



REPORT TO: MORAY INTEGRATION JOINT BOARD CLINICAL AND CARE GOVERNANCE COMMITTEE ON 28 MARCH 2024

SUBJECT: LEARNING DISABILITY SERVICE DYNAMIC SUPPORT REGISTER

BY: INTEGRATED SERVICE MANAGER (INTERIM), COMMUNITY LEARNING DISABILITY SERVICE

1. REASON FOR REPORT

1.1 To inform Committee of the requirements of the Scottish Government directive relating to the Coming Home Report, and of the actions and progress made by the Learning Disability Service in response to the directive. Assurance is also given that planning and development continues which will address future anticipated needs associated to the directive.

2. RECOMMENDATION

2.1 It is recommended that the Committee;

- i) note the requirements of the Scottish Government in relation to the Coming Home Report and Dynamic Support Register and the actions taken by the Learning Disability Service to respond to the Scottish Government Directive as set out in paragraphs 4.1–4.6; and**
- ii) continue to support the housing projects that are to be utilised by adults with a Learning Disability which is integral to meeting the requirements of the register and which was previously agreed at the Moray Integration Joint Board (MIJB) on 30 March 2023 (para 12 of the minute refers).**

3. BACKGROUND

3.1 The Scottish Government published the 'Coming Home Implementation Report' on 21 February 2022: <https://www.gov.scot/publications/coming-home-implementation-report-working-group-complex-care-delayed-discharge>. This report set out a new framework for adults with Learning Disabilities and complex support needs who are placed in unsuitable out of area placements, or who are inappropriately admitted to hospital, due to breakdown of their community-based support.

- 3.2 This framework aims to ensure that there is greater visibility for adults with a Learning Disability (LD), and expects that there will be development of specialist multi-disciplinary teams focused on tailoring the complex services required in the community. Furthermore, this should act as a driver for our local commissioning strategy and appropriate housing development.
- 3.3 On 15 May 2023, a memorandum of understanding was signed by both Maree Todd, Minister for Social Care and Paul Kelly, COSLA Health and Social Care Spokesperson, agreeing that all integration authorities will use a Dynamic Support Register to collate information about adults with a Learning Disability in hospital or inappropriately placed. This will act as a tool to improve local case management and to inform planning and provision. Each integration authority will report monitoring data from their Dynamic Support Registers using national reporting mechanisms.
- 3.4 The Dynamic Support Register has been provided by the Scottish Government as a standard template with the criteria for the red, amber and green categories clearly defined.
- 3.5 The Moray Integrated Learning Disability Team have collectively agreed which adults, in accordance with the criteria, should be entered on to the Dynamic Support Register, and a lead worker for each person has been identified. Each adult on the register has a detailed action plan outlining their support needs, and identifies the multi-disciplinary team around them supporting the plan. It also indicates what is being done to find appropriate accommodation or bring individuals 'home' to Moray.
- 3.6 Action plans are reviewed 2 or 4 weekly depending upon red or amber category, and the Practice Consultant in Complex and Challenging Behaviour supports this process where appropriate. Governance of the plans takes place at the Learning Disability Resource Allocation Meetings, with wider discussions, planning and agreement taking place at the Learning Disability Transformation Board, which is attended by the Chief Social Work Officer / Head of Service and representatives of all linked services including Provider Services. Updates on the register are regularly provided to our housing colleagues.
- 3.7 A local Integrated Complex Care Pathway setting out processes relating to the Dynamic Support register is currently under development and this will offer clear guidance, reinforcing the work that is already being done. A Complex Care Pathway for Moray will seek to achieve commitment from all professional health leads that allocation priority will be given to those people identified on the Dynamic Support Register as complex and high risk, where appropriate.
- 3.8 The need for suitable housing for people with a Learning Disability in Moray has been embedded in strategy and planning for many years. In 2013, The Moray Council adopted the then Moray Learning Disability Partnership Board, Commissioning and Delivery Plan 2013-2023 following approval by the Moray Council Health and Social Care Services Committee on 9 October 2013 (para 6 of the minute refers). This plan was updated and agreed by the MIJB on 28 January 2021 (para 8 of the minute refers) and again on 30 March 2023 (para 12 of the minute refers).

- 3.9 The development of housing for adults with a LD remains a continuous process, with recent housing projects completed including the Highland Way development in Buckie which opened in August 2021 and the Greenfield Circle development in Elgin which opened in March 2022.
- 3.10 A project currently in planning stages is the Woodview 2 Development which would be adjacent to the Woodview Housing Scheme and would offer a further 8 - 10 bungalow style houses. This is in Partnership with Grampian Housing who will be going to Tender for a building contractor within the next few weeks. It is estimated that the build would be completed and ready for people to move in approximately one year from the build start date.
- 3.11 The Woodview and Woodview 2 development are the most appropriate to accommodate those people on our Dynamic Support Register who have a Learning Disability and Autism and who exhibit significant levels of challenging behaviour. This new facility will prioritise those adults from out with Moray and from within Moray, where current housing arrangements are unsuitable.
- 3.12 The Moray Council Housing Service continues to source and negotiate the planning of further housing developments. The next focus on housing will be for adults who may be on the register but do not exhibit such extreme challenging behaviour.
- 3.13 Where there is no new and appropriate housing available, Adults on the Dynamic Support register can be supported to make an application for entry onto the Moray Council Housing Register and with independent housing associations. This wouldn't be the preferred route of rehousing as mainstream housing will generally not be designed with the required environmental specifications in line with individuals assessed needs. Standalone properties also cannot benefit from efficiencies that would otherwise be possible in core and cluster developments.

4. KEY MATTERS RELEVANT TO RECOMMENDATION

- 4.1 Moray supports over 450 people with a Learning Disability. There are many reasons why people with a LD could find themselves in hospital, in inappropriate care settings or at risk of breakdown of care. The service has identified 21 people who live with parents where those parents are past retirement age. These parents are unable to maintain their role indefinitely and inevitably, care can break down should their health decline or they are no longer able to provide the care. The service maintains a register of people in this situation so it is possible to anticipate who will need future care and accommodation to try and avoid emergency scenarios. Other reasons can include an increase in frequency and severity of challenging behaviour or through not having the correct support in place.
- 4.2 The first data submission from the Dynamic Support Register to the Scottish Government has been made and the first publication released, available here, where page 8 makes reference to Moray:
<https://publichealthscotland.scot/media/23866/2023-11-28-insight-learningdisabilities-complex-needs-full-report.pdf>

- 4.3 To give context to the report, whilst Moray ranks relatively highly on the graph which is an unfavourable place to be, the reality is that the number of people on the register in the red category remains low in number (less than 10). There are some individuals that the team are seeking accommodation and care for as a matter of urgency. For all on the register, the team are already undertaking review and planning for identified individuals' return to Moray, and for many this is in partnership with the provider services. Some of these people are identified for the Woodview 2 accommodation.
- 4.4 Those people who are in the amber category are mostly supported by one particular care provider who is under enhanced monitoring with Social Work and Commissioning working together to improve the quality of care.
- 4.5 There are 12 people in the green category who are appropriately placed out of area who do not wish to return to Moray.
- 4.6 In planning for the future, the Learning Disability Service and the 'Disability Pod' under Childrens Services are working closely together to aid planning for transitions and to avoid making out of area placements for children, where there would be a responsibility to return them to Moray once they are 18 if placed out of area as a child.

5. SUMMARY OF IMPLICATIONS

(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP)) and Moray Integration Joint Board Strategic Plan "Partners in Care 2022 – 2032"

The Dynamic Support register is a functional tool for the recording of high risk and complex individuals. The systems around the Learning Disability Service into which it feeds such as the Transformation Board, the Complex Care Pathway and the Housing Projects are consistent with the MIJB vision and values as set out in the strategic plan.

(b) Policy and Legal

The Scottish Government, 'Coming Home Implementation Report, 21 February 2022. This report sets out measures to prevent delayed discharge of people with a learning disability, to repatriate those living out with their home authority, to avoid unnecessary hospital admissions and requires each partnership area to create and maintain a dynamic register of those people who are most at risk. Data from the register is required to be reported back to the Scottish Government.

There can be legal implications relating to supporting adults to move out of hospital or into new accommodation. This is dependent on the adults' capacity as they will be required to sign a tenancy agreement. Should the adult not have capacity to do this, there is a legal process to apply for Guardianship which may be held privately or by the local authority. Intervention orders must also be sought should a guardianship already be in place.

(c) Financial implications

The dynamic support register focuses on the individuals who generally have high levels of need and are particularly complex. These individuals can require 24 hour 1-1 or 2-1 support within their home and local community, which may also have to be delivered by specialist services. There will be increased expenditure for this type of care provision and costs will be variable depending upon the exact hours of support required and the individual service providers' hourly rate.

If care breaks down as a result of ageing parents who are no longer able to support their adult children, there will be increased expenditure to the package of support they are already receiving. This will be due to having to provide the care and support that the parents would once provide.

Out of area placements are usually high cost, therefore it is anticipated that Health and Social Care Moray (HSCM) will see a reduction in costs to the support of those adults returning to Moray.

In order to ensure that these higher cost services can be funded within the current financial climate, transformational change within the service is planned, looking at alternative options for service delivery.

(d) Risk Implications and Mitigation

Addressing the needs of those on the dynamic support register relies upon:

- The responsiveness and capacity of the multi – disciplinary team to work together
- Houses in which to accommodate people
- Sourcing the right care provision.

There are risks with all of the above. The team has faced challenges with recruitment over the past 18 months, particularly within Psychiatry, Psychology and Social Work. The mitigation is that the dynamic support register is seen as a 'priority' and those individuals on the register should be allocated promptly to the relevant professionals and in line with a complex care pathway.

Whilst the learning disability housing projects have been underway for some time, housing specific to adults with a learning disability, where the team have nomination rights are few, and there is not enough housing to accommodate all on the register, and are at risk of care breaking down. The Woodview 2 build has been delayed and other projects are still under negotiation. There is a risk that hospital discharges will be delayed and HSCM cannot support people to return to Moray in the foreseeable future. The only mitigation here would be the continued use of out of area placements, however this does not align with the Scottish Government instruction, and would not be in the best interest for supported individuals.

There is a national recruitment crisis in care provision which Moray has been impacted by. Neither in-house Provider Services nor independent organisations have care hours readily available and whole staff teams need to be recruited to support individuals with a learning disability. This

is a lengthy process which can take 6 months or more. This may be acceptable where time is needed to undertake long term planning, or where the individual requires a slow transition however, the mitigating option when requiring care more quickly would be to fund a placement outside of Moray. There are rare occasions where a large care package may end and HSCM can take advantage of a staff team that's already available. Should this happen the care should be redirected to those identified on the dynamic support register given their recognised priority and will be in keeping with the Scottish Government directive.

(e) Staffing Implications

There are no staffing implications associated directly with the upkeep and management of the dynamic support register.

Individual staff teams will need to be recruited to support some of the individuals on the dynamic support register in accordance with their assessed needs.

(f) Property

There are no property implications. Housing will be owned by the Moray Council Housing or by a housing association. Individuals moving into those properties will be tenants.

(g) Equalities/Socio Economic Impact

No impact. No change in Policy. Entry onto the dynamic support register is determined by a set criteria and will be applicable to all adults with a learning disability.

(h) Climate Change and Biodiversity Impacts

There are no impacts directly related to the keeping of the Dynamic Support Register. Climate change and biodiversity impacts are considered and managed by the housing developers and builders as part of their own requirements.

(i) Directions

There are no directions associated with this report.

(j) Consultations

Simon Bokor-Ingram, Chief Officer
Tracy Stephen, Head of Service
John Campbell, Service Manager
Fiona Geddes, Housing Strategy Development Manager
Anna MacLeod, Learning Disability Team Manager (Social Work)
Karen Lennox, Learning Disability Team Manager (Health)
Rob Outram, Practice Consultant for complex and challenging needs.
Isla Whyte, Interim Support Manager

6. CONCLUSION

6.1 The Dynamic Support Register is a practical tool to record and manage adults who are highly complex. Whilst the multidisciplinary LD team are able to identify those who should be on the register, assess needs and provide Health and Social Work support, there is an inextricable link

between the team, In–House Provider Services and Moray Council Housing Services and it is imperative that services continue to work together to meet the needs of those individuals to achieve the desired outcomes set out by the Scottish Government.

- 6.2 The Housing model offered by the projects noted above offers the most sustainable and best value option for long term support.**
- 6.3 HSCM Provider Services Staff Team based at Woodview is managed by the Practice Consultant in Complex and Challenging Needs, and this team have in the past been successful in recruiting and maintaining appropriate staffing with skills specific to supporting those with complex and challenging behaviour. This provision, both at Woodview and via outreach, achieves the most successful outcomes for those on the dynamic support register.**

Author of Report: Marie Burnell, Service Manager
Background Papers: There are no background papers.
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