



# Day Services

## Review of WCC Resource Centres

16/12/2020

V.4

KORRINA CAMPBELL - INTERIM DAY OPPORTUNITIES REVIEW MANAGER  
KATIE STALLARD – SENIOR PROJECT MANAGER

## Table of Contents

<b>Executive Summary and Recommendations for Next Steps .....</b>	<b>2</b>
<b>Background .....</b>	<b>6</b>
<b>Review Process .....</b>	<b>7</b>
<b>Stakeholder Engagement .....</b>	<b>9</b>
<b>Engagement Feedback .....</b>	<b>10</b>
<b>Reassessment of all current service users in receipt of day opportunities to understand opportunities for less building-based provision .....</b>	<b>13</b>
<b>Market Research around External Providers .....</b>	<b>19</b>
<b>The impact of COVID-19 and closure of internal day services different ways of working during COVID .....</b>	<b>22</b>
<b>Interdependencies : .....</b>	<b>23</b>
<b>Transport .....</b>	<b>24</b>
<b>Best fit Service User Breakdown .....</b>	<b>29</b>
<b>Current Gaps and outcomes of the review .....</b>	<b>31</b>
<b>Options for further exploration .....</b>	<b>32</b>
<b>Conclusion .....</b>	<b>33</b>

## Executive Summary and Recommendations for Next Steps

1. Within the Resource Centres, there a large proportion of service users (88%), that are older and have been within the service for over 10 years highlighting several issues and considerations:
  - a. That the service user journey is limited and for some individuals the Resource Centre offer becomes a “service for life”
  - b. That Worcestershire may be “over-providing” for some individuals and are WCC practicing in a truly strengths-based approach way i.e. do all the individuals in the Resource Centres really need a full comprehensive specialist/complex provision with high staffing levels?
  - c. Due to the ageing profile of current service users, this proportion will ultimately reduce over the next few years and with low levels of younger people coming into the service, this will of course make the service financially unviable over the longer term
  - d. There is a significant risk posed to the Authority and a need to ensure that carers, who are older, are supported to plan for the future life arrangements of their family member

### Recommendations for next steps:

- *The long-term offer of the Resource Centres needs to be explored further and to ascertain why individuals remain in the service for so long*
  - *Consideration of risks to WCC due to ageing carers and reliance upon resource centres with service user having been in the service for so long*
  - *To consider further options around the GOLD service offer, in facilitating a throughput of individuals and improved customer journey, instead of blocking services with people in potentially the wrong service type provision who remain in the service for longer than 10 years*
  - *To scope potential numbers of people within the Connect Services too, who may be identified as being suitable for a GOLD service to give us a holistic view in terms of actual numbers and levels*
  - *To consider the financial impact of a GOLD type provision service within the external market compared to internal cost of a current Resource and Connect service*
2. There is a significant variance on the numbers of service users attending the 4 Resource Centres, especially Pershore

### Recommendation for next steps:

- *Further research to understand why services have lower service user’s numbers. Is it because:*
  - *Higher level of Needs*
  - *Building Capacity*
  - *Lack of need in that area*

3. In terms of younger adults with a Learning Disability;
  - a. 127 individuals who are seventeen years old and currently going through the transitions process, have been identified as potentially requiring some sort of Day Care Opportunity
  - b. have been identified as potentially requiring some sort of Day Care Opportunity
  - c. Currently there is a small proportion of younger adults within the Resource Centres, only 6 % are under twenty-four years old and 13% below thirty years old

**Recommendations for next steps:**

- *To research why there is such a small proportion of young people currently within the Resource Centres. Is it due to the current offer, young people accessing alternative offers or lack of capacity within the Resource Centres.*
  - *To consider a wrap-around type of provision for younger people with LD coming through to explore a customer journey which moves people onto more independence through employment, volunteering and accommodation considerations*
4. Through the review and desktop exercises, it is quite clear that some individuals within the Resource Centres are deemed as being within the wrong service and whereby needs could be better met, with either a combination of alternative services, maybe community based or through the Connect Services. Or through a designated provision, more tailored to meet individual needs i.e. Growing Older with Learning Disabilities (GOLD)  
Only 14% of individuals were identified as being suitable for just a Resource Centre service and 45% of people were identified as being better supported through attending both the Resource Centres and the Connects services or a combination of services, meaning a more flexible approach may be required, in ensuring individual needs are met in a person-centred way

**Recommendations for next steps:**

- *To further review the process around referrals into internal services as it feels the criteria has blurred leading to potential individuals being misplaced in services*
  - *To further explore Social Worker referral practices and processes in line with current services criteria*
5. There is still a blurring of the service offers between the Resource Centres and Connect Centres, due to referral processes and a lack of clarity about the service offers. This has identified that maybe the staffing levels and ratios of staff to individuals within the two types of provision are incorrect. Resource Centres and Connect Services have similar unit costs when you would expect the Resource complex/specialist service to have the higher costs due to the complexity of care and support needed.

#### **Recommendations for next steps:**

- *To complete a further desktop exercise, scoping individuals needs levels of those in the Connect services, to compare against the Resource centres breakdown, including scoping 1-1 levels to compare against the 62% level in the Resource Centres*
  - *To look at the comparison of staffing levels between Resource Centres and Connect services based on individual's needs and given a proportion of service users have been identified as being deemed suitable as attending both services*
  - *To consider the impact of the newly proposed figures of 1:1 = £155.23 and 6:1 = £67.86 within both services based on the staffing ratio levels between both services*
  - *To complete a financial review of unit costs across the Resource Centres and looking at volumes within services, as this clearly has an impact, given the weekly cost varies from Worcester with 45 service users at £266.00 to Pershore with 9 service users and a weekly cost of £679.00*
  - *To complete further research around why only 29% of service users are in receipt of a Direct Payment*
  - *To complete a snapshot building suitability review and alternative uses in buildings i.e. combining day care and replacement services and consider geographical suitability*
6. The impact of covid has been extremely challenging for all concerned. However, this has had a significant influence on services being delivered in different ways throughout the pandemic. The positive side from the pandemic has meant that new ways of working have been explored and implemented meaning a shift in attitudes from key stakeholders, in considering new ways of working in the future, especially around potential new models for the building-based services.

#### **Recommendations for next steps:**

- *To further explore options for potential service models for future complex and specialist care services including:*
  - *Hub and spoke model*
  - *Mix of building based and community/outreach services to run alongside the building*
  - *Menu of options for services*
- *To further explore the impact of different service offers throughout lockdown and determine any proportionate shifts in terms of individuals spending less time in a building- based service and going out into the community more*
- *To further explore some of the other proposed options through co-design with stakeholders, as part of what a future WCC complex/specialist support service might look like*

7. Through the market analysis exercise it is clear that there is a lack of provision for individuals with a Profound and Multiple Learning Disability (PMLD) or complex needs in the external market.

Only 2 external providers have been identified as being able to support people with high needs and only in the Worcester and Droitwich area

**Recommendations for next steps:**

- *To have further discussions with the 2 identified external providers for complex/specialist care to explore possible options*
  - *As an Authority there's a need to understand why there is the gap in external providers being able to support individuals with high needs/complex needs within a day service provision. Further exploration needs to consider the reasons. Is it:*
    - *Financially unviable for them to deliver a service within the allocated funding*
    - *Staff not having the right skills*
    - *Lack of appropriate buildings adapted for complex care*
    - *Lack of appetite for the area of work*
8. There is a heavy reliance on transport from individuals attending the Resource Centres, with an annual cost to the Council of approximately £632,000. There is a significant variation around costs of transport, per individual, ranging from; £11.67 per person per week to £135.00 per person per week. 28 of the Resource service users share transport with Connect service users, which again reinforces that there is a potential blurring between the 2 services, when you would expect a different level of transport provision to be required due to higher complex needs.

**Recommendations for next steps:**

- *To understand the impact of transport implications if any services are withdrawn i.e. where transport is shared across Resource Centres and Connect services, to do further research around the transport provision with the Connect services*
  - *Consider any impact on transport if buildings aren't in the right place*
  - *Further exploration around independent travel and alternative transport provision*
  - *Review of existing transport contracts due soon (April 21)*
9. A large proportion of the service users (99%), within the Resource centres were identified as having health needs, yet only 5% of these individuals are receiving Continued Health Care Funding.

**Recommendations for next steps:**

- *To carry out further exploration as this figure seems relatively low given the service perceived to be provided is around complex/specialist care.*

## Background

As identified within the *Worcestershire County Council Internal Learning Disability Day Service Specification*, WCC are aiming to provide a mixed economy of care for people with a learning disability, whereby services may be provided by the independent sector through the Dynamic Purchasing System or via WCC internal day service provision, which currently includes:

- **Resource Centres** for people who need a fully equipped base or benefit from the security of a staffed base from which to access their day services and day opportunities in the community.
- **Connect Day Services** for people who want to predominantly access community-based day opportunities and aren't dependent on a fully equipped and staffed base.
- **Gold Services** for older people with a learning disability who may have an age-related illness, or accompanying physical health needs, including dementia, who require or prefer to have a more building based service.

On the 22<sup>nd</sup> October 2020 Cabinet approved several recommendations supporting the review of the current position of day opportunities for adults with learning disabilities. The recommendations were:

- The commencement of a review of day opportunities for people with a learning disability which will take account of learning in response to the challenges presented by Covid-19, to ensure the offer is equitable in accordance with assessed eligible need, promotes independence and meets individual outcomes in the most efficient and cost effective way.
- A report in Winter 20/2021 to be taken back to cabinet with an update on the outcome of the review detailing the identified options for the delivery of building-based day opportunity services, which support individuals with the high/complex needs
- A further report in Summer 2021 on the conclusion of the review detailing the identified options for the long-term delivery of community-based opportunities.

The purpose of the Day Opportunities Review is to consider how the council may continue to meet assessed eligible need in the most efficient and cost-effective way that promotes independence, social inclusion and positive outcomes for individual carer's.

The first phase of the review was to focus on the current offer for people using WCC in-house Resource Centres, with an aim of informing the potential development of future day opportunities for people with complex needs, across the portfolio of community opportunities for people with learning disabilities in Worcestershire. As an Authority Worcestershire need to ensure they are continuing to fulfil their duty of care, in line with the Social Care Act 2014, in facilitating the correct offer and being equitable across all services and ages of individuals with a learning disability.

It is important to recognise that people with learning disabilities have a wide range of abilities and complexity of needs and it is for this reason its acknowledge that a service which meets the needs of one individual with a learning disability, may not meet the needs of everyone with learning disabilities and that all services should be delivered in line with the guidance contained within the Care Act 2014 , as well as delivering the best outcomes for people with a disability promoting key principles:

- People should be treated as individuals.
- People with learning disabilities should be able to use the same services as other people.
- People should have choice and be able to have some control over the services they use.
- People should be part of the community where they live.
- People should feel safe.

These principles should apply to all services irrespective of the level and complexity of need of the people using the services.

### **Phase 1 of the Review**

Within the scope of the review, several key activities were identified and included:

- Stakeholder engagement
- Desktop exercise of all current service users in receipt of day opportunities to understand opportunities for less building-based provision
- The impact of COVID-19 and closure of internal day services
- Analysing the responses to engagement and update cabinet with options being considered
- Complete a review and report the conclusion and recommendations to Cabinet for approval

### **Review Process**

A project group was established to encompass a wide cross section of stakeholder representation, whereby formal project documentation was completed and implemented in line with reporting requirements to the Shaping Services Board; Terms of Reference, a detailed project plan and a RAID log.

Due to the nature of the review it was agreed that additional key stakeholders would be engaged as part of the process to ensure key interfaces and interdependencies were considered. These included:

- Transitions lead – Jill Hughes
- Transport lead – Paul Young
- Shared Lives – Jennifer Parker
- WAC Carer Engagement and Involvement Lead– Jenny Hewitt

The first phase review of day services within Worcestershire was carried out with the principles of the Best Value Framework to address the four key issues of:

**Engaging** – with users of our service, carer's, staff, partners and external agencies

**Comparing** – with other authorities in respect of learning disability provision

**Challenging** – current existing provision and exploring alternatives

**Competing** – with cost comparisons and modelling of existing and future recommendations

These principles underpinned the whole review and formed the basis of the agreed process throughout the review and by informing the agreed project plan.

The project plan focused on a variety of key areas with specific outcomes to be achieved, with the main activity, data and information being sourced through two desktop exercises:

1. The first was a more formal data collation process which was carried out in conjunction with commissioners, operational leads and with data extracted from an existing Learning Disability



database, which had been re-aligned to include information pertaining to the covid 19 pandemic and mitigating risks for carer's and service users

2. The second exercise was more informal focusing more on day to day frontline services which was completed by the Resource Centre staff, at various levels. Key data from this established whether the current service was "fit for purpose" for those individuals currently using the Resource Centres, as well as considering alternative options for specialist care alongside some of the service changes occurring due to staff having to adapt to the covid restrictions.

Below are the key activities and the outcomes identified to be achieved:

<b>Data</b>	
<b>What we will do</b>	<b>What this will achieve</b>
<b>Desktop exercise LD database</b>	Provides a picture of pre-covid and during covid of percentage of people in the building versus community activities
	Determine right level of assessed need within the service
	Provides details on proportion of people with health needs
	Multi-service attendance including internal/external and replacement services
<b>Desktop exercise Resource Centres Staff</b>	Resource centre service user profiling – age, length of service etc
	Review of best service fit for each individual
	Identifying links between the Resource and Connect criteria
	Impact of covid at service delivery
	Preferred communication methods for service users
	Provides holistic view of support for each person
	Capacity profiling based on existing versus best service fit review data
<b>Finance</b>	
<b>Desktop Exercise Team Leaders</b>	High level impact of the difference if people were in the right service
	Levels of Direct Payment
<b>Market Analysis</b>	
<b>Full market review of capacity post Covid</b>	Is the market able to meet complex care need
	Is it financially comparable
<b>Future Proof</b>	
<b>Ensuring that the future day services are fit for purpose, present and future</b>	Examples of future models
	Potential menu of options for complex services
	Links with Transitions
	Links between Shared Lives
<b>Transport</b>	
<b>Transport Review</b>	Identifies who is receiving internal transport
	Transport costs within the Resource Centres
<b>Engagement</b>	
<b>Consultation/Engagement Log</b>	Identify who key stakeholders are
<b>Comms and Engagement plan</b>	Link into carer support forums and key stakeholders
	Ensure everyone impacted by changes are engaged with

## Stakeholder Engagement

In addition to the project group and on commencement of the review, it was agreed that to ensure full stakeholder involvement. A Communications and Engagement sub-group was established with a remit of ensuring engagement across all key areas of the review.

Sub-Group membership included:

- *Korrina Campbell* – Interim appointed lead for the day services review
- *Katie Stallard* – Programme portfolio lead
- *Laura Blythe* – Senior Press Officer
- *Jenny Hewitt* - WAC Carer Engagement and Involvement Lead

Key areas of the focus and governance within this group, included:

- Completion of an *Engagement and Consultation Project Plan* which aligned to the overarching Day Opportunities Review Project Plan
- Updating the *Communications & Engagement Plan* incorporating chronological history of past engagement/ consultation
- Completion of a *Stakeholder Engagement Plan* which identified; key stakeholders, including; WCC internal leads, Carer's/Service users and voluntary sector as well as methods of engagement:

## Stakeholder Engagement Plan

Engagement Completed/Engagement scheduled

Stakeholders	Stakeholder analysis	Methods of engagement
<b>Worcestershire Internal leads</b>		
Cabinet inc Leader	Inform, Consult and Collaborate	Cabinet Paper 04 <sup>th</sup> February 2021
Cabinet Member with responsibility for Adult Social Care	Inform, Consult and Collaborate	One to one catch ups Cabinet Paper 04 <sup>th</sup> February 2021
Elected Members	Inform, Consult and Collaborate	Cabinet Paper 04/02/2021
Scrutiny	Inform and Consult	Scrutiny paper to be written – 28 <sup>th</sup> January 2021
Strategic Director of People	Inform, Consult and Collaborate	PDLT Meeting COG Meeting Highlight report
Assistant Director for Adult Social Care	Inform, Consult and Collaborate	PDLT Meeting COG Meeting
Assistant Director for Communities	Inform, Consult and Collaborate	PDLT Meeting COG Meeting Regular One to one's
Director of Public Health	Inform and Consult	Through PDLT internal reporting procedure
Senior Leadership Team (SLT)	Inform, Consult and Collaborate	Cabinet Paper Review Report
Chief Officer Group (COG)	Inform, Consult and Collaborate	Cabinet Paper Review Report
ASC staff in scope	Inform, Consult and Collaborate	1-1s with all staff Team leader group meetings Email updates Briefings Newsletter

		Workshops
All WCC staff	Inform	Email updates Briefings Newsletter
Worcestershire Children First Staff	Inform	Email updates Briefings
Unions	Inform and Consult	<b>Supported through HR</b>
<b>Carers/Service Users</b>		
WAC (Worcestershire Association of Carers)	Inform, Consult and Collaborate	<b>Carer Workshop sessions</b> <b>Co-production with LD carers</b> <b>LD Partnership Board Forum</b> Living Well Subgroup Forum
Carers and families	Inform, Consult and Collaborate	Carer Workshop sessions Co-production with LD carers LD Partnership Board Living Well Subgroup Letters/Emails Media Briefing Press Release
Service Users	Inform, Consult and Collaborate	One to ones Assessments of needs Letters Emails Through Speakeasy Now involvement Media Briefing Press Release
<b>Voluntary Sector Engagement</b>		
Speakeasy Now - LD Self Advocacy Group	Inform, Consult and Collaborate	Support with advocacy and to ensure the voice of the customer is heard
WPCC - Worcestershire Parent Carer Council	Inform, Consult and Collaborate	Participation in any potential co-design of services
Redditch Carers Careline	Inform, Consult and Collaborate	Participation in any potential co-design of services

## Engagement Feedback

### Staff Engagement

As part of the review many staff within the Resource Centres were engaged within the process and invited to feedback any comments around the current and potential future of complex/specialist services, including the current Resource Centre provision. The staff involved included; The Resource Centre Manager, the 4 Team Leaders, the Senior Support workers and Support Workers and were facilitated through separate sessions on Teams and facilitated by the interim day care manager leading the review.

There were several key messages and proposals within all the engagement sessions, that were highlighted as potential future models for alternative complex/specialist care services, predominantly based around a hub and spoke model of a building base as a drop in point, with a community and home-based offer. Some of these models are listed later on in the review. It was clear through the staff engagement at all levels and across all the 4 services that there was a need

for a building-based provision in some form, due to the complexities of need and levels of personal care support. It was also noted, consistently, that the weather had a significant impact on the community activities and of course the major impact of lockdown within the covid pandemic, which restricted most outdoor or social community activities and options. The key points are documented in the following table:

<b>Potential ideas for re-shaping existing services</b>
Integrated GOLD services working with existing external providers/luncheon clubs
Social Enterprise to run from the old school-house – providing employment and volunteering opportunities
Service users able to access both the Resource and Connect services
Further links into health and extending the current offer
Forensic support for people with a LD
Links into short-breaks and replacement care
Holiday clubs – non-term support
<b>Issues Raised</b>
Look at equity and proportion of provision, some carers have “manipulated” the system
Clearer service specs for day opportunities offer
Better links between the resource service and connect service
Look at flexibility around transport if models change
Referral process from Social Worker means sometimes people are “pigeon-holed” instead of being based on need
1-1 levels are wrong – need for reviews
Ratios of challenging behaviour
GOLD service users not keen to be out and about
Outreach activities impacted by both covid and seasons
Capacity and availability of places can be an issue
Buildings need a refurbishment and are they fit for purpose or could they be used differently?
Funding and how the budget is managed

## Carer’s Engagement

In July 2020, “*Speakeasy Now*” were commissioned to carry out an engagement exercise around the impact of covid and day services provision. Most feedback was via Parent/ Family Carer or support staff/carers.

Some of the key feedback included;

- Most wished to return. However, approx. 15% expressed concern over safety issues for the service user and/or other vulnerable members of their family in respect of infection risks. These carers were happy for the person to remain at home for at least another month or more.
- Respite for Carers provided by day service was a major factor. Approximately 10% of carers had experienced severe difficulty during closure.
- Lack of physiotherapy input for some users was identified. This has caused deterioration in muscle tone and flexibility.
- They like the variety of opportunities offered and the chance to get out of the house.
- Many identified opportunities to be out in local communities as their most enjoyable pastime and the thing they missed most.
- Lack of stimulation in home setting has been a problem for approximately 40% of service users. This can be due to loneliness, isolation, difficulty in engaging, lack of support available to undertake activities, depression.

## **Service User Engagement**

Through the information collated from the desktop exercise completed by team leaders of the resource centres and through further 1-1's, it was agreed that service user feedback should be facilitated carefully and in the appropriate way. A significant number of individuals have been identified as requiring specialist communication assistance in expressing their own opinion and 45 individuals were identified as needing advocacy support. It is critical that engagement with service users isn't "tokenistic" so it was agreed at this stage that any further service user engagement would have a specific engagement plan and approached in a carefully managed way, without raising anxieties amongst the service users themselves and their carers.

## **Reassessment of all current service users in receipt of day opportunities to understand opportunities for less building-based provision**

Currently 109 people with a learning disability use the 4 in-house resource centres across the whole of Worcestershire.

- **Wyre Forest** 25 people
- **Bromsgrove** 30 people
- **Worcester** 45 people
- **Pershore** 9 people

It was clear in the initial stages of the review process that the 4 centres offered quite different services. The next phase of the review was the compilation of individual Resource Centre profiles incorporating both of the desktop reviews, to allow us to consider any potential gaps in service provision or trends which may be useful when thinking about the holistic WCC complex/specialist provision for people with a learning disability. The profiles are captured per service with the findings per service included.

The findings from the individual Resource Centre profiles have also been amalgamated to provide us with an overall profile across all the existing services. Some of these findings have been incorporated into the Executive Summary section, including proposed next steps and recommendations.

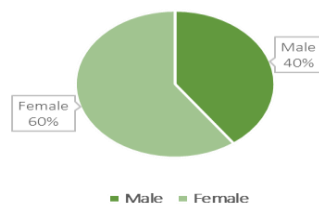
## Wyre Forest Resource Centre Service

The service is based in Freda Eddy Court in Kidderminster and pays a peppercorn rent of £38 p/a to WCFH and is attended by 25 people.

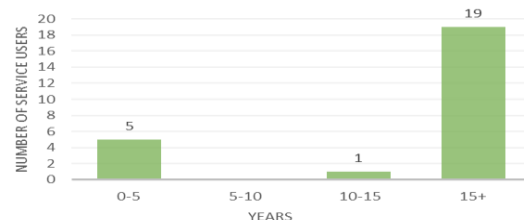
Budget of £612,362, internal charges of £94,902 and total £707,264 with an average controllable weekly cost of £454

## Wyre Forest Resource Centre

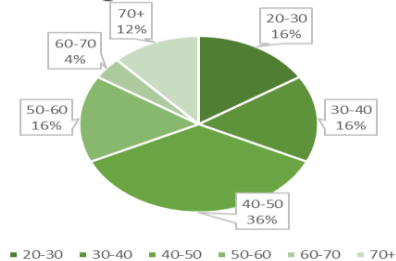
Gender of Service Users



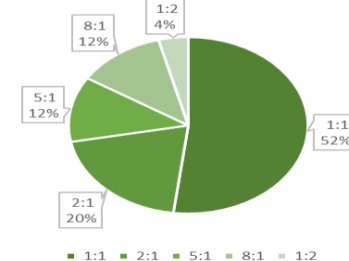
Length of Service



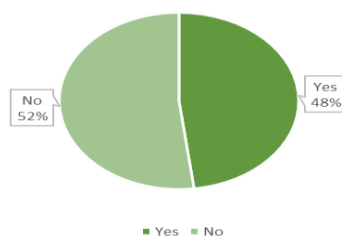
Age of Service Users



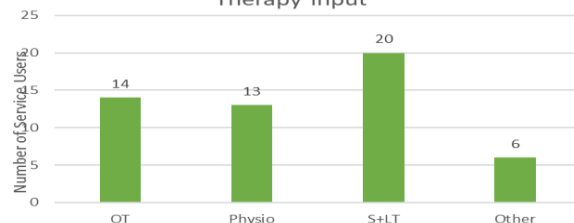
Level of Need



Direct Payments



Therapy Input



### Wyre Forest findings:

- 76% of service users have been in the service for over 15 years
- 80% of service users have been in the service for over 10 years
- 1:1 and 2:1 hours make up 56% of services
- Direct Payments are approximately 50% take up
- Internal transport provision equates to approximately 2/3rds of the provision
- All service users were identified by the team leaders and staff as having a health need yet only 1 person was CHC funded
- There is one out of county placement
- The service received 6 new referrals during lockdown of younger people
- 20% of people were identified as being suitable for a GOLD service
- 20% of people were identified as being suitable for both Resource and Connect services
- Most of the service users received a therapy input with 11 people receiving multi-therapy

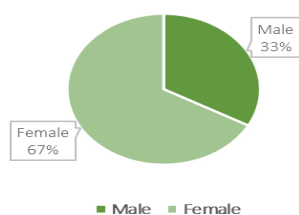
## Bromsgrove Resource Centre

The service is based in the Wendon Centre in Bromsgrove and is owned by WCC and is attended by 30 people.

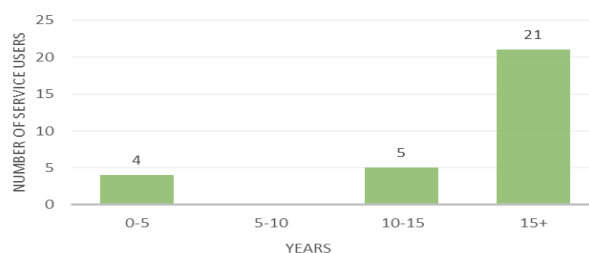
Budget of £677,160, internal charges of £84,998 and total £762,158 and has an average weekly controllable cost of £421.00

### Bromsgrove Resource Centre Profile

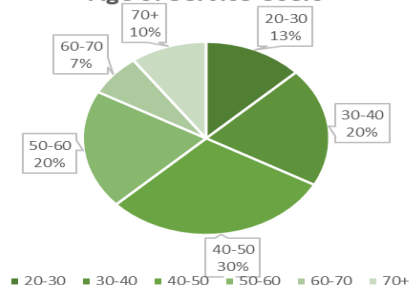
Gender of Service Users



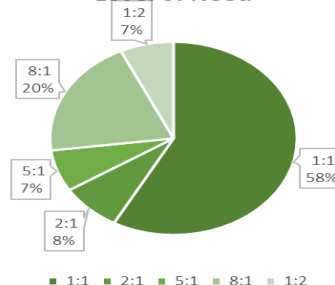
Length of Service



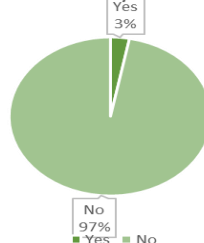
Age of Service Users



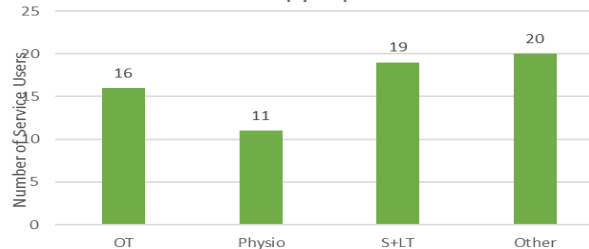
Level of Need



Direct Payments



Therapy Input



### Bromsgrove findings:

- 70% of service users have been in the service for over 15 years
- 87% of service users have been in the service for over 10 years
- 1:1 and 2:1 hours make up 65% of services
- Direct Payments – there is only person on a DP
- Internal transport provision equates to approximately 2/3rds of the provision with a couple of service users using an external provision too
- All service users were identified by the team leaders and staff as having a health need yet only 4 people are CHC funded
- There are no out of county placements
- 40% of people were identified as being suitable for a GOLD service
- Most of the service users received a therapy input except for 4



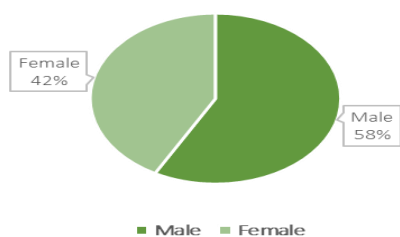
## Worcester Resource Centre

The service is based in the Cherry Orchard in Worcester and is owned by WCC and is attended by 45 people.

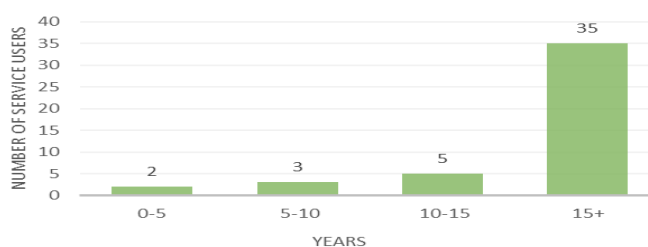
Budget of £550,622, internal charges of £119,520 and total £670,142 and has an average weekly controllable weekly cost of £266.00

## Worcester Resource Centre

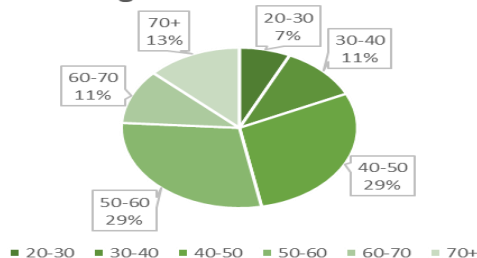
Gender of Service Users



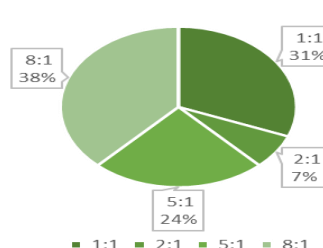
Length of Service



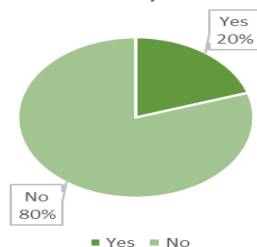
Age of Service Users



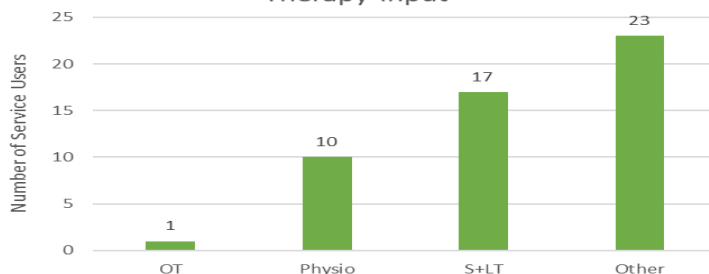
Level of Need



Direct Payments



Therapy Input



### Worcester findings:

- 78% of service users have been in the service for over 15 years
- 89% of service users have been in the service for over 10 years
- 1:1 and 2:1 hours make up 31% of services
- Direct Payments – there is only person on a DP
- Internal transport provision only equates to approximately 22% of the provision with 58% using an external provision. 20% of service users did not use internal/external provision.
- All service users were identified by the team leaders and staff as having a health need yet only a small proportion are CHC funded
- There are 3 out of county placements
- 33% of people were identified as being suitable for a GOLD service
- 14 service users received multi-therapy input with 13 have none

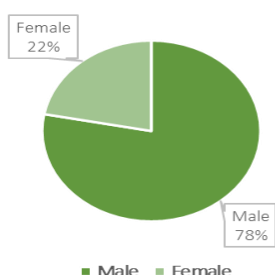
## Pershore Resource Centre

The service is based in the Three Springs in Pershore and is owned by WCC and is attended by 9 people.

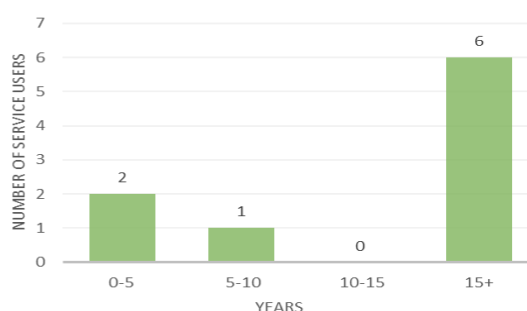
Budget of £317,086, internal charges of £35,927 and total £353,013 with an average controllable weekly cost of £679.00

## Pershore Resource Centre

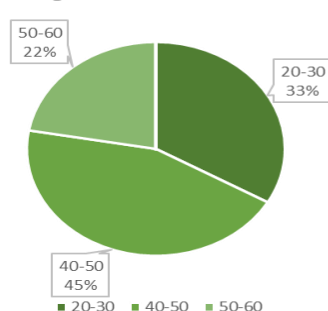
Gender of Service Users



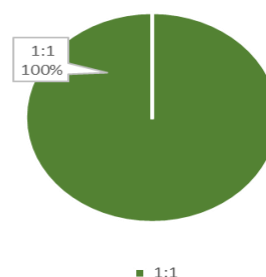
Length of Service



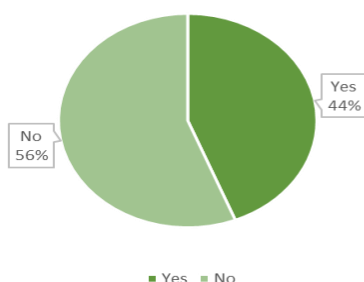
Age of Service Users



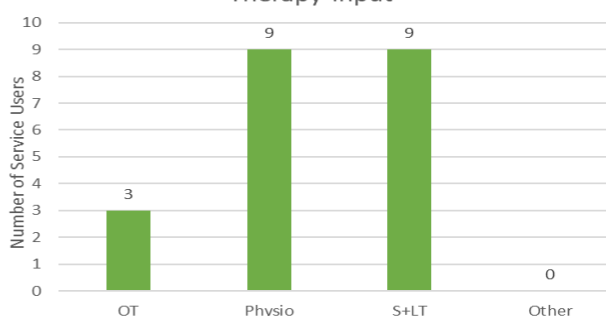
Level of Need



Direct Payments



Therapy Input



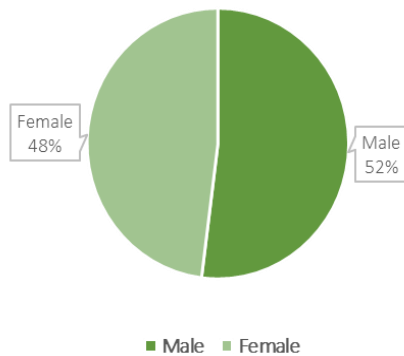
### Pershore findings:

- 2/3rds of service users have been in the service for over 15 years
- 1:1 and 2:1 hours make up 100% of services
- Direct Payments – there is approximately a 50/50 split
- Internal transport provision equates to approximately 78% of the provision
- All service users were identified by the team leaders and staff as having health needs, yet no service users are CHC funded
- There are 0 out of county placements
- All 9 of the service users received multi-therapy input

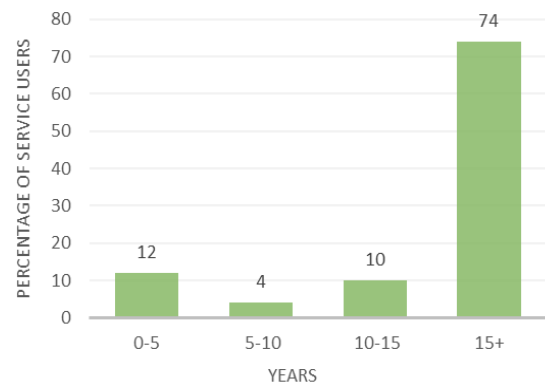
## Countywide Overview of all four Resource Centres

### County Overview of Resource Centres

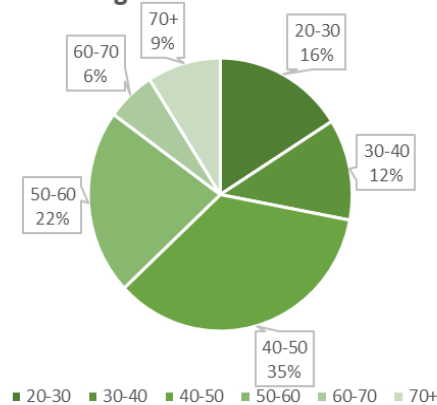
Gender of Service Users



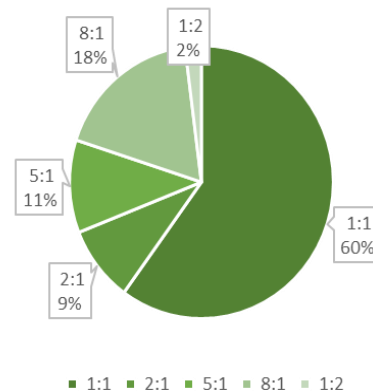
Length of Service



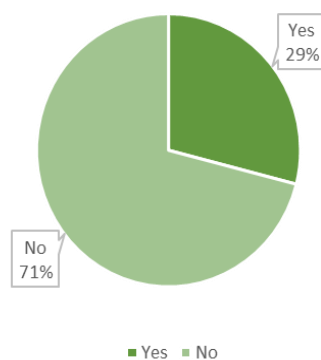
Age of Service Users



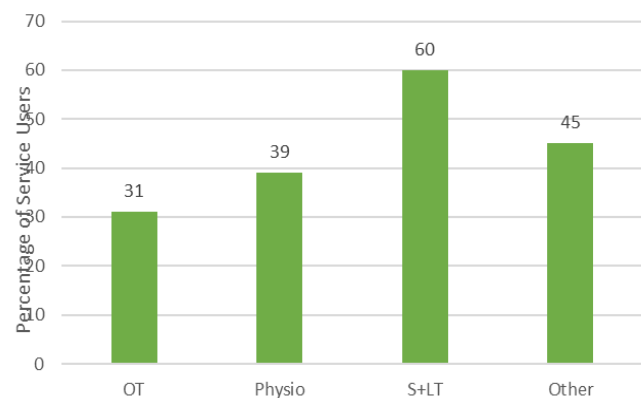
Level of Need



Direct Payments



Therapy Input



## Market Research around External Providers

Worcestershire is keen to encourage a diverse range of day service providers for individuals to choose from. For external providers a Service Specification and Contract forms part of a Dynamic Purchasing System ("DPS") which allows new providers to apply for a contract to provide Day Services at any time during the life of the contract. Under the DPS, there is no restriction on the number of providers able to have a contract with the Council. The Learning Disability DPS went live at the start of October 2017 and has been extended to October 2021.

There are currently 33 active providers with a DPS contract in place for Learning Disability day service provision and a further two in process. No new placements for day care should be made outside of this contract. The contract is based on an individually negotiated core day rate (average rate £48 per day) with an agreed additional hourly or daily rate for specific needs e.g. 1-1 or 2-1 support (average 1-1 rate £133 per day/£14 per hour).

There are also 18 providers not on the DPS but with older contracts, where individuals were placed before 1<sup>st</sup> October 2017. However, many of these providers have only 1 or 2 individuals.

Additionally, several people take a Direct Payment which they use to purchase day service provision from the external market. Commissioners are aware of a further three Learning Disability day service providers in Worcestershire with whom WCC does not have a contract.

### Types of support offers and geographical summary

The table below shows where Worcestershire's Learning Disability Day Services are based and the level of support which services can offer. "High level" support refers to specialist services which work predominantly with people with complex needs and profound and multiple learning disabilities. "Mid"-level support refers to services which offer some 1-1 support as part of their service, as well as group activities, whereas "low"-level support includes services which generally offer support in larger groups.

	Low level support	Mid-level support	High level support	Total
Bromsgrove	-	1	-	1
Redditch	3	2	-	5
Wyre Forest	12	2	-	14
Worcester/Droitwich	10	2	2	14
Evesham/Pershore	2	4	-	6
Malvern	5	3	-	8
Out of County	1	5	-	6
<b>Total</b>	<b>33</b>	<b>19</b>	<b>2</b>	<b>54</b>

As can be seen, there is a good range of day service providers in Worcestershire for people with mild to moderate support needs but relatively limited provision for people with more profound and multiple disabilities and those with behaviours which may challenge services. There are only two external

services identified which specialise in working with people with profound and multiple disabilities. One is based in Worcester and another in Droitwich resulting in significant journeys for some of their clients from around the county. A small number of external providers provide a service to some people with behaviours that challenge services, but Worcestershire no longer have a provider who specialises in this area, following the closure of one service earlier in the year.

Geographically, services are well spread with some localities more vibrant than others. Wyre Forest and Worcester/Droitwich have the largest availability of providers; additional services in Malvern and Evesham/Pershore have developed in recent years; however, Bromsgrove still has a very limited availability of provision. Historically people have travelled often some distance to utilise a provider of their choice.

### Capacity in Worcestershire's External day services

COVID-19 has had a significant impact on day services, with many services having closed during the first lockdown period. Most services have now reopened but many are having to operate with reduced numbers in order to meet infection control guidelines. However, services are working to build capacity and a recent survey of providers has identified some available capacity (see below), which is likely to grow as the COVID-19 situation improves during 2021.

Providers have reported that 74 individuals have permanently ended their day service during the COVID-19 period (since March 2020); however, this has been balanced by 79 individuals starting a new service during the same period.

The table below shows the number of people attending services, by the location of the service, and the number of day sessions attended in total per week. The average number of day sessions attended by each individual is 2.6 per week.

	No. of people attending	No. of day sessions per week
Bromsgrove	18	51
Redditch	78	122
Wyre Forest	96	309
Worcester/Droitwich	73	161
Evesham/Pershore	25	55
Malvern	54	183
Out of County	6	26
<b>Total</b>	<b>350</b>	<b>907</b>

NB Numbers above are provider-based and therefore include some individuals who have a different primary need e.g. Physical Disability, as some services work across multiple client groups.

A survey of day services has recently been conducted, as part of COVID-19 management, which has enabled commissioners to gather information about the number of people attending services using a direct payment and also how many people attend funded by other agencies or on a self-funding basis. The information below is based on returns from 28 providers, as well as WCC's own management information for people funded directly by WCC. Note that number of people attending will include some people who attend multiple services, and who are therefore counted more than once.

By location	No. of people attending				No. of day sessions per week			
	WCC-funded	Direct payments	Other	Total	WCC-funded	Direct payments	Other	Total
Bromsgrove	18	13	3	34	51	36	8	95
Redditch	78	54	10	142	122	105	21	248
Wyre Forest	96	112	49	257	309	218	53	579
Worcester/Droitwich	73	62	23	158	161	106	43	310
Evesham/Pershore	25	68	12	105	55	101	25	181
Malvern	54	32	12	98	183	60	17	259
<b>Total</b>	<b>344</b>	<b>341</b>	<b>109</b>	<b>800</b>	<b>880</b>	<b>625</b>	<b>166</b>	<b>1,671</b>

In terms of capacity for additional places, the 28 providers who responded to the recent survey have reported a total of 325 additional day sessions available for potential new clients. This is broken down geographically as below:

	Current capacity for new people (day sessions per week)
Bromsgrove	4
Redditch	99
Wyre Forest	157
Worcester/Droitwich	29
Evesham/Pershore	24
Malvern	12
<b>Total</b>	<b>325</b>

## The impact of COVID-19 and closure of internal day services different ways of working during COVID

COVID-19 has highlighted the need for services for adults with learning disabilities to change and adapt. The pandemic has had significant consequences in the way the services operate and has allowed the opportunity to innovate and find new ways of supporting people. The Council's directly provided services continued to aim to provide high quality care that support adults for learning disabilities and complex needs to remain at home, maximise their independence and lead a meaningful life. This is in line with the Care Act 2014.

COVID-19 has also had a significant impact on the services. They were closed for a period between March and October/November 2020 and since reopening, the requirement for COVID-19 compliance has substantially reduced capacity. Three of the four buildings were made COVID-19 compliant and reopened temporarily for 3 weeks until the last lockdown in November 2020 but had limited capacity available, due to the enhanced standards of infection control and social distancing requirements. One of the services (Wyre Forest) was unable to re-open due to flooding.

Prior to the covid pandemic the occupancy levels table below highlights the levels of occupancy levels within each of the Resource Centre services.

### County Summary of occupancy levels pre-covid

Name of Resource Centre service	Number of current users	Number of day slots used per week	Capacity - day slots per week if person requires 1:1	Total slots available	Occupancy (%)
Wyre Forest	25	98	20	118	83%
Bromsgrove	32	135	0	135	100%
Worcester	44	149	5	154	97%
Pershore	10	38	0	38	100%

### County Summary of occupancy levels during covid

Name of Resource Centre service	Number of current users	Number of day Sessions used per week	Capacity - day slots per week if person requires 1:1	Total slots available	Occupancy (%)
Wyre Forest	23 Inc 6 new referrals	40	14 sessions throughout a week working on 1:1, but most sessions require 2:1	54	74%
Bromsgrove	18	52	34	86	60%
Worcester Second lock down	45	37	34 @1:1 3 @ 1:2	100 S Workers	37%
First lockdown	45	15	15 @1:1	32 S Workers	50%
Pershore	9	18	18	18	55%

## **Current Service provision during covid**

During covid and as an alternative in trying to meet people's needs, the Resource Centre services have developed innovative new ways of supporting people in their own homes and communities in trying to complement the building-based Specialist Day Opportunities offer, which was restricted in the numbers of places it could offer due to mandatory covid restrictions.

There are many examples of how the Resource Centre staff adapted in trying to maintain some sort of service offer throughout the pandemic. Some of these examples are captured through case studies enclosed as appendices at the end of the review. Other overall provision included:

### **Outreach:**

The service has taken people into the community for activities. During lockdown this has been mainly walking in open spaces, but when the lockdown was lifted trips included going to cafes, pubs and other local areas of interest. The weather has proved a significant barrier in the outreach support as clearly individuals preferred being out and about in the warmer weather.

### **Virtual Support:**

Zoom sessions included:

- Seat chair exercise
- Sports
- Music
- Personal safety/ Self care
- Coffee mornings
- Games
- Books/ newspaper discussions
- Library public zoom sessions were also used by some service users

### **Additional Support**

During covid, many of the Resource Centre staff completed weekly phone calls to parents and carers and at times speaking to individuals, to "check-in" and make sure everyone was coping and to act as a resource in supporting them.

The staff offered support, such as; getting shopping, health and wellbeing checks, updating and discussing the changing government guidance and implications and trying to keep people connected.

Ad-hoc sessions for carers that included delivering physio equipment, occasional sit in sessions to cover unexpected appointments etc to ensure maximum usage of available slots.

### **Interdependencies :**

As part of the review it was essential to engage with some of the key interdependencies within the day service provision, in ensuring we approached the review in a holistic way for those individual service users involved. Such interdependencies included:

- Transport
- Shared Lives
- Transitions
- Replacement Care

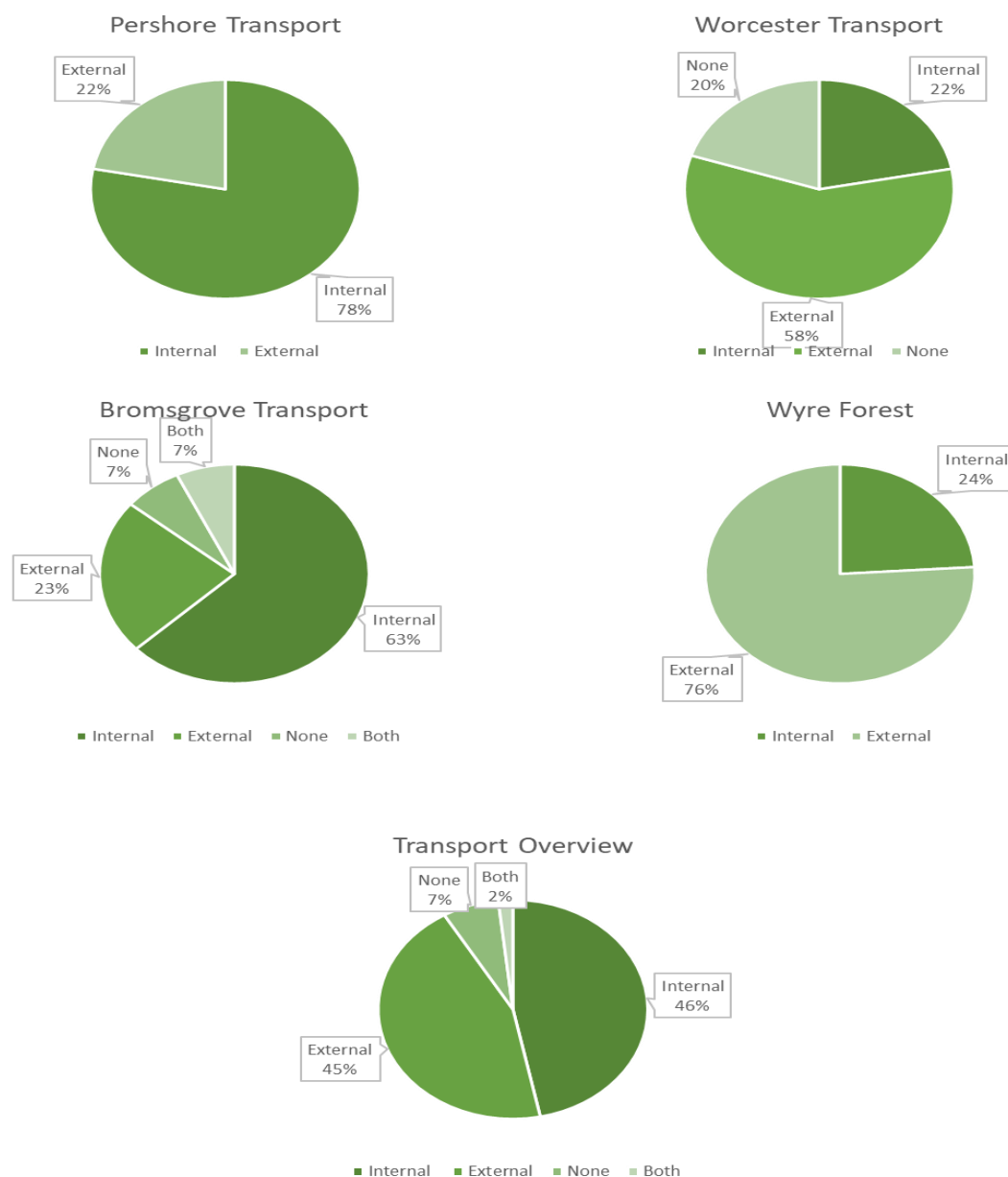


## Transport

Below is the breakdown of the transport provision across all of the 4 Resource Centres with a County overview included. The current budget for the 4 Resource Centres is:

- **Wyre Forest** -£3,508.30 per week
- **Bromsgrove** - £2,997.13 per week
- **Worcester** - £3,315.00 per week
- **Pershore** - £2,349.89 per week

## Transport Overview



Transport costs are incorporated into an individual's care package as a whole figure and there is a notional amount charged to the service user for this which is £20.93 per return.

Currently 93% of service users use transport to get into the Resource Centres, with 64% of transport being provided by WCC internal provision. Whilst 28% is provided through an external provision and only 1% of the Resource Centre service users have a combination of both internal and external provision. The Transport Commissioning Team decide on the most appropriate contract route (geographical, cost and need based) for service users to be allocated. Some routes are operated by our internal WCC Fleet Services and the remainder by external contractors.

Overall, the weekly costs of the internal transport to WCC equates to £12,170.32 per week with an annual cost of £632,856.64 based on a 52-week provision, which does not factor in holiday periods and resource centre closures.

The cost of transport varies dramatically across the services ranging from £11.67 - £135.00

Transport Costs per week	No of service users
£11.67 - £22.29	14
£31.58 - £40.04	37
£41.52 - £48.90	4
£60 - £72.00	10
£82.00 - £97.78	6
£100 - £135.00	3

28 of the service users share transport services with Connect service users, which highlights the necessity to consider this interface as part of the transport review and the impact of any proposed changes. The financial impact on the Resource Centres would be an approximate increase of £1,204.44 per week (£62,630.88 per annum) if the transport wasn't shared with the Connect services.

## Shared Lives

Worcestershire Shared Lives has been in place since 2004 but has been operational through an Adult Placement Scheme prior to this. It has an established staff team and Registered Manager who successfully deliver support to people living in Worcestershire. Currently the scheme has incorporated Shared Lives Plus aspirations and guidance to achieve outcomes for over 127 people. There are currently 152 Shared Lives providers within the system, however recent proposals have identified that the service aims to increase this by 22 providers totalling 174 providers by 2022.

Shared Lives is a highly flexible form of supported living, recruiting Shared Lives providers to give individuals the opportunity to live within a family in the provider's own home.

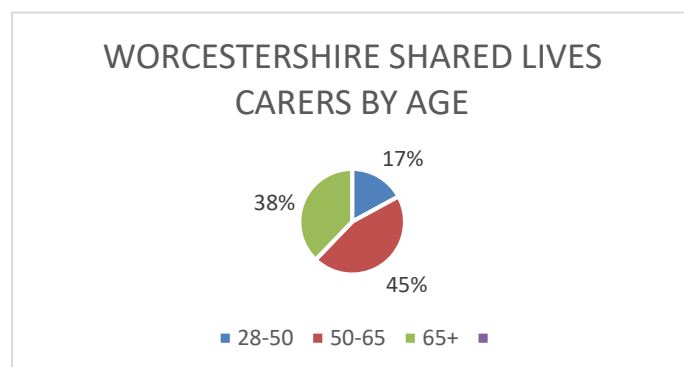
Currently there are a cohort of 23 individuals from the Shared Lives scheme who attend either one of the Resource Centres or one of the Connect services. It is clear that the WCC day services are critical in ensuring the Shared Lives providers are supported in their role so we will need to ensure that the planned growth opportunities within the Shared Lives schemes are taken into account when looking at future proofing our Learning Disability services, and indeed possible alternative service provision.

It is also clear that there is another consideration in terms of the transport review, as the majority of the service users attending the day services from the Shared Lives provision rely on transport.

The final consideration is around Replacement care and again ensuring the links are made in mapping current provision and identified gaps around provision of a Replacement service.

## Ageing Population

The breakdown of carers age profiles across various services for people with Learning Disabilities, highlights a major concern of a large proportion of carers which are elderly, which carers themselves raise individually in respect of concerns as to who will care for the person with learning disabilities in the event of ill health or if they are not around.



Another factor which we need to consider is where some service profiling has already taken place within the Shared Lives service, that has identified the ageing population of the current Shared lives carers which identifies a risk of the number of carers/placements declining over the next 5 years unless a pro-active recruitment drive is undertaken.

This risk is also a major concern within the LD Day Opportunities as it is a similar cohort of carers.

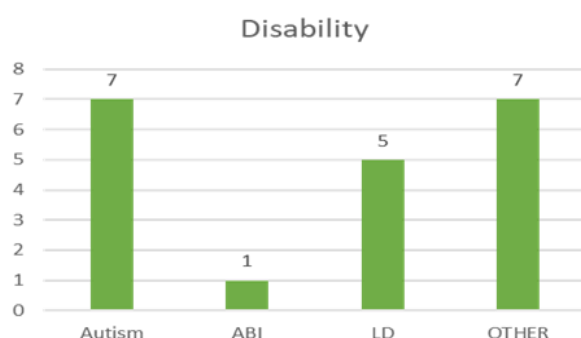
## Transitions

As part of the review it was acknowledged that individuals with a learning disability, going through the transition from Children's Services, through to Adult Services, with a potential future need for a day opportunity, was considered. As the table below highlights, as an Authority the need to ensure that adequate provision and services that meet the duty of care needs are addressed and planned for, in a person-centred way. Given the numbers of young people who will be potentially accessing future services, there is a need to ensure Worcestershire have the right capacity to meet those needs in services.

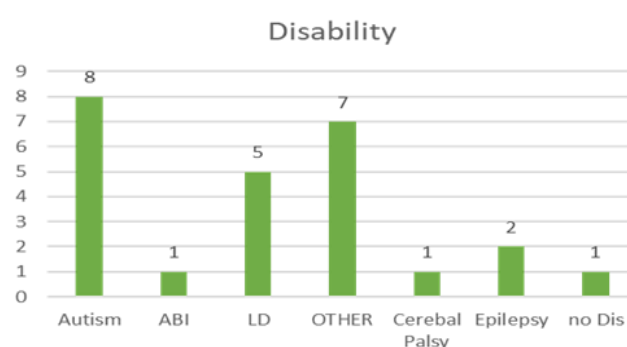
Age	Identified Need/Projected Need
17 Years Old	<ul style="list-style-type: none"> <li>18 individuals are currently accessing Day Care</li> <li>127 individuals have been identified as will need Day Care</li> <li>86 individuals have been identified as not requiring Day care</li> </ul>
16 Years Old	<ul style="list-style-type: none"> <li>9 individuals have been identified as will need Day Care</li> </ul>
15 Years Old	<ul style="list-style-type: none"> <li>7 individuals have been identified as will need Day Care</li> </ul>
14 Years Old	<ul style="list-style-type: none"> <li>8 individuals have been identified as will need Day Care</li> </ul>

It is also critical that the types of services being provided can meet those emerging individual needs, for example, there is a high ratio of young people with autism that will be needing a service.

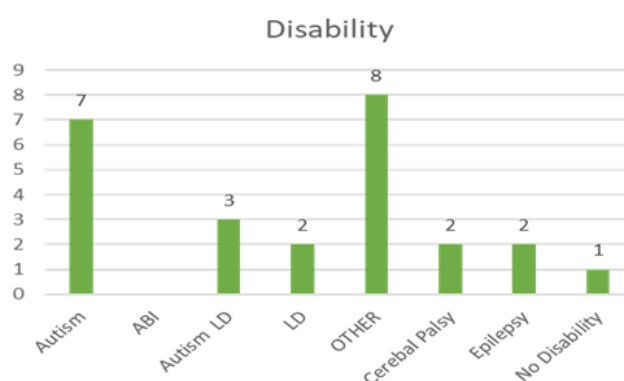
Age 16 Breakdown



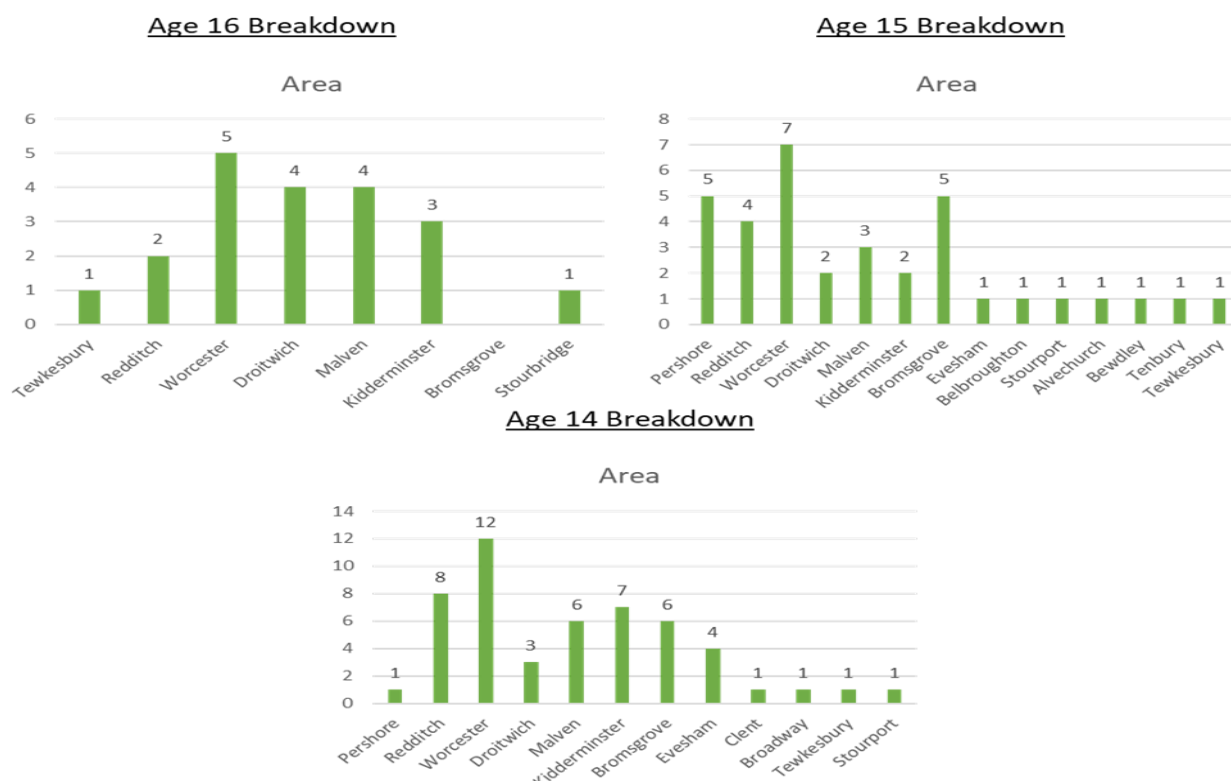
Age15 Breakdown



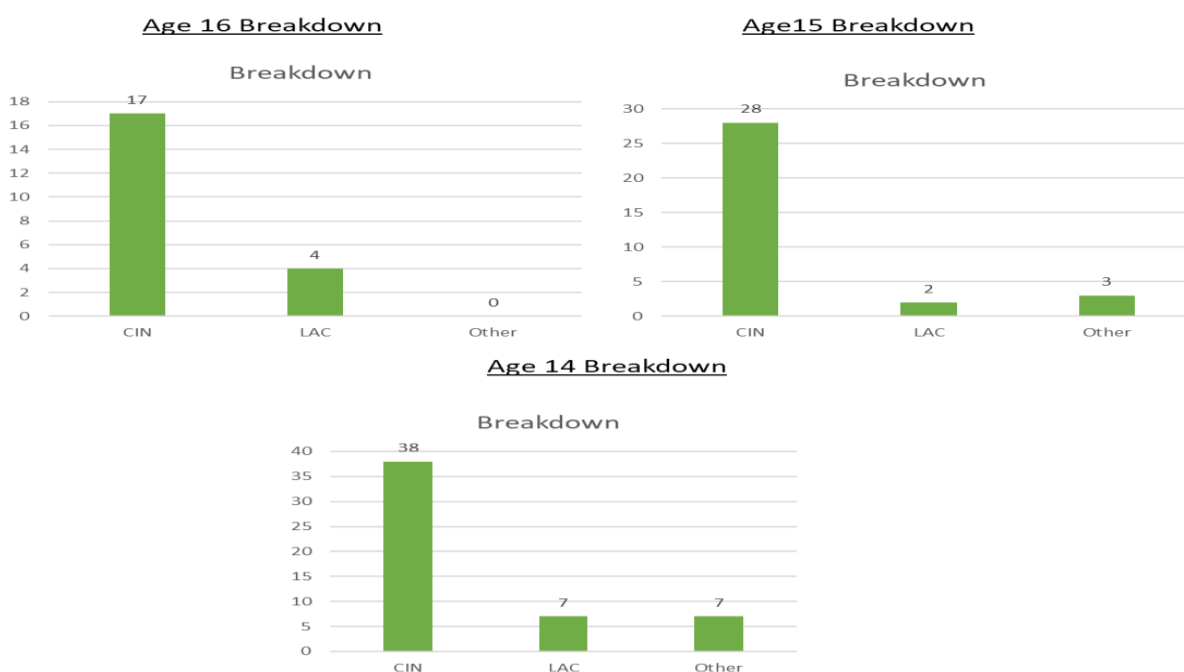
Age 14 Breakdown



It will also be important to ensure services are provided within the correct geographical location and so needs to be a consideration around any further exploratory work taken as part of the future offer for complex/specialist care.



And finally, to ensure a robust wrap around approach for each of the individuals, it will be essential to link into the relevant team when ensuring a smooth transitional process:



## Best fit Service User Breakdown

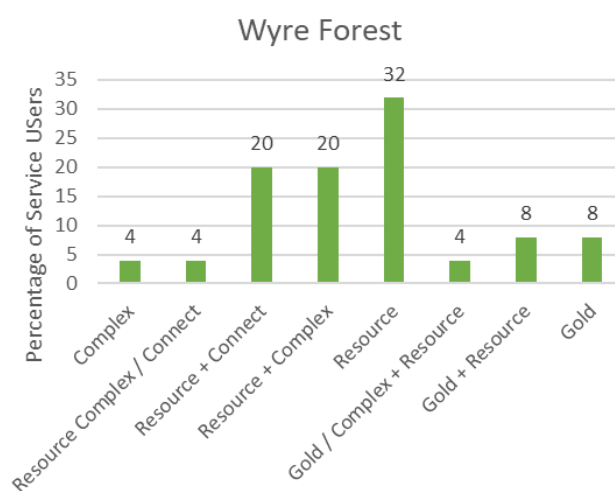
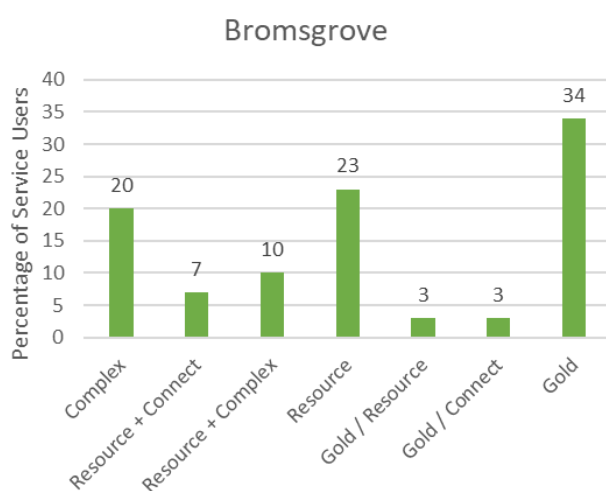
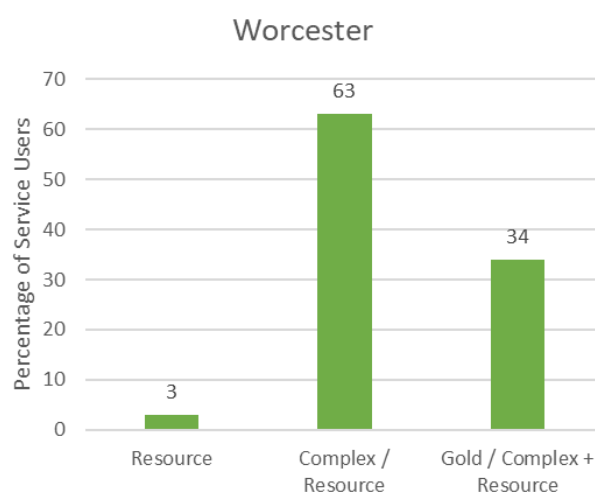
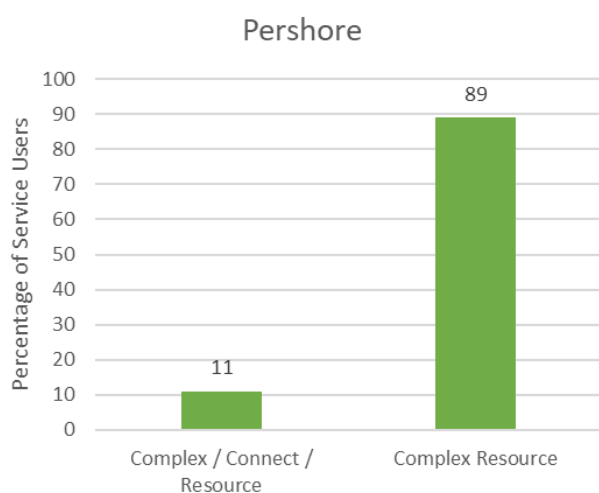
As mentioned previously and as part of the second desktop exercise, the Resource Centre staff were asked to review each service user, on an individual basis, to consider if the current service they were receiving within the Resource Centres was considered the *best fit* for them.

The alternative types of service categories were based on the original current service provisions of:

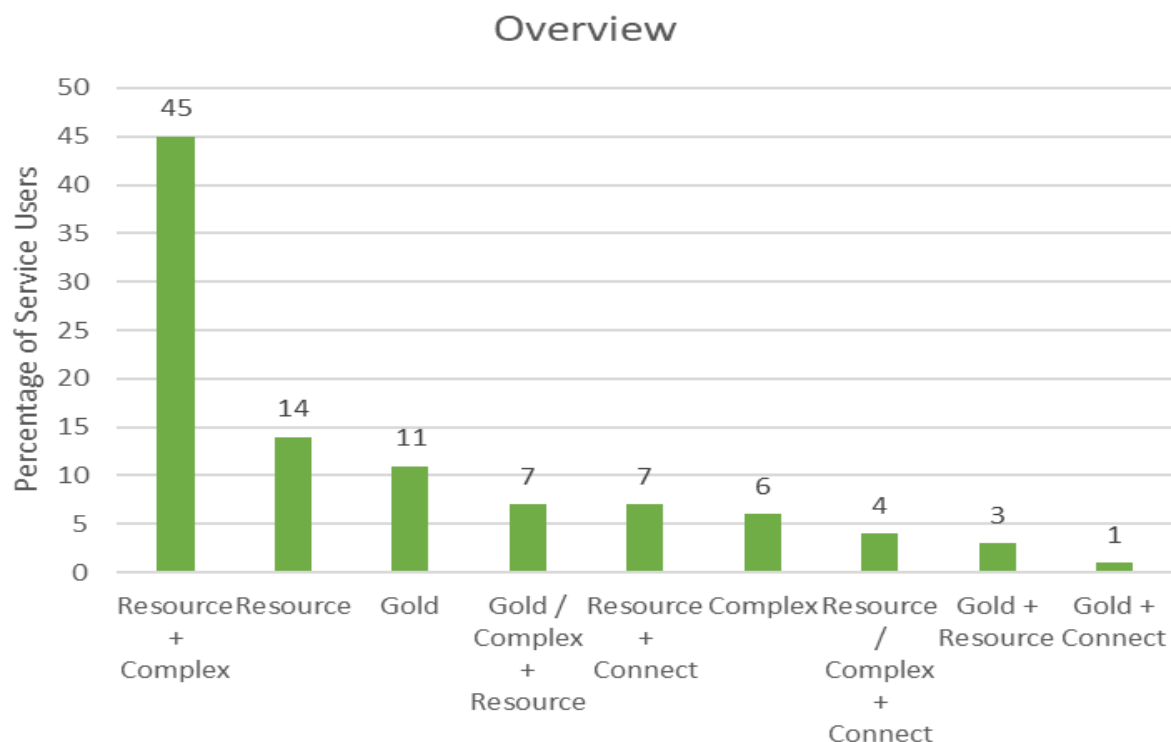
- A Growing Old with a Learning Disability (GOLD) service for Older People with an LD
- The Resource Centre for individuals with high needs
- The Connect Services for a more community-based offer for lower level needs
- Complex Care for high needs individuals requiring a predominantly buildings-based service

The staff were asked to consider the options and note what service or combination of services would be more suitable for each individual, setting aside existing processes and referral routes.

Below are the visual diagrams identifying the breakdown per Resource Centre of where the staff thought individuals would be better suited:



Below is the amalgamated data which gives an overview of the County picture in terms of *Best fit* services for all the existing individuals within the 4 resource centres.



The second part of the engagement process was asking the staff to consider, as part of this exercise, the changes in types of service provision that the individuals had been receiving due to the covid situation and what options could be considered for future services for all people with complex/specialist needs within Learning Disability services.

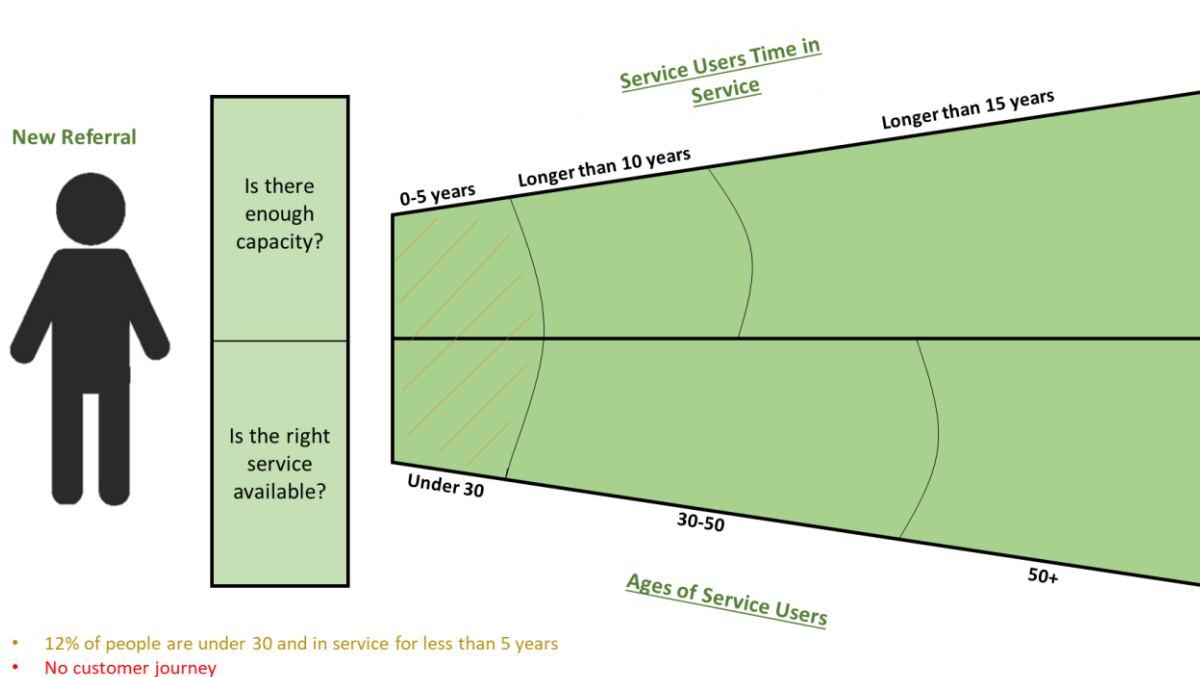
Options for Service Models for future Complex/Specialist Care
Community zone
Centre of excellence – one stop shop
Multi-Disciplinary Team under one roof – therapy and Social Workers based in one building and sensory clinics
Touch base for personal care suite
Stepping service scheme for living skills for younger people going through transitions
Hub and spoke model/ Mix of building based and community/Outreach service to run alongside the building
Activity focussed sessions facilitated within the building for people to come in specifically for from the community/Specialised areas offered to outreach services who can come in and utilise space
Services provided in the service user's home ie music sessions
Younger people influx so alternative provision rather than buildings based

## Current Gaps and outcomes of the review

The diagram below visually highlights the current breakdown of the existing service users within the Resource Centres.

Currently, as identified in the diagram and through the individual and County profiles, there are clear blockages within current services, whereby WCC could be perceived as not providing an equitable service across all the age population within Worcestershire for people with complex needs. Whilst there is an offer for younger people with a learning disability within other services, both internally and externally, the complex offer seems to be restricted.

### Current Resource Centre – As IS





### Options for further exploration

Data extracted from the transitions team has highlighted there is a proportion of people leaving school and obviously transferring from children to adult services over the next 10 years.

As an Authority the need to ensure that WCC are adhering to the Social Care Act 2014 compliance in offering services that are fit for purpose.

Taking the feedback from the engagement process within the review, as well as looking at innovative models in other authorities or areas, the following diagram starts to explore some of the potential proposals WCC could consider as part of a future day opportunities offer for people with complex/specialist needs.

Within some of the Resource Centres, there are clearly individuals with significant complex needs, including physical disabilities and behaviours that challenge. As an Authority there is a need to be clear what the offer is for those individuals and whether different complex services are required to cater specifically for these needs on an individual service level or have a holistic complex/specialist care offer within each of the resource centres that caters for all.

### Hub and Spoke Model

The overwhelming feedback through the engagement process of the review, identified some of the Specialist Day Opportunities buildings could become 'hubs' for an extended service, offering support for people in their homes and communities as well as care during the day and overnight. The main advantage of this model would be that there is a true service user journey with an emphasis on promoting choice, control and moving towards maximum independence for each individual and aiming for an enabling wrap around service for people with complex needs.

Given the covid situation and how the Resource Centres have adapted, it is clear to see that the emphasis has changed around the building element of the Resource Centre service, with it becoming a base as opposed to the whole service.

In the following diagram, I have tried to capture some of the proposals and suggestions that staff have considered as part of the changes throughout covid and in developing the service to a wider offer. The proposal considers both an *outreach element* and an *in-reach element* centred around the building and creating a more community hub approach. This model would allow people to flow through the service as opposed to it being a long-term pure building-based Resource Centre offer. The model would maximise the use of the building adding capacity and a wider mix of individuals in services.

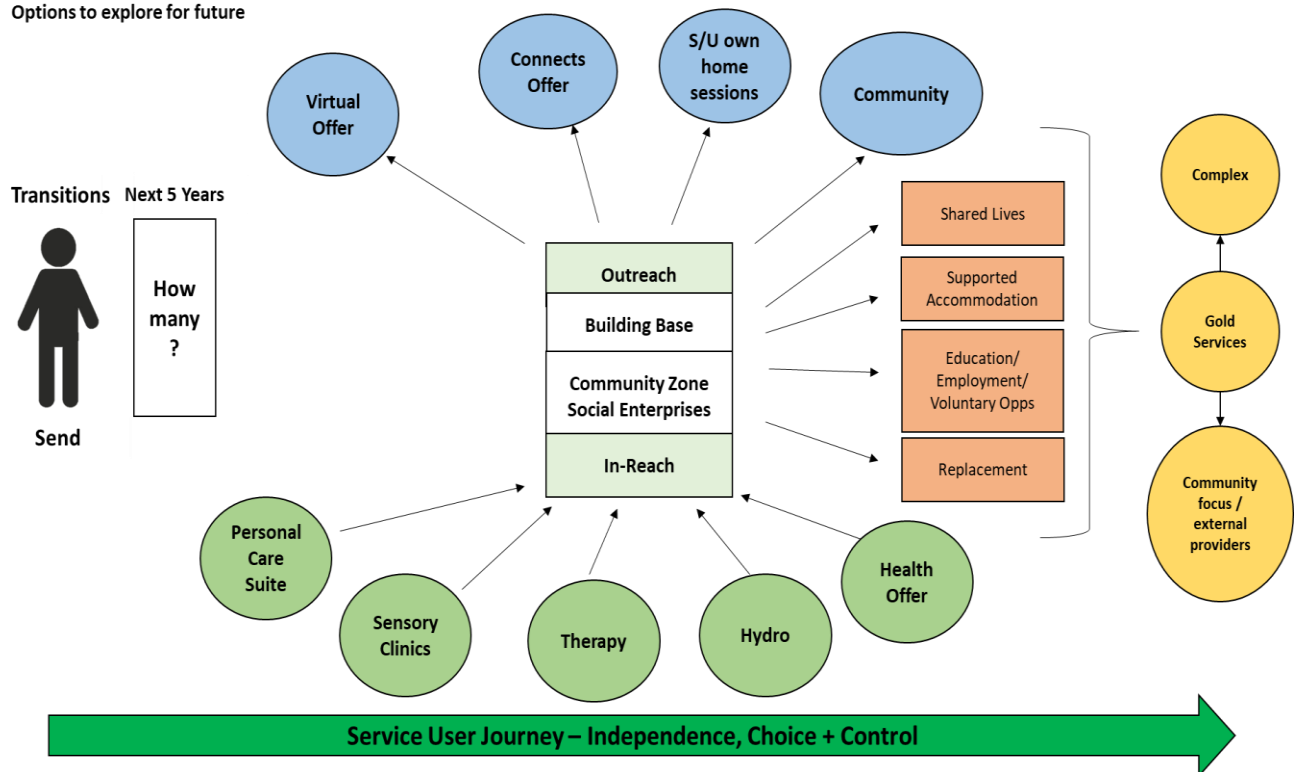
There is an obvious link into the WCC Connects services and as part of any future co-designing of complex services, there would need to be a clear steer on what the Connects services are likely to be offering in the future to ensure an integrated approach.

### Alternative Options

Throughout the engagement process many of the staff talked about a potential "*menu of options*" approach which could consider a variety of options for individuals and their carers, although the overall consensus is that there would still need to be some form of a building base given complexities around personal care, mobility and support needs. Some initial research was completed around innovation in other areas, which could potentially form some other options which could be explored in the next phase of the re-modelling of day services, as part of an options appraisal once next steps have been approved by cabinet.

Feedback Summary  
Options to explore for future

## Wrap Around Service



## Conclusion

It is clear, that there are some significant issues which need further exploration when looking at the internal WCC day services provision, both across the Resource Centres and Connect Services.

In summary the key areas which need further exploration and clarification as part of the next phase of the review, are how WCC:

- To agree an approach in engaging with service users and their families/carers, to consider, in a co-productive way, the long term and future “offer” of the Resource Centres in ensuring an equitable and fair approach i.e. accessible to all ages across Worcestershire and a service that is fit for the future
- Ensure that the difference between the Resource Centre and Connect service offers are clear, including referral processes, criteria and Social worker practices
- Understand the make up of the Connects service users to further understand the blurring of services across the 2 types of services (Resource and Connect)
- To review and consider the Growing Old with Learning Disabilities (GOLD) cohort of service users in both the Resource and Connect services, to identify potential future service delivery options which could be more suitable and person centred
- Understand the variances across the 4 Resource Centres i.e. numbers of service users, unit costs etc
- Explore alternative/complementary options for specialist and complex services