



REPORT TITLE: Recommissioning of a Move-on and Enablement Service for Young People with Learning Disabilities in Stroud

Cabinet Date	22 nd September 2021
Cabinet Members	Cllr Carole Allaway-Martin, Adult Social Care Commissioning
Key Decision	Yes
Purpose of Report	To seek approval of commissioning plans that will allow for the continued provision of a move-on and enablement support service for young people with learning disabilities in Stroud from April 2022.
Recommendations	<p>That Cabinet delegates authority to the Executive Director of Adult Social Care and Public Health in consultation with the Cabinet Member for Adult Social Care Commissioning to:</p> <p>a) Conduct a compliant tender process for the award of a three year (with provision for an optional two-year extension) move-on and enablement service for young people with mild/moderate learning disabilities (LD) in the Stroud locality.</p> <p>b) Upon conclusion of the tender process, award and enter into contract with the provider who has been evaluated as achieving the highest requisite score against the relevant evaluation criteria, as set by the Council.</p> <p>c) Determine whether to exercise the option to extend the contract for a further period of not more than two years on expiry of the initial three year term.</p>

<p>Reasons for recommendations</p>	<p>The current provision (known as ‘Kingfishers’) is a valuable service based in Stroud, which supports young people with a mild to moderate learning disability who have the potential to live independently, but need a period of accommodation-based enablement support.</p> <p>There is a demonstrable need for this type of service in the county, since its launch the current service has continuously managed a waiting list, with some individuals waiting up to 2 years to move in. The contract for the current service will cease in April 2022 and will need to be retendered via an open procurement service.</p> <p>The Joint Strategic Needs Analysis (JSNA) for people with Learning Disabilities and Autism highlights:</p> <ul style="list-style-type: none"> • 2.16% of adults and 2.5% of children in the UK are believed to have a learning disability. • The percentage of adults with a LD is predicted to rise by 12.3% between 2018 and 2035. • Approximately 11,746 adults in Gloucestershire have a learning disability, with the majority (approximately 79.47%) of these people experiencing a mild/moderate LD. • There are 1,451 children aged between 7-15 identified in schools with learning disabilities and/or Autistic Spectrum Conditions (ASC). • The largest group (43.07%) within those 1,451 children are defined as MLD (Mild/Moderate Learning Disability) <p>The current service model provides for those who have eligible adult social care needs upon entry. Evidence shows that in most cases individuals go on to live independently with no, or very minimal, long term paid support.</p> <p>Please see Appendix 1 ‘Case Study of ‘A’ for a recent example of an individual that has been upskilled to live independently and without any long-term social care support by this service. The appendix also demonstrates the financial impact of how this service works to support the GCC demand management principles.</p> <p>Appendix 2 ‘Move On Analysis 2015-2021’ provides a breakdown of move on destinations for the young people who have accessed the service since 2015.</p>
<p>Resource Implications</p>	<p>Total 5-year contract value = £738,610 (£147,722 per annum) available from within existing budgets.</p> <p>Project management and support resources will be provided from within existing support teams.</p>

Background Documents	<ul style="list-style-type: none"> • Executive Decision Making by an Officer with Delegated Powers: Direct contract award to Action for Children for the Kingfisher service • Joint Strategic Needs Assessment for Learning Disabilities & Autism • Cabinet Report - 20 April 2016 <p>https://glostext.gloucestershire.gov.uk/documents/s28945/Item%207%20-%20Supporting%20People%20Strategy%20Update.pdf</p> <ul style="list-style-type: none"> • Contract Extension for Accommodation Based Support for Vulnerable Homelessness Young People <p>http://glostext.gloucestershire.gov.uk/ieDecisionDetails.aspx?ID=823</p>
Statutory Authority	The Care Act 2014
Divisional Councillor(s)	
Officer	<p>Name: Kim Forey - Director of Integration</p> <p>Tel. no: 01452 583799</p> <p>Email: kimforey@nhs.net</p>
Timeline	<p>Cabinet Approval: September 2021</p> <p>Tender Process: November 2021</p> <p>Contract Award: January 2022</p> <p>Contract Start: April 2022</p>

Background

1. The provision is a move-on and enablement service for young people with mild to moderate learning disabilities has been available in Stroud for over 15 years. Since its inception the service has been run by Action for Children who deliver the service from a property they own in Ebley, Stroud.
2. The service began with funding made available by Supporting People (Transitional Housing Benefit), later transitioning contractual responsibility to CYP Education and finally in 2019 to Adults Disabilities Commissioning, where it continues to be funded outside of traditional external care arrangements due to its bespoke nature.
3. The current service has availability to provide accommodation for up to seven young people at a time. Individuals must be between the ages of eighteen and twenty-four, and have a mild/moderate learning disability with the future potential to live independently in order to be eligible for the service. In extraordinary circumstances 16 and 17 year olds will be considered eligible. Priority is given to those who have connection to the Stroud area but this is not a requirement.
4. On average, young people are supported for 2 to 2.5 years before moving onto independent living. The support delivered at the service includes:
 - A licence agreement and support to maintain it
 - Person-centred planning that focuses on finding out what is important to each young person
 - Support with budgeting and benefits
 - Support with paperwork
 - Advice on staying safe
 - Mental health & wellbeing support
 - Support with finding work
 - Support with finding accommodation
 - Support with practical skills such as travel, cooking and cleaning
 - Transition support following move on (up to 5 hours per week for 6 months).

This service enables young people to achieve their full potential. A person-centred approach is used ensuring the voice of the individual is at the centre of any plans that are made and goals that are set.

The service aims to equip individuals with the skills and knowledge to be able to live independently, with no or very little long-term paid support – supporting the local and national agenda for early, effective preventative support.

5. Referrals to the service are made via social care locality teams, family members, district housing teams or other professionals. The service provider manages the waiting list in conjunction with these partners to ensure priorities and risks are managed.

The referral process includes discussion with the local housing department so suitable move-on properties can be identified at the earliest opportunity, individuals also receive a social care assessment to confirm eligibility.

6. There is a well-established partnership between GCC, the current service provider and Stroud District Council which enables the young people accessing the service to be allocated to a local authority at the point that they are ready to move on (this practice was previously encompassed by the START project). It is this crucial element of ensuring that young people are given the necessary 'Gold Band' Homeseeker status, which ensures a continual throughput in the service and the successful and safe transition for young people into their own home. Currently Stroud is the only district where this type of agreement is in place, although there is potential for this to be replicated with other localities.
7. In line with the provisions of both the Children and Families Act and Care Act, which focus on outcomes, personalisation and wellbeing, this service focuses on community-based preventative support that will avoid crises and help support people to be active members of the community.

Options

8. Option 1: Recommission.

This is the recommended option.

It is a valuable service, which supports young people with a disability who have the potential to live independently, but need a period of accommodation-based enablement support. Evidence shows that, in many cases, these individuals go on to live independently with no, or very minimal, long term paid support.

A revised specification will be developed to encompass feedback from key stakeholders, this will draw on the successes of the current model whilst ensuring identified opportunities for further development are realised.

It is noted that the new contractual arrangements will include TUPE conditions as part of any service transfer to a new organisation. Information about any TUPE implications will be included within the tender pack for any potential bidders to consider.

9. Option 2: De-commission.

This option is not recommended as it would result in the service having to close and 7 individuals with support needs being made homeless. There is little capacity within existing supported living services in the Stroud area and it is likely this would be at an additional cost. The local housing department would not be able to provide accommodation for these individuals at short notice, nor would they be ready for independent living at this stage. Emergency accommodation would place them at significant risk. The individuals who would have accessed this service would have a higher level of need and require more ongoing support from Adult Social Care.

10. Option 3: Transition this service onto the existing Health and Social Care Framework contract.

This option has been considered and is not recommended due to the bespoke delivery and cost model, the specification of the framework would not support this service appropriately.

Risks

11. Any risks associated with the project have been identified and a risk register prepared which will be regularly reviewed by the project team and can be made available upon request.

Financial implications

12. In 2019/20 negotiations took place between the Council's Disabilities Commissioning Team and the current service provider to appropriately align the elements of cost relating to housing management. This created a permanent service cost reduction of £35,000 per annum.

Financial resource to cover the cost of this service is already available within existing budgets.

Climate change implications

13. Carbon Emissions Implications? Neutral
Vulnerable to climate change? No

Equality implications

14. Has an Equalities Impact Assessment (EIA) been completed? **Yes**

Cabinet Members should read and consider the Equalities Impact Assessment in order to satisfy themselves as decision makers that due regard has been given.

Data Protection Impact Assessment (DPIA) implications

15. Any DPIA implications associated with this project have been identified alongside colleagues from the Information Management Service (IMS) and included within the project risk register as appropriate. The completed DPIA can be made available upon request.

Social value implications

16. Any newly awarded contract will contain a requirement for the provider to demonstrate social value in line with the contractual obligations of the Gloucestershire health & social care framework. It will focus on employment opportunities, engagement with the local community and improving the lives and outcomes of individuals.

A question relating to social value will also be included as part of the tender questionnaire.

Consultation feedback

17. Consultee: Housing Team, Stroud District Council

The service works well and the current provider does a good job of managing allocations and ensuring enough time and planning for move-on. Any consideration for move-on should explore the possibility of the private housing market, not just rely solely on the option of authority provided housing.

The revised specification will ensure the service provider demonstrates the exploration/suitability of all types of move-on accommodation.

18. Consultee: Stroud Locality Integrated Social Care Team, GCC

It's a well-regarded service which we could do with more of around the county. The length of stay for some individuals could possibly be shorter, allowing for others to receive the benefit of living there sooner.

The length of stay will be defined as a maximum of 2 years in the revised service specification. Outcome-based performance incentives within the contract will be considered.

19. Consultee: Learning Disabilities Integrated Social Care Team, GCC

The service achieves consistently good outcomes for specific group of vulnerable young people and works particularly well with other partners i.e. GCC Enablement Team, Housing. Another similar service in another area of Gloucestershire could be beneficial.

20. Additional Consultees:

Disabled Children & Young People's Team, GCC

Strategic Procurement, GCC

Legal Services, GCC

Strategic Finance, GCC

Information Management Service, GCC

Action for Children

21. As part of the ongoing programme of contract monitoring, feedback from individuals supported and their families is sought – here is some of this recent feedback:

A parent said in relation to a young person's move on "that ideally she'd like x to stay at Kingfishers permanently or wants the Project manager to retire and look after them". - June 2021

A young person said in APR feedback about their Key worker "she is the best worker ever I will miss her when I leave" June 2021

A parent said in their EXIT questionnaire: *“there are no things I was not satisfied with. Moving to Kingfishers was the best thing for X. I am very happy they spent time here”*.
A young person said in their EXIT questionnaire: *“There were ups and downs but I do not regret my time at Kingfishers. I won’t forget all the support you gave me when my Nan passed”*. June 2021.

Officer recommendations

22. That Cabinet approve the recommendations as set out in this report.

Performance Management/Follow-up

23. The Integrated Disabilities Commissioning Hub have established quality and contract management frameworks, compliance with which will be a requirement of any contract awarded. Work will be done alongside the Strategic Procurement team to ensure that any service-specific key performance indicators are both informative and proportionate.

The contract will be underpinned by robust and peer led performance monitoring in partnership with colleagues in district councils, health, social care operations, commissioning and safeguarding.

Appendix 1 – Case Study of ‘A’ (an individual who has received support from Action for Children at Kingfishers)

Initial Referral – January 2014

‘A’ was initially referred to the Adult Helpdesk in January 2014, aged 21 by his education provider. There were concerns of ‘A’ becoming socially isolated living at home especially as he was planning to leave college in the summer. ‘A’ was feeling more reclusive and withdrawn and as he put it "odd". As part of the agreed Education, Health and Care Plan (EHCP) he was asking to move into Supported Living just as a number of his peers were planning.

At this stage ‘A’ presented with high anxiety and had been attending an anxiety management workshop plus receiving support from a number of health professionals. It was also clear that his home environment wasn’t working for either ‘A’ or his family but family carers were unsure of how to address this.

At this time ‘A’ presented with eligible needs in most areas in accordance with The Care Act 2014. Appropriate supported living placements explored at the time would have cost at least £500 per week.

At this stage ‘A’ did not have a diagnosed learning disability so the referral and assessment were processed by the Stroud Locality Social Care Team.

Learning Disabilities Social Care Team Input - March 2015

After input of the local Community Learning Disability Team (CLDT) and the support of his GP, ‘A’ was diagnosed as having a Learning Disability. Concerns were again being raised about his social isolation. Family were now expressing that they were no longer able to support ‘A’ to meet his needs in the home environment. His education provision had moved to another local provider and ‘A’ was also receiving support from the GCC Enablement Team who were finding it challenging to engage with the family. A referral was made to Carers Gloucestershire as ‘A’s father and main carer was becoming unwell.

‘A’ received another social care assessment in July 2015 again deeming him to have eligible needs in accordance with The Care Act 2014. It was at this time he was also supported to completed a referral to the Kingfisher service.

Time supported by Action for Children at Kingfishers

Throughout this time ‘A’ received intensive enablement support to address the needs identified at assessment. He was supported to develop his independent living skills as well as engaging with additional education opportunities and exploring employment options.

Move On – December 2018

In the lead up to 'A' moving on from Kingfishers, Action for Children coordinated a multi-disciplinary approach to ensure a successful and smooth transition for 'A'. All the necessary support to secure suitable housing and the associated required benefits was put in place in a timely way to ensure 'A's anxieties were not triggered.

The transition support offered by Action for Children ensured 'A' was able to transfer previously learnt skills to his new environment i.e. using new bus routes, accessing local drop in and community groups.

His updated assessment outlined a significant change in his needs due to his newly gained skills and confidence. The updated assessment facilitated social care staff to connect 'A' with universal community support, avoiding the requirement for any ongoing paid social care services.

Present Day – August 2021

'A' is still living independently and is connected to a number of universal community support options which he accesses independently for support when needed. He has no formal social care funded services.

Cost Analysis

Investment:

Cost of Kingfisher service for 'A' = **£43,938**

Additional social care services received (up to present day) = **£0**

Cost 'Avoided'

Based on assessments and available supported living options (plus accounting for rate changes and inflation), it is estimated 'A's cost to social care from July 2015 (the point he started at Kingfishers) to the present day would have been a minimum of **£216,771**.

This demonstrates a cost avoidance total to social care of **£172,833** within the past 6 years for just 1 young person.

Appendix 2 – Move on Analysis

Kingfisher Move On Analysis - 2015 to 2021

