

The Vale of Glamorgan Council

Cabinet Meeting: 22 January, 2018

Report of the Cabinet Member for Social Care, Health and Leisure

Reshaping Services - Review of Learning Disabilities Day Services

Purpose of the Report

1. To provide Cabinet with an update in relation to progress of a review of the Council's learning disabilities day services and to seek approval to consult regarding the closure of the existing provision in our Castle Avenue facility, located in Penarth.

Recommendations

It is recommended that:

1. Cabinet note the content of this report.
2. Cabinet approve in principle the proposal contained in this report to close the Castle Avenue facility in Penarth.
3. The report is referred to the Healthy Living and Social Care Scrutiny Committee for comment.
4. A further Cabinet report is presented in February 2018, to include Scrutiny Committee comments and feedback from the consultation held with people using the service and their carers / advocates.

Reasons for the Recommendations

1. To provide Cabinet with an update on the review of learning disabilities day services.
2. To enable people with learning disabilities to be supported in the most appropriate setting to meet their needs taking into account both quality and cost and to enable the views of the Scrutiny Committee to be taken into account in reaching a final determination.
3. To ensure Scrutiny members have effective oversight of proposals and opportunity to provide comments.
4. To allow for consultation with the five people who use the facility and their carers / advocates and to consider appropriate alternative services for them.

Background

2. The Vale of Glamorgan Council currently provides support to adults with learning disabilities in a number of ways. This includes supporting people to access community services, direct payments for care and support, adult placement scheme, commissioned domiciliary care agency support, supported living accommodation, residential care and external and internal day services. This report focuses on the role our internal day service provision currently has in supporting people with learning disabilities.
3. Internal day services currently operate from three buildings. These are Castle Avenue in Penarth, Woodlands (operating from Hen Goleg, Barry) and Trysor O Le (operating from the Hub, Barry). Between 2014 and 2017 work to implement the joint Cardiff and Vale Day Opportunities Strategy has brought about significant positive change in the way day opportunities are delivered. Individuals have been supported to move to alternative opportunities within their communities in order to meet their personal outcomes and further promote independence, with internal day services focussing on meeting the personal outcomes for people with complex needs.
4. Externally commissioned providers, for example; Valeplus, Vision 21, Scope and Innovate Trust complement our internal provision, providing a range of educational and work based experiences.
5. Direct payments have also provided people with greater choice and control over how to meet their outcomes. For example by employing personal assistants people can choose to be supported to access community groups and education classes. As a direct consequence of this strategic intent to improve outcomes for people with a learning disability, the number of people accessing our internal day service provision has fallen from 76 people a year in 2013, to 39 in 2017 across three sites.
6. As part of the Reshaping Services Programme all areas of Adult Social Services are being reviewed. Learning Disabilities Day Services has been included in the work programme with a savings target of £30k in 2017/18 (which has been achieved through staffing changes and efficiency savings) and a further £130k in 2018/2019.
7. This report articulates proposals for a series of initial changes to the operating model for day services for people with learning disabilities. The report also makes reference to work being undertaken to explore the potential for future regional arrangements for the delivery of a day opportunities complex needs service.

Relevant Issues and Options

8. Following legislative changes implemented through the Social Services and Wellbeing (Wales) Act (2014), there is an expectation on local authority social services to change the focus of care to more person-centred practice. This is consistent with the existing joint Cardiff and Vale Day Opportunities Strategy 2014-17. The Strategy sets out how the Councils will work with people and their families to enable access to support arrangements that are appropriate to their identified needs and personal outcomes. The Strategy is currently being reviewed and will reflect the emerging regional agenda.
9. Whilst the regional agenda offers the opportunity to further build on the good work that has been accomplished to date, there is also a need to focus immediate attention on specific issues relating to the operation of the current day services within the Vale of Glamorgan.

10. The first of these issues to address is the issue of the Castle Avenue facility in Penarth. This has decreasing attendance levels which have made this facility financially unviable. The second activity is to consider the longer term delivery of services for people with learning disabilities within the Vale of Glamorgan.
11. The following describes current internally operated day service provision.

Castle Avenue, Penarth

12. Castle Avenue Day Service is situated in a residential area of Penarth. It is open 253 days of the year and was originally established 25 years ago as a house for people with a learning disability who present with behaviour that challenges. The building has not been adapted and with more sophisticated health care practice and guidance in respect of positive behavioural management, is now no longer fit for purpose to support people with complex needs. At its inception and for many years following, Castle Avenue supported approximately 12 people over a five day week, providing a predominantly building based service.
13. The Building offers facilities for:
 - People who benefit from consistent staff support;
 - People who require skilled management, quiet time / safe place and 1-1 working;
 - Small group sessions i.e. craft, cookery, gardening and music;
 - 1-1 sessions with other professionals and therapists;
 - A base to work out of for small community-based projects.
14. The building does not have facilities for people who require the use of a changing table, nor is it suitable for people who are fully wheelchair dependent.
15. Over the last five years the numbers attending Castle Avenue have decreased with sporadic attendance amongst those who do attend. The five people who currently access the service are supported to engage in community activities as much as possible.
16. Although five people have been assessed to use Castle Avenue, the Day Centre manager now reports an average attendance of three people. The Equalities Impact Assessment accompanying this report details the protected characteristics of the five people currently attending Castle Avenue.
17. The table below demonstrates the continued decrease in levels of attendance at Castle Avenue:

	2013/14	2014/15	2015/16	2016/17	2017/18
No. of attendees per year	12	12	11	8	5
%	Baseline	100%	92%	67%	42%

18. The decrease in usage shows a 58% reduction in the numbers of people attending in 2017 compared to 2013. This is as a direct result of people moving onto other day time opportunities, in line with the three year day services strategy.
19. The associated unit costs for 2016/17 and 2017/18 budget are set out below:

Year	2016/17 Actual £	Budget2017/18 £
Employees	139,188	148,128
Premises	15,917	12,259
Transport	4,388	4,359
Supplies and Services	1,181	1,576
Depreciation	3,359	3,405
Total	164,034	169,727

Cost per person per day (2017/18) £	Average number of people per day (although 5 people utilise the service the average attending is 2.8)	Budget 2017/18 £
239.59	2.8	169,727

Woodlands Day Service Centre (Hen Goleg, Barry)

20. Woodlands Day Services Centre has been operational in excess of 40 years; previously known as Barry Adult Training Centre (ATC) the service was based at Woodlands Road before relocating to Hen Goleg in 2013. This brought together people who had previously attended 'Sorted' (a learning disability service that had been relocated to Hen Goleg in 2011) on the same site as day services provision for people with physical disabilities.
21. Following implementation of the Day Services Strategy, there has been considerable change at Woodlands with a number of people moving to alternative community services or leaving due to ageing and ill health. The service is now focussing on providing care and support to people who experience difficulty in accessing the community without significant levels of support and who require access to a building for an element of their care needs to be met. There are, however, limitations with this service from a building perspective.
22. The Hen Goleg building is limited in its ability to meet the needs of people with complex and challenging behaviours due to its layout, acoustics and the fact that it shares accommodation with other services. Consideration needs to be given to the way in which this service is used in the medium term and the way in which the physical environment supports or hinders service delivery. Members will note, however, that the Hen Goleg building is leased and the expiration date for this lease is 2024.
23. The table below shows how the level of attendance at Woodlands has decreased in recent years:

	2013/14	2014/15	2015/16	2016/17	2017/18
No. of attendees per year	54	49	30	30	25
%	Baseline	91%	55%	55%	46%

24. The decrease in usage shows a 46% reduction in the numbers of people attending in 2017 compared to 2013. This is as a direct result of people moving onto other day time opportunities, in line with the three year day services strategy.
25. The associated unit costs for 2016/17 and 2017/18 budget are set out below:

Year	2016/17 Actual £	Budget 2017/18 £
Employees	325,885	354,551
Premises	70,430	69,072
Transport	101,089	74,977
Supplies and Services	4,587	1,431
Depreciation	0	0
Total*	501,991	500,031

* Total includes 37% of Hen Goleg Building Costs managed by Physical Disabilities.

Cost per person per day (2017/18) £	Average number of people per day (although 25 people utilise the service the average attending is 15.8)	Budget 2017/18 £
125.09	15.8	500,031

Trysor O Le (Hub, Barry)

26. Trysor O Le Day Services is based in the YMCA Hub at Gladstone Road and has been operational for in excess of ten years. The service supports people with complex health and social care needs. In 2007, the Vale of Glamorgan Council provided funding to the YMCA to assist with an upgrade to the building which included provision of a dedicated area for people with profound disabilities. The service is therefore able to accommodate the needs of people with severe learning and physical disabilities. It is fully accessible and has appropriate changing facilities. Staff are trained to support people who require specialist equipment and who have specific communication, sensory, dietary and medication needs.
27. The centre is near maximum capacity for attendance. The number of people that attend on any given day is nine, all of whom require an element of one-to-one personal care and support throughout the day.
28. The table below shows how the level of attendance at Trysor O Le has changed minimally over the period.

	2013/14	2014/15	2015/16	2016/17	2017/18
No. of attendees per year	10	9	9	9	9
%	Baseline	90%	90%	90%	90%

29. The usage of Trysor O Le remains fairly static reflecting the complex nature of the needs of people attending. The numbers fluctuate slightly, generally due to people becoming too unwell to attend or passing away.

30. The associated unit costs for 2016/17 and 2017/18 budget are set out below:

Year	2016/17 Actual £	Budget 2017/18 £
Employees	216,657	206,567
Premises	23,844	21,056
Transport	12,759	10,303
Supplies and Services	2,225	1,766
Depreciation	0	0
Total*	255,485	239,692

Cost per person per day (2017/18) £	Average number of people per day (although 9 people utilise the service the average attending is 8.6)	Budget 2017/18 £
110.16	8.6	239,692

Summary of Costs of Current Internal Provision

	2016/17		2017/18	
	Attendance	Unit Cost (£)	Attendance	Unit Cost (£)
Castle Avenue	8	81.04	3	239.59
Woodlands	20.2	98.23	15.8	125
Trysor O Le	8.6	117.42	8.6	110.16
Total / Average	12.3	99.00	9.5	158.25

31. In summarising current internal day service provision, the information above shows that there has been an average increase in unit costs of £59.25 per person per day between 2016/17 and 2017/18 due to numbers having declined in Castle Avenue and Woodlands for the reasons outlined in the report.

Young People in Transition

32. It is important that any decisions made consider the needs of young people transitioning from Children's and Young People's Services to Adult Services. Predicting the exact numbers of young people who would require and take up the offer of an internal complex needs day service is challenging and liable to change.

33. People with complex care needs and their families often choose to pursue a specialist residential college, in accordance with procedures set out in the Learning and Skills Act 2000. However, based on the current data available – which is liable to change, the number of young people who would be eligible to access a complex needs day service in order to have their needs and outcomes met over the next three years are:

	2018/19	2019/20	2020/21	2021/22
No. of young people transitioning who may require a complex needs day service	3	7	2	1

34. Out of the seven people identified in 2019/20, two have very high health needs and are currently supported in out of county specialist provision. As adults it is highly likely that the Health Service will continue to commission their care and support and this may continue to be in residential out of county provision.

Summary in Respect of Castle Avenue

35. Considering the above data, the decrease in demand at Castle Avenue has had an impact on the unit cost as shown above. As a consequence, it is considered no longer financially viable for the Castle Avenue facility to remain open. It is therefore recommended that this facility be closed within the current financial year 2017/18. This would take place following a reassessment of the needs of the five people currently attending and alternative plans being in place. Where a day service is assessed as not being required, people will be supported to meet their personal outcomes via alternatives, such as direct payments, community provision, their existing supported accommodation provider or a commissioned external service provider. Where a person is identified as requiring a complex needs internal day service, this will continue to be provided, utilising either Woodlands or Trysor O Le as an alternative base.

Reviewing Learning Disabilities Day Services

36. The primary focus of this report is in relation to the proposed closure of Castle Avenue, should this be agreed and subject to consultation. However, it is also important to recognise that attendance over recent years has also declined at Woodlands (Hen Goleg), evidencing the successful implementation of the Day Opportunities Strategy 2014-2017 and the move towards a more person centred approach to meeting individuals' personal outcomes. Attendance at Trysor O Le remains static at around nine people each year. People attending Trysor O Le access the community, but due to the complex nature of their needs, they require an adapted building base to receive care and support from. There are limited alternatives for people with these needs, which is why the Day Opportunities Strategy has moved the focus of internal day services to specialise in this area for this group of people whilst emphasising the use of community resources for the majority of people with learning disabilities. The emphasis on meeting people's outcomes through community resources means there is less need for a traditional day service model.

37. It is recognised that people may require information, advice and assistance to access community provision. As a result it is intended to develop a new role in the service, the Support Planner, which will be piloted for 6 months in the Vale commencing in January 2018. Support planners work with people with learning disabilities to design a person centred plan that reflects their needs and outcomes, with a focus on exploring ways in which these can be met within their local communities wherever possible. Support Planners were identified within the Joint (Cardiff and Vale) Day Opportunities Strategy 2014-2017 and have been employed in Cardiff Council with good effect, delivering positive outcomes for people and assisting to manage the demand for commissioned services. This pilot role will be ring fenced for existing Day Service Officers and Social Care Officers within the learning disability service who can apply for a post via an Expression of Interest process. This will be on a secondment basis for a period of 6 months during which time the operation and effectiveness of this approach in the Vale of Glamorgan will be evaluated.
38. The second piece of work, as referenced at the beginning of this report is to consider the longer term delivery of services for people with learning disabilities.
39. The Joint (Cardiff and Vale) Day Opportunities Strategy 2014-2017 at [Appendix 1](#), for adults with a Learning Disability was developed collaboratively between Cardiff, Vale and partners drawing upon the strengths of individual agencies in order to build resilience into an increasingly pressurised system. It was also borne out of the need to meet the requirements of the new Social Services and Well-being (Wales) Act 2014, to focus on outcome based, person centred models of service provision. Part 9 of the SSWBA is concerned with improving the outcomes and well-being of people as well as improving the efficiency and effectiveness of service delivery through greater partnership working. Developing a regionalised service to meet the care and support requirements of people with highly complex needs will enable a resilient, sustainable and specialist model of care and support. Cabinet will receive further information in respect of the future Day Opportunities Strategy and regionalisation in 2018.

Next Steps & Timetable

Project Plan

40. The following table proposes an indicative timetable for the activities required should the proposed closure of the Castle Avenue facility be agreed.

Key Activity	Description	Timescale
Pre- Cabinet Preparation	Information provided to Castle Avenue service users and their families, Castle Avenue staff and Trade Unions	January 2018
Cabinet Report	Cabinet consideration of proposals in principle	22nd January 2018
Scrutiny consideration	Scrutiny consideration of proposals	12th February 2018
Cabinet Report	Consideration of proposals and views of scrutiny committee to reach final determination.	5th March 2018
Consultation with and reassessment of, people using Castle Avenue	Service users and families contacted and reassessments undertaken along with support to enable transition to new arrangements (if applicable).	February 2018
Proposed Closure of Castle Avenue		March 2018

Resource Implications (Financial and Employment)

41. Learning Disabilities Day Services staff are employed from Woodlands Day Service, with the service manager deploying appropriate staffing across the three current day services as required. As a result of the closure of Castle Avenue, it is not anticipated that there will be any employment implications as staff will be redeployed to support people with learning disabilities access their community activities and within the other two day service settings. The proposals relating to the creation of a pilot Support Planner post will be undertaken within existing resources (subject to the job evaluation process outcome), on the basis of an expression of interest process and a secondment whilst the value of this position is evaluated over a 6 month period.
42. Savings associated with the review of day services for people with learning disabilities are £160k (£30k in 2017/18 and £130k in 2018/19). To date £30k has been identified through internal staffing changes and other efficiency savings. The reshaping of day services as a whole is taking place as part of a phased approach to the transformation of delivery of day opportunities across the Cardiff and Vale region. Proposals are being developed for the way in which services could be delivered in the future and these will be reported to members in due course.
43. The financial costs of our current provision to operate Learning Disabilities Day Services are outlined in the main body of the report above.
44. The savings associated with the proposed closure of Castle Avenue, based on retaining all current staff, is:

Building Costs	£12,259
Supplies	£1,576
TOTAL	£13,835*

* (Transport savings may be realised at a later date)

45. An initial approach to housing colleagues has been made to discuss the possibility of using Castle Avenue for supported accommodation for people with a learning disability. This could potentially avoid having to purchase residential care (if a person is unable to access Adult Placement and there is no available supported accommodation placement) costing on average £1743.50 per week against an average supported accommodation placement of £1,112.82 per week (based on total cost of contract price of all packages divided by number of people in residential / supported accommodation respectively). If four individuals were residing at Castle Avenue this could potentially be a saving / cost avoidance of £2,522.72 per week and if three people resided there this would amount to £1,892.04 per week. (Please note that a small number of people are jointly funded with health and therefore this figure is the maximum amount and does not account for savings / cost avoidance which would be passed on to the Cardiff and Vale Health Board).
46. The utilisation of Castle Avenue for supported accommodation will continue to be actively explored with Housing colleagues and Cabinet will be updated with further progress in this area and following the undertaking of consultation as recommended in this report.

Sustainability and Climate Change Implications

47. These proposals are consistent with the Sustainable Development principle introduced by the Well-being of Future Generations Act. As described in the body of the report, the proposals are seeking to plan for the longer-term requirements of the service. The proposals will be developed further following consultation with people who use the service and their families. There is no climate change implications associated with these proposals.

Legal Implications (to Include Human Rights Implications)

48. There are no legal implications arising at the present time as a direct result of this report. However, any future recommendations relating to the provision of services on a regional or local basis will need to be considered in accordance with the Social Services Well-being (Wales) Act 2014 and the developing Local Government Reform agenda. The proposals presented are consistent with the relevant legislation as described in the main body of this report.

Crime and Disorder Implications

49. There are no direct crime and disorder implications associated with this report.

Equal Opportunities Implications (to include Welsh Language issues)

50. The Council has to satisfy its public sector duties under the Equalities Act 2010, including specific Welsh public sector duties. Pursuant to these legal duties Councils must in making decision have regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics.

51. Protected characteristics include:

- Age
- Gender reassignment
- Sex
- Race - including ethnic or national origin, colour or nationality
- Disability
- Sexual orientation
- Religion or belief - including lack of belief
- Pregnancy and maternity

52. An equality impact assessment may have four possible outcomes, though more than one may apply to a single policy. These include:

- No major change – the impact assessment demonstrated that the policy was robust; there was no potential for discrimination or adverse impact. All opportunities to promote equality have been taken.
- Adjust the policy – the impact assessment identified potential problems or missed opportunities. The policy was adjusted to remove barriers or better promote equality.
- Continue the policy – the impact assessment identified the potential for adverse impact or missed opportunities to promote equality. The justification(s) for continuing with it have been clearly set out. (The justification must be included in the impact assessment and must be in line with the duty to have due regard. Compelling reasons will be needed for the most important relevant policies).
- Stop and remove the policy – the impact assessment identified actual or potential unlawful discrimination. The policy was stopped and removed, or changed.

53. An Equalities Impact Assessment (EIA) scoping exercise has been completed considering the implications of the proposal to close Castle Avenue. This can be found in [Appendix 2](#). This proposal directly impacts adults with a learning disability who currently use Castle Avenue Day Service and their carers / families. The proposal will have limited impact on staff who already work across the three internal day service schemes and support individuals within the community to access activities.

54. This proposal therefore is considered to have a neutral to positive impact on protected characteristics with people receiving an appropriate service to meet their needs and outcomes, alongside more efficient use of the resources available to internal day services.

55. A final decision as to the impact will be reached following consultation with people using the service including carers/advocates/parents in January 2018, and any changes will be included in future reports to members.

Corporate/Service Objectives

56. The project contributes to a range of corporate and service objectives, including:

- The delivery of the Council's transformational change programme, Reshaping Services, which seeks to mitigate the impact of budget reductions by reshaping the way in which the Council provides services.

- The well-being outcome of a healthy and active Vale, where residents of the Vale of Glamorgan lead healthy lives and vulnerable people are protected and supported, in order to safeguard those who are vulnerable and to promote independent living.

Policy Framework and Budget

57. This is a matter for Executive decision by the Cabinet.

Consultation (including Ward Member Consultation)

58. It is recommended that Cabinet approve the proposals contained in this report in principle as the basis for referral to Scrutiny Committee (Healthy Living and Social Care) before reaching a final determination. This will enable the views of the Scrutiny Committee to be taken into account.

Relevant Scrutiny Committee

59. Healthy Living and Social Care Scrutiny Committee.

Background Papers

Social Services Well-being (Wales) Act 2014

Contact Officer:

Linda Woodley, Operational Manager, Learning Disabilities and Mental Health

Officers Consulted

Managing Director
Head of Finance
Head of Human Resources
Head of Resources Management and Safeguarding
Operational Manager, Policy and Performance
Operational Manager, Human Resources
Operational Manager, Legal Services
Operational Manager, Accountancy
Senior Lawyer (Employment Law)
Accountant (Social Services)
Personnel Officer (Social Services)
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Responsible Officer:

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