



Health & Social Care Moray

Market Shaping Strategy 2018

Adult Learning Disability Services

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1. Introduction

In 2016, faced with continuing growth in the demand for care and support for people living with a learning disability, Health & Social Care Moray looked in detail at the types of care, support and accommodation that were currently being commissioned and provided.

We considered the sustainability of ongoing delivery in light of growing demand, but first and foremost how well it was meeting the outcomes and aspirations of those individuals with a learning disability. What we found was the opportunity to do things differently; to be smarter within the same resources.

This document is aimed at existing and potential providers of care, support and accommodation for people with a learning disability living in our community, along with the third sector, social and micro enterprises, volunteers and the wider community. It represents part of an ongoing dialogue between Health & Social Care Moray and the private and third sector organisations that make up the external market providers within this area of provision.

Health & Social Care Moray are committed to stimulating a landscape of provision that is creative and innovative, where individuals with a learning disability are supported to lead good lives where they can reach the levels of

independence that they aspire to and where appropriate positive risk enablement is the norm.

As a result of the above, Health & Social Care Moray has already begun a journey of transformational change within adult learning disability services by adopting the Progression Model – an approach to social work practice and commissioning that will improve outcomes for people with a learning disability, ensure that people are appropriately supported, living in the right place with the right people and reduce the frequency of over-supporting as a compensation for not having these elements in place.

This model focusses on an individual's assets rather than their deficits, and their potential for development, learning and independence.

Within this context progression is defined as: "a person centred developmental approach that seeks to help an individual achieve their aspirations for independence" (Alder Advice, 2016).

At the beginning of this journey of transformational change we agreed upon a vision for accommodation for adults with learning disabilities that recognised that a person with a learning disability is no different to anyone else who, over the course of their life, can expect a

number of home moves and adjustments to meet new challenges and opportunities.

The key principles and goals when commissioning accommodation and services for adults with learning disabilities which will support progression include:

- Development of core and cluster type models
- Development of extra care housing
- A move away from the block purchase of care contracts
- Service users will have the option to separately purchase care and support rather than only from their accommodation provider
- Self-directed support will be used in all area of the person's life
- Assistive technology will be utilised wherever possible
- People will understand that they may not live in the same home for life
- Support delivered by care providers will be underpinned by the progression model and will be monitored on the achievement of outcomes.

In 2013 the Moray Learning Disability Partnership's 'Our Lives Our Way' strategy captured the opinions and aspirations of people in Moray living with a learning disability

<http://www.moray.gov.uk/downloads/file95262.pdf>.

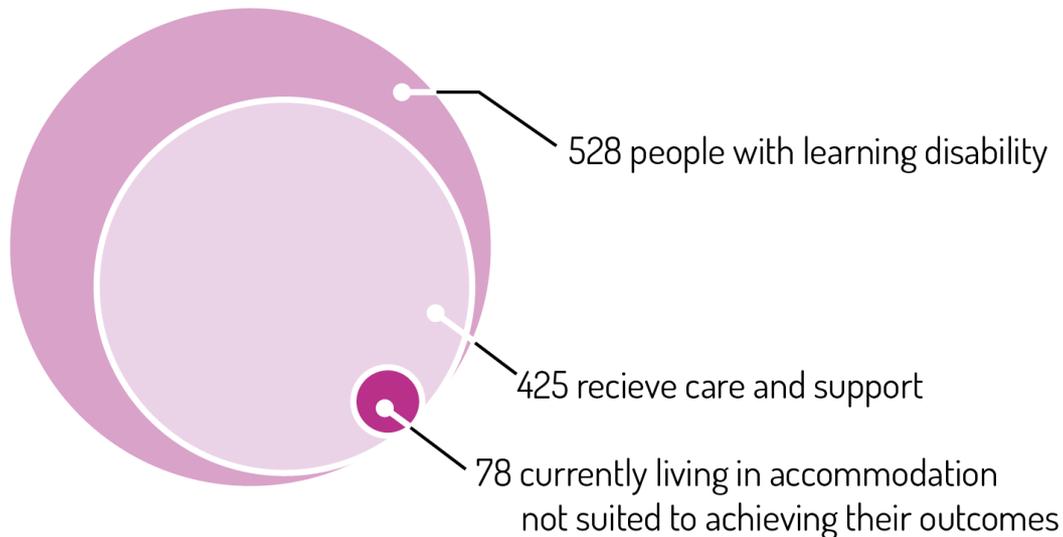
Among the top priorities were to have real choice and control, greater independence and choice over where and who they live with. By taking account of what people said, it adds to the growing evidence that the historic ways in which people have been supported is, for many, no longer appropriate. Many people are unable to achieve the levels of independence they seek due to a culture of being over supported while living in situations or places that do not meet their longer-term aspirations.

Following a progression focussed model of assessment, practice and support will lead to creating a new culture of achieving greater levels of independence for people with a learning disability and leading to an appropriate reduction in over-supporting people. This change in practice will bring about further benefits in terms of ensuring the ability to support those individuals coming into adult services through life transitions.

The better utilisation of resources that need to be delivered across an area of growing demand will result in the needs and outcomes of more people being met in ways that allow them to achieve their short, medium and long-term goals for a good life.

2. Projection of Future Need

Currently in Moray there are known to be 528 people with a learning disability, of which 425 are in receipt of some level of care and support service through Health & Social Care Moray.



The amount of people requiring support is set to increase over the next few years due to multiple factors:

- General demographic change – the population of Moray is projected to increase by 4% over the next 20 years.
- Longer life expectancy –
 - Those children with very complex health needs are living into adulthood and need comprehensive support packages, often requiring the support of one or more staff at any one time. As an average there are 8 –11 young people with a learning disability that transition into adult services during a year.
 - Adults are living into older age, supported by ageing parents. There are currently 52 adults with a learning disability known to services who are 65 or over, with another 49 in the age bracket of 55 – 64 years.

Of the 425 people currently in receipt of services, we know of 78 that are either currently living in accommodation not suited to achieving their outcomes in the best way and supporting them to achieve their aspirations for greater independence, or that will become the case for them at some point over the next 1 – 5 years.

54% of those known to us are between the age of 21 and 44 years.

Other information we are aware of about our known learning disability population:



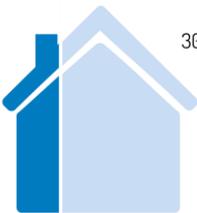
58% of clients are male

- There are more males than females with 58% of the people known to us being male.



25% of clients are on the Autism Spectrum

- 109 people also have a diagnosis of some type of Autism Spectrum Disorder, which is around 25%.



30% of clients live at home with family carers

- At least 30% live at home with family carers.



7% of clients have some form of employment

- Only 29 people or 7% are in some form of employment.

Other factors that will continue to impact upon the above include:

- Accessibility to support in more rural areas of Moray.
- Known difficulties in recruiting staff into the care workforce.

3. Current Provision

The current learning disability provider landscape in Moray is limited by way of geographical location and population size. As a small local authority area in the north of Scotland, provision in this area historically tends to largely attract providers already operating in the area or in the neighbouring local authority areas.

The table below shows the current type of provision that is commissioned by the local authority, including the level and location of that provision.

Location	Type of Provision	Accommodation
Lossiemouth	Registered Care Home (only provision in Moray)	Yes - 6 beds
Moray Wide	Community Support Service	No
Elgin	Housing Support/Care at Home	Yes – 9 locations – 50 beds
Buckie	Housing Support/Care at Home	Yes – 3 locations – 22 beds
Keith	Housing Support/Care at Home	Yes – 1 location – 5 beds
Fochabers	Housing Support/Care at Home	Yes – 1 location – 4 single occupancy flats
Lossiemouth	Housing Support/Care at Home	Yes – 1 location – 4 beds
Forres	Housing Support/Care at Home	Yes – 1 location – 12 beds
Archiestown	Housing Support/Care at Home	Yes – 1 location – 2 beds
Elgin	Accommodated Respite	Yes – 1 location – 4 beds
Drummuir	Day Opportunities	No
Elgin	Day Opportunities	No
Buckie	Day Opportunities	No

In addition to the above there are also 8 stand-alone care and support contracts for specific delivery to individuals.

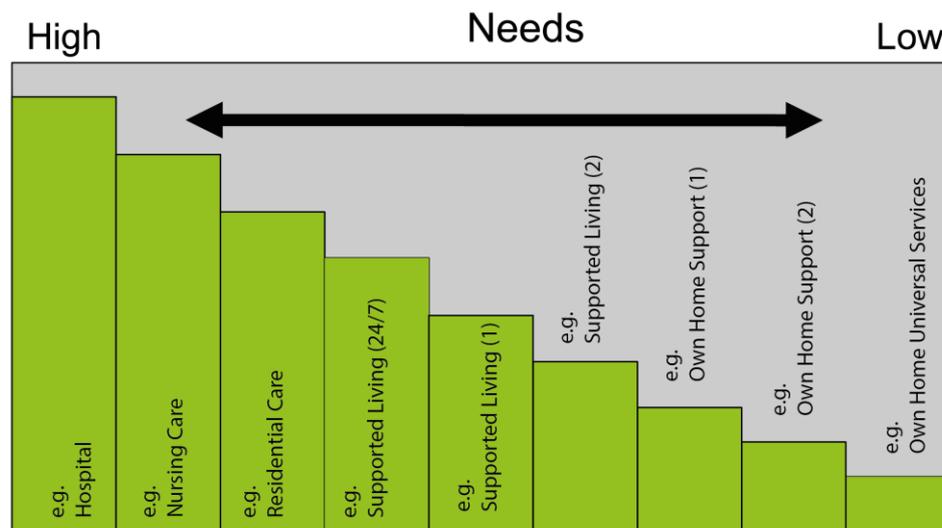
The total spend within learning disability services for external delivery is in excess of £12,000,000 per annum.

4. Ideal Pathway of Provision

It is recognised that for many, the current types of accommodation and support are not delivering the best outcomes for the individual. People living in houses of multiple occupation (HMOs) hold their own tenancy, but this would not pass the Real Tenancy Test as they do not get to choose who it is they live with.

HMOs were a positive move at the time of the closure of the institutional based care provided in long stay hospitals. However over the last 20 – 30 years, for some people we have, inadvertently, succeeded in institutionalising them within the shared accommodation that they reside in. This needs to change.

The graphic below shows the types of living situations that people with learning disabilities may currently be in. The far left shows full residential type situations through a variety of options to being in their own tenancy on the right of the chart.



(Source: Alder Advice)

The long-term aim for Moray is to move to a housing based supported living model of care and support and where possible and appropriate, these houses should be locality based to allow for the economies of scale that are achieved by the ability to share staff hours and resources.

To achieve this end goal there are opportunities in the local market for development of step-up/step-down types of accommodation options.

Market Development Opportunity

- **Reconsider current accommodation structures to see where opportunities are to reshape potential living options – for example with students who can provide company and informal support/friendship in return for accommodation.**
- **Explore different community based living opportunities – for example schemes such as Shared Lives or Homeshare schemes have significant potential for growth in the area.**
- **Consider the delivery of training accommodation to support those who are at a stage of transition between one living environment and another to support them to build the appropriate daily living skills.**
- **Look for opportunities for clusters of individual accommodations to enable independence but support sustainable care and support options.**

The purpose for the development of these different living options is to support the longer-term planning that is required to fully realise an individual's potential and aspirations for living as independently as possible.

The Progression Model looks at the stages of 'progression' that need to be moved through in order to achieve the long term goal. When this is considered in a housing context it may mean that an individual lives in different settings for periods of time to support their building of skills, knowledge and confidence to be successful in as independent living environment as is appropriate to them.

It is our intention to use technology-enabled care where possible, particularly around overnight support to ensure that people are safe and appropriately supported.

Market Development Opportunity

- **Use of technology-based solutions to support appropriate and varying degrees of independent living for people with a learning disability.**
- **Introduce technology-based overnight support options that allow flexibility and responsiveness to maximise an individual's overnight independence whilst maintaining their safety.**

Within this ideal pathway of provision we envisage the requirements for new types of day support rather than the more traditionally provided building based day service. Day support activities should be framed around developing skills, using leisure time and making friends.

Market Development Opportunity

- **Change the use of day support to reflect a more socially integrated approach that enables people with a learning disability to create and maintain friendships within their local communities. Something more akin to ‘I am going to meet up with my pals’ rather than ‘I am going to my day service’.**
- **Introduce opportunities for confidence building and skills learning to enhance and promote independence and, where appropriate, with an exit strategy for a staged approach to that support being replaced by independent activity.**
- **Increase the options available for individuals to have different leisure and social opportunities that can include staying up late.**
- **Look at ways to support the building of different types of relationships and friendships, for example a ‘Dates and Mates’ type opportunity.**

As can be seen, there are opportunities within the current market of delivery. These opportunities allow providers to either enter the market or to expand/diversify their current delivery. There are challenges to address in order to achieve this and we welcome the opportunity to work with providers who have new and innovative ways of recruiting and retaining their workforce in an area of low unemployment.

There are however, opportunities to overcome some of these barriers, for example learning disability providers working in partnership with housing providers to develop accommodation options new into the market.

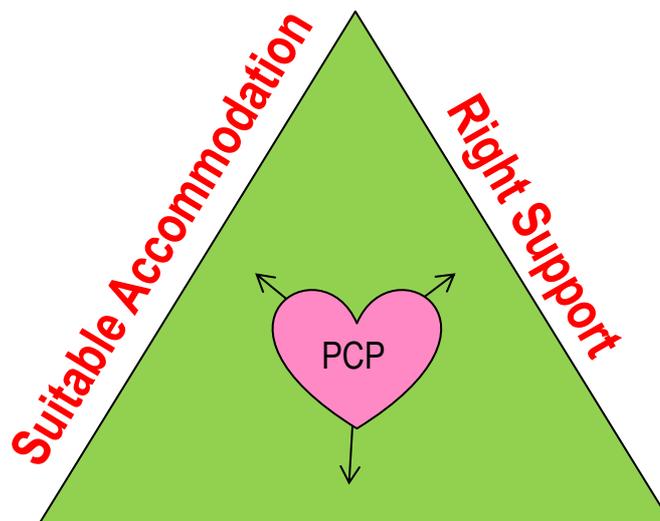
5. Nature of Conversation with Market

There is a recognition that our providers are, at one level, familiar with ways of working that support a progression focussed service provision. Most providers have been working consistently to enable and empower the individuals that they support to be as independent as possible.

Statutory service partners have, at times, demonstrated a more risk-averse approach to service delivery. This is changing. Risk-enablement and a shared approach to risk will support a greater level of appropriate positive risk taking to achieve an individual's goals, aspirations and potential for independence.

Initial conversations with our provider market have proved very positive. The idea that individuals would move through various types of services and living situations at different stages as part of a measured journey towards greater independence was welcomed and our providers were able to envisage that being a successful partner in this new way of services being commissioned would be likely to generate continuing sustainable levels of work as opposed to reducing the amount of work commissioned.

The premise for an individual's journey through different types of care and support is that in order for them to achieve maximum potential there are three things that need to come together. The graphic below illustrates this.



Ready Individual

(Source: Alder Advice)

The focus for delivery is around personal outcomes for the individual and we are grouping them into the following three areas that link to the previous graphic and the challenge to the wider market is to respond to these, beginning with new conversations between commissioners and providers.

The Right Accommodation

The right accommodation may be different types of living situations along their journey.

How often do those of us living without a learning disability move from our parent's home to live completely on our own at age 18 or 19? Many of us move to a group living type of environment initially, perhaps college or university, and this allows us to build independent living skills and confidence. Why should it be any different for those with a learning disability? A group living situation for some is the appropriate end goal, but for many it is a stepping stone on the path to living independently in their own tenancy.

Housing outcomes will be commissioned with timescales in mind that are aligned to the individual's journey to the relevant level of independent living.

The Right Support

The success, or indeed failure, of an individual to live and thrive in an independent setting also needs them to be ready for that. They need to feel confident in the skills and abilities they have and know that they are living in an environment that they are happy with and with the right level of support.

That support will be based around the personal outcomes for the individual and may include a mix of development and maintenance outcomes. Development outcomes include the types of care and support tasks that the person has the capacity and ability to learn how to manage for themselves and therefore will not always need support to carry out.

Development outcomes may be commissioned for varying lengths of time depending on the task and the individual's learning speed. They may have additional time and resources commissioned to support successful achievement with the view that those resources will not be needed for that particular outcome in the future. Development outcomes will be commissioned as part of a short-term plan.

Maintenance outcomes will include the areas of an individual's care and support needs that they are likely to always need a consistent level of support

with. These are the care and support tasks that will be commissioned as part of a long-term plan.

The Ready Individual

How the individual becomes 'ready' is through building of confidence, skills and relationships/friendships which are achieved through the delivery of the right type of care and support resulting in them being ready to move from one support setting to another, more independent support setting.

Historically, the detail of what a provider was to deliver was contained within the main contract held with the local authority. This too is changing.

The service delivery detail for all three of the above types of outcome will sit within an Individual Service Agreement (ISA), which forms a lower level contract of delivery beneath an overarching contract. The ISA details the type of outcome, what it is to achieve, if appropriate how it should be achieved, along with the timescale, the funding and the monitoring arrangements.

6. How do we engage with the market?

Engagement with the provider market has already begun with some initial written correspondence to existing providers and some face to face meetings. Ongoing engagement will be through a variety of means, including a proposed provider event to take place around the autumn time of 2018.

Throughout this document there are examples of development opportunities that could respond to the gaps that we can currently identify in the market. We would welcome ideas and proposals that may offer solutions to these or to any other gaps that are visible in the market of care and support for people with a learning disability.

In the first instance please email the commissioning team on the email address below with an outline to your idea/proposal including, where possible, any timescales and likely cost implications.

Receipt of your idea will be acknowledged, along with an estimated timeframe for a first stage of response. This timeframe may vary as the proposal will be presented to the Managers Commissioning Meeting for their consideration. At this point a decision will be made as to whether it will be pursued further or not. Following this you will be advised of the outcome and, where relevant, any next steps.

Providers, forums and any interested parties are welcome to contact the commissioning team on commissioning@moray.gov.uk for more information.

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