

| | |
|--|--|
| Meeting of: | CABINET |
| Date of Meeting: | 11 MARCH 2025 |
| Report Title: | SOCIAL SERVICES AND WELLBEING DAYTIME OPPORTUNITIES REVIEW AND REMODELLING |
| Report Owner / Corporate Director: | CORPORATE DIRECTOR SOCIAL SERVICES AND WELLBEING |
| Responsible Officer: | JACKIE DAVIES – HEAD OF ADULT SOCIAL CARE |
| Policy Framework and Procedure Rules: | There is no effect upon the policy framework or procedure rules. |
| Executive Summary: | This report highlights the findings and recommendations that have come from a comprehensive review of daytime opportunities in Bridgend. The work was carried out in line with BCBC’s agreed Commissioning Strategies for the key population groups with care and support needs supported by the Social Services and Wellbeing Directorate. The purpose of the report is to seek endorsement from Cabinet to implement the remodelling intentions as identified following the review. |

1. Purpose of Report

- 1.1 The purpose of the report is to request endorsement from Cabinet in respect of the vision and key principles proposed for daytime opportunities for people with care and support needs, and to seek approval for the proposals and remodelling plans, as set out below.

2. Background

- 2.1 Day Services in Bridgend have always been a core social care component to providing quality daytime activities for adults with a learning disability and for older people living with frailty. Day services help people to develop and maintain skills, support the social aspect of friendships and relationships, and crucially they provide a respite service for family and carers that enables people to live more independently for longer.
- 2.2 Day services currently support people with varying levels of ‘managed care’, and it has been recognised that remodelling these services, particularly for those people of working age who aspire to work towards meaningful occupation (be it voluntary or supported employment) to meet their wellbeing outcomes could enable more people to achieve their potential.

2.3 In addition to younger adults with learning disabilities, Bridgend's population is growing and ageing. There is going to be an increase in the population of individuals with care and support needs, particularly for people living with multiple disabilities and for older people with increasing levels of dementia.

2.4 The Commissioning Strategy 2023-2028 for Adults with Lifelong Conditions & Complex Care Needs, approved by Cabinet on 16 April 2024, includes the following priorities:

- Specialist Care & Support at Home or in the Community
- Review of Community Hubs, Daytime Opportunities & Social Activities
- Skills for Independence and Employability

Additionally, the Commissioning Strategy for Older People includes priorities for: a Specialist Dementia Service and Respite Service.

2.5 An independent Opportunities Assessment/Review was undertaken by Alder consultancy during 2023, which considered how day services might be delivered differently from the current arrangement. The current arrangements include an integrated approach, where older people and people with a learning disability receive a collective service within one setting which means individuals with quite different outcomes are supported together. This can present a challenge to meeting individual needs.

2.6 A number of national reports and regional strategic priorities have also been developed recently in this area:

- The national view includes reports from the Association of Directors of Social Services (ADSS) and Mencap Cymru, circulated by Welsh Government, looking at the future of Local Authority Day Opportunities and Respite Care.
- At a regional level in Cwm Taf Morgannwg Regional Partnership Board (CTM RPB), the Learning Disability Steering Group has a 'Community' Work Group that has identified 3 inter-linked priorities as: Travel Safety, Employment and Volunteering Opportunities, and Improving Daytime Opportunities.
- Also at a CTM regional level, there is a Neurodivergence Improvement Programme (NDIP) which has set up a Task Group for 'Employment' to support people with autism, ADHD and other ND conditions on a pathway to meaningful daytime occupation.
- Recent work has also been carried out for CTM RPB looking at options for Health & Social Care Integrated Hubs, where co-located health and social care services can operate from one building (the 'hub') and also offer 'outreach' services into local communities, or to support people to access local community activities (as 'spokes' from the hub). The recommendations from this regional review have been considered in Bridgend County Borough Council's (BCBC's) review of daytime opportunities.

3. Current situation / proposal

- 3.1 Following the Alder review and identification of priority areas at a national and regional level, officers in Social Services and Wellbeing carried out a Day Opportunities Review throughout 2024, intended to identify viable service model options and to modernise day opportunities in the county borough. This review involved a detailed mapping of current daytime opportunities (both internally delivered and commissioned) and supported employment provision, to identify gaps and remodelling opportunities going forward.
- 3.2 The voice of Individuals was captured at an early stage of the review, with a comprehensive and independent engagement for people with Learning Disabilities to say what matters to them in their daytime activities.
- 3.3 The overall review itself was carried out to better understand existing and potential future service arrangements, and to understand how each part of the service landscape, locally, regionally and nationally, can play a part and work better to deliver a sustainable service model to achieve:
- a modern, flexible, responsive service that offers choice and support to people;
 - good outcomes for people looking for meaningful daytime activity or in accessing services that support their personal and social wellbeing, including respite for unpaid carers;
 - value for money and financially sustainable service models within the limited resources available
- 3.4 The review included inter-connected workstreams, covering short and longer term options for:
- in-house BCBC day services;
 - external commissioned day services;
 - other community daytime opportunities;
 - education and skills opportunities;
 - training and work opportunities / supported employment;
 - social enterprise opportunities.

Key review findings – current service model and provision

- 3.5 BCBC Integrated Service Model: the integrated approach to supporting older people and people with a learning disability within the existing BCBC community hubs was developed following an earlier remodelling of day services and the closure of a number of day centres that had primarily supported older people.
- 3.6 The current community hubs are geographically located across the borough to provide accessible, localised opportunities. Integrated services are provided for people with a learning disability, cognitive impairment / dementia, and who have assessed care and support needs for managed care. In August 2024, BCBC 'in-house' day services supported 201 people, including 124 people with a learning disability and 77 people with cognitive impairments or dementia who live across the borough of Bridgend.

- 3.7 Referrals for individuals with a diagnosis of dementia and associated health and complex needs have been steadily increasing. The development of the Integrated Dementia Service (IDS) and respite options for people and their families is essential to ensuring they remain living at home. The IDS service runs from Bridgend Resource Centre (BRC) and provides an integrated model of support with on-site and community-based outreach programmes delivered by health professionals and a social care team. Investment in the development of this bespoke, specialist service is reducing family breakdowns and the requirement for high cost, long term dementia-specialist residential and nursing placements.
- 3.8 Other specialist services provided at BRC are also essential to meeting the intensive levels of support needs for individuals with profound and multiple learning disabilities (PMLD). The number of individuals being referred from specialist schools (i.e. Heronsbridge), colleges and private day opportunities / respite providers with intensive levels of support needs are increasing and service capacity is maximised to ensure individually assessed, safe levels of support are provided at BRC. Whilst the NHS makes contributions to individual care packages, and also employs staff who work from the BRC, they do not currently fund daytime support as an integrated service, despite the complexity of health and social care needs of individuals who access the service.
- 3.9 In addition to the BCBC-run day services, a small number of external providers are commissioned by BCBC through spot-purchased/individual placements.
- 3.10 BCBC also delivers and commissions 24-hour support services, e.g. Learning Disability Supported Living, which offers daytime opportunities and activities, either in groups or individually. There are approximately 140 people with learning disabilities living in 50 supported living houses of which 11 are in house. Most of these will get some support to access daytime opportunities in some form. The commissioned supported living providers hold contracts within their own localities which offer potential to connect people into local community activities.
- 3.11 There are a large number of active community groups, community centres and activities across the county borough. Specific groups for older people are numerous, and there remains an opportunity to signpost people who retain a level of independence to these groups. Individuals with personal care needs would need to be supported by a carer or personal assistant (who may be funded through a direct payment) in order to be able to attend. There may be an opportunity for direct payments to be pooled for cooperative models of community groups to be developed.
- 3.12 Also relevant to the review are the two long-standing projects Wood-B and B-leaf. Individuals with learning disabilities attend these services and participate in training and work-related gardening and woodwork activity. There are regional, and local priorities identified to support people into volunteering or pathways to employment that allow people to gain mainstream skills that can enhance their independence and reduce their reliance on statutory care services. Further, these supported employment schemes may offer potential to develop into fully-fledged social enterprises that can generate a significant proportion of their own income.
- 3.13 While Wood-B and B-leaf were set up by BCBC, and transferred to Awen Cultural Trust at its inception, there are also other work-related opportunities within the county borough:

- Bridgend College operates a small coffee shop as a training facility and micro-social enterprise, with potential to extend this within the new campus being built in Bridgend town centre.
- Employability Bridgend has engaged the support of Cwmpas to develop new opportunities for social enterprises in Bridgend. Cwmpas have also supported SSWB in engaging with learning disability stakeholders to raise awareness of the potential to operate a social enterprise as part of the provision of daytime opportunities in Bridgend.
- Employability Bridgend also facilitates Bridgend Employment Network (BEN) which engages a number of employment support agencies as well as employers themselves, including Disability Confident Employers.
- Additionally, Bridgend Inclusion Network Group (BING) is dedicated to improving accessibility and opportunities for disabled people and can support with advice and information on creating better options for people to access training and work.

3.14 Discussions with numerous stakeholders during 2024 have led to the development of a 'Pathways' pilot project (funded via Shared Prosperity Fund) to engage with identified services and agencies and to lay the groundwork for future enterprise development that includes a focus on supported employment.

3.15 Shared Prosperity Funding also supported a regional stakeholder event in January 2025, hosted by Employability Bridgend, which underscored the opportunities for social enterprise and supported employment that can be created from collaboration and partnership working, and the importance of creating opportunities for younger people at a stage of transition into adulthood.

Proposed vision and key service model principles

- 3.16 Our vision is to deliver a sustainable model of day services which achieves:
- a modern, flexible and responsive service that offers choice and support to people, enabling them to progress towards independence as far as possible;
 - good outcomes for people looking for meaningful daytime activity or in accessing services that support their personal and social wellbeing, including respite for unpaid carers;
 - value for money and financially sustainable within the limited resources available.
- 3.17 This service model can be summarised as being a 'Pathway to Wellbeing', with levels of managed care decreasing towards independence, as below:

| Level 5 | Level 4 | Level 3 | Level 2 | Level 1 | Level 0 |
|---|---|--|---|--|--|
| Specialist & Complex Care (building-based with outreach into the community) | Managed care for <u>higher level</u> needs (building-based with outreach into the community) | Managed care for <u>mid-level</u> needs (building-based with outreach into the community) | Independent with <u>care</u> needs (building or community based) | Independent with <u>support</u> needs (community based) | Independent with background support only |

3.18 Following the review, 5 key principles have been proposed which sit beneath the overarching vision:

- A. **A progressive and enabling service model** – enabling people to progress as they realise their potential or move to their next stage of care. For younger adults this will include meaningful occupations and, for some individuals, pathways to employment. For people with more complex needs, and older people, there will be a managed transition into older adult services. This will ensure people are supported in the right service for them at their stage of life. It will also ensure that each service is designed to a clear purpose and workforce skills and buildings are aligned to that purpose.
- B. **Meaningful occupation for younger adults going through transition and adults of working age** – we need a range of options for individuals to develop skills for life and employment (be that paid, supported or volunteering) as a good life for most adults will involve meaningful occupation - work - not just leisure activities. We need a range of offers which can include catering, craft, gardening, woodworking, amongst others. There should be a focus on commercial and social enterprise opportunities and for people who are able to move from supported day time work- based occupation, as in Wood-B and B-leaf, to supported employment, volunteering and paid employment. The opportunity for a model which is wider than people with learning disabilities will be explored.
- C. **Carer respite and high-quality care, support and meaningful activity for those with the most complex needs** – ideally this should be an integrated health and social care service model for people, given high health and care needs, building on the success of our Integrated Dementia Service. We will also consider what 'retirement' looks like for people with learning disabilities.
- D. **Community connection to meet the social needs of people with care and support needs** – the focus here should be on Local Community Co-ordinators, and a more creative use of Direct Payments (including carer co-operatives) and, where necessary, considering a more effective use of the Supported Living workforce during the day. There will be a menu of options and to be clear on hours of funding per individual but ensure models of delivery are more flexible/creative.
- E. **The service will offer value-for-money and be financially sustainable** – we will look at the implications of these new ways of working from both a service and financial perspective, to make best use of current day service buildings, and best use of external community capacity, resources and buildings. We will also consider the charging regime and other sources of income, such as for any future training or employment schemes.

Recommendation/proposals moving forward

3.19 In considering how a remodelled day opportunities service might operate in practice, a number of options and scenarios were considered as part of the review.

3.20 **Integrated Model** – the evidence from the review found that it is challenging to have a progressive day opportunities offer for people of working age when there is a mixed model in localities also providing for younger adults and older frail people with dementia. Officers are therefore actively looking at alternatives to older people

accessing local day services, such as 'in-reach' provision in extra care and residential care homes.

- 3.21 **Internal Day Services** – a focussed review of options for BCBC in-house services was carried out, which ranged from assessing the impact of doing nothing through to assessing the impact of potentially reducing day service provision. Following consideration of the options by the relevant groups and boards, it is proposed that:
- BCBC will further develop a Specialist Dementia Service in a single location providing 'in-house' and outreach services across the borough; and
 - BCBC continue to use BRC as a specialist Learning Disability service for people with PMLD accommodating young people from Heronsbridge school and other high/complex care support placements.
 - A further review with Cwm Taf Morgannwg University Health Board is initiated to consider how the health needs of people attending BRC are met.
- 3.22 This proposal will require a phased approach minimising any potential impact on individuals.
- 3.23 Alongside this it is proposed to review the local day services, with a focus on them operating as a base in the local community for implementing the progression model with far stronger links to the local community, skills development and meaningful occupation.
- 3.24 **Day Opportunities Panel (Single Point of Access)** – introduction of a 'no wrong door' approach to include referral routes to all levels of day services/opportunities to access the most appropriate setting. Referrals will come from a range of teams, including Prevention and Wellbeing/Local Community Coordinator (LCC) teams, Early Intervention/front-door services, Learning Disabilities/Mental Health/Transition teams, Older Persons teams, and carers services.
- 3.25 **Maximise the benefits of the BCBC offer** – identify existing high-cost external placements and consider alternative in-house service provision, or use of Direct Payments as an alternative way of achieving positive outcomes within available resources. Where commissioned arrangements are identified to be the most appropriate option, we will develop cost-effective contracts with the independent sector to provide a base level of daytime activity which represents value for money. We will undertake a comprehensive review and analysis of the use of Direct Payments for accessing daytime opportunities.
- 3.26 **Partnership working** – working with partners, develop the 'Pathways to Work' project to further enable people to develop skills for independence, education, training and to take steps towards a working role, and develop social enterprise opportunities to include income generation to offset a percentage of core funding requirements.

Timeframe & Action Plan

- 3.27 Following the Review of Daytime Opportunities through 2024, the key findings have been presented to BCBC Members via a Briefing Session in January 2025. The main findings lead to the need to pursue some actions in the short-term, with other activity requiring longer-term development.

3.28 A timetable for recommended actions is presented below as an initial proposal for a new Programme Board to implement from 2025 onwards. The actual service development will then rest with that Programme Board.

| <u>Actions</u> | <u>Short Term (Year 1)</u> | <u>Medium/Longer Term (Years 2-3)</u> |
|---|---|---|
| <u>REMODEL INTERNAL SERVICES</u> | <ul style="list-style-type: none"> • BCBC to operate specialist/complex and high-support (Level 5) services for learning disabilities from Bridgend Resource Centre. • A detailed review of BRC with a view to an integrated provision with Health for those with profound and multiple disabilities. • Create specialist integrated dementia service operating with outreach across the borough. • Undertake an option appraisal for BCBC local day services in line with CTM Integrated Hubs recommendations. • Consolidate the Single Point of Access / Day Opportunities Panel method of referrals to the most appropriate setting. • Undertake annual review of capital and revenue opportunities for optimal use of community buildings across the borough. | <ul style="list-style-type: none"> • Develop regional investment plans based on the CTM Integrated Hubs (Health and Social Care) opportunities, maximising joint-funding and regional capital investment potential. • Options for: Pyle Life Centre, and potentially at other existing community centres within Garw, Llynfi or Ogmore valleys. • Consolidate the Integrated Service approach with CTMUHB for learning disabilities as well as older people with dementia. |
| <u>DEVELOP EXTERNAL PROVISIONS</u> | <ul style="list-style-type: none"> • Develop increased capacity and opportunity with external providers, e.g. via 'in reach' activities at care homes. • Extend opportunities with existing Learning Disabilities partners where it offers cost benefit. | <ul style="list-style-type: none"> • Encourage community opportunities for people to self-refer and self-fund, in line with the progression model • Expand the 'Hub & Spoke' model from internal BCBC Community Hubs, increasingly working with LCCs and community partners to extend the range and capacity of external daytime opportunities, keeping internal capacity for those with highest needs. |
| <u>PATHWAYS TO WORK PROJECT</u> | <ul style="list-style-type: none"> • Develop Partnerships to support this programme, | <ul style="list-style-type: none"> • Work with BEN, Bridgend college and local employers |

| | | |
|--|--|--|
| <u>FOR WORKING AGE ADULTS</u> | <p>including CTM RPB, DWP, Careers Wales, Education, Communities Directorate, and others.</p> <ul style="list-style-type: none"> • Develop 'proof of concept' project to develop and expand Pathways to Work potential, including options for Supported Internships within BCBC and partners, and the use of Job Coaches. | <p>(including BCBC) to implement a wider 'disability confident' internship and employment programme.</p> |
| <u>DEVELOP SOCIAL ENTERPRISE OPPORTUNITIES</u> | <ul style="list-style-type: none"> • Capital investment business case submitted for regional/ WG consideration for work-related projects at Bryngarw Park. • Engage a partner to support this social enterprise development. | <ul style="list-style-type: none"> • Build and develop the 'Pathways to Work' programme with external partners, including expanding social enterprise capacity to offer greater choice and access to training, voluntary and paid employment. |

4. Equality implications (including Socio-economic Duty and Welsh Language)

- 4.1 The protected characteristics identified within the Equality Act, Socio-economic Duty and the impact on the use of the Welsh Language have been considered in the preparation of this report. As a public body in Wales the Council must consider the impact of strategic decisions, such as the development or the review of policies, strategies, services and functions.
- 4.2 An initial EIA screening of the Strategic Commissioning Strategies has identified that there would be no negative impact on those with one or more of the protected characteristics, on socio-economic disadvantage or the use of the Welsh language. It is therefore not necessary to carry out a full EIA on this policy or proposal at this stage.
- 4.3 As and when schemes and proposals identified within the strategies are considered for implementation, specific EIA screenings will be undertaken at that stage. This will be overseen by the newly established Programme Board.

5. Well-being of Future Generations implications and connection to Corporate Well-being Objectives

- 5.1 A summary of the Well-being of Future Generations (Wales) Act 2015 assessment is listed below:

Long-term The remodelling of day opportunities will be long-term in nature, aiming to better support younger people who may need support in the future. Operational practices at any day centres will consider and include longer-term demands, pressures and changes. There is also a current programme of building works to reduce the carbon footprint of some of the buildings.

| | |
|----------------------|--|
| Prevention | In-keeping with the fundamental requirements of the Social Services and Well-being (Wales) Act 2014, there is also a strong focus on preventative services within the remodelling plans. |
| Integration | In keeping with the fundamental requirements of the Social Services and Well-being (Wales) Act 2014, there will be a focus on integration with our key regional partners, such as Cwm Taf Morgannwg Health Board and third sector providers. |
| Collaboration | Both internal and external collaboration will be necessary to effectively implement the priority areas identified in the remodelling proposals, which will involve key stakeholders and wider partners. |
| Involvement | <p>Extensive consultation was undertaken with individuals to inform the PNA and MSR reports, which have informed the strategic commissioning priorities, from which the need to remodel day services has arisen.</p> <p>Individuals with a learning disability were directly and independently engaged as part of the review to understand what matters to them.</p> <p>Officers will further engage with and involve individuals and their families/carers as and when specific remodelling projects are being worked-up in detail, which will inform the subsequent options appraisal and business case for actual change.</p> |

6. Climate Change Implications

- 6.1 There are no direct implications associated with the proposals being made at this stage. However, it should be noted that there is an existing programme of works being undertaken, including at BRC and Cwm Calon and other BCBC-owned buildings, to install energy efficiency measures, on-site renewables (i.e. solar panels), and on-site chargers for electric vehicles. As such, efforts are underway to reduce the carbon footprint of the day service estate, which will in turn reduce the negative effects of climate change in the future.

7. Safeguarding and Corporate Parent Implications

- 7.1 The focus to include pathways for young people in transition will support BCBC in our corporate parenting responsibilities, in looking to ensure there are suitable and sufficient options for people as they approach adulthood.
- 7.2 Having sufficient and effective day services in place – which is the primary aim of the proposals being made – should also mitigate safeguarding risks linked to unsuitable or unavailable services.

8. Financial Implications

- 8.1 The Medium-Term Financial Strategy for 2024-2028 approved by Council on 28 February 2024 included a £200k Budget Reduction for the Remodelling of Day Opportunities which is linked to Transport and Community Hubs. This is anticipated to be fully achieved.
- 8.2 At the end of quarter 3 for 2024-25 the directorate was reporting the following position on its revenue budget:

| <u>In House Day provision</u> | <u>External Day Services</u> |
|---|---------------------------------------|
| Budget = £3,496,430 | Budget = £129,460 |
| Quarter 3 Forecast = £3,644,338 | Quarter 3 Forecast = £641,036 |
| Projected Overspend (including transport) = £147,908 | Projected Overspend = £511,576 |

- 8.3 The Final MTFS for 2025-2029, to be considered by Council on 26th February 2025, includes the following recurrent base budget pressure proposal which, if approved, will significantly mitigate the overspend in this area, where it is anticipated that spend in this area should reduce further as a result of the new transport policy being implemented.

| Ref | Pressure | 2025-26 £'000 |
|------|---|------------------|
| SSW1 | Increased costs of Learning Disabilities Day Opportunities, specifically placement numbers and transport costs. | 519 |

- 8.4 It is not anticipated that there will be any cost implications associated with the proposals identified in the review, where the challenging financial position is recognised and there will be a strong emphasis in having a robust and agreed business case made before any operational changes are made.

9. Recommendations

- 9.1 It is recommended that Cabinet:
- Note the contents of this report and the vision and key principles proposed for daytime opportunities;
 - Approves the proposals/remodelling plans as identified in this report following the detailed review of daytime opportunities across adult social care, noting a full business case will be made before any operational changes.

Background documents:

None