

North Yorkshire Council

Executive

21 April 2026

Health & Adult Services Provision in Ryedale

Report of the Corporate Director – Health & Adult Services

1.0 PURPOSE OF REPORT

- 1.1 To update Executive Members on aims to develop an Extra Care Housing scheme in the Malton and Ryedale area.
- 1.2 To update Executive Members on strategic market development plans for community-based care and support for adults to meet the emerging and changing needs of the locality.
- 1.3 To update Executive Members on sustainability issues at Cauwood Day Service in Malton impacting on the ability of the service to support the care and support needs of the local community.
- 1.4 To seek approval to close Cauwood Day Service in Malton and re-provide in local alternative community-based solutions for people in Ryedale and surrounding areas, which will enable development of an Extra Care Housing scheme in Malton.

2.0 SUMMARY

- 2.1 The report provides an update on our longer-term plans to develop an Extra Care Housing scheme in the Malton & Ryedale area, along with strategic market development plans for adults' community-based care and support.
- 2.2 The new model for procuring Extra Care Housing schemes was approved by Executive in October 2025, replacing the framework approach which had been in place since 2015. There is well-documented and clearly evidenced demand for Extra Care Housing in Malton, and a number of sites have been identified as suitable for a scheme through detailed work with Property Services and potential providers.
- 2.3 Whilst the day service is currently operating, there are significant ongoing risks and challenges faced in sustaining operational delivery. There has been extremely low demand for the service over the last five years, and the building is out-dated and in need of significant investment.
- 2.4 The Service Development team are keen for community-based support to be exactly that - about supporting people to live well and independently within their communities. Different forms of community-based support should be about opportunities for improving health and wellbeing in its broadest sense as well as supporting adults as they grow older to continue to lead independent and active lives, maintaining and developing friendships and enjoying life to their full potential.
- 2.5 Through involvement of people who use services, it is acknowledged that adults with learning disabilities and/or autism, or indeed other care needs, are now less likely to wish to spend their days predominantly at one site-based day service and are seeking a more varied life in their local area

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- 2.6 The report acknowledges the valuable support that Cauwood Day Service has provided to the people using the service over many years, however proposes that a difficult decision is needed to close the service in order to both re-provide in local alternative community-based solutions for people in Ryedale and surrounding areas, and enable the wider site to be considered for provision of a new Extra Care Housing scheme in Malton.
- 2.7 The assessment of local community-based support provision in the locality indicates that, there is available capacity to meet the needs of people currently supported at the service. There is also the opportunity to consider more personalised care and support options for people through Direct Payments and/or Individual Service Funds so people can make their own arrangements with their chosen providers, giving them greater control and flexibility to tailor services around the needs and preferences of the person.
- 2.8 The priority is ensuring people supported by Cauwood Day Service continue to receive the care and support they need to achieve their goals and outcomes. The service is committed to working closely and sensitively with people and their families and/or carers to identify or develop local alternative support solutions that support them to lead fulfilling and active lives.

3.0 BACKGROUND

- 3.1 It was always envisaged that there may be potential to build an Extra Care Housing scheme on the land that is occupied by the former Elderly Person's Home (EPH) and the Cauwood Day Service. The EPH closed in November 2024, whilst the Day Service continues to operate.
- 3.2 Cauwood Day Service currently supports seven people, who have either a learning disability and / or autism, or other physical and sensory needs. Cauwood provides a traditional building-based day service. People are supported with activities such as arts and crafts and have access to a sensory room. People are also supported to access the community, where possible.
- 3.3 There has been limited demand for the service over the past five years with only two new people accessing the service since 2020. The low demand and utilisation of the service presents a substantial challenge in relation to sustainability and maintaining a service that is significantly underutilised.
- 3.4 The property from which the service operates is out-dated, isolated in location and maintenance costs are significant for the volume of service delivered. It will also require planned maintenance and investment in the coming years. To support people with more specialist care needs at the service would require refurbishment and redevelopment of the setting, which would require further significant capital investment, not deemed appropriate given the level of demand for the service.
- 3.5 The building-based model, whilst historically valuable, no longer aligns with more modern and personalised approaches to adult social care. People now express a desire for more flexible, community-integrated support that promotes independence, choice, and inclusion.
- 3.6 As is well understood, the North Yorkshire Extra Care Housing programme is the largest in the country and a flagship of delivery and market shaping for North Yorkshire. There has been an unplanned hiatus in the programme since 2022, driven by significant cost increases, as well as a weakening of the engagement from suppliers on the framework.
- 3.7 In October 2025, Executive approved a new model for the procurement of supported housing solutions known as the Programme of Procurements or PoP. This model moves

away from a framework approach; instead treating each new scheme as a separate procurement, open to the wider market. This approach is intended to maximise the supplier base and the prospect of successful procurements.

- 3.8 The Council is now ready to move forward with a procurement for five schemes across the county, including Malton. This will form the basis of a separate report to Executive. However, in view of the risks and issues with the current Cauwood Day Service, and the opportunity that exists to consider the wider site for a new Extra Care Housing scheme, it is proposed to move forward with a closure of the Day Service to enable the procurement to proceed.

4.0 ISSUES FOR CONSIDERATION

4.1 Community Based Support – Strategic Market Development Plans

- 4.1.1 Through involvement of people who use services it is acknowledged that adults with learning disabilities and/or autism, or indeed other care needs, are now less likely to wish to spend their days predominantly at one site-based day service and are seeking a more varied life in their local area.
- 4.1.2 The Service is keen to ensure community-based support is exactly that - about supporting people to live well and independently within their communities. Different forms of community-based support should be about opportunities for improving health and wellbeing in its broadest sense as well as supporting adults as they grow older to continue to lead independent and active lives, maintaining and developing friendships and enjoying life to their full potential.
- 4.1.3 Due to the rural nature of North Yorkshire, transport can be a challenge for individuals seeking to access community-based support services. Limited transportation options and the long distances between service providers and users can create barriers to timely and consistent access. To address this, innovative solutions such as community transport schemes, travel training, volunteer driver programmes, and digital service delivery options are being explored to ensure that all individuals can benefit from these vital services, regardless of their location.
- 4.1.4 HAS Service Development teams are forging strong connections with locally-based leisure services and Community Anchor Organisations to improve the range and choice of activities that promote physical, cognitive, and emotional well-being.
- 4.1.5 The Service is also keen to increase the use of Direct Payments and Individual Service Funds to support micro providers so people can make their own arrangements with their chosen providers, giving them greater control and flexibility to tailor services around the needs and preferences of the person. A Direct Payment is when a person's personal budget is given straight to them (or their representative) by the Council so that they can arrange their own care and support. An Individual Service Fund is where a person's personal budget is held and managed by a care provider on their behalf.
- 4.1.6 Ultimately, the service is keen to move away from long-term, full-time attendance at dedicated day services provided in single locations towards a more personalised approach to supporting people to take part in meaningful activities in their local community. It is important to develop a diverse range of flexible and creative opportunities for people that support them to:
- maximise independence
 - foster confidence and skills development
 - promote health and well-being
 - sustain social connections

- serve as a stepping-stone into broader community involvement and employment opportunities

4.1.7 It is also recognised that there is an ongoing need for specialist day services for people with complex and multiple needs creating safe spaces for a rewarding day of activity. The Service Development team is committed to developing provision within the market for these groups, making it as accessible and personalised as possible.

4.2 Community Based Support – Current Local Care Market Position

4.2.1 There are alternative community-based support provisions across the Ryedale and surrounding area offering a variety of activities for people with care and support needs. These services include:

- employment skills service, providing short-term employment-focused support
- day opportunities aimed at promoting independence and skills development
- day care, catering to individuals with the most complex needs

4.2.2 Predominantly accessed by individuals with learning disabilities, community-based support services also accommodate smaller numbers of older people, people experiencing mental ill health and those with physical and / or sensory disabilities.

4.2.3 There are several dedicated land-based and building-based services with available capacity, offering a diverse range of work-based activities including horticulture, landscape gardening, arts and crafts, catering, drama, and so on. Promoting links with the wider community is a key feature of this provision. There is a diverse range of facilities, including full-scale garden centres, cafés and working farms that are open to the public, with a strong social enterprise element embedded within their offer.

4.2.4 Most providers operating across the area offer bespoke support enabling individuals to pursue their goals and interests in their local community. However, traditionally people have attended these services on a long-term basis – encouraging move-on to full-time employment and/or volunteering in the wider community does remain a challenge.

4.2.5 Services operating in Malton have indicated potential current capacity to support additional people in their services, subject to individual needs assessments.

4.2.6 There is also available capacity, where appropriate, within our in-house building based day service at Castle House in Scarborough, which supports people with a range of complex needs.

4.3 Cauwood Day Service Issues

4.3 There are a number of viability concerns over the continued delivery of services at Cauwood Day Service requiring consideration ahead of a full review of in-house Day Services provision. These relate to service model, demand and occupancy, workforce, budget and property condition. A summary of each concern is detailed as follows:

4.3.1 Service & Staffing Model

4.3.1.1 Cauwood Day Service is a non-regulated service located in Malton supporting people with a learning disability and / or autism, as well as people with physical and sensory needs. The service currently supports people with broad-ranging care and support needs; historical approaches to adult social care and referrals into the service mean that people with relatively low-level needs are being supported alongside people with more complex care needs. This has informed the service delivery model which is a traditional building-based

day service. People are supported with activities such as arts and crafts and have access to a sensory room. People are also supported to access the community, where possible.

4.3.1.2 The current staffing model within the service presents significant challenges in terms of sustainability, efficiency, and alignment with demand. The service operates Monday to Friday and is generally staffed by seven care professionals and two team leaders. Management oversight is provided by a part-time Learning Disability Manager. There are currently three FTE care professional posts that have not been recruited to; decisions made in recognition of the reduced staffing requirement owing to low utilisation of the service.

4.3.1.3 The service and staffing model alongside the limitations of the building and space available means the Cauwood Day Service is not well-equipped to support people with more specialist care needs in the current environment. To do so would require refurbishment and redevelopment of the setting, which would require significant capital investment, not deemed appropriate given the level of demand in the area.

4.3.1.4 The building-based model, whilst historically valuable, no longer aligns with more modern and personalised approaches to adult social care. People now express a desire for more flexible, community-integrated support that promotes independence, choice, and inclusion.

4.3.2 Demand & Capacity

4.3.2.1 Cauwood Day Service supports seven people in total, and between three to five individuals on any given day. The service estimates maximum capacity to support up to twelve people at a time, dependent on level of need and dependency level.

4.3.2.2 There has been limited demand for the service over the past five years with only two new people accessing the service over this period. Others attending the service have done so for over five years, with one person having accessed the service since 2007.

4.3.2.3 This position presents a substantial challenge in relation to sustainability and maintaining a service that is significantly underutilised; less than 50%.

4.3.3 Property Condition

4.3.3.1 Cauwood Day Service was purpose-built in 1990. The Cauwood Day Service building contains a Changing Place, a hall area, a kitchen, a sensory room, a large outdoor space, a bathroom, two disabled toilets and a quiet space.

4.3.3.2 The premises shares aspects of the site such as the driveway with Ashfield Malton EPH; now closed, and the North Yorkshire Ambulance Service, with Council premises, Ryedale House, situated on the wider grounds.

4.3.3.3 The building is in an out-dated condition and investment in external walls, windows and doors will be required within the next 18 months to maintain safe standards. The estimated cost of this works is circa £50k. The latest Condition Report for Cauwood Day Centre indicated that maintenance work to the value of £300k would be required over the next three years to maintain safe standards. The outdoor space at the service is no longer safe and is therefore out of use; to enable access to the space and bring back into the use would require additional investment on top of that identified in the Condition Report.

4.3.3.4 Planned and responsive maintenance costs have increased year-on-year over the last five years. Maintenance costs in 2021-22 were £36k and had increased to circa £44k in 2024-25. Unplanned and responsive maintenance make up the majority of maintenance spend, indicating a deteriorating condition of the premises.

4.4 Impact on people

- 4.4.1 If the proposals outlined in this report are approved, Cauwood Day Service will stop providing current services from late Autumn 2026 and people will be supported to access alternative community-based support solutions prior to this. This will be managed on a transitional basis.
- 4.4.2 It is recognised that Cauwood Day Service has provided valuable support to those accessing the service for many years, and therefore the priority and commitment is to ensuring everyone who uses the service continues to receive the care and support they need to lead fulfilling and active lives.
- 4.4.2 The assessment of local community-based support provision in the locality indicates that, there is available capacity to meet the needs of people currently supported at the service. There is also the opportunity to consider more personalised care and support options for people through Direct Payments and/or Individual Service Funds.
- 4.4.3 Alternative care and support options for people would be dependent on sensitive and joined-up reviews and re-assessments, involving people and their families/carers to identify suitable alternative solutions and support are identified, promoting choice and taking account of friendships alongside personal and social needs.
- 4.4.4 The local Social Work team will work closely with the local Communities team and Commissioning & Service Development team to optimise the range of options available to people and involve people and their families in the identification and/or development of suitable alternative arrangements.
- 4.4.5 Counselling and/or advocacy and additional support will be made available to people demonstrating signs and symptoms of stress related to the closure.

5.0 CONSULTATION UNDERTAKEN AND RESPONSES

- 5.1 It is recognised that changes to services for the current people supported at Cauwood Day Service has the potential to cause distress to people and their families and/or carers. Subject to Executive approval, sensitive consultation will be undertaken with people and their families prior to the closure, working closely with Locality Care and Support Teams to ensure alternative care and support is identified that meets people's needs and wishes. Consultation will also take place with Cauwood Day Service staff and their union representatives – outlined in section 13 of this report.
- 5.2 It is also recognised that there will need to be sensitive communication with the local community. A clear Communication Strategy will be developed and implemented. This will include communication and engagement with the local Parish Councils, and a local public information and engagement event(s).

6.0 CONTRIBUTION TO COUNCIL PRIORITIES

- 6.1 The Council's ambitions to strengthen community-based support options for people in North Yorkshire, modernise services through co-production and support people to live longer, healthier and independent lives are well documented. These ambitions are in line with the Council's intentions as set out in the Council Plan 2025 - 29 and set out within the Health and Adult Services 2030 Plan as well as the Council's Market Position Statement.

7.0 IMPACT ON OTHER SERVICES/ORGANISATIONS

- 7.1 Assessment of the local care market in the Ryedale area indicates that there is capacity to meet future needs of the local community through the care market developments and interventions outlined at section 4.

8.0 FINANCIAL IMPLICATIONS

- 8.1 There is potential to achieve annual recurrent savings of circa £232k. Actual savings achieved will be dependent on the actual alternative care and support arrangements identified for people in line with the approach set out in section 4. Estimates have been calculated based on known information about the care and support needs of those people currently attending Cauwood Day Service and the comparable market rates in the independent sector.
- 8.2 Following the closure of the service, the Cauwood Day Service site will be handed back to Corporate Property Services who will secure the site, and whilst the future of the site is determined in order to prevent and deter the risk of vandalism at the site. There will be a one-off corporate cost of securing the site.
- 8.3 There is also wider savings potential to the Council through redeployment of existing staff and reduced property maintenance costs.

9.0 LEGAL IMPLICATIONS

- 9.1 Section 5 of the Care Act 2014 places a duty on the local authority to promote diversity and quality in the provision of services. It must do this by “ensuring that any person in its area wishing to access services in the market- (a) has a variety of providers to choose from who (taken together) provide a variety of services (b) has a variety of high quality services to choose from and (c) has sufficient information to make an informed decision about how to meet the needs in question”.
- 9.2 The Care and Support Statutory Guidance (CASSG) states at paragraph 4.2 – “The ambition is for local authorities to influence and drive the pace of change for their whole care market, leading to a sustainable and diverse range of care and support providers, continuously improving quality and choice, and delivering better, innovative and cost effective outcomes that promote the wellbeing of people who need care and support”.
- 9.3 The CASSG emphasises the duty upon the local authority to promote quality and that it must have regard to ensuring the continuous improvement of a diverse range of high quality and appropriate services (paragraph 4.21 of CASSG). The local authority should also however commission services having regard to the cost effectiveness and value for money that the services offer for public funds (paragraph 4.27 of CASSG).
- 9.4 With regard to the consultation process, in accordance with the principles set out in the case of R v London Borough of Brent ex parte Gunning [1985], consultation must take place when proposals are still at a formative stage. There must be sufficient information to enable those affected to make an informed decision regarding how their care and support needs are met in the future. Sufficient time should be given to allow sufficient opportunity for individuals to participate. Any responses received as part of the consultation process must be given due consideration and there should be evidence that consultations responses were taken into account in the decision-making process.
- 9.5 In accordance with the Mental Capacity Act 2005, for any person affected by the proposals who lacks capacity in relation to their care and support, it is necessary to ensure that any person with Lasting Power of Attorney or Deputyship for Health and Welfare is consulted to enable a decision to be made regarding the person’s care, support and alternative options for accessing community based supporting accordance with the person’s best interests.

10.0 EQUALITIES IMPLICATIONS

10.1 Consideration has been given to the potential for any equality impacts arising from the proposed closure of Cauwood Day Service. The equality impact assessment is attached at Appendix B. Further assessments will be undertaken as part of bringing forward the procurement of any new Extra Care Housing schemes.

11.0 CLIMATE CHANGE IMPLICATIONS

11.1 A climate change impact assessment has been completed for the proposed closure of Cauwood Day Service and is attached at Appendix C. A further assessment will be undertaken by Corporate Property Services following handover of the site to inform future options for the site and as part of bringing forward the procurement of any new Extra Care Housing schemes.

12.0 RISK MANAGEMENT IMPLICATIONS

12.1 A detailed initial risk assessment for the proposed closure of Cauwood Day Service has been included at Appendix A.

13.0 HUMAN RESOURCES IMPLICATIONS

13.1 The staff team at Cauwood is currently made up of 12 established employees and two on temporary contracts.

13.2 All staff have been briefed of the proposals outlined in this report in advance of its publication. Clear communications and sensitive consultation with the Cauwood Day Service staff team would be undertaken, supported and led by HR, if recommendations are approved.

13.3 As part of the closure and staff consultation process, in line with HR and Legal processes and advice, we would seek to retain as many of the staff teams as possible within Care Provider Services, and minimise redundancies, through transfer to other local services. However, there is the potential for redundancies.

14.0 REASONS FOR RECOMMENDATIONS

14.1 The needs and aspirations of people who require care and support are changing. The Council also aims to expand community-based support that promotes health and wellbeing in the widest sense. It wants to help adults stay independent and active as they grow older, maintain friendships, and enjoy life fully. To achieve this, people need alternative care and support options beyond traditional building-based day services.

14.3 The current operational position at Cauwood Day Service indicates that it is not sustainable to continue to deliver services from the site in the medium-long term. It is, therefore, recommended that Cauwood Day Service ceases to deliver services from Autumn 2026, enabling investment in alternative community-based solutions for people.

15.0 RECOMMENDATION(S)

- i) That Executive notes the opportunities for a new extra care scheme to be developed in Malton.
- ii) That Executive notes the strategic market development plans for community-based care and support for adults to meet emerging and changing needs of people.

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| iii) | That Executive notes the sustainability issues at Cauwood Day Service in Malton impacting on the ability of the service to support the care and support needs of the local community. |
| iv) | That Executive approves the intention to close Cauwood Day Service in Malton in order to re-provide in local alternative community-based solutions for people in Ryedale and surrounding areas, and free up the site for a potential Extra Care Scheme. |

APPENDICES:

- Appendix A – Initial Risk Assessment
- Appendix B – Equalities Impact Assessment
- Appendix C – Climate Change Impact Assessment

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21 April 2026

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