



REPORT TO: MORAY INTEGRATION JOINT BOARD ON 28 JANUARY 2021

SUBJECT: HOUSING FOR PEOPLE WITH A LEARNING DISABILITY

**BY: CHARLES MCKERRON, INTERIM SERVICE MANAGER,
LEARNING DISABILITY**

1. REASON FOR REPORT

- 1.1. To inform the Board of progress on the development of housing for people with a learning disability and to ask the Board to agree to support the projects noted in the report.

2. RECOMMENDATION

2.1. It is recommended that the Moray Integration Joint Board (MIJB) agrees:

- i) the housing projects noted in this report in paragraph 4.3 to 4.5 as approved and funded by the Scottish Government in accordance with Moray Council Housing Strategy and Moray Housing Need and Assessment Demand document (HNAD) are utilised for people with Learning Disability.**
- ii) that in-house support services should be used initially for people who exhibit the highest level of challenging behaviour.**

3. BACKGROUND

- 3.1. The need for appropriate housing for people with a learning disability in Moray has been embedded in Learning Disability (LD) strategy and planning for many years. In 2013, The Moray Council adopted the 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. This is a strategic plan that was developed by the Learning Disability Partnership Board. The board included people with learning disabilities and carers, people from the Moray Council, NHS and service providers.

- 3.2. The 2013-2023 plan has 9 strategic outcomes including; to have a range of housing opportunities and; to have the right support to meet any additional needs. An associated report on today's agenda seeks approval for an update to this strategy.
- 3.3. Subsequent work on the Transformation of Learning Disability and on the adoption and development of the Progression Model builds upon this Strategic approach. The MIJB has had regular updates with regard to the Transformation of Learning Disability and the Progression Model and the work associated with its implementation in Moray.
- 3.4. The report to MIJB on 31 August 2017 set out the transformational change project in relation to Integrated Learning Disability Services in Moray (paragraph 11 of the minute refers).
- 3.5. The report to the MIJB on the 30 August 2018 (para 10 of the minute refers), informed the Board of the progress made in implementing the Learning Disability Transformation Project Plan and the benefits that had been realised to-date. The Progression Model is set out in Appendix 1 of the August 2018 report also describes the development of a cluster model of housing for four residents and the decommissioning of their previous service.
- 3.6. The report to the MIJB on the 28 November 2019 (para 15 of the minute refers) provided an update on progress being made in implementing the Learning Disability Transformation Project. The report specifically talks about the development of LD Housing. In addition, a project overview document was submitted as Appendix 1 to the November 2019 report, which provides further detail about LD Housing and in particular a 4 to 5 year project in collaboration with the Moray Council Housing Services. Section 4.2 of Appendix 1 of the November 2019 report refers.
- 3.7. The next phase of the project will focus on getting the care and support right for the many people who are currently waiting for the right type of accommodation. We are working with our colleagues in the Moray Council Housing department and with Social Landlords. The aspiration is to have accommodation built which will meet the environmental needs of the people and which are adaptable for people with different needs. The new housing will be combined with the right level of care and support, which is flexible and adaptable to meet individual people's needs. (Section 5 of Appendix 1 of the report to MIJB on 28 November 2019 refers). It is important that we work with individuals prior to any move into new accommodation so that we can support individuals to maximise their independence and for them to get the most benefit from the new arrangements. This will be achieved by using the Progression Model through a whole pathway rather than a start when moving accommodation.
- 3.8. The Moray Learning Disability Transformation Project was started in 2017 based on emerging best practice from England and Wales. Health & Social Care Moray (HSCM) realised that adopting new ways of working and delivering support in different ways could help people with a learning disability to achieve greater levels of independence whilst ensuring the most cost effective use of financial and staff resources. The Transformation Project is based around the Progression Model, which says that with structured support over an extended period of time, people can increase their independence and decrease their reliance on support for health and social care services. This means that better

outcomes for people with a LD can be achieved with less health and social care intervention.

- 3.9. It is important to understand that many people who have a LD may need to be supported for life. For adult services this may mean providing support from age 18 until the person's death. It is also important to note that people with a LD have a high incidence of epilepsy, autistic spectrum disorder, sensory impairments and physical health conditions. They also have associated complex and challenging behaviour. The progression model offers a structured route towards greater independence and the reduction of need. This in turn offers the opportunity to reduce the level of expenditure over time and develop a more sustainable financial model.
- A higher quality of life occurs when services deliver better outcomes for people with a learning disability.
 - Better outcomes result in an eventual reduced demand for services.
 - Need is a driver of services, and therefore cost.
 - By focussing on improved outcomes, and so reducing need, we have the opportunity to reduce the level of expenditure and develop a more sustainable financial model.
- 3.10. An essential feature of the Progression Model is the availability of appropriately designed housing that will support flexibility in the delivery of care both as individuals encounter challenges in their lives and need additional support and as they increase their independence and decrease their reliance on support for health and social care services. This model has been tested with a group of people living in Fochabers who have been successfully rehoused in new build flats and their original accommodation and support service has been decommissioned. The group now live in individual flats with a staff team in a separate unit on site to provide both planned and responsive support. Initial findings are that the level of challenging behaviour presented by these people has dropped because the new environment is more appropriate and the care and support provided is more flexible and responsive to their needs. Significant financial benefits associated with this were reported to the Board on 30 August 2018 (para 10 of the minute refers).
- 3.11. The model that we have found to be most effective is the cluster model where a group of people live in their own tenancies in one setting with a staff base on-site. One provider employs and manages all of the staff. This model is used in other neighbouring local authorities and it has been successfully adopted in Moray following the decommissioning of services, and also for our most challenging and complex service users at Woodview. Within this model, every service user has their own care support and treatment plan, the number of care hours allocated to each person is clear and unambiguous. There are opportunities for sharing staff resources when people attend activities together or to provide overnight support. The service is sufficiently large to warrant on-site leadership and staff can be supported by the leader and by their peers in the event that difficult or challenging behaviour emerges. People are not living in the same property and our experience has shown that people value their own property and gain benefit from the security that this offers, they also enjoy having their own personal space. Housing costs are paid for through housing benefit and this can include a service charge for different elements of the housing support, including the staff/communal space. Staff do not need to be with people 24/7 and this is supported by the use of passive telecare sensors

and associated alarm system to alert the staff members to attend if they are needed.

- 3.12. In relation to those people for whom the further development at Woodview is proposed, it is important to note that often no effective alternative exists within Scotland, and that beds available within the UK may be in the more highly populated areas of the South of England. Placements at such distance add cost and complexity, due to travel costs for staff to review and for family members to visit. Removing a client to a placement where visits from their family are so restricted can create additional stress for them with consequent effect on behaviour. Prices and availability of such placements will vary significantly due to high demand and limited availability. Additional costs can be added to placements should difficulties arise. In such circumstances, negotiation is exceedingly challenging as no alternative will exist. The quality of such placements is hard to monitor. The risks of remote placements in a sector where there has been ongoing concerns about the quality of care should be considered when making this decision.

4. KEY MATTERS RELEVANT TO RECOMMENDATION

- 4.1. The Housing Projects focus on three groupings of people;
- people with a learning disability/autism who exhibit significant levels of challenging behaviour.
 - people with a learning disability/autism who do not exhibit significant levels of challenging behaviour
 - people with a learning disability who need gatekeeping support in order to manage their day to day interactions with others.
- 4.2 While the Learning Disability Housing Project will commission both in-house and external provider support, it is the intention that in-house support services will be used initially for people who exhibit the highest level of challenging behaviour. The rationale for this is that; -
- There is existing knowledge and skills in Provider Services, with the Woodview team successfully supporting people who have highly complex and challenging behaviour.
 - There is a skilled, onsite management team. Experience has shown that onsite management is essential to ensure consistency of staff behaviour with regard to supporting people with the structure and routine that is required in order to minimise complex and challenging behaviour.
 - The use of internal Provider Services minimises the risk of service failure and placement breakdown.
- 4.3. Three projects are under negotiation based on a 3 way partnership model between HSCM, Moray Council Housing Service and Grampian Housing Association Ltd. A fourth project is based on a 3 way partnership between HSCM, Moray Council Housing Service and Hanover Housing Association.
- 4.4. The first project grouping is people with a learning disability/autism who exhibit significant levels of challenging behaviour. Grampian Housing have purchased land adjacent to the Woodview site and they are designing 8 bungalow style houses, communal space and staff workspace. The intention is that this group of people will be supported by HSCM staff managed by internal Provider

Services who have demonstrated their skill and success at managing the complex group of people who live at Woodview. The development of communal space and staff workspace will also free up two of the existing buildings on the Woodview 1 site.

- 4.5. The second project grouping is people with a learning disability/autism who do not exhibit significant levels of challenging behaviour. Grampian Housing Association are designing 10 bungalow style houses which they propose will be part of a 'care village' on the Bilbohall site, a new development planned for Elgin. It is anticipated that this group will be supported by a commissioned provider of care and support services.
- 4.6. The third and fourth project grouping is for people with a learning disability who need gatekeeping support in order to manage their day to day interactions with others. These people often present as quite able however, they are vulnerable to exploitation and abuse because of their interactions with more able people who do not have their best interests at heart. Grampian Housing Association is designing a block of 12 flats with managed access to accommodate this group. This will also form part of the 'care village' noted above. It is anticipated that this group will be supported by a commissioned provider of care and support services. Hanover Housing will develop a site a Springfield in Elgin to build a block of flats with managed access also for this group of people. The exact number of flats is yet to be agreed however it is likely to be 10 or 12.
- 4.7. It is important to note that if the MIJB support the development of these projects, further negotiation will be held with the developers in order to phase the completion of the projects to ensure that the human and financial resources needed for the successful completion of these projects can be met and managed effectively.
- 4.8. There will be no costs to the IJB associated with the build of the projects and the ongoing tenancy costs will be met through housing benefit of individual tenants. A project management approach will be needed and appropriate project management support identified to take these forward.
- 4.9. The Moray Council as Planning Authority determines where new housing may be located and the Council as Housing Authority prioritises the use of Scottish Government funding in the delivery of affordable housing. The Council has already committed Scottish Government capital funding for developments at Lhanbryde, Buckie and Elgin. The Learning Disability team has the opportunity to influence the design of these developments to facilitate provision of housing most suited to delivery of specialist housing with support.
- 4.10. The recipients in scope for the projects noted in this report are all people who are either being funded now by HSCM or who will need to be funded in the near future. The Progression Model along with suitable housing is the preferred option for managing the needs of this group, and the best way of mitigating the financial risks associated with providing the care element, which can be substantial for some individuals. . The housing model designed into these projects offers the most sustainable and best value option for long term support and meets the three elements of Quality; Safety; Efficiency.
- 4.11. The Moray Council Housing Service have agreed that HSCM can have letting rights on all of the properties noted in this report.

- 4.12. Hanover Housing and Grampian Housing Association have committed to these projects. Grampian Housing have commissioned a firm of architects who have prepared designs and planning consent is being sought. Grampian Housing Association own the land at the Bilbohall site and are purchasing the land adjacent to Woodview. Hanover are working with Springfield Building Company architects to prepare the design for the Pinefield site.

5. SUMMARY OF IMPLICATIONS

(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP)) and Moray Integration Joint Board Strategic Plan “Moray Partners in Care 2019 – 2029”

The Learning Disability Transformation Project and the associated Housing Project is consistent with the MIJB vision and values as set out in the Strategic Plan.

(b) Policy and Legal

The legal implications from implementing the Learning Disability Housing Developments centre on the capacity of some of the tenants to sign the tenancy agreement. Intervention orders will be needed for some people and these tasks will be managed via the project management plan.

The development and implementation of the new progression operating model means that policy and procedures will be revised accordingly.

(c) Financial Implications

The focus and priority of these new projects is on people who need a sustainable solution because their current care arrangements are unsustainable. There is a high likelihood of increased expenditure in the future for those who are living at home with an ageing family, a family under stress or where there is a high risk of service failure. The costs will be higher where there is no local provision and out of area placement has to be sought.

(d) Risk Implications and Mitigation

As part of the project management approach, a risk and issues log is reviewed at each meeting of the Learning Disability Housing Project Board. All risks are escalated to the appropriate level for mitigating action.

A key risk is that all of the people in scope will need to be provided with a care, support and treatment package within the next 3 – 5 years. An unplanned approach to this will result in higher costs.

(e) Staffing Implications

Staff will need to be recruited to support all of the developments noted in this report in accordance with Moray Council policy. The exact nature of each staffing model will depend on the needs of the client. Provider Services have demonstrated their ability to recruit and maintain appropriate staff groups. In

addition, there are a number of reliable external providers who we work with currently who have indicated their desire and willingness to offer support for the developments for service users with lesser challenges. Working with external providers in partnership will build capacity and expertise in Moray.

(f) Property

There are no property issues directly arising from this report. All of the property will be owned and managed by one of the two Housing Associations noted in the report. The Housing providers will have no responsibility for the provision of care and support.

(g) Equalities/Socio Economic Impact

An Equalities Impact Assessment is not required for this report as there has been no change to policy.

(h) Consultations

This report has been circulated to:

Jane Mackie, Head of Service and Chief Social Work Officer.

John Campbell, Service Manager - Provider Services, HSCM

Rob Outram, Consultant Practitioner Complex and Challenging Needs

Tracey Abdy, Chief Financial Officer & Head of Performance and Commissioning, HSCM

Jeanette Netherwood, Corporate Manager, HSCM

Fiona Geddes, Senior Housing Officer – Strategy, Moray Council

Morag Smith, Senior Solicitor, Moray Council

Katrina McGillivray, Senior Human Resources Advisor, Moray Council who are in agreement with the report where it relates to their area of responsibility.

6. CONCLUSION

6.1. The housing model offered by these projects offers the most sustainable and best value option for long term support.

6.2. The focus and priority of these new projects is on people who need a long term solution to meet their needs because their current care arrangements are unsustainable.

Author of Report: Charles McKerron, Interim Service Manager, Learning Disability.

Background Papers: There are no background papers.

Ref: