

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

CABINET

15TH MAY 2023

**LEARNING DISABILITY DAY SERVICES STRATEGY AND
OPERATING MODEL**

**REPORT OF INTERIM DIRECTOR OF SOCIAL SERVICES IN DISCUSSION
WITH CLLR G CAPLE, CABINET MEMBER FOR HEALTH & SOCIAL CARE**

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1. PURPOSE OF THE REPORT

- 1.1 This report provides the Cabinet with an update on the engagement activity undertaken in the development of a new co-produced draft Day Services Strategy and operating model proposal for people with a learning disability and seeks approval to undertake targeted consultation on the proposals to enable the Cabinet to make informed decisions on the future of the Council's Day Services in Rhondda Cynon Taf.

2. RECOMMENDATIONS

It is recommended that Cabinet:

- 2.1 considers the information provided in this report and, in particular, the feedback from the engagement activity undertaken in the development of a new co-produced Day Services Strategy and operating model proposal for people with a learning disability;
- 2.2 approves to undertake targeted consultation on a new co-produced draft learning disability Day Services Strategy and operating model proposal, as set out in Section 5 of the report, with people who use day services, their families and carers, staff and other associated stakeholders;
- 2.3 approves to undertake targeted consultation with service users, their families and carers, staff and other associated stakeholders on a proposal to permanently decommission Treforest Day Centre which

has been temporarily closed since February 2020, as a result of significant damage sustained by Storm Dennis and the continuation of the existing current provision received by people who previously accessed the Centre prior to its temporary closure, as set out in paragraph 5.7 of the report;

- 2.4 subject to 2.2 and 2.3 above, agrees to receive a further report detailing the outcome of the proposed targeted consultation, including an updated full Equality Impact Assessment prior to any final decision being made in relation to the future of day services for people with a learning disability in Rhondda Cynon Taf.

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 now needs to set out a longer term strategy and operating model taking into account national and local strategic priorities and drivers for change. The current Day Service offer is predominantly building based and follows a traditional day centre led 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 provision is required.
- 3.2 [In July 2021](#), the Cabinet agreed to continue with community engagement activity which had been ongoing during the Covid-19 pandemic to support the development of a co-produced Day Services Strategy and help shape the future service offer to ensure that services are arranged and delivered in a way that achieves the best possible individual outcomes for people and make the best use of Council resources. This engagement activity has supported the development of a new co-produced draft Day Services Strategy and operating model proposal for people with a learning disability.
- 3.3 Treforest Day Centre has remained temporarily closed due to the serious flooding and damage in February 2020. Service users' care and support needs, who previously accessed the Centre, are now being met through alternative service provision and it is considered as no longer needed.
- 3.4 Such proposals to make changes to the Council's Day Service provision and offer requires consultation with those directly affected, including service users, their families and carers, staff and other associated stakeholders to ensure that their views can be taken into account when a final decision is made.

- 3.5 A further report following the conclusion of the proposed targeted consultation is recommended to ensure that the Cabinet is fully informed of the outcome of the consultation and Equality Impact Assessment when it decides on the future of Day Services for people with a disability in Rhondda Cynon Taf.

4. **BACKGROUND**

- 4.1 [In July 2021](#), Cabinet considered a report on the Council's Learning Disability Day Service Offer. The report provided key information, including feedback from engagement activity already undertaken by Cwm Taf People First, which evidenced the need to transform the Council's Day Service offer for people with a learning disability. This information included:

- 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 numbers of people supported in groups 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.

- 4.2 As a result, Cabinet agreed:

- the on-going engagement with people with a learning disability, their families and carers, staff and partners and the proposal to co-produce a new day opportunities strategy to transform the Council's current Day Service offer and future service provision in Rhondda Cynon Taf

- to receive a further report that presents the co-produced draft Day Services Strategy for people with a learning disability for approval prior to formal public consultation

4.3 Through the work of the Learning Disability Transformation Programme established during the Covid Pandemic, the need to focus on what the Council's Day Service does well has been identified in ongoing engagement activity, i.e. focusing upon specialist support for those with complex need. Having embraced the opportunities presented by the Covid Pandemic, this has allowed the Council to consider how it reshapes and redesigns its Day Service offer and operating model to focus on specific groups of people with higher support needs and complexities, including autism. This preferred option has started to develop in a smaller area and will be the key proposed change in how we deliver services moving forward, coupled with supporting the development of the wider market to support those who do not require specialist support.

4.4 A key focus of the Learning Disability Transformation Programme is the commitment to working in partnership with other key stakeholders and with people with a learning disability, their families and carers to support the delivery of people's identified outcomes through co-production. This has included the implementation and 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 (RCT Transformers) to engage with the wider learning disability community

4.5 In November 2020, Cwm Taf People First started working on their "My Day My Way" project, in response to the Covid Pandemic and this work highlighted that people were ready for a change of support during their day:

"87% of people with a learning disability engaged in the project indicated that they would like to change something about their day as things move out of lockdown and back to some form of normality"

4.6 Spending time with family and friends were key priorities identified by people and whilst some of them advised that they wished to return to the Council's Day Services to see their friends, others advised that the break from traditional day services allowed them to consider alternatives such as volunteering or working opportunities.

- 4.7 Building upon the engagement work of People First, the Council continued with the “My Day My Way” theme and started a new engagement process, as agreed by the Cabinet in July 2021, which ran from August 2021 to November 2021. The new engagement process involved young people aged 16+ and adults with learning disabilities, their families and carers, and a range of other key stakeholders, including care staff, Health, commissioned and Third Sector providers, and members of the RCT Transformers.
- 4.8 On 20th September 2021, the Health and Wellbeing Scrutiny Committee were provided with the opportunity to contribute to the engagement process and development of a new draft Learning Day Services Strategy and operating model.
- 4.9 In total, there were 858 responses received during the engagement process.
- 4.10 Listening to the views of people with learning disabilities and their families and carers through the various events and surveys on what is good, what is missing and what could be done to improve the Council’s offer further reinforced the need to change. Some examples of what people were telling us are shown below:

“I’d like to get out of the house more and get involved in more groups. I like to take lots of opportunities and to try new things. I’d like to meet and get to know more people from different walks of life. I like to make friends and arrange to go out for meals with them. I’d like to try some woodwork.”

“More organised group activities in my local area for me and my friends to take part in.”

“Finding the right job to suit my interest and skills, interview support, job searching support.”

“Meet new people to build more friendships so I have a wider circle of people to socialise with.”

- 4.11 Examples of other issues raised, include:
- A lack of social situations outside of day centre and daytime opportunities meant people with a learning disability can sometimes find it difficult to maintain friendships and relationships outside of these times.
 - Parents, carers, and staff feel that more accessible situations would mean people with learning disabilities could build friendships and relationships outside of daytime provision.

- Parents and carers feel they would like more activities and opportunities for the person they care for which involves more socialising in the community, to meet people and build relationships (social or romantic).

4.12 Staff were actively involved in the “My Day My Way” engagement process and they are best placed to deliver its outcomes. We have been able to learn about their ideas which offered sustainable and effective support for people with learning disabilities. Furthermore staff are supportive of the programme and wish to achieve change for the people they support to achieve their potential and outcomes, as identified below:

“My aspirations as a staff member would be to work together to provide a more community-based service rather than sat in day centres under stimulated.”

“My idea of how the service should be is where each and every individual has control and choice in what happens in their lives.”

“I think the transformation programme is well overdue and needed for individuals, the old ways of working are not suitable for today’s lifestyles.”

4.13 The feedback received from the engagement activity has informed the Council’s Day Services offer that people want, resulting in more community opportunities and help to promote independence and social inclusion. The outcomes from the engagement process re-enforced the need for change, to offer better outcomes and opportunities for people enabling them to have more choice, control, and autonomy.

4.14 Following the engagement activity a series of workshops and activities were held during July and August 2022, for people involved in the engagement activity to share their thoughts on the themes, and to give ideas on how the Council’s Day Services Strategy and operating model should look for Rhondda Cynon Taf in the future.

4.15 The priorities people have told us that they want to be addressed, include:

- people feel safe and healthy
- building community connections
- maximising digital engagement and building and improving connections
- providing more accessible options for during the daytime, evening and weekends

- people receive the best support to suit their needs, including more paid employment and volunteering opportunities
- improving access to public transport which meets people's needs
- people have a good place to live

4.16 A copy of the “My Day My Way” engagement activity and feedback can be viewed at https://www.youtube.com/watch?v=T75_c3RNi1A.

5. NEW CO-PRODUCED DRAFT DAY SERVICES STRATEGY AND OPERATING MODEL PROPOSAL

Co-produced draft Day Services Strategy

5.1 To respond to what people have told us through the “My Day My Way” engagement activity, it is proposed that Rhondda Cynon Taf refocusses the delivery of the Council’s Day Services based on this feedback as well as national and local priorities and good practice evidence. The proposal is to move away from approaches of solely providing ‘day care in centres’ to instead focus on key strategic priorities for people with a learning disability and support the way in which the Council provides and commissions day services for the future.

5.2 A new co-produced draft Day Services Strategy, as shown in the infographic below, has therefore been developed from what people told us during the “My Day My Way” engagement and sets out the priorities needed to shape the Council’s Day Services offer.



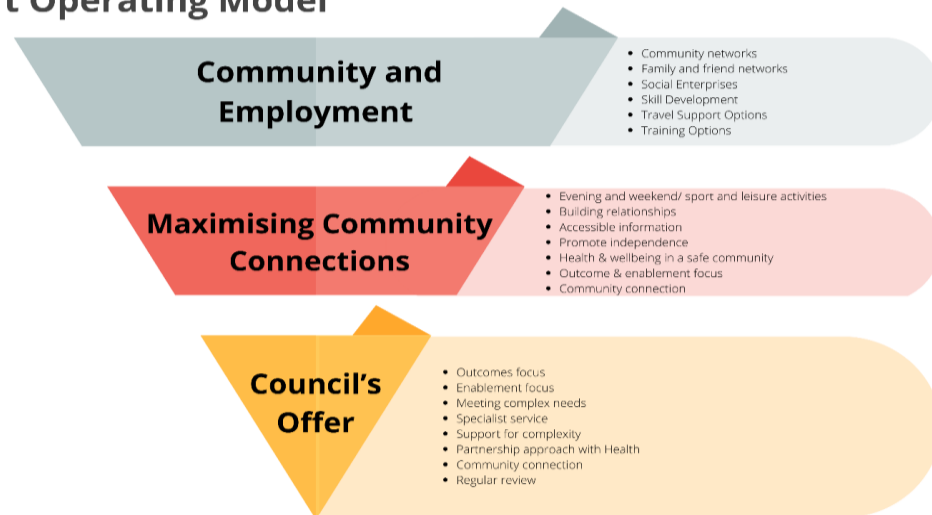
Co-produced draft Day Services operating model

- 5.3 The regaining and developing of new skills, as well as the promotion of independence and wellbeing are essential elements within the draft Strategy. It is also recognised that people benefiting from Day Services will have different levels of need and that this might change over time as people's needs increase due to age or illness or as people gain independence. Therefore, it is proposed that there are three levels of support in acknowledgement that some people require a relatively short period of support to realise their aspirations whereas others may need longer term specialist intensive support.
- 5.4 It is anticipated that those who require lower levels of support will primarily access opportunities within their communities. Those requiring more specialist provision or higher levels of support may continue to require building-based provision to support their needs most effectively, but the aspiration will remain that everyone should be able to access support in their communities if they choose to. Provision of support will be built around the strengths of the individual, in a person centred manner within an inclusive society where mainstream community based activities and employment support is accessible to

people who access care and support and that through, for example, Shared Lives and Direct Payments they are able to access this how they want, when they want. Support will be responsive to changes in personal circumstances such as a desire to access work, ageing with a learning disability or a change in the needs of carers due to their health or ageing needs. Wherever possible planning will be carried out in advance of these life events to ensure appropriate transition is carried out.

- 5.5 The proposed three levels of support for the new co-produced draft Day Services operating model are illustrated in the diagram below:

Draft Operating Model



Level 1: Community and Employment Offer

- 5.5.1 At this stage people will be encouraged to recognise their existing strengths and support networks and / or community support options to maintain their health and wellbeing. This offer would promote independence, sustainability and prevent a reliance on longer-term or more intensive support provision. This offer would include the routine use of community resources such as leisure services, libraries, and open access groups to provide activities and social contacts for people within a community setting.
- 5.5.2 This offer would also focus on the use of community resources to provide activities such as training, volunteering, and employment for people within their local community. Subject to consultation and Cabinet approval, it is proposed to review and recommission, if appropriate, the Council's current learning disability work-based projects to refocus these as social enterprises and / or ongoing work opportunities through Vision Products or other community settings instead of at present through the Council's Day Service provision. This offer would be suitable for people with low support needs.

Level 2: Maximising Community Connections

- 5.5.3 At this stage there would be a focus on enabling individuals to regain their independence, with support for them to connect to their communities over a period of time. This could involve a programme of support which enables people to lead on developing their own services and deliver more themselves, including within a day centre environment which aims to enable people to achieve greater independence.
- 5.5.4 This phase would be suitable for people with higher support needs and may involve development of microenterprises, pooling direct payments and supporting the community hubs. A differing commissioning approach is needed to achieve fundamental changes and based upon delivering an outcome focused approach and maximising what the community can offer.

Level 3: Council's Offer

- 5.5.5 At this stage there would be a focus on developing specialist support for people with complex needs, including those with physical and multiple learning disabilities. This would involve care and support with a focus on an individual's health and wellbeing with the involvement of multi-disciplinary teams (e.g., health, care management). Individuals would be supported to be able to access community-based groups like everyone else but may also involve an element of centre-based support. This offer would be suitable for people with more complex communication needs, in which dedicated staff would provide person-centred communication support, whilst offering choices and activities to enhance people's outcomes. The Complex Autism Service is a good example of how such tailored specialist support offers a preventative approach whilst individuals move through pathways into less intensive support.
- 5.5.6 Subject to consultation and Cabinet approval, it is proposed that the Council's offer would move to two bespoke day centre provisions in the East and West of the County Borough along with some smaller community-based groups based on need and demand.
- 5.6 As the Cabinet will be aware, Treforest Day Centre was seriously flooded and damaged during Storm Dennis in February 2020 and immediate action taken to temporarily close. Since then Treforest Day Centre has remained temporarily closed due to it being unfit for use and pending development of the draft Day Services Strategy being reported back to Cabinet for approval. During this time, Adult Services have continued to work with service users and their families and carers who were previously accessing Treforest Day Centre to support them to utilise different methods of achieving what matters to them.

- 5.7 As a result of this work and the proposals set out in this report, it is proposed that Treforest Day Centre would be permanently decommissioned, subject to consultation, with the continuation of the existing current provision received by people who previously accessed the Centre prior to its temporary closure in February 2020.

Proposed commissioning intentions and market developments

- 5.8 To deliver the co-produced draft Day Services Strategy and operating model proposal and address the “My Day My Way” engagement priorities, the following proposed commissioning intentions and market developments have been identified and would form the basis of an action plan for implementation, if approved by the Cabinet:

5.8.1 **To ensure people feel safe and healthy we will:**

- Reduce inequalities by providing improved and equitable services across Rhondda Cynon Taf.
- Provide access to high quality, safe and effective support.
- Promote the importance of maintaining friendships and relationships to reduce loneliness.

5.8.2 **To continue building connected communities we will:**

- Maximise opportunities within the Community Hubs.
- Develop partnership working with all areas of the Council.
- Develop micro and social enterprises.
- Provide more paid employment and volunteering opportunities.

5.8.3 **To maximise digital engagement and build and improve connections we will:**

- Produce accessible, easy-read information.
- Develop an accessible website.
- Promote and encourage use of the Insight App.
- Improve our offer for technology skills using assistive technology and technology support sessions.

5.8.4 **To improve access to public transport which meets people's needs we will:**

- Expand the travel training opportunity.
- Maximise opportunities with representative groups to share experiences to travel together.
- Influence public transport providers to recognise people's needs. Including accessibility of timetables.

5.8.5 To provide more accessible options for opportunities during the day, evenings and weekends we will:

- Maximise what the community can offer for example, Community Hubs and other resources.
- Support our stakeholders to develop more opportunities and options that ensure collaboration and coproduction.
- Establish and promote what is available.

5.8.6 To ensure people receive the best support to suit their needs we will:

- Provide specialist care and support for people with complex needs, including those with autism and physical and multiple learning disabilities.
- Explore with our existing partners and providers to develop a tailored service within the community and establish wider community connections.
- Provide tailored support for employment and volunteering.

5.8.7 To ensure people have a good place to live we will:

- Embed co-production in the service redesign and delivery of the next stage of the Learning Disability Transformation programme “My Home My Way” in respect of our upcoming tender of supported living accommodation, building upon what people are already telling us in order to support people to have a good place to live.

5.9 In the event that the proposals are agreed following the consultation, all existing day service users and their families and carers would be fully supported with individual plans to meet their assessed needs. It is important to note that people who currently use the Council's Day Service, would continue to be supported under the proposed new service model based on their assessed need and risk. For example, people with high needs would be able to access the specialist Council run day service provision. For others with lower needs, we would work with them on an individual basis to identify alternative choices in the community that would make for a stimulating and enjoyable day in line with the new co-produce draft Day Services Strategy and operating model proposal. The overall impact of the implementation of the proposals, if approved, would be mitigated through a proposed phased co-produced approach and implementation plan.

6. CONSULTATIONS / INVOLVEMENT

6.1 Engagement activity has already been undertaken as part of our co-production approach in the development of a new co-produced draft

Day Services Strategy and operating model proposal for people with a learning disability is outlined within the report.

- 6.2 Subject to approval, it is proposed that the consultation on the proposals will take place between 29th May 2023 and 30th June 2023.
- 6.3 We will support service users and their families and carers to understand and engage with the consultation process and the potential implications for them by offering face to face consultations, where requested, and creating an information pack for service users to ensure the relevant information is presented in an accessible and clear format. We also propose engaging with our employees as part of the consultation exercise to share their experiences and views on the proposals.
- 6.4 Subject to this report being approved and the consultation exercise undertaken it is anticipated that, once the consultation responses have been considered and an EIA completed, a further report will be presented to Cabinet regarding the proposed next steps.

7. EQUALITY AND DIVERSITY IMPLICATIONS / SOCIO-ECONOMIC DUTY

- 7.1 The need to modernise and continually improve adult social care services is a key priority for Rhondda Cynon Taf and over the last six years the Council has transformed the way in which it delivers adult social care; with the focus shifting to supporting independence so that people are supported to remain in their own homes for as long as possible.
- 7.2 The Council must 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 decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations based on protected characteristics.
- 7.3 The Council's Equality Impact Assessment process ensures that due regard is paid to the above. It also ensures due regard is had to the Socio-economic duty as it applies to public bodies in Wales.
- 7.4 A draft Equality Impact Assessment (EIA) has been prepared and is attached as Appendix 1. The EIA will be published on the Council's website, together with a consultation document that outlines the proposals in further detail.

- 7.5 The Council has a duty to recognise and mitigate the impact of any changes it proposes upon people in protected groups. The key potential impacts of the proposals on people with protected characteristics particularly people with disabilities and carers are set out in the EIA. Whilst there are changes to the Council's Day Service provision and offer for people with a learning disability currently 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 any potential impact will be minimalised.
- 7.6 The Council will take account of any challenges which the people potentially affected by the proposals in this report face, both in terms of participation in the consultation and in ensuring that the impact of any changes is mitigated as detailed in the impact assessment, if they are to be implemented.
- 7.7 Subject to Cabinet agreeing to undertake a consultation on the proposals, the EIA will be reviewed and updated to include any mitigated risks, if relevant, following the consultation process.

8. WELSH LANGUAGE IMPLICATIONS

- 8.1 There are no immediate Welsh Language implications relating to the proposals within this report. A draft Welsh Language Assessment has been prepared and is attached as Appendix 2. 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.

9. FINANCIAL IMPLICATIONS

- 9.1 The proposals set out in this report have the primary focus of delivering improved quality of care and support outcomes for people with a learning disability and their families and carers.
- 9.2 Notwithstanding this, the pandemic has had a significant financial impact on the Council's care and support provision and continues to result in overall increased cost pressures for Adult Services. The proposed new Strategy and Operating Model should provide more cost-effective and sustainable solutions, the implications of which will be considered as part of the proposed action planning and factored into the Medium Term Financial Plan as appropriate.

10. LEGAL IMPLICATIONS OR LEGISLATION CONSIDERED

- 10.1 There is a legal requirement to consult with service users and their families and carers and consult with staff affected by proposals resulting in changes to current and future provision of services.
- 10.2 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 consider the outcome of the consultation process prior to any decision(s) being made on any proposals.
- 10.3 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 carer, with the need of care and support. The recommendations made in this report above and consideration of future options aims to deliver the highest standards of care and support and is consistent with the above duty.
- 10.4 In addition, the Social Services and Wellbeing (Wales) Act 2014 and accompanying Part 4 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. The recommendations put forward in this report will allow the Council to ensure that going forward Rhondda Cynon Taf can meet all eligible needs.
- 10.5 Any workforce implications arising from the proposals will be the subject of further reports on the conclusion of consultation. Staff will be included in the consultation and separate engagement with, and support for, all staff that are the subject of this report will be carried out as part of any consultation exercise.

11. LINKS TO THE CORPORATE AND NATIONAL PRIORITIES AND THE WELLBEING OF FUTURE GENERATIONS ACT.

- 11.1 This report supports two of the Council's corporate priorities, namely:
- People - promoting independence and positive lives for everyone.

- Living within our means - where services are delivered efficiently to achieve value for money for the taxpayer.

11.2 The proposals in this report, subject to approval, 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. They meet the needs of people with a learning disability and their families and carers, including those with more complex needs are more sustainable and increases focus on the services offered, which promote choice, wellbeing, and independence, resulting in the wellbeing goals of a Wales of cohesive communities, a healthier Wales and more equal Wales are supported. Due regard has also been made to the five ways of working, included in the Wellbeing of Future Generations (Wales) Act 2015.

12. ELECTORAL WARDS AFFECTED

12.1 Subject to approval, the recommended proposals will most likely impact on people with a learning disability, their families and carers, and staff from across the County Borough.

13. CONCLUSIONS

13.1 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.

13.2 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

13.3 In order to achieve the above level of transformation required and ensure the Council's new Day Service offer meets the aspirations of current and future people with a learning disability and their families and carers, a new co-produced draft Day Services Strategy and operating model has been developed from what people told us during extensive "My Day, My Way" engagement activity to help shape the future service offer to ensure that services are arranged and delivered in a way that achieves the best possible individual outcomes for people and make the best use of Council resources.

LOCAL GOVERNMENT ACT 1972

AS AMENDED BY

THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

CABINET

15TH MAY 2023

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Background Papers

Cabinet: 20th July 2021

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Mental Health, and Substance Misuse**