework providers to develop new housing with support schemes means that there is no direct relationship between the council, the registered provider and the developer. Although this process does insulate council from risk, there is a lack of council control over any new provision being developed. It can also reduce people's choice and control over their support provider, where there is a long term agreement between the support provider and the landlord. Increasingly councils require a partnership approach involving the selected care provider, the registered provider, the developer and the council working together.

One of the key challenges to the delivery of care and support is the lack of suitably skilled and qualified staff to sustain the housing with support market.

“Some providers are finding that it is nearly impossible to recruit the standard of staff that they need and this causes quality issues within providers. There are so many jobs available (in other sectors) that less people are choosing care and we've got providers that are pulling the plug on things at the moment because it is not sustainable.”

Social work team manager

Approved registered provider list

Many local housing authorities have an approved list of registered providers that are their selected development partners.

The reason for creating a list of development partners is to simplify the process of developing sites by working with a small group of partners that have been selected on the basis of local criteria. Registered providers can also be selected that are strategic partners with Homes England, with grant allocated to develop both rented and shared-ownership properties. Some councils include a secondary list of approved registered providers for specialist or supported accommodation developments.



Doncaster Council – Registered social landlords Dynamic Purchasing System (DPS) – Provision of affordable general needs and specialist housing

Doncaster Council has established a DPS for a period of five years to create a list of approved registered social landlords. Organisations seeking to join the DPS must be able to demonstrate compliance with the legal requirements and standards including:

- registered with the Regulator of Social Housing
- qualified Homes England investment partner
- demonstrable experience in the successful development and delivery of affordable housing for either general needs or vulnerable groups (in other words, specialist supported living).

The objectives of the DPS are to create a list of quality registered social landlords who are:

- motivated and willing to work in partnership with the council to develop/deliver quality affordable homes across the borough to meet a wide variety of needs
- proactive participants within local neighbourhoods, with the aim of creating enhanced communities where residents can thrive
- provide a long term commitment to increasing the borough's housing offer and in turn contributing to enhancing the local economy and environment
- willing to collaborate with the council to invest in all types of neighbourhoods to help meet unmet need in areas where the council doesn't have suitable land availability
- ensure that housing need is met through high quality housing delivery or developments (quality design, flexible design or living spaces and build, highly energy efficient, and high quality housing management)
- whom the council can build trusted relationships with in the long term
- able to demonstrate a strong track record of delivery (within Doncaster, and/or other local authorities and Homes England), who put their customers first, and are open and transparent.

With an increase in the amount of provision developed as specialist supported housing through the lease model, some councils are considering establishing a list of approved registered providers to specifically develop housing with support. This arrangement will enable councils to:

- manage the market and avoid speculative proposals
- ensure that they work with registered providers that are not subject to regulatory action
- only work with (non-profit) registered providers to avoid any housing benefit subsidy issues.



As there may only be a few housing with support developments annually within each council, it may be more effective to create an approved list of registered providers for housing with support on a sub-regional basis.

Where housing with support is developed by a registered provider through Homes England capital funding or a Section 106 agreement, the housing authority will normally have a partnership/development agreement with the RP. This type of arrangement provides the council with greater control over the development, often involving a steering group of adult social care commissioners, practitioners and OTs.

Nominations and voids

Nomination and void agreements have been a key feature of partnership arrangements between councils and registered providers. These arrangements have enabled councils to have exclusive nomination rights to housing with support provided by registered providers.

Nomination agreement	This type of agreement gives a council exclusive nomination rights to specific housing with support developments. Normally the council would have 100 per cent nomination rights for adult social care to place people in new lets and relets. For extra care housing sometimes the nomination agreement involves a 50/50 split with the registered provider.
Voids agreement	A voids agreement is normally linked to a nomination agreement for supported accommodation and covers the cost of rental voids after a certain period, where the council is unable to identify anyone to nominate. Some arrangements involve the council having full nomination rights without a voids agreement, meaning that the provider can seek referrals from another authority after a certain period.

Many councils have been moving away from nomination and voids agreements for supported accommodation. This is mainly because most existing supported accommodation is provided in shared housing, which can result in long term voids due to compatibility issues. To avoid the high costs of covering rental losses on voids, councils are increasingly commissioning on a spot basis from approved care providers placed on a DPS or framework agreement.

“With all our supported living that we commission, the care and support provider has a separate arrangement with the RP around nomination rights and void liability for rent – the council doesn’t have any formal nomination agreements or formal agreement to cover the cost of rental voids. On one measure this is seen as advantageous but on another measure we have a lot less control.”

Adult social care commissioning lead



Councils are increasingly developing the 'own front door' model of supported accommodation, which involves much less risk of voids. These developments either involve the council working through their care providers, who then partner with a registered provider, or working directly with a registered provider. Some councils acknowledge that to stimulate investment for new supported accommodation it may be necessary to enter into nomination and rental void agreements.

Where a council is responsible for covering the costs of background support in a housing with support scheme, these support costs are usually covered by the council, where a void occurs. With spot purchasing the council would normally not cover any support voids costs.

Summary

To maximise the opportunities for developing housing with support there needs to be collaboration between adult social care, health, council housing departments and planners. There also needs to be a partnership approach between the council, health, care providers and registered providers.

Producing a strategic housing with support needs assessment is essential for:

- identifying the types of provision and number of units required to meet current and future needs
- communicating the identified housing with support needs to the market through an independent living strategy or a market position statement, or similar document
- managing the provider market.

Councils have a number of different arrangements for commissioning housing with support from the provider market, which include:

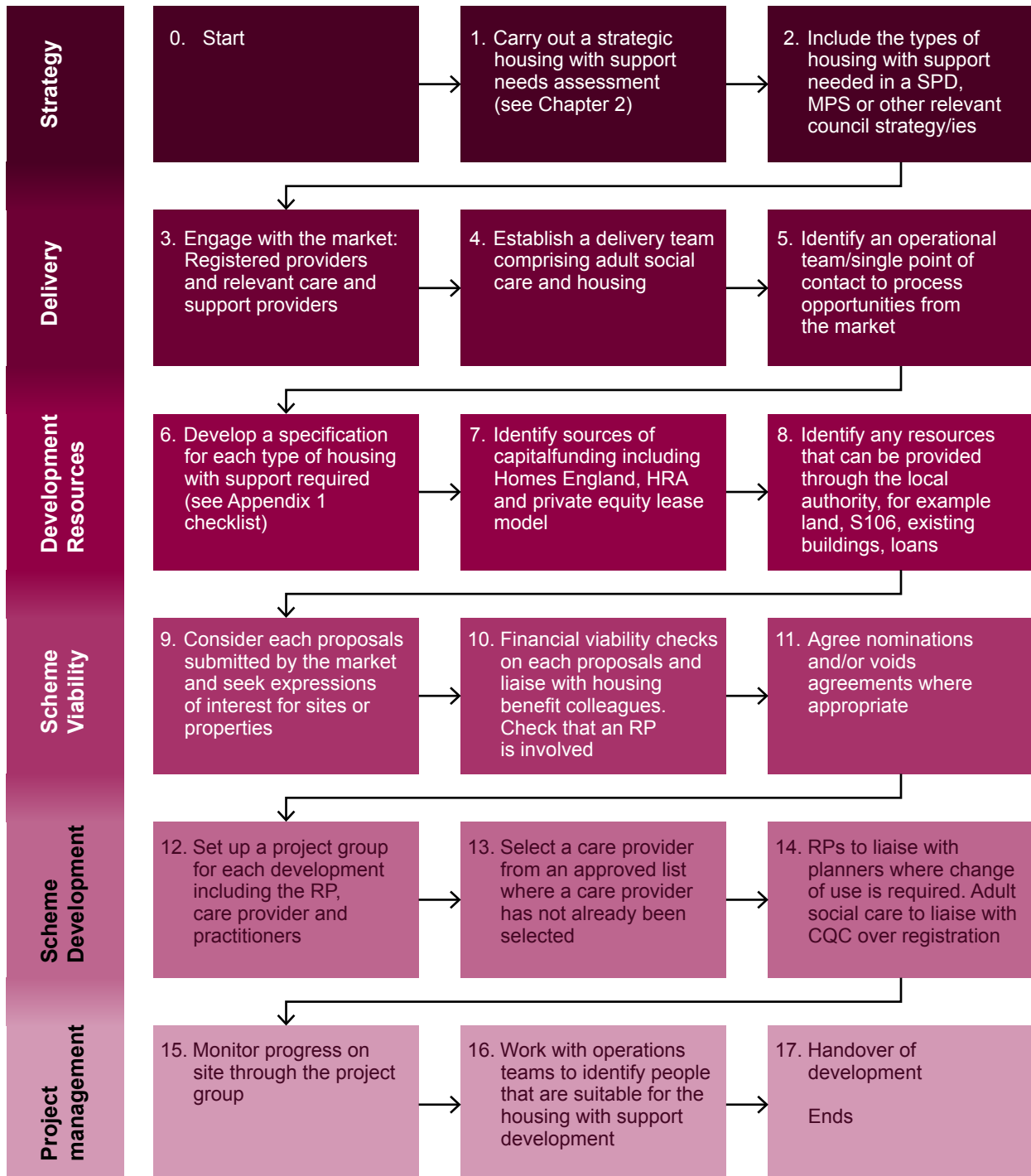
- Dynamic Purchasing Systems (DPS), or framework agreements, to create a list of approved providers that deliver care and support within a housing with support setting. The approved support providers normally work in partnership with registered providers who provide the accommodation.
- An approved list of registered providers that are the local housing authority's selected development partners. Some councils include a secondary list of approved registered providers for specialist or supported accommodation developments.
- Nomination and void agreements between councils and registered providers for supported accommodation although many councils have moved away from these arrangements so that they are not no longer responsible for voids costs.



Flowchart for developing a housing with support pipeline

The diagram below illustrates the process involved with developing a housing with support pipeline.

The following stages are involved: developing a strategic needs assessment, taking forward the delivery process including market engagement; identifying resources for new developments including capital funding; assessing of the viability of each scheme; setting up a project group to take forward the development of each scheme; project managing the on site stage and handover on completion.



7. Arrangements for securing affordable housing

Introduction

Section 106 (S106) Agreements are legal agreements between local housing authorities and developers, which are linked to planning permissions.

The Community Infrastructure Levy Regulations (2010), introduced by the Planning Act 2008 and in force since 6 April 2010, allow local planning authorities to impose a charge to fund infrastructure to support growth, when granting planning permission.

The Levelling-up and Regeneration Act 2023 provides the government with the power to introduce new regulations to establish a new infrastructure levy regime. The existing Community Infrastructure Levy (CIL) will continue in London (the Mayoral CIL) and Section 106 agreements will continue to apply alongside the new levy.

Section 106 agreements

Planning obligations, also known as Section 106 agreements, are agreements made between local housing authorities and developers and can be attached to a planning permission to make a development more acceptable in planning terms. The land itself, rather than the person or organisation that develops the land, is bound by a Section 106 Agreement.

For all planning applications that involve affordable housing, applicants are required to complete a Section 106 agreement to ensure that the required amount affordable housing is developed, meets certain standards and is allocated to local people most in need of affordable housing.

A commuted sum may also be paid as an alternative to the provision of affordable housing and the council will usually consider this option where this would make the development more viable and deliver more affordable homes. The authority could, for example, use the commuted sum to help to acquire and renovate houses elsewhere for affordable housing.

Councils can develop guidance to influence the use of Section 106 agreements for the provision of housing with support. The example below illustrates this type of guidance, where a county council with adult social care responsibilities wishes to influence district, borough and city authorities with housing responsibilities.



Kent County Council – Developers contribution guide

Kent County Council's (KCC) Developers Contribution Guide informs district, borough and city authorities and developers about the impact new developments have on KCC's services and the subsequent developer contributions required to mitigate those impacts.

This guide is not a statutory planning document: however, it is material consideration. KCC therefore, requests that all city, district and borough authorities to give it due weight in terms of plan making and planning application decisions.

KCC has produced a number of technical appendices to the guide including one for adult social care (ASC). This appendix emphasises that a key priority for ASC is enabling residents to live safely and independently in their own communities for as long as possible.

The ASC appendix explains that under its Care Act duties, and to support a sustainable care market in Kent, KCC produces adult social care commissioning market position statements. These provide a snapshot of current demand, supply, and opportunity across the county; they are reviewed regularly as demand, and fluctuations in the wider health and care economy, affect affordability and provider confidence.

KCC therefore expects large new developments and settlements to provide supported housing and will seek S106 contributions to purchase nomination rights for its individuals who need these services. KCC will use the local plan process and encourage changes to local planning authority housing policy to require new residential developments in Kent to provide for this shifting housing need, including:

- supported housing for those people of working age - smaller housing units that may be delivered by a registered provider, or in conjunction with a private landlord
- housing with care ('extra care housing') for older people on a range of tenures including rental, shared ownership and private freehold.

The way in which housing with support provision is delivered through a Section 106 can vary. For example, a developer may be required to provide a serviced site at nil cost, with the council selecting a registered provider to build a housing with support scheme on the site. Alternatively, the developer may be required to build a housing with support scheme and transfer it to the ownership of a registered provider.

“We are working out long term housing investment models, including the use of Section 106 to get supported accommodation built – but it has to wash its own face when it is operating. If we can bring back out of borough placements and get rid of the profit element, and enhance the money on support, it seems like a no brainer.”

Head of housing for a council



Community infrastructure levy

In April 2010 a number of measures within the community infrastructure levy (CIL) regulations came into force. These reforms restricted the use of planning obligations and clarified the relationship between planning obligations and the community infrastructure levy. The levy is a local charge that councils in England and Wales can choose to charge on new developments in their area to fund infrastructure, for example:

- transport schemes
- flood defences
- schools, hospitals and other health and social care facilities
- parks, green spaces and leisure centres.

Developments may be liable for a charge under CIL if the local planning authority has chosen to set a charge in its area.

New developments that create net additional 'gross internal area' of 100 square metres or more, or create new dwellings, are potentially liable for the levy. Some developments may be eligible for relief or exemption from CIL.

Affordable housing continues to be delivered through planning obligations rather than the levy. Councils can also continue to pool contributions for measures that cannot be funded through the levy.

There is considerable flexibility in how to use CIL, but there are a few do's and don'ts as outlined below (from the Hertsmere Local Plan 2017):

CIL can be used

- to expand, improve or repair existing infrastructure to support development; or
- on its own or jointly with funds from other councils, to fund infrastructure located outside, but that will benefit, the development of the local authority.

CIL can't be used

- to fund affordable housing - except when using the neighbourhood share (15 per cent or 25 per cent - see below) allocated to town and parish councils or the equivalent share in unparished areas.

CIL shouldn't be used

- to make up for existing deficiencies in infrastructure provision unless those deficiencies will be made more severe by new development
- to pay for all the infrastructure required locally: CIL is just one of a range of funding sources that the council and other service providers can use



- to fully fund individual projects: priority will be given to those projects where CIL money levers in additional funding from other sources. CIL should be seen as potentially filling funding gaps that arise when other identified sources of finance for a project have been exhausted; or
- as an alternative to normal sources of maintenance funding or for revenue costs such as salaries.

Town and parish councils do have more flexibility in how they use CIL as they are not limited to using it to fund infrastructure. For example, they can use it to fund affordable housing provision within their area.

Summary

Planning obligations, also known as Section 106 agreements, are agreements made between local housing authorities and developers and can be attached to a planning permission to make a development more acceptable in planning terms.

Councils can develop guidance to influence the use of Section 106 agreements for the provision of housing with support.

In April 2010, a number of measures within the community infrastructure levy regulations came into force. These reforms restricted the use of planning obligations and clarified the relationship between planning obligations and the community infrastructure levy.



Appendix 1

This design specification for supported accommodation is largely based on Wolverhampton's design specification for supported housing for people with complex needs.

Any design specification should be co-produced with people with lived experience and their families.

Some of the HAPPI (Housing our Ageing Population: Panel for Innovation) design principles can be applied to new developments to:

- ensure plenty of natural light and ventilation.
- enable installation of new and emerging technologies
- provide well-connected areas that promote natural observation and encourage interaction and support independence while avoiding an 'institutional feel'.
- ensure the development engages positively with the street.
- ensure the flats are energy-efficient, well-insulated and well-ventilated.
- ensure that adequate storage is available.

LGA guidance can also be used on housing to support people with sensory needs.

The specification below allows commissioners to select the features and fittings that are most appropriate for the needs being met.

General specification

Plenty of natural light and ventilation	<input type="checkbox"/>
As far as possible there should be no ligature points (including on Fire doors)	<input type="checkbox"/>
Fire resistant flooring throughout flats and communal meeting space	<input type="checkbox"/>
Key fobs	<input type="checkbox"/>
No skirting boards.	<input type="checkbox"/>
No radiators, under floor or alternative heating preferred.	<input type="checkbox"/>
Communal corridors should be internal and wide.	<input type="checkbox"/>
Communal corridors should have suitable floor covering,	<input type="checkbox"/>
Glazed doors and/or windows in corridors for increased natural light.	<input type="checkbox"/>
Fire doors and fire exit lighting	<input type="checkbox"/>
External doors and flat doors all to have level access.	<input type="checkbox"/>
Fenced external garden space.	<input type="checkbox"/>
Parking for staff	<input type="checkbox"/>
Low level gates at entrance	<input type="checkbox"/>



The flats

- Each flat should be 36sm minimum
- Robust fittings, furniture, and fabric
- Soundproofed
- Although the flats are for one person, the bedroom should be large enough to accommodate a double bed.
- Windows should have integral blinds.
- No radiators, heating needs to be under floor or a suitable alternative.
- Heating temperature needs to be controllable in each flat
- Design showers and wet rooms so that they are large enough to have a bath fitted if required.
- Window restrictors
- Spy holes in front doors
- Door entry intercom
- A lockable cabinet in the kitchen to store medication
- No skirting boards
- Vinyl flooring throughout
- Safety locks on bathroom doors so can be unlocked from outside if necessary.
- Phone Line to each flat
- Internet cabling to each flat
- TV cabling into each living room and bedroom
- Wired smoke alarm to each flat
- Fire panel linked to Call system
- Switch to isolate water and electricity
- Temperature control on water
- No ligature points eg no high handles
- Flush light fittings
- Flush switches
- Large windows to maximise light
- Appropriate number of sockets
- Inbuilt extractor fan in kitchen
- Downstairs flats to be wheelchair standard and have direct access to outside space
- Anti flood detection sensors at each water outlet
- Fridge / freezer and washing machine to be supplied by tenant and fitted by contractor
- Electric cooker (and separate hob if applicable) to be supplied and fitted by contractor



Technology / electrical

- No gas. Heating by electric
- Standard version wired smoke detectors
- Phone lines to each flat, office and staff room
- Cabling to support internet fitted to each flat
- A communicable warden call system, with Telecare Interoperability overlay
- Fire panel linked to Warden Call system
- Build to include technical ability to support the full range of assistive technology systems
- All internal doors, external doors, and ground floor windows to be fitted with sensors to monitor/trigger alarm
- Intercom to each flat
- CCTV with camera by the front door linked to the office
- Panic button in office / staff room
- Inbuilt extractor fans in all kitchens
- Fire exit lighting
- Switch / tap in each flat to isolate electricity and water
- Motion sensors in external areas to trigger lighting
- Anti-flood detection sensors at each water outlet in each flat

Common room, kitchen, office, meeting room/room for staff to sleepover and shower room

- Robust fittings, furniture, and fabric
- 1 X common room with minimum eight sockets including kitchen area with a minimum of an additional eight sockets
- phone line and Internet cabling to common room
- 1 X single room for staff sleepover/meeting room with minimum eight sockets.
- Phone line and Internet cabling to staff room
- Build to include technical ability to support the full range of assistive technology systems.
- Connection for TV in the communal lounge
- Vinyl flooring throughout
- All light fittings and switches to be flush
- Toilet/bathroom for staff sleepover) with a shower not a bath
- The space for these combined facilities should equate to 2 x 1B flats
- The space should be configured to allow for a straightforward future conversion of the communal space to 1B flats (to allow future building use flexibility)
- Call button in communal flat
- A cooker and hob to be supplied and fitted in the communal kitchen



External

Motion sensors in external areas to trigger lighting

Garden

Private, fenced safe and secure boundary

Large garden

Fence height should be around 6 ft in height

Access garden directly from door from building

Grassed and paved areas (contractor should consult on actual design)

Some raised beds

Garden bench

Car park

Open to residents, staff and visitors, low level gate

Minimum seven regular spaces, one ambulance space

Covered and secured cycle parking for staff

Other

Signage – ‘No Smoking’ for communal areas (number as appropriate)

Signage – ‘Fire Exit’ (number as appropriate for number of fire doors)



Appendix 2

Sources of further information

Learning Disability England (2024). Housing Guide:

www.learningdisabilityengland.org.uk/welcome/projects-and-partnerships/housing-guide

Care Quality Commission (2022). Right support, right care, right culture:

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LGA/ADASS (2018). Home ownership for people with long-term disabilities (HOLD)

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www.mrassociates.org/knowledge-base/specified-accommodation/cat-1-exempt-accommodation/what-is-exempt-accommodation

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www.mencap.org.uk/sites/default/files/2018-04/2018.052%20Housing%20report_FINAL_WEB.pdf

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www.england.nhs.uk/publication/brick-by-brick

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