

Coventry Market Development Plan – Learning Disability/Autism Services

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1. Summary

The number of adults with a learning disability is increasing and their needs are becoming more complex. People rightly have expectations of a more independent life in the community and there is a need for a range of good quality affordable local community-based services.

At present there are limitations in choices particularly for people with specific accommodation needs and this has led to people being placed outside of Coventry and in some cases in specialist services many miles from their originating address.

This Market Development Plan proposes that, over the next few years there will be a major improvement in accommodation-based care and support for people who live away from their families.

It is envisaged that there will be:

- **Improved supply:** There will be a better offer of local accommodation supply that meets people current and future needs. This will include the development of new schemes or modification of existing provision.
- **Improved Quality:** Accommodation will be of high quality, will offer choice, dignity and privacy and will help people to be independent safe and well, exploiting the use of assistive technology where this evidentially reduces dependency
- **Improved access:** People will be able to access options that best meet needs at the time they need them through management of capacity, voids and vacancies and a consistent pathway into accommodation.

This plan has been jointly developed by both the City Council and Coventry and Rugby Clinical Commissioning group in recognition of the single agency and joint responsibilities involved.

2. Introduction

This market development plan should be read in conjunction with Coventry's Market Position Statement which was published in October 2018 and which contains a wealth of background information on need, demand, the shape of the current adult social care market and indications of service requirements.

https://www.coventry.gov.uk/info/192/adult_social_care_strategies_policies_and_plans/2120/market_position_statement_for_adult_social_care/1

The Council, its partners, people with learning disabilities and their families want to ensure that adults with learning disabilities are living in local communities, using local accommodation accessing local amenities and living fulfilling lives.

This plan seeks to ensure that these aspirations become a reality for the people of Coventry. It contains an analysis of:

- Current accommodation supply
- Current and anticipated future demand
- Analysis of gaps and what needs to be developed.

Through the above analysis and available intelligence, we know that:

- There are increasing numbers of people with a learning disability and many have complex needs. A significant proportion of people will need / continue to require accommodation.
- Although care homes can meet individual needs, supported living can enable individuals to live independently in the least intrusive manner possible, based on their assets, resources and abilities that are available to them.
- Supply and demand of supported living schemes is difficult to predict based upon a number of factors: (i) people attend residential college, (ii) people choose to live at home with parents, (iii) identifying people who are ready to step-down from residential care into a supported living core and cluster development and (iv) people may change their mind at the last minute. There is a fine balance between developing a pipeline of future housing developments / predicting future demand and having a local mixed housing economy which is both attractive to outside investment and financially sustainable in terms of housing benefit.
- The range of our local accommodation offer could be expanded to maximise opportunities for people with learning disabilities. Assistive technology is not currently being exploited to best advantage in supporting people to live independently.

- The quality of some of the accommodation is at a standard that should be improved upon.
- There are number of Coventry people who have historically been placed outside of Coventry and this practice continues with some placements at a great distance largely due to lack of appropriate services locally.
- There could be opportunities for people placed in residential care, who could be supported within a supported living environment such as a core and cluster development with their own tenancy or license agreement, to live more independently.

This forms the basic case for infra-structure change in improving supply volumes, quality and access to supported living schemes within City.

3. Vision

The overall vision for adult social care is one that empowers people and their families, drawing on their strengths and assets and those of the communities in which they live to provide person centred care and support. Where statutory support is required it is provided in an enabling way through a Promoting Independence Pathway and people are supported to stay out of hospital where feasible and assisted in regaining lost skills after a hospital episode through effective enablement. The principle is to assist adults to live their best lives by utilising promoting independence and strength-based approaches to help them achieve this.

Adult Social Care Vision

To enable people in most need to live independent and fulfilled lives with stronger networks and personalised support.

Strategy: Provide support, in the least intrusive manner possible, based on the assets, resources and abilities that are available to people.



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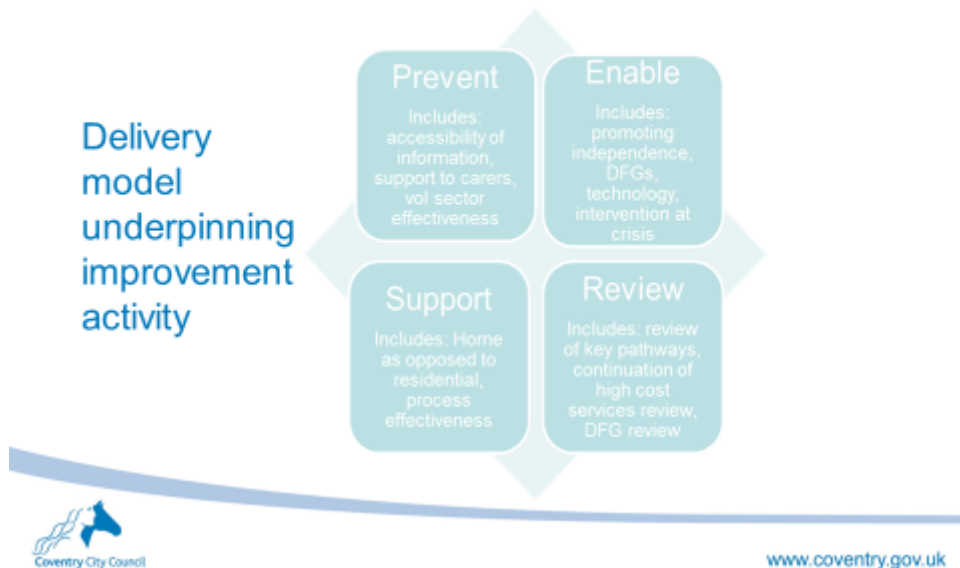
The vision for disability services is to improve the quality of life for adults with learning and physical disabilities, autism and mental ill-health through:

- A seamless service and support throughout their whole life course
- A better integrated and multi-disciplinary support across sectors
- Promoting independence and empowerment and increasing the opportunities for people to stay local or to return to local connections.

Our approach will be focused on improving people's lives; focused on breaking down barriers for people between agencies and services along with making sure people's happiness, aspirations and achievements are never limited due to a disability. Through a person-centred approach we will ensure people have experiences they value: developing relationships, making choices, contributing, having valued roles and sharing ordinary places.

The Council have developed a target operating model which aims to make prevention the default model providing enablement support to prevent deterioration or support post hospital discharge. Support to be provided only for as long as required and to the intensity necessary and reviewed at an appropriate degree and frequency.

Adult Social Care Operating Model



Our specific vision for people with learning disabilities/autism is that they will have the same range of choices of accommodation as the rest of us and will live locally in communities with access to facilities, transport and other amenities.

Improved Supply: There will be a better offer of settled, suitable, local accommodation that meets peoples current and future needs. We will have realised our vision of a choice of modern housing options that meet the diverse needs of adults with a learning disability of all ages. New supported living schemes will have been developed and options around extra care housing explored.

Improved Quality: Accommodation based care and support will be of good quality and will help people to become independent safe and well. Safety needs of communities will also be taken into account. Less popular and poorer accommodation will have been decommissioned.

Improved Access: People will be able to access the option that meets their needs at the time they need it. The way that supply and demand are matched will have improved through better management of capacity, voids and vacancies and consistent pathways into accommodation. Support plans will reflect peoples' needs and choices for accommodation. People residing outside of Coventry will be offered the choice of returning to the City where feasible.

Improved Community Engagement: Good accommodation and support options will enable local people to access community activity, opportunities to meet people and make friends and, where possible, contribute to community life.

4. Context

The number of people with learning disabilities is increasing and their needs are becoming more complex. As at 2017 population estimates suggest that there were around 5600 people with a learning disability aged 18-64 living in Coventry a figure expected to rise to approximately 6080 by 2025 (SOURCE PANSI).

- Of these around 1280 have a moderate to severe learning disability, around 100 have behaviours that challenge and around 540 are predicted to be living with their parents.
- In addition, there are around 1000 adults with a learning disability aged 65 or over of whom circa 140 are deemed to have a moderate to severe learning disability.
- Approximately 2300 people aged 18-64 are predicted to have an Autistic Spectrum Condition (ASC)
- Each year between 15 and 30 young people transition from children through to adult services.
- In Coventry 5% of the population (17,270) are unemployed. Of these 10% are likely to have a disability
- The number of planned transitions from Children's Social Care continues to increase with 59 young adults transitioning in 2017/18, of which 23 were eligible for social care compared to 55 in 2016/17, of which 9 were eligible for social care.

Demand

Residential Care – In terms of transitions our data shows that in the 18-25 age range we have relatively low numbers transitioning, however they do tend to present with complex behaviours.

Generally, the numbers of people with learning disabilities living with older carers presenting to Adult social care at points of crisis is relatively low but does represent a small cohort who could be prioritised for the promoting independence pathway.

The numbers of people going into residential care between 2015/16, 2017/18 has been fairly static at around 20 places per annum, whereas in 2018/19 we have seen a reduction down to 11 new places.

As at September 2019 there were 159 adults aged 18+ with a learning disability residing in a care home of which 59 (37%) were placed outside of the City. 484 people received support through a range of supported living options. This represents 72% of the total 672 adults supported through accommodation-based solutions, however, re-assessments and reviews of individuals' needs suggest that this proportion could be increased as more people could step down to supported living.

Supported Living – In terms of transitions typically we are seeing between 15-30 new placements each year, this tends to be split between school leavers at 18 and college leavers aged between 20-24. Supported living is equally providing a good option where people living with elderly carers reach a point of crisis, enabling them to live

independently in the community with support. The data evidences a steady cohort aged between 30-44 and 50-60.

Day opportunities – the demand for new placements has been steadily increasing since 2016/17, and by a further 16% in 2017/18 and 19% in 2018/19. Typically, these placements are supporting people who are presenting with either autism / challenging behaviour. This is an important area for future development as it affords meaningful day opportunities for individuals and enables carers to get a break and continue to care in a way that is sustainable and retains the family unit and secondly, it supports sustainable long-term residential care / supported living places which would otherwise lead to staff burn out and compatibility issues with other people living there.

Respite – The data suggests a rather dramatic uptake of respite services in 2018/19 by almost 24% on the previous financial year. These increases are primarily associated with relatively young adults aged 25-40 and those people who live with elderly carers aged between 45-59. Again, the availability of respite support to carers is pivotal in terms of enabling people to continue live in their family unit in manner that is sustainable and viable for both.

Within our internally provided services we currently offer a shared lives scheme which currently supports 54 adults with a range of learning disabilities. A review is currently underway to examine the potential for further expansion of the scheme which offers care and support in a family setting which has proven to be both cost effective and a highly successful option for some people who present with complex needs.

In terms of fully health funded clients in 2018-2019 there were 142 people receiving 364 packages of care at home, of these 105 presented with physical disabilities, 31 people with learning disabilities, 4 with mental health issues and two were fast track patients.

Costs

The average cost of ongoing residential care for Learning Disabilities in Coventry in 2017/18 was £1,616 per week. This compared to an average cost of £1,752 for Coventry in 2016/17.

Our data reports that 73 out of City placements cost in excess of £1500 per week with the average being approximately £20,000 of which 23 exceeded £2000 per week with an average cost of approximately £2,300

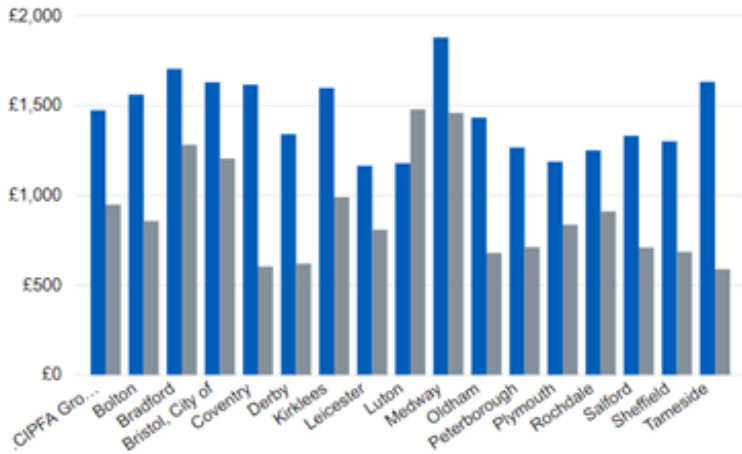
The average cost across our comparator group is £1,473 which still demonstrates that there is more work to do in reducing our cost base, although overall this represents a much improving picture.

Select a primary support reason

Learning Disability Support

Unit costs for long term support of selected primary support reason(s) by CASSR(s) a...

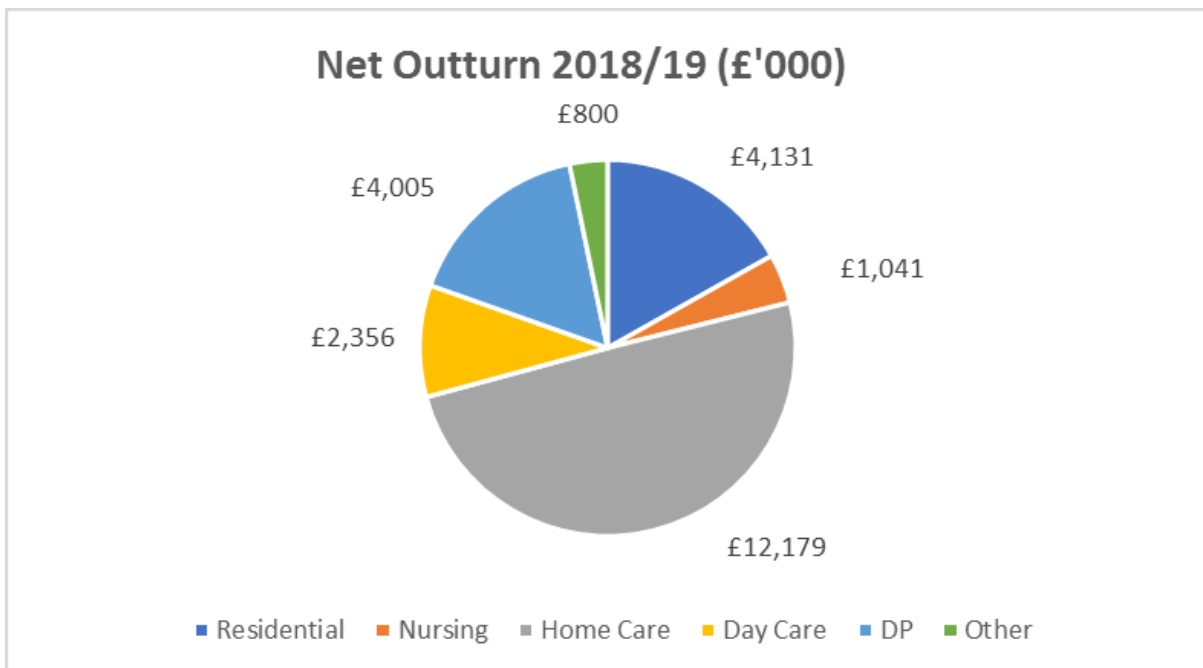
Age Band ● 18 to 64 ● 65 and Over

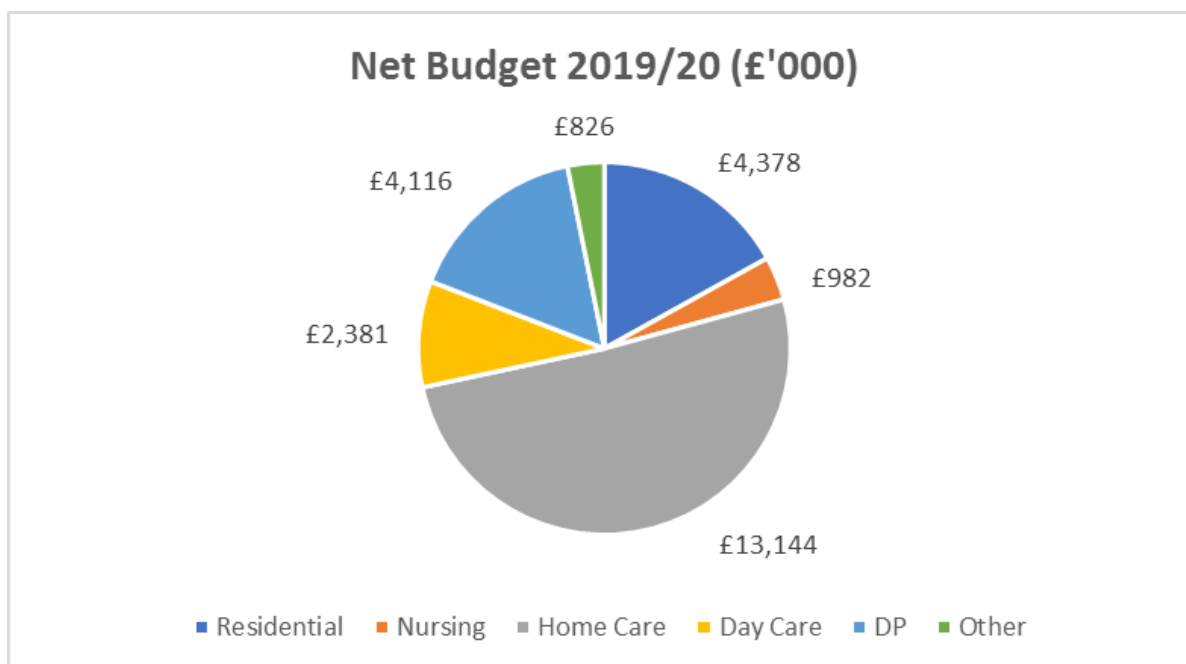


Primary Support Reason	Learning Disability Support	
CASSR Name	18 to 64	65 and Over
CIPFA Group	£1,473	£948
Bolton	£1,561	£857
Bradford	£1,704	£1,281
Bristol, City of	£1,630	£1,205
Coventry	£1,616	£603
Derby	£1,341	£620
Kirklees	£1,598	£989
Leicester	£1,164	£809
Luton	£1,178	£1,478
Medway	£1,879	£1,459
Oldham	£1,433	£679
Peterborough	£1,266	£712
Plymouth	£1,187	£836
Rochdale	£1,250	£910
Salford	£1,331	£708
Sheffield	£1,300	£685
Tameside	£1,632	£588

Spend

The following charts shows learning disability net spend for 2018/19 outturn and net budget for 2018/19 by main service type. This data includes the Council's Internal Provider Survives spend and budget for this client group. The charts demonstrate that the highest proportion of spend and budget is related to people supported in their own homes. Nevertheless, a significant amount of money continues to support people in care home settings





5. Aims:

The following aims underpin our work in respect of shaping services for adults with learning disabilities.

- A market place that is fit for purpose, mutually affordable ensuring long term sustainability and robustness
- Personalised care and support that respects people's right to exercise choice and control that is right for them
- Assessments and support plans based on specified, measurable outcomes
- Review of placements and care packages using standardised assessment tools (Care Fund Calculator / Just Checking)
- Use of assistive technology to help people to live more independent lives and manage risk in the local community whilst ensuring improved financial outcomes.
- Enabling smooth transition for those children requiring assistance post 18 years by having provision in place that supports the 16-25-year cohort

6. Procurement / Spend Profile:

Procurement Frameworks:

- Generic Home support: £14.30 – £15.30, ASCFR average £14.08 per hour
- Transforming Care Framework: £17.52 - £19.01 per hour
- Dynamic Purchasing System: negotiation through the use of the Care Fund Calculator for supported living
- Residential Care contracts: new placements through negotiation using the Care Fund Calculator

7. Our Plans for Market Development

We have established a provider Innovation Group to work more closely with the market to co-produce solutions to manage demand and costs within diminished resources.

We do not envisage the general need for additional care home accommodation as such, however there is a requirement for a limited number of modern and efficient residential care home placements for specific purposes including accommodation for young people transitioning from children services and adults returning to the City from out of area placements including those returning to the community from long stays in hospital.

It is anticipated that several additional supported living schemes are required – some of this being replacement capacity for care homes and some for people transitioning to adulthood.

We expect all providers to be using appropriate technology including scanning the market for improved assistive technology as developments emerge and have established a provider led Assistive Technology subgroup to take this work forward.

Schemes in progress

The following table identifies planned capacity across both Coventry over the next three years. It should be noted that the majority of this is replacement capacity rather than additionality, including re-provision of residential provision within and outside of the City with supported living options. All provision commissioned by the Council is on a spot purchase basis.

Scheme	Location	Provision type	Number of places	Rationale	Status	Delivery date	Comments
Provider A	Henley Green	Supported Living	16	New	Planning stage	2021	Site secured, full planning application to be submitted by the end of Sept 2019
Provider B	TBC	Supported Living	17	Replacement of residential care	Planning stage	2020	TBC
Provider C	Foleshill	Supported Living Core and cluster	12	Replacement capacity – efficiencies through economies of scale	Planning stage	2020	Site purchased

Recommissioning of Supported Living and Day Opportunity Services

The Council is planning to re-commission supported living and day opportunities for people with learning disabilities through a Dynamic Purchasing System. (DPS). This

will replace the current DPS for supported Living and the framework for Day opportunities.

It is envisaged that the DPS will be effective by March 2020.

As the new framework is introduced all current providers who register and who are approved onto the new open framework will transfer their existing business at current fee rates. This is because continuity of provision is extremely important for customers who have held tenancies for some time and who can be severely impacted by the anxiety of change. Supported living for both learning disabilities and mental health will use the Care Funding Calculator (CFC) as a basis for negotiation.

If any existing providers fail to register with the new framework, and service users wish to keep using them, then they will be offered the opportunity to have either a Direct Payment or Managed Account to enable this to continue.

Recommissioning of Residential Care

We are currently reviewing our approach to older people residential care in City, all residential learning disabilities placements are undertaken on a spot purchase basis, our intention going forward will be to issue a new open framework in 2021/22 for Learning Disability / Mental Health / Physical Sensory Impairment that meet the requirements of building the right support this will enable a review of existing terms & conditions, service specification and fee structure. Our clear intention will be to reduce our over reliance on high cost out of City placements and engage with family where we feel people are capable of living independently and the view is that people are not living in the least restrictive setting.

Promoting Independence Pathway

The new promoting independence service will support individuals to achieve independence in:

- Travel
- Cooking, housework and laundry
- Keeping active and staying within local communities
- Accessing work/educational opportunities
- Staying safe
- Budgeting

This would be achieved by bringing together the following services by way of a specialist Multi-Disciplinary Team to review the request, establish immediate need, and set preliminary goals and key coordination roles. This would lead to an individualised bespoke package of Promoting Independence that is directly relevant to the individual's initial wishes and outcomes.

1. Jenner8 community-based day opportunities
2. Travel Team
3. Occupational Therapy
4. Access to work

5. Furnished flat currently used for respite care

The service is delivered over a period of 1-12 weeks and informs any on-going assessment or care provision and is open to young adults in transition.

Potential Additional Requirements

During 2019 and 2020 the Council will be undertaking a programme to review accommodation-based care placements (residential and supported living), both in-city and out-of-city, for adults with learning disabilities to ensure fit for purpose and financially sustainable. To enable the first stage of this programme Adult Social Care has established an innovation group with learning disability providers in the light of high comparative unit costs for long-term services. The group will work to co-produce innovative solutions, including new models of delivery, cost structures, investment strategies and revenue streams, which aim to improve individual outcomes and independence, and achieve greater affordability and sustainability for the Council and the local market.

Current intelligence suggests that there is a requirement for accommodation for approximately 25 adults with a learning disability each year. This includes several young adults transitioning through from Children's services and a proportion (estimated at 40%) of people currently living outside of the city. The latter is somewhat dependent on the Council's capacity to work effectively with families who, in some instances find it difficult to accept changes even if they are in the best interests of the service user.

'Just Checking' monitoring programme

We are working with Just Checking to provide a detailed evidence base to support our review of sleep-in's across learning disability services. The service provides detailed reports which provide greater insight into behaviours and changing care needs for people with learning disabilities. A programme of reviews has already been initiated which has resulted in a number of positive outcomes for individuals, including greater independence, less intrusive support and more cost-effective support delivery.

Appendix 1

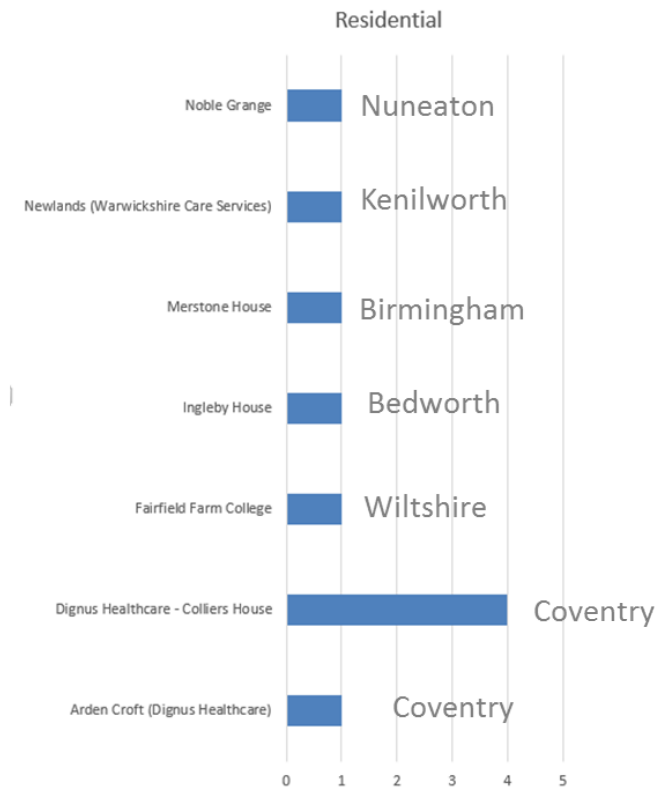
Residential Care:

Number of people in each financial year and the service

Financial Year	Nursing	Residential	Total
2013/14			0
2014/15			0
2015/16		3	3
2016/17		3	3
2017/18		2	2
2018/19		2	2
Grand Total	0	10	10

Numbers are very small for the 18-25 age clients with the specified primary support reasons. There is no noticeable trend, numbers of clients on Care Director are between 2-3 a year for the past 3 years. Only one client was placed in Coventry city. (as at 09/01/2019)

Number of people at each provider



By Financial Year

Financial year Residential Services Started	Number of Clients
2015/16	19
2016/17	19
2017/18	21
2018/19	11
Grand Total	70

By Supplier

44 Suppliers – list available on request

By Age Group

Age Group	2015/16	2016/17	2017/18	2018/19	Grand Total
15-19	2	4	2	1	9
20-24	2	1			3
25-29	1	2	2		5
30-34	1		3	1	5
35-39	2		2	1	5
40-44	3	2			5
45-49	2	1		1	4
50-54	1	4	3	1	9
55-59	2		3	1	6
60-64	1	2	4	1	8
65-69	1	3	2	2	8
70-74	1				1
80-84				2	2
Grand Total	19	19	21	11	70

Supported Living:

By Financial Year

Financial year Supported Living Started	Number of Clients
2015/16	55
2016/17	17
2017/18	17
2018/19	30
Grand Total	119

By Age Group

Age Group	2015/16	2016/17	2017/18	2018/19	Grand Total
15-19	1	1		2	4
20-24	2	2		6	10
25-29	3	3	1		7
30-34	3	2	4	3	12
35-39		1	1	2	4
40-44	2			3	5
45-49	6		4		10
50-54	12	3	2	3	20
55-59	8	1	4	2	15
60-64	8	4		6	18
65-69	6			1	7
70-74	3		1	1	5
75-79	1			1	2
Grand Total	55	17	17	30	119

By Supplier

Supplier	2015/16	2016/17	2017/18	2018/19	Grand Total
Accredo Support & Development			5		5
Dignus Healthcare - Colliers House	1	2	1		4
Excel Support Services			1		1
Fine Futures Limited				5	5
Fitzroy - Tom Mann		9	1		10
Getta Life Ltd			5	2	7
Harry Salt		1			1
Individual Care Services - Marble Alley				4	4
Life Path Trust Ltd - Walsgrave Road	53	1	1	12	67
Lifeways Community Care Ltd - Limbrick Place				5	5
Promoting Independent Living Service	1			2	3
Selborne Care - Bluebell Flats			1		1
St Elizabeth College		1			1
Voyage 1 Limited - Supported Living			1		1
Voyage Care - Stoke Green		2	2		4
Grand Total	55	17	17	30	119

Day Opportunities:

By Financial Year

Financial Year Day Opportunities Started	Number of Clients
2015/16	45
2016/17	21
2017/18	25
2018/19	35
Grand Total	126

By Age Group

Age Group	2015/16	2016/17	2017/18	2018/19	Grand Total
15-19	1		4	6	11
20-24	7	2	5	9	23
25-29	3		5	3	11
30-34	3	2	1	1	7
35-39	2	1	1	4	8
40-44		1		2	3
45-49	5	3	1	2	11
50-54	6	6			12
55-59	2	4	6	4	16
60-64	6	2		3	11
65-69	8				8
70-74	2		2	1	5
Grand Total	45	21	25	35	126

By Supplier

Supplier	2015/16	2016/17	2017/18	2018/19	Grand Total
Brandon Farm	2		4	4	10
Community Zone	2	2			4
Dignus Healthcare	4	1	1	5	11
Firstpoint Home Care				2	2
Gilbert Richards Centre	2		2	3	7
Gosford Community Hub (Princethorpe)	4	1	2	2	9
Jenner8	4	2		1	7
Life Path Trust Ltd - Kings Hill Nurseries	1	4	5	2	12
Life Path Trust Ltd - Walsgrave Road	20	8	5	11	44
Lifeways Community Care Ltd		2		1	3
People In Action - High Street	1				1
Personnel & Care Bank Ltd (Intouch)	4				4
Ramsden Centre - Brandon Trust			1		1
Voyage Care - Humber Road			2		2
Wilfred Spencer Centre	1	1	3	4	9
Grand Total	45	21	25	35	126

Respite Care:

By Financial Year

Financial Year Respite Services started	Number of Clients
2015/16	13
2016/17	5
2017/18	10
2018/19	42
Grand Total	70

By Age Group

Age Group	2015/16	2016/17	2017/18	2018/19	Grand Total
15-19		1		1	2
20-24	2		2	3	7
25-29			1	6	7
30-34			1	6	7
35-39	1		1	6	8
40-44		2		3	5
45-49	2			8	10
50-54	2		1	2	5
55-59	3	1		4	8
60-64	2		4		6
65-69	1	1		1	3
70-74				2	2
Grand Total	13	5	10	42	70

By Supplier

Supplier	2015/16	2016/17	2017/18	2018/19	Grand Total
Applegarth Residential Home			1		1
Arden Park	1				1
Life Path Trust Ltd - Ellys Road	5	3	3	18	29
Maurice Edelman	7	2	4	24	37
Melbourne House			1		1
Trinity Lodge			1		1
Grand Total	13	5	10	42	70