

Committee Name and Date of Committee Meeting

Cabinet – 20 December 2021

Report Title

Proposals for the REACH Service

Is this a Key Decision and has it been included on the Forward Plan?

Yes

Strategic Director Approving Submission of the Report

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Ward(s) Affected

Borough-Wide

Report Summary

The Council's ongoing commitment to the transformation of learning disability services continues with this report, proposing to replace the existing two premises that the REACH day service currently occupies with modern, accessible and fit for purpose facilities.

This report refers to the existing actions agreed to deliver the Learning Disability Transformation Programme as set out in the Cabinet Report "The transformation of services and support for the people with people with a learning disability – May 2018". It was agreed that the Council would continue to provide a Complex Needs Day Service offer.

The report details the risks and issues with delivering the existing complex needs day services offer for people with a Learning Disability and Autism, currently provided from the Elliott Centre in Rotherham Town Centre and Maple Avenue in Maltby. The Council's tenure of the Elliott Centre remains at significant risk, as the building is leased from NHS Property Services and the wider site is currently being redeveloped, leaving the daily operation of the service a challenge to maintain a safe

environment along with an unsure future. This is upsetting to people who use the service, their families, and the staff. The Maple Avenue building is an old children's home that, whilst valued as a day service location, does not meet modern accessibility standards. Capital funding has been identified to support future proposals.

The Council has already committed £2.1m in capital funding to ensure the best possible facilities can be provided. The people who are directly affected by any potential changes will need to be engaged and formally consulted with before final proposals can be brought to Cabinet to make decisions regarding the future offer. The outcome of the Consultation will return to Cabinet in September 2022, with a proposal for the new offer.

Recommendations

1. Cabinet approves a 90-day Consultation Exercise to establish the views and needs of users of the REACH Day Service, their families, and carers and younger people preparing for adulthood, regarding the new service offer.
2. Cabinet to agree to a further report detailing an options appraisal, with recommendations for Cabinet approval on the location; building design; capital spend; delivery plan and service offer in September 2022.

List of Appendices Included

- Appendix 1 A-E Overview of Services, Sites, Locations
- Appendix 2 Part A - Equality Analysis screening
- Appendix 3 Part B - Equality Analysis Form
- Appendix 4 Carbon Impact Assessment Form

Background Papers

The Transformation of Services and Support for People with a Learning Disability - Cabinet and Commissioner's Decision-Making Meeting 21 May 2018

To Launch a New Building Based Respite Offer to Replace Current Provision – Cabinet – 17 February 2020

Learning Disability/Autism – Developing Commissioning Solutions - Cabinet – 19th October 2020

Consideration by any other Council Committee, Scrutiny or Advisory Panel

None

Council Approval Required

No

Exempt from the Press and Public

No

Proposals for the REACH Service

1. Background

1.1 Learning Disability Transformation Programme - *The Transformation of Services and Support for People with a Learning Disability* - Cabinet and Commissioner's Decision-Making Meeting 21 May 2018.

1.2 Transformation Principles

Following a major Consultation Exercise in 2017, which laid the foundations for a new Learning Disability Transformation Programme, (*The Transformation of Services and Support for People with a Learning Disability* - Cabinet and Commissioner's Decision-Making Meeting 21 May 2018) Cabinet committed to the following vision for those with a learning disability:

- Have the opportunity to get a job and contribute to their community.
- Have the opportunity to choose where they live.
- Have access to a good quality health service.
- Be kept safe and protected from all forms of exploitation.
- Access services of the highest quality which make a difference in assisting people to be as independent as possible.
- Offer services that are affordable, are personalised and are what people would want to choose.

1.3 Objectives

- Will provide high quality care and support to people with a learning disability and their families.
- Will actively promote people's wellbeing, helping them have a good life and be as independent, healthy, and well as possible.
- Will be more diverse so all people with a learning disability in Rotherham, whatever their age, background, or level of need, will have more choice in their support.
- Will move away from traditional building based or institutional form of support and will focus on support, which is personalised, flexible and meets people's individual needs.
- Will help people work together and pool their personal funds so they can share their support and sustain meaningful and rewarding relationships.
- Will provide the best value for the people of Rotherham.

2. **Key Issues – Current Complex Needs Day Services – REACH (Elliott Centre and Maple Avenue)**

2.1 **Service Overview and Challenges**

This service comprises 2-day centre buildings– Maple Avenue is RMBC owned whilst the Elliott Centre located on a large NHS owned site is leased:

The Elliott Centre

- The lease is high risk for the council and service users due lack of security of tenure due to 3-year term and “no-fault” 9-month break for both parties which could mean notice being served and alternative temporary accommodation needing to be found.
- NHS is selling local land on-site for re-development
 - The site risks becoming a building site
 - Some buildings are derelict and subject to vandalism
- This is creating concerns for access and safety
 - Feeding anxiety/queries and fuelling distrust
- Equipment is coming to the end of its life e.g.; heating system is unreliable.

Maple Avenue

- The building is a previous Children’s Residential Home property over two floors.
- It does not meet accessibility requirements due to no lifts, narrow corridors, and direct access issues.
- The building severely limits the service that could be offered

3. **Vision for the Future**

The options appraisal will outline the service offer, building design and location(s) and will include a clear representation of good practice; what high quality day opportunities for people with complex needs should look and feel like.

Principles to support a new service include the following:

- Supports the ‘my front door’ principles of people having purposeful, ordinary lives and meaningful days.
- Provides both a quality service and stability for those with the most complex needs, and a forward-thinking flexible approach for others which

supports achievements of outcomes and long-term life changing goals.

- Time limited pathway approach working on small steps towards greater independence and ordinary lives, with person centred plans and milestones.
- Supports people with life skills, personal development, training, volunteering and work opportunities.
- Provides a model of accessible enablement support around day-to-day life and in the workplace, irrespective of whether or not the person continues to access the service.
- Supports people to remain in work and volunteering and enjoy the positive lifestyle benefits that this brings.
- Provides throughput and a pathway for young adults in transition leading onto 'mainstream' lifestyles rather than within services.
- A new service would meet a wide range of needs, not just in the building but also within the heart of the community and welcome support and involvement from local businesses, social enterprises, community groups and voluntary sector organisations.
- Support people to explore subsequent life enhancing elements of the 'my front door' project for example:

Outside my front door:

- My garden gate - accessing their community
- My work bag - employment opportunities
- My day/night out - engaging in events
- My things to do - regular activities
- My places to visit - interests / preferences

Inside my front door:

- My front room - friends and family (socialising)
- My night in - rest and recuperation
- My day off - relaxing at home

Service delivery and purpose

3.1

A new service would be multi-functional within the heart of the community and welcome support and involvement from local businesses, community groups and voluntary sector organisations.

The service would act as bespoke day support for those with the most complex needs delivered in a person-centred manner, but also be a hub for wider activity, learning and skill development. The hub would also act as a place for anyone with a learning disability to access general support with 'getting on with their lives', therefore reducing the need for formal contact with adult care for low level support and dealing with the small issues thus supporting a prevention and early intervention model. This will be enhanced by a dedicated peripatetic hub team who would also provide enabling support and community links.

The model would consist of a small cohort of those with high complexity who may attend in the longer term but be time limited for others who would be supported with a pathway to achieve longer term outcomes and goals, eventually not being reliant on the service other than for drop-in support from the hub as and when required

This model would also target those young adults in transition to achieve a life of their own, independent of statutory services, provide throughput and move people on at a pace which meets their needs.

Life skills, including managing money, travel training and domestic tasks would be provided to all those accessing the service.

The service would support service users with skills to enter the workplace, volunteering or pursue further interests both physically and digitally. Service Users could then be encouraged to volunteer within the wider community based on the skills and experience they have gained, with the final outcome being to secure and sustain meaningful employment

The service will link with local colleges and adult education providers to support service users with a skills development plan and gain qualifications which they could use within a workplace.

Support for people with a learning disability to remain in the workplace and to the employers who they work for is crucial for successful long-term employment, with key aftercare and supervision. This type of support has not been previously provided in the borough and goes that step further than just facilitating employment which can easily breakdown and not be sustainable.

The service approach will also enable community development and therefore enhance and promote greater choice of options and life direction

The overall model would support an outcome focused strength-based approach and be in line with the principles of the Care Act 2014. It would support people to REACH their aspirations and goals in life and provide an ongoing safety net to help with any hurdles along the way.

3.2 Location of the service

It is proposed that the service is situated across two sites as it is now in the borough. This will be confirmed upon completion of a thorough exercise mapping out the following:

- all areas of the borough where current and future clients reside.
- The sites will be in locations with access to community facilities and served well by the local transport network to support accessibility and independent travel.
- Sites will be fully accessible and level and have outdoor space, transport access with turning circles and drop off points and parking facilities with

electric charging points.

Visual Aids

- 3.3 An architectural artists impression of both buildings/sites will be completed prior to the commencement of the consultation exercise.

The buildings will be bright, modern and state of the art enabling flexibility of usage and client needs/complexity. The design will not resemble a clinical or formal social care approach, but be more relaxed, welcoming and purposeful to meet modern day support and activities. The design will consider and attract the local communities and inclusion.

Structure Design to include:

- Eco friendly supporting the councils zero carbon approach
- Level access around the whole building
- Robust wall internal construction
- Designed to support people to gain independence skills
- Safe and friendly environment
- Modern but with a welcoming feeling
- Large open communal areas
- Wide doors and corridors
- Safe entry/exit areas/zones - ensuring security of entering and exit
- Secure windows

Design Features to include:

- Muted, matt, harmonious colour schemes to be used throughout to avoid clashing and harsh colour contrast
- Fully Autism friendly/compliant
- Electric wheelchair charging points
- Accessible Kitchen layouts
- Accessible toilet and shower facilities
- Ceiling hoists
- Utility area
- Café area
- Office
- Separate activity rooms
- Classroom facility to support onsite adult learning
- Gymnasium/exercise room
- Medical room
- Soundproof quiet room
- Lounge area
- Sensory rooms
- Emergency alarm system
- Non flickering and controllable lighting

- Compliant, specialist acoustics - including loop systems
- State of the art technology, innovation and environmental features
- Open, light and airy environment
- CCTV
- Accessible garden/allotment area
- Fully Wi-Fi enabled
- Wheelchair and equipment store

4.0 **Consultation**

4.1 The recommendations if approved will require the delivery of a consultation exercise. Having successfully ran such an exercise with stakeholders in 2017, and more recently this year with Parkhill residents and their families, the Council is well placed to deliver on a similar exercise. The principle and approach to follow is detailed below whilst all legal considerations are addressed in section 7. Legal Advice and Implications.

4.2 **Scope and Tools**

Preliminary work has begun to scope out the dates of the consultation, the tools, partners, and types of questions.

It would be a 90 Day consultation to run from 24th January 2022 to 23rd April 2022

It would require external expert project support from Advocacy Services as they give people a voice when they find it difficult to express their views and make sure that decisions about them are not made without them. They help people to:

- Find information and understand and uphold their rights.
- Consider their options and get the support they need.
- Speak up about the issues that matter to them.
- Tools employed to include online questionnaires including easy read.
- Engagement events, training of consultation “champions”.

The results of the consultation would help inform the proposed vision set out in this report and identify any required amendments to this direction relevant to the development of the new service

4.3 **Guiding Principles**

Consultations should:

- Be clear and concise and easy to understand and easy to answer.
- Be informative and give enough information to ensure that those consulted understand the issues and can give informed responses.

- Include validated impact assessments of the costs and benefits of the options being considered when possible.
- Be targeted and so consider the full range of people, business and voluntary bodies affected by the policy.
- Consider how to tailor consultation to the needs and preferences of particular groups.

Anticipated Costs

4.4

An initial estimate of external support costs in relation to the consultation is circa £10,000 tbc.

5. Timetable and Accountability for Implementing this Decision

- 90-day Consultation 24th January 2022 to 23rd April 2022.
- A further cabinet report will be submitted in September 2022 detailing the options appraisal.

6. Financial and Procurement Advice and Implications (to be written by the relevant Head of Finance and the Head of Procurement on behalf of s151 Officer)

6.1 Financial Implications

The financial implications for any long-term proposals will depend on the outcome of the consultation and is subject to a future cabinet report. The cost of the consultation will be met from within existing resources.

The Capital Programme includes £2.1 million for the development of a new service offer.

External consultation support costs are circa £10,000.

6.2 Procurement Implications

There are no immediate procurement considerations regarding the recommendations to consult as detailed in this cabinet paper. Options and proposals that form part of the follow-up will be considered at that time by way of the follow-up cabinet paper, but it is worth noting that any procurement activity must be undertaken in compliance with the Public Contracts Regulations 2015 (“as amended”) and the Council’s own Financial and Procurement Procedure Rules.

7. **Legal Advice and Implications**

- 7.1 The advice below relates to the Council undertaking a consultation exercise to help determine the future of the REACH services.

Consultation: Principles

The Gunning Principle consist of four rules, which if followed, are designed to make consultation fair and a worthwhile exercise:

1. That consultation must be at a time when proposals are still at a formative stage.
2. That the proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response.
3. That adequate time is given for consideration and response; and
4. That the product of consultation is conscientiously taken into account when finalising the decision.

There are two further points of law that the Council must also follow, and these will be particularly relevant in the REACH consultation given that the customers using the service will have varying degrees of cognitive impairment as they will have a diagnosis of Learning Disability and/or Autism:-

5. The degree of specificity with which the Council should conduct the consultation exercise may be influenced by the identity of those whom it is consulting; and
6. The demands of fairness are likely to be higher when an authority contemplates depriving someone of an existing benefit or advantage than when the claimant is a bare applicant for a future benefit.

Timings and Reporting

The standard minimum time period for a consultation exercise is around 12 weeks, however, there is flexibility around this with Government Guidance emphasising a proportionate and targeted approach. It is up to the Council to decide what a 'proportionate amount of time' is but consulting too quickly may not give enough time for consideration and will reduce the quality of responses, so there is a danger that the Council would breach Gunning 3 above. It is also worth noting that if the consultation period falls over a holiday, then consideration should be given to a longer consultation for allow for time when people may be away and not having the opportunity to respond. On this basis it is recommended that any consultation runs for a period of 3 months.

A full Equality Impact Assessment ("EIA") must be completed as part of the overall consultation process and be included in the final decision report. In

addition, any report must be published no later than 12 weeks after the end of the exercise.

8. Human Resources Advice and Implications

- 8.1 At this stage there are no immediate staffing implications and the staff at REACH will be involved in the planned consultation. However, post consultation and depending upon the results of any options appraisal, the staffing establishment supporting the current REACH service may need to be reviewed in line with any potential transformation of the service.

9. Implications for Children and Young People and Vulnerable Adults

- 9.1 The new delivery models for Learning Disability and Autism services outlined in this report, and the co-produced service specification, will improve the service offer for all the adult cohorts supported by the Council. The proposals contained within this report support positive steps to meet objectives in the Council Plan to develop alternatives to traditional care, maximise independence and stimulate the market requirement in terms of the Joint Health and Wellbeing Strategy (Priority 2 - Promoting independence and self-management and increasing independence of care for all people).

Young People who are in Rotherham's Preparing for Adulthood Cohort are in scope, though the impacts will be for people aged 18 and over. The Strategic Preparing for Adulthood Planning Group will oversee the new delivery models, and this will ensure better outcomes for young people who have SEND, mental health, physical and complex needs.

For all young people to:

- Grow up prepared for the future.
- Have improved health and wellbeing.
- Be able to exercise control over the support they receive.
- Be able to receive support locally from a range of services that everyone values.
- For all young people to have an opportunity have their own 'front door' - Ensure the right support is in place based on where the young person lives.

10. Equalities and Human Rights Advice and Implications

- 10.1 The proposals in this report support the Council to comply with legal obligations encompassed in the:
- Human Rights Act (1998), to treat everyone equally with fairness dignity and respect with a focus on those who are disadvantaged as a result of disability and

- Equality Act (2010) to legally protect people from discrimination in the wider society.

The Equality Analysis provides further detail, though the primary focus of the proposal will be to support the organisations who provide services to people with Disabilities and Long-Term Conditions together with their Unpaid Carers as the services form part of the Council's statutory duties under the Care Act 2014.

11. **Implications for CO2 Emissions and Climate Change**

- 11.1 A Carbon Impact Assessment form has been completed and can be reviewed in Appendix 4.

12. **Implications for Ward Priorities**

- 12.1 The outcomes from the proposed recommendations will positively impact on all Wards as people with a Learning Disability and / or Autism reside across the Borough.

13. **Implications for Partners**

- 13.1 The intention is to explore the development of the FPS jointly with the Rotherham Clinical Commissioning Group (CCG). This would be a positive move to ensure that both the Council and Rotherham CCG have a joint approach to procuring new services. Further work is required to develop this joint approach to best meet the needs of people funded through Continuing Health Care (CHC).

14. **Risks and Mitigation**

- 14.1 Risk: Depth and breadth of the consultation exercise and a challenging timeframe for design, delivery, and evaluation.

Mitigation: Work with advocacy / inclusion specialists to support design phase ensuring accessibility. Engage with corporate colleagues in legal and policy and performance to ensure the consultation exercise in compliant with the Equalities Act and law regarding consultation.

- 14.2 Risk: Service users/families are not engaged or well informed in relation to the progress of the current transformation programme and the future vision and operating models of services.

Mitigation: Communication and Engagement Plan is refreshed to cover this next period of delivery. Co-production is embedded in visioning exercises using co-production in Transforming Care LGS / ADASS information.

- 14.3 Risk: Service Risks - REACH Elliott Centre location and notice.

Mitigation: Business Continuity Plan in place.

- 14.4 Risk: Maltby areas is the location for three in house provider services any changes to service location would leave a gap within this community.

Mitigation: Work within the Thriving Neighbourhood remit to understand the legacy of services and to look at ward priorities.

15. **Accountable Officers**

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Scott Matthewman – Acting Assistant Director Strategic Commissioning, Adult Care, Housing and Public Health. scott.matthewman@rotherham.gov.uk

Approvals obtained on behalf of Statutory Officers:-

	Named Officer	Date
Chief Executive	Sharon Kemp	09/12/21
Strategic Director of Finance and Customer Services (S.151 Officer)	Judith Badger	01/12/21
Assistant Director, Legal Services (Monitoring Officer)	Phil Horsfield	26/11/21

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