

REPORT TO:	Safeguarding, Communities & Wellbeing Scrutiny Committee
REPORT NO:	COSC/14/19/S
DATE:	13 th November 2019
LEAD MEMBER:	Councillor Joan Lowe (People - Health and Adult Social Care)
CONTACT OFFICER:	Sheila Finnigan-Jones (Tel: 298014)
SUBJECT:	Review of Day and Employment Services, Disability Services
WARD:	All

1. PURPOSE OF THE REPORT

The Safeguarding, Communities & Wellbeing Scrutiny Committee (SCWSC) has previously scrutinised the plans for and implementation of Phases 1 & 2 of the Review of Day and Employment Services Review.

At its meeting in September 2018, the committee requested that it has the opportunity to review proposals for Phase 3 of the Review (Erlas Garden project and Cunliffe Enablement Centre) prior to formal consultation processes with stakeholders and service users are commenced.

This report presents details about the current service provision at Erlas Garden project and Cunliffe Enablement Centre along with the findings of various engagement and co-production activities undertaken between July 2018 and September 2019, which have informed the development of the draft service delivery model for the Disability Service going forward.

2. EXECUTIVE SUMMARY

- 2.1 The report sets the reshaping of the service within the context of duties placed on local authorities under the Social Services and Well-being (Wales) Act (2014) and the Well-being and Future Generations (Wales) Act requiring different ways of supporting individuals to achieve their identified outcomes.

This report provides an update on work to deliver Phase 3 of the Review of Day and Employment Services – Erlas Garden Project and Cunliffe Enablement Centre. The report presents information on current provision and usage on both sites as well as an account of the engagement and co-production work that has been undertaken by both the Council and the North Wales Advice and Advocacy Association (NWAAA). The work has taken place with service users, carers and other stakeholders to coproduce and redesign services in a way that meets the duties of the Social Services and Wellbeing (Wales) Act by involving people with care and support needs and their carers in designing service provision.

The report presents an evaluation of the options considered and concludes that the working proposal is one which will relocate services provided at Erlas and Cunliffe Enablement Centre sites and focus on community participation for people who use the services provided by Social Care.

The reshaping of Day and Employment Services forms part of the agreed 2019/20 budget savings proposals for Social Care. Estimated savings of £334k were identified across the three phases of the reshaping.

The savings identified have already been achieved within reshaping work undertaken in Day and Employment Services and other areas of the Disability Service enabling proposals and implementation of changes for phase 3 to take place over the next 12 to 18 months.

The report explains the proposed next steps in the reshaping process – which includes continuing to arrange co production events with people we support, families, staff and other partners to develop models of support.

3 RECOMMENDATIONS

3.1 Members of the Committee formulate their conclusions and recommendations based on the information in the report and the discussion at the meeting.

REASONS FOR RECOMMENDATIONS

It is necessary for day and employment opportunities to continue to reshape and modernise in order to:

- Meet the current and future needs of the people we support.
- Meet the requirements of the Social Services Well-being (Wales) Act 2014.
- Develop sustainable opportunities for individuals.
- Further improve the delivery of the service in the most cost effective way

The modernisation of day services for individuals with disabilities supports the Social Care reshaping agenda and responds to the need for service delivery to offer person centred support that is flexible and proportionate and is focused on achieving individual outcomes, linked to the National Outcomes Framework. Changing the way we deliver Day and Employment Opportunities means we are providing flexible choices and greater personalised opportunities to individuals,

enabling them to access local community services and providing opportunities for people to be included in the community as equal citizens, promoting independence and choice. This in turn will enable the service to focus on the most vulnerable individuals and design a future model of Day and Employment Opportunities that can meet the needs of those currently not catered for and future service users with multiple and complex needs. This proposal will contribute to the effective and efficient use of the Council's resources.

4. BACKGROUND INFORMATION

This proposal has been developed in the context of duties placed on local authorities under the Social Services and Well-being (Wales) Act (2014) and the Well-being and Future Generations (Wales) Act requiring different ways of supporting individuals to achieve their identified outcomes. Individuals will have opportunities to participate in their own communities, promoting choice, control and social inclusion. The emphasis is on preventing the need for services and developing more support in the community by the community.

- 4.1 The modernisation of day and work opportunities and investment in community based services for individuals with disabilities supports the Social Care (SC) reshaping agenda and responds to The Well-being of Future Generations (Wales) Act 2015 and the Social Services and Well-being (Wales) Act 2014. This legislation has introduced new statutory duties for Local Authorities and requires new approaches to improving individual's well-being that build on people's strengths and assets and build strong and supportive communities. This will also ensure the effective and efficient use of the Council's resources.
- 4.2 Meeting the statutory requirements of the Social Services and Wellbeing (Wales) Act and the need to modernise Day and Work Opportunities is leading to better outcomes for service users. This modernisation is enabling the service to work with individuals, currently accessing placements within Social Care services, in a more outcome focused way and support them to access community opportunities that meet their wellbeing outcomes.

Reshaping the Disability Service

- 4.3 The Disability Service is a whole life service for children and adults with a range of physical and learning disabilities. The service currently supports 1,100 people who are assessed as having care and support needs. Support is provided and commissioned in a number of ways including support to live at home with family, specialist supported living, domiciliary care, residential care, respite, social work intervention, specialist health interventions and direct 1:1 support.
- 4.4 The Disability Services have been undergoing reshaping for a number of years to reflect changes in demand, legislation and to ensure sustainability for the future. Information taken from the population needs assessment completed across North Wales indicates there will be an increase in demand for support for people with complex disabilities (Multiple Profound Learning Disabilities (MPLD) and Autism). The disability service has identified approximately 37 individuals leaving education over the next 2 years who will need a specialist provision. Positively individuals with

disabilities are also living longer and as a result support is required to meet a range of complex needs that have not been identified previously.

- 4.5 Demand for traditional day services provided by the local authority is changing. A number of individuals have supported living tenancies with Providers who are commissioned to provide support to enable them to meet their outcomes. Other individuals are choosing a Direct Payment to purchase their own support to meet their outcomes. Others are accessing established community resources.
- 4.6 Reviewing and redesigning Day and Employment Opportunities and making decisions on future provision should ensure services are arranged and delivered in a way that meets individual outcomes, promotes individual wellbeing and independence, avoids duplication of support and makes best use of council resources
- 4.7 The aim is to work with citizens and partners across public services, community organisations and the third sector to coproduce ideas and proposals that will develop a range of opportunities that can deliver good outcomes for people with disabilities and support needs by building on existing community assets.

Day & Employment Service Review - Phases 1 & 2

- 4.8 Through the implementation of phases 1 and 2 of the reshaping, 36 people are supported in community opportunities that have replaced Portable Appliance Testing (PAT), Le Café and Coverall Laundry, these include volunteering, community participation and leisure and Café Cyffle (Alyn Waters Café now run by Groundwork North Wales). As people progress in these opportunities they may become sustainable without support provided directly by social care but they will remain linked to the service for monitoring and access to support as required (see Appendix 1).

Day & Employment Service Review - Phase 3 - Cunliffe Enablement Centre and Erlas Garden Project

- 4.9 The focus of phase 3 is on enhancing community services, extending access to disabled people and identifying resources that will be required to support individuals with complex physical and behavioural needs. The support will focus on participation in communities while understanding the need for a dedicated provision, when it is needed, that enables people with the most complex needs to have good outcomes.
- 4.10 As part of the broad range of support available, Day and Work Opportunities Services are provided at Cunliffe Enablement Centre and Erlas Garden project.
- 4.11 The Cunliffe Enablement Centre and Erlas Garden project deliver good services that are well regarded by service users, their families and carers. There are however a number of issues and challenges with the sites and facilities that mean they do not offer the best opportunities for community participation and can limit community inclusion.
- 4.12 Currently, a total of 75 people are supported at these two venues – 39 at Cunliffe Enablement Centre and 36 at Erlas Garden project.

The number of people accessing the service per day is shown in table 1 below:

	Monday	Tuesday	Wednesday	Thursday	Friday
Erlas	18	18	14	15	14
Cunliffe Centre	24	20	23	23	18
Total	42	38	37	38	32

Erlas Garden Project

- 4.13 The Erlas Garden project is a significant part of the current service. As well as its outdoor focus which appeals to many of the individuals who attend it also provides a unique environment that enhances wellbeing by way of its nature and space. Although currently on a fairly secluded site there are plans for housing development and community building in the direct vicinity, this together with its proximity to the veterans accommodation and the Victorian Walled Garden provides potential to develop shared community based resources that can be used and delivered there as a community wellbeing hub with an outdoor focus.
- 4.14 Erlas Garden project is currently operated as a business project with 36 people attending across the week. Many individuals have attended the project for many years. It was not the original intention for the business projects within Day and Work Opportunities to become long term services but to enable people to develop skills and confidence to move on to other opportunities. However, as the support staff have been required to run the day to day operational requirements of the business they have not had capacity to support people to move on to other opportunities.
- 4.15 This has resulted in individuals being placed long-term at Erlas Garden project in the business project, rather than developing personalised support plans based on each individual's identified outcomes so enabling individuals to move into new opportunities. It is recognised that moving into a work environment is not an outcome for some individuals and they will require a longer-term provision

Cunliffe Enablement Centre

- 4.16 The Cunliffe Enablement Centre provides a day service to individuals with a range of disabilities. Currently 39 people attend the Cunliffe Enablement Centre. The service provision is focused on individual enablement to support wellbeing and independence. Many service users have complex needs requiring specialist support in all aspects of their care and support; the support the service provides includes socialising, communication, nutrition, sensory stimulation, intensive interaction and postural care.
- 4.17 The Cunliffe Enablement Centre is now well over 40 years old; built in the 1970's it was an early community based provision and at the time would have been at the forefront of improved care for people with disabilities and the move from institutional to community based care. As a Social Care building it in itself creates barriers to community participation and is only used by people who receive a social care service. This creates unnecessary dependency on statutory services and acts as a barrier to individuals accessing and participating in the community as citizens.

Engagement and Co-production with people who use our services

- 4.18 The review is being carried out using coproduction as an approach in line with the Social Services and Well-being (Wales) Act 2014. This legislation requires Local Authorities to use new approaches that focus on the strengths and assets of individuals and communities. Coproduction involves people throughout the process of the review redesign, delivery and evaluation of services.

Our engagement and coproduction activities in relation to Phase 3 were carried out between (November 2018 and September 2019). This work did not focus on any specific proposals related to the Erlas Garden Project and Cunliffe Enablement Centre sites, but on setting the context of the need to redesign services and to gather the views of individuals, carers, family members, advocates, staff and professionals as to how services might be provided and delivered differently.

A summary of the activities and the key findings can be found below:

- 4.19 Co-production Workshops - Four coproduction workshops for those who have support at Cunliffe Enablement Centre and Erlas Garden Project have taken place across the services which have afforded opportunities for individuals, carers, family members and advocates to gain an understanding of the context of the need to redesign services and to share their ideas and views on how services can be provided and delivered differently. A workshop was also held with a number of professionals to gain their views. Attendance was approximately 50% of people we support.
- 4.20 Questionnaire - A questionnaire was published on 'Your Voice' (the Council's consultation website) and details of the survey were provided to a range of services ie all councillors, youth services, colleges, supported living providers etc. The on line survey was published from 18th February 2019 with a closing date of 3rd April. The closing date was extended to 17th April 2019 to afford more time for responses. An easy read version was made available. The Advocacy service commissioned by the local authority are supporting service users where they are required to contribute their views and ideas independently. 74 responses were received on line and 13 responses in paper format.
- 4.21 Independent Advocacy Service review of Erlas Garden Project and Cunliffe Enablement Centre - The Council commissioned the North Wales Advice and Advocacy Association (NWAAA), an independent advocacy service, to undertake work for us. NWAAA carried out a number of talking sessions with people who use Erlas Garden project and the Cunliffe Enablement Centre. The sessions were designed to promote conversation about peoples experiences of the service, what they valued about it and any ideas for development or change. A number of different techniques were used to ensure accessibility, these included Coffee shop Conversation, good day/ bad day, ideas board. All expressed views were written down and or illustrated with the participants to ensure accuracy, transparency and further areas for exploration. The information gathered was presented in reports with reference to the areas of inquiry set out by WCBC in our consultation booklet (see Appendix 2 &3).

NWAAA presented their findings to an All Member Workshop on October 15th.

- 4.22 Disability Service Employees - Staff have been involved throughout the process and a team day was held to bring the whole service team together. The day enabled the staff team who are working with people who use the service to take forward new ideas, to reflect on the service provision and their practice in the context of an asset based and community focused approach to well-being.

Key Findings

- 4.23 Key findings from this engagement show that there is general agreement that support services should be community focused and that individuals should have opportunities that promote their independence and choice. A number of respondents highlighted the importance of individual choice in determining what opportunities they participate in. There was a common theme around having a community hub in the town centre from where people can access activities.

Many respondents suggested building networks with third sector organisations, businesses, colleges and schools to develop accessible opportunities for people with disabilities, suggestions included apprenticeships and training for individuals who want to move into work.

Areas of concern expressed by those who contributed were around the need for suitable accessible facilities in the community, suitable transport and enough support for individuals to participate in the community activities they choose.

Some responses highlighted the benefit to family carers in having a break as a result of the support provided to the individuals they care for.

Proposals for a Future Service Model

- 4.24 The proposal is for the Council to reshape day and work opportunities services to deliver more flexible, person centred services that are fit for purpose, offer quality, are sustainable and make more effective use of available resources. This proposal has been developed in the context of duties placed on local authorities under the Social Services and Well-being (Wales) Act (2014) and the Well-being and Future Generations (Wales) Act requiring different ways of supporting individuals to achieve their identified outcomes. Individuals will have opportunities to participate in their own communities, promoting choice, control and social inclusion.

The emphasis is on preventing the need for services and developing more support in the community by the community.

To achieve this necessary transformation the council needs to relocate services provided at Erlas Garden project and Cunliffe Enablement Centre and focus on community participation for people who use the services provided by Social Care.

- 4.25 Following the co- production and engagement work to date the emerging themes for the shape of services in the future is:
- Move away from centralised services based in the Cunliffe Enablement Centre to provision via a range of community settings which would lead to the eventual closure of Cunliffe Centre;

- Close Erlas Garden Project as a business project managed by Social Care. It is proposed some provision on the Erlas site continue with opportunities for development to be explored with the Victorian Walled Garden or with other community organisations as part of long term plans.

A full account of the Evaluation of Options is included at paragraph 7.

Managing Change and Developing Our Future Service Model

- 4.26 Having accessible and supportive communities is the basis for the preventative and enablement model of well-being promoted by the Social Services & Wellbeing (Wales) Act and the Well-being of Future Generations Act. There will be a need to invest in community resources and support that can enable access for those individuals who face the greatest barriers to community inclusion. This approach invests in the community and by doing so creates a more inclusive offer to the whole population. This is in line with and would support our duty to deliver preventative services, information advice and assistance to people who request it.
- 4.27 Person centred assessments, identifying outcomes and the transition arrangements for individuals will be key to delivering any proposal successfully and reducing any negative impact for people we support and their families/carers. Dedicated support worker time will be provided to support any changes and there will be involvement of advocates as required. Individuals will be supported to participate in a person centred assessment to identify their personal outcomes and agree support plans that enable their outcomes to be achieved. The focus will be on promoting independence, promoting community participation, offering choice and control to individuals, strengthening natural support, being person centred and meeting individual outcomes.

Support plans will be developed in full partnership with individuals, their families/carers and staff to ensure a robust, carefully managed and sensitive approach.

- 4.28 The model going forward is intended to deliver person centred services, increasing choice and control, be locally provided, flexible and sustainable. A model which delivers the key outcomes required from the Social Services and Wellbeing (Wales) Act.

Bringing together staff resources from Cunliffe Enablement Centre and Erlas Garden project and ceasing to run the business project would provide the staff resources required to support the delivery of a range of community based services and also support for a dedicated service for people with complex needs across Wrexham.

Next Steps

The work being undertaken to design future models of support will be based on a coproduction approach with individuals who will require support to be able to participate. More workshops and individual work will be required. Discussions will be necessary to determine any capital expenditure requirements to support community development. Consultation with the wider community will take place on the proposals developed by individuals, families and other partners.

The savings identified have already been achieved within reshaping work undertaken in the Disability Service enabling proposals and implementation of changes for phase 3 to take place over the next 12 to 18 months.

On completion of work to define new models a formal proposal will be taken to Executive Board. Prior to this an updated report could be provided to the Safeguarding, Communities & Wellbeing Scrutiny Committee.

5. IMPLICATIONS

5.1 **Policy Framework** – This work supports the vision for reforming Adult Social Care detailed in the Social Services and Wellbeing (Wales) Act 2014. It is also in line with:

- Sustainable Social Services for Wales, A Framework for Action 2012
- The Well-being of Future Generations (Wales) Act 2015
- Council Plan 2017 – 2022; People:
- supporting sustainable, active and self-reliant communities while safeguarding those at risk
- Supporting people to have positive aspirations, learn and achieve their potential
- Support people to live independent lives within their community.

5.2 **Budget** – This proposal forms part of the 19/20 budget savings proposals for Social Care. An estimated saving of £334K was identified across the 3 phases of the reshaping.

Capital investment into community facilities will be required. Community resources will need to be developed to ensure that they are accessible for individuals with complex needs reducing barriers that create isolation and segregation so that individuals can have the same experiences and opportunities as the rest of the citizens of Wrexham.

5.3 **Legal** – Legal issues relate to:

- A legal requirement for a period of consultation with affected Service Users and their families/carers and staff
- WCBC has a legal responsibility to meet its statutory duties, notably the general duty to promote the well-being of adults who need care and support having regard to the statutory principles applicable and promoting the adult's independence where possible in accordance with the Social Services and Well-being (Wales) Act 2014.

5.4 **Staffing** – At this stage in the reshaping there is no proposed reduction in support worker or management posts. It is envisaged that job roles may change in order to deliver the significant changes we are intending in reshaping the service. Consultation would be undertaken with any staff affected or at risk using the Organisational Managing Change toolkit. Discussions would take place with staff to look at options to mitigate any negative impact of the proposed changes for them. If there is any requirement for the staff establishment to change at a later stage in the

reshaping, options available to staff would include redeployment, and Voluntary Early Retirement (VER)/Voluntary Redundancy (VR). Vacancies have been managed over a period of time and some posts recruited to on a temporary basis to reduce the impact on staff.

- 5.5 **Equality/Human Rights** – Members are advised of their duty to consider the full Equality Impact Assessment which is available at <http://vmwinsqld/equalityisalive/Menu.aspx> report number ASC/EIA00075/2017. Members of the public can request a copy of the full Equality Impact Assessment from the Contact Officer named in the header box of this report. A summary of the Equality Impact Assessment is attached at Appendix 4.

The development of this day service model would have a positive impact on equality and diversity issues. It would increase the choice of care and support available to individuals with Disabilities and their carers and enable people to access services from within or close to their own communities.

- 5.6 **Risks** - Risks will be managed throughout the project in accordance with the corporate Project Management toolkit.
- Without the modernisation of Day and Work opportunities there is a risk that individuals will not be supported in a way which will help them to achieve their wellbeing outcomes
 - The reshaping of Day and Work Opportunities contributes to the management of financial risk and the development of sustainable services.
 - The risk of compulsory redundancies will be managed by working closely with affected staff, HR and Trade Unions to ensure all options available to staff are clearly communicated and explored.

6. CONSULTATION

As outlined in the Wrexham County Borough Council Involvement Strategy 2018 – 2022, there is a need to broaden the focus from being predominantly on formal consultation, to 'involvement'. The requirement to consider how we more effectively 'involve' citizens and work collaboratively with them is highlighted in a number of places:

The Local Government Wales Measure (2011)
The Well-being of Future Generations Act
Social Services and Well-being Act
Wrexham Public Service Board's Well-being Plan
Our Council Plan
Our Single Equality Plan

Future work with individuals, families, staff and partners will be undertaken with a co production approach so that any service redesign is based on what matters to those who require support. Advocacy services will be secured where it is required. The

authority's Consultation and Engagement toolkit provides a framework for this approach.

7. EVALUATION OF OPTIONS

Option 1 - Do nothing and continue to run Erlas Garden project as a business project and provide support to individuals in the business. Leave Cunliffe Enablement Centre open to provide services in its current form. It is necessary to respond to the new legislation and meet identified individual outcomes through flexible person centred approaches giving choice and control to individuals. In addition it is necessary to develop specialist services that can meet the needs of people with complex needs and those not currently catered for. The current provision does not fit the future direction of travel for the delivery of Social Care and continued investment into Erlas Garden project and Cunliffe Enablement Centre in their current form will limit the Council's ability to fulfil its statutory duties.

7.2 **Option 2 - Decommission the services.** Current service users will still require support and there will be a continued requirement for Social Care to meet the assessed needs of individuals currently attending the provision.

7.3 **Option 3 - Decommission the services and do something different.** This option although causing significant change for individuals would lead to support being developed to deliver a person centred approach that is flexible and proportionate and is focused on achieving individual outcomes, linked to the National Outcomes Framework. The focus is on promoting the independence of individuals within their own homes and communities wherever possible and enabling people to make full use of or recovery of their abilities and capacities. The emphasis is on preventing the need for services and developing more support in the community by the community. This option would also provide a resource to meet the needs of individuals with the most complex needs.

The detail for each service would be:

7.4 The Cunliffe Enablement Centre is no longer required and the provision moves to a range of community settings.

Table 2 below shows potential areas that could be developed through coproduction:

Town centre hub
Why: Many people express a desire to participate in town centre activities including work, volunteering, leisure and learning.
What could be possible; Develop an accessible and inclusive hub with changing facilities for people with a range of disabilities.
Leisure centre facilities
Why: Many of the activities and therapies individuals with complex needs access are similar to those most people would undertake in community leisure facilities. Activities that are suited to a leisure centre environment could be provided there thus improving equality and access.
What could be possible: Explore with leisure centre partners to develop accessible

health and wellbeing opportunities for citizens with complex needs such as hydrotherapy, rebound, postural care, exercise programmes.
Wellbeing /outdoor environment projects
Why: There are significant wellbeing benefits to outdoor opportunities and benefits from being in an environment rich in diverse ecology.
What could be possible: Work with partners to explore options to retain some activity at Erlas within the housing and community developments on and around the site. Explore options to develop new community opportunities in other places around Wrexham utilising our parks and outdoor spaces.
Alyn Waters already has Pedal power and Caffi Cyfle at the visitor centre and there may be opportunities to build on this.
Asset Based Community Development and Community Participation
Why: Being part of community is important for everyone. The social services and wellbeing act requires us to work with people in ways that support community participation enabling people to develop supportive networks and maximise their natural support.
What is possible: Working with communities and community councils, community agents, local organisations and citizens maximise the benefits of community assets by extending access and sharing use.

Erlas Garden project will close as a business project managed by Social Care. It is proposed some provision on the Erlas Garden project site continue whether as part of the Victorian Walled Garden or with other community organisations as part of long-term plans.

The current provision at Erlas Garden project will need to adapt around the development plans which include significant disruption with demolition, building and engineering work being undertaken on and around the site. This will require vacating the site for a significant period of time while major work is undertaken and once completed it is likely the heavy logging activity currently operating on the site will no longer be feasible.

BACKGROUND PAPERS	LOCATION	WEBSITE INFO.
Wellbeing statement		https://socialcare.wales/cms_assets/hub-downloads/Handout_National_Well-being_Statement.pdf
Social Services & Well-being (Wales) Act 2014 (easy read)		https://gov.wales/sites/default/files/publications/2019-06/social-services-and-well-being-wales-act-easy-read.pdf
Examples of external activities	Appendix 1	https://www.wrexham.gov.uk/assets/pdfs/committees/sds-appendix-1-external-

		activity.pdf
NWAAA summary reports	Appendix 2 & 3	https://www.wrexham.gov.uk/assets/pdfs/committees/sds-appendix-2-erlas-review.pdf https://www.wrexham.gov.uk/assets/pdfs/committees/sds-cunliffe-reviewfinal-draft.pdf
Summary of Equalities Impact Assessment	Appendix 4	(attached)