



Cyngor Castell-nedd Port Talbot  
Neath Port Talbot Council

## **NEATH PORT TALBOT COUNTY BOROUGH COUNCIL SOCIAL CARE HEALTH & WELL-BEING CABINET BOARD**

**19<sup>th</sup> December 2019**

### **Report of the Head of Adult Services – Angela Thomas**

#### **Matter for Decision**

**Wards Affected** All Wards

### **REMODELLING AND RELOCATION OF COMPLEX NEEDS DAY SERVICES**

#### **Purpose of the Report**

To seek Members approval to remodel and relocate the current Complex Needs Day Services based at Abbeyview, Brynamlwg and Trem Y Mor.

#### **Executive Summary**

This report sets out the proposal to close Abbeyview Complex Needs Day Service and develop a service in Rhodes House that will meet the needs of people with learning disabilities and challenging behaviour or a diagnosis of Autistic Spectrum Disorder (ASD). Current service users will be located in the complex needs day service that is best able to meet their needs (Brynamlwg, Trem Y Mor or Rhodes House). Complex Needs Day Services are for those people with significant and profound physical, sensory, cognitive, behavioural and health needs. The services are pan disability in nature, although the majority of support is still provided to those with significant learning disabilities. The services are operational Monday to Friday from 8am to 5pm.

Eligibility for service: over 18 years of age and residing within the borough of Neath Port Talbot.

The day services currently support 66 individuals across the three sites at a direct cost of just over £1,785,000 annum. In addition the Environment Directorate spends a further £527,000 per annum to transport people to and from day services.

## **Background**

The original proposal presented to the Social Care Health and Well-being Cabinet Board in November 2018 was to enter into public consultation regarding a remodel and relocation of the current Complex Needs Day Services; to maintain three day centres but to relocate from Abbeyview and use Rhodes House instead.

There is an ongoing demand for day services for Adults with complex needs. Day services provide a safe environment for people where they can develop life skills and engage with other service users but where their needs can be met, which includes physiotherapy and speech and language support. Day services also enable carers to have a break from their caring responsibilities and in many cases this enables parents/carers to take up or continue their employment.

## Proposal

Abbeyview – based on an industrial estate in Neath Abbey.

Brynamlwg – based in Aberavon, Port Talbot.

Trem Y Mor – based in Sandfields, Port Talbot.

Rhodes House – based on the same site as Brynamlwg, in Aberavon, Port Talbot.

The current set up using 3 day centres - Abbeyview, Brynamlwg and Trem Y Mor, which offer a service based on where people live, is to be replaced by a service which focuses on people's main area of need, recognising the need to develop and offer a service for those individuals who have a diagnosis of ASD and learning disabilities and who present with challenging and/or complex behaviour as this service

is currently not available 'in house'. It is planned to locate the new ASD service at Rhodes House.

Functioning on a catchment basis has led to inappropriate combinations of people within buildings. This means that someone with significant behavioural support needs can be placed alongside someone with exceptionally frail health and who may be totally dependent on staff/carers for all aspects of their daily life. This can prove challenging to manage on a day to day basis for both managers and frontline staff teams.

It is proposed to develop specialist services that deliver targeted types of support to specific groups of people:

- Autism – the Local Authority does not at present have a service that delivers this type of support and this is currently commissioned from external agencies.
- Health Care – people who require this support are currently dispersed across the three day services.
- Complex Generic – for those with significant needs but who do not fit into the two services above.

Rhodes House has been adapted to provide facilities which will meet the needs of those individuals who may present with behavioural problems, and includes a number of smaller rooms where individuals can spend time alone, and away from other services users if they wish to, and as a result protecting themselves and others. The other day services would offer a complex health and disability service based at Brynamlwg and a service based at Trem Y Mor that will meet the needs of people with moderate to severe learning disabilities. Brynamlwg remains fully equipped and environmentally appropriate to support people who have significant health needs.

There are no plans to change to use of the 16 bedded short breaks service which is also located at Trem Y Mor.

To ensure that people access the most suitable service to meet their personal outcomes and their needs they will be assessed by day services teams who know the individuals and family members.

#### Alternative External Provision

There are 32 people who receive a service from one of several day care providers in the local area. These are commissioned services and are provided by either Ace Day Services, Amman Valley services, National Autistic Society (NAS) or Tomms Care. These day services in the main provide support to people with a diagnosis of Autism and who also have significant learning disabilities and often present with challenging behaviour. The costs range from £113.00 per day to £258.11 per day with an average overall cost of £167.63 per person per day and a total cost of £20,954.15 per week (£1,047,707 for a 50 week service).

The cost of transporting people to these external services is paid in addition to the cost of the service.

#### Current Local Authority Provision

Abbeyview currently accommodates 17 service users.

Brynamlwg currently accommodates 18 service users.

Trem Y Mor currently accommodates 28 service users.

#### Proposed Local Authority Provision

Brynamlwg – proposal is for 18 service users to attend.

Trem Y Mor – proposal is for 31 service users to attend.

Rhodes House – proposal is for 17 service users to attend.

#### Predicted needs

Although it is not possible to identify exactly how many young people will need a day service when they reach adulthood or those adults who do not currently access a day service but may need to in the future, it is possible to estimate the need based on the numbers of children known to Children's Services who have complex needs and most of whom attend Maes y Coed school. There are 29 children aged between 12 and 17 who are likely to need a day service from the

complex needs service in the future. The figures below only take account of those children who are currently known to Children's Services, and there may be a number of others who also need a service.

<u>Age</u>	<u>Number of children currently known to Children's Services likely to need a service</u>
Aged 17	6
Aged 16	7
Aged 15	7
Aged 14	3
Aged 13	2
Aged 12	4

There will also be a small number of people who no longer access complex needs day services (as a result of ill health, age, death, change of circumstances etc) but it is hard to predict these numbers. However, in the past 2 years, 7 people have left the service and a further 3 have passed away. Of the 7 who left the service 6 are receiving an alternative service (either via a Personal Assistant or via the Care Home in which they now live).

#### Current Direct costs

Abbeyview - £491,840 pa (includes a contribution from Health of £31,670)

Brynamlwg - £628,830 pa (includes a contribution from Health of £79,200)

Trem Y Mor - Cost of day service £665,010 pa (includes a contribution from Health of £66,314). This does not include the cost of the Respite Unit.

Total cost of day centres (including Health Contribution) is £1,785,680 meeting the needs of 66 people (£27,056 per person per year or £125.26 per person per day based on average attendance of 4.5 days per week for a 48 week year). (Total cost to Local Authority is £1,674,810).

In addition the Environment Directorate spends a further £527,000 per year transporting people to and from services.

### Resource Implications

Consultation with the staff in the current day services will take place with a view to staff being employed at their site of choice but giving consideration to their grade, skills and experience and ensuring that the mix of staff and skills are adequate in each resource to ensure that the needs of service users are met. Training will be put in place to ensure that staff are equipped with the right skills to manage the service user group they work with although it is recognised that the staff are well trained and skilled already.

### Options

1. Do nothing – i.e. leave the service as it is at present without making the changes proposed in this report. Abbeyview, Brynamlwg and Trem Y Mor complex needs day services to remain in place.
2. Change as proposed in this report - i.e. close Abbeyview site and relocate service users to either Brynamlwg, Trem Y Mor or the new ASD/Behaviour Service located at Rhodes House. This proposal is based on meeting the needs of service users in a provision most suited to their needs and to meet their personal outcomes. This would be the preferred option.
3. Commission with local day service providers to meet the needs of service users who are assessed as needing a day service to meet their outcomes. Average cost of £167.63 per person per day (which meets the needs of someone with complex needs), £41,907 pa per person (based on 5 days per week x 50 weeks per year).

## **Financial Impacts**

It is not anticipated that the cost of delivering an ASD/behavioural service from Rhodes House will be any more expensive than the current cost of providing a service from Abbeyview. The current costs of staffing for Abbeyview is £478,240 pa plus the cost of rent and utility costs. The current costs of Abbeyview in total are £491,840 (which includes a contribution from Health of £31,670).

## **Integrated Impact Assessment**

An Integrated Equality Impact screening assessment on the proposed changes to the Complex Needs Day Services has been undertaken to assist the Council.

A first stage impact assessment has been undertaken to assist the Council in discharging its legislative duties (under the Equality Act 2010, the Welsh Language Standards (No.1) Regulations 2015, the Well-being of Future Generations (Wales) Act 2015 and the Environment (Wales) Act 2016). The first stage impact assessment has indicated that a more in-depth assessment was required.

An overview of the Integrated Impact Assessment has been included below in summary form only and it is essential that Members read the Integrated Impact Assessment, which is attached to the report at Appendix 1, for the purposes of the meeting.

## **Valleys Communities Impacts**

No implications to the community as a whole however it is recognised that some individuals may have a slightly longer journey to the day service but this will be minimised as much as possible by different routes being planned. It will not impact on the activities the individuals will take part in at the day services.

## **Workforce Impacts**

There are no post deletions suggested in this proposal rather a redeployment of staff within their existing pay grades. Staff will undertake the same type of work but possibly in different locations.

This will mean undertaking a formal Management of Change process with staff teams. People will be asked to express an interest in posts and will be slotted in and matched based on the following: preference (where possible), gender, mix and numbers of staff required within the service. The Complex Needs Service employs 65 staff ranging from Grade 1 domestic staff to Grade 9 and 10 Service Managers. Specific events will be provided to these team members during the formal consultation process.

## **Legal Impacts**

No implications.

## **Risk Management Impacts**

No implications.

## **Consultation**

This item has been subject to external consultation; public consultation has been carried out.

On 8<sup>th</sup> November 2018 Members approved a 45-day public consultation in respect of the proposed changes. During the period 21<sup>st</sup> November 2018 – 30<sup>th</sup> January 2019 a number of consultation and engagement activities took place. The outcome of the activity is detailed in the Consultation Report - Appendix 2.

In summary the main concerns raised during the consultation process focused on the following points



- Brynamlwg is too small for the number of wheelchair users, and not really designed for the intended purpose.

Response – we are confident that the size of the building is more than adequate to accommodate the number of service users proposed (18). However, not all service users will be in the building at any one time as some will access community based activities with their worker from Brynamlwg on a 1-1 basis, and others will access services such as hydrotherapy. In addition some services users attend on a part time basis. The building has been assessed by the Buildings and Compliance Manager who is satisfied with it. There are 5 fire exit doors in use. A room has been created to house an additional ‘Snoezelen’ Sensory room and funding has been agreed to purchase the necessary equipment. This is in addition to the current ‘Snoezelen’ and will assist with posture management and enable service users to come out of their wheelchairs.

- Greater travel time for some service users.

Response – planning has taken place with the Transport Department who have agreed that they will be able to reconfigure runs so that there will be fewer ‘pick ups’ which will minimise the additional time spent travelling. It is recognised that service users who live in Neath may have a slightly longer journey as they will travel from Neath to Port Talbot instead of to Neath Abbey. It is not expected though that their journey will be more than 20 minutes longer.

- Is separation of people by needs/behaviours a good thing, as opposed to integration?

Response - We are confident that we can meet people’s needs more effectively by providing specialist support services in each specific setting. This does not mean that each of the three settings will exclusively offer support to people with, for example, ASD or wheelchair users but it is expected that people with the highest levels of need will benefit from being provided with specialist services in an appropriate and adapted environment with staff trained and knowledgeable in specific disabilities. This will enable staff to more effectively work with service users to meet their individual personal outcomes.

## **Recommendations:**

It is recommended that Option 2 be approved as follows:

1. That the site at Abbeyview be closed;
2. That the Complex Needs Day Services be provided at Brynamlowtg, Trem y Mor and Rhodes House;
3. That the needs of the service users be met in the day service provision most suited to their needs and to meet their personal outcomes.

## **Reasons for Proposed Decision:**

To enable the Council to:

- a) Develop services in line with people's specific requirements both current and future;
- b) Improve and enhance the quality of service deliver;
- c) Develop sustainable services with clear pathways;
- d) Enable the authority to be able to deliver a service to meet the needs of those people with a diagnosis of ASD, learning disabilities and challenging behaviour.

## **Implementation of Decision:**

The decision is proposed for implementation after the three day call in period.

**Appendices:**

Appendix 1 – Integrated Impact Assessment.

Appendix 2 – Consultation Report.

**List of Background Papers:**

Report to Social Care Health and Wellbeing Cabinet Board presented

8<sup>th</sup> November 2018 - Proposed Remodel and relocation of Complex Neds Day Services.

<http://moderngov.neath-porttalbot.gov.uk/documents/s42379/Proposed%20Remodel%20and%20Relocation%20of%20Complex%20Needs%20Day%20Services.pdf>

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