

# Market Position Statement Accommodation for Adults with Learning Disabilities 2020 – 2025



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**Front Cover Photo: St James's Court, Inverurie**

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## INTRODUCTION

Welcome to the Aberdeenshire Health and Social Care Partnership Market Position Statement for supported and residential accommodation for adults with learning disabilities. It is designed to identify the type, location and service style of accommodation that we require to meet the needs of our population of adults with learning disabilities. This will enable us to plan with service provider and housing agencies and other Aberdeenshire Council Services to meet these requirements.

Aberdeenshire's health and social care system is experiencing a rise in the numbers of adults with learning disabilities accessing commissioned services each year. Of these, there are increasing numbers with complex needs who require more specialised services. There is also growing pressure on meeting the needs of people with autism and learning disabilities. Demand for services is at an unprecedented level, and at a time of significant financial constraint. Consequently, we need efficient ways of providing the support and services people want in order to live the life they want. The rural nature of Aberdeenshire places challenges upon us to enable people to continue living in their own communities and access local services. This Market Position Statement sets our plans to offer suitable local options and address the shortfall in appropriate accommodation.

The total budget for the Community Learning Disability Teams is £40 million. Approximately £33.9 million of the budget is spent on supported accommodation for adults with learning disabilities. This equates to 84% of the budget being used by 454 individuals, or 45% of those known to the Partnership.

There is insufficient capacity in Aberdeenshire within existing accommodation supply to meet the housing needs of adults with learning disabilities. We have approximately 400 places in our accommodation portfolio, limited vacancies and minimal turnover. There are currently 128 adults with learning disabilities in Aberdeenshire waiting for accommodation. We estimate that a further 130 accommodation places will be required by 2025 to meet the projected population increase. We want to engage with our partners to tackle the predicted shortfall in innovative and cost-effective ways.

The Market Position Statement is a major step in the process, and we will engage with care providers who work, or are interested in working in Aberdeenshire, about the best way of meeting this future need.

This Market Position Statement follows on from Aberdeenshire's Joint Strategic Commissioning Framework (Adult Learning Disabilities Services 2014 – 2024). It aligns with the Learning Disability Strategy 2020-2025, and the Feeling Supported objectives of the 'Big Plan'. The Partnership is committed to providing accommodation that offers choice, flexibility, and enhances the opportunities for adults with learning disabilities to maintain independence and choice.

The integration of health and social care affords Aberdeenshire with the opportunity to respond collectively and innovatively to the health and social care needs of adults with learning disabilities. We want to use this opportunity to ensure that the local care market is sufficient to meet the requirements of adults with learning disabilities for supported living and residential care over the next seven years.

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## **Who Is It For?**

The Market Position Statement is aimed at existing and potential providers of care, support and accommodation for adults with learning disabilities services in Aberdeenshire. This will let service and housing providers see what our requirements for accommodation are and work together with us to deliver positive outcomes for adults with learning disabilities.

## **The Market Position Statement contains**

- A profile of Aberdeenshire's current and future demography of adults with learning disabilities.
  - Current supply and analyses demand patterns for future accommodation requirements.
  - The Partnership's intentions as a commissioner of registered and supported living and residential care and how it might respond to changing needs of adults with learning disabilities.
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## Key Messages

- When we talk about adults with learning disabilities, we use the definition contained in 'The keys to life – Improving quality of life for people with learning disabilities' (The Scottish Government 2013), which is someone with a significant, lifelong, condition that started before adulthood, which affected their development and which means they need help to: understand information; learn skills; cope independently.
  - Our strategic approach for provision of accommodation will enable us to work with housing and care providers to ensure that appropriate accommodation suitable for the needs of individuals is established in areas where there is evidence for future demand. This will enable us to develop homes for adults with learning disabilities which are suitable for the longer term.
  - Child mortality rates are falling, and people are living longer in adulthood, therefore, an increase in accommodation options is required.
  - We recognise that some adults with severe learning disabilities display behaviour which may put themselves or others at risk. Whilst these behaviours are not under the control of the individuals themselves, they frequently experience placement breakdowns and are likely to move to expensive, out-of-area resources. The cost of such placements can range from £160,000 to £459,732 per annum. We need to develop specialist accommodation locally and cost effectively, enabling these adults to remain in Aberdeenshire.
  - 14.6% of adults with a learning disability in Aberdeenshire have an autistic spectrum diagnosis compared with the Scottish average of 13%.
  - Adults with profound and multiple learning disabilities have complex health conditions in addition to learning disabilities and consequently require specialist accommodation and support. We need to develop accommodation that offers the required mix of social and medical care to ensure needs of individuals with profound and multiple learning disabilities can be met.
  - There are estimated to be 1,233 adults with learning disabilities in Aberdeenshire; of whom 998 receive support from Aberdeenshire Health and Social Care Partnership. Of those in receipt of support, 362 are living in residential care or supported living settings within the Council area; and 60 are living in residential care or supported living settings out of area. A further 31 older adults with learning disabilities are supported in residential nursing homes for older people.
  - There are three Community Learning Disability Teams in Aberdeenshire, covering North, South and Central Aberdeenshire respectively. These areas broadly align to the Partnership's six defined localities.
  - This document aligns with the high-level priorities set out within the Partnership's Strategic Plan, such as 'development of services that are fit for the future' and 'the most appropriate and effective use of community resources'.
  - It is anticipated that we will require 126 new accommodation places to cater for adults with learning disabilities in Aberdeenshire until 2025.
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## STRATEGIC COMMISSIONING INTENTIONS

### Varying Individual Needs

Aberdeenshire Health and Social Care Partnership recognises that adults with learning disabilities require a range of accommodation that can cater for varying individual needs. We aim to develop the market to offer suitable and sustainable models of care that are appropriate for these varying needs and will deliver positive outcomes for all those who require accommodation.

### Changing Models of Accommodation and Care

Historically, many adults with learning disabilities have lived in small four or five person properties, sharing most of the house with other individuals. When referring to 'residential care' within this document; this is typically the type of service we mean. While this model still suits some adults, many want to have their own home in which personalised care and support can be offered.

Aberdeenshire Health and Social Care Partnership is responding to this change and has already created some options, in which individual flats are located within a secure complex, offering personalised care and support. It is our intention to work with service provider and housing agencies to develop more of these across Aberdeenshire.

The ethos and procedures of Self-directed Support have been embedded into everyday practice as the mainstream approach to social care in Aberdeenshire. Its fundamental principles of choice and control underpin the support planning process and promote the personalisation agenda. Currently 66 adults with learning disabilities are receiving a direct payment to purchase their own services within the community, reflecting an increasing use of personal budgets for outcome-focussed and innovative support packages.

### Accommodation Options

Aberdeenshire Health and Social Care Partnership wants to engage to with service and housing providers to plan and develop a range of suitable accommodation options available for adults with learning disabilities.

We believe that adults with learning disabilities should be able to live in their own homes, with security of tenure, when this is the most appropriate option for them. We wish to increase the opportunity for doing this.

We recognise that some adults with learning disabilities thrive better in shared accommodation and wish to offer this option when it suits an individual's requirements. We want to explore this model of provision with providers.

A small number of adults have behaviour that challenge services. We intend to increase our accommodation options to ensure that we can meet the support needs of these adults within Aberdeenshire. We would like to work with service and housing agencies to develop services and accommodation that is appropriate for this need.

We have reduced the numbers of out-of-area placements and it is our intention to try to reduce the need for future out-of-area placements by working with care provider agencies to ensure there is a range of suitable support and accommodation options within Aberdeenshire.

## CURRENT SUPPLY

Of the 998 adults with learning disabilities receiving support from Aberdeenshire Health and Social Care Partnership, almost half live in some form of residential and supported accommodation. Approximately 10% receive care at home visiting support in their own homes or within family living situations.

### Residential Care Homes

Residential care provides group living opportunities for adults with learning disabilities within registered care homes. Residents have their own bedrooms but share the communal facilities. The costs of living in residential care include both care and support costs and 'hotel' costs that include the costs of food, accommodation, utilities and laundry. Regardless of varying support needs, the costs of care are usually dependent on the cost of a place. In order to operate a care home in Scotland providers must, by law, register with the Care Inspectorate. Residents do not have security of tenure but receive a written agreement which clearly defines the service that will be provided and sets out the terms and conditions of accommodation and residence. Residents receive a personal allowance for minor items of expenditure. Scottish Ministers set the physical standards for care homes for adults. There are differences between standards for new homes (new build as well as extensions to existing buildings), and existing buildings. The Care Inspectorate inspect the environment of support to apply specified standards.

The national trend demonstrates a 35% decrease in the number of residential care home places for adults with learning disabilities between 31 March 2006 and 31 March 2016; at the end of the ten-year period 185 care homes provided 1786 places to 1603 residents ([www.isdscotland.org](http://www.isdscotland.org)). In Aberdeenshire the number of care homes decreased from 36 to 26 in the same period, and the number of registered places reduced from 203 to 155.

Since 2016, business closures and one deregistration have reduced the number of care homes in Aberdeenshire to 19. This trend reflects a shift in the balance of care from the more institutional setting of residential care and a strategic direction that aligns with the national direction set out in 'The keys to life'. It seeks to enable 'people with learning disabilities to live independent lives' and recognises that 'a home which provides them with the right type of house, in the right location is a key requirement for those who need care and support to be able to live their lives to the full' (Scottish Government 2013).

There are currently 19 care homes specifically for adults with learning disabilities within the Council area; seven in the North of Aberdeenshire, eight in the South and four in Central. Approximately 50 residential care home placements are also purchased from other parts of Scotland and in England.

Of the 132 Aberdeenshire service users currently placed in residential care only 8% are within in-house provision. Under-occupancy of the in-house resources in recent years has reduced their strategic relevance and cost-effectiveness. Effective relationships with the private and third sector suppliers in the local mixed economy are essential. 83% of local homes are operated by voluntary organisations.

The residential model continues to meet the need and preferences of some service users; but risks to the sustainability of the existing group homes include:

- Costs in relation to repairs and improvements to satisfy standards and health and safety requirements and to ensure that the environments of support meet regulatory standards.
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- Void costs within the smaller group homes developed in Aberdeenshire in the 1990s that sought to offer a 'homely setting'. The scale of this model of provision in Aberdeenshire creates increased risks in relation to 'break-even occupancy levels', as a 'gap of one resident in a four-bed home has a much greater adverse effect on margins and viability than in a larger home'.
- Challenges in relation to compatibility and risks to privacy and dignity of residents
- Changes in family and service user expectations and preferences
- Culture of dependency
- Risks of bullying and harassment and higher incidence of challenging behaviour triggered by stresses of communal living
- Restriction of choice and control, and risks to dignity
- Limited access to welfare benefits and additional funding for support

Aberdeenshire intends to re-model the provision of care to provide better personalisation, outcomes and value for money, by moving away from the current over-reliance on the residential care model and focus instead on more personalised services. Developments of extra-care facilities in Inverurie, Portlethen and Peterhead in the last five years reflect this change of direction. A large care home in Banff is pending closure in 2019, and a second care home in this area is subject to a de-registration proposal to ensure its sustainability.

The average weekly unit cost for a standard four-person care home in Aberdeenshire is £1,265; and the average annual budget for a four-person care home is £263,120.00 Total spend is in the region of £12.7 million.

## Supported Living Services

Supported living services for adults with learning disabilities refers to the arrangement where care and support is provided to individuals in their own tenancy or home to help them to live as independently and safely as possible. This support to live an ordinary life can include assistance with:

- Managing bills and money
- Cooking and healthy eating
- Shopping
- Learning new skills for independence
- Personal care and well-being
- Managing medication
- Accessing day opportunities and social activities

In total 340 individuals are tenants or occupiers in receipt of supported living services. These services are delivered in a variety of settings, from single occupancy properties to a 24-unit development. Weekly packages range from low level visiting support of six hours per week to 24/7 support including 2:1 staffing ratios and waking night support. In excess of 22,000 hours per week are currently provided across the supported living sector to this service user group.

Annual expenditure on commissioned supported living services totals in excess of £21.4 million. 98% spend is in relation to services within the Aberdeenshire Council area that are purchased from providers that successfully applied to enter the framework agreements for the provision of generic and specific supported living services that commenced in October 2016.

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The security of tenure and the increased rights of adults in supported living services aligns with the national strategic direction set out in 'The keys to life'. Service users are able to access benefits and maximise income and the model attracts other funding streams, e.g. Independent Living Fund, that render it more cost effective to the purchaser and reduces the cost pressure on the social care budget. The extra-care and core and cluster models address the risks to people in their own tenancies for whom social isolation is a risk.

### Singleton Services

Singleton services in mainstream housing provision remain an appropriate option for people requiring visiting support. However, where singleton services are used to support those with more complex needs, there are a number of risks associated:

- By their nature, isolated singleton services do not benefit from shared support costs
- Increased costs in relation to sleep-over rulings that impact on affordability
- Situations of staff over-capacity within 24/7 services where service users attend day services (support is under-utilised, and weekly unit costs do not therefore present value for money)
- Risk of social isolation
- Risks and costs in relation to lone working
- Challenges to recruitment and retention due to lone working

### Extra-care Housing

Extra-care Housing is housing designed for adults with learning disabilities to enable them to live in their own homes. Each adult has full tenancy rights and is provided with agreed levels of care and support on site. People have their own self-contained homes with their own front doors and there is onsite accommodation for support staff. Communal facilities are included, i.e. tenants' lounge, dining area, laundry, etc. Properties are rented from a registered landlord and prospective tenants will have met the eligibility criteria for social work services in Aberdeenshire following an assessment of their care and support needs.

The benefits of this model include:

- Increased independence and better outcomes for service users.
- Greater flexibility of support provision.
- Increased security for service users knowing that someone is always onsite to respond to issues.
- Increased peace of mind for families and relatives.
- More efficient use of support provision, (no travel time for staff and reduction in individual support hours).

The access to communal facilities presents opportunities for shared activities and socialisation. The co-located individual tenancies:

- Reduce an incidence of challenging behaviour triggered by stresses of communal living.
- Reduce a 'culture of dependency'.
- Increase community participation and social and economic activity.

### Case Study

*In 2015, St. James's Court was opened in Inverurie. This 24-unit extra-care housing offers adults with learning disabilities their own self-contained flat with access to communal facilities, and a flexible staffing model that promotes independent living. Most of the tenants moved from five small group home settings. Of these 20 tenants, 15 receive a less expensive service and benefit from significant improvements to the environment of support. Average weekly unit costs are £1050. The annual revenue budget is in the region of £1.33 million. This is proving an effective model of support that gives an opportunity for people to have greater choice and become more independent. In 2016,*

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*a ten-unit extra-care resource opened in Peterhead. Total net savings for service users moving to **Craigewan** from a residential care home and dispersed singleton services were £146,500 on move in. This extra-care provision offers an improved living environment at reduced revenue costs and offers enabling support activities that promote independence and active citizenship. The annual revenue budget is in the region of £648k. An eleventh unit has now been developed at the service to increase its occupancy and meet additional unmet need.*

### **Core-and-cluster Housing**

Core-and-cluster housing is another model of supported living in which tenants have their own self-contained flats with their own external front doors. The flats can be dispersed within housing schemes and may have on-site office facilities. The benefits are similar to those of extra-care housing but there is not access to communal resources. The co-located individual tenancies:

- Reduce an incidence of challenging behaviour triggered by stresses of communal living.
- Reduce a ‘culture of dependency’.
- Increase community participation and social and economic activity.

### **Houses of Multiple Occupation**

Houses of multiple occupation (HMO) are properties where there are at least three unrelated tenants living under the same roof, where bathroom, living or kitchen spaces are shared. HMOs offer a suitable option for individuals with a preference for supported group living. Existing HMOs currently have high occupancy levels, but several have historically experienced significant re-let times due to compatibility challenges. The properties are required by law to have an HMO license from the local authority. The license aims to make sure the property is safe, well managed and of good quality. Upgrade costs to satisfy HMO requirements and Scottish Housing Quality Standards may impact the sustainability of services.

### Case Study

*One landlord is currently facing upgrade costs to meet Scottish Housing Quality Standards and houses in multiple occupation requirements. A key area of risk in property is the inadequacy of fire separation between the floors. The landlord has no budget allowance for major capital works. There is now the potential of having to re-house the seven vulnerable adults with learning disabilities in the community, which presents a significant challenge based on current supply.*

*The Camphill intentional community model also offers HMO accommodation in the south of Aberdeenshire. This model is centered on anthroposophy and offers a holistic approach promoting healthy social relationships based on mutual care, respect and learning. This unique model is an attractive alternative particularly for families who have experienced the Camphill School model and a valuable contributor to strategic goals that include a mixed economy of social care accommodation.*

*Demand for a group living option in the Inverurie area was responded to in early 2019 by the development of a four person service in a property owned and managed by the support provider Inspire. This service is a test site for the development of outcome-focused commissioning arrangements.*

### **Capacity**

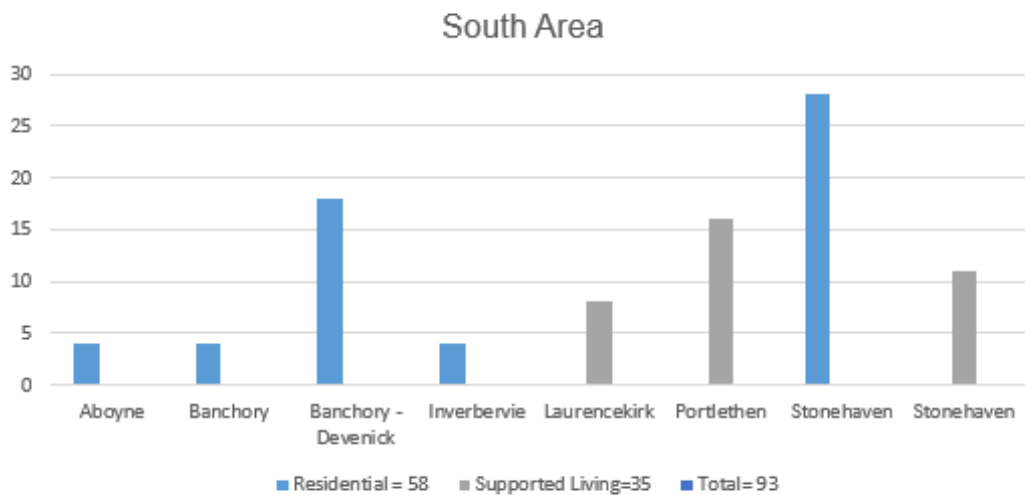
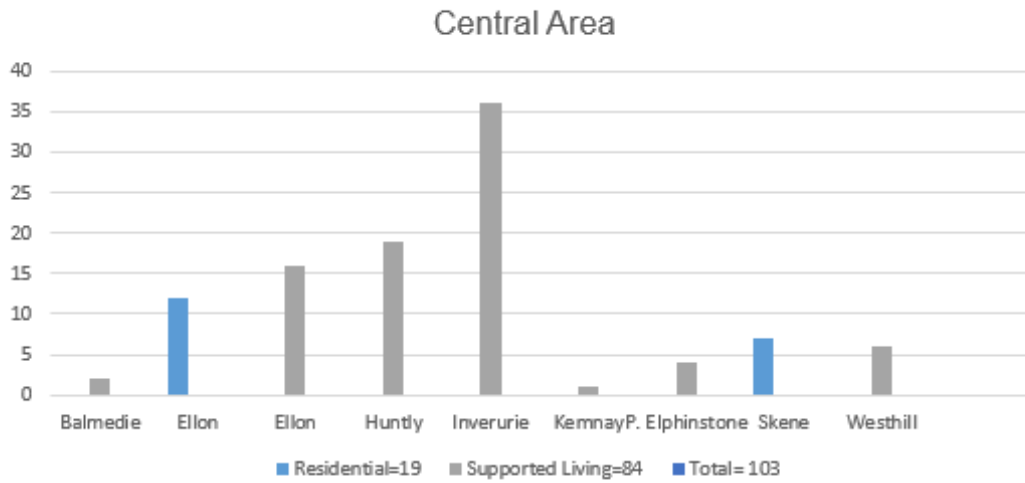
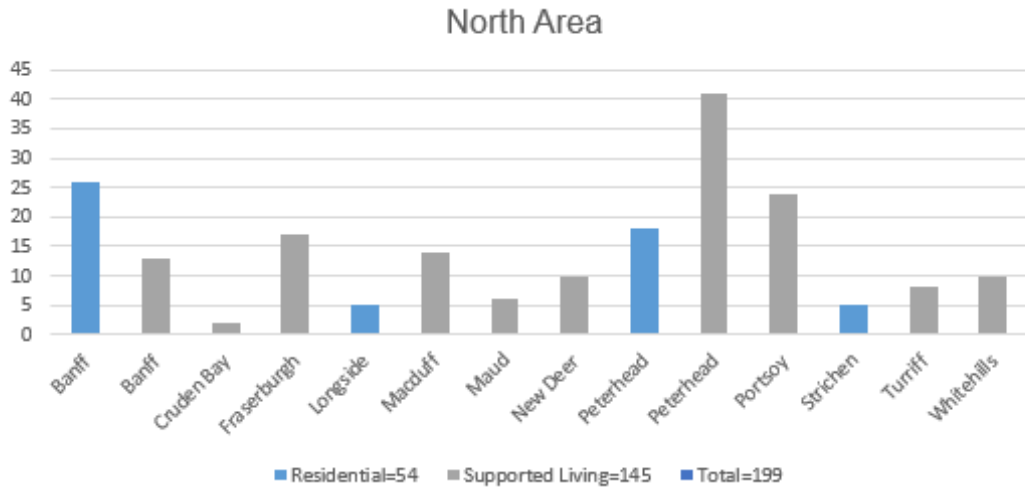
There is insufficient capacity within existing supply to meet the needs of individuals prioritised on the accommodation waiting list for adults with learning disabilities. There are currently 128 people that make up this list in its entirety. Rurality, patterns of resettlement on the closure of long-stay hospitals, and labour market conditions are particular factors that have shaped the geographical

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distribution of resources. Mapped areas of unmet need are both geographic and client specific. At the time of writing this report, there were 18 vacancies in Aberdeenshire, and a four-person care home was subject to a decant. Optimising the use of existing resources is compromised by:

- Areas of mismatch between supply and demand
  - By delays in the allocation process particularly where there is a requirement for intervention orders to be sought
  - Challenges to providers in relation to recruitment and retention
  - Individuals being inappropriately placed in resources due to lack of more suitable alternatives
  - Individuals who, due to changed needs, would be more appropriately placed in a care or nursing home but cannot be moved due to availability; some generic facilities unwilling to take adults with learning disabilities; or family/guardian preference for no change.
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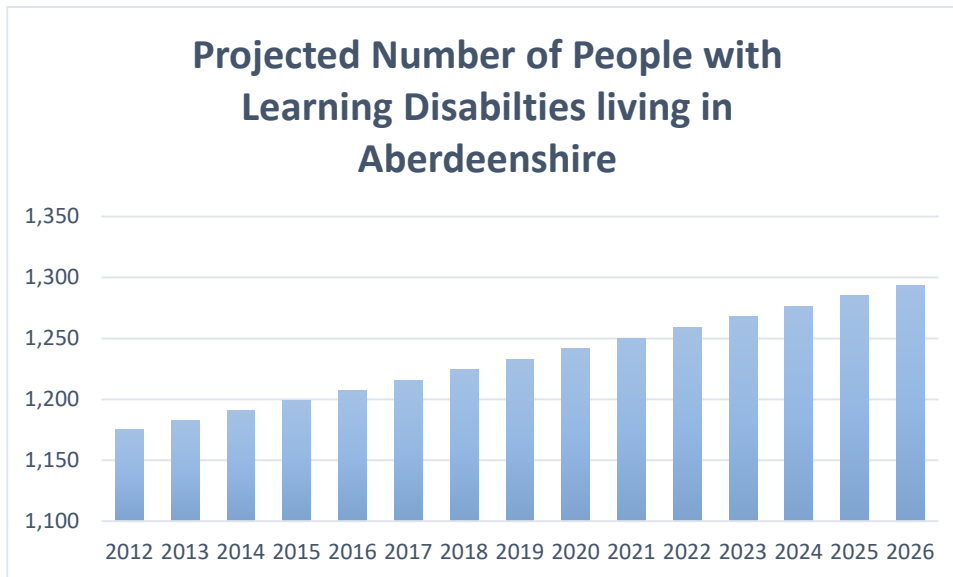
## Current Accommodation Supply in Aberdeenshire



## CURRENT DEMAND

Within this section, the percentages have been rounded to the nearest whole number; for some responses this means that percentages may not add up to 100%.

The estimate of 1,233 people with a learning disability living in Aberdeenshire is projected to increase by 6% over the next 10 years. As displayed in the following table, the number of people with learning disabilities in Aberdeenshire is increasing year on year in line with national demographics.

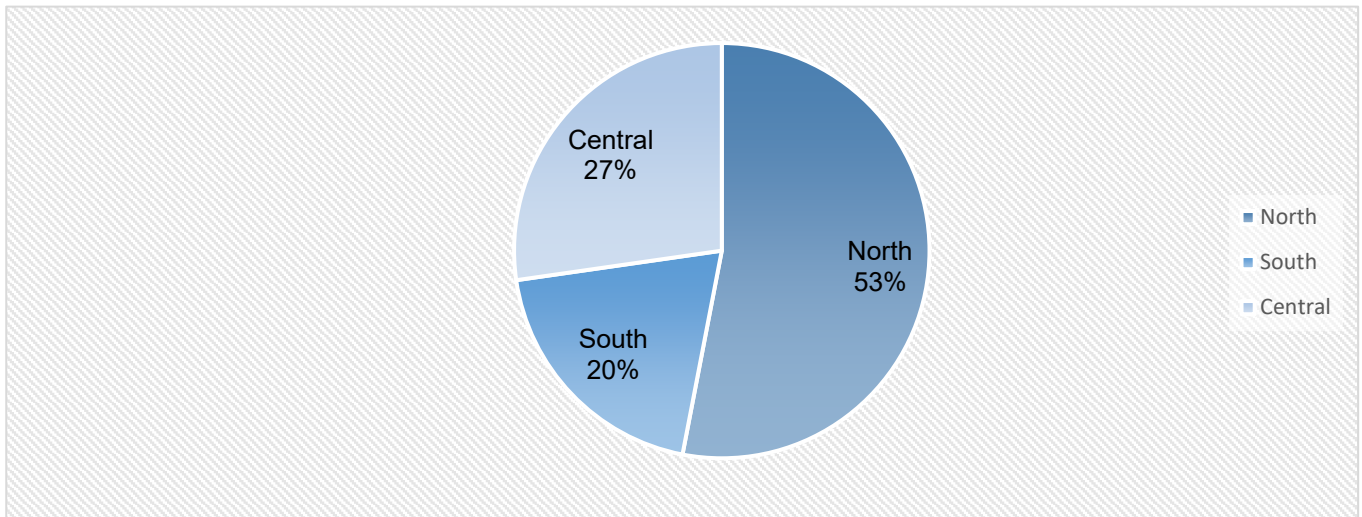


The factors that contribute to this increase are;

- Improved healthcare meaning that life expectancy is increased for all adults including those with a learning disability;
- More young people including those with severe and complex disabilities are surviving into adulthood with a lifelong need for care and support;
- An increase in the number of people with a moderate learning disability that present with complex needs and dual diagnosis e.g. behaviour related to autism, mental ill health or offending.

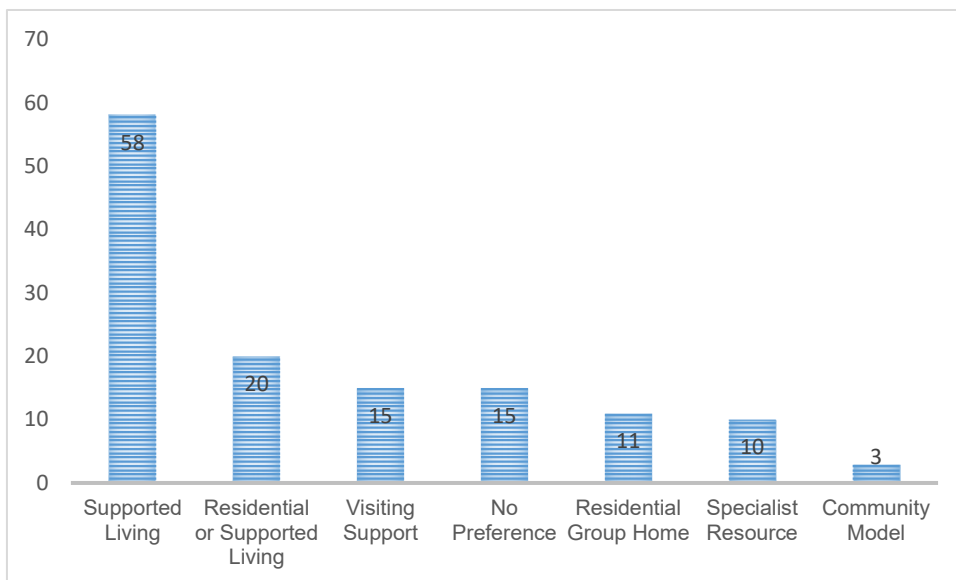
### Adults

As of 2019, there are 998 adults who are currently receiving support from Aberdeenshire Health and Social Care Partnership's Learning Disability Service. The actual number of adults with learning disabilities in the area is projected to be higher, as explained in the previous paragraph. Of this 998 people, 128 have officially requested to be considered for future accommodation vacancies as they arise and form a prioritised waiting list system. The pie chart below shows geographically where in Aberdeenshire these people currently live.



Most of those waiting for accommodation (32%) have expressed that they have no preference for which area of Aberdeenshire they would like to live. The remainder have specified that they would prefer to live in Central Aberdeenshire (29%); North Aberdeenshire (26%) or South Aberdeenshire (13%).

Using aggregated results, the majority of these adults (59%) have expressed a preference for supported living models thus making it the most popular option in Aberdeenshire. Taking into consideration those who have stated no preference, it is true to say that over a third of the people currently waiting for accommodation would accept a supported living model should it be available.



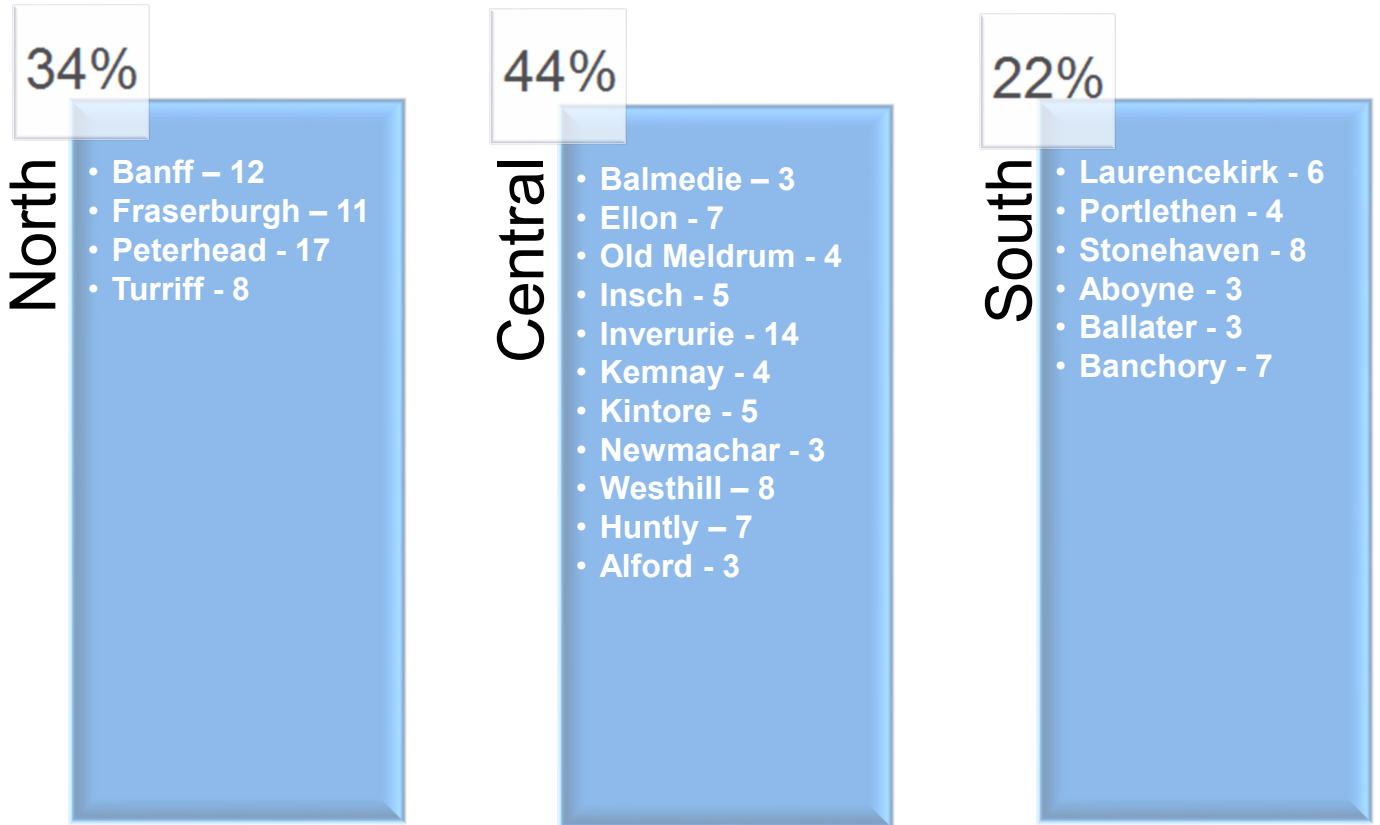
In terms of requirement, 21 people (15%) have said their need for accommodation is urgent, with a further 37 (28%) advising they would require accommodation by 2022.

As the life expectancy of people with learning disability increases so does the incidence of age-related conditions, particularly dementia. We want to develop services so that they are flexible and responsive to this increasing need and encourage mainstream services, such as sheltered housing and older people’s care homes, to allow access to those with learning disabilities.

Currently 31 older adults with learning disabilities are appropriately placed in older people nursing homes.

### Children

Aberdeenshire currently has 228 children with learning disabilities known to Children and Family Services. We expect to see approximately 142 of these children turn 18 and become eligible for Adult Services over the next seven years. The charts below show geographically where in Aberdeenshire these children currently live and the number in that area.



## BUDGET

The total budget for the three Community Learning Disability Teams is £40 million. Of this, in the region of £33.9 million is spent on accommodation that is available for adults with learning disabilities. This equates to approximately 84% of the total budget being used by 454 individuals, or 45% of those known to the Partnership.

Due to the complex requirements of many adults with learning disabilities, services can be very expensive. The average annual cost for a resident of a four-person group home is £65,780, whereas the average cost of a service for an individual with complex and challenging needs, who will require 2-1 staffing at all times is £517,296.

The Health and Social Care Partnership has to address the budgetary challenges by working with carers and our partner agencies to maximise use of current resources; ensure that adults with learning disabilities are able to access age-appropriate placements when appropriate, such as older people's care homes; invest in local services that can directly support adults who display challenging behaviour; continue to develop shared living and extra-care housing across Aberdeenshire; and support family carers who wish to develop innovative self-directed support options of accommodation.

## FUTURE DIRECTION

The Partnership wishes to work with housing, care and support providers to develop all the following options:

### **Three developments for adults who display challenging behaviour**

Specialist accommodation in each of North, Central and South Aberdeenshire respectively, to deal with the current and future demand. These will be eight-person resources. This will require specialist support, to meet often complex needs, such as autism. It will also require innovative building design that can be easily modified to manage changing requirements.

### **A range of extra-care and core-and-cluster housing developments**

Varying sizes of developments are required in most of the major settlements in North, Central and South Aberdeenshire to deal with predicted demand. These models are suitable for a wide variety of adults with learning disabilities, ranging from those with lower support needs to individuals with profound and multiple learning disabilities.

In all the challenging behaviour, extra-care or core-and-cluster projects, the Partnership could develop accommodation through Aberdeenshire Council's Housing Service. Alternatively, Council owned land could be leased or sold to a housing provider.

### **Houses of Multiple Occupation**

Shared accommodation remains a suitable option for a number of adults with learning disabilities. The Partnership wishes to develop shared options in each of the three areas in Aberdeenshire.

### **Singleton Services**

A number of singleton services currently occupied by adults with learning disabilities are isolated, expensive, difficult to staff, difficult to monitor quality and of uncertain future. The Partnership wants to look at options of re-provisioning these tenancies into the extra-care or core-and-cluster developments mentioned above to ensure future quality, security and affordability.

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## **Residential Care and Nursing Homes**

The Partnership seeks to ensure that all adults with learning disabilities are treated the same as the rest of the population in Aberdeenshire. Accordingly, work will be undertaken with the providers of older people's care and nursing homes to ensure that adults with learning disabilities have equal access to these when required. This may require the development of specific areas in particular homes to ensure staff have the relevant knowledge and experience to support and care for adults with learning disabilities.

## **NEXT STEPS**

Aberdeenshire is committed to giving people with learning disabilities choice and control about where they live, who they live with and the support they receive. People with learning disabilities want to lead lives that are fully integrated into their communities.

This Market Position Statement has been compiled as an initial stage of a procurement plan for the commissioning of a range accommodation options for adults with learning disabilities in Aberdeenshire. It pledges us as commissioners to helping people to get involved in their care, set the outcomes they wish to achieve and realise their full potential as individuals. Care providers and housing agencies from all sectors are encouraged to develop innovative proposals that address the demands highlighted in this document. A diverse range of service provision is sought to help achieve our commissioning principles and overarching vision in Aberdeenshire.

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If you require this document in another format, or if you require further information or would like to make comment on any aspect of this plan please contact:  
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