

# Agenda Item 9.



## Report of the Cabinet Member for Care, Health and Ageing Well

Cabinet – 20 September 2018

### Outcome of Consultation in Relation to the Day Services Commissioning Review

<b>Purpose:</b>	The report summarises the results of the recent consultation on the preferred options emerging from the Day Services Commissioning Review. It also provides final recommendations to Cabinet on how to proceed, taking account of these results and the associated Equality Impact Assessments.
<b>Policy Framework:</b>	Social Services and Well-Being (Wales) Act 2014
<b>Consultation:</b>	A 12-week public and staff consultation was conducted from 30 <sup>th</sup> April 2018 to 23 <sup>rd</sup> July 2018.
<b>Recommendation(s):</b>	Cabinet is asked to consider the following recommendations: <ul style="list-style-type: none"><li>• Recommendation 1: Remodel day services for older people so they focus on complex needs only going forward.</li><li>• Recommendation 2: As a consequence of the above, close Rose Cross and the Hollies Day Services ensuring that all those affected are fully supported through the process.</li></ul>
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## **1. Executive Summary**

- 1.1 In line with the corporate process, Adult Services has conducted a Commissioning Review of Day Services for Older People, and publicly consulted on the preferred options emerging from the Gateway 2 stage of the process.
- 1.2 This paper provides the background to the review, the preferred options and the service specific implications, the findings from the public consultation and the associated Equality Impact Assessment, and final recommendations on the way forward for Cabinet.
- 1.3 Swansea Council recognises that it needs to shape the services that it delivers internally and those that it commissions externally to meet 21<sup>st</sup> century needs.
- 1.4 In line with the principles of the Social Services and Wellbeing (Wales) Act, the Council agreed a model for Adult Services in 2016 which had the following key principles at its core:
  - Better prevention
  - Better early help
  - A new approach to assessment
  - Improved cost effectiveness
  - Working together better
  - Keeping people safe.
- 1.5 In undertaking the review of Day Services for Older People these principles have been central to reaching a position of a preferred direction of travel.
- 1.6 The preferred option of the Day Services review was to refocus internal provision on complex care and no longer deliver care for non-complex needs.
- 1.7 Shaping the service in this way would support the key principles of prevention and early intervention by ensuring those with complex needs are supported to remain at home for longer as well as provide much needed respite for carers.
- 1.8 It would allow Swansea Council to provide a specialist service for those with complex needs, striving to provide better care for Swansea residents because we would be able to upskill our staff to concentrate on providing this specialist service in a way that we are currently unable to do by needing to cater for people with a range of complex and non-complex needs.
- 1.9 Less capacity would be needed and therefore, subject to consultation, the proposal was that the Hollies and Rose Cross Day Service buildings may close, although provision would be maintained on the remaining day service sites.
- 1.10 All existing attendees would be fully supported with individual move on plans to either access an alternative day service place if they have complex needs or other support in the community if they do not have complex needs. Other support in the community might include support to meet up regularly with family and friends, involved in local community groups and activities or support

from a Local Area Coordinator. For those with complex needs, it is envisaged that the majority of attendees would attend their nearest alternative day centre; for the Hollies, this would be Llys Y Werin in Gorseinon and for Rose Cross, this would be St Johns in Manselton.

- 1.11 In the event that the proposals were agreed following the consultation, alternative uses for the Hollies Day Service would be looked at and the potential to use the building to complement the co-located home would be explored. In relation to Rose Cross, as the day service is located within the Home itself, much needed additional communal space could be provided for residents in the home itself which would add value to their stay there.
- 1.12 In reaching these proposals, a wide range of options were considered and discounted. These are detailed in Section 7 of Appendix 1 to this report and included maintaining the status quo, and externalising all services including the use of alternative delivery models. Once the preferred options had been identified, the evaluation exercise considered the relative suitability of each of the internal buildings to deliver the preferred future model in order to reach the proposal that the Hollies and Rose Cross Day Services should close.
- 1.13 The Council has recently undertaken a 12-week consultation on the proposed future model for day services and specifically the closure of the Hollies and Rose Cross Day Services.
- 1.14 The consultation responses are summarised in this report alongside the Council's response and mitigation where appropriate.
- 1.15 The key themes highlighted in the consultation are as follows:
  - Support for the model and agreement that the Council should focus on complex needs to ensure those most in need continued to receive services and that they were financially sustainable for the future.
  - A suggestion that community-based options often provided a better solution for people than a traditional day service.
  - Concern that there was a lack of logic and rationale behind the proposed changes.
  - Feeling that day services acted as preventative services which were often the only chance that older people had to socialise and taking this away would lead to further loneliness and isolation and have a detrimental impact on wellbeing. There was also a concern that there were a lack of viable alternatives.
  - There was potential to create alternatives to day services through co-productive approaches to which older people could contribute, but support was needed including suitable transport.
  - The Council should not focus on complex needs only because it was felt that there were no alternatives and the proposed closures would impact negatively on the respite needs of carers.
  - Despite concerns over social isolation and the impact on carers, some respondents still stated that they were in support of the proposals having taken account of this potential negative impact.

- Perception from a small number of respondents that older people had been betrayed having contributed all their lives through taxes only to be denied the support they need.
- Concern that the proposals were about savings and in the future more people will not be able to cope and need support to meet other people.
- Concern that areas to the North and East of Swansea would no longer have day services in the event that Rose Cross and the Hollies day services were to close.
- Concern that attendees would have longer journeys to access day services in the event that Rose Cross and the Hollies day services were to close.
- Some respondents did not want things to change and were worried about the impact and people 'losing out'.
- Comments were made by the attendees and family members at the Hollies that people would be split up and lose friendships.
- Comments were made by attendees and family members at the Hollies that Pontarddulais has its own unique culture, and the culture would be different at an alternative day service.
- The condition of the building should not have been a factor considered within the evaluation criteria used to determine which day services should close.
- The Council needed to be clearer how the remaining services will be equipped to meet the increase in complex needs going forward.

1.16 The counter proposals put forward were as follows:

- Savings should be made elsewhere in the Council and day services should consequently remain for those that need them. It was proposed that the budget for day services should be increased.
- The Council should change the way in which services were procured to release savings. There was a belief that bringing services in-house would be cheaper for the Council.
- All day services should be outsourced as it was believed that this would be more cost effective.
- Joint commissioning across health and social care would achieve savings for the Council.
- Charges should be introduced to keep day services for older people open.

1.17 In general whilst there was not majority support for the model or the proposal to close the Hollies and Rose Cross Day Services, there was still a level of support for the model itself and the Council identified no viable alternatives which would allow people to maintain independence and remain at home for longer in line with the principles of the Social Services and Wellbeing (Wales) Act whilst at the same time achieving the necessary savings required in line with the overarching Adult Services model.

1.18 The Council has addressed each of the concerns put forward in the consultation and provided mitigation where possible, details of which can be found in the main body of this report

1.19 There were no concerns put forward that could not be mitigated or for which there was no response which alleviated the concerns.

- 1.20 Of paramount importance if the proposals are to go ahead will be to ensure that the wellbeing of current attendees at the Hollies and Rose Cross Day Services is maintained and any moves are carefully and thoughtfully planned involving attendees, their families where appropriate, and a social worker. If a decision is taken to close the Hollies and Rose Cross, each resident will have an individual social work assessment to determine their unique needs and determine appropriate move on plans.
- 1.21 From the outset, staff were fully engaged in the potential remodelling of service and from the start of the consultation were supported to wherever possible find alternative employment in line with the Council's HR processes. In line with the Council's HR policies, all staff who were potentially affected were given immediate access to the Council's redeployment processes at the beginning of the consultation period as this is standard process where there is an understanding that an employee might be at risk, but a final decision has not been taken. Some employees have already been successful in securing alternative employment. Some employees have already indicated that they would like to be considered for redundancy in line with the Council's Early Retirement Scheme/Voluntary Redundancy, and have been given provisional figures to allow them to consider this option further. In the event that a decision is taken to close Rose Cross and the Hollies Day Services, the staff involved will be given an extended notice period and be formally put at risk. Alternative employment for those that want it will be sought through the Council's redeployment scheme and those who would rather leave the organisation will be supported through the Council's Early Retirement/Voluntary Redundancy Scheme.
- 1.22 Whilst a key driver for this change is to remodel the service to meet the needs of those most vulnerable in the City and County of Swansea, adopting this approach will also allow Adult Services to meet considerable budgetary challenges to allow them to deliver financially sustainable, high quality services. The proposed model also supports the principles behind the Well Being of Future Generations (Wales) Act, specifically the wellbeing goals of a resilient Wales and a healthier Wales by developing sustainable services for the future and services which allow an ageing population to maintain their independence for as long as possible.
- 1.23 It should be noted that if these recommendations are agreed, the Commissioning Review in relation to Day Services for Older People will be complete and it is not envisaged that any further review will take place during this administration.
- 1.24 Remodelling the services in this way should allow the Council to provide better services, and allow people to meet their desired outcomes whilst delivering better care and ultimately keeping people safe and secure for the reasons explained earlier in this executive summary.

## **2. Background:**

- 2.1 In line with the Council's Corporate Commissioning Review approach, a review was undertaken of day services for Older People in 2016. This review looked at those services both provided directly by the Council and those services that are commissioned from the independent sector.
- 2.2 The review set out a range of options for the way forward.
- 2.3 A stakeholder workshop took place to ascertain feedback surrounding the advantages/disadvantages of the full range of options on 10<sup>th</sup> June 2016.
- 2.4 Stakeholders included a range of internal and external providers, care managers, support and inter-related services, carers, representative groups and elected Members.
- 2.5 Following the stakeholder workshops, a dedicated session was also held with the Trade Unions on 21<sup>st</sup> June 2016 to talk through their views on the options.
- 2.6 The detailed option appraisal was then held on 27<sup>th</sup> June 2016.
- 2.7 The Panel for the option appraisal comprised the Commissioning Review Lead, the Principal Officer, the Head of Adult Services, Chief Social Services Officer, the then Cabinet Member as well as representatives from Legal, Finance, Procurement, HR and Corporate Property.
- 2.8 On carrying out the appraisal, it was concluded that the original set of options were too extensive and complex. The options for the review were therefore refined to make them more straight forward and understandable.
- 2.9 The criteria used to appraise each option focussed on the following:
  - Outcomes
  - Fit with strategic priorities
  - Financial impact
  - Sustainability/viability
  - Deliverability.
- 2.10 The full criteria are contained in the Gateway 2 report appended as Appendix 1 to this report.
- 2.11 The options were considered against 3 distinct categories as follows:
  - 1) Overall Day Services Model
  - 2) Delivery Model
  - 3) Income Generation
- 2.12 The preferred options for Day Services for Older People were as follows:
  - 1) Overall Day Service Model:  
Preferred Option: Develop service with reduced capacity refocussing day centres on higher dependency, complex/dementia care, but also act as

community hubs to offer activities and community contribution through an expanded range of tier 2 services and local area co-ordination.

- 2) Delivery Model:  
Preferred Option: Mixed Delivery with clearly defined internal and external services
  - 3) Income Generation:  
Preferred Option: Flat rate charge for access to services under community hub provision which do not meet an 'assessed for' eligible need.
- 2.13 A more detailed rationale is provided within the Options Appraisal Matrix within the Gateway Report at Appendix 1. However, in summary the preferred options scored highest on the basis of the following.
- 2.14 The preferred options would allow the Council to remodel the internal service to focus on more complex needs. In line with the Social Services and Wellbeing (Wales) Act, the focus of the service would be about aiming to achieve better outcomes for people with reablement and greater independence both for attendees and carers at its core.
- 2.15 An individual would be defined as having complex needs and eligible to access a day service if they had needs attributable to one or more of the following features and only a day service could meet that need rather than some other means of support:
- 1) Require support to remain at home due to high levels of daily living, personal care support and health needs including dementia; failure to provide day service may lead to inability to remain at home.
  - 2) Require support to enable reablement or maintenance of daily living skills to enable the person to remain in the family home.
  - 3) Evidence to support the well-being of older people where there is a risk of loneliness, isolation and depression which could lead to significant mental ill-health.
  - 4) Respite required for family and carers where there is a risk of the family situation breaking down.
- 2.16 This approach should also allow us to better manage demand by providing better support to individuals with complex needs and their carers through having a service which focused on complex needs.
- 2.17 We would be able to upskill the workforce to focus on complex needs and therefore provide a higher quality service to those that attended, including the potential for therapy input if needed. Those with non-complex needs would still be entitled to have any eligible needs met but this would not be via a day service. Many service users would be better supported through other means in their local communities, drawing on the support of Local Area Coordinators where applicable and other naturally occurring opportunities in communities. Those with non-complex needs would still be entitled to have any eligible needs met but this would not be via a day service.

- 2.18 From a financial perspective, refocussing the service on complex needs would mean that less places were required which would release an overall saving on the delivery of day services.

### **3 Implications of the preferred options:**

- 3.1 Some detailed modelling was undertaken to determine the potential impact of the proposed options in terms of reduction of day service places based on current and projected demand in line with the preferred options.
- 3.2 In order to consider the specific implications, each preferred option will be considered in turn.
- 3.3 *Preferred option 1: Develop service with reduced capacity refocussing day centres on higher dependency, complex/dementia care, but also act as community hubs to offer activities and community contribution through an expanded range of tier 2 services and local area co-ordination.*  
The modelling exercise indicated that reducing capacity of day services places from 440 to 315 (a reduction in 125 places), would allow the service to meet current and projected future demand in line with the preferred options. The reduction of the 125 places would equate to the closure of two day services. The modelling was based on an analysis of occupancy in February 2018, combined with projected increased demand in line with population growth by 2025, as well as assuming any of those on the waiting list had complex needs.
- 3.4 In terms of implementation if the proposal was agreed, in a similar way to how we managed the closure of the Beeches, we would need to undertake an individual social work assessment of need of each service user who currently attends day services to determine whether or not they had eligible needs and whether those needs were complex needs and consequently could be met through day service provision. This assessment would involve a social worker, the individual themselves and any carer/family as required. If it was determined through this assessment that the individual had complex needs, they would be offered a place in an alternative day service. If it was determined through this assessment that the individual did not have complex needs, an individual care plan would need to be determined as to how best to meet any assessed eligible need and if appropriate how this person would access support/social opportunities on leaving the service. This may include accessing support from a Local Area Coordinator if the individual lived in an area served by a Local Area Coordinator. This plan would then be put in place and reviewed to make sure eligible needs continued to be met and/or no safeguarding issues emerged. The individual would have a clear point of contact with the service should their needs change over time and greater support was required.
- 3.5 It should be noted that the approach taken at the Beeches delivered good outcomes for all concerned; those that were eligible accessed alternative services if they wished to do so and appropriate move on plans were agreed with the remainder. The transition arrangements proved successful and no safeguarding issues emerged. For example, some people no longer wanted to continue attending the day service, but wanted to achieve other outcomes



such as meeting a family member once a week. The social worker was able to work with the individual to ensure that outcome could be achieved, and the individual felt a greater sense of wellbeing as a consequence.

- 3.6 Since completing the Commissioning Review, it has been decided to not proceed with the second part of this preferred option to create Community Hubs as this approach has been superseded by the corporate Commissioning Review of Services in the Community. Tier 2 services will be developed in line with this model, or linked to existing hubs in the community.
- 3.7 A public consultation was therefore conducted in relation to Preferred option 1 to develop the service with reduced capacity refocussing day centres on higher dependency, complex/dementia care.
- 3.8 *Preferred option 2: Mixed Delivery with clearly defined internal and external services*  
Implementation of Preferred option 1 is contingent on there continuing to be a mixed delivery of internal and external services. This aspect of the review was also part of the public consultation.
- 3.9 *Preferred option 3: Flat rate charge for access to services under community hub provision which do not meet an 'assessed for' eligible need.*  
Due to the hub element of the preferred options not moving forward, this preferred option is now redundant. However, it should be noted the proposals surrounding charging for day services have been moved forward as part of the annual budget setting process.

#### **4 Specific impact on internal Services and mitigation:**

- 4.1 An evaluation exercise was undertaken to determine the services that would no longer be required as a result of implementation of the preferred options.
- 4.2 An evaluation workshop consequently took place on 31<sup>st</sup> January 2018 to evaluate each service against specific criteria.
- 4.3 The evaluation workshop comprised representation from Adult Services including the Head of Adult Services and Chief Social Services Officer, Finance, Building Services and Corporate Property.
- 4.4 An evaluation matrix (attached at Appendix 2) was utilised which assessed each day service against the following specific criteria as follows:

##### *Building Suitability:*

- Current Condition Survey
- Estimated investment in building required
- Fitness for purpose of existing building layout to deliver proposed future model
- Estimated value of site for redevelopment

##### *Location:*

- Availability of alternative day centre provision in the vicinity

##### *Current Level of Use:*

- Current occupancy levels
- Community links established/embedded in the community
- Flexibility of use aligned to future model
- Complexity of need of majority of attendees.

4.5 Each criteria attracted a score of up to 5 with a weighted maximum score of 175, with the higher the score indicating that the day service was most fit for purpose to deliver the proposed model. The criteria were driven by the suitability of the building itself to deliver the preferred future model.

4.6 The outcome of the evaluation led to the following overall scores:

<b>Home</b>	<b>Overall Score</b>
Norton Lodge	145
The Hollies	75
St Johns	150
Rose Cross	90
Ty Waunarwydd	130

4.7 The Hollies and Rose Cross Day Services therefore attracted the lowest score, and it was therefore proposed that the buildings would close if the preferred options emerging from the review were agreed.

4.8 At the time of writing the report, there were 9 attendees at the Hollies and 35 at Rose Cross Day Service. In order to mitigate the impact on those affected, a hold was put on new admissions to the Hollies and Rose Cross Day Services once the consultation commenced.

4.9 In order to inform their response to the consultation, each service user in The Hollies and Rose Cross was offered a social work review during the consultation period to determine whether they had complex or non-complex needs so they could understand how the proposals might affect them. However, if Cabinet do decide to proceed, a further social work assessment would be undertaken to ensure that their needs had not changed. If they had complex needs they would be offered a place in the nearest accessible day service to them. For the Hollies, most would therefore attend Llys Y Werin in Gorseinon, an externally commissioned service which is approximately 3 miles away. For Rose Cross, the majority would be relocated to St Johns in Manselton which is approximately 1 mile away. Social Services transport would be provided for anyone who relocated to another service.

4.10 If they did not have complex needs, a tailor made individual move on plan would be established and they would leave the service which ensured that any remaining eligible needs were met. This move on plan might for example involve identifying other opportunities for social activities and interaction either within their local communities or network of family and friends, and the social worker would work with them to put adequate arrangements in place to facilitate this.

- 4.11 The overall impact of the implementation of the model would be mitigated through the proposed approach to gradually phase out non-complex care in the remaining day services, so we would not review people in the other services or require them to move on at this stage.
- 4.12 If the proposals are agreed following the consultation, for those that might need our services in the future, only those with complex needs would be able to access them in the future. Those with eligible needs that are non-complex would have those needs met via alternative provision. Depending on the nature of the need, this may include signposting and support to access other forms or support as part of the social care and support planning process.
- 4.13 From a staff perspective, there were 5 employees potentially at risk who worked at Hollies Day Service and 7 potentially at risk who worked at Rose Cross Day Service.

## **5 Consultation process:**

- 5.1 Cabinet agreed to consult on the preferred model for day services at its meeting of 19<sup>th</sup> April 2018.
- 5.2 A 12-week public consultation consequently took place from 30<sup>th</sup> April 2018 to 23<sup>rd</sup> July 2018. It was agreed to carry out the staff consultation concurrently to ensure staff directly affected could also effectively have their say on the proposals.
- 5.3 The consultation specifically sought views on the following:
- The proposal to refocus Local Authority day services on complex needs only.
  - The Local Authority would consequently no longer accept new admissions to day services for non-complex needs.
  - The specific proposed closure of the Hollies and Rose Cross Day Service buildings.
- 5.4 The consultation was carried out using a questionnaire. The survey was available online and hard copies were also made available at key council venues.
- 5.5 We actively publicised the consultations and used appropriate media and social media platforms as follows:
- Informed all Swansea Councillors and offered face to face meetings
  - Informed all Council staff
  - Informed all local AMs and MPS and offered face to face meetings
  - Informed the Older Person's Commissioner and offered face to face meetings
  - Informed all independent day service providers
  - Informed Swansea CVS and offered face to face meeting
  - Informed Swansea Carers Centre and offered face to face meeting
  - Informed Age Concern and offered face to face meeting
  - Face to face meeting with the Disability Liaison Group

- Press releases at key stages of the consultation process as well as promotion on appropriate social media
  - Informed the Carers Partnership Board and offered face to face meeting
  - Informed the Voice Forum and offered face to face meeting
  - Ensured copies of the consultation documents and questionnaires were available in all Libraries, the Contact Centre and sheltered housing complexes
  - Informed the 50+ Network
  - Informed the Swansea Dementia Forum and offered face to face meeting
  - Informed the Ageing Well Steering Group and offered face to face meeting
- 5.6 The consultation was also publicised to current day service attendees, either via individual letters or information packs sent to each venue.
- 5.7 In relation to the Hollies and Rose Cross Day Services specifically, the following was undertaken:
- A letter was sent to each service user and their families where applicable to explain the proposals, timescales for decision, how the closure would be undertaken if agreed and giving them opportunities to have their say. This included how their individual needs would be assessed and how any individual service provision plan would be agreed.
  - Consultation meetings took place at Rose Cross with attendees and families on 8<sup>th</sup> May 2018, 16<sup>th</sup> May 2018 and 21<sup>st</sup> May 2018.
  - Consultation meetings took place at the Hollies with attendees and families on 17<sup>th</sup> May 2018 and 11<sup>th</sup> June 2018.
  - As not all attendees attended each service every day, meetings were arranged to ensure all attendees could attend at least one meeting. In total 23 attendees attended the meetings. For those that did not attend, it was ensured that the staff at the service had conversations with them so they were aware of the consultation and knew how to respond. A number of attendees did not have capacity, so it was ensured that all family members were contacted to make sure they also understood the proposals and knew how to respond. No family members chose to attend the meetings at Rose Cross, but a small number chose to attend the meetings at the Hollies as well as some local community councillors.
  - There were offers of meetings/face to face opportunities at the day service.
  - During the consultation period, we asked a social worker to work with each individual affected to review their needs to establish whether or not they had complex needs. This allowed them to make a more informed response to the consultation as they better understood how the proposals might affect them.
  - The Common Access Point was indicated as the point of contact during the consultation, but residents/families were also able to directly articulate queries to the Cabinet Member and the Head of Adult Services.
- 5.8 A Section 188 letter was issued to the Trade Unions and they were briefed at the beginning of the consultation and regular liaison meetings were held throughout.

- 5.9 A staff consultation meeting was held at both the Hollies and Rose Cross on 1<sup>st</sup> May 2018 and then 1 to 1s held with each member of staff affected.
- 5.10 All Social Services staff were briefed and given opportunities to have their say on the proposed new models for Residential Care and Day Services.

## **6 Consultation responses and counter proposals put forward:**

### *Summary of responses*

- 6.1 A total of 92 responses were received to the consultation. This comprised 42 online questionnaires and 50 hardcopy questionnaires. One online response was received after the consultation deadline, but was accepted on the basis of ensuring that as wide a range of views as possible was considered.
- 6.2 5 core questions were asked in the questionnaires.
- 6.3 Question 1 asked “Do you agree or disagree with the proposed changes to Day Services for Older People?”. 87 out of 92 respondents replied. Of those 87, 11 strongly agreed, 26 tended to agree, 20 tended to disagree and 30 strongly disagreed. This question related to the overall proposed model for day services.
- 6.4 Question 2 asked respondents to expand on their answer. 67 out of the 92 respondents answered this question. The key themes emerging will be explored further below.
- 6.5 Question 3 asked “Are there any other options you feel the Council should have looked at in relation to Day Services for Older People?”. 59 of the 92 respondents replied to this question. The key counter proposals are outlined below.
- 6.6 Question 4 asked respondents “Considering the above, do you agree or disagree that the criteria used to assess each care home were the right ones?”. 71 out of 92 respondents answered this question. 11 strongly agreed, 24 tended to agree, 16 tended to disagree and 20 strongly disagreed.
- 6.7 Question 4 then went on to ask respondents if they agreed with the proposal to close Rose Cross and the Hollies day services. 70 out of 92 respondents replied in relation to Rose Cross, and 8 strongly agreed, 20 tended to agree, 12 tended to disagree and 30 strongly disagreed. 72 out of 92 respondents replied in respect to the Hollies. Of those 12 strongly agreed, 18 tended to agree, 15 tended to disagree and 27 strongly disagreed.
- 6.8 The final question asked respondents “If you disagree with either of the above please explain why and give any alternatives that you would like the Council to consider”. 56 out of 92 respondents provided a response to this. An analysis of the key themes emerging will be given below.
- 6.9 The majority of the respondents were consequently against the proposed model to change the in-house day service to focus on complex needs only, as

well as the proposal to close Rose Cross and the Hollies Day services as well as the criteria that had been used to reach these proposals.

- 6.10 Whilst staff consultation meetings took place, and specific 1 to 1 meetings with each member of the 12 staff affected, no formal response was received either from staff or the Trade Unions. Staff were inevitably concerned surrounding the future certainty of their employment; to mitigate this all staff affected were given immediate access to the Council's redeployment policies at the start of the consultation. At the time of writing the report, 1 member of staff had decided to retire from Rose Cross and it had been determined that the staff at the Hollies would not be at risk due to their shared employment with the co-located Residential Home. There were sufficient vacancies across Adult Services to give the Council confidence that all affected staff were likely to be accommodated in alternative employment if they wished to stay with the Council.
- 6.11 A detailed consultation summary document is set out as Appendix 6 to this report, which summarises the consultation activity that took place, the responses received and the key themes emerging.

*Summary of key themes and responses*

- 6.12 Through the consultation responses and meetings that took place at Rose Cross and the Hollies Day Services, a number of key themes and counter proposals emerged. A full summary is attached as Appendix 6 to this report.
- 6.13 The themes, and the Council's response/mitigation to each one is set out below. The themes are summarised as follows:

<b>Theme</b>	<b>Number of comments relating to theme</b>
Support for the model and agreement that the Council should focus on complex needs to ensure those most in need continued to receive services and that they were financially sustainable for the future.	14
A suggestion that community-based options often provided a better solution for people than a traditional day service.	6
Concern that there was a lack of logic and rationale behind the proposed changes.	9
Feeling that day services acted as preventative services which were often the only chance that older people had to socialise and taking this away would lead to further loneliness and isolation and have a detrimental impact on wellbeing. There was also a concern that there were a lack of viable alternatives.	32
There was potential to create alternatives to day services through co-productive approaches to which older people could contribute, but support was needed including suitable transport.	15

The Council should not focus on complex needs only because it was felt that there were no alternatives and the proposed closures would impact negatively on the respite needs of carers.	11
Despite concerns over social isolation and the impact on carers, some respondents still stated that they were in support of the proposals having taken account of this potential negative impact.	8
Perception from a small number of respondents that older people had been betrayed having contributed all their lives through taxes only to be denied the support they need.	3
Concern that the proposals were about savings and in the future more people will not be able to cope and need support to meet other people.	4
Concern that areas to the North and East of Swansea would no longer have day services in the event that Rose Cross and the Hollies day services were to close.	1
Concern that attendees would have longer journeys to access day services in the event that Rose Cross and the Hollies day services were to close.	1
Some respondents did not want things to change and were worried about the impact and people 'losing out'.	11
Comments were made by the attendees and family members at the Hollies that people would be split up and lose friendships.	Family members
Comments were made by attendees and family members at the Hollies that Pontarddulais has its own unique culture, and the culture would be different at an alternative day service.	Family members
The condition of the building should not have been a factor considered within the evaluation criteria used to determine which day services should close.	1
The Council needed to clearer how the remaining services will be equipped to meet the increase in complex needs going forward.	1

- 6.14 14 respondents indicated ***support for the model and agreement that the Council should focus on complex needs to ensure those most in need continued to receive services and that they were financially sustainable for the future.***
- 6.15 6 respondents suggested ***that community-based options often provided a better solution for people than a traditional day service.***
- 6.16 9 respondents felt that ***there was a lack of logic and rationale behind the proposed changes.*** They found it difficult to understand how if the number of people with low and high level needs were both increasing, the Council could justify closing services. They did not believe that there was a genuine reduction in demand and felt the proposals were contrary to the principles behind the Social Services and Wellbeing (Wales) Act. Family members of

those that attended the Hollies felt that the service was under-promoted which was the reason for low attendance.

- 6.17 As people are living longer, there are a lot more people needing support than there used to be. Although there are more people with dementia and other complex needs, there are more people remaining in their own homes, with non-complex needs, where day services may not be the best way to support them to continue to be part of their local community. Therefore the rationale is to refocus the internal and commissioned day services to provide specialist complex care, upskilling staff to focus on these needs.
- 6.18 In reviewing the use of day services, there is a significant under use hence the proposal to reduce the number of day services. The number of referrals into day services has decreased significantly over the years with people no longer wanting traditional day services. People would rather socialise in their own communities and remain independent as long as possible. Our proposed model focuses on complex needs to help those who are less independent to remain at home for longer and offer much needed respite to families. It is intended that those with less complex needs would be supported through other means such as Local Area Coordinators who can help them to find connections in their own communities. The proposal are entirely in keeping with the Social Services and Wellbeing (Wales) Act with promoting independence and enabling people at their core.
- 6.19 32 comments were received stating that ***day services acted as preventative services which were often the only chance that older people had to socialise and taking this away would lead to further loneliness and isolation and have a detrimental impact on wellbeing. There was also a concern that there were a lack of viable alternatives.*** There was consequently a perceived negative equality impact on older people with disabilities, and a valid concern that a move could confuse some older people and be detrimental to their overall wellbeing.
- 6.20 It is acknowledged that social isolation is important to address for older people and although day services help to prevent this, their primary role is to support people with their social care needs and provide respite to their families. The Council will maintain day services and one of the key criteria for complex needs and hence entry into the remaining services is outlined in paragraph 2.15 and relates to a complex need being determined if there is evidence that a day service is the only option to support the well-being of older people where there is a risk of loneliness, isolation and depression which could lead to significant mental ill-health.
- 6.21 If the only need is in relation to social interaction and there is no significant risk to mental ill-health, other options will be looked at. Local Area Coordination is one means to help people engage or re-engage with their community. It is recognised that Local Area Coordination does not cover all areas of Swansea yet and transport is sometimes an issue in parts of Swansea, but Adult Services also works closely with the third sector in supporting local and self-running groups.



- 6.22 As part of the Adult Services model, social work practice has been reviewed and training provided to shift from a service based response to a needs and outcomes based approach where people are provided with advice and information to help them resolve their problems by making best use of resources that exist in their communities and encouraging people to develop their own solutions that don't require complex assessment and formal provision of care. Where necessary, by using simple assessment processes that are proportionate to people's needs and risks, they will provide targeted and co-ordinated interventions based on pre-emptive and preventative approaches which support people to continue to feel confident to live independently at home.
- 6.23 The Council has a duty to ensure that it promotes the wellbeing of vulnerable adults, and by using a different approach to assessment, supporting people to access alternatives, and continuing to support people with complex needs, it will be able to effectively do this. In the event that the Hollies and Rose Cross Day Services were to close, a social worker would work with the individuals and their families to determine move on arrangements and ensure that each individual was properly supported, any eligible needs met and any adverse effect mitigated. The social worker would maintain contact with the individual for a period after moving on to ensure that no issues emerged that needed to be addressed. The potential negative impacts of no longer offering day services for non-complex needs on older people with disabilities can therefore be effectively mitigated.
- 6.24 Added to the above, 15 respondents suggested ***there was potential to create alternatives to day services through co-productive approaches to which older people could contribute, but support was needed including suitable transport.*** Alternatives suggested included using venues like church halls and schools to run initiatives such as art sessions, debating clubs, music appreciation groups, carpentry, gardening, dance and cookery.
- 6.25 Adult Services and the Council are committed to a co-production approach to commissioning different forms of support. Older people have the opportunity to be part of the planning and reshaping of support through the commissioning process. Support from Local Area Coordinators and existing third sector organisations can also help people develop alternative initiatives.
- 6.26 11 comments received suggested ***the Council should not focus on complex needs only because it was felt that there were no alternatives and the proposed closures would impact negatively on the respite needs of carers.*** Family members at the Hollies also expressed a view that anyone should be allowed to attend a day service who wanted to.
- 6.27 The availability of alternatives has been outlined above. In relation to carers, the Adult Services model recognises that more people wish to remain in their own home so as well as focusing on complex care, it will concentrate on providing reablement and respite to support people to remain in their own homes for as long as possible and to support their family carers to help them in their caring role. In paragraph 2.15 of this report, it is explained that someone would be considered as having complex needs and consequently

eligible for day services going forward if it can be demonstrated that respite is required for family and carers where there is a risk of the family situation breaking down and a day service is the only option to provide this respite.

- 6.28 Council day services are provided for people with an eligible social care need. The Council therefore does not concur with the view that anyone should be allowed to attend a day service if they want to. Day services are expensive to run. Those people with eligible need that is non complex will be offered alternative support to meet that need. That may include being supported to access alternative options in their local communities.
- 6.29 ***Despite expressing concerns over social isolation and the impact on carers, 8 respondents still stated that they were in support of the proposals having taken account of this potential negative impact.***
- 6.30 There was a ***perception from 3 respondents that older people had been betrayed having contributed all their lives through taxes only to be denied the support they need.***
- 6.31 All those with an eligible assessed need would be given the support that they required. All individuals in need of support will be supported through targeted and co-ordinated interventions based on pre-emptive and preventative approaches which support people to continue to feel confident to live independently at home. Where people have complex needs which require specialist and/or longer term support, social workers will work with individuals and their families and social networks to ensure that high quality and cost effective services are available to meet these needs and ensure positive outcomes.
- 6.32 4 respondents felt ***the proposals were about savings and in the future more people will not be able to cope and need support to meet other people.***
- 6.33 Those with complex needs would still receive a service, but the Council believes that the eligible needs of people with less complex needs are better met through alternative means. The need to make savings is undoubtedly a factor. As a consequence all Councils have to make significant savings, but in doing so need to ensure that they can deliver sustainable services to meet the eligible needs of an ageing populations with more complex needs.
- 6.34 1 respondent expressed a ***concern that areas to the North and East of Swansea would no longer have day services in the event that Rose Cross and the Hollies day services were to close.***
- 6.35 Whilst it is correct that there would no longer be a Council-run day service in the North of Swansea, the Council commissions Llys Y Werin in Gorseinon. St Johns Day Service is located in the East of Swansea.
- 6.36 There was a ***concern from 1 respondent that attendees would have longer journeys to access day services in the event that Rose Cross and the Hollies day services were to close.*** This was a particular concern for those

that attended the Hollies and was raised in the face to face consultation meetings.

- 6.37 In the event that Rose Cross were to close, it is envisaged that those who were assessed as having complex needs would in all likelihood go to St Johns Day Service in Manselton which would mean that their journey to the service was unlikely to be any longer. If the Hollies day service were to close, it is envisaged that those assessed as having complex needs would go to Llys Y Werin in Gorseinon which is approximately 3 miles from the Hollies. Day services currently do not cover every part of Swansea and journeys do vary in length. However day services try and plan for people who live close to each other to come in to the services on a specific day, reducing the length of the journey.
- 6.38 11 people stated that they ***did not want things to change and were worried about the impact and people 'losing out'***. Comments were made at one of the consultation meetings at Rose Cross that it took time for people to understand their needs, and they were concerned about this in any move on arrangements.
- 6.39 Whilst this is a legitimate view, doing nothing is not an option if services are going to be reshaped to meet the 21<sup>st</sup> century needs of those most vulnerable and the budgetary savings required are going to be achieved. Where people are already using the 2 day services, should they close, social workers and the day services will work closely with them and their families to seek alternative support to meet their needs, which may be another day service if they are assessed as having complex needs. A transition plan will be developed to help in any move on arrangements, such as visits to the alternative day service if applicable or support in terms of what they do next. Part of this will be to ensure that those that need to know, understand any particular needs and can support the individual affected appropriately.
- 6.40 ***Comments were made by the attendees and family members at the Hollies that people would be split up and lose friendships.***
- 6.41 Part of the move on plan will include support to maintain friendships and keep in touch if individuals no longer continue to attend the same service.
- 6.42 ***Comments were made by attendees and family members at the Hollies that Pontarddulais has its own unique culture, and the culture would be different at an alternative day service.***
- 6.43 Whilst it is recognised that Pontarddulais does have its own culture, not all 14 attendees at the Hollies come from Pontarddulais as several travel from further afield. It is hoped that those with complex needs would move together to an alternative day service so in doing this, the impact would be minimised.
- 6.44 There was one comment that ***the condition of the building should not have been a factor considered within the evaluation criteria used to determine which day services should close.***

- 6.45 Careful consideration was given to developing the evaluation criteria to ensure that each service was evaluated as objectively as possible. It was felt that the condition of the building was an important factor due to the ongoing maintenance costs which could affect sustainability going forward. In addition, the suitability of the building to deliver the preferred future model was an important factor within the evaluation exercise.
- 6.46 There was one comment that ***the Council needed to be clearer how the remaining services will be equipped to meet the increase in complex needs going forward.***
- 6.47 Many of our services already deliver services for those with complex needs and already have the staffing and facilities in place to do this. Going forward the Council will ensure that staff are appropriately trained and upskilled and any capital works are undertaken to make buildings fit for purpose using an allocation that has been set aside in the Councils capital programme for this purpose.

#### *Counter proposals and responses*

- 6.48 The counter proposals and the Council's response to them are set out below and can be summarised as follows:
- Savings should be made elsewhere in the Council and day services should consequently remain for those that need them. It was proposed that the budget for day services should be increased.
  - The Council should change the way in which services were procured to release savings. There was a belief that bringing services in-house would be cheaper for the Council.
  - All day services should be outsourced as it was believed that this would be more cost effective.
  - Joint commissioning across health and social care would achieve savings for the Council.
  - Charges should be introduced to keep day services for older people open.
- 6.49 The first counter proposal was that ***savings should be made elsewhere in the Council and day services should consequently remain for those that need them. It was proposed that the budget for day services should be increased. This included a proposal that the number of councillors should be cut by half, and money should not be spent on the Kingsway.***
- 6.50 The Council is not proposing to stop all day service for older people and services for people with more complex needs will be maintained. The Council is consequently exploring all opportunities to ensure services are sustainable in the future and can be delivered within the budget available. Significant savings are being achieved year on year but re-shaping of services is essential for the Council to continue to meet its legal duties to provide care for an aging population with increasing needs.
- 6.51 The number of Councillors is determined by Welsh Government, and is beyond the control of the Local Authority, so there is no opportunity to make a saving in relation to this. The money that has been invested in the Kingsway

cannot be used for other purposes, as its use is determined by Welsh Government.

- 6.52 A further counter proposal was put forward to ***change the way in which services were procured to release savings. There was a belief that bringing services in-house would be cheaper for the Council.***
- 6.53 Unfortunately, this is not the case. Delivering services in-house is generally much more expensive for the Council due to the high overheads as well as the favourable terms and conditions of staff. Bringing services in-house would cost the Council significantly more so would not be a viable option.
- 6.54 Conversely, one counter-proposal was that ***all day services should be outsourced as it was believed that this would be more cost effective.***
- 6.55 It would indeed be more cost effective to outsource all Council run day services for older people. However, the Council wishes to maintain a level of service to ensure that it can meet complex needs and have security of provision. With any outsourcing, there is often fragility in the market and provider failure can lead to detrimental outcomes for service users who are faced with no longer receiving a service. There have been significant lessons learnt from other Local Authorities that have gone down this route, and it is considered good practice to retain an element of the service in-house.
- 6.56 There was one suggestion that ***joint commissioning across health and social care would achieve savings for the Council.***
- 6.57 There is already a programme in place called the Western Bay Health and Social Care Programme which is a collaboration between the Health Board, Local Authorities and third sector in the Western Bay region. This programme is exploring every opportunity to make efficiencies across health and social care, but even by doing this further savings still need to be found by Adult Services.
- 6.58 The final counter proposal was that ***charges should be introduced to keep day services for older people open.***
- 6.59 Charges for day service were agreed as part of the Council's budget setting process for 2018/19. Charges are due to be introduced in October 2018, and the anticipated additional income generated has already been taken into consideration. There are therefore no further savings that can be achieved through charging.

#### *Consultation conclusions*

- 6.60 In general whilst there was not majority support for the model or the proposal to close the Hollies and Rose Cross Day Services, there was still a level of support for the model itself which was demonstrated in some of the comments put forward. No viable alternatives were put forward which would allow people to maintain independence and remain at home for longer in line with the

principles of the Social Services and Wellbeing (Wales) Act at the same time as achieving the necessary savings required.

- 6.61 The Council has addressed above each of the concerns put forward in the consultation and provided mitigation where possible.
- 6.62 There were no concerns put forward that could not be mitigated or for which there was no response which alleviated the concerns.
- 6.63 It will be of paramount importance if the proposals are to go ahead to ensure that the wellbeing of current attendees at the Hollies and Rose Cross Day Services is maintained and any moves are carefully and thoughtfully planned involving attendees, their families where appropriate, and a social worker. If a decision is taken to close the Hollies and Rose Cross, each resident will have an individual social work assessment to determine their unique needs and determine appropriate move on plans and ensure any equalities issues are addressed.
- 6.64 It is equally important that all staff affected are supported to wherever possible find alternative employment in line with the Council's HR processes. All 12 staff who were potentially affected were given immediate access to the Council's redeployment processes at the beginning of the consultation period. Since the start of the consultation, one member of staff has decided to retire from Rose Cross and it has been determined that the staff at the Hollies are no longer at risk due to their shared employment with the co-located Residential Home. Some employees have already indicated that they would like to be considered for redundancy in line with the Council's Early Retirement Scheme/Voluntary Redundancy, and have been given provisional figures to allow them to consider this option further. In the event that a decision is taken to close Rose Cross and the Hollies Day Services, the staff involved will be given an extended notice period and be formally put at risk. Alternative employment for those that want it will be sought through the Council's redeployment scheme and those who would rather leave the organisation will be supported through the Council's Early Retirement/Voluntary Redundancy Scheme.

**7 Financial implications:**

- 7.1 In line with the Council's Medium Term Financial Plan, there are significant savings targets against Adult Services.
- 7.2 The projected saving from closing the Hollies and Rose Cross Day Services would be as follows:

	£
Hollies current budget	84,400
Rose Cross current budget	111,400
<b>Total Saving</b>	<b>195,800</b>

- 7.3 The total direct saving from these proposals would therefore be £195,800.

- 7.4 In addition to the above, there would be a full contract review of all existing externally commissioned day services in line with the proposed delivery model if agreed and it is anticipated that this would release some further savings. The current contract value of externally commissioned services is £325,952.
- 7.5 The above clearly does not equate to meeting the savings targets required of the current budget for Adult Services. However, it should be noted that the Commissioning Reviews are only one element of the savings strategy for Adult Services. The Commissioning Reviews need to be implemented in line with the Adult Services Improvement Plan as a whole and particularly targeted work surrounding demand management to strive towards meeting the overall Adult Services savings targets. In addition, transforming Day Services in line with the preferred options will allow for a keener focus on prevention and early intervention and thus decrease the recourse and consequently spend on long-term Residential Care.
- 7.6 It should also be highlighted that the cost of the routine maintenance required in relation to our residential homes and day services is just over £4million. A contribution toward this is now accounted for in the Capital Programme.

## **8 Legal implications:**

- 8.1 There was a legal requirement to publicly consult and consult with staff affected by the preferred options.
- 8.2 Any future provision of services will need to be considered in accordance with the Social Services and Well-being (Wales) Act.
- 8.3 The Social Services and Well-being (Wales) Act 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.
- 8.4 The proposed model also supports the principles behind the Well Being of Future Generations (Wales) Act, specifically the wellbeing goals of a resilient Wales and a healthier Wales by developing sustainable services for the future and services which allow an ageing population to maintain their independence for as long as possible.
- 8.5 The recommendations put forward in this report will allow the Council to ensure that going forward it can meet all eligible needs.
- 8.6 Any employment issues that arise as a result of agreement of the recommendations will need to be considered in conjunction with HR, and in accordance with any relevant policies and legislative provisions.

## **9 Equality and Engagement Implications:**

- 9.1 The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
  - Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - Foster good relations between people who share a protected characteristic and those who do not.
- 9.2 Our Equality Impact Assessment process ensures that we have paid due regard to the above.
- 9.3 Proceeding with the preferred options of the Commissioning Reviews will clearly have an impact on existing day service attendees. Due to the nature of the client group, there will be a disproportionate impact on older people and people with a range of disabilities.
- 9.4 3 separate EIAs were opened as follows to fully assess the impact of the proposals:
- One for the overarching model for day services (Appendix 3 of this report).
  - One relating to the potential closure of the Hollies Day Service (Appendix 4 of this report).
  - One relating to the potential closure of Rose Cross Day Service (Appendix 5 of this report).
- 9.5 These EIAs have been updated throughout the consultation and have informed the final recommendations set out below.

#### *Overarching model EIA*

- 9.6 The proposals were found to be relevant to older people, people with a disability, people from a range of different races, those that spoke the Welsh language, those experiencing poverty or socially excluded and carers.
- 9.7 The EIA notes that the overall aim of the proposed changes are in line with the Social Services and Wellbeing (Wales) Act, to refocus the Council's in-house day service on complex needs and no longer deliver care for non-complex needs. Less capacity will be needed to deliver this and it is therefore proposed that the Hollies and Rose Cross Day Service buildings would close, although provision will be maintained on the remaining day service sites.
- 9.8 Shaping the service in this way supports the key principles of prevention and early intervention, which supports the overarching Adult Services model and principles behind the Social Services and Wellbeing (Wales) Act, by ensuring those with complex needs are supported to remain at home for longer as well as provide much needed respite for carers.
- 9.9 The impact on the general population is set out in Section 3 of the EIA. The impact of the overarching model on the wider population is largely positive or neutral, but some further investigation is required in relation to the impact on gypsies and travellers and community cohesion. The EIA will remain open until



such time as the model is implemented, and these areas will be investigated further. However, it is considered that there is unlikely to be a significant impact on these areas which is not already being addressed.

9.10 The key themes emerging from the consultation responses have been set out in Section 6 of this report. Alongside this, mitigation has been put forward.

9.11 The key potential positive and adverse impacts of the overarching model, and associated mitigation, are outlined in Section 4 of the model as follows:

- There was a level of support for the model and agreement that the Council should focus on complex needs to ensure those most in need continued to receive services and that they were financially sustainable for the future. This had a positive impact on older people, people with disabilities and their carers.
- There was a suggestion that community-based options often provided a better solution for people than a traditional day service, which again led to a positive impact on older people, people with disabilities and their carers.
- There was a feeling that day services acted as preventative services which were often the only chance that older people had to socialise and taking this away would lead to further loneliness and isolation and have a detrimental impact on wellbeing. There was also a concern that there were a lack of viable alternatives. Day services would still be provided for all those with complex needs and those with eligible and non-eligible non-complex needs would be robustly supported to find suitable alternatives to meet those needs with the help of Local Area Coordinators in some areas of Swansea and the third sector. The Council recognises its duty to promote wellbeing, and the change to social work assessment would allow the Council to do this. It was therefore felt that the possible adverse impact on older people, people with disabilities and those isolated and socially excluded could be mitigated effectively.
- There was potential to create alternatives to day services through co-productive approaches to which older people could contribute, but support was needed including suitable transport. This approach could have a positive impact on older people and people with disabilities and the Council was committed to providing an appropriate level of support.
- There was a belief that the Council should not focus on complex needs only because it was felt that there were no alternatives and the proposed closures would impact negatively on the respite needs of carers. The Council was able to mitigate this, as the criteria used to assess complex needs took account of the needs of carers, and individuals would still be eligible to attend a day service if it was the only way to provide respite and there was a risk that family relationships could break down.
- Despite concerns over social isolation and the impact on carers, some respondents still stated that they were in support of the proposals having taken account of this potential negative impact which suggested that the

proposals would have a positive impact on older people, people with disabilities and carers.

- There was a perception from a small number of respondents that older people had been betrayed having contributed all their lives through taxes only to be denied the support they need. This could be mitigated as all those with eligible social care needs would have their needs met.
- Concern that the proposals were about savings and in the future more people will not be able to cope and need support to meet other people. The Council has a duty to meet the eligible social care needs of vulnerable adults, so this could be effectively mitigated.

9.12 In addition to the above, the potential impact was minimised and adverse effect mitigated by taking a decision to not review those with non-complex needs in the remaining day services in line with the preferred future model. Those service users with non-complex needs would be allowed to remain in the service, until they naturally moved on. Only those attendees at Rose Cross and the Hollies Day Service would consequently be directly affected.

#### *Rose Cross EIA*

9.13 The impact on the attendees at Rose Cross Day Services is set out in Section 3 of the EIA. There is clearly a negative impact on older people, people with disabilities and their families/carers. In relation to other protected groups, the impact is largely neutral, but further investigation is required in relation to impact on children and young people, other age groups, gypsies and travellers, and community cohesion. This will continue to be monitored as the EIA will remain open until such time as Rose Cross Day Service is closed, and these areas will be investigated further. However, it is considered that there is unlikely to be a significant impact on these areas as all attendees are known to us and any adverse impacts can be mitigated.

9.14 The key themes emerging from the consultation responses have been set out in Section 6 of this report. Alongside this, mitigation has been put forward. Mitigation is outlined in Section 4 of the EIA.

9.15 No adverse impacts of the proposal to close Rose Cross Day Service on people with protected characteristics particularly older people and carers specifically in relation to Rose Cross were highlighted in the consultation. However, the overall responses received give us an indication of the potential impacts on attendees at Rose Cross.

9.16 Overall, there clearly is a risk of a negative impact on attendees at Rose Cross Day Service due to the need to move on if it were to close. As outlined previously, any move will need to be carefully planned following a thorough social work assessment and each individual supported during and following any actual move. The Council has prior experience of doing this from when the Beeches Day Service was amalgamated with Abergelli Day Service. This approach was successful and no adverse ongoing effects were experienced by former attendees at the Beeches.

- 9.17 In addition, during the consultation period, all those affected had a social work assessment to determine whether or not they had complex needs to help inform their response to the consultation. Of the 35 individuals who were still attending Rose Cross Day Service at the end of the consultation, 33 had been defined as having complex needs so in all likelihood would be offered an alternative day service as long as needs did not change.
- 9.18 The impact was also minimised by putting a hold on any new admissions to Rose Cross Day Service from the beginning of the consultation, therefore minimising the number of people potentially affected if the proposals went ahead. At the time of writing the report there were 35 attendees at Rose Cross, so there would be a maximum of 35 people affected if the proposals went ahead.
- 9.19 There is clearly a potential negative impact on those staff affected, but this can be mitigated through the Council's redeployment policies, and the Council is confident that there are sufficient alternative vacancies elsewhere in Adult Services to accommodate them. There were 7 staff potentially at risk. At the time of writing the report, one of the staff had retired. No equalities issues had been raised through the 1 to 1 meetings with each member of staff that needed to be addressed.

*The Hollies EIA:*

- 9.20 The impact specifically on attendees at the Hollies is set out in Section 3 of the EIA. There is clearly a negative impact on older people, people with disabilities and their families/carers. In relation to other protected groups, the impact is largely neutral, but further investigation is required in relation to impact on children and young people, other age groups, gypsies and travellers, and community cohesion. This will continue to be monitored as the EIA will remain open until such time as the Hollies Day Service is closed, and these areas will be investigated further. However, it is considered that there is unlikely to be a significant impact on these protected groups as all attendees are known to us and any adverse impacts can be mitigated.
- 9.21 The key themes emerging from the consultation responses have been set out in Section 6 of this report. Alongside this, mitigation has been put forward.
- 9.22 The key potential adverse impacts of the overarching model and proposal to close the Hollies Day Service on people with protected characteristics particularly older people and carers are set out in Section 4 of the EIA and are summarised as follows:
- Comments were made by the attendees and family members at the Hollies that people would be split up and lose friendships. Those with complex needs would be supported to move to an alternative day service together in the event that the service closed. For those with non-complex needs every effort would be made to ensure existing relationships could be maintained. It was therefore felt that the impact on isolation and social exclusion could be mitigated.

- Comments were made by attendees and family members at the Hollies that Pontarddulais has its own unique culture, and the culture would be different at an alternative day service. There was therefore a potential adverse impact on community cohesion. However, it was noted that several residents at the Hollies did not live in the Pontarddulais area and if relationships could be maintained, the impact on community cohesion could be mitigated.
- 9.23 Overall, there clearly is a risk of a negative impact on attendees at the Hollies Day Service due to the need to move on if it were to close. However, the above outlines how wherever possible the Council will seek to mitigate those risks and although there is no way of knowing at this stage in some cases a move could be positive as they may find they are happier in any new environment with the ability to develop new relationships and have a positive impact on their wellbeing. As outlined previously, any move will need to be carefully planned following a thorough social work assessment and each individual supported during and following any actual move. The Council has prior experience of doing this from when the Beeches Day Service was amalgamated with Abergelli Day Service. This approach was successful and no adverse ongoing effects were experienced by former attendees at the Beeches.
- 9.24 In addition, during the consultation period, all those affected had a social work assessment to determine whether or not they had complex needs to help inform their response to the consultation. Of the 9 individuals who were still attending the Hollies at the end of the consultation, all had been defined as having complex needs so in all likelihood would be offered an alternative day service as long as needs did not change.
- 9.25 The impact was also minimised by putting a hold on any new admissions to the Hollies Day Service from the beginning of the consultation, therefore minimising the number of people potentially affected if the proposals went ahead. At the time of writing the report there were 9 people attending the Hollies, which would mean a maximum of 9 people would be affected if the proposals were to go ahead.
- 9.26 There is clearly also a potential negative impact on those staff affected, but it was determined during the consultation that the 5 staff identified in the Hollies as at risk were no longer at risk. This was due to their dual employment in the co-located Residential Home.

*EIA conclusions/amendment to proposals:*

- 9.27 As stated in Section 5 of this report, a 12-week public consultation took place from 30th April 2018 to 23rd July 2018. The staff consultation was undertaken concurrently to ensure staff directly affected could also effectively have their say on the proposals.
- 9.28 As a result of the comments received, there is no requirement to amend the proposals as all negative impacts can be adequately addressed or mitigated.

9.29 If the proposals are agreed, the Council will ensure that all attendees, carers and staff affected, particularly in relation to the proposed closure of the Hollies and Rose Cross Day Services, are properly supported to move on and find alternative employment wherever possible.

## **10 Summary and Conclusions:**

10.1 It has been possible to respond to all concerns raised during the consultation and put forward appropriate mitigation.

10.2 The Council has considered all possible alternative options and actively invited alternative options through the consultation, but has not been able to identify any financially sustainable alternatives that allow it to ensure certainty of care for more complex needs whilst overall enabling independence, helping people to remain at home for as long as possible and ensuring the needs of all vulnerable adults are met.

10.3 There is clearly a risk if the proposed model is approved, that there could be a negative impact on those individuals currently attending Rose Cross and the Hollies Day Services due to the need to move on. However, this risk can be mitigated as much as possible by ensuring robust social work assessment identifies those move on plans and all those affected are supported before, during and after any move. All attendees have had a social work assessment during the consultation period and the majority have been assessed as having complex needs, so in all likelihood would be offered a place in an alternative day service, as long as their needs did not change. In addition, although there is no way of knowing at this stage, there could be a positive impact on the wellbeing of current attendees at Rose Cross and the Hollies Day Services as they may be happier elsewhere and build positive relationships as part of any move.

10.4 On balance therefore remodelling as per the proposals in this report will allow the Council to effectively meet the requirements of both the Social Services and Wellbeing (Wales) Act and Well Being of Future Generations (Wales) Act by providing a model of care that is sustainable for the future, and effectively meets the needs of an ageing population with more complex needs. The Council is therefore confident that the recommendations put forward in this report are appropriate despite there not being majority support for the proposals.

10.5 Having due regard to the Equality Impact Assessments, Cabinet is therefore being asked to consider the following recommendations:

- Recommendation 1: Remodel day services for older people so they focus on complex needs only going forward.
- Recommendation 2: As a consequence of the above, close Rose Cross and the Hollies Day Services ensuring that all those affected are fully supported through the process.

## **11 Proposed implementation timetable:**

11.1 Should Cabinet decide to proceed, the proposed outline timetable for implementation would be as follows:

- October 2018; Redeployment and voluntary redundancy process to commence with staff.
- October 2018; Commence social work assessments of all affected attendees to determine move on plans
- Early 2019; Closure of Rose Cross and the Hollies Day Services.

**Background Papers:** Outcome of Residential Care and Day Services for Older People Commissioning Reviews, Cabinet, 19<sup>th</sup> April 2018.

### **Appendices:**

- Appendix 1: Day Services for Older People Gateway 2 Report
- Appendix 2: Evaluation Matrix
- Appendix 3: Equality Impact Assessment for overarching model
- Appendix 4: Equality Impact Assessment for proposed closure of the Hollies Day Services
- Appendix 5: Equality Impact Assessment for proposed closure of Rose Cross Day Service
- Appendix 6: Consultation summary document