

Strategic housing needs assessment: people with learning disabilities and Autistic people

For North Yorkshire Council, City of York Council and
Humber & North Yorkshire Integrated Care Board

Version: Final

Date: July 2024

Housing Learning and Improvement Network

Contents

Executive Summary	3
1. Introduction	6
2. Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)	9
3. Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)	35
4. Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs	39
5. Findings and recommendations.....	43
Summary findings	43
Recommendations	46
Annex 1: Geographic boundaries within North Yorkshire	50
Annex 2: Contemporary housing practice: people with learning disabilities and/or Autistic people.....	53

Executive Summary

This is a report for North Yorkshire Council (NYC), City of York Council (CoYC) and Humber & North Yorkshire Integrated Care Board (HYICB) to provide an understanding of the housing and accommodation needs of people with learning disabilities and/or Autistic people in North Yorkshire, in York, and at the HYICB level (covering North Yorkshire and York).

It is intended to provide an evidence base to inform future commissioning intentions and market position statements, to shape the local housing market and to allow for long-term planning to meet the housing and accommodation needs of people with learning disabilities and/or Autistic people.

Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)

For North Yorkshire, in summary, it is estimated that:

- an additional c.270 units of supported housing and c.3 shared lives places are needed by 2029;
- an additional c.370 units of supported housing and c.10 shared lives places are needed by 2034;
- an additional c.490 units of supported housing and c.30 shared lives places are needed by 2039.

For York, in summary, it is estimated that:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)

It is anticipated that the majority of this population is unlikely to require supported housing or accommodation. However, based on the evidence summarised above the housing needs of this population cohort may include:

- Access to predominantly affordable housing to rent, i.e. social housing from a housing association or local authority to rent.
- Potentially, support to access social housing, particularly in relation to using choice-based lettings systems.
- In some instances 'sensitive' lets to ensure that people are not housed in locations where they may be vulnerable to abuse and/or hate crime.

- Access to practical and housing related support to maintain a tenancy.

In some instances access to supported housing may be required, particularly for people who may be on the 'cusp' of eligibility for adult social care support or who may 'tip' into eligibility if their support needs are not met. There is insufficient evidence to estimate how many people may be in this category, however if 1-2% of the estimated population of people with learning disabilities and/or Autistic people not eligible for social care, are in this category, this would equate to a potential need for supported housing over approximately the next 5 years amongst:

- c.140-280 people in North Yorkshire.
- c.40-80 people in York.

Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs

Evidence of housing need: people with forensic related needs

In summary the likely housing and accommodation needs of this cohort are:

- It is likely that many Autistic people and people with learning disabilities in prison settings may not be recorded, however many of these people will have their housing needs met through conventional housing.
- All of the 13 people in secure psychiatric hospitals currently have a service specification ranging from residential care needs to 'generic' supported living, where it is not expected that there are any specialist housing requirements in this population other than access to 'generic' supported living.
- All of these individuals' needs are related to requiring single person accommodation options, rather than requiring family size homes. However, where support is required, this may need to be factored in to the size of the accommodation offer.

Evidence of housing needs: people in or at risk of admission into NHS / inpatient settings (former 'Transforming Care' cohort)

In summary the likely housing and accommodation needs of this cohort are:

- There are currently 26 in-patients with learning disabilities and/or Autism in North Yorkshire:
 - Of which 9 are in place-based beds, 12 are in secure hospital beds, and 5 are young people in CAMHS beds.
 - Only 3 out of 26 require specialist housing. This includes 1 young person in a CAMHS bed without accommodation and 2 adults who have identified specialist accommodation.

This evidence indicates that the number of people in inpatient settings requiring supported housing is relatively low, currently 3 people out of 26 in inpatient settings (it is assumed the other 23 require general needs housing with a care/support package).

If this profile of need is replicated over time, assuming that there will be people in the future being admitted to inpatient settings for a period of time to meet their needs prior to continuing to live in a community-based setting, it is assumed that c.3 units of supported housing would be required by people with complex support needs being discharged from inpatient settings.

Developing a housing pathway

To meet this range of housing needs, this research has identified the need for a *housing pathway* which includes a mix of housing and supported housing options, which offer people different housing choices, from general needs housing with packages of care and support tailored to individuals' needs through to supported housing options with 24/7 support.

This pathway of housing and supported housing options is required, in part, to reduce the use of inpatient settings and residential care, as well to maximise the range of housing options for people with learning disabilities and/or Autistic people. It should be emphasised that a move to one housing option may not be permanent and there is an assumption that some people will move between different housing options in response to changing needs and circumstances.

A wider range of housing and supported housing options will include:

- A. General needs housing where a person receives personalised care and support.
- B. Accessible housing, for example bungalows, for people who need an adapted home along with personalised care and support.
- C. Small 'clusters' of flats where a person has their own self contained home with some communal spaces, such as a shared lounge, with personalised care and support alongside shared care (for example in relation to overnight support).
- D. 'Step down' supported housing, particularly for younger people.
- E. In the majority of cases we would expect people to rent their homes and be tenants; in some cases access to home ownership, such as through the Home Ownership for people with Long Term Disabilities (HOLD) scheme¹, may be appropriate. The councils and their NHS partners will seek to identify people with learning disabilities and/or Autism who may benefit from the HOLD option and housing providers that are willing and able to deliver this option.
- F. Other housing that may be relevant to some people with people with learning disabilities and/or Autism, such as extra care housing and co-housing.
- G. In a minority of cases, shared supported housing where a person has a room (which may have an ensuite shower/bathroom) and shares the other facilities with other residents.
- H. Short term 'crisis' supported housing, for example to facilitate inpatient admission avoidance.

¹ <https://www.ownyourhome.gov.uk/scheme/hold/>

1. Introduction

- 1.01 This is a report for North Yorkshire Council (NYC), City of York Council (CoYC) and Humber & North Yorkshire Integrated Care Board (HYICB) to provide an understanding of the housing and accommodation needs of people with learning disabilities and/or Autistic people in North Yorkshire, in York, and at the HYICB level (covering North Yorkshire and York).
- 1.02 It is intended to provide an evidence base to inform future commissioning intentions and market position statements, to shape the local housing market and to allow for long-term planning to meet the housing and accommodation needs of people with learning disabilities and/or Autistic people.
- 1.03 The local context for the commissioning of this housing need assessment includes:
- Nationally, there has been significant progress in improving housing options for people with a learning disability and/or Autistic people to allow them to access the care and support they require in their community, in a home of their own.
 - Across North Yorkshire and the City of York there is already a range of housing with support options available to people who need it. Most of this is in the form of 'Supported Living', which gives people the benefits of their own tenancy, combined with the security of care provision that will meet their needs. There are over 200 properties (800 units) of Supported Living accommodation already, but there are also a significant number of people who are known to the local authorities that would benefit from additional accommodation if it was available. Much of this existing provision operates on a shared housing model, but a large amount of the current demand is for newer models of self-contained housing. For example recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people identified that many people are seeking a better choice of accommodation, particularly self-contained accommodation².
 - There are additionally a number of people with learning disabilities and/or Autistic people who have low level support needs and can live in general needs housing, as well as a cohort who have aspirations to be homeowners.
 - There is a significant demand for these services, which is being seen through adult social care assessments and the North Yorkshire Learning Disability and Autism Programme Board, which governs local work to support people with learning disabilities and/or Autistic people to move out of in-patient settings and into housing in the community. It is also underpinned by the 'National Plan – Building the Right Support' framework³, and the ambition to ensure people are able to be in their local area and offered true choice and flexibility in how they are supported.

² <https://www.york.ac.uk/chp/housing-health-wellbeing/learning-disabilities/>

³ [Building the right support](#); NHS England, LGA, ADASS; 2015

- 1.04 This housing need assessment provides estimates of need for housing and accommodation for people with learning disabilities and/or Autistic people over the next 10-15 years.
- 1.05 The assessment estimates the number of supported housing and accommodation units required, property types and the housing/accommodation models required to meet the estimated housing need.
- 1.06 The focus of this housing need assessment is people with learning disabilities and/or Autistic people who are or are likely to be eligible for social care and/or health services from the Councils and/or the ICS. However, the assessment also considers the potential housing needs of people with learning disabilities and/or Autistic people who fall outside of eligibility for adult social care.
- 1.07 Estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.
- 1.08 A range of primary and secondary quantitative data and qualitative data has been used to inform the evidence base and the assumptions and estimation of future need for housing and accommodation for people with learning disabilities and/or Autistic people.
- 1.09 Local stakeholder engagement has taken place, including with a sample of people with learning disabilities and Autistic people, to understand their housing needs and preferences.
- 1.10 The housing assessment also draws on evidence from:
- A range of examples of contemporary practice in terms of housing options for people with learning disabilities and/or Autistic people is summarised to help inform future housing development.
 - Previous research conducted by the Housing LIN with people with learning disabilities and/or Autistic people in England regarding their housing needs and preferences.
 - Information provided by the Councils and the ICS, and local commissioner intelligence regarding supported housing development and provision, has been analysed and used to inform estimates of housing need.
- 1.11 This evidence has been used to inform the estimated need for different types of housing and accommodation need for people with learning disabilities and/or Autistic people.
- 1.12 The structure of the report is:
- Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs).

- Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs).
- Evidence of the supported housing and housing needs of people with leaning disabilities and/or Autistic people with complex care/support needs, including forensic related needs and people who are inpatients. Complex care and support needs can defined as:
 - Needs that are often long-term and serious and may be difficult to diagnose or treat. Furthermore, these multiple needs are likely to interact with and exacerbate each other, forming barriers for the individual. Typically, these barriers present themselves as difficulties that prevent people from accessing certain services.
 - People who are most likely to be in the most restrictive environments for the longest time.
 - People who are most at risk of admission to health and care settings such as care homes and hospital.
 - People who need focused creative commissioning of care and support to live well in the community.
- Findings and recommendations.

2. Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)

2.01 The focus of this part of the housing need assessment is people with learning disabilities and/or Autistic people who are or are likely to be eligible for social care and/or health services from North Yorkshire Council, City of York Council and/or the ICS.

Sources of secondary evidence

2.02 The sources of secondary evidence that have been used as part of the housing need assessment are summarised below.

2.03 Evidence sources for the estimated population with learning disabilities and/or Autistic people which have been used to inform the projected need for housing and supported accommodation for people with learning disabilities in North Yorkshire and City of York, include:

- NHS Short- and Long-term Support (SALT)⁴ has been used to formulate an estimate of the local population, and to provide the current accommodation status of adults with learning disabilities and/or Autistic people.
- Evidence related to the population trend forecast over the next 15 years:
 - Statistics from the Learning Disabilities Mortality Review (LeDeR) Programme⁵ to estimate the projected number of deaths among the population of people with learning disabilities.
 - SEN disability count 2015-2022⁶, which provides trends of the number of children with disabilities in North Yorkshire and York, and an estimate of those transitioning to eligibility for adult social care at 18 years.
- Quality and Outcomes Framework (2022-23)⁷ data which provides the number of people with learning disabilities registered at a GP practice, which has been used to disaggregate the estimated need for housing and supported housing for people with disabilities by former districts in North Yorkshire.
- Internal data provided by NYC, CoYC and ICB partners
 - Number of under-18s with an Education and Health Care Plan (EHCP) – provides estimates of young people that need additional support regarding

⁴ [Social care collection materials 2022 - NHS Digital](#)

⁵ NHS: [LeDeR – learning from lives and deaths](#)

⁶ ONS/DfE: Special Educational Needs in England 2015-2022

⁷ [Quality and Outcomes Framework \(2022-23\) - NHS Digital](#)

their educational and health/social care needs, of which a proportion are young people with a learning disability.

- Number of children with Special Educational Needs (SEN) – data regarding children with additional needs, of which a proportion are expected to be related to learning disabilities.
- Data collated from Projecting Adult Needs and Service Information (PANSI)⁸ related to estimates of the population with differing levels of severity of learning disabilities.
- Data about the current supply of supported housing and care homes – provided with indicators of locations (e.g. for North Yorkshire's former district council areas).
- A range of other local data and intelligence to provide contextual background related to the population with learning disabilities and Autistic people including:
 - The NYC and York TCP Housing Plan 2018-2021⁹ which provides information related to:
 - Numbers of inpatients with learning disabilities, over a three-year period, based on Assuring Transformation¹⁰ reporting of those with complex needs and/or 'challenging behaviours', including past trends related to NHS England targets.
 - Out of area placements by City of York and North Yorkshire.
 - Children and young people known to the Transforming Care Partnership (TCP).
 - Recent developments of supported housing in the City of York and North Yorkshire.
 - Future strategic priorities in relation to supported housing, as well as the health/social care needs, of people with learning disabilities and/or Autistic people.

Baseline population and future population estimates

2.04 To identify the relevant population of people with learning disabilities and/or Autistic people aged 18 and over, who are or who are likely to be eligible for social care and/or health services, the following data has been used:

- The NHS Short- and Long-term Support (SALT)¹¹ dataset has been combined with local internal data to provide information on the number of people with learning

⁸ [Projecting Adult Needs and Service Information \(PANSI\)](#); IPC.

⁹ North Yorkshire and York Transforming Care Partnership Housing Plan 2018-2021; September 2018

¹⁰ NHS Digital: [Assuring Transformation](#)

¹¹ NHS Digital: Short- and Long-term Support dataset (2021/22); accessed via [Adult Social Care Finance Return Data Pack](#)

disabilities and/or Autistic people aged 18 and over, who are eligible for adult social care support provided by the Councils. The figures are likely to include a smaller cohort of individuals with both learning disabilities and Autism.

- Internal council data has been provided to supplement figures accessed through NHS SALT data and has been used where more up to date figures are available through the local councils' data. This additionally has been used to produce estimates of supported housing for the former district areas in North Yorkshire and for the Community Social Care Team (CSCT) areas.
- QOF data¹²: provides the number of people with a learning disability registered with a GP in North Yorkshire. This provides an estimate of the wider population with a learning disability in the local area.
- PANSI estimates¹³ of the population within North Yorkshire aged 18+ with learning disabilities and Autistic people in England¹⁴, and the 2021 ONS census¹⁵. This is used to estimate the number of people with moderate and severe learning disabilities among the wider population.
- Internal Council data on the number of children and young people with SEN, of which a proportion is likely to have a learning disability¹⁶ and/or Autism.

¹² [Quality and Outcomes Framework \(2022-23\) - NHS Digital](#)

¹³ [Projecting Adult Needs and Service Information \(PANSI\)](#); IPC.

¹⁴ Hatton & Emerson (2011): Estimating Future Need for Social Care among Adults with Learning Disabilities in England: An Update; Improving Health and Lives – Learning Disability Observatory

¹⁵ ONS Census 2021: Usual resident population by five-year age group, local authorities in England and Wales.

¹⁶ North Yorkshire Council; City of York Council

Table 1. Summary of the estimates of the population with learning disabilities and Autistic people in North Yorkshire and York

Population cohort	North Yorkshire	City of York
People with LD registered with a GP (QOF)	2,902	475
Estimated number of people with LD among wider population (PANSI):	2,785	902
of which are likely to have a moderate level of learning disability	1,981	641
of which are likely to have a severe level of learning disability	804	260
Number of adults with learning disabilities/Autistic people eligible for local authority funded care/support	1,958	450

Source: NHS Digital, IPC NYC & CYC

- 2.05 In addition to the above, internal data provided by NYC identifies that there are approximately 15,011 children under 18 with SEN and 4,203 children with an EHCP in North Yorkshire. It is likely that a proportion of these children will have learning disabilities and/or include Autistic young people.
- 2.06 In order to project forward the population of people with learning disabilities and/or Autistic people aged 18+, the following method has been used:
- The baseline population has been calculated as the number of people that are eligible for adult social care support, using the NHS SALT dataset. This is used to calculate the baseline population for each future year. This population has been used as these individuals are most likely to need and have access to a care/support package from the Councils. However, it should be noted that the number of people who have learning disabilities and/or Autistic people may be higher as this will include people who are not eligible for a care/support package from the Council (see section 3).
 - The average annual number of young people likely to 'transition' to become eligible for adult social care support is calculated based on the average number of 17-year-olds with a learning disability, registered on the SEN¹⁷ count data, over the period 2015-2022. Based on evidence over this period and the data received from North Yorkshire Council and York Council, this is estimated to be c.33 and c.8 young people likely to transition to eligibility for adult social care per year for North Yorkshire and York respectively.
 - The average annual number of deaths among the population with learning disabilities and/or Autistic people is calculated from the LeDeR data. This is initially

¹⁷ ONS/DfE: Special Educational Needs in England 2015-2022

adjusted to estimate the average number of deaths among the population with a learning disability that would be eligible for local authority funding (as opposed to the wider LD population). This is further adjusted to provide an estimate for the average annual number of deaths among the population of people with learning disabilities in North Yorkshire and City of York respectively (estimated to be c.18 and c.4 deaths per annum respectively).

- To estimate the projected growth of the 18+ years population of people with learning disabilities and Autistic people, the average annual number of transitions into adult social care eligibility and the average annual number of deaths are added and subtracted respectively, to the baseline population. This projects a net increase in the population over the period to 2039.

2.07 Based on the evidence considered, the estimated population of people with learning disabilities and/or Autistic people aged 18 and over is anticipated to increase in North Yorkshire from 1,958 in 2024 to 2,174 in 2039 and it is anticipated to increase in City of York from 450 in 2024 to 510 in 2039.

Current accommodation and supported housing provision

2.08 Table 2 shows the population with learning disabilities and/or Autistic people in North Yorkshire and City of York, by accommodation status.

Table 2. Accommodation status of people with learning disabilities and/or Autistic people in North Yorkshire and City of York

Type of accommodation provision	North Yorkshire: Number of people	North Yorkshire: Percentage by accommodation type	City of York: Number of people	City of York: Percentage by accommodation type
For the population of adults with learning disabilities and/or Autistic people, the accommodation provision and types:	1,958 adults with learning disabilities and/or Autistic people		450 adults with learning disabilities and/or Autistic people	
Residential/nursing care	152	8%	72	16%
Shared Lives (adult placement)	36	2%	15	3%
Supported housing	773	39%	164	36%
Living with family / friends / informal carers	489	25%	137	30%
Mainstream housing	508	26%	62	14%

Source: North Yorkshire Council, York City Council, SALT 2021/22, LeDeR (2021) & DfE (2022)

2.09 The table below shows the current distribution of supported housing for people with learning disabilities and/or Autistic People in North Yorkshire.

Table 3. Supported housing for people with learning disabilities and/or Autistic People in North Yorkshire. Units by former district area.

Former District/borough	Units	% of total
Craven	26	3.4%
Hambleton	106	13.7%
Harrogate	223	28.8%
Richmondshire	37	4.8%
Ryedale	74	9.6%
Scarborough	264	34.2%
Selby	43	5.6%
North Yorkshire (total)	773	100%

Source: North Yorkshire Council

- 2.10 Whilst there are similar percentages of the population of people with learning disabilities and/or Autistic people living in supported housing, Shared Lives accommodation and with family/friends/carers between North Yorkshire and York City, there is a higher percentage of people living in residential/nursing care from York compared to North Yorkshire.
- 2.11 There is a significantly higher proportion of supported housing located in Scarborough and Harrogate, which comprises of 63% of the total provision of supported housing across North Yorkshire.
- 2.12 Local policy seeks to support people with learning disabilities and/or Autistic people to live and be supported in the community as far as possible and supported housing is key component of enabling this to happen.
- 2.13 The evidence from national contemporary housing practice (below) and from engagement with people with learning disabilities and/or Autistic people and other stakeholders (below) is that that the majority of people who live in, or may need/want to live in, supported housing, are increasingly seeking self-contained supported housing but with some communal space/s that provides an opportunity for residents to socialise with each other/with friends and family members.
- 2.14 Evidence from North Yorkshire Council and City of York Council indicates that the majority of existing supported housing is provided in shared housing, with varying levels of onsite support, where tenants have a bedroom but share the communal facilities with other tenants. There has been some more recent development of supported housing in the form of small scale 'clusters' of self-contained flats with onsite support.
- 2.15 Shared supported housing works for some people, for example young people who may wish to share with other young people or to provide short term intensive support following 'step down' from a hospital setting. However, shared housing can be challenging to manage tenants' needs in relation to behaviour and find a suitable 'fit' for a household when a tenant moves on. This can result in voids that are difficult to fill. Shared housing can also compromise the ability of people to choose whom they live with. However, a collaborative approach with providers that seeks to 'match'

housemates with similar interests and location preferences may be a way to mitigate these types of issues.

- 2.16 The 'inherited stock' of supported housing for people with learning disabilities and/or Autistic people, based on local stakeholder feedback, includes some stock that is not considered to be fit for purpose', for example in terms of the standard of accommodation and the accessibility of the accommodation. It is estimated by North Yorkshire Council that c.25% of this existing supply may be considered to be 'unfit' for purpose.
- 2.17 Some of the older properties being used as supported housing have issues in relation to their suitability for adaptations, for example to accommodate the needs of people who are developing age related or mobility related needs. Some of these needs for suitably adapted accommodation could be met through, for example, planned increases in the provision of extra care housing.
- 2.18 There is currently a lack of minimum standards in relation to supported housing, however it is expected that the implementation of the Supported Housing Act by local authorities and their partners will provide a statutory basis for introducing national and local standards in relation to the quality of supported housing.

Local policy context

- 2.19 North Yorkshire's Learning Disabilities Strategy 2017-2022¹⁸ states:
- The importance of enabling people with learning disabilities to live in their own homes or with their families. It notes that almost 2 out of 3 people known to services live in their own home or with their family, and c.170 people live in residential nursing care.
 - There is a desire to increase the number of people with learning disabilities who are supported to live locally in housing, either with others or by themselves. This aligns with the broader goals of the strategy, which include providing people with learning disabilities greater choice and control over important life decisions, access to better healthcare, and the opportunity to play an active role in their local community.
- 2.20 The 2023 draft North Yorkshire Autism strategy¹⁹ states the following:
- Variations in autism data sources hinder accurate population estimates. However, most sources indicate a rising prevalence, attributed to better recognition, especially among youth. Long assessment wait times likely contribute to underdiagnosis, particularly in younger individuals. Historical underreporting, especially among females and minority groups, suggests actual autism rates may exceed current data.

¹⁸ [Learning Disabilities Strategy 2017-2022 | North Yorkshire Partnerships](#)

¹⁹ North Yorkshire Health and Wellbeing Board: [Autism – A North Yorkshire Strategy](#); Draft version for key decision to approve public consultation (November 2023)

- There is a need for developments in training for housing and care providers to make reasonable adjustments and improve support for Autistic residents.
 - Discussions with Autistic People, caregivers, and practitioners highlight housing as a key concern. Issues include a risk of homelessness due to breakdowns in provision, lack of suitable emergency accommodation, limited social housing for Autistic individuals, and insufficient options for those under 55. Additional challenges include waiting times for accommodation, lack of support during repairs, costs and permissions for safety adjustments, and a lack of autism awareness among housing sector workers.
 - There is a need to simplify housing pathways and processes, offering tailored information and guidance. Support the development of independent skills and provide assistance with paperwork, budgeting, and accessing healthcare.
 - For housing and care providers there is an intention to offer awareness training to assist providers in making reasonable adjustments for Autistic individuals, and to encourage all providers to be inclusive and review accommodation needs to reduce out-of-county placements and develop support models for prolonged home stays.
- 2.21 York Council's Accommodation Plan for Adults with Learning Disabilities, 2018 to 2023 highlighted the need to review the needs of an ageing learning disabilities population and accommodation provision overall.
- 2.22 Supported living forms part of the accommodation options within York. Work is underway to create a sustainable pathway into and through accommodation for adults with learning disabilities and autism. Our aim is for adults with learning disabilities and autism to live in the right home at the right time with the right support and care that meets their needs.
- 2.23 That means living in the most appropriate accommodation with the support the person needs, to help them stay as independent as possible at the stage of life they are at. Some adults with learning disabilities or autism find it best to live in adapted, specialised accommodation with support whilst others may be able to live in un-adapted, regular accommodation with extra support being provided as and when needed. This means a variety of options need to be available within the local market.

**The mix and range of supported accommodation needed to meet people's needs:
Evidence from people with learning disabilities and other stakeholders**

- 2.24 Evidence from engagement that the Housing LIN and Learning Disability England has undertaken throughout England with people with learning disabilities and Autistic people, and with voluntary organisations that support them, and recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people²⁰, has identified the following key messages:

²⁰ <https://www.york.ac.uk/chp/housing-health-wellbeing/learning-disabilities/>

- There is a need for an increased range of good quality supported housing and accommodation for people with learning disabilities and/or Autistic people.
- People with people with learning disabilities and/or Autistic people don't want to live in a care home; care homes are not seen as aspirational or places that enable independence.
- The majority of people are seeking self-contained accommodation that enables them to live as independently as possible. For some people this may be a general needs property with an appropriate package of care/support, not necessarily supported housing.
- Some people would prefer to live in shared accommodation; this often tends to be younger people where living with friends may be a preference and resembles the housing preference/experience of other young people their age living without a disability. It should be noted that a majority of the people on the waiting list for supported accommodation in North Yorkshire are seeking shared supported housing.
- People are seeking to live close to amenities, shops, good public transport, GP surgeries etc, and may want areas where lower crime rates,
- People are seeking support navigating the housing 'system', for example in relation to choice based lettings systems to access general needs housing. Information needs to be 'learning disability friendly', for example, people are seeking easy-read tenancy agreements.

Findings from qualitative research with people with learning disabilities and/or Autistic People in North Yorkshire and City of York

- 2.25 Recent research carried out by the Housing LIN in collaboration with Learning Disability England, in relation to the views and perspectives of people with learning disabilities in North Yorkshire, is summarised below.
- 2.26 Evidence was compiled from 3 focus groups and 2 surveys of people with learning disabilities or those who support them, including:
- York and North Yorkshire Housing Forum and survey (12 respondents).
 - General survey (33 respondents).
 - Online meeting (8 attendees).
 - In-person meeting in York (3 attendees).
- 2.27 Based on the qualitative research conducted with people with learning disabilities and/or Autistic people, those who work with them, people need support with the following.

Where people live now

- 2.28 The evidence suggests that a sizable proportion of people are living in homes that are not suitable for their needs

- 2.29 From the survey evidence, just under half of respondents are living in accommodation that meets their needs all of the time, just over half of respondents express that their homes do not fully meet their needs:
- 46% of respondents said where they live suits their needs 'all of the time'
 - 15% of respondents said where they live suits their needs 'most of the time'
 - 19% of respondents said where they live suits their needs 'some of the time'
 - 19% of respondents said where they live suits their needs 'none of the time'
- 2.30 Living independently is increasingly challenging amidst the current cost of living crisis; people are seeking homes that are affordable, e.g. in relation to heating and utility costs.
- 2.31 Many individuals lack autonomy in choosing where they want to live and who they live with, with decisions often made by others.
- 2.32 It was reported that there are increased instances of hoarding amongst people with learning disabilities and/or autistic people.

What type of accommodation are people seeking?

- 2.33 It is important to note that those with learning disabilities are a diverse group with a range of different needs.
- 2.34 People are seeking homes that enable them to live as independently as possible.
- 2.35 The evidence suggests that there is a need for a wider range of supported housing options for people.
- 2.36 The majority of people are seeking their 'own front door' i.e. self-contained accommodation, however having access to communal space is essential for wellbeing. This does need to be treated with caution. Whilst this is corroborated by recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people, it should be noted that a majority of the people on the waiting list for supported accommodation in North Yorkshire are seeking shared supported housing.
- 2.37 Shared housing can be suitable for some people, i.e. a group of friends living together.
- 2.38 People are seeking supported housing that has been designed to be accessible from the outset. (i.e. including wet rooms, assisted bathing, tracking hoist, space for a wheelchair etc)
- 2.39 Housing needs to cater for complex and overlapping needs, such as adults with learning disabilities experiencing homelessness.
- 2.40 Future housing should accommodate accessibility related needs be flexible to changing needs including consideration of personal relationships.

- 2.41 Respondents report that having access to outside space is important.
- 2.42 People are seeking opportunities for home ownership through the HOLD scheme or shared ownership options.
- 2.43 People are keen for some level of flexibility, and suggested a trial period in which they can decide whether or not a specific housing provision works for them.

Locational factors

- 2.44 People want to live in areas with good transport links, access to shops and amenities.
- 2.45 Living within a supportive community is also extremely important, there are concerns about anti-social behaviour affecting disabled individuals' safety.
- 2.46 It was reported that there are specific shortages of housing stock in certain areas (such as Harrogate and York).
- 2.47 Homes need to be located where there is social care available however in rural areas there needs to be better planning to ensure people are supported with the same services as in urban locations.

Support needed

- 2.48 There's a need for specialised, high-quality support services and affordable community opportunities that enable people to come together and socialise.
- 2.49 Good quality support is needed within supported housing settings.

Information about housing and support

- 2.50 More comprehensive information is needed regarding different housing options, rights, costs, moving processes, how to report concerns, etc., to empower individuals in making informed decisions about their housing options.
- 2.51 People are seeking support to plan for housing earlier on as part of their Education, Health and Care (EHC) plans as this will lead to "less emergency support further down the line".
- 2.52 The key findings from this local engagement are summarised below.
- 2.53 There is a desire for the councils to commission housing that:
- Makes Autistic people feel safe and secure within their environment;
 - Offer the opportunity to have support from relevant support agencies integrated as appropriate to their needs;
 - Offers them the ability to access public transport, shops, health services, education and leisure facilities, places of employment and other access to services;
 - Enables opportunities for full inclusion and participation in the local community;
 - Protects people as far as possible from unwanted external factors e.g. avoiding hate crime;

- Utilises best practice in the design and layout of buildings and offers flexibility to meet peoples' changing needs.
- 2.54 Housing design for Autistic people should consider:
- Locating residential buildings away from roadways with high provision of traffic, railway, airports, or busy commercial sites (sensory sensitivities).
 - Locating residential buildings away from other buildings that allow residents to be constantly overlooked by neighbours or which allow residents to peer into neighbouring households.
 - Locating residential buildings close to established and stable neighbourhoods, with access to shops, health centres etc.
 - Group together residents with similar needs, lifestyles, routines and life-stages, wherever possible.
- 2.55 A housing solution (in whatever form) should ideally not group more than 8 people together.
- 2.56 There is a need to provide accommodation for individuals with a sole diagnosis of autism who are unlikely to find supported accommodation for people with learning disabilities appropriate due to sensory and social requirements.
- 2.57 There is a need for greater awareness raising and understanding of what living with autism is like.
- 2.58 There is a particular need for advocacy that is bespoke to the needs of Autistic people to help them find and maintain their tenancies. For example, people are seeking help bidding for council housing, understanding their housing options and navigating the housing 'system'.
- 2.59 A range of housing options for people with varying levels of autism is needed. In many cases, people with autism will find mainstream housing suitable. Whilst others might require a 'light touch' version of supported housing.
- 2.60 Supported shared accommodation is not appropriate for people with a sole diagnosis of autism; people with a sole diagnosis of autism need accommodation that provides independence as their sensory and social requirements make living in a shared accommodation challenging. People with a sole diagnosis of autism need properties that are adequately sound proofed.
- 2.61 It was suggested that there is currently a lack of affordable mainstream housing options for people with autism.
- 2.62 People with autism are seeking floating support that they can turn to 'just in case'. People may benefit from using the KeyRing type model of community support for Autistic people.

**The type and mix of supported accommodation needed to support people's needs:
Drawing on supported housing good practice**

- 2.63 Contemporary good practice in relation to supported housing for people with learning disabilities and/or Autistic people indicates that a range of supported housing services and accommodation types are needed to support people as part of a *housing pathway* approach. This is summarised below; further examples are shown at Annex 2.
- 2.64 New supported housing developments have tended to be 'clusters' of flats and there has been a reduction in the use of 'shared housing' models of supported housing. This is reflected in the types of supported housing that have been developed more recently for people with learning disabilities and/or Autistic people.
- 2.65 There has been development of new supported housing by both 'mainstream' and 'specialist' (i.e. providers that solely develop supported housing) housing associations particularly in relation to developing small-scale 'clusters' of flats with modest communal space of between 6-10 1-bed flats in the same building; with local authorities/NHS funding the 24/7 care costs.
- 2.66 There are a range of examples of contemporary supported housing practice that can be drawn on as approaches that can support people with a range of housing and care/support needs.
- 2.67 In relation to people with very complex support needs, an example of a bespoke supported housing scheme has been developed by Choice Support²¹, which has 6 self-contained units with staff facilities, designed for people with complex needs related to 'challenging behaviours', e.g. including features such as curved (and removable) internal walls, soft impact finishes to floors and walls.
- 2.68 Oxfordshire County Council has commissioned two purpose-built supported living schemes for people with complex needs²². Each scheme has 6 self-contained units for people with autism related needs. The service is designed for people with an autism diagnosis or a similar condition or similar presentations who require specialist support and accommodation. They also have complex needs that mean they find it difficult to share support or accommodation.
- 2.69 An example of new build accommodation for people with learning disabilities is Anvil Court²³ a scheme in Hampshire developed, financed and owned by Hampshire County Council. It is a block of 10 1-bed flats with an additional 3 wheelchair adapted bungalows. This supported housing scheme has 24/7 care on site and is aimed at people with learning disabilities with a range of care needs.

²¹ <https://www.choicesupport.org.uk/stories/transforming-care-mayman-lane>

²² [https://www.housinglin.org.uk/assets/Resources/Housing/Practice examples/Housing LIN case studies/HLIN CaseStudy 151 Oxfordshire.pdf](https://www.housinglin.org.uk/assets/Resources/Housing/Practice%20examples/Housing%20LIN%20case%20studies/HLIN%20CaseStudy%20151%20Oxfordshire.pdf)

²³ <https://documents.hants.gov.uk/adultservices/Extra-Care-Younger-adults-Brochure-2020.pdf>

- 2.70 A key part of a housing pathway approach is enabling people with learning disabilities and/or Autistic people to move in to and remain living in mainstream housing, with provision of housing related support as necessary to help people to maintain their tenancies.
- 2.71 The most recent guidance from the Care Quality Commission (CQC) in relation to supported living for people with learning disabilities/autistic people, *Right Support, Right Care, Right Culture*²⁴ emphasises:
- The need for a separation between the organisations providing the housing and the care, i.e. that tenants have security of tenure and a choice of care provider (and that their security of tenure is not compromised by their choice of care provider).
 - The need to avoid 'institutional' and 'congregate' forms of accommodation.
 - That care must be person centred.
 - The use of tenancy agreements that maximise security of tenure (rather than the use of license agreements).
- 2.72 It is important to note that this guidance from the CQC does not specifically refer to a 'maximum' number of units or dwellings in supported living settings.

The mix and range of accommodation and supported housing needed to meet people's needs: Commissioner insights and perspectives

- 2.73 The insights and perspectives of commissioners and practitioners from the local authorities' and NHS locally in relation to for housing for people with learning disabilities and/or Autistic people are set out below.
- 2.74 There is a desire to develop a *housing pathway* which includes a mix of housing and supported housing, which offer people different housing choices, from housing options with 24/7 support through to access to mainstream housing with packages of care/support tailored to individuals' needs.
- 2.75 There needs to be a mix of types of supported housing which enables people to have housing choices. This will include an increasing proportion of self-contained housing in the future however it is recognised that shared supported housing will be a preferred option by some people.
- 2.76 There is a need for small 'clusters' of self-contained supported housing including with communal space, both for people who need 24/7 support and for people with lower support needs. This is seen as smaller version of extra care housing type schemes. There are currently issues with the scale of self-contained supported housing developments where CQC is requiring such schemes to be of 6 or less units, which compromises scheme viability (see above regarding CQC guidance).

²⁴ https://www.cqc.org.uk/sites/default/files/2022-06/900582%20Right%20support%20right%20care%20right%20culture_v5_0.pdf

- 2.77 Some existing shared housing needs to be reviewed and its future use considered, particularly where there are long term voids, it is not accessible for people with mobility related needs, or the location is undesirable.
- 2.78 There is a need for a small number of specialist supported housing schemes for people with the most complex care and support needs, including 24/7 support, which, for example, can also provide 'step down' accommodation for people being discharged from inpatient or care home settings, or as supported accommodation that can support a person temporarily to avoid an inpatient admission.
- 2.79 Commissioners would like to reduce the use of residential care as this is not an option wanted or required by the majority of people with learning disabilities and/or Autistic people. For some people a move to supported housing from residential care may be a preferred option.
- 2.80 Shared Lives capacity will increase over time as a complementary accommodation offer alongside supported housing, including as an alternative for people who are currently living in residential care homes.
- 2.81 People with learning disabilities and/or Autistic people need to be able to have easier access mainstream general needs housing within the wider community; for example choice-based lettings systems are often a barrier for some people with learning disabilities and/or Autistic people. This can be a realistic option for people where floating support or individualised care/support packages are provided.
- 2.82 There is a need for fully wheelchair adapted homes for some people with learning disabilities who also have significant physical disabilities.
- 2.83 There is a need for an increased range of tenure choices, such as home ownership through the Home Ownership for people with Long Term Disabilities (HOLD) scheme, where this appropriate to people's housing and care/support needs.
- 2.84 There is a need for supported housing with lower rent and service charges to enable people to access employment opportunities, where this is appropriate to people's needs and preferences.
- 2.85 This is type of housing pathway, with a mix of housing options, needs to be associated with care/support services that provide person-centred, enabling, strength-based support, and outcomes for people around building their independence.

Estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people: North Yorkshire

- 2.86 The estimate of need for supported accommodation for people with learning disabilities and/or Autistic people is based on the following approach.
- 2.87 Projections in relation to population growth and accommodation status/ need are based on the following evidence-based assumptions/considerations:

- There are an estimated 1,958 people aged 18+ years with learning disabilities and/or Autistic people living in North Yorkshire who are eligible for adult social care support from the Council (2024), based on the local internal data and NHS Short- and Long-term Support (SALT).²⁵
- The 18+ population of people with learning disabilities is projected to increase by 2039, modelled to change in line with the number of deaths across the population with learning disabilities and the number of 17-year-olds transitioning to eligibility to adult social care in North Yorkshire.
- This growth takes into account :
 - A growing older population of adults with learning disabilities.
 - Young people with disabilities becoming adults
- Evidence from the council and its NHS partners that there is a need to develop a housing 'pathway' for people with learning disabilities (as set out in paragraphs 2.74-2.85).
- The use of residential/nursing care is expected to decrease by c.50% by 2039, from c.8% in 2024 to c.3% by 2039.
- Supported housing/supported living is expected to increase due to the increasing overall population including young people who will become eligible for adult social care at 18 years, a projected reduction in the use of residential care and the likelihood of people living with older carers (typically parents) becoming unsustainable.
- There is a waiting list held by the Council which indicates need for an additional c.275 supported housing/supported living units²⁶ over the next 5+ years (i.e. need shown for people on the waiting list who are not already living in a type of supported housing/supported living).
- Need for mainstream housing with a care/support package is expected to increase slightly due to the increase in the overall population of adults with a learning disability.
- A modest level of growth has been assumed for Shared Lives.
- Living with family/friends/informal carers: based on similar assessments with local authorities elsewhere, it is assumed that the percentage of people living with family carers, particularly older carers will decrease by c.25-35% by 2039 as a proportion of older carers are no longer in a position to be able to accommodate and support their adult children with learning disabilities.

2.88 Changes in additional supported housing requirements to meet projected housing need and changes in the types of accommodation/supported housing required are

²⁵ NHS Digital: Short- and Long-term Support dataset (2021/22); accessed via [Adult Social Care Finance Return Data Pack](#)

²⁶ North Yorkshire Internal data: Health & Adult Services

based on applying the assumptions above. This is adjusted for identified population change over time.

- 2.89 The estimated need for accommodation/supported housing for people with learning disabilities and/or autistic people is shown in table 4.
- 2.90 Table 4 shows the number of homes/units currently available to meet need, the estimated number of units required to meet future need projected to 2029, 2034 and 2039.

Table 4. Estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people in North Yorkshire, to 2039.

	Current provision and population (2024)	Existing supply of housing & accommodation types (%)	Adult pop. and estimated housing need by 2029	Estimated need for housing & accommodation types (%)	Adult pop. and estimated housing need by 2034	Estimated need for housing & accommodation types (%)	Adult pop. and estimated housing need by 2039	Estimated need for housing & accommodation types (%)
Population	1,958		2,030		2,102		2,174	
Housing & accommodation types								
Residential/nursing care	152	8%	112	6%	105	5%	65	3%
Shared Lives (adult placement)	36	2%	39	2%	46	2%	65	3%
Supported housing	773	39%	1,045	52%	1,145	55%	1,261	58%
Living with family / friends / informal carers	489	25%	325	16%	294	14%	261	12%
Mainstream housing	508	26%	509	25%	511	24%	522	24%
Totals	1,958	100%	2,030	100%	2,102	100%	2,174	100%
Net additional housing & supported accom. requirement (units)			275		383		517	
Net need: Shared Lives			3		10		29	
Net need: Supported housing			272		372		488	

Source: NHS SALT data 2021/22, LeDeR (2021) and DfE (2022).

- 2.91 In summary, it is estimated that:
- an additional c.270 units of supported housing and c.3 shared lives places are needed by 2029;
 - an additional c.370 units of supported housing and c.10 shared lives places are needed by 2034;
 - an additional c.490 units of supported housing and c.30 shared lives places are needed by 2039.
- 2.92 Based on evidence from North Yorkshire Council that there is an identified need for c.275 units of supported accommodation required over the next 5 years (paragraph 2.88) based on the number of people currently on the waiting list for supported housing/supported living; the estimated need for supported housing and Shared Lives shown in table 4 to 2029, corroborates this local evidence.
- 2.93 Based on this evidence of local need for supported accommodation, it is estimated that c.70% (c.200 units) of this represents current (2024/25) unmet need for supported accommodation.
- 2.94 Estimated need for supported housing does not take account of supported housing that is currently being developed. This 'pipeline' of supported housing development will help to meet identified estimated need.
- 2.95 These estimates of need for supported accommodation relate to people with learning disabilities and Autistic people aged 18+ who are eligible for social care from the Council.
- 2.96 These estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.

Estimates of supported housing need for people with learning disabilities in North Yorkshire's former district areas / Community Social Care Team areas

- 2.97 The former district areas and Community Social Care Team areas in North Yorkshire are shown below on the map images, in annex 1.
- 2.98 The supported housing and shared lives estimated additional future need for North Yorkshire has been disaggregated via the following method:
- The number of adults with a learning disability or autism eligible for local authority funded social care was identified for each CSCT area, based on NYC data²⁷.

²⁷ North Yorkshire Council: Service users with a package of care with autism or Primary Service Reason of Learning Disability by Planned Care Team and accommodation status - 13/12/23

- Each CSCT is matched with its location within North Yorkshire's former district/borough areas, via a 'closest match method'²⁸, through overlaying of area boundaries. Note that CSCT area boundaries generally 'fit' the boundaries of North Yorkshire's former districts, therefore a degree of matching for each area is possible. Table 11 in annex 1 shows this 'matching'.
- NYC data of the number of adults with a learning disabilities and/or Autistic people eligible for local authority funded social care is aggregated up for each former district. This provides the total number of people with a learning disability and/or Autistic people eligible for LA funded social care, by former district area.
- The percentage of the total sum (for North Yorkshire, as a total) of the above-mentioned population is calculated for each district.
- The percentage for each district is applied to the estimates of net additional need for supported housing and Shared Lives accommodation, based on the North Yorkshire total estimates shown in table 4.
- Estimates of net additional need for Shared Lives accommodation and supported housing has been generated for each district for 2029, 2034 and 2039, and is assigned to each CSCT area through the above-mentioned 'closest match' method. Housing need at district and CSCT level are shown below in table 5.

²⁸ 'Closest match' refers to an assignment of matches based on visual examination of the local geography.

Table 5. Estimated additional need: Supported housing and Shared Lives accommodation (units). Disaggregated by former district/borough area, and 'closest match' CSCT area(s).

Former District	'Closest match' CSCT area(s)	Estimated need by 2029			Estimated need by 2034			Estimated need by 2039		
		Shared Lives	Supported housing	Total	Shared Lives	Supported housing	Total	Shared Lives	Supported housing	Total
Craven	(Craven North East, Craven North West, Craven South)	0	17	17	1	23	24	2	30	32
Hambleton	(Hambleton North, Hambleton South, Hambleton Central)	0	49	49	2	66	68	5	87	92
Harrogate	(Boroughbridge Rural, Harrogate South, Knaresborough, Ripon, Harrogate North)	1	77	77	3	105	108	8	137	146
Richmondshire	(North Dales, South Dales)	0	9	9	0	12	12	1	16	17
Ryedale	(Ryedale North, Ryedale South)	0	21	21	1	28	29	2	37	39
Scarborough	(Scarborough Castle, Scarborough North, Scarborough South, Whitby, Scarborough Central)	1	73	74	3	100	102	8	131	138
Selby	(Selby East, Selby West)	0	28	28	1	38	39	3	50	53

N.B. Figures may not sum exactly to North Yorkshire totals, due to rounding.

Estimated need for supported accommodation for people with learning disabilities and/or Autistic people: York City

- 2.99 The estimate of need for supported housing and accommodation for people with learning disabilities and/or Autistic people is based on the following approach.
- 2.100 Projections in relation to population growth and estimated need for supported housing and accommodation are based on the following assumptions/considerations:
- There are an estimated 450 people aged 18+ years with learning disabilities living in York City who are eligible for adult social care support from the Council (2024), based on the internal council data, projected forward from 2023.
 - The 18+ population of people with learning disabilities is projected to increase by 2039, modelled to change in line with the number of deaths across the population with learning disabilities and the number of 17-year-olds transitioning to eligibility for adult social care in York.
 - This growth takes into account :
 - A growing older population of adults with learning disabilities.
 - Young people with disabilities becoming adults
 - Evidence from the council and its NHS partners that there is a need to develop a housing 'pathway' for people with learning disabilities (as set out in paragraphs 2.74-2.85).
 - The use of residential/nursing care is expected to decrease by c.50% by 2039, from c.14% in 2024 to c.6% by 2039.
 - Supported housing/supported living is expected to increase due to the increasing overall population including young people who will become eligible for adult social care at 18 years, a projected reduction in the use of residential care and the likelihood of people living with older carers (typically parents) becoming unsustainable.
 - Need for mainstream housing with a care/support package is expected to increase slightly due to the increase in the overall population of adults with a learning disability.
 - A modest level of growth has been assumed for Shared Lives.
 - Living with family/friends/informal carers: based on similar assessments with local authorities elsewhere, it is assumed that the percentage of people living with family carers, particularly older carers will decrease by c.20% by 2039 as a proportion of older carers are no longer in a position to be able to accommodate and support their adult children with learning disabilities.

- 2.101 Changes in additional supported housing requirements to meet projected housing need and changes in the types of accommodation/supported housing required are based on applying the assumptions above. This is adjusted for identified population change over time.
- 2.102 The estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people is shown in table 6.
- 2.103 Table 6 shows the number of homes/units currently available to meet need, the number of units required to meet unmet need, this unmet need projected to 2029, 2034 and 2039.

Table 6. Estimated need for supported housing and accommodation for people with learning disabilities and/or Autistic people in York to 2039.

	Current provision and population (2023)	Existing supply of housing & accom. types (%)	Adult pop. and estimated housing need by 2029	Estimated need for housing & accom. types (%)	Adult pop. and estimated housing need by 2034	Estimated need for housing & accom. types (%)	Adult pop. and estimated housing need by 2039	Estimated need for housing & accom. types (%)
Population	450		470		490		510	
Housing & accommodation types								
Residential/nursing care	72	16%	60	13%	46	9%	31	6%
Shared Lives (adult placement)	15	3%	18	4%	22	4%	26	5%
Supported housing	164	36%	199	42%	236	48%	276	54%
Living with family / friends / informal carers	137	30%	125	27%	112	23%	97	19%
Mainstream housing	62	14%	68	15%	75	15%	82	16%
Totals	450	100%	470	100%	490	100%	510	100%
Net additional housing & supported accom. requirement (units)			38		79		122	
Net need: Shared Lives accom.			3		7		11	
Net need: Supported housing			35		72		112	

Source: NHS SALT data 2021/22, LeDeR (2021) and DfE (2022).

2.104 In summary, it is estimated that:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

2.105 These estimates of need for supported accommodation relate to people with learning disabilities and Autistic people who are eligible for social care from the Council.

2.106 Estimated need for supported housing does not take account of supported housing that is currently being developed. This 'pipeline' of supported housing development will help to meet identified estimated need.

2.107 These estimates of need for supported accommodation and housing, include young people aged 18-24 years and adults aged 25+. These estimates also take account of the future need for supported accommodation amongst people who are currently children as the population change to 2039 takes account of children becoming eligible for adult social care over that period.

Implications of estimated need for housing for people with learning disabilities and/or Autistic people: housing and accommodation options.

2.108 Whilst the available evidence allows for estimates of need for supported housing overall, Shared Lives, mainstream housing and care homes (tables 4 and 6 for North Yorkshire and York respectively) the available evidence doesn't permit more precise estimates, for North Yorkshire and for York, of the full range of different property types and models, the evidence from the research with people with learning disabilities and Autistic people, discussions with professional stakeholders and drawing on the Housing LIN's experience, indicates that people are seeking a wider range of housing and supported housing options. These options and property types would include:

- A. General needs housing where a person receives personalised care and support. This will typically be flats for social/affordable rent.
- B. Accessible housing, for example bungalows, for people who need an adapted home along with personalised care and support.
- C. Supported housing in the form of small 'clusters' of 1 bed flats where a person has their own self-contained home with some communal spaces, such as a shared lounge, with personalised care and support alongside shared care (for example in relation to overnight support). This may have 24/7 care and support but not necessarily in all cases.

- D. 'Step down' supported housing, particularly for younger people; for example where younger people may be leaving residential schools and colleges.
- E. In the majority of cases we would expect people to rent their homes and be tenants; in some cases access to home ownership, such as through the Home Ownership for people with Long Term Disabilities (HOLD) scheme²⁹, may be appropriate. The councils and their NHS partners will seek to identify people with learning disabilities and/or Autism who may benefit from the HOLD option and housing providers that are willing and able to deliver this option.
- F. Other housing that may be relevant to some people with people with learning disabilities and/or Autism, such as extra care housing and co-housing.
- G. Supported housing in the form of shared supported housing may be the preference of some people, where a person has a room (which may have an ensuite shower/bathroom) and shares the other facilities with other residents. This will typically be a house that has been converted for this purpose.
- H. Short term 'crisis' supported housing, for example to facilitate inpatient admission avoidance, for example this may be on the form of either small scale shared or self-contained supported housing with 24/7 support.

²⁹ <https://www.ownyourhome.gov.uk/scheme/hold/>

3. Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)

- 3.01 The focus of this part of the housing need assessment is people with learning disabilities and/or Autistic people who are or are not likely to be eligible for social care and/or health services from North Yorkshire Council, City of York Council and/or the ICS.

Baseline population

- 3.02 With respect to identifying the potential population of Autistic people aged 18+, the following data has been used:
- The 2021 ONS census³⁰. This is used to apply estimated prevalence rates of autism across the wider population.
 - The ONS 2018-based subnational populations dataset³¹ has been used to inform the population trends over the projected years, and to provide a baseline estimate of the general population for the prevalence of autism rates to apply to.
 - North Yorkshire Council's estimate of the prevalence of Autism³² has been used to estimate the number of Autistic people in North Yorkshire and York, applied to the census population/projections.
- 3.03 Table 7 below shows the estimated baseline population of Autistic people in North Yorkshire and York, based on the above data sources.

Table 7. Estimates of the current population of Autistic people, for North Yorkshire and York City (2024)

Population component	North Yorkshire	York
ONS 2021 census general population (18+) projected to 2024	495,012	159,396
Prevalence of Autism among general population	2.6%	2.4%*
Estimate of Autistic people among wider population	13,044	3,856

Source: NYC, NYH ICB, ONS 2021 census/2018-based SNPP/SEN 2022/23

* The prevalence for York City is based on the estimated prevalence for Yorkshire and the Humber ICB

³⁰ ONS Census 2021: Usual resident population by five-year age group, local authorities in England and Wales.

³¹ ONS 2018-based Subnational Populations for England; released 2020.

³² Estimates are sourced by North Yorkshire Council: Estimated number of people with autism in North Yorkshire (2.6% of population) is calculated from the ONS 2021 census and SEN (2022/23) data on ASD.

- 3.04 To identify the potential population of people with learning disabilities aged 18 and over, the following data has been used (table 8):
- QOF data³³: provides the number of people with a learning disability registered with a GP in North Yorkshire. This provides an estimate of the wider population with learning disabilities.
 - PANSI estimates³⁴ of the population within North Yorkshire aged 18+ with learning disabilities in England³⁵, and the 2021 ONS census³⁶. This is used to estimate the number of people with moderate and severe learning disabilities among the wider population.

Table 8. Summary of the estimates of the population with learning disabilities and Autistic people in North Yorkshire and York (2024)

Population cohort	North Yorkshire	York
Adults with learning disability (LD) registered with a GP (QOF)	2,902	475
Estimated number of people with LD among wider population (PANSI):	2,785	902
<i>of which are likely to have a moderate level of learning disability</i>	1,981	641
<i>of which are likely to have a severe level of learning disability</i>	804	260

Source: NHS Digital, IPC NYC & CYC

- 3.05 The NHS Short- and Long-term Support (SALT)³⁷ dataset has been used (Section 2), which identifies the number of people with learning disabilities and/or Autistic people that are eligible for adult social care support provided by the Councils.
- 3.06 Table 9 shows the estimated potential population of people with learning disabilities and/or Autistic people net of the known population who are eligible for adult social care support.

³³ [Quality and Outcomes Framework \(2022-23\) - NHS Digital](#)

³⁴ [Projecting Adult Needs and Service Information \(PANSI\)](#); IPC.

³⁵ Hatton & Emerson (2011): Estimating Future Need for Social Care among Adults with Learning Disabilities in England: An Update; Improving Health and Lives – Learning Disability Observatory

³⁶ ONS Census 2021: Usual resident population by five-year age group, local authorities in England and Wales.

³⁷ NHS Digital: Short- and Long-term Support dataset (2021/22); accessed via [Adult Social Care Finance Return Data Pack](#)

Table 9. Estimated population of people with learning disabilities and/or Autistic people not eligible for social care support.

Population component	North Yorkshire	York
Adults with Learning Disability registered with a GP (QOF)	2,902	475
Estimate of Autism among wider population	13,044	3,856
Number of adults with learning disabilities/Autistic people eligible for local authority funded care/support	1,958	427
Net estimated population of people with learning disabilities and/or Autistic people not eligible for social care support	13,988	3,891

3.07 This indicates that the estimated population of people with learning disabilities and/or Autistic people not eligible for social care support is approximately 14,000 in North Yorkshire and approximately 4,000 people in York.

Evidence and consideration in relation to potential housing need

3.08 Evidence from local commissioners suggests the following.

3.09 There is limited evidence available about the housing needs of people with learning disabilities and/or Autistic people who are not eligible for adult social care.

3.10 Anecdotally there is evidence that more people in this cohort may need support to access mainstream general needs housing in the social housing sector, e.g. support to be able to use choice-based lettings systems.

3.11 There is an awareness that some people may need support to maintain a tenancy and to prevent their needs from escalating towards eligibility for adult social care services.

3.12 Evidence from research undertaken by University of York (2023)³⁸ in relation to the housing needs and requirements of people with learning disabilities and/or Autistic people not eligible for social care support suggests:

- People with a 'mild' or 'moderate' learning disability and/or Autistic people are often overlooked when it comes to housing and support with priority focused on those with a more 'severe' learning disability and/or autism.
- The majority of people tend to not require 'specialist housing' but are able to live in 'mainstream' housing (i.e. non-specialist housing) with the right practical and housing related support to maintain their tenancy.
- Support to maintain tenancies tends to be provided by families or community organisations and in some cases landlords.

³⁸ [Supporting people with learning disabilities - Centre for Housing Policy, University of York](#)

- In some cases there are people that better suit a supported housing option.
 - People are seeking homes where they can feel safe and secure. This is about providing well-located, good quality housing in areas with good access to shops and amenities.
 - There is also a need for more accessible 'mainstream' housing, and better access to aids and adaptations, particularly as people get older and their needs change.
- 3.13 It should be noted that it is likely that a majority of the estimated population of people with learning disabilities and/or Autistic people not eligible for social care support, approximately 14,000 in North Yorkshire and approximately 4,000 people in York, are likely to have low to moderate support needs.
- 3.14 It is anticipated that the majority of this population is unlikely to require supported housing or accommodation. However, based on the evidence summarised above the housing needs of this population cohort may include:
- Access to predominantly affordable housing to rent, i.e. social housing from a housing association or local authority to rent.
 - Potentially, support to access social housing, particularly in relation to using choice-based lettings systems.
 - In some instances 'sensitive' lets to ensure that people are not housed in locations where they may be vulnerable to abuse and/or hate crime.
 - Access to practical and housing related support to maintain a tenancy.
- 3.15 In some instances access to supported housing may be required, particularly for people who may be on the 'cusp' of eligibility for adult social care support or who may 'tip' into eligibility if their support needs are not met. There is insufficient evidence to estimate how many people may be in this category, however if 1-2% of the estimated population of people with learning disabilities and/or Autistic people not eligible for social care, are in this category, this would equate to a potential need for supported housing amongst:
- c.140-280 people in North Yorkshire
 - c.40-80 people in York

4. Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs

- 4.01 This section summarises evidence in relation to the housing needs of people with learning disabilities and/or Autistic people with complex support and care needs, specifically:
- 4.02 The population of individuals with learning disabilities and/or Autistic People with forensic related needs, i.e. who have a criminal justice or probationary system involvement in North Yorkshire and York.
- 4.03 The population of people who are inpatients, or who are at risk of becoming inpatients, formerly referred to as the 'Transforming Care' cohort.

Evidence of housing need: people with forensic related needs

- 4.04 There are currently the following numbers of people with a criminal justice setting/probationary or psychiatric background:
- 30 people with a learning disability;
 - 22 Autistic People;
 - 9 people with both a learning disability and Autism.
- 4.05 The accommodation status of these people is shown in the following table.

Table 10. Accommodation setting (secure accommodation) for people with learning disabilities and/or Autistic People.

Accommodation / secure setting	Number of people			
	Learning disability	ASD	Both	Total
Prison	-	1	-	1
In secure psychiatric hospitals (High, medium, low)	6	7	-	13
In place-based adult mental health hospital	1		-	1
Open to forensic outreach living in community	23	14	9	46
Total	30	22	9	61

Source: Humber & North Yorkshire Integrated Care Board

- 4.06 In relation to the individuals with a forensic background, in the above table:
- All of the above individuals are single people, and all adults apart from 1 individual (aged 17).
 - The majority of these 61 individuals do or can live in general needs social housing, supported living/supported housing, or residential care facilities.

4.07 Expert staff from Humber & North Yorkshire Integrated Care Board have highlighted the following trends in relation to this cohort of people:

- People with a learning disability in secure hospital settings requiring specialist housing/support overall has decreased over the last few years.
- The use of residential placements for this cohort has been declining over time.
- It is likely that many Autistic people in prison settings may not be recorded, however many of these people will have their housing needs met through conventional housing.
- There are a number of people in prison settings with 'learning difficulties', however accurate population estimates for this group are not available.
- Autistic people living in the community and or prison setting, entering into the criminal justice system with both low-level offending and serious crime, is significantly increasing.
- For people in adult mental health settings with forensic needs diagnosed as Autistic, there is no clear estimate of trend due to a number of offences that are often never proceeded with by the CPS.

4.08 The following housing and support needs have been identified by expert staff from Humber & North Yorkshire Integrated Care Board:

- There are a number of people with learning disabilities and/or Autistic people, or both, that don't come into contact with forensic/criminal justice route, however, may have a specialist housing/support need.
- Most people require single-occupancy housing, with some needing larger accommodation for live-in carers/supporters.
- Autistic people in the community/prison settings engaged in low-level and serious and crime typically require conventional housing rather than specialist housing, although there is often also a need for low level specialist support.
- Recent years have seen progress in diverting some of this population away from restrictive, institutionalised living situations. However, community integration brings its own challenges around housing, unemployment, and lack of support networks.
- Developing a spectrum of housing options coupled with effective support services is integral to ensuring successful outcomes and reducing reoffending among this vulnerable population.
- It is unclear whether people in adult mental health settings with forensic needs, diagnosed as Autistic, will require conventional housing or more specialist support settings.
- It is important to take into account offence types. For example, sexual offending and other offenders with location restrictions will require accommodating in social housing that isn't near schools. Additionally, landlords are often unwilling to consider

tenancies where offending is related to arson. Depending on the level of offending, these people are often 'excluded' from conventional accommodation offers.

4.09 Additionally, local intelligence suggests the following:

- Discharges from secure psychiatric hospitals:
 - The majority of discharges go to supported living models specialising in forensic needs and MoJ-bound individuals.
 - People in secure settings have longer hospital stays due to treatment programs and court indications.
- Current in-patient cohort in forensic settings:
 - Total of 12 in-patients.
 - One person will return home to family with floating support.
 - Remaining 11:
 - 7 will have MoJ restrictions on discharge, requiring supported living or residential options.
 - 3 are currently on MoJ sections but can be discharged without restrictions.
 - 1 person is on an S3 level and likely needs a supported living model.
- In summary the likely housing and accommodation needs of this cohort are:
 - All of the 13 people in secure psychiatric hospitals currently have a service specification ranging from residential care needs to 'generic' supported living, where it is not expected that there are any specialist housing requirements in this population other than access to 'generic' supported living.
 - All individuals' recorded (in table 10) needs are related to requiring single person accommodation options, rather than requiring family size homes. However, where support is required, this may need to be factored in to the size of the accommodation offer.

Evidence of housing needs: people in or at risk of admission into NHS / inpatient settings (former 'Transforming Care' cohort)

4.10 There are currently 26 in-patients with learning disabilities and/or Autism in North Yorkshire:

- Of which 9 are in place-based beds, 12 are in secure hospital beds, and 5 young people are in CAMHS beds.
- Only 3 out of 26 require specialist housing. This includes 1 young person in a CAMHS bed without accommodation and 2 adults who have identified specialist accommodation.

- Of the current 26 in-patients, 10 are delayed transfers of care. Two of these individuals have a specialist housing need. One is going to Collier Hill, and the other is a child being prioritised via escalation.
- 4.11 There is significant complexity related to discharges and housing supply:
- Discharge pathways are complex. Ideally, discharge should be planned from the date of admission, but this rarely happens, leading to delayed discharges and bed blocking.
 - For people with complex needs, skilled staff that sit outside the affordability margins within the approved provider lists are often required. Due to a lack of alternatives, the same providers may be approached repeatedly, despite past failures to support individuals with similar needs.
 - The current supply of housing is governed by a brokerage process through the local authority, which can be slow due to the use of an approved provider list.
- 4.12 With respect to specialist housing need for this cohort:
- The need for specialist housing was higher several years ago, which led to the development of Collier Hill. However, the numbers have since decreased.
 - There is a greater need for specialist housing among children/young adults than adults over 25.
 - The specialist aspect is more about care needs than the accommodation itself.
 - There is a gap in specialist providers who can support people with complex risk profiles, predominantly associated with autism.
- 4.13 This evidence indicates that the number of people in inpatient settings requiring supported housing is relatively low, currently 3 people out of 26 in inpatient settings (it is assumed the other 23 require general needs housing with a care/support package).
- 4.14 If this profile of need is replicated over time, assuming that there will be people in the future being admitted to inpatient settings for a period of time to meet their needs prior to continuing to live in a community based setting, it is assumed that c.3 units of supported housing would be required by people with complex support needs being discharged from inpatient settings.

5. Findings and recommendations

Summary findings

Assessment of need for housing and accommodation for people with learning disabilities/Autistic people (with eligible care needs)

5.01 For North Yorkshire, in summary, it is estimated that:

- an additional c.270 units of supported housing and c.3 shared lives places are needed by 2029;
- an additional c.370 units of supported housing and c.10 shared lives places are needed by 2034;
- an additional c.490 units of supported housing and c.30 shared lives places are needed by 2039.

5.02 For York, in summary, it is estimated that:

- an additional c.35 units of supported housing and c.5 shared lives places are needed by 2029;
- an additional c.70 units of supported housing and c.7 shared lives places are needed by 2034;
- an additional c.110 units of supported housing and c.10 shared lives places are needed by 2039.

Consideration of need for housing and accommodation for people with learning disabilities/Autistic people (without eligible care needs)

5.03 It is anticipated that the majority of this population is unlikely to require supported housing or accommodation. However, based on the evidence summarised above the housing needs of this population cohort may include:

- Access to predominantly affordable housing to rent, i.e. social housing from a housing association or local authority to rent.
- Potentially, support to access social housing, particularly in relation to using choice-based lettings systems.
- In some instances 'sensitive' lets to ensure that people are not housed in locations where they may be vulnerable to abuse and/or hate crime.
- Access to practical and housing related support to maintain a tenancy.

5.04 In some instances access to supported housing may be required, particularly for people who may be on the 'cusp' of eligibility for adult social care support or who may 'tip' into eligibility if their support needs are not met. There is insufficient evidence to estimate how many people may be in this category, however if 1-2% of

the estimated population of people with learning disabilities and/or Autistic people not eligible for social care, are in this category, this would equate to a potential need for supported housing over approximately the next 5 years amongst:

- c.140-280 people in North Yorkshire.
- c.40-80 people in York.

Evidence of the supported housing and housing needs of people with learning disabilities and/or Autistic people with complex care/support needs

Evidence of housing need: people with forensic related needs

5.05 In summary the likely housing and accommodation needs of this cohort are:

- It is likely that many Autistic people and people with learning disabilities in prison settings may not be recorded, however many of these people will have their housing needs met through conventional housing.
- All of the 13 people in secure psychiatric hospitals currently have a service specification ranging from residential care needs to 'generic' supported living, where it is not expected that there are any specialist housing requirements in this population other than access to 'generic' supported living.
- All of these individuals' needs are related to requiring single person accommodation options, rather than requiring family size homes. However, where support is required, this may need to be factored in to the size of the accommodation offer.

Evidence of housing needs: people in or at risk of admission into NHS / inpatient settings (former 'Transforming Care' cohort)

5.06 In summary the likely housing and accommodation needs of this cohort are:

- There are currently 26 in-patients with learning disabilities and/or Autism in North Yorkshire:
 - Of which 9 are in place-based beds, 12 are in secure hospital beds, and 5 are young people in CAMHS beds.
 - Only 3 out of 26 require specialist housing. This includes 1 young person in a CAMHS bed without accommodation and 2 adults who have identified specialist accommodation.

5.07 This evidence indicates that the number of people in inpatient settings requiring supported housing is relatively low, currently 3 people out of 26 in inpatient settings (it is assumed the other 23 require general needs housing with a care/support package).

5.08 If this profile of need is replicated over time, assuming that there will be people in the future being admitted to inpatient settings for a period of time to meet their needs

prior to continuing to live in a community-based setting, it is assumed that c.3 units of supported housing would be required by people with complex support needs being discharged from inpatient settings.

Developing a housing pathway

- 5.09 To meet this range of housing needs, this research has identified the need for a *housing pathway* which includes a mix of housing and supported housing options, which offer people different housing choices, from general needs housing with packages of care and support tailored to individuals' needs through to supported housing options with 24/7 support.
- 5.10 This pathway of housing and supported housing options is required, in part, to reduce the use of inpatient settings and residential care, as well to maximise the range of housing options for people with learning disabilities and/or Autistic people. The councils and their NHS partners want to make it easier for people with learning disabilities and/or Autism to access these housing options.
- 5.11 It should be emphasised that a move to one housing option may not be permanent and there is an assumption that some people will move between different housing options in response to changing needs and circumstances.
- 5.12 A wider range of housing and supported housing options will include:
- I. General needs housing where a person receives personalised care and support.
 - J. Accessible housing, for example bungalows, for people who need an adapted home along with personalised care and support.
 - K. Small 'clusters' of flats where a person has their own self contained home with some communal spaces, such as a shared lounge, with personalised care and support alongside shared care (for example in relation to overnight support).
 - L. 'Step down' supported housing, particularly for younger people.
 - M. In the majority of cases we would expect people to rent their homes and be tenants; in some cases access to home ownership, such as through the Home Ownership for people with Long Term Disabilities (HOLD) scheme³⁹, may be appropriate. The councils and their NHS partners will seek to identify people with learning disabilities and/or Autism who may benefit from the HOLD option and housing providers that are willing and able to deliver this option.
 - N. Other housing that may be relevant to some people with people with learning disabilities and/or Autism, such as extra care housing and co-housing.
 - O. In a minority of cases, shared supported housing where a person has a room (which may have an ensuite shower/bathroom) and shares the other facilities with other residents.

³⁹ <https://www.ownyourhome.gov.uk/scheme/hold/>

- P. Short term 'crisis' supported housing, for example to facilitate inpatient admission avoidance.
- 5.13 Housing option D and H are important as they may be used to facilitate short term housing needs and/or 'transitions' between different accommodation/housing options.
- 5.14 To access any form of housing and supported housing people should be:
- Registered with the local authority responsible for housing so their housing need is formally recorded and recognised. This may require a degree of flexibility in relation to local connection policies as some people with learning disabilities and/or Autism may need to live in an area that is different to where they currently live or originally came from.
 - Assessed by the relevant local authority and the NHS in order that appropriate care and support can be commissioned and provided.

Recommendations

- 5.15 Once agreed, use the housing needs assessment: people with learning disabilities and Autistic people as the basis for a commissioning plan/market position statement or similar to set out to the market the mix of housing and support/care options required by people with learning disabilities and Autistic people.
- 5.16 Review the use of shared supported housing. Identify shared supported housing that is no longer fit for purpose and requires replacement with other housing options for residents.
- 5.17 Review the needs of people currently living in care home placement, both 'in county' and out of county' to determine how many of these people's needs could be better met in a supported housing setting.
- 5.18 Based on the housing need assessment, commission new supported housing that is required to meet identified need drawing on good practice from the region and from elsewhere. Whilst engagement with people with learning disabilities undertaken by Learning Disability England and Housing LIN, and recent research undertaken by York University, Bristol University, Learning Disability England and Housing LIN, in relation to the housing experiences and aspirations of people with learning disabilities and Autistic people identified that many people are seeking a choice of accommodation, particularly self-contained accommodation⁴⁰, it should be noted that a majority of the people on the waiting list for supported accommodation in North Yorkshire are seeking shared supported housing.
- 5.19 Increase the number of Shared Lives carers who can support people with learning disabilities and/or Autistic people.

⁴⁰ <https://www.york.ac.uk/chp/housing-health-wellbeing/learning-disabilities/>

- 5.20 Identify and commission the housing required by people currently living in inpatient settings or other secure settings.
- 5.21 The councils and their NHS partners, if necessary to meet need, consider jointly commissioning specialist short term 'step down/step through' accommodation to support people out of hospital settings whilst their long term housing is being arranged/developed. This facility may also support people living in the community but who may be at risk of inpatient admission in their current accommodation setting.
- 5.22 Identify people for whom home ownership through the HOLD programme is a potential options and identify a Registered Provider partner/s to work with to deliver this housing option (Home Ownership for people with Long – term Disabilities).
- 5.23 Make best use of existing and future development of extra care housing for people with learning disabilities and/or Autistic people.
- 5.24 Consider utilising Councils' and NHS surplus land and property to support the delivery of supported and specialist housing for people with learning disabilities and/or Autistic people.
- 5.25 The councils will aim to ensure that Local Plans incorporate the need for specialist and supported housing and that these housing needs are part of local housing strategies and planning policies.
- 5.26 Given the overall level of demand for affordable general needs housing, this is likely to require a level of strategic intervention by Councils to generate more affordable housing to rent for people with learning disabilities and/or Autism through, for example:
- Direct provision by the Councils through their retained housing stock
 - Leasing from private landlords.
 - Working with local Registered Providers to meet the wider housing need as identified in this strategy, including using existing stock where appropriate.
 - Supported housing providers developing and/or procuring additional move on accommodation.
- 5.27 Review the use and suitability of Choice Based Lettings for people with learning disabilities and/or Autism including:
- Whether there is a role for 'sensitive' lettings and use of local lettings plans to enable some people with learning disabilities and/or Autistic people to access general needs social housing.
 - To recognise and take account of the adaptations for people who may have sensory needs.
- 5.28 Councils to consider planning policy and delivery mechanisms to support the delivery of more 1 bed dwellings as part of the housing development mix

- 5.29 The councils and their NHS partners will update the assessment of need for housing and supported housing on a regular basis. The assessment will include evidence of young people (from school year 9) who may transition to eligibility for adult social care at 18 years and who may need housing/supported housing.
- 5.30 Put in place arrangements to:
- Co-produce with a range of people with lived experience the commissioning of housing/supported housing services, and
 - Work with people with lived experience in relation to managing the quality of supported housing and measuring the impact it has on people's lives.
- 5.31 Identify all supported housing for people with learning disabilities and/or Autism that has the housing benefit status of 'specified accommodation' including the categories of:
- Exempt accommodation
 - Managed properties
- 5.32 Develop a shared set of quality assessment and assurance criteria, that demonstrates the Councils' expectations for specialist and supported housing including value for money.
- 5.33 In anticipation of the implementation of the Supported Housing (Regulatory Oversight) Act, bring together a group of Council colleagues from revenues and benefits, adult social care (including safeguarding expertise), housing standards (environmental health/private sector housing standards), children's services (in relation to vulnerable young people) and planning and housing to consider a shared approach to licensing supported housing (including for people with learning disabilities and/or Autistic people) and the implementation of supported housing quality standards.
- 5.34 Through this group (above) risk assess existing supported housing for people with learning disabilities and/or Autistic people in terms of either known or likely risk/s in relation to poor quality support and/or accommodation.
- 5.35 Hold meetings with a range of housing providers, including the largest social housing providers, in the region to discuss/agree how they can contribute to and support the delivery of the assessed need for housing for people with learning disabilities and/or Autistic people, both in relation to supported housing and access to general needs housing.
- 5.36 Identify gaps in the supported housing provider market (in terms of capability and capacity) and if necessary approach potential providers from outside of North Yorkshire/York to encourage new 'entrants' into the local supported housing market. Whilst there is no ideal 'number' of housing providers that local authorities may wish to work with, to maximise the range of housing choices for people with learning disabilities and Autistic people it is prudent to work with a mix of housing providers typically including larger housing associations (Registered Providers) that provide

predominantly general needs housing but also supported housing, locally based smaller housing associations that also provide both general needs housing and supported housing but also specialist housing providers that only develop and manage supported housing.

5.37 Maximise the use of a wide range of potential capital funding sources for supported housing development including:

- Use the proposed engagement with supported housing providers and other Registered Providers to maximise capital investment that they can bring to the development of the supported housing required.
- Seek to develop a strategic relationship with NHS England and with Homes England to maximise investment from, respectively, the NHS capital programme and the Affordable Homes Programme in supported housing, including consideration/discussion of grant rates for supported/specialist housing.
- Consider the potential for supported housing to form part of the affordable housing contribution on larger development sites, including in relation to s.106 agreements.
- Encourage RPs to engage with NHS England about using the NHS capital grant funding to develop the most specialist forms of housing
- Capital funding from Councils (subject to appropriate business cases).

Annex 1: Geographic boundaries within North Yorkshire

A1.01 North Yorkshire's seven former district/boroughs are as follows:

- Harrogate
- Craven
- Hambleton
- Richmondshire
- Ryedale
- Scarborough
- Selby

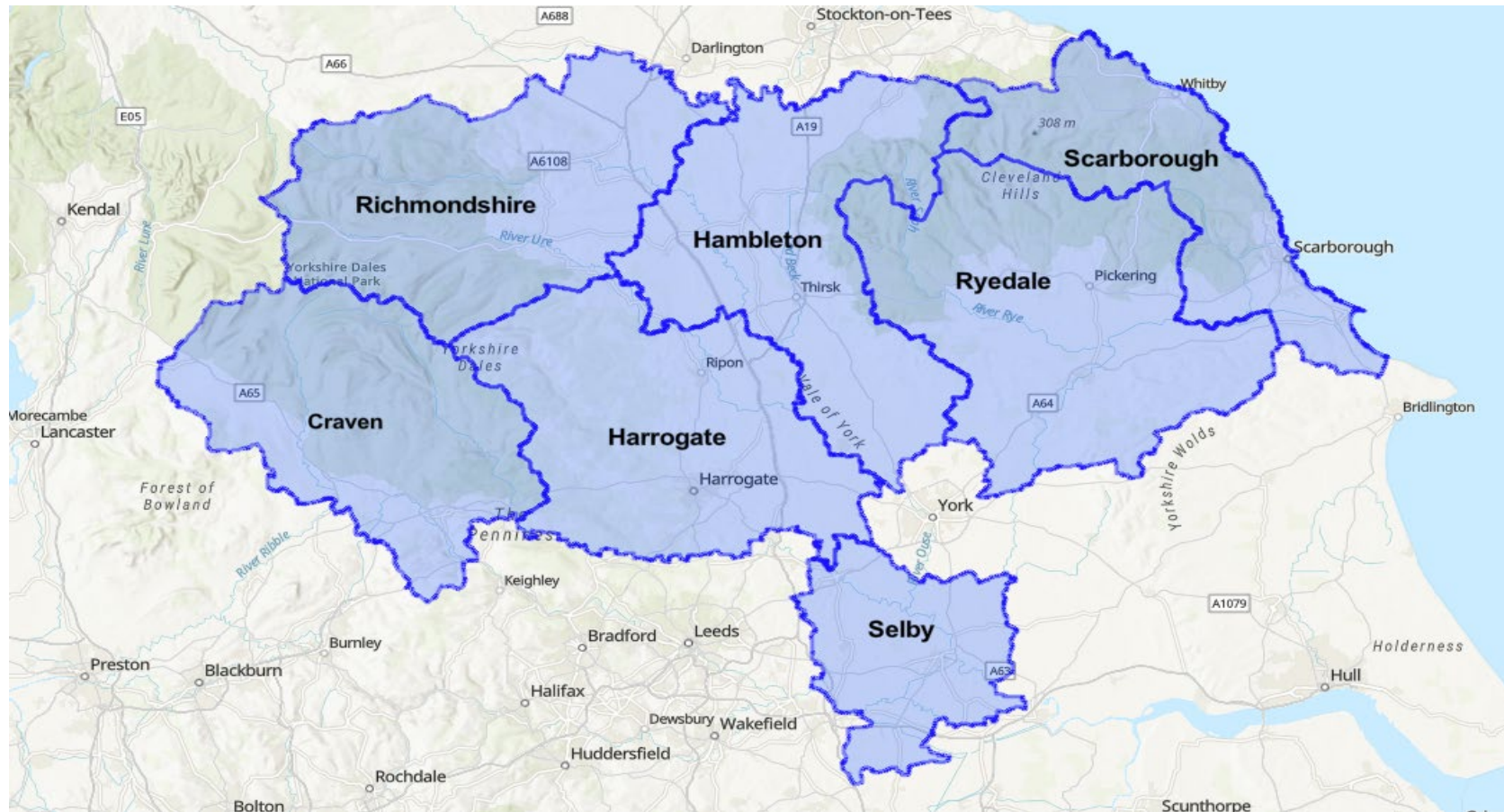
A1.02 Below are tables detailing the former district areas and the CSCT areas, and how they align.

Table 11. Former districts/boroughs of North Yorkshire, matched to CSCT areas.

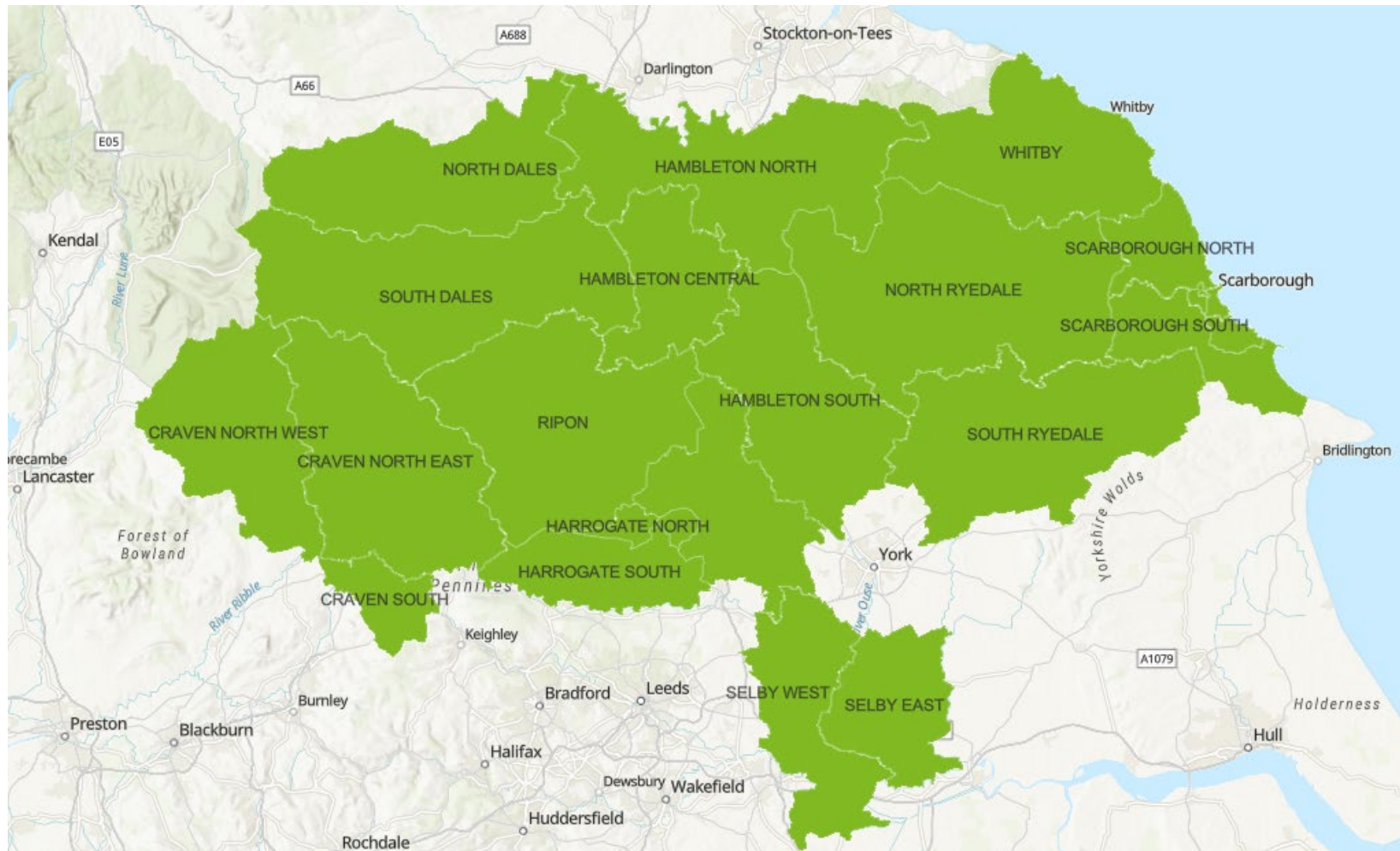
Former district/borough	CSCT area
Craven	Craven North East
	Craven North West
	Craven South
Hambleton	Hambleton Central
	Hambleton North
	Hambleton South
Harrogate	Boroughbridge Rural
	Harrogate North
	Harrogate South
	Knaresborough
	Ripon
Richmondshire	North Dales
	South Dales
Ryedale	North Ryedale
	South Ryedale
Scarborough	Scarborough Castle
	Scarborough Central
	Scarborough North
	Scarborough South
	Whitby
Selby	Selby East
	Selby West

A1.03 The geographic divisions of North Yorkshire are shown below, including its former district/borough areas, and its Community Social Care Team (CSCT) areas.

Map 1. North Yorkshire former district/borough boundaries.



Map 2. Community Social Care Team (CSCT) areas.



Note that some areas may not show up with a label in this image, due to scale constraints.

Annex 2: Contemporary housing practice: people with learning disabilities and/or Autistic people

- A1.04 Increasing housing options for people with a learning disability, autism, or both is intended to enable access to the right accommodation with personalised care and support provided.
- A1.05 There has been development of new supported housing by both 'mainstream' and 'specialist' (i.e. providers that solely develop supported housing) housing associations particularly in relation to developing small-scale 'clusters' of flats with modest communal space of between 8-16 1-bed flats in the same building; typically a 'micro' version of extra care housing, with local authorities funding the 24/7 care costs.
- A1.06 An example of new build accommodation for people with learning disabilities is Anvil Court⁴¹ a scheme in Hampshire developed, financed and owned by Hampshire County Council. It is a block of 10 1-bed flats with an additional 3 wheelchair adapted bungalows. This supported housing scheme has 24/7 care on site and is aimed at people with learning disabilities with a range of care needs.



- A1.07 In Oxford, Advance Housing's Hope House⁴² consists of 10 flats accommodating 15 people in total, six self-contained 1 bed flats, three 2 bed flats and one 3 bed flat. In addition there are communal facilities and a small staff sleepover/office. Hope House is designed to accommodate a wide range of needs for people with learning disabilities and consequently it is flexible and spacious throughout. The flats cater for

⁴¹ <https://documents.hants.gov.uk/adultservices/Extra-Care-Younger-adults-Brochure-2020.pdf>

⁴² <https://www.advanceuk.org/news/newsnew-supported-housing-scheme-opens.aspx>

people with more complex needs as they are built to lifetime homes standards, they incorporate under floor heating, the pipework is concealed and additional sound insulation is provided – all these measures increase the potential of who can choose to live there. The purpose-built development sits within a mixed development of general needs home owners.



A1.08 In relation to people with very complex support needs an example of a bespoke supported housing scheme has been developed by Choice Support⁴³. This is an example of a supported housing scheme, including 6 self-contained units with staff facilities, designed for people with complex needs related to 'challenging behaviours', e.g. including features such as curved (and removable) internal walls, soft impact finishes to floors and walls.



⁴³ <https://www.choicesupport.org.uk/stories/transforming-care-mayman-lane>

A1.09 Oxfordshire County Council has commissioned two purpose-built supported living schemes for people with complex needs.⁴⁴ Each scheme has 6 self-contained units for people with autism related needs. The service is designed for people with an autism diagnosis or a similar condition or similar presentations who require specialist support and accommodation. They also have complex needs which means they find it difficult to share support or accommodation.



A1.10 An example of contemporary supported living scheme for people with learning disabilities and age-related needs is Tolvean House in Cornwall, developed by Advance Housing. This includes a small new build block of flats with design features specifically suited to people with learning disabilities living with dementia and refurbishment of an existing building to provide housing for people with lower-level support needs.



⁴⁴https://www.housinglin.org.uk/assets/Resources/Housing/Practice_examples/Housing_LIN_case_studies/HLIN_CaseStudy_151_Oxfordshire.pdf

A1.11 Karbon Homes' development of five supported two-bed bungalows in Walker, Newcastle are designed specifically for residents with learning difficulties or autistic people. There is also one staff bungalow in a secure development with just one single point of entry adjacent to the staff office. The kitchen of each bungalow leads on to a private patio area with bedrooms on the most private and quietest side of the buildings. Externally, the layout includes secure external gardens and allotment areas with the bungalows positioned as far as possible from any noise in the parking area and access road.



A1.12 Enham Trust's Bradbury Place in Andover⁴⁵, Hampshire is an example of a co-designed project for people with learning disability and/or physical disabilities. The success of the project was largely influenced by the Enham Trust client design panel. It provides 8 one- and two-bedroom wheelchair accessible apartments, within 500 metres of the town centre.



⁴⁵https://www.housinglin.org.uk/assets/Resources/Housing/Practice_examples/Housing_LIN_case_studies/HLIN_CaseStudy_142_BradburyPlace.pdf

- A1.13 Some providers are also developing larger scale accommodation for people with learning disability which is working well.
- A1.14 Thirteen's Acorn House⁴⁶, in Thornaby provides, 15 fully accessible one bedroom apartments and 13 two bedroom bungalows for people with additional support needs, including people with a learning disability and/or autism. It is designed to wheelchair standards and is care ready and adaptable whilst engaging with outside space and nature. It provides support including Telecare and assistive technology. It has active spaces and circulation areas with a lift to the upper floor and uses natural light wherever possible.
- A1.15 Swanway⁴⁷ in Gateshead, provided by Homegroup, comprises 12 dwellings for people with learning disabilities. The accommodation is arranged within two 2-storey blocks which wrap around the site to create a south facing semi enclosed communal garden. Block 1 provides 5 one-bed apartments alongside an office and staff accommodation with lounge, kitchen and overnight sleepover facility. Block 2 has a further 5 one-bed apartments and two 2-bed apartments. All of the flats have spacious living/dining areas, bedrooms, kitchens and en-suites arranged so that bedrooms and living areas benefit from views over the garden space.



- A1.16 In some cases, extra care housing also accommodates people with a learning disability alongside older residents. For example, Linskill Park, a Housing 21 extra care scheme in North Tyneside provides 67 extra care apartments as well as has four purpose-built two bedroom bungalows that have been let to six people who have learning disabilities. There is an on-site care and support service team for the older

⁴⁶ <https://www.housinglin.org.uk/Topics/ECHScheme/search/Acorn-House/>

⁴⁷

people living in the main complex and a dedicated support team providing care to the people living in the bungalows.

- A1.17 Platform Housing Group have also started to accept people with a learning disability who are younger than 55 within their extra care housing schemes.
- A1.18 The Home Ownership for people with Long term Disabilities (HOLD)⁴⁸ scheme has provided home ownership opportunities for some people with learning disabilities and some other people with long term care needs. It typically provides an opportunity to purchase a mainstream property using an interest only mortgage as shared ownership. Whilst not a 'supported housing' option per se, it is an innovative example of widening housing opportunities for some people with long term care needs. It has been championed by Advance Housing⁴⁹. MySafeHome⁵⁰ provides advice and support for people exploring home ownership through HOLD.
- A1.19 The most recent guidance from the Care Quality Commission in relation to supported living for people with learning disabilities/autistic people, Right Support, Right Care, Right Culture⁵¹ emphasises:
- The need for a separation between the organisations providing the housing and the care, i.e. that tenants have security of tenure and a choice of care provider (and that their security of tenure is not compromised by their choice of care provider).
 - The need to avoid 'institutional' and 'congregate' forms of accommodation.
 - The use of tenancy agreements that maximise security of tenure (rather than the use of license agreements).
- A1.20 The guidance refers to the NICE guidance (CG142) on the definition of 'small' services for autistic people with mental health conditions and/or behaviour that challenges. This states that residential care "should usually be provided in small, local community-based units (of no more than six people and with well-supported single person accommodation)". While CQC refers to NICE guidance for the definition of 'small', it is primarily focused on whether a service can provide high-quality and person-centred care. It recognises that this can be achieved in schemes that are both larger and smaller.

⁴⁸ <https://www.ownyourhome.gov.uk/scheme/hold/>

⁴⁹ https://www.advanceuk.org/services/shared-ownership?gclid=EAlalQobChMI77Sb8MjR_QIVgpntCh1Nhg45EAAYASAAEgKLFvD_BwE

⁵⁰ <https://mysafehome.info/>

⁵¹ https://www.cqc.org.uk/sites/default/files/2022-06/900582%20Right%20support%20right%20care%20right%20culture_v5_0.pdf