



## **RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

### **CABINET**

**20<sup>TH</sup> JULY 2021**

### **LEARNING DISABILITY DAY SERVICE OFFER**

#### **REPORT OF THE GROUP DIRECTOR, COMMUNITY AND CHILDREN'S SERVICES, IN DISCUSSIONS WITH THE RELEVANT PORTFOLIO HOLDER, COUNCILLOR G HOPKINS**

**AUTHOR: Neil Elliott, Director of Adult Services**

#### **1. PURPOSE OF THE REPORT**

- 1.1 The purpose of the report is to consider key information and issues relating to the Council's current day service offer for people with a learning disability and seek Cabinet's approval to continue on-going engagement with people with a learning disability, their families and carers, staff and partners and co-produce a new day opportunities strategy to transform the Council's current day service offer and future service provision.

#### **2. RECOMMENDATIONS**

It is recommended that Cabinet:

- 2.1 Considers the information provided in this report, including the summary of key observations and feedback from the engagement undertaken as part of the implementation of the new Learning Disability Transformation Programme.
- 2.2 Subject to 2.1 above, approves the on-going engagement with people with a learning disability, their families and carers, staff and partners and the proposals to co-produce a new day opportunities strategy to transform the Council's current day services offer and future service provision in Rhondda Cynon Taf as set out in Section 9 of the report.
- 2.3 Subject to 2.2 above, agrees to receive a further report that presents the co-produced draft day opportunities strategy for people with a learning disability for approval prior to formal public consultation.
- 2.4 Subject to 2.2 above, approves to Treforest Day Centre remaining temporarily closed and for arrangements to continue to be made to support people registered at Treforest Day Centre and their families and carers to meet their assessed need as set out in paragraph 7.21 of the report.

### **3. REASONS FOR RECOMMENDATIONS**

- 3.1 Whilst over recent years there has been some positive progress in relation to the Council's current day service offer to people with a learning disability, the Council has not yet to respond sufficiently to national and local strategic priorities and drivers for change. The current day service offer is predominantly building based and follows a traditional "day centre" maintenance model that provides services for adults with a learning disability with limited scope to offer choice and control and raise aspiration for people - a more innovative and diverse response is required.
- 3.2 At present Covid-19 has impacted on the ability of day services to operate some of the existing building based day services due to the requirements for social distancing and this could have longer term implications. It is important Adult Services take on board any learning and good practice from during the pandemic to help shape the future day services offer.
- 3.3 With this mind, it is recommended to continue ongoing engagement with people with a learning disability, their families and carers, staff and partners and co-produce a new day opportunities strategy to transform the Council's current day services offer for people with a learning disability and ensure that services, both in the short and long term, are arranged and delivered in a way that achieves the best possible individual outcomes for people and make the best use of Council resources. It is recommended that Cabinet receive a new co-produced draft day opportunities strategy for approval prior to formal public consultation.
- 3.4 It is not currently possible to provide a day service at Treforest Day Centre due to the serious flooding and damage in February 2020 and remaining temporarily closed will allow for further evaluation to be undertaken when the proposed draft day opportunities strategy is reported back to Cabinet for approval.

### **4. BACKGROUND**

#### **Local Strategic Context**

- 4.1 The **Cwm Taf Joint Statement of Strategic Intent for Children, Young People and Adults with Learning Disabilities (including autism and complex needs) and their families** approved by the Cabinet in November 2017 sets out the local regional strategic outcomes that set out and enable people with a learning disability to have greater equitable access to their communities and realise an 'Ordinary Life' that was meaningful to them and adopts the following key messages:
- Maximising the use of universal services
  - Increased early intervention, prevention, information, advice and assistance
  - Building community support and developing people's independence
  - Sustaining people in their own homes
  - Enabling people to live full lives and achieve their potential
  - Keeping people safe
  - Making best use of our resource

4.2 The introduction of the Statement of Strategic Intent initially raised the profile of learning disabilities, however, work undertaken at the time took place in isolation with limited targeted work to understand how this aligned and impacted upon existing current offers and resources in place in any detail. As a consequence, a pro-active and positive piece of work in 'making the Strategic Intent personal' took place in 2019 and facilitated people with a learning disability of all ages, with their families and providers to attend co-production events that focused on establishing 'what is important to you'. As a result of this work, people with a learning disability and their families clearly communicated their 3 top key priority outcomes that are important for them which were:

- Having Good Health
- Having the right place to live
- Accessing opportunities that is meaningful to them including skills development, training and getting a job that they want.

4.3 However, due to a number of reasons, and in particular the impact of the Covid-19 pandemic on local service provision and resources there has been a delay progressing these three priority outcomes.

4.4 Notwithstanding the challenges that the Covid-19 pandemic has caused and will continue to do in the future, the Council's Adult Services have recognised the need to modernise and improve its day services offer so that people can access the right support at the right time, in the most resource efficient way possible and thereby enabling all people with a learning disability to have the best opportunity for a meaningful life with equity, respect and improved wellbeing is more important than ever.

### **Learning Disability Transformation Programme**

4.5 In order to progress the modernisation of the Council's care and support offer a **Learning Disability Transformation 'Improving the offer' Programme** was established during the Covid-19 pandemic. A key focus is the commitment to working in partnership with other key stakeholders and with people with a learning disability and their families and carers to refocus on the delivery of the Statement of Strategic Intent and support the delivery of people's identified outcomes through co-production. This includes the development of:

- a Multi-Agency Transformation Partnership "Governance" Board to be joint chaired by an individual with a learning disability and the Director of Adult Services, and
- a Citizens Panel to engage with the wider learning disability community.

4.6 The work of the Learning Disability Transformation Programme has been informed to date from evidence gained from the following review activity:

- current care and support offer commissioned by the Council, including the identification of gaps and observations from which projects and activity can be developed from

- user of services and family and carer views, experiences and outcomes
- user of services and carers views of their experience of the management of Covid-19, including the opportunities and challenges in meeting need.

4.7 A brief summary of some of the key observations in relation to the above activity, and in particular to the Council's current day service offer is provided below:

- The current offer appears to be service focused and based on the existing services available, including where the person lives with less focus on the specific aspirations and outcomes of the individual
- There is a sense of a lack of progression for people with a learning disability and a sense of risk aversion and a culture of paternalism that can impact the opportunities for people and their family progression
- Whilst there have been efforts to transform the Council's day service offer this has been challenging and slower than anticipated - it has also been in isolation from the rest of the health and social care system
- Within the Council's Day Service, the current high use of people accessing group work will often translate to a lower focus on individual skills development and progression – there is also a need to be mindful of repetitive processes that can result in fatigue and time wasting for the person and duplication of resources for the organisations concerned.
- There is a need to focus on what the Council's Day Service does well and how it fits with the wider market and needs of the population - embracing the opportunities presented by Covid-19 to reshape and redesign day services to focus on specific groups of people with higher support needs and complexities, including autism.

4.8 Further detail in relation to the engagement with people with a learning disability and family and carers is provided Section 7 below. From the feedback received to date it is clear that it is not only the Council's day service offer for people with a learning disability that requires transformation. As people with a learning disability access a range of other specific services, including supported living, residential care, short breaks and community support services, many of which are also rooted in traditional approaches rather than supporting the best practice principles of prevention and progression, it is clear that the Council will need to look at how it can improve and refocus its care and support offer for people with a learning disability in order to meet people's needs currently and for the future.

4.9 The findings and feedback from this transformation programme will provide an evidence base to inform the development of a coordinated and sustainable delivery plan that will bring together future activity to transform the Council's care and support offer and improve the outcomes for people with a learning disability. This work will be reported to Cabinet, where relevant, for consideration and decision in due course.

## **5. EQUALITY AND DIVERSITY IMPLICATIONS/SOCIO-ECONOMIC DUTY**

- 5.1 When making decisions on strategic and policy matters, Cabinet must have regard to the Council's public sector equality duties under the Equality Act 2010, namely: Public Sector Equality Duty and Socio-Economic Duty. The Council's Equality Impact Assessment (EqIA) process ensures that due regard is paid to these duties.
- 5.2 An EqIA pre-screening exercise has been completed reviewing the impact of the recommendations made in Section 2 above. Whilst there are some temporary changes to the provision for current people supported by Adult Services, the focus will continue to be on meeting assessed care and support needs through existing and, if relevant, new care and support provision so impact will be minimalised.
- 5.3 If Cabinet agree to the recommendations in Section 2 of this report, a full EqIA will be completed evaluating any impact of the proposed co-produced new day opportunities strategy and this will be included in the subsequent report to Cabinet for consideration prior to any future decision being made to change the Council's day service offer for people with a learning disability.

## **6. WELSH LANGUAGE IMPLICATIONS**

- 6.1 There are no immediate Welsh Language implications relating the proposals within this report. The Council will ensure compliance with Welsh Language Standards if a consultation process is initiated in relation to the proposals outlined within this report. All recommended proposals if implemented will comply with Welsh Government's "More Than Just Words" Strategic Framework in Health and Social Care.

## **7. COUNCIL'S DAY SERVICE OFFER FOR PEOPLE WITH A LEARNING DISABILITY**

- 7.1 The provision of day services is a key offer in the provision of care and support for people with a learning disability that should help them to have a fulfilling life, provide the opportunity to take part in various interests and activities, make friends, develop relationships, gain new skills, and enable them to make a positive contribution to the community in which they live. Day services should also provide support to carers by means of creating respite so that they can pursue their own interests outside of their caring role.
- 7.2 The Council's current day service offer is well valued by people who access it and their families and carers. However, as already reported, it is predominantly building based and follows a traditional "day centre" maintenance model that provides services for adults with a learning disability rather than a progressive person centred community based model of support which supports and encourages choice and control for people through opportunities to engage in meaningful community activity.

- 7.3 Research shows that in the majority of other local authorities, there has been a significant shift from the reliance on building based day services towards more personalised community based day opportunities in settings such as workplaces, colleges, sports centres and local community hubs. This has been supported by investment in the independent and third sector to create partnerships and an employment first type approach.
- 7.4 Best practice shows that having a job is likely to significantly improve the life chances and independence of people with a learning disability, offering independence and choice over future outcomes. Therefore, the Council's day service offer should reflect a move towards this approach and to support better outcomes for people accessing Adult Services - a key aspect of living an ordinary life is employment.
- 7.5 In order to move away from a predominantly building based service approach to meeting needs, a shift in focus is required to a personal, community assets and place-based approach which bring people and places together, through a range of methods, to support people to live ordinary lives

#### **Current Day Services Offer**

- 7.6 The Council's Day Service for people with a learning disability provides daytime activities, primarily in day centres and in some community and work-based facilities. It currently supports around 355 adults with a learning disability and their families and carers with a range of different support needs from those individuals requiring minimal support through to individuals with complex behavioural support needs and a profound and multiple learning disability.
- 7.7 The majority of the people supported by the Council's Day Service have complex behavioural support needs and profound and multiple learning disability. People attend the Council's Day Service either on a full time or a part time basis dependent on historically arrangements along with individual needs. Some individuals attend more than one service during the week.
- 7.8 Because of changes to people's expectations over recent years, more younger adults are choosing to access community based services and older adults are choosing to "retire" from attending day centres and staying at their home. As a consequence, attendances at the Council's Day Service have been decreasing and despite there being a growing demand on adult social care services, the demand for day service support is not expected to grow. However, levels of complexity and need is getting higher.
- 7.9 The age profile of current day service users is increasing - the majority have been attending for over 10 years and the most of these live at home with parents, many of whom are themselves approaching or past retirement age. Because of the original purpose of the Council's day centres the expectation of many existing people and their families and carers relates to attending a day centre each weekday. The Council's Day Services are valued by the majority of people who use them and by their families and carers as valuable respite, which supports them to continue in their caring role.

- 7.10 The Council's Day Service is often seen as a 'safe place' for people; hence people tend to remain in current services for long periods of time, sometimes for significant periods of their lives. As a result, the Council's Day Service provision encourages dependency over time as opposed to promoting resilience and independence - rarely do adults with a learning disability move on to other forms of provision.
- 7.11 The Council's current day services offer is often just seen as a solution and the person fits the service, rather than service responding to a person's needs and desired outcomes. Social care reviews do not always take place in a timely way and therefore sometimes do not consider a person's strengths, skills, and interests. Any change to the Council's current day service offer will require a move away from merely providing services and one-size-fits-all solutions and instead will need more innovative, flexible, community based solutions, which build aspiration for people at any age.
- 7.12 Across Rhondda Cynon Taf, there are a number of different day service activities available to people with a learning disability with a range of different support needs, which are delivered across 3 large day centres and 11 small community day centres and worked based sites, including those commissioned externally.
- 7.13 Two of the large day centres (Treforest and Llwynypia) were originally designed as 'adult training centres'. The third (Gadlys) is a former residential care home. These centres are dated buildings, and their size and age mean that they are expensive to heat and have significant repair and maintenance costs. They were designed and built at least 25 years ago to fulfil very different purpose from the ones they do today. Whilst the quality of the care by staff is good, they generally have an institutional and somewhat unwelcoming appearance. Over the years the style of service has changed significantly, and the buildings need modernisation to meet the needs of the people currently, and those in the future, using the service with significantly higher support needs. Whilst the buildings have received some refurbishment over the years to meet the increasing needs of people, they do not meet the standards that are found in more modern facilities.
- 7.14 The majority of the small centres, with the exemption of Abercynon Day Centre are community centres where rooms are hired to provide a day service and, as a result, there are some limitations within the service provided from a building perspective. Some other facilities are used to provide alternative community and work based projects, for example Cwm Cycling and Maesyffynnon Garden Centre, which offers activities around its market gardening facilities.
- 7.15 People with less complex needs sometimes use the buildings as a base and may attend other community based activities. However, the current day services offer to people with more complex needs and those with a profound and multiple learning disability is primarily building based and follows a traditional day centre model which, due to the numbers of people attending, have staffing ratios that do not facilitate a greater community presence and participation for this group.

- 7.16 The majority of day service provision operate over 5 days a week, 9:00 am until 4:00 pm Monday to Friday. People using the service will normally attend from 9:30 am to 10:00 am until 3:00 pm to 3:30 pm; this structure is largely inflexible and relates to the availability of arranged transport which the majority of clients use. There may be the potential to make services available outside these hours to include evenings and weekends, although the demand for such services is not known.
- 7.17 Many local authorities have reduced their directly provided resources and grown the external market offer; however, the majority of this Council's Day Services are run directly by the Council and only some are commissioned externally from the third and independent sector. Over the past two years, Adult Services have worked with our commissioned supported living providers to develop and shape the independent market for day services support to ensure a variety of different offers to meet people needs. However, the offer remains underdeveloped and underutilised and there is need to stimulate a wider care and support market to develop a range of opportunities for people with a learning disability to participate in, instead of attending day centres.
- 7.18 Rhondda Cynon Taf is ranked as the 2<sup>nd</sup> highest spender on day care support for adults aged under 65 with a learning disability – this is almost exclusively in-house day service provision.
- 7.19 Direct Payments provide people with greater choice and control to purchase the support which best meets their needs, e.g., by employing personal assistants, people can choose to be supported to access community groups and education classes rather than attend traditional day services. However, Direct Payments remain underutilised, with people preferring to use day service provision or request additional support to remain at home, including supported living accommodation rather than continue to use building based day services. As already mentioned, the independent market is also underdeveloped to offer different support options for people to purchase the support which best meet their needs.

### **Treforest Day Centre**

- 7.20 Prior to the start of the Covid-19 pandemic, Members will be aware that in February 2020, Treforest Day Centre was seriously flooded and damaged during Storm Dennis and immediate action taken to temporarily close and make the centre safe, pending further inspection and assessment of the damage. At the time everyone who used Treforest Day Centre were assessed based on need and risk and some people offered alternative support at an alternative centre or at their home with their family or within their supported accommodation.
- 7.21 Because of the significant refurbishment needed to return Treforest Day Centre to a safe, yet minimum standard of fitness, due to the serious flooding and limitations of the centre and the ongoing requirement of guidance to mitigate the impact of the Covid-19 pandemic, it is not currently possible to provide a day service at the Treforest. Therefore, in the short term it is proposed that:



- Treforest Day Centre continues to remain temporarily closed to allow for further evaluation to be undertaken when the proposed draft day opportunities strategy is reported back to Cabinet for approval.
- Adult Services continue to work with people and their families and carers who are registered at Treforest Day Centre to support them to utilise different methods of achieving what matters to them while the day centre remains closed.
- Adult Services and, where applicable, commissioned providers and Direct Payments are used to provide outreach home based support, whilst supporting people to enhance their day opportunities, where safe to do so.

### **Covid-19 Response**

- 7.22 All practice and priorities changed for the Council, Adult Services and its commissioned providers shortly after in March 2020 as a result of the Covid-19 pandemic.
- 7.23 Due to the vulnerability of people attending the Council's Day Services there has been a need to be vigilant to the risk of continuing service provision so that it is safe in terms of sufficient staffing resource and compliant with Welsh Government social distancing and infection control guidance.
- 7.24 Despite the vast majority of local authorities closing their day service provision, the Council has maintained a prioritised service for those people assessed as critical due to their own needs or crisis situations. This prioritised day service provision has been in place throughout the pandemic. However, due to easing of Covid-19 cases and restrictions and increased demand for care and support, the Council has continued to make available additional day service capacity to prioritise supporting adults and their families and carers based on need and risk.
- 7.25 Covid-19 restrictions have meant that the Council's Day Service hasn't been able to offer as many places as they could prior to the pandemic and it has tried, under often very difficult circumstances, to work with people, their families and carers confirm support arrangements.
- 7.26 Currently, the Council's Day Services are supporting around 210 adults with a learning disability with a range of different support needs at its Centres compared to around 355 prior to the Covid-19 pandemic. Plans are in place to reopen more day service provision as Covid-19 cases ease.
- 7.27 Through the pandemic, staff have continued, where possible based on need and risk to provide welfare checks and stayed in touch with people and their families and carers. Some people have also received additional targeted outreach home support and Direct Payments to meet their needs. The Council will continue to work closely with people and their families and carers to find solutions to best support their eligible needs and what matter to them.

## **8. ENGAGEMENT ACTIVITY**

### **People First**

- 8.1 In late July 2020, Officers, via a workshop arranged by Cwm Taf People First, engaged with a small cohort of individuals who use the Council's Day Service and other day time opportunities along with families and carers from the Grapevine to learn from their experiences throughout lockdown and consider more fully formed options for the future delivery of day services. Further engagement with people with a learning disability and service providers was arranged by People First in early October 2020. A summary of the engagement feedback relating in particular to day services is below:
- need for people and their families to be involved is vital to co-produce future strategy developments and service transformation going forward
  - more easy read information, as well as visual aids, is needed
  - most people wished to return to day services, including employment and volunteering opportunities, when it is safe to do so
  - some people said that day services provided them more autonomy and improved their self-esteem and said that being out in local communities as their most enjoyable pastime and one of the things they missed most
  - some people would like to try an alternative activity to day centre attendance
  - respite for carers provided by the Council's Day Service is important and some families and carers have struggled during the pandemic due to reduce levels of provision
  - Covid-19 have impacted on people's friendships and relationships and opportunities for these to be maintained are extremely important to people
  - accessible transport has been an issue (for a long time) for many people
  - more use of Direct Payments to provide greater opportunity for people to use as an alternative to day services and allow people to participate in activities in the wider community and spend more time with friends
- 8.2 In addition to the above, People First launched their My Day My Way Phase 1 Report on 16<sup>th</sup> May 2021. The My Day My Way project is set up to collect and use the experiences and thoughts of people with a learning disability to challenge, hold account and lead future service development of daytime services in the hope of creating a more meaningful and purposeful life for them. Through the Phase 1 activities People First spoke to 60 people with a learning disability across the Cwm Taf Morgannwg Region as experts by experience. The report contains their experiences, thoughts, hopes and dreams through a range of engagement tools and innovative analysis to highlight trends, patterns and recommendations for the future. It is important that Adult Services use this engagement feedback to co-produce current and future day service offers.

## **Learning Disability Transformation Programme**

8.3 During Autumn 2020, as part of the development of the Learning Disability Transformation Programme it was decided to engage with Adult Services social work and care staff and its commissioned providers to explore and draw out their perspectives on how people with a learning disability move through certain pathways and current service offers. A summary of some of key observations in relation to day services is provided below:

- staff are a constant in people's lives and know them really well
- specialist autism day services are held in high esteem by people and families and carers and demand for places in these settings outstrips supply
- there is a growing range of online activities and support that are addressing social isolation and helping people develop new skills as alternative to going into day services
- there are lots of building assets and some great projects
- Day Services enables people to stay living at home with families
- Supported Living Providers would like the opportunity to assist in the wider modernisation of day services by providing alternatives such as using pooled Direct Payments
- there is a lack of choice around day support and some people spend a long time travelling to and from their day centres
- opportunity to refocus the Council's Day Services on people with more severe and profound learning and physical disabilities as part of a network of respite support for family and carers
- people are not encouraged to move on and may use services for years longer than is necessary, including employment and volunteering
- there is a need to begin conversations around employment and volunteer options at a younger age.

8.4 In addition, further engagement with a small cohort of people with a learning disability and their family and carers was also completed. A summary of some of the key engagement feedback specific to day services is provided below.

- some good initiatives to support people through the pandemic, but most people are bored and lonely and are longing for work, learning and leisure opportunities and being able to reconnect with loved ones and friends
- need for clear communication about both short-term availability and the long-term future of day services
- need for a wider range of day services and activities with a focus on life skills
- need to support to more people with learning disabilities to think about employment and volunteering opportunities

- most people said that they enjoyed day services and were really missing their friends and their activities – more support needed to maintain the friendships they have built up through day services

## **9. KEY ISSUES FOR CONSIDERATION AND PROPOSALS FOR DAY SERVICE TRANSFORMATION**

9.1 The initial analysis and findings from the transformation programme, including the Council's response to Covid-19 and, in particular, the feedback received through the engagement activity undertaken to date, as summarised above, identifies the need to transform the Council's current day services offer for people with a learning disability and create a new offer in order to meet current and future assessed need in the most efficient and cost-effective way that promotes independence, social inclusion and positive outcomes for people with a learning disability and their families and carers. From the work already taken place this is likely to require:

- improved assessment and care and support planning, delivering strength based, person-centred creative plans that drive change by better identifying positive outcomes rather than focusing on a referral to services
- greater focus on a wider approach to promoting independence, rather than solely looking at building-based day services. This will mean reviewing the persons journey more holistically and not solely focusing on one set of services. In order to move away from a predominantly service-based approach, a broader scope is required which incorporates assets which support a meaningful day
- work to address barriers to accessing community facilities, both in terms of physical environment and of changing attitudes to people with learning disabilities, encouraging a more inclusive approach
- challenging limitations imposed, either overtly or inadvertently, by traditional service models, including staffing, use of buildings, transport arrangements and a reliance on group activities
- far greater use of mainstream community options ensuring access to the wide range of opportunities Rhonda Cynon Taf has to offer in order to maximise inclusion, friendships and relationships and to address the concerns over the lives of people with learning disabilities being determined by the availability of services staff
- creative use of resources, particularly staffing based around shared interests of people supported, rather than around location and level of need
- a fundamental change of approach in services towards work, volunteering and contributing to the community, which underpin the key principles of prevention and progression and enabling people to be as independent as possible in their own communities by focusing on their strengths

- maximising the opportunity to use Direct Payments to access support or activities of the person's choice
- reviewing the need for existing day centres and look to maximise the use of retained buildings and resources. It is recognised that long-term building-based provision will most likely provide the best service for those with the most complex needs, whilst for some individuals, short-term enablement and skills development may support a move into a more community-based environment. Day centres themselves can be assets, providing a base for multiple activities with in-reach and outreach to the local community
- given the lasting impact of Covid-19, any new day services offer will need to be future-proofed as far as possible, to ensure that provision can be flexible in meeting need in a range of different ways as well as meeting any expected future demand on services.

9.2 In order to achieve the above level of transformation required and ensure the new day service offer meets the aspirations of current and future people with a learning disability and their families and carers, it is proposed that a co-production approach is taken.

9.3 The intention will be to engage with a wider group of people that have a learning disability and their families and carers, including those who do not use services at present, or who are less frequent users and young people in school to ensure that these groups can contribute to the shaping of current and future day service offers. This work will define what is important to people in living a meaningful and inclusive life in Rhondda Cynon Taf, including of day and evening opportunities and support.

9.4 It is proposed that these engagement events and activities will be carried out over the Summer, along with engagement work with other key stakeholders. This engagement will inform the development of a proposed new co-produced day opportunities strategy, which Cabinet will receive for approval prior to formal public consultation.

9.5 The aim of the co-produced strategy is to provide a clear set of principles for day opportunities and the components that will need to be in place to support people with care and support needs to have a good and meaningful day. The proposed strategy will have a clear set of actions which will set out the way investment in services needs to change over time and how services would be developed and grown to meet the outcomes of the strategy. It will also importantly provide the co-produced ambition that will influence and drive the pace of change needed across day services for people with a learning disability, leading to a sustainable and diverse range of care and support providers, continuously improving quality and choice, and delivering better, innovative and cost-effective outcomes that promote the wellbeing and independence of people who need care and support.

9.6 In addition to the above proposals, Adults Services will continue to undertake operational service delivery improvements already underway and identified

through to the ongoing co-production process being embedded as part of the Learning Disability Transformation Programme. For example, currently this would include continuing to:

- work closely with Colleges, Adult Education and training providers to link workplace training with classroom training to ensure people are equipped to be work ready
- develop an employment pathway inclusive of the different employment support offer available
- encourage people to choose a Direct Payment in order to make their own arrangements for day opportunities and access more community resources with friends and others with a shared interest
- work with Adult Service Commissioners to work with the market in the development of progressive, strength and outcome-based commissioning models
- deliver service improvements identified during the covid restrictions, such as improvements to online digital solutions

9.7 Any changes to the Council's current day services offer will be subject to active engagement and co-production with people with a learning disability and their families and carers. This will take into account all relevant national policies and drivers for change, be informed, where relevant, by examples of best practice and be co-produced. It is also very important that the Council work with people with a learning disability and their families and carers progress at a reasonable and supportive pace to ensure that future service offers, and support are firstly what people need, and secondly, they really work and are cost-effective

## **10. CONSULTATION/INVOLVEMENT**

10.1 Engagement has already commenced as described in Section 6 above and this has provided a better understanding of what people with a learning disability and their families and carers want from services and support for the future. However, wider on-going engagement with people with a learning disability, their families and carers, staff and partners is recommended in order to co-produce the proposed new day opportunities strategy to transform the Council's current day service offer and future service provision, which is recommended to be reported back to Cabinet for approval prior to enter public consultation.

## **11. FINANCIAL IMPLICATIONS**

11.1 The proposals set out in this report have the primary focus of delivering improved individual outcomes for people with a learning disability and their families and carers. Whilst the financial implications are a secondary consideration, future proposals to transform the Council's current day service offer should provide more cost-effective solutions and these will be explored,

subject to agreement of the recommendations in Section 2 above, in more detail in the subsequent report to Cabinet.

## **12. LEGAL IMPLICATIONS AND LEGISLATION CONSIDERED**

- 12.1 There is a public law duty to publicly consult with people affected by proposals resulting in changes to current and future provision of services. Where consultation is undertaken it should be done when proposals are at a formative stage; give sufficient reasons for any proposal so that respondents can make an informed response and allow adequate time for consideration and response. Cabinet would then be required to give consideration to the outcome of the consultation process prior to any decision(s) being made on any proposals.
- 12.2 Any future provision of services would need to be considered in accordance with the Social Services and Wellbeing (Wales) Act 2014. Local Authorities have a general duty under the Act to promote wellbeing. This duty applies when considering decisions in respect of an individual but also when considering broader strategic issues that do not relate to an individual. In doing so, the overall purpose is to produce a sustainable and diverse range of care and support services to deliver better, innovative and cost-effective services and support and promote the wellbeing of every person, and their carer, with the need of care and support. The recommendations made in Section 2 above aim to deliver the highest standards of care and support and is consistent with the above duty.
- 12.3 In addition, the Act and the accompanying Part 4 of the Code of Practice sets out that where an Authority has carried out an assessment which has revealed that the person has needs for care and support then the local authority must decide if those needs meet the eligibility criteria, and if they do, it must meet those needs either by commissioning services from independent organisation or by providing the service directly. The Council's Day Service forms part of this provision. The recommendations put forward in this report will allow the Council to ensure that going forward Rhondda Cynon Taf can meet all eligible needs.

## **13. LINKS TO CORPORATE AND NATIONAL PRIORITIES AND THE WELLBEING OF FUTURE GENERATIONS ACT**

- 13.1 This report supports two of the Council's corporate priorities, namely:
- People - promoting independence and positive lives for everyone; and
  - Living within our means - where services are delivered efficiently to achieve value for money for the taxpayer.
- 13.2 The proposals in this report would allow the Council to meet the requirements of the Social Services and Wellbeing (Wales) Act 2014 and the Wellbeing of Future Generations (Wales) Act 2015. By providing a model of care that meets the needs of people with a learning disability and their families/carers, including those with more complex needs that is sustainable and increases focus on service offered, which promote choice, wellbeing and independence, the

wellbeing goals of a Wales of cohesive communities, a healthier Wales and more equal Wales are supported.

13.3 Due regard has also been made to the five ways of working, included in the Wellbeing of Future Generations (Wales) Act 2015. The following is a summary to show how the five ways of working to achieve the wellbeing goals have been considered in this report:

- **Long Term** – social services is demand led and there is a requirement to meet the needs of people in the longer term and, because of rising demographics and increasing complexity, the transformation of services continues to be a priority as we seek to achieve long term sustainable change to our care and support offer.

The Council's commitment to developing daytime opportunities represents a focus on the long-term wellbeing of individuals using the service and also the sustainability of social care by supporting carers and reducing demand on alternative care and support at home.

- **Prevention** – the report highlights proposals to reduce reliance on traditional services and move to a model focussing on the need to develop more progressive community based services aimed at reducing loneliness and enhancing wellbeing through more volunteering and paid employment opportunities.
- **Integration** – the implementation of the proposal requires the Council to work with partners, particularly within Health to ensure the service offer and future service delivery of care and support for people with a learning disability meets their assessed needs.
- **Collaboration** – the models of care and support and proposals outlined in this report have and will be developed with current and new partner organisations, including third sector organisations and wider communities.
- **Involvement** – the key stakeholders are the people with a learning disability and their families and carers who use social care. There has already been engagement with people in the development of service proposals and models outlined in this report. If these proposals are agreed by Cabinet, then further involvement will be undertaken to ensure that all stakeholders have an opportunity to shape care and support provision to ensure benefits and wellbeing opportunities are maximised.

13.4 In addition to the above, there are a number of other national priorities, which will help influence the transformation of day services for people with a learning disability, including:

- The **Statement of Policy and Practice for Adults with Learning Disability published by Welsh Government in 2007** describes the vision, key principles, and outcomes that the Welsh Assembly Government



believes are desirable - this is Welsh Government's latest guidance, and it is still relevant today.

- The **Welsh Government Learning Disability - Improving Lives Programme** communicates an ambition to create a society across Wales that has a desire for change and 'Prosperity for All' improving the opportunities and life outcomes for all people with a learning disability aligning to key equality and human rights principles.
- The **Additional Learning Needs and Education Tribunal (ALNET) Act 2018** and its associated statutory **ALN Code** will bring transformational change to the way local authorities in Wales make statutory provision to meet the needs of learners with Special Educational Needs (SEN)/Additional Learning Needs (ALN) over a new extended age range of 0 to 25 years. The change in legislation will have clear implications for adult and education services to work collaboratively to ensure that, where appropriate, young people have access to further education and training opportunities in addition to any other social care needs they may have.

#### **14. CONCLUSION**

- 14.1 The need to improve adult social care services is a key priority for Rhondda Cynon Taf and without transforming the way that services are provided, it would not be possible to meet people's changing expectations and needs within the resources available.
- 14.2 This report provides key information evidencing the need to transform the Council's day service offer for people with a learning disability in order to:
- respond to the engagement feedback from people who use services and their families and carers as to what they would like day services to look like and deliver now and in the future
  - meet the current and future increasing need and complexity of the people we support and develop sustainable opportunities for them
  - meet the expectations from people we support and their families and carers for more outcome based opportunities focused on individual progression and achievement that promotes independence not dependence
  - recognise people's abilities, not disabilities, and that everyone with a learning disability can make a positive contribution to the community in which they live
  - improve the delivery of the day service offer, including the current day centre buildings in the most efficient and cost effective way
  - response to the impact of Covid-19

- meet the requirements of the Social Services Wellbeing (Wales) Act 2014 and other national and local strategic priorities

14.3 In order to achieve the above level of transformation required and ensure the new day service offer meets the aspirations of current and future people with a learning disability and their families and carers, it is proposed that a co-production approach is taken and wider engagement is undertaken with people with a learning disability, their families and carers, staff and partners to develop a new day opportunities strategy, which Cabinet will receive for approval to prior enter to formal public consultation.

**LOCAL GOVERNMENT ACT 1972**

**AS AMENDED BY**

**THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**CABINET**

**20<sup>TH</sup> JULY 2021**

**LEARNING DISABILITY DAY SERVICE OFFER**

**REPORT OF THE GROUP DIRECTOR, COMMUNITY AND CHILDREN'S SERVICES, IN DISCUSSIONS WITH THE RELEVANT PORTFOLIO HOLDER, COUNCILLOR G HOPKINS**

**Background Papers:**

Cabinet – 3<sup>rd</sup> December 2020

Cabinet – 21<sup>st</sup> November 2017

Officer to contact: Neil Elliott, Director of Adult Services