



Integration Joint Board
Strategic Planning, Finance and Commissioning Committee

1st September 2026

This Report relates to
Item 8 on the Agenda

Complex Needs Plan inc Coming Home Update

Paper presented by Caroline Ronaldson / Kay Forrest

For Discussion / Noting

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List of Background Papers:	N/A
Appendices:	Appendix 1 – Complex Needs Implementation Plan 2026-2029

1. Introduction

- 1.1. The purpose of this report is to provide the Strategic Planning, Finance and Commissioning Committee with an update on the Learning Disability and Complex Needs (LDCN) Implementation Plan 2026-2029, approved by the Integration Joint Board (IJB) on 27 September 2023. The report outlines progress against agreed priorities, identifies key achievements, highlights areas requiring further development and notes challenges associated with financial and workforce capacity.
- 1.2. The implementation plan supports delivery of new models of care and support for people with learning disabilities and complex needs across Dumfries and Galloway and aligns with the Strategic Commissioning Intentions within the IJB Strategic Commissioning Plan.

2. Recommendations

- 2.1. **The IJB Strategic Planning, Finance and Commissioning Committee is asked to:**
 - **Note progress against the Learning Disability and Complex Needs Implementation Plan 2026-2029.**
 - **Note the position regarding Independent Living Support (ILS) funding and the current limitations associated with the availability of suitable tenancy opportunities.**
 - **Endorse the continued development of local housing with care and support solutions to support delivery of the Coming Home agenda.**
 - **Note the resource requirements associated with implementation of the plan, including project management and administrative support.**

3. Background and Main Report

- 3.1. The Learning Disability and Complex Needs Implementation Plan was approved by the IJB as part of the wider programme of work overseen by the Complex Care Steering Group.
- 3.2. Development of the plan was informed by extensive engagement with people with learning disabilities, carers, stakeholders and operational staff. Feedback received during engagement was both positive and constructive and has informed service priorities.
- 3.3. The implementation plan focuses on delivering improved care and support arrangements through seven Strategic Commissioning Intentions:
 - Supporting people to live independently and avoid crisis.
 - Reducing health and social care inequalities.
 - Increasing resilience and self-management.
 - Improving access to care and support.
 - Ensuring safe, effective and sustainable services.
 - Supporting the wellbeing of staff, carers and volunteers.

- Delivering best value through effective use of resources.

3.4. **Current Progress**

Positive Behaviour Support (PBS)

A Positive Behaviour Support post is in place and governance arrangements and future development opportunities continue to be progressed. Consideration of an additional PBS post requires further business case development, including financial and productivity evidence. This action has therefore transferred into business as usual activity.

3.5. **Community Enhanced Support Service (CESS)**

Development work has progressed with approval obtained and recruitment completed for management and Occupational Therapy positions. However, wider expansion plans have been affected by the withdrawal of funding streams and service options are being reviewed within existing resources.

3.6. **Housing with Care and Support**

Development of housing with care and support remains a key enabler for delivery of the Complex Needs Implementation Plan and the national Coming Home agenda. Progress continues with partners to identify future tenancy and accommodation options that would support individuals to live independently within their communities and reduce reliance on out-of-area or institutional models of care.

3.7. **Research, Engagement and Best Practice**

Ongoing engagement is taking place with national learning disability networks, the Scottish Commission for Learning Disability, service user groups and local stakeholder forums. Work is also progressing to strengthen communication and engagement arrangements and support co-production in future service development.

3.8. **Transitions and Pathways**

Review work continues to improve pathways between children's and adult services, ensuring vulnerable individuals experience effective transitions into adult care, housing and support arrangements.

3.9. **New Models of Care**

Service redesign activity includes exploration of digital solutions, shared lives opportunities, self-directed support options, core and cluster housing models, ethical commissioning approaches and strengthening third sector involvement. These developments support sustainable, person-centred models of care and support.

3.10. **Performance Framework**

A performance and evaluation framework has been completed. Reporting arrangements are established through the Mental Health Directorate Management

Team, Complex Care Programme Board, Health and Social Care Leadership structures and the IJB as required.

3.11. National Policy Implementation

Significant progress has been made in relation to the Coming Home programme, Dynamic Support Register arrangements, carers strategy implementation and responses to national learning disability and autism policy developments. Several actions are now complete and embedded within operational practice.

3.12. Coming Home Agenda and Independent Living Support (ILS) Funding

The Partnership continues to support the principles of the national Coming Home agenda, which seeks to reduce reliance on institutional and out-of-area placements by enabling people with learning disabilities and complex needs to live in their own homes within their local communities.

The Independent Living Support (ILS) Fund is intended to support individuals transitioning from hospital settings, inappropriate placements or situations where a move to community-based living can be achieved. Access to this funding is dependent upon local areas having suitable housing and tenancy arrangements available to support planned transitions.

At present, Dumfries and Galloway does not have an identified tenancy opportunity that would enable the Partnership to progress an application for the current funding cohort. While local work continues to develop housing with care and support options, including supported accommodation and other community-based models, the absence of immediately available tenancy capacity means that the Partnership is not in a position to access the current round of ILS funding.

The position will continue to be reviewed as housing developments progress and opportunities emerge. Officers will maintain engagement with national partners and funding bodies to ensure that future funding opportunities can be pursued where suitable accommodation and support arrangements become available.

3.13. Future Opportunities

Officers will continue to monitor future rounds of Independent Living Support funding and other national investment opportunities. As local housing and tenancy options develop, the Partnership will be better positioned to submit applications and maximise external funding opportunities that support delivery of the Coming Home agenda.

4. Conclusions

- 4.1. The Learning Disability and Complex Needs Implementation Plan continues to provide a strategic framework for improving outcomes for people with learning disabilities and complex needs across Dumfries and Galloway. Positive progress has been achieved across several workstreams including Positive Behaviour Support, performance monitoring, national policy implementation and stakeholder engagement. Some actions remain dependent on future funding availability and wider transformation programmes, particularly those relating to Community

	Enhanced Support Services and day opportunity developments. Continued partnership working will be essential to deliver the remaining priorities. 4.2. Whilst progress has been achieved across a number of priority areas, the pace of implementation will continue to be influenced by workforce capacity, availability of suitable housing stock and access to sustainable funding. Without dedicated programme support arrangements, there is a risk that implementation timescales may be extended and opportunities associated with national policy initiatives may not be fully realised.
5. 5.1. 5.2. 5.3. 5.4.	Resource Implications The Implementation Plan contains a number of complex, multi-agency workstreams requiring coordination across health, social care, housing, commissioning and third-sector partners. Current management arrangements do not include dedicated programme support capacity. To deliver the implementation plan at the pace required, consideration will need to be given to dedicated project management and administrative support for the Complex Needs Team and the Mental Health Directorate. Such support would be required to coordinate programme governance, reporting, stakeholder engagement, implementation tracking, performance management and delivery of housing and service redesign projects. Without dedicated support arrangements there is a risk that implementation timescales will be extended and opportunities associated with national policy and funding initiatives may not be fully realised. At present, no identified recurring funding has been allocated to provide this additional project management and administrative resource. Any future service developments, including opportunities arising through national programmes such as Coming Home and Independent Living Support funding, would require consideration of associated workforce and implementation costs through the appropriate budget-setting and business planning processes.
6. 6.1.	Impact on Integration Joint Board Outcomes, Priorities and Policy The implementation plan directly supports all seven Strategic Commissioning Intentions and contributes to improving health and wellbeing outcomes for people with learning disabilities and complex needs. Specifically, it promotes independent living, reduces inequalities, improves access to services, supports carers and staff and seeks best value through service redesign and innovation.
7. 7.1. 7.2.	Legal and Risk Implications Failure to deliver appropriate care and support arrangements may increase risks relating to unmet need, delayed transitions, out-of-area placements, inequalities in access to services and sustainability of local provision. The implementation plan provides a structured approach to mitigating these risks through strategic planning, partnership working and performance monitoring. There is an additional risk that a lack of suitable local housing provision may limit the Partnership's ability to support people to return to, or remain within, their local

communities and may prevent access to future national funding opportunities linked to the Coming Home programme.

8. Consultation

- 8.1. The implementation plan was developed through engagement with the Complex Needs Reference Group, stakeholders, operational colleagues, people with learning disabilities, carers and partner organisations. Ongoing consultation continues through national and local learning disability networks, user groups, carers' representatives and strategic planning forums.

9. Equality Impact Assessment

- 9.1. The implementation plan recognises the requirement for Equality Impact Assessments (EQIAs) to be undertaken at the outset of new developments and updated throughout implementation to ensure inequalities are identified and mitigated appropriately.

10. Consumer Duty

- 10.1. The implementation plan supports the principles of the Consumer Scotland Act by promoting fair and accessible services, reducing health inequalities, supporting informed decision-making and ensuring people with learning disabilities and complex needs can access appropriate care and support within their communities.

11. Glossary

Acronym	Meaning
IJB	Integration Joint Board
LDCN	Learning Disability and Complex Needs
PBS	Positive Behaviour Support
CESS	Community Enhanced Support Service
EQIA	Equality Impact Assessment
SCI	Strategic Commissioning Intention
SCLD	Scottish Commission for Learning Disability
SDS	Self-Directed Support