A Housing Strategy
for People with a
Learning Disability

prepared for

Kent County Council Housing Implementation Group
of the Learning Disability Partnership Board

Nov 03
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1. Introduction

The White Paper Valuing People produced in 2001 asked Learning Disability Partnership Boards to develop local housing strategies for people with learning disabilities by 2003. It asked housing and social services to work together to expand housing, care and support options in order to give individuals more choice and control over where and how they live.

Peter Gilroy the Director of Social Services said at a conference on this in February 2003 –

“The challenge for services is delivering on a new set of aims and providing greater opportunity and choice. As professionals there has always been a tendency to prognosticate and to underestimate peoples’ abilities. The challenge is to our imagination and for people that they can achieve and exceed any expectations we have for them.”

A Housing Implementation Group has since been working on this Strategy for the Partnership Board. This is the first draft of their report which will be circulated for consultation before going to the Partnership Board for their approval.

The Strategy is for a period of three years and will be reviewed and updated annually. The Kent Partnership Board, Housing Implementation Group and District Partnership Groups will be responsible for monitoring progress, supervising as necessary and for further consultations.
The Kent Housing Strategy is a plan for housing and support for learning disabled people in Kent. Learning disabled people have been asked for their views. Here are some of the things that they said:

- **We should be involved in the planning of new housing as it is for us!**
- **Where do we get easy and understandable advice about housing?**
- **It's up to the individual to make their own decisions and choices**
- **We should have the opportunity to think for ourselves**
Forms and paper work to be clear and easy to understand so we know what is going on!

Housing plans need to be taken step by step

People planning housing need to ask what we want as we are all individual and have different needs.

We want support with our housing but do not want to be taken over.

“I enjoy living in my own flat. I didn’t get much help where I used to live but I get good support now and am involved in what is going on around me.”  (Brian Griffiths)

“I enjoy living in a supported Living Scheme; if I need support it is always there. I was given the opportunity to look at the flat to see if it was suitable for me.” (Julie Gray)
Other things that are important to us:

- We want to put together information in our own person centred plans or reviews.
- We should think about people who need a lot of support too.
- There should be more wheelchair access to accommodation.
- We would like to have more information about housing so that we can make our own choices.
- We need to know how close the shops, bus stops and train stations are from where we live.

Thanks to Brian Griffiths, Julie Gray, Lizzie Johnson, Richard Relf, Kerry Johnson and Julie Dobinson.
2. How the Strategy has been developed

The government White Paper *Valuing People* said that housing and social services should work together to expand housing, care and support options for people with learning disabilities. Learning Disability Partnership Boards were asked to develop local housing strategies for people with learning disabilities by 2003.

In February 2003 representatives from all the Districts were invited to a conference. There were staff from housing health and social services, housing and support providers, family carers and service users.

Peter Gilroy, Director Social Services gave the introduction and aims of the conference. Someone who had recently moved from a residential care home to her own home, a move which many others might wish to make, described how this had been arranged and managed. The aims of the White Paper were set out and the implications for housing and support work considered including the Supporting People programme.

Each district had the opportunity to discuss and record their ideas about the key issues for local service development and their aims and plans for services.

A presentation was also given on ideas for extending the range of housing and support options.

It was proposed at the conference to

- encourage ground up approaches to developing strategies in each district
- involve District Partnership Groups in this process
- establish a Kent wide Housing Implementation Group with cross sector membership
- work on the housing strategy reporting to the Partnership Board.
- consult and involve the Districts in this work
- provide some practical assistance through further workshops

Following this conference the Housing Implementation Group has met several times. Meetings have been held in the Districts to discuss local ideas and plans and to listen to the views of family carers and service users.

The Housing Implementation Group agreed that the East and West Kent Joint Policy and Planning Boards have been involved with the work of producing the strategy.
3. Aims and principles

Aims

This housing strategy has five key aims, which address the fundamental drive of Valuing People to ensure that all adults with learning disabilities have the same choices and options about where and how they live as the rest of the population.

1. To maximise the choice of housing options for adults with learning disabilities.
2. To provide clear and easily accessible information on the range of housing options available and help with individual plans.
3. To ensure that support is provided to enable individuals to access and maintain independent homes.
4. To provide a network of flexible and varied services to high standards that meet individual needs.
5. To work in and build partnerships:
   - between housing, health and social services
   - with service users, families and carers
   - with a network of service providers

How services will work

We should try to ensure that people with learning disabilities have the same rights and are entitled to the same expectations and choices as anyone else, regardless of the nature of their disability.

It is important to listen to their views and opinions about what people want.

People with learning disabilities are entitled to be treated with dignity and have support to achieve greater independence.

The needs and viewpoints of parents and other relatives should be respected and families helped to plan ahead.

Consideration should always be given to someone’s wishes to maintain local links with family, friends and neighbourhoods.

Those with older carers should be helped to plan ahead for independence in order to avoid crisis where parents are unable to continue to care.

Support services will take account of people’s needs for safety and security in the way in which services are provided.

The direction for services is:
- social services, health, housing and other agencies working together
- moving from residential care to supported housing
- developing community support services
- empowerment through direct payments
4. A Profile of the County

Kent County Council Kent is the largest local authority in the country with a population of 1.3 million. Medway became a separate unitary in 1997 and the County has 12 District Council areas each with a social services disability team. The social service Districts are managed in three social service areas.

There is an impact both for housing and social services because of people moving into the area for work or retirement. Many hotels converted into houses of multiple occupation to accommodate patients discharged from long-stay hospitals in the London area. The seaside towns have an above-average older people retirement population. In addition many people have been placed in residential care, in the eastern Districts.

How many people with learning disabilities live in Kent?

Valuing People says that 2.5% of the population have a learning disability, which is about 34,000 people in Kent, 26,000 of whom are adults. About 5,500 have a severe learning disability and 4,000 of these are adults. An estimated 1,500 more people are placed in Kent from other areas (mainly London).
5. National policies: Valuing People, Housing Strategy, Supporting People

This Learning Disability and Housing Strategy has developed taking account of the four key principles of Valuing People: rights, independence choice and inclusion.

Valuing People

This is the recent government White Paper on learning disability services. It also placed an important emphasis on the need for housing and support.

- To enable people with learning disabilities and their families to have greater choice and control over where and how they live.
- So that carers do not face continuing uncertainty in old age and their sons and daughters gain greater independence in a planned way.
- The full range of tenures, including home ownership
- Expanding the range and choice of housing, care and support services, giving individuals more choice and control.
- Accessible information in order to make choices.

Learning Disability Partnership Boards were asked to develop local housing strategies for people with learning disabilities by 2003.

Housing strategy: national local and regional framework

This Strategy should be read in conjunction with other strategies that also influence the delivery of local authority housing strategies. These include:

- Local Performance Plans,
- Public Sector Agreements
- Sustainable Communities (and Area Investment Frameworks)
- South East Regional Housing Strategy 2004/05 - 2005/06
- Homelessness Strategies

The Supporting People Strategy

The Supporting People Programme is a new central government initiative for:

- developing or sustaining someone's capacity to live independently
- expanding tenure choice for someone who remains in or will be admitted to institutional care
- giving refuge to those in urgent need such as homelessness

Recent joint guidance for learning disability said:
Supporting People is for the provision of housing related support for vulnerable people, which will often complement services provided by social services, health, housing authorities, and probation services.

At the end of last year locality plans were produced for all twelve Districts. There is a Commissioning body for the County and Districts and a Core Strategy Group of representatives of district housing strategy managers, health, probation and social services, to manage the programme on the basis of an agreed annual plan. Funding for the County programme totals £35 million some of which supports about 1,500 people in learning disability services.

6. Key issues for the Strategy that arose from the February Conference

At the conference people suggested that the following things needed to be done or thought about.

- Listening to service users and families, care over communication and use of language.
- Need information and specialist advice about the options for housing and support eg. on shared ownership or using family resources.
- Need a plan for a place to live as part of a ‘person centred plan’.
- To respond quickly in cases of crisis.
- Improve data on what people want, accommodation and support needs.
- Information on complex needs, autistic spectrum disorders, physical and sensory disability.
- Planning for older people with changing physical or support needs.
- The impact of out of area placements in Kent.
- Further mapping of existing services and resources to show vacancies, service gaps and to guide new plans.
- Clarity about the commissioning process.
- Using the Single Agency Assessment to bring housing and social care assessments together.
- The complexity of the organisation of social services, housing and health, Districts and county.
- Difficulty in some areas of access to housing because of local demand, cost or shortage.
- The use of the services provided through hospital resettlement.
- Partnership working to deliver housing and support more efficiently, to combine resources and plan for individuals.
7. Needs and supply mapping

The starting point for looking at need are the estimates of the number of children and adults with more severe learning disabilities in Kent (about 5,500) and with mild and moderate difficulties (28,000) This Strategy is concerned with both but the figures given below are based on the lower figure for adults with more severe disability.

The first two figures show the estimates of the number of adults with learning disability and of those living with carers over 70. The sources for these figures is in Appendix ii

Figure 1

Adults with learning disability

Figure 2

No with carers over 70
This estimate of people with carers over 70 works out at about 70 people in each District. This can be used as a baseline figure for the minimum number of places needed for accommodation and support.

**Moving On**

The *Moving On* project in West Kent has looked at the numbers of people needing to move on from family homes, residential care or other existing services to more independent settings within the next 5 years. Care managers and social workers identified needs, where people live now and the type of accommodation needed and how soon. The information from *Moving On* now needs to be updated and the survey method reviewed.

![W Kent Moving On project](image)

**Figure 3**

The project describes some of the options

**Transitional schemes**: a place for 2 – 5 years in a shared house with support and training provided to learn independence skills.

**Flats with support**: single self contained flats on a single site with some communal living space and on site staff.

**Single self contained**: ordinary flats with support, council, housing association and private landlords.

**Flatsharing** sharing ordinary 2/3 bed family dwellings with friends.

In East Kent the recent Supported Housing research project reporting in 2001 found from questionnaires to disability teams that the service needs were for

**Alternatives to residential care** housing and support models for those with higher support needs.

**Supported self contained** flats in small single site sheltered housing developments.

**Neighbourhood networks** of single tenancies such as Keyring.

**Independence training** units to offer people the chance to try independent/supported living.
There is a striking similarity of East and West priorities for housing options and it would be useful to continue the work of quantifying the different elements of demand and plans for service development.

The needs of older people and those with physical or complex needs

In the local District consultations the needs of those with autism, complex and physical needs were mentioned. Some detail is given in Appendix ii.

There is an increased awareness referred to in the White Paper of people with learning disabilities living longer and of their frailty and additional health needs in old age. People with physical and other complex needs are a significant proportion among those with learning disability. This will have an impact on the number of specially designed or adapted dwellings required. Very often something more than ordinary ‘general needs’ housing is required. People with needs arising from deaf-blindness, autism, or other communication problems may require specifically designed environments.

Deafblindness can be a hidden disability, particularly in the field of learning disability, where this client group may have a number of disabilities. The deafblind population of Kent and Medway U.A. is about 640 people. Specifically designed residential services are needed for people who use an alternative communication to speech using tactile cues and extra lighting for people with loss of vision. People with dual sensory impairment lack the opportunity to learn about the world around them unless they are taught by specially trained staff.

Placements in Kent by other authorities

The difficulty with needs and supply mapping is that it appears that there are plenty of residential care places but so many of the existing places in Kent are being occupied by people from elsewhere. It is estimated that 1,500 adults with learning disabilities are placed in Kent from other local authorities, mainly in residential care homes. These individuals remain the responsibility of their original placing authorities, but their health needs are met locally.

There are difficulties with the current rules about ‘ordinary residence’. First whether or not individuals become ‘ordinarily resident’ in a new local authority area when placed there by another authority in supported housing as opposed to a registered care home. A second related issue is if individuals wish, at some point in the future, to move from residential care into supported housing in Kent, then this would have real implications for demands placed on the authority for housing and support.

The experience is that many people are not well supported by their placing authorities, and are effectively abandoned here in Kent, often without reviews for several years at a time. As a result, issues of inadequate care, sometimes leading to abuse, are not tackled early enough. A project has been developed to explore this issue in Kent and some detail is given in the Action Plan.
What do people say they want

The government agenda has been about choice and independence. What does independence mean and what do people feel is important about 'a place to live'? These are some comments from those attending District Partnership Group meetings.

**Being independent was weird to begin with, it was quite hard. Now I'm never in.**

**It's important not to be lonely - to be safe and with friends.**

**I want to be near family and friends.**

**I like having my own flat but with other people nearby.**

**We need information about money, support, learning to do things for ourselves, cooking shopping, paying the bills. Can we have some ways of finding out about housing and support, can the information be made understandable?**
The need for additional housing

Priorities for new housing development programmes is one way of meeting those needs and others where design and built form is important. Some options are:

- Bungalow, ground floor, adapted or Lifetime Homes for the very significant number of people with learning disability who may have special health needs, physical or sensory disabilities.
- Single site clusters of self contained accommodation which allow independence with a range of support options for individuals with on site supervision.
- Shared housing with a good standard of individual and shared living space and amenity.

In each of the Districts the housing market is different. Reference is made to this in the Appendix on the Districts. Some areas face high demands and high house prices, others will attract more social housing development and it appears particularly important to understand the potential of the Communities Plan for growth in Kent. In each of the Districts there is a published Housing Strategy with this kind of information on housing supply and this needs to guide the plans of service commissioners.

It also reinforces the importance of communicating facts and figures on the housing needs of people with learning disabilities to the housing departments who are responsible for local strategies and for cross authority commissioning for some more specialised services.

Supply figures for Kent

Data collected regularly includes the

- caseloads of adults with learning disabilities,
- numbers of people supported in residential care,
- numbers of people receiving Supporting People Grant
- number of residential care places

![Supply figures for Kent](image)
The numbers of Kent people who are supported in accommodation is divided between supported housing (1,217) and residential care (1,193) – 2,410 places altogether. The total number of residential care places in Kent is higher at 3,240 because about 1500 non-Kent people are placed in Kent. This figure of 3,240 is made up of

- people placed by Kent CC
- people supported by health or health resettlement funding
- people from out of area

The residential care home numbers are particularly high in the coastal Districts, most of which are in East Kent. This places additional pressures on these Districts.

Health and resettlement homes

There are a number of places provided by hospital resettlement through Section 28A arrangements, health funding transferred to the local authority or other health funded community residential services.

<table>
<thead>
<tr>
<th>Community services</th>
<th>Health in patient</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Kent</td>
<td>295</td>
</tr>
<tr>
<td>West Kent</td>
<td>510</td>
</tr>
</tbody>
</table>

Table 1 – Placements funded by Health

There are a large number of people living in NHS accommodation who need to be given the option of living more independently. We have approaching 100 people living in NHS campuses, and others living in NHS run residential units.

Our strategic intent is that statutory held housing stock should be transferred into the independent sector, offering people with learning disabilities greater rights, more choice and flexibility and security of tenure [Working Together in Kent]. We are developing a single commissioning process to steer this, and will work to support people to make person centred plans about their own futures.

Key issues on needs and supply

Only half of Kent has the ‘Moving On’ estimates of need. This should be extended over the whole of the County. Besides this there is very little local information which asks about individual preferences, accommodation and support needs and special requirements that might be necessary for reasons of health, physical disabilities, ageing, sensory impairment, epilepsy, autism or communication difficulties. The Action Plan for this Strategy recommends that this will be carried out.

Based on the figures from the Moving On survey (which probably would not have reached all adults with a learning disability) and the indicative figures for
those with older carers the number of places needed is about 50 per 100,000 population. Surveys elsewhere which asked people if they want a move give numbers are for about 75 places per 100,000 population. Taken as a five year planning estimate this would be 10 - 15 places a year per 100,000 population.

From the tables given in Appendix ii there is a difference between the numbers of those with severe learning disability based on prevalence and the caseloads of adults known to services. This may indicate a gap in knowledge of needs.

In order to inform District Housing strategies the data on housing needs should be improved and regularly communicated to the housing departments. The *Single Agency Assessment* that has been developed in East Kent should be part of this data collection process and there is a Housing Need Referral Form to inform the District Authority of a service users housing need. It is completed by the social or health care professional with the service user and should follow on from an individual's Person Centred Planning. Bringing together the social care and housing needs assessment in this way is a vital part of the process of working with an individual.

As well as these indicators of need there are significant changes likely to be needed in existing services

- The review of services for people from other areas placed in Kent is likely to recommend changes.
- The plan to change most health funded placements into more ordinary housing and support arrangements
- A continuing drive to change from registered care to other forms of service.

An audit and appraisal is needed of existing services in order to inform these changes. It should pay attention to any particular shortages, for example in services for people with complex needs, autism, physical and sensory disabilities and challenging behaviour. This gap analysis should look at both housing types and types of support available.
8. **Resources: housing, funding and information**

**Housing**

There should be opportunities for someone with a learning disability to find housing through

- New housing association social rented housing and home ownership development
- Use of existing social rented housing stock and private sector lettings where this is of suitable standard and condition.
- Shared ownership programmes, Homebuy, and the purchase and repair of street property.
- Family purchase of housing or passing on family homes where parents are owners through the use of a discretionary trust or housing association

Where people need adapted or ground floor accommodation this will be particularly important. In consultation with service users location, for example to be near friends and family, access to community services etc, was very important. Another suggestion was to specify standards for accommodation for the suitability of existing rented housing.

The introduction of choice based lettings and its banding system will be important. In some of the Districts there is a regular quota of tenancies for those with special support needs eg the joint stock agreement in Dartford and Gravesham.

**Funding for buildings**

Accommodation can be funded through

- The Regional Housing Board process
- Local authority: Market Renewal Area (MRA) and Basic Credit Approvals.
- Social housing providers own resources and charities
- Shared ownership eg. Homebuy

There is another source of potential help in finding a home and that is through using family resources.

- Inheriting the family home
- Putting the family home into a discretionary trust
- Sale or leasing family home to a housing association
- Gift of family home to another organisation with conditions for its use.
- Using "equity release" to fund management and maintenance support
- Passing on the tenancy of a rented family home
- Building or buying a property for the son or daughter and renting to them
- Shared ownership when parents cannot afford to buy a property outright.
- Loans repaid by Income Support for Mortgage Interest (ISMI)
- Funds held by a discretionary trust
Some of these options are slightly complicated, such as Housing Benefit approvals for parents providing a rented home, or funding for shared ownership etc. We plan to run workshops in Kent to work through some of these issues.

Funding for capital through the use of shared ownership programmes and use of family resources is one area where information and good advice will be needed for people and their families. Some resources are suggested at the end of this document.

**Funding for support and living costs**

It is important to maximise the income available from various sources.

- Housing benefit for rent and eligible services
- Supporting People Grant for housing related support
- Independent Living Fund (ILF) for care and support for people with their own home who receive on high rate Disability Living Allowance (DLA)
- Council Tax benefit for Council Tax
- Income support, Disability Living Allowance for care and mobility
- Social services payment for assessed care needs
- Health funding for health care services
- Health funding transferred to the local authority for people resettled from long stay hospitals

**Funding in residential care or supported housing**

Registered care home placements and supported housing have quite different funding systems. In a registered care home the local authority assumes financial responsibility for the placement although the service user is required to make a financial contribution.

In supported housing whether shared or self contained there are several sources of income, Income Support, Housing and other benefits, ILF and Supporting People Grant. The resident has more of their own income but this may have to go to pay for household expenses. Some of the funding depends on the outcome of the social services assessment, some is the resident's as of right and Supporting People Grant and ILF are discretionary.

When planning for individuals we need to consider what income is available for the different options. This will also influence decisions about reshaping and possibly deregistering care homes.

**Supporting People Grant**

The introduction of Supporting People gives a special opportunity and structure for interdepartmental working. There is a positive relationship with the Supporting People team in Kent which is valuable.
The grant available for Kent is £35 million of which nearly £9 million is for learning disability services. Decisions have yet to be made about future allocations formulae which will influence the potential for growth. It will be important to seek to plan new housing developments with additional funding from Supporting People Grant and to establish good information on needs for this purpose.

Private Finance Initiative (PFI)

Proposals have been put forward to develop supported accommodation in small groups of flats for people with learning disabilities across 8 or 9 Districts in Kent through the PFI. This will go to Government for approval in December 2003.

Information

One of the points to emerge strongly in the government guidance, the earlier Joint Investment Plans and the recent consultation day, is the need for people, their families and care managers to have access to advice and information about options for services and help with finding their way through the system.

One idea is to develop a 'care pathway' showing how an approach to either housing or social care services would be advanced, how eligibility for services established and any formal application for help taken forward. This would fit in with the Single Agency Assessment process in East Kent.

Families and services users need to be told how this could work for them - who would be responsible for the process and for bringing the different parts of a housing and support package together. Although there has been encouragement for this in legislation and guidance, this still can be a barrier for people and their families. In the consultations people with a learning disability said they found housing applications difficult to understand.

The local challenge is to offer more immediate points of contact and direct assistance. This will include written information and information on the Learning Disability website. We will develop a publication for people with learning disabilities and their carers that will include local information and also national sources of information and advice.
9. Improving standards: quality systems, monitoring

Families, service users and managers have all stressed the importance of having services that are secure, safe and offer an improved quality of life. Recent research commissioned by the Department of Health showed the quality of life of people with learning disabilities in all settings was impoverished when compared to the general population.

For Partnership Board and local authority commissioners and service providers there are several reasons for looking at service performance:

- **Making a difference to people's lives**: personal growth, security, independence, social skills, or belonging to a community.
- **Value for money**: comparing different types of service or provider.
- **Maintaining specified service standards**: setting standards to be reached and seeing these are consistently met.
- **Meeting national and legal requirements** for the National Care Standards Commission, *Supporting People*, health and housing regulations.

The National Care Standards Commission have a set of standards for residential care homes and where services are not registered as care homes there needs to be an equally robust system for inspections and report.

For *Supporting People* the quality of each service will be monitored using a Quality Assessment Framework and an accreditation process. The essential items to be covered are: needs assessment and support planning, security, health and safety, protection from abuse, fair access, diversity and inclusion.

For Kent County Council there are three particular reasons for considering this as a part of the strategy.

(i) The authority are **accountable, as purchaser**, for ensuring that residents are well served and protected.
(ii) Where a service is provided by a partnership of providers: of social care and housing, there needs to be overall supervision of the whole.
(iii) The level of public expenditure by both health and local authority suggests that services should be tested for **value for money**.

**Standards**

There should be a commitment to raising standards of service and supervision and monitoring that this is achieved through

- Regular consultation with services users about their views and agree detailed service standards.
- A review all services during the lifetime of this strategy to ensure that they provide value-for-money and effectively address local needs.
- Service reviews with other funding bodies, such as *Supporting People*.

**Standards - expected measures of performance** - should be introduced to include
• The physical environment: accommodation, and amenity
• Individual rights and empowerment, terms of occupation
• Individual care and support, person centred plans, a support agreement
• Service organisation and management
• Staffing, training and volunteers
• Services provided

A checklist is suggested in Appendix iii

10. Commissioning

Planning for housing

Strategic commissioning, our big plans for what sorts of housing we want in which parts of Kent will all come together in the Housing Boards in East and West Kent. The identification of housing support and personal support needs is carried out in partnership between Housing Departments, Social Services, District Partnership Groups, and Primary Care Trusts.

Planning with individuals

Commissioning for an individual person will usually happen in their local District. We expect that the Housing Officers will work closely with the other people who are developing a plan for this person (perhaps a circle of support, where a group of friends and staff help the person to work out what they want, and then support them to get it). They will all contribute to a single ‘assessment’ which explains what the person wants and what they need, and make a plan to get these things. A key part of this will be working out what the right housing will be, and then finding it.

District Partnership Boards and the Integrated Teams in each District will pull together the information of what individual people want, and will work with the Housing Departments so that this information gets built into District and Kent-wide plans.

District Teams

In Districts the Team Manager and the District Manager have the responsibility for making sure that each person has a plan. Social Services follow some rules (eligibility criteria) that say which people they will definitely help to find housing. We also have to find the money to put plans into action: from the Council and from Benefits. We will want to find out about all sorts of different ways of finding money for housing.

Strategic Development Team

Across Kent as a whole there is a Strategic Development Team working to implement the ideas in Valuing People and our local strategy Working
Together in Kent, both of which say quite a lot about how important it is to develop good housing for people with learning disabilities. Members of the District Partnership Groups come together with other people in the Kent Partnership Board, where they keep an eye on the Housing Strategy to make sure we make good progress.

So we aim to have a combination of: plans for individual people, District plans, Area plans and Kent-wide plans. This is complicated and we will need people to keep an eye on what is happening, the District Partnership Groups and Partnership Board will be part of this monitoring task, so that we can learn about what works well and what doesn't.

How do all the plans for Learning Disabled People in Kent fit together?

(These plans can only work if we use person-centred approaches)
Capital Development

Most new affordable housing is provided by registered social landlords who work in partnership with local authorities. Capital funding for housing schemes is currently via the Approved Development Programme (ADP). Affordable housing can be a mixture of rented accommodation and homes for sale on a shared ownership basis.

Bids for funding must be supported by the local authority and also meet the strategic objectives of the local authority’s housing strategy.

The chart shows the timescale for bidding for capital and revenue.

<table>
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<th>Function</th>
<th>Timescale</th>
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<tbody>
<tr>
<td>Bid submitted to Housing Corporation by registered social landlord for capital funding</td>
<td>October/November Year 1</td>
</tr>
<tr>
<td>Discussions between Housing Corporation and Local Authority around bid priority</td>
<td>November/December Year 1</td>
</tr>
<tr>
<td>Notification to LA &amp; RSL of bid decisions</td>
<td>January – March Year 1</td>
</tr>
<tr>
<td>Funding available for development to commence on successful bids</td>
<td>April Year 2</td>
</tr>
</tbody>
</table>

1. During construction period:
   A bid for Supporting People funding would be required so that revenue funding to provide support services is available upon completion of dwellings

2. To enable Social Services to commission social support services individual prospective tenants or shared owners social support needs must be identified through Person Centred Planning

If a bid for capital funding is not successful then a further bid can be made in the bid round for Year 2. The process for making capital bids is changing and the model shown could therefore change in the near future.

Hospital Resettlement 15 years on and the need to modernise.

Kent was a leader in developing community based 'ordinary housing' as alternatives to hospital/institutional care in the 1980's and early 1990's. Partnerships were formed between health and social services and with housing organisations and support providers in the independent sector. Capital was released from the sale of hospital sites and put into the new provision. Surplus KCC properties e.g. police houses were also often used. Block transfers of health funding occurred under Section 28a of the NHS and Community Care Act 1977 and this applied both to capital and revenue. The resultant services were mostly small-scale shared housing and were mostly registered as care homes. There are also two larger NHS campuses. Many of these arrangements survive broadly in their original form and, whilst some have de-registered and evolved into more modern services, such as
‘transitional homes’, these have been come from local initiatives rather than an overall strategy for these services as a whole.

This is not unique to Kent and all over the country there are challenges to develop, what has been described as a '2nd stage reprovision'. It is in this area that significant assets are therefore tied up into services that are no longer fit for purpose. We are aware that there are local initiatives underway to create a broader range of housing options to meet both the changing needs and aspirations of existing service users and the different expectations of people coming into services without the experience of living in a long-term institution. Pooling of all the resources (people, properties and money) can provide really good opportunities to re-configure services for the next generation at least.

Currently the commissioning arrangements that are necessary to achieve this re-configuration are not integrated in the way that *Working Together in Kent* intends. There are risks that providers may reconfigure their own services and we will lose the opportunity for broader based reinvestment and change. It is crucial that we build single commissioning structures both in Districts and in wider Lead Commissioning arrangements. We also need new partnerships with providers. This will enable us to develop imaginative programmes for recycling our assets and creating new housing options.
11. Action Plan

This strategy presents our understanding of what the issues are in Autumn 2003. There are a number of gaps in our information, and we have just begun to work closely with District and County Housing Groups as well as with District Partnership Groups. Integrated Teams will come into being on 1 April 2004. So the actions we plan need to improve our understanding of what is needed as well as being open to the influence of these other groups as they become more involved. We have therefore identified some initial actions to address the aims we identified on page 8:

i. making choices
ii. improving information
iii. increasing support
iv. developing standards
v. building partnerships

We plan to hold a conference to launch the strategy in Spring and will develop the Actions following this event.

HIG = Housing Implementation Group  DPG = District Partnership Group  DM = District Manager  TM = Team Manager
InT = Integrated Team  JPPB = Joint Policy & Planning Board  HD = Housing Department

1. Choice: To maximise the choice of housing options for adults with learning disabilities

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead</th>
<th>By</th>
<th>Review</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 To support people with learning disability to make choices</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Make available person centred approaches such as Circles of Support, and provide independent advocacy to people who want it</td>
<td>PCP &amp; Advocacy Focus Groups</td>
<td>Being developed in 2003-05</td>
<td>June 2005</td>
</tr>
<tr>
<td>Create new links between District Partnership Groups, District Teams and Housing Departments, so that they work together as an integrated network in the interests of people with learning disabilities.</td>
<td>DM’s + TM’s</td>
<td>March 2005</td>
<td>June 2005</td>
</tr>
<tr>
<td>Develop approaches that help people with learning disabilities learn about the choices that they could make, and support them through the process of choosing</td>
<td>PCP &amp; Advocacy Focus Groups</td>
<td>Being developed 2003-05</td>
<td>June 2005</td>
</tr>
</tbody>
</table>
1.2 *Improve the information on how many people need to move and what sort of home they need*

<table>
<thead>
<tr>
<th>Task</th>
<th>Responsibility</th>
<th>Date/Timeframe</th>
</tr>
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<tbody>
<tr>
<td>Make sure housing is always thought about when doing person centred plans and use the Single Agency Assessment to let the local housing department know.</td>
<td>InT’s (including Housing)</td>
<td>Being developed through 2003 – 05</td>
</tr>
<tr>
<td>Make sure that the Single Agency Assessment (E Kent) and Joint Assessment Referral Panels (W Kent) procedures work consistently for people with learning disabilities across the County to provide a ‘care/support pathway’ for people with a range of support needs.</td>
<td>Housing Boards</td>
<td>Autumn 2004</td>
</tr>
<tr>
<td>People with learning disabilities to be supported to register with their local council housing department if they need to move</td>
<td>InT’s (including Housing)</td>
<td>To be developed from April 2004</td>
</tr>
<tr>
<td>Refine the ‘Moving On’ survey developed in West Kent and apply across the County. Include information on the type of home people need as well as how many people need to move. Make sure this new information is used to bid for money to meet these needs.</td>
<td>InT’s (including Housing)</td>
<td>1/4/04, to input to District and Kent Housing Strategies</td>
</tr>
<tr>
<td>Identify people with learning disabilities who are not known to social services and health and ask them about their housing needs.</td>
<td>HD’s + HIG</td>
<td>Ongoing from 1/1/04</td>
</tr>
<tr>
<td>Establish whether the needs of those with autistic spectrum disorders are adequately being met</td>
<td>J Roach, J Poynter</td>
<td>Ongoing from 1/1/04</td>
</tr>
<tr>
<td>Support the current project being undertaken by KCC on out of area placements into Kent. Identify the housing implications and develop an action plan of how to address them</td>
<td>HIG + HD’s</td>
<td>Ongoing from 1/1/04</td>
</tr>
</tbody>
</table>
1.3 **To increase the amount of supported housing available for people with learning disability**

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead</th>
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<tbody>
<tr>
<td>Improve supply mapping to provide consistent data for the whole of the County. This should include both types of housing and support available eg in services for people with complex needs</td>
<td>DM’s + HIG</td>
<td>Ongoing from 1/1/04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Development of a housing directory of supported accommodation.</td>
<td>SP Team</td>
<td>Nov 03</td>
<td></td>
</tr>
<tr>
<td>Make sure the needs of people with learning disabilities are mentioned in district housing strategies. The Communities Plan is significant for several areas in Kent eg Dartford and Ashford.</td>
<td>E &amp; W JPPBs</td>
<td>Ongoing</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Make sure the needs of older people with LD are taken into consideration by existing and planned sheltered and extra care sheltered housing schemes</td>
<td>E &amp; W JPPBs</td>
<td>Ongoing</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Make better use of existing stock for example by the use of a 'joint stock agreement' or other quota arrangement between housing and social services</td>
<td>HD’s + DM’s</td>
<td>From 1/1/04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Support the Kent Private Finance Initiative bid for supported housing for people with learning disabilities</td>
<td>DM’s + HD’s</td>
<td>From 1/1/04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Increase the amount of privately rented and shared ownership homes</td>
<td>HD’s + InT’s</td>
<td>From 1/4/04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Look at existing homes and to see if they could be changed to provide more supported housing, look at scheme option appraisal for remodelling in discussion with RSLs and support providers.</td>
<td>HD’s + DM’s</td>
<td>From 1/1/04</td>
<td>Autumn 04</td>
</tr>
</tbody>
</table>

2. **Information To provide clear and easily accessible information on the range of housing options available**

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<tr>
<th>Actions</th>
<th>Lead</th>
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</thead>
<tbody>
<tr>
<td>2.1 <em>Inform people about the strategy and consult more widely</em></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Make sure the strategy is available to anyone who wants to read it and that they can find it easily.</td>
<td>HIG</td>
<td>31/1/04</td>
<td>Feb 04</td>
</tr>
<tr>
<td>Actions</td>
<td>Lead</td>
<td>By</td>
<td>Review</td>
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<tr>
<td>Plan to ask people what they think of the strategy decide and what to will be done once we have their views</td>
<td>HIG</td>
<td>29/2/04</td>
<td>29/2/04</td>
</tr>
<tr>
<td>Continue consultations with existing service user forums and ensure their involvement in the forthcoming Supporting People Strategy.</td>
<td>HIG &amp; SP Teams &amp; DPG’s</td>
<td>?</td>
<td>Autumn 04?</td>
</tr>
<tr>
<td>2.2 Information packs</td>
<td></td>
<td></td>
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<tr>
<td>Put together an information pack on paper in plain English, on tape, in Braille (and on the website) on what sort of housing is available and how to get it, for service users, families and carers. Work in partnership with service users, families and carers to decide on the content and format.</td>
<td>HIG + Project group</td>
<td>June 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Develop an information pack on how to access social housing for health and social services staff who work with people with learning disabilities – a housing directory of supported accommodation</td>
<td>HIG + Project group</td>
<td>June 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Provide training on the housing options available to people with learning disabilities and how to access them to social services and health staff</td>
<td>HIG + Project group</td>
<td>31/3/05</td>
<td>June 05</td>
</tr>
<tr>
<td>3. Support to ensure that support is provided to enable individuals to access and maintain homes</td>
<td>Lead</td>
<td>By</td>
<td>Review</td>
</tr>
<tr>
<td>3.1 Increase the number of floating support services available</td>
<td>InT’s + HD’s</td>
<td>1/4/04 Ongoing</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Help people to choose the support that they get through listening to their preferences and through active promotion of mechanisms such as Direct Payments</td>
<td>DM’s + HD’s</td>
<td>1/4/04 ongoing</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Widen use of the Independent Living Scheme throughout the County</td>
<td>DM’s + HD’s</td>
<td>1/4/04 ongoing</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Clarify priorities and eligibility for support services and funding</td>
<td>DM’s + HD’s</td>
<td>1/4/04 ongoing</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Generally encourage providers to offer ‘floating support’ options for people with a range of support needs.</td>
<td>DM’s +HD’s</td>
<td>1/4/04</td>
<td>Autumn 04</td>
</tr>
</tbody>
</table>
3.2 Map and review existing support services available

| Plan for reshaping existing services where these no longer meet standards |
| Plan where additional support services are needed for example in services for people with complex needs, autism, physical and sensory disabilities and challenging behaviour. |

4. Standards: To provide a network of flexible and varied services of a high standard that meet individual needs

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead</th>
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<th>Review</th>
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</thead>
<tbody>
<tr>
<td>4.1 Look at how well the strategy is working every year</td>
<td>DPGs</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>District Partnership Groups to regularly think about how well the strategy is working</td>
<td>DPGs</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>DPGs to tell Kent learning disabilities Housing Implementation Group how well they think it is working regularly.</td>
<td>DPG’s</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Kent LD HIG to look at how well the strategy is working every year and change it or update then ask Kent Learning Disability Partnership Board what they think</td>
<td>HIG</td>
<td>Autumn</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Make sure that local learning disability services know about best practice and help them to use it. Provide information to learning disability services, check they are using this</td>
<td>HIG + Project Group</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>4.2 Staff in all agencies to develop skills in communicating and working with people with learning disabilities</td>
<td>HIG + Workforce Training Gp</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Develop co-working with staff who are experienced in working with people with learning disabilities, and develop training programmes as necessary</td>
<td>Housing Boards</td>
<td>Autumn 04</td>
<td>31/12/04</td>
</tr>
</tbody>
</table>
5. Partnerships: to build partnerships between: housing health and social services, service users, families and carers and a network of competent service providers

<table>
<thead>
<tr>
<th>Actions</th>
<th>Lead</th>
<th>By</th>
<th>Review</th>
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</thead>
<tbody>
<tr>
<td>5.1 Support and strengthen the work of the District Partnership Groups</td>
<td></td>
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</tr>
<tr>
<td>Encourage the DPGs to check their membership and make sure everyone who should be going is invited, including people from the local housing department</td>
<td>DPGs + DM’s</td>
<td>June 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Find out who all the service providers are and invite them to join a group where they can meet to talk about the things most important to them. Make sure this group tells the DPGs and Kent LD Partnership Board what it’s doing.</td>
<td>HIG + Kent LD Partnership Board</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
<tr>
<td>Housing Departments to build partnerships with the Learning Disability District Integrated Team, and work as part of a single network and some co-location if this helps partnership working</td>
<td>HD + DM + TM</td>
<td>Autumn 04</td>
<td>Autumn 04</td>
</tr>
</tbody>
</table>
12. Next Steps

We have tried to include as many people and as much information as possible in developing this strategy. We have proposed a series of actions that arise from the process so far. It is now really important that we build on this work to help more people with learning disabilities get the housing they want. Some of the next steps will be:

- Going back to key stakeholders to check that we have represented them accurately. Asking these stakeholders to take ownership of their part of the strategy and to work with us in improving it. From a Valuing People perspective we want to support District Partnership Groups and District Managers to take a lead, and they will need to work closely with the Housing Departments and Boards who have the lead for housing developments.

- Improving the information that informs the strategy. Building better understandings of what people want as more person centred plans are developed, and building more complete maps of the resources within and available to Districts.

- Strengthening the links between the “Valuing People” agenda in Districts and the local and area housing structures. Making sure we are clear what information has to be presented where, in order to influence the Housing Plans.

- Grasp opportunities that present, such as the PFI bid. Make sure that we support this as far as possible.

- Develop a coherent plan for the very large NHS reprovision task that faces Kent. Ensure that these people have the same chances as the rest of the population.

- Support local people to understand the different ways that funding can be arranged to support good housing plans. One plan is to run learning sets for groups of people to develop skills around funding which they can then share with others.

- We need to communicate to people what is possible and how they should go about making their plans. We are having this strategy translated into an accessible form that will be understood by most people with learning disabilities, and we are having leaflets prepared for carers and for staff.

To start this process off we are planning to have a conference in spring to launch the strategy, and to hear about the plans that are being made in Districts, and some of the difficulties that are being faced. This will be a year after the conference that launched the process in Kent and will help us to have a strong start for the next stage.
Appendix i
A summary of District perspectives and plans

Ashford

Ashford Borough Council is one of the areas that will be affected by the new housing growth promised in the Communities Plan. Over the next 30 years Ashford’s population is to double from 50,000 to more than 100,000. Some 30,000 houses will need to be built and around 29,000 extra jobs created. Ashford now operate a choice based lettings scheme. This needs to be able to work alongside needs as assessed by social services.

Supported accommodation for those with learning disability is typically in smaller schemes which are provided by housing associations and specialist organisations such as the Canterbury Oast Trust, and the local Independent Living Scheme. Supported accommodation for this type of service user is in short supply and may reflect the fact that many service users still live in registered care homes or with family.

Needs

- More supported accommodation - fully independent to fully supported
- To review the effectiveness of residential care
- Promote independent living schemes and floating support
- Move-on accommodation for people leaving hospital or residential homes

Local issues

- The potential of the Communities Plan growth. Does the Plan take account of the impact or benefits for social care.
- There are concerns about out of area placements, lack of control of the private market, providers coming in creating pressure on local resources.
- The Independent Living Scheme is felt to be a success.

Outline of aims

- That people should register on the housing list
- To find out about those with older carers, use information from reviews
- To take special account of those with complex needs
- Learn more about people’s expectations
- To provide information for people and families: use people’s stories, make a video, get providers to say what they can do, explain about the housing department, tell families about using their own resources
Canterbury

The Council owns and manages some 5,500 affordable rented homes. Affordability and demand is a major issue within the local housing market. The Council’s 1999 Housing Needs Study identified a need for some 475 new affordable homes each year. The current target is for 120 new affordable homes to be provided in the district each year. The 1999 Housing Needs Study identified that there are some 420 people living in the Canterbury District who have learning disabilities.

Supported accommodation for people with learning difficulties is in short supply (but there a large number of residential care places in the district.). Supported accommodation typically comprises smaller sized schemes provided by RSLs, a private company and private individuals. 4 new homes specifically for people with learning disabilities have been provided by Moat Housing Association in Herne Bay

Needs

- At least one new supported housing scheme each year
- A range of floating support services to help people maintain their tenancies and live as independently as possible
- To identify those living at home with elderly parents or vulnerable adults

Local issues

- Partnership working – protocols agreed but awareness needs to be raised to facilitate planning & joint working.
- Housing to become a part of social service/health assessments
- To improve inter agency communication
- It is important to provide information about the options which are available/possible. Where do people go for help?

Outline of aims

- Political, professional & social understanding and agreement of housing and learning disability issues within the local authority Housing Strategy and Community Strategy
- A framework to inform clients, carers and professionals about housing options & associated finance
- Clear communication between agencies based upon agreed inter-agency protocols with clear measurable outcomes & annual overview in place.
- Need to know more about those living at home – the extent of the need and what people want. Local strategy group to quantify client base & understands its growth trajectory
Dartford

Dartford is one of the Districts marked for housing growth and development as part of the Thames Gateway development. This will have an enormous impact on social care services but also offer potential opportunities to benefit from the new housing programmes. There are no group homes in Dartford and limited availability of suitable housing for letting. The District has a joint stock agreement where up to 20 properties a year can be used for special social care referrals.

The closure of Darenth Park hospital resulted in many residential care places provided for resettlement. Archery House is managed by the West Kent NHS Health and Social Care Trust for 53 people who mainly originated from Dartford, Gravesham, and Sevenoaks (Swanley) and the plan is to provide accommodation in the community for the people presently there. The trust also staff 5 community homes with 22 bedspaces.

Needs

There is a need for emergency or ‘transitional accommodation’ providing a stepping stone to permanent housing and more single site clusters like Frobisher Court. Around 100 clients in the district want a move.

The Moving On project group shows that in Dartford:

- 2 people will be able to live in general needs accommodation,
- 14 people will be in need of transitional accommodation,
- 9 will need self-contained flat-type accommodation,
- 15 will need residential care,
- 10 had yet to be assessed.

Local issues

- Uncertainty for families especially among older carers.
- People not known to services.
- Needs analysis in Moving On useful, could be extended to Kent C C
- More clarity on needs to inform development eg the PFI bid.
- Need to bring District and Social Services planning systems together, get learning disability on housing register records

Outline aims

- Build-up local data file on all housing issues, purchase, part-purchase etc.
- Develop “user friendly” information about housing
- Dramatically increase the take-up of direct payments for independent living
- Developing the role of the JPPB
- Establish independent living schemes & maximise direct payments
- Develop consultation with service user and carer groups
- Working group to look at emergency and transitional services
Dover

To improve the housing options for people with learning disabilities we are working with the East Kent Learning Disability Housing Strategy Planning Group in are developing a strategy for East Kent in consultation with the Joint Policy and Planning Board (Housing) and local agencies.

While the Independent Living Scheme (ILS) has a number of properties in the area, there is a need for more projects. The ILS has been selected as a provider for support to Council Tenants with learning disabilities, and local RSLs also have similar schemes for their tenants. The ILS supports a number of people in the private sector. Growth bids for Supporting People funding have been invited for additional support in the area.

We are working with KCC and other District on a PFI bid that will include 6 units of accommodation for people with learning disabilities, but even if the bid is successful it will take several years before the dwellings are complete.

The Social Services Adult Placement Scheme recruits carers in the Dover area and offers an alternative to residential care for those people who want to live in a homely environment in the long term but cannot live independently. This service can also act as a stepping-stone to semi-independent living.

The Independent Living Scheme in Dover and Deal offers people with a learning or physical disability a floating support service so that they can independently live or enable them to move on in to independent accommodation. This is a cross tenure service including clients who live with their parents and the aim of the scheme is to assist a person to maintain their tenancy providing support with budgeting, life skills, health issues etc.

Needs

- Provide a full range of housing from fully independent to fully supported
- Review the effectiveness of residential care and direct resources to community based services
- Expand the Direct Payments scheme
- Work in partnership with strategic partners

Local issues and aims

- Maximising capital & revenue funding
- Understanding roles of different agencies

Outline of aims

- Establish fuller picture of what service users want
- Quantifying future need
- Better knowledge of local resources
- Improving the access to services, how people find out about options and how housing and support package is agreed
Gravesham

Current provision in Gravesham is mainly residential care homes. In addition there are 21 bedspaces in three schemes run by the National Autistic Society. Gravesend Churches HA provide 10 units of supported housing. Gravesham Borough Council have an 18 bedspace unit within their sheltered stock for people with learning disabilities, physical disabilities, people with minor mental health problems, or people who have any combination of the three.

The Home Support Network, a KCC in-house support provider, currently provide to Gravesham tenants with a learning disability support. Archery House, the Health Trust facility in Dartford currently houses 53 people who mainly originated from Dartford, Gravesham, and Sevenoaks. The Trust is looking for RSL partners and to help them return to their own boroughs.

Needs

Everyone at Archery House initially requires 24 hour support in community accommodation although this could be phased out over time for some. Many of them are elderly but their learning disability label makes it difficult to place them in mainstream elderly accommodation. The Disabilities team have identified 25 Gravesham Borough Council tenants on their caseload who currently receive housing-related support and a further 7 who may require support in the future.

The Moving On project group has produced an interim report suggesting four main housing options for 18 people with learning disabilities:

- transitional schemes shared housing with support lasting 2 to 5 years.
- self-contained flats with on site staff.
- general needs accommodation with floating support.
- shared ownership.

Local issues

- Transition information, improving information on need through Moving On
- Kent wide information directory: registered care, RSLs, health contacts
- Kent wide/cross authority – how do we feed in information/requirements?
- Housing: information, relationships and communication

Outline of aims

- Training /information on the more complex housing options – for all interested parties
- Create a local forum/network (SSD, Health, Housing (LA & RSL) & Service Providers)
- Helping parents plan ahead and through the emotional difficulties of letting their “children” move on
Maidstone

As part of a housing needs mapping exercise social services has profiled known clients with learning disabilities including children who might need accommodation when they reach adulthood over a ten-year period. This included the movement of people into residential care, nursing care, supported accommodation and independent accommodation. This research indicated that the borough council could expect between five to ten referrals each year for people with learning disabilities seeking suitable accommodation with housing related support.

The Borough Council understands that the type of accommodation that this client group needs has to be given careful consideration due to the need for a safe environment, council’s one bedroom accommodation is on the large estates and is not suitable so the Council will work closely with partners in assessing the suitability of available accommodation for this client group.

Extensive work has been undertaken by Maidstone disability team (social services) looking at the housing needs of this vulnerable group of people in conjunction with service users, carers, voluntary sector partners (MCCH), private sector partners and health partners.

The O’Shea partnership have created 38 units of accommodation based supported housing. Altogether 42 units have come on line in the last 2 years so an analysis of needs should be undertaken before bids for more services are proposed in Maidstone.

Needs

- schemes for individuals that have challenging behaviour
- s/c flats for people moving from residential care
- training for people moving to more independent living

Local issues

- Survey of needs
- Marketing, education and consultation about choices with users, carers
- Review of the health funded services, 46 in patient services

Outline of aims

- 3-5 year plan for development of 'move-on' services, floating support
- Create a directory of services: geography, size & nature of stock
- Maidstone Disability team and private landlords to set up services
- The ‘roll out’ of the Joint Assessment and Review Panel
- Partnership working between Maidstone Disability team and MCCH in utilising its housing stock to best advantage disabilities.
- Provide housing advice and information for families, plan future consultation meetings.
- Joint funded Housing SSD worker
Sevenoaks

Sevenoaks District Council aims to ensure that a range of supported housing options is available to people with a learning disability and, as importantly, that clients and their carers become more aware of the opportunities for independent living that are available to them.

Sevenoaks District Council has prioritised a bid to re-model an existing care home in the north of the District into a supported housing scheme, using THB and SHMG and the new service has recently successfully re-opened. This now provides 10 bedspaces of the ‘transitional’ accommodation, where it is expected that service users will stay for several years before moving on to greater independence.

There are a number of schemes south of the borough in Edenbridge, in partnership with Mencap, where the organisation is currently exploring the de-registration of one service from registered care to supported housing to maximise the independence of the service users.

Needs

The Moving-On Project was set up in recognition that there was a crucial link between accommodation and the potential to achieve higher levels of independence. It has set up and maintained a database, identifying service users who have the potential to move to more independent accommodation within the next five years. It has currently identified in Sevenoaks a need for 30 places. Of these 11 should be self-contained units, probably within small blocks of flats, with additional communal space and 18 transitional housing units where a client may stay for several years, developing independent living skills, probably in a shared environment with staff support, before moving on to greater independence. Other needs include

- The development of challenging behaviour services
- Helping service users making the transition between services
- Respite care

Local issues

- Needs analysis: information held by agencies, maintaining reliable data
- Publicity: awareness of services by users/carers, professional workers, networking
- Recruitment: for social care work, retention, image of work, careers etc
- Development: land cost and availability, NIMBYism, green belt, role of the County
- Funding: uncertainty: revenue funding, capital/revenue split, competing priorities
- User involvement: underpins everything else, use of advocacy, managing people’s aspirations - needs & desires, support for carers – particularly older carers
Shepway

In recent years the residential market in Shepway has been strong, reflecting national and regional trends of house price inflation driven by falling unemployment, low inflation and the lowest mortgage rates since the 1950’s. Improved transport and communication have made the district attractive to commuters and developers, which has also helped to raise property values. In many parts of the south east region there is a vast difference between income and the price of property. There are significant disparities between levels of affluence and socio-economic circumstances within the District. Overall, however, it is the second most deprived district in Kent.

Shepway District Council has consistently supported provision for people with learning difficulties for many years. A range of supported housing exists, provided primarily through the Independent Living Scheme (42) Adult Placement Scheme (6), the Life Skills Centre (4), Mencap, and the HFT(4). In addition there are 69 people supported in residential care homes.

The Independent Living Scheme in Shepway offers people with a learning or physical disability a floating support service so that they can independently.

Needs

- Move on from residential homes.
- More information for older carers for those living at home.
- Networks: making sure the whole picture is developed, employment, independent travel, social + day activities are addressed.
- Residential care: support the piece of project work being done

Local issues

- limited housing stock, funding and the issue of ordinary residence.
- Not working or thinking strategically, ‘ad hoc’, works on opportunities
- Managing choice, independence while ensuring safe and secure services
- Residential care: out of county placements, housing stock and resources
- Knowing what's available: capital and revenue resources

Outline aims

- Establish future needs and quantifying plans, improve mapping data
- Identify numbers with older carers
- Survey of what people say they want
- Housing pathway: bringing referral and assessment processes together
- Clear and accessible information
- Have local implementation structure
Swale

The Borough of Swale transferred its housing stock to Swale Housing Association in 1990 under the Large Scale Voluntary Transfer scheme (LSVT). The private rented market is geared towards high value rented housing, which is out of reach of low-income households. House prices are rising and limit the access for low-income families. The social rented sector is being squeezed by demand and lacks a supply of flats to meet demand and expectations. Most voids are in sheltered stock while the need is for family units. The private rented sector is limited and of poor quality, small private landlords own the majority of this sector. The housing conditions and needs of Swale has been reflected in recent years by one of the largest social and private sector regeneration programmes in Kent.

The Council strongly support independent living for people with learning disabilities. Floating support services are offered by Crowebridge Housing Association tenants with learning disabilities. These services are focused on the individual and allow flexibility so that services can be increased or decreased as and when required.

Needs

Supported accommodation for people with learning difficulties is in short supply and may reflect the fact that many service users either still live in registered care homes or with family. Supported accommodation typically comprises of smaller schemes, which are provided by specialist organisations and private landlords. Independent Living Schemes are needed to enable people to live in the community.

Local issues

- provide access to a full range of housing from fully independent to fully supported
- review the effectiveness of residential care and direct resources to community-based services
- expand the Direct Payments scheme
- Promote full inter-agency collaboration in developing and delivering quality services
- community

Outline aims

- Review current services, including specialist services, current out of area placements for quality, cost and appropriateness
- Identify the future needs in the local community, nos.not receiving services
- Ensure people register on the waiting list, engage closely with housing providers
- Progress: survey of all service users in Swale and separate survey of parents/carers, liaison with parents/carers.
- Partnership working, communicating in locality group and Partnership Board, identify community partners
Thanet

From survey work carried out in 2002, purchase and rental prices of private sector properties in Thanet are lower than for all other East Kent. Despite this, the average purchase price is still out of reach for many low-waged or unemployed local people. Imported dependency is a significant factor contributing to the high levels of deprivation in the district. Levels of dependency in Thanet are very high and only partially reflect the indigenous population. Many people are placed locally by other local authorities and public agencies, while others are attracted by the relatively low cost of living in comparison to London and the rest of the South East. Thanet is the most deprived district in Kent. Average weekly earnings are well below Kent and UK averages and 30% of all Thanet Levels of ill-health are high.

The White Paper sets out the government programme for giving a greater choice of where and how you live. The housing research commissioned in 2001 recommended flexible cross border independent living schemes in Kent through partnerships between housing, social services and registered social landlords. 90 units are estimated to be needed (for East Kent) comprising 30 units high support possibly shared accommodation, 30 units medium support independent living and 30 units of floating support.

Floating support and small scale supported housing will be developed with the Independent Living Scheme.

Needs

- Find out exactly who is living in district and under what circumstances, living with older parents, current housing arrangements
- Information – strategy for sharing it as well as collecting it
- Address needs of vulnerable adults

Local issues

- Gatekeeping flow from out of area,
- 3 special schools locally, funding/resource issues
- Monitoring of Supporting People, funded individuals, ensuring good service quality
- Ensuring that local housing development is used for local people
- Single learning disability teams represents an opportunity

Outline aims

- Survey all services and where people live now.
- Service user/carer involvement & consultation/mapping needs
- Develop networking and local partnership
- Apportioning operational resources to invest in planning & development (eg care managers/community nurses, early intervention, groupwork with parents.
- Development of self-advocacy groups + citizen advocacy
### Tonbridge and Malling

As with the surrounding areas of Tunbridge Wells and Sevenoaks, Tonbridge and Malling area suffers with a lack of affordable housing within the borough. Employment rates are high. There is a limited supply of land and high house prices especially in rural areas. Strong links have been formed with the local council and housing associations, which has led to some movement towards securing accommodation. However, Tonbridge has not been lucky in securing supported housing accommodation that would offer 6 - 8 flats in one block where the tenants would be supported by individual care packages.

The Moat Housing Group provides 5 units of accommodation with on-site support for people with learning disabilities at Pelican Court in Wateringbury. This scheme is run by McIntyre Care. The Joint Planning Board have approached Kelsey Housing Association to draw up plans for six self-contained flats with a shared communal area office and sleeping in staff. It would have to be staffed 24 hours a day to provide support and security.

### Needs

The Disability team has been working for some time to identify those clients with learning and physical disabilities who will need to 'move on' in the next 10 years. 88 clients have been included in this way. It is also identified that there are a further 30 clients who would need to move on into a more specialist residential environment within the 10 year period. These statistics are updated regularly by the care management team.

- 37 self contained single site cluster flats low/med support
- 10 accessible self contained accommodation med support
- 10 small group home places (2/3 residents) 24 hr support
- 8 self contained single site flats for those with challenging behaviour
- 3 x 2bed flats for resident and carer
- 10 places providing floating support in existing housing

### Issues

- Difficulty getting housing and housing capital approvals
- Availability of land and affordable housing
- 14 people recently placed out of area because of lack of local services
- Needs evidence to support capital applications
- The establishment of a Kent wide social care trust provider
- Consultation with service users and family/carers is crucial
- Vulnerable people need a secure living environment.

### Aims

- Continuing improvement of local needs information
- Capital funding for cluster flat schemes
- Good joint working arrangements in social services, health and housing
Tunbridge Wells

The most important issue is the lack of affordable housing within the borough. A need for 1,847 new affordable units within the next five years was identified by the Borough-Wide Needs Survey 2000. Most of the need is for small units. The economy of Tunbridge Wells has been classed as advanced, high cost, high income. Employment rates are high and make a contribution to the labour market in London, so it is a borough of high housing demand, limited supply and high costs. There is a limited supply of land, high house prices especially in rural areas. For those with learning disability all potential housing applicants should register and then their needs will be examined in detail.

Needs

The *Moving-On Project* identified a need for 166 places.

- 35 should be self-contained cluster flat units with communal space
- 5 in transitional housing before moving on to greater independence
- 69 units of independent accommodation with floating support
- 17 people are assessed as in need of residential care
- 40 clients require further analysis of their housing and support needs.

Local issues

- Political & economic structure: political agendas & priorities, how does learning disability gain in recognition?
- Accommodation: lack of general needs move on, so bed blocking, poor locations
- Support: difficulties with recruitment & retention of staff
- Maintaining quality
- Need: data to useable information, hidden clients, constantly changing – must be monitored to produce strategies
- Joint working: involvement of all stakeholders, raising interest

Outline of aims

- Making the most of all sources of housing
- Assess future need. Regularly updated to reflect current housing issues/options
- User centered service with clients having more control & choice
- Building trust with partners (health, social services)
- Top down led priorities (involving cabinet members)
- Showing commitment – actions from strategies
- User and carer forums – sounding boards
- Organisations talking the same language and sharing objectives
- Publicity: promoting learning disability issues, independent financial advice, directory of services, linking with voluntary agencies
- Training – of staff of all agencies
Needs and supply mapping

The population of people with learning disability

Research gives us useful figures to work with. The University of Manchester did work with the Sheffield Case Register to produce a picture of the need for accommodation and support. The give a figure of 0.45% for the total population of those with severe learning disability expected to require support services. The prevalence rate is higher, 0.6% among those in the 25-40 year old age range. Those included are people with a severe learning disability and expected to need support from community services. The numbers of those including mild and moderate disability are 2.5% of the population.

This report and *Valuing People* suggest that the learning disability population is likely to continue to increase over the coming years as a result of both the increased life expectancy of people with learning disabilities and the improved medical technology which is resulting in an increase in survival of babies with severe disabilities.

In the tables below we have used 0.45% age related prevalence rate for severe learning disability divided between children, adults and older people in the proportions 0.31, 0.57 and 0.12 quoted in the recent White Paper. A general figure of 2.5% is used for mild and moderate learning disability.

Population and numbers of people with learning disability

Population to mid-2000: Local Authorities Estimated Resident Population (thousands) Table 1

<table>
<thead>
<tr>
<th>Authority</th>
<th>1991</th>
<th>1999</th>
<th>2000</th>
</tr>
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<tbody>
<tr>
<td>Kent CC</td>
<td>1,293</td>
<td>1,344</td>
<td>1,353</td>
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</table>

Population to mid-2000: Local Authorities Resident Population (thousands) Table 2

<table>
<thead>
<tr>
<th>Authority</th>
<th>0-15</th>
<th>16-64</th>
<th>65+</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kent CC</td>
<td>274</td>
<td>813</td>
<td>265</td>
<td>1,353</td>
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</table>

Age related prevalence: numbers of people with severe learning disability Table 3

<table>
<thead>
<tr>
<th>Authority</th>
<th>0-15</th>
<th>16-64</th>
<th>65+</th>
<th>Total</th>
</tr>
</thead>
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<tr>
<td>Kent CC</td>
<td>1,678</td>
<td>3,085</td>
<td>649</td>
<td>5,412</td>
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Age related prevalence: numbers of people with moderate learning disability Table 4

<table>
<thead>
<tr>
<th>Authority</th>
<th>0-15</th>
<th>16-64</th>
<th>65+</th>
<th>Total</th>
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<tr>
<td>Kent CC</td>
<td>6,868</td>
<td>20,336</td>
<td>6,625</td>
<td>33,830</td>
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</tbody>
</table>

Identifying the changing pattern of needs locally

Hospital resettlement and new arrangements for social care since 1993 have shaped the development of new community based services. Both have been largely based on residential care options. Nationally 75% were in community health services or registered residential care. There are a few in-patient,
nursing home places and adult placements and a small number of unregistered supported housing tenancies. 62% of local authority expenditure is spent on residential care in England providing nearly 60,000 places. The number of people supported in their own homes, not residential care is only about 25% and most of these are small group homes.

Hospital resettlement has been carried out by health authorities using health funding with the resulting services often been managed by health trusts or their staff. Social services placements have been more concerned with those living at home with their families who at some stage need to move for their own benefit, because of family stress or the age and frailty of carers.

Besides hospital resettlement and local authority funded placements there are a third group, nearly a half of all those in residential care who are there because they were able to secure a place funded by higher rates of residential care benefit before 1993.

There has been a trend towards smaller non institutional forms of service. A research review in 1996 gave numerous examples of the evidence that more positive outcomes were experienced by users in smaller community based group homes than larger hostels or institutional settings.

**How many places are needed**

The shortfall in the number of places needed has been calculated in several ways. Comparing a total number of places needed nationally with the number of places provided a shortfall of about 27,000 is estimated. Another comparison using a demand and supply model of needs and places available based on interviews with local authority managers in 13 authorities in the UK produced a figure of 25,000 places needed. Mencap quote a figure for need based on a White Paper assumption that a third of those with families have carers over 70 – a total of 29,000. All 3 results are closely matched and corresponds to a shortfall 50 places per 100,000 population.

**Need and services – Tables 5&6**

The first Table 5 is on population and needs based on the prevalence figures referred to above. The local figures on needs and supply are given in Table 6 and are drawn from the figures regularly kept and reported by the Districts.

The figure for caseload can be compared with the adult population estimates to give an idea of what proportion of the population are known to services. The numbers supported by the local authority in residential care is part of the supply to which numbers in supported housing and paid for by S28A or directly by health should be added to provide the whole. The number of residential places available will usually be greater than the number supported by the local authority because it will include those from out of area. The Supporting People figures are for supported housing but will also include some registered care homes with housing revenue funding. The last column records a real needs estimate provided in some of the Districts.
Estimates of need based on national figures

Table 5

<table>
<thead>
<tr>
<th>Area</th>
<th>Pop 000s</th>
<th>LD pop</th>
<th>Age 16+</th>
<th>Nos MLD</th>
<th>No living at home</th>
<th>Carers over 70</th>
<th>25% adults want move</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kent County</td>
<td>1353</td>
<td>5413</td>
<td>3735</td>
<td>33830</td>
<td>2054 678</td>
<td>678</td>
<td>934</td>
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<tr>
<td>Ashford</td>
<td>104</td>
<td>415</td>
<td>286</td>
<td>2593</td>
<td>157   52</td>
<td>52</td>
<td>72</td>
</tr>
<tr>
<td>Canterbury</td>
<td>143</td>
<td>573</td>
<td>395</td>
<td>3580</td>
<td>217   72</td>
<td>72</td>
<td>99</td>
</tr>
<tr>
<td>Dartford</td>
<td>86</td>
<td>344</td>
<td>237</td>
<td>2148</td>
<td>130   43</td>
<td>43</td>
<td>59</td>
</tr>
<tr>
<td>Dover</td>
<td>110</td>
<td>441</td>
<td>304</td>
<td>2758</td>
<td>167   55</td>
<td>55</td>
<td>76</td>
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<tr>
<td>Gravesesham</td>
<td>92</td>
<td>368</td>
<td>254</td>
<td>2300</td>
<td>140   46</td>
<td>46</td>
<td>63</td>
</tr>
<tr>
<td>Maidstone</td>
<td>142</td>
<td>569</td>
<td>392</td>
<td>3555</td>
<td>216   71</td>
<td>71</td>
<td>98</td>
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<tr>
<td>Sevenoaks</td>
<td>113</td>
<td>452</td>
<td>312</td>
<td>2823</td>
<td>171   57</td>
<td>57</td>
<td>78</td>
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<tr>
<td>Shepway</td>
<td>103</td>
<td>410</td>
<td>283</td>
<td>2565</td>
<td>156   51</td>
<td>51</td>
<td>71</td>
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<tr>
<td>Swale</td>
<td>122</td>
<td>486</td>
<td>335</td>
<td>3038</td>
<td>184   61</td>
<td>61</td>
<td>84</td>
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<tr>
<td>Thanet</td>
<td>128</td>
<td>510</td>
<td>352</td>
<td>3190</td>
<td>194   64</td>
<td>64</td>
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<tr>
<td>Tonbridge &amp; Malling</td>
<td>108</td>
<td>431</td>
<td>298</td>
<td>2695</td>
<td>164   54</td>
<td>54</td>
<td>74</td>
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<tr>
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<td>414</td>
<td>286</td>
<td>2588</td>
<td>157   52</td>
<td>52</td>
<td>71</td>
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</table>

Numbers of people with a learning disability receiving a service

Table 6

<table>
<thead>
<tr>
<th>Area</th>
<th>Caseload</th>
<th>Supported in res care</th>
<th>No res care places</th>
<th>SP data</th>
<th>Total supply</th>
<th>Identified Needs</th>
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<tbody>
<tr>
<td>Kent County</td>
<td>3017</td>
<td>1193</td>
<td>3240</td>
<td>1419</td>
<td>1207</td>
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<tr>
<td>Ashford</td>
<td>290</td>
<td>80</td>
<td>240</td>
<td>237</td>
<td>275</td>
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<tr>
<td>Canterbury</td>
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<td>458</td>
<td>66</td>
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<tr>
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<td>42</td>
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<tr>
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<td>102</td>
<td>107</td>
<td>69</td>
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<tr>
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<td>153</td>
<td>125</td>
<td>224</td>
<td></td>
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<tr>
<td>Sevenoaks</td>
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<td>102</td>
<td>44</td>
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<td>30</td>
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<td>80</td>
<td>458</td>
<td>135</td>
<td>200</td>
<td></td>
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<tr>
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<td>387</td>
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<td></td>
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<tr>
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<td>401</td>
<td>130</td>
<td>281</td>
<td></td>
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<tr>
<td>Tonbridge &amp; Malling</td>
<td>209</td>
<td>87</td>
<td>143</td>
<td>80</td>
<td>70</td>
<td>114</td>
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<tr>
<td>Tunbridge Wells</td>
<td>229</td>
<td>99</td>
<td>302</td>
<td>216</td>
<td>216</td>
<td>166</td>
</tr>
</tbody>
</table>

---

1. ONS Mid year population figures 2000
2. Severe learning disability @ 0.4% of population
3. 0.69 of adults with learning disability
4. Mild and moderate learning disability 2.5% of the population
5. 55% of adults with severe learning disability
6. 33% of those living at home
7. Based on evidence from local surveys
8. Area planning: Business plan indicators Aug 03 caseload adults
9. Area planning: Business plan indicators Aug 03 (incl preserved rights and excl S28A)
10. National Care Standards Commission
11. Kent Supporting People Shadow Strategy
12. Nos supported in res care + supported housing not including res care
13. Moving on or other local figures estimates for medium term needs (5yrs)
## Checklist of features for assessment of service quality and effectiveness

### Accommodation:
- size/space
- design features
- communal facilities
- decor/furnishings
- location

### Care/support services:
- formal statement of service aims
- responsiveness (to resident priorities/activities)
- flexibility (to changing levels of need)
- reliability (including back up/emergency support) establishment
- monitoring of individual plans
- review and monitoring of overall service

### Safety and security:
- local area/neighbourhood
- within house
- risk assessment practice (individual, staff and public safety)

### Rights, dignity and choice:
- choice of moving on or staying put
- formal statements of rights
- rules/restrictions
- tenure/care contract
- privacy/possessions
- personal finances
- practice in handling complaints

### Skills and confidence:
- practical assistance
- opportunities to learn/practice independent living skills
- opportunities to extend basic skills (education, employment)
- opportunities to influence/control how services are provided
- monitoring of skills development

### Social relationships:
- practical assistance in meeting people/extending social life
- counselling/advice in development of social skills
- opportunities for mutual/peer support
- access to necessary resources to extend social relationships

### Satisfaction:
- assessment/testing of user satisfaction
- suitability to meet needs over time (i.e. since moving in)
- current satisfaction level
## Housing Implementation Group membership

<table>
<thead>
<tr>
<th>Members</th>
<th>Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gordon Boxall</td>
<td>MCCH and Chair</td>
</tr>
<tr>
<td>Jamie Cook</td>
<td>Service User</td>
</tr>
<tr>
<td>Peter Griffiths</td>
<td>Service User</td>
</tr>
<tr>
<td>Maurice Harker</td>
<td>Housing and Support Partnership</td>
</tr>
<tr>
<td>Dave Holman</td>
<td>District Manager Kent County Council</td>
</tr>
<tr>
<td>Charlotte Lonsdale</td>
<td>East Kent Joint Policy and Partnership Board</td>
</tr>
<tr>
<td>Claire Martin</td>
<td>Supporting People Team</td>
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<tr>
<td>John Roach</td>
<td>Supporting People Team</td>
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<tr>
<td>Des Sowerby</td>
<td>Joint Director Learning Disability, Kent County Council</td>
</tr>
<tr>
<td>Sue Turner</td>
<td>Carer/Relative</td>
</tr>
<tr>
<td>Mark Walker</td>
<td>Adult Services Manager</td>
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<td>Attendance</td>
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<tr>
<td>Sara Naylor</td>
<td>Kent County Council</td>
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<tr>
<td>Clare Skidmore</td>
<td>Kent County Council</td>
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<tr>
<td>Jo Kidd</td>
<td>The Skillnet Group</td>
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</table>
References

4. Shepway Urban Housing Capacity Study June 2002
5. Can Work Can’t Buy Joseph Rowntree Foundation 2003
8. ONS Mid year population figures 2000