



REPORT TO: MORAY INTEGRATION JOINT BOARD ON 30 MARCH 2023.

SUBJECT: HOUSING FOR PEOPLE WITH A LEARNING DISABILITY

BY: CHARLES MCKERRON, SERVICE MANAGER

1. REASON FOR REPORT

- 1.1. To inform the Board of progress on the development of housing for people with a learning disability (LD) and to ask the Board to continue their support for the projects noted.

2. RECOMMENDATION

- 2.1 It is recommended that the Board support the housing projects to be utilised by people with a Learning Disability as noted in this report in paragraph 4.6 to 4.10 as approved and funded by the Scottish Government in accordance with Moray Council Housing Strategy and Moray Housing Need and Demand Assessment document (HNDA).**

3. BACKGROUND

- 3.1. A report was submitted to the Moray Integration Joint Board on 28 January 2021 with regard to the development of housing for people with a learning disability (Para 9 of the minute refers).
- 3.2. 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 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 Board on 28 January 2021 (para 8 of the minute refers).
- 3.3. Work on the Transformation of Learning Disability and on the adoption and development of the Progression Model builds upon this Strategic approach.
- 3.4. The Moray Learning Disability Transformation Project was started in 2017 based on emerging best practice from England and Wales. Health and 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.

- 3.5. A 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 LD Transformation Project. The report specifically talked about the development of LD Housing. In addition, a project overview document was submitted as Appendix 1 to the November 2019 report, which provided further detail about LD Housing and in particular a 4 to 5 year project in collaboration with the Moray Council Housing Services.
- 3.6. 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.
- 3.7. 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.
- 3.8. This model was initially tested with a group of people living in Fochabers who were successfully rehoused in new build flats and their original accommodation and support service were decommissioned. The people live in individual flats with a staff team in a separate unit on site to provide both planned and responsive support. The level of challenging behaviour presented by these people dropped because the new environment is more appropriate and the care and support provided is more flexible and responsive to their needs.
- 3.9. Two further developments have been completed; Highland Way in Buckie was opened in August 2021. It is a group of 7 housing units within a larger development of amenity housing, 6 units are occupied by people with an LD, the 7th is a communal hub, which is also used by the staff. The developer is

Hanover Housing who also provide the landlord function. The care provider was appointed following a tendering exercise.

3.10. Greenfield Circle in Elgin was opened in March 2022. Similar to Buckie, it is a group of 7 housing units within a larger development of amenity housing, 6 units are occupied by people with an LD, the 7th is a communal hub, which is also used by the staff. The developer is Hanover Housing who also provide the landlord function. The care provider was appointed following a tendering exercise.

3.11. In both of these developments, there are positive stories of people who have a significantly improved quality of life as a result of the move. Because the sites are relatively small, any anonymised case study material could be used to identify the people but officers can confirm there are positive outcomes from these projects.

3.12. The Buckie and Elgin developments are supported by the use of passive telecare sensors, which provides staff with smart phone alerts in the event of potential risk to tenants. This means that the amount of care and support needed by a tenant can be evidenced and changes in behaviour monitored; staff do not need to be with people 24/7 because the system will alert the staff members to attend if they are needed. Human rights are protected by ensuring informed consent either by the tenant themselves or by their legally appointed Guardian.

4. KEY MATTERS RELEVANT TO RECOMMENDATION

4.1. There are 157 people in Moray with an LD who are living with their parents and many of the parents are ageing and will not be able to maintain their caring role indefinitely. We maintain a register of people who are at risk of placement breakdown for different reasons and there are 71 people who we know will need accommodation and care, 10 of these are in out of area placements, some of which are time limited. There is a risk that a number of these living situations will break down before adequate accommodation and support can be developed.

4.2. The time limited placements are; - two people in Grampian who need to be accommodated by July 2024 and who will be supported by the Woodview2 development. There are also three people in Ayr, two of whom are aged 16 and are still supported by children services and one aged 18 who is now funded by adult services. All three need to move on from their current placement by 2026. The planning for the future support of these three people is still ongoing.

4.3. The Housing Projects that are being developed 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.

- 4.4. The report on 28 January 2021 noted that three projects were under negotiation based on a 3 way partnership model between HSCM, Moray Council Housing Service and Grampian Housing Association Ltd. A fourth project was based on a 3 way partnership between HSCM, Moray Council Housing Service and Hanover Housing Association.
- 4.5. The Board should note that there have been delays to all of these projects as a consequence of Covid. In addition, the cost of labour and the cost of materials have risen considerably, as has the cost of borrowing. This combination of factors has had the effect of making the developers and the builders increasingly risk averse. Partner organisations continue to be keen to support the LD housing developments however the projects need to be financially viable and achievable and due diligence will be applied to this end.
- 4.6. All partner organisations will value the continued support of the Board for the projects noted in this report, which will offer reassurance that the proposed developments will be fully utilised by people with a learning disability.
- 4.7. The first project grouping is people with a learning disability/autism who exhibit significant levels of challenging behaviour. Grampian Housing are to purchase land adjacent to the Woodview site and they have gained planning permission for 8 bungalow style houses including communal space and staff workspace as part of a larger development of housing. Grampian Housing have gone to tender for a building contractor and the submissions will be evaluated by early April 2023.
- 4.8. The second project grouping is people with a learning disability/autism who do not exhibit significant levels of challenging behaviour. Grampian Housing Association have designs for 10 bungalow style houses which they propose will be part of a 'care village' on the Bilbohall site, a new development planned for Elgin. This project has been delayed due to difficulties in achieving financial viability in the current economic environment and there is no current timescale for the commencement of this development.
- 4.9. 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 arising from their interactions with more able people who do not have their best interests at heart.
- 4.10. Grampian Housing Association has designs for a block of 12 flats with managed access to accommodate this group. This will also form part of the Bilbohall 'care village' noted above. It is anticipated that this group will be supported by a commissioned provider of care and support services. This project has been delayed due to difficulties in achieving financial viability in the current economic environment and there is no current timescale for this development.
- 4.11. Two Housing Associations have considered the viability of delivery of a block of 'gatekeeping' flats with managed access at a redevelopment site at Pinegrove, Elgin. The site is not part of a bigger development and therefore did not benefit from economies of scale. Both Housing Associations have determined that tender submissions from builders were too high and therefore not financially

viable, Housing officers are actively engaging to identify a similar provision elsewhere in the Elgin South Housing Masterplan area

- 4.12. It is important to note that there will be no capital costs to the MIJB associated with the build of these projects. The capital cost of construction will be met from a combination of Scottish Government More Homes Division grant funding and the landlords prudential borrowing repaid via rental income. The rental 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.
- 4.13. 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 LD 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.
- 4.14. There will be costs associated with the provision of care and support according to the needs of the tenants. The recipients in scope for the projects noted in this report are all people who are either being funded now by HSCM or who are assessed as being at risk and who will need to be supported in the near future.
- 4.15. 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.
- 4.16. The Council's Housing Service have agreed that HSCM can have letting rights on all of the properties noted in this report.

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 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 Scottish Government, 'Coming Home Implementation Report, 21 February 2022. This report sets out measures to prevent delayed discharge of people with a learning disability and requires each partnership area to create and maintain a dynamic register of those people who are most at risk.

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 in place for each project and is reviewed regularly. 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.

There is a risk that the projects are not considered to be affordable. Mitigation is that the housing projects are designed to offer the most cost effective solution.

There is a risk that fragile or time limited placements will break down before alternative accommodation is available. The mitigation in terms of care and support is to seek out of area placements. This is not a sustainable solution, these placements are highly sought after by all commissioning agencies and are consequently expensive.

There is a risk that provider organisations will not be able to recruit and retain sufficient care staff. The mitigation is good project management and planning to offer sufficient lead times for providers to engage in recruitment.

(e) Staffing Implications

Staff will need to be recruited to support all of the developments noted in this report in accordance with Council policy. The exact nature of each staffing model will depend on the needs of the service user. Provider Services have demonstrated their ability to recruit and maintain appropriate staff groups for those people with high levels of complex and challenging behaviour. 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 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) Climate Change and Biodiversity Impacts

Climate change and biodiversity impacts are carried out by the developers and builders as part of their function.

(i) Directions

There are no directions associated with this report.

(j) Consultations

Tracy Steven, Head of Service
John Campbell, Service Manager
Fiona Geddes, Housing Strategy Development Manager
Marie Burnell, Learning Disability Team Manager
Isla Whyte, Interim Support Manager
Aileen Scott, Legal Services Manager
Lindsey Robinson, Committee Services Officer
have been consulted and their comments incorporated into the report.

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, Service Manager

Background Papers: There are no background papers.

Ref: