

The Vale of Glamorgan Council

Cabinet Meeting: 3rd December, 2018

Report of the Cabinet Member for Regulatory and Legal Services

Proposal to Launch a New Death Registration Service at University Hospital Llandough (UHL)

Purpose of the Report

1. To notify Cabinet of the intention to commence pilot arrangements in partnership with Cardiff and Vale University Health Board (UHB) to operate a co-located Bereavement and Death Registration Service at University Hospital Llandough (UHL) on the basis of three days a week for a six month period commencing January, 2019.
2. To seek Cabinet's approval to not renew the lease for office accommodation for hosting a Registration Service Outstation at Westhouse, Penarth.

Recommendations

1. That Cabinet note the contents of this report.
2. That subject to the success of the pilot with Cardiff and Vale UHB, Cabinet delegates authority to the Statutory Proper Officer for the Council's Registration Service (Operational Manager Democratic Services) in consultation with the Monitoring Officer / Head of Legal and Democratic Services and the Cabinet Member for Regulatory and Legal and Regulatory Services, to formally enter into an agreement with Cardiff and Vale UHB to permanently locate a Death Registration Service at UHL.
3. That Cabinet delegates authority to the Statutory Proper Officer for the Council's Registration Service (Operational Manager Democratic Services) in consultation with the Monitoring Officer / Head of Legal and Democratic Services and the Cabinet Member for Regulatory and Legal Services, to formally give notice to Penarth Town Council (the landlord) to bring to an end the Council's lease in respect of office accommodation at Westhouse, Penarth.

Reasons for the Recommendations

1. To advise Cabinet of the pilot proposals.
2. To enter into a formal agreement at the end of the six month pilot period.

3. To relinquish the lease relating to office accommodation at Westhouse, Penarth.

Background

3. UHL is part of Cardiff and Vale UHB. The Hospital provides a comprehensive range of services, including inpatients for the following:
 - Medical Emergencies;
 - Care of the Elderly / Gerontology;
 - Medicine;
 - Poisons;
 - Cystic Fibrosis;
 - Breast Cancer;
 - Orthopaedics;
 - Respiratory.
4. UHL is integral to the Health Board's Clinical Strategy and will continue to develop as a Centre of Excellence. In recent years the Hospital has seen significant redevelopment at a cost of £200m, bringing new inpatient services to the Hospital. These included Mental Health Services for Older Persons and Adult Acute Mental Health Services.
5. Planning is also in progress to transfer Spinal and Head Injuries services from Rookwood Hospital to UHL. This expansion of the Hospital will make UHL one of the largest Hospitals in NHS Wales.
6. The UHB continues to review services provided at the Hospital to improve the experience of patients, carers and visitors. This proposal is intended to enhance existing services provided.
7. The delivery of Civil Registration Services in England and Wales is a partnership between the General Register Office (GRO) and the 174 responsible Local Authorities (LAs). All LAs operate within a national performance framework and provide an Annual Performance Report to GRO. A joint report on the performance of the Local Registration Service is subsequently produced by the Head of the GRO Compliance and Performance Unit and the National Panel for Registration Chairman. The report is provided for assurance to the Deputy Registrar General and the Registrar General.
8. The Outstation located at Westhouse, Penarth currently offers Birth, Birth Declarations, Death, Death Declarations and Still-birth appointments five days a week. This office is the only remaining outstation in operation external to the main Register Office based at Civic Offices following the closure circa 2007 of the outstations located at Cowbridge (on disposal of Eastgate Offices) and Llantwit Major (a half day per week service). There is currently 1 x full time permanent staff member based at the office in Penarth. If this staff member is on annual leave or on sick leave or carrying out any other registration duties, this office closes.

Relevant Issues and Options

9. The UHB, in partnership with Vale of Glamorgan Registration Service are proposing a Death Registration Service to be co-located within the existing Bereavement Service based at the UHL. A similar service has operated from the University

Hospital of Wales since 2008 and has received positive feedback from relatives / friends at it has improved the service recipient environment and experience.

10. The GRO's Compliance Officer / Account Manager for the Council's Registration Service is supportive of these proposals.
11. With this new service, bereaved families will have the option to register the death of a loved one at the UHL once they have collected the death certificate. In addition, some deaths in the local community could also be registered at the UHL.
12. It is hoped this will help the bereaved during a very difficult and traumatic time, making it easier for them to deal with the formalities that need to be completed. The service would be located alongside the Bereavement Office on the first floor of the Hospital. The main Registrar's Office based at the Civic Offices will continue to provide a Registration Service should families prefer to use it.
13. This service would enhance the experience of the bereaved and provide a service whereby the Medical Certificate of Cause of Death could be collected from the Bereavement Office, and therefore, removing the current requirement for families to make a separate appointment and then travel to Penarth or Barry to register a death.
14. Officers from the Council's Registration Service and representatives from the UHB met in September 2018, to discuss the delivery of this proposed new service for residents of the Vale of Glamorgan.
15. Over 50% of deaths registered with the Council's Registration Service are associated with deaths recorded at the UHL.
16. 570 deaths were registered at the Outstation at Penarth for the period 30th October, 2017 to 30th October, 2018, with 827 deaths registered in Barry for the same period.
17. Set out below is breakdown of deaths at the UHL for the last three years.
 - 2016 - 684
 - 2017 - 708
 - 2018 - 516 to date (September 2018).(Source: Cardiff and Vale UHB.)
18. The above proposal will further allow the Council's Registration Service to achieve the GRO statutory Local Registration Service performance target of 90% for the registration of all deaths within five days (non-coronial involvement). The service's current performance is classified as red at 89%.
19. Having a Registration Service on site will further provide the opportunity for cultural deaths to be registered at short notice which has been the subject of concerns raised by some faith representatives in the past.
20. The above proposal will require the relocation of the existing staff member to UHL as it will not be feasible to operate from both venues due to staff resources. For the other 2 days it is the intention that the member of staff to be based at the main Registrar's Office at the Civic Offices to assist with service resilience. It is therefore proposed as part of the above proposals to signpost customers for the registrations of births to the Registration Service main offices at the Civic Offices, Barry.
21. The number of births registered at the Outstation Penarth for the period 30th October, 2017 to 30th October, 2018 was 12. The number of birth declarations at Penarth, for the same period was 165.

22. The General Registrar's Compliance Officer / Account Manager for the Council's Registration Service has been informed of the Council's intentions and has raised no objection to this proposal on the basis of the close proximity of Barry to Penarth in terms of travelling distance for service users.
23. In addition to the above, the term of the existing lease relating to the Outstation at Westhouse, Penarth was for a period of 10 years commencing from 23rd June, 2009 and will expire on 22nd June, 2019. The rent was £5,250 per annum, subject to review.
24. Following Cabinet's consideration of this report and in order to notify the landlord of the Council's intention not to enter into a new lease for a continuance of a Registrar's Outstation at Westhouse, it is proposed that Cabinet delegates authority to the Statutory Proper Officer for the Council's Registration Service (Operational Manager Democratic Services) in consultation with the Monitoring Officer / Head of Legal and Democratic Services and the Cabinet Member for Regulatory and Legal Services, to formally give notice to Penarth Town Council (the landlord).
25. Review meetings to monitor the progress of the pilot have been programmed during the pilot period in 2019. It is intended to report the outcome of this to the UHB and Cabinet.

Resource Implications (Financial and Employment)

26. The costs associated with the provision of accommodation at the UHL will be met by the Cardiff and Vale UHB.
27. The provision of office furniture and equipment such as an appropriate safe will be met from within existing resources with the funding obligations under the Westhouse lease similarly being met from within existing resources.
28. Based on the current 10 year lease arrangement, this proposal would realise a saving of £74,450 based on the following:

Rents	5,250
Non Domestic Rates	2,200
Total	7,450
29. In relation to staffing matters, staff will be consulted throughout the process. Existing job descriptions require staff engaged in the service to be mobile.

Sustainability and Climate Change Implications

30. The Well-Being of Future Generations (Wales) Act which came into force in April 2016, places a duty on public bodies to act in accordance with the sustainable development principle (ensuring that the needs of the present are met without compromising the ability of future generations to meet their own needs). The above proposal are considered to fall under the auspices of the current Space project which contributes to the sustainable development principle in that it demonstrates the Council is considering looking to the long term in making decisions by consolidating office accommodation and as such reducing carbon emissions. The Space project contributes to the Council's integrated planning processes in managing assets and finances efficiently and effectively.

Legal Implications (to Include Human Rights Implications)

31. A Scheme change will be required on the withdrawal of the outstation service under the new governance agreement with the (GRO). The Proper Officer will advise GRO accordingly.
32. The proposals have a variety of legal implications which include property and employment law issues. It will be necessary to agree the terms of a location agreement with UHL and to execute the same. Advice will be sought from the legal department dependent on arising issues throughout the implementation of this scheme and thereafter as necessary.

Crime and Disorder Implications

33. There are no direct crime and disorder implications associated with this report.

Equal Opportunities Implications (to include Welsh Language issues)

34. The Council must comply with the Public Sector Equality Duty (Section 149) of the Equality Act 2010 and pay due regard to equality when coming to a decision. To facilitate this, an Equalities Impact Assessment (EIA) is being developed and can be found at Appendix A. The assessment will be reviewed and revised throughout the implementation phase of the pilot, and any impact that is identified through the pilot phase and through the concurrent engagement will be brought to the attention of UHB and Cabinet. No adverse impact is anticipated, and a general positive impact is anticipated for all protected characteristic groups who use the service. The service will be simplified so that bereaved families will no longer be required to make separate appointments and travel in order to register a death. It is also anticipated that there will be no adverse impact on service users registering births from the Penarth area as the service will be offered from a more accessible building.

Corporate/Service Objectives

35. This report links to a number of corporate objectives, including the Reshaping Services programme and the requirement to deliver value for money services and efficient use of assets.

Policy Framework and Budget

36. This is a matter for Executive decision by Cabinet.

Consultation (including Ward Member Consultation)

37. It is intended to collect feedback from service users through satisfaction surveys during the pilot period to ensure that the proposed changes have not unreasonably impacted on the service users.
38. The recognised Trades Unions were consulted during week commencing 12th November, 2018. Responses from GMB and Unison indicated that they have no objections to the draft proposals. They will continue to be consulted during the pilot period.
39. Local Members representing the communities of Penarth and Llandough were also consulted during week commencing 12th November, 2018. Responses were received from Councillors L. Burnett, G. Carroll, N. Thomas and M. Wilson, all raising the matter of parking issues at UHL and provision of dedicated parking provision for the bereaved accessing the proposed service at UHL. They have been informed that

there is no dedicated provision other than dedicated parking for disabled Blue Badge holders at the UHL. The same arrangements apply at Westhouse, Penarth and at the Civic Office, Barry.

Relevant Scrutiny Committee

40. Corporate Performance and Resources.

Background Papers -

General Register Office - Local Registration Service in England and Wales: Annual Performance Report 2017 - 2018.

Public Protection and Counter Fraud Assurance Framework.

Contact Officer

Jeff Rees, Operational Manager (Democratic Services) and Statutory Proper Officer for the Registrars Service.

Officers Consulted

Managing Director
Monitoring Officer / Head of Legal and Democratic Services
Head of Finance
Operational Manager (Human Resources)
Registration Manager/ Superintendent Registrar
Equalities Co-ordinator.

Responsible Officer:

Rob Thomas, Managing Director.

Equality Impact Assessment

Appendix A

Please click on headings to find [general guidance](#) or section guidance with an example.

You will find supporting information in appendices at the end of the guidance.

When you start to assess your proposal, arrange to meet Tim Greaves, Equality Co-ordinator, for specific guidance. Send the completed form to him for a final check and so that he can publish it on our Vale of Glamorgan equality web pages.

Please also contact Tim Greaves if you need this equality impact assessment form in a different format.

1. [What are you assessing?](#)

Co – location of a Death Registration service and related withdrawal of an Outstation Registration Service at Westhouse, Penarth.

2. [Who is responsible?](#)

Name	Jeff Rees	Job Title	Operational Manager Democratic Services and the Statutory Proper Officer for the Vale of Glamorgan Registration Service.
Team	Democratic	Directorate	Resources

3. [When is the assessment being carried out?](#)

Date of start of assessment	November 2018.
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4. [Describe the proposal?](#)

What is the purpose of the proposal? The Cardiff and Vale University Health Board (UHB) in partnership with Vale of Glamorgan Registration Service are proposing a Death Registration Service to be co - located within the existing Bereavement Service based at

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the University Hospital Llandough.

Why do you need to put it in place? The Cardiff and Vale University Health Board continues to review services provided at the Hospital to improve the experience of patients, carers and visitors. This proposal is intended to enhance existing services provided.

Work is already underway to achieve identified savings as part of budgetary process for 2019/20 & 2020/21 by exploring potential changes in the way we deliver current services. The migration of Registrations Services for deaths to the University Hospital Llandough and birth registrations to Barry will allow approx. £50,000 of savings to be made by not renewing the lease at Westhouse, Penarth, with an improved service being offered at University Hospital Llandough and little disruption to existing service users.

Do we need to commit significant resources to it (such as money or staff time)? No – aside from office furniture and equipment the Cardiff and Vale University Health Board will not be charging the Council for locating the service at the University Hospital Llandough. Any costs associated with the move to new offices will be met from existing budgets.

What are the intended outcomes of the proposal?

It is hoped this will help the bereaved during a very difficult and traumatic time, making it easier for them to deal with the formalities that need to be completed.

A co located service will allow the Councils Registration Service to achieve the General Register Office statutory Local Registration Service performance target of 90% for the registration of all deaths within 5 days (non - coronial involvement). The services current performance is classified as red at 89%.

Who does the proposal affect?

- 1 Employee who will relocate to the University Hospital Llandough to provide the service;
- Service users making registrations at Westhouse, Penarth.

Note: If the proposal affects lesbian, gay, homosexual, or transgender people, ensure you explicitly include same-sex couples and use gender neutral language.

Will the proposal affect how other organisations work?

The proposal will mean that the Council will not be renewing its lease for office accommodation with Penarth Town Council.

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Will the proposal affect how you deliver services?

This service would simplify the experience of the bereaved and provide a Service whereby the Medical Certificate of Cause of Death could be collected from the Bereavement Office, and therefore, removing the current requirement for families to make a separate appointment and then travel to Penarth or Barry to register a death.

The service will continue to provide appropriate levels of service for Birth Registrations at the main Register Office based at the Civic Offices, Barry

Will the proposal impact on other policies or practices?

Annual Performance Report to General Register Office . A joint report on the performance of the Local Registration Service to provide assurance (meeting statutory targets as described above).

Can you change the proposal so that it further promotes equality of opportunity and fosters good relations?

The proposals are intended to improve/ maintain the quality of provision of the service to its customers. The General Register Office Compliance Officer /Account Manager for the Council's Registration Service is supportive of these proposals.

We believe the co – location will be a success based on similar arrangements already in operation in England and Wales.

Consult with impacted building users to reassure that appropriate levels of service provision will continue at other nearby locations.

How will you achieve the proposed changes?

The officers from the Cardiff and Vale University Health Board and the Council's Registration Service will continue to follow the implementation plan, manage risks and communicate effectively with all stakeholders.

Who will deliver the proposal?

Officers from the Cardiff and Vale University Health Board and the Council's Registration Service.

How will you know whether you have achieved the proposal's purpose?

- Successful completion of the pilot;
- Permanent location of a Death Registration service at University Hospital

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Llandough;

- Follow up satisfaction survey of service users to ensure that the proposed changes have not unreasonably impacted on the service users.

5. What evidence are you using?

Engagement (with internal and external stakeholders)

The pilot proposal has been subject of a number of meetings between the Council and the Health Board. The pilot proposals also form part of the Health Board's Clinical Strategy. The Health Board will be carrying out their own Equality Impact Assessment.

The project team has recognised the importance of listening to a range of views and the importance of undertaking this assessment. The pilot period will be used to obtain feedback from service users to ensure there is no unreasonable impact e.g. satisfaction surveys. Staff have been part of the partnership approach to develop this pilot.

Consultation (with internal and external stakeholders)

The project team will maintain regular communication processes as part of the implementation process with service users.

National data and research

- General Register Office - Local Registration Service in England and Wales: Annual Performance Report 2017 – 2018.
- Public Protection and Counter Fraud Assurance Framework.

Local data and research

Local registers for births and deaths.

Deaths registered at the Outstation at Penarth for the period 30th October, 2017 to 30th October, 2018 was 570. Deaths registered in Barry for the same period was 827.

The number of births registered at the Outstation Penarth for the period 30th October, 2017 to 30th October, 2018 was 12. The number of birth declarations for the same period was 165.

Below is breakdown of deaths at the UHL for the last three years.

- 2016 - 684
- 2017 – 708

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- 2018 – 516 to date (September 2018).
(Source: Cardiff & Vale UHB.)

6. How robust is the evidence?

Does it show what the impact will be (positive and negative)?

There is no impact on protected characteristic groups.

What are the gaps?

There are no gaps identified at the current time, but this will continue to be monitored as the pilot progresses and addressed appropriately.

What will you do about this?

There are no gaps identified at the current time, but this will continue to be monitored as the pilot progresses and addressed appropriately.

What monitoring data will you collect?

Service user's satisfaction rates.

How often will you analyse and report on this?

This has yet to be determined by the project team.

Where will you publish monitoring data and reports?

N/A

7. Impact

Is there an impact?

We do not anticipate any disproportionate impact upon any protected characteristic group, however there will be a minimal impact on the staff group as a result operating from the

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new offices due to travelling.

If there is no impact, what is the justification for thinking this? Provide evidence.

Based on other similar schemes already in operation e.g. University Hospital Wales we do not anticipate any disproportionate impact as the new service will simplify current arrangements with mitigating arrangements put in place at the main office in Barry for birth registrations etc.

The principle of co-located services is also supported by the General Register Office.

If there is likely to be an impact, what is it?

No specific impact has been identified on any protected characteristic group

Age

Disability

Gender reassignment, including gender identity (ensure policies explicitly include same-sex couples and use gender neutral language)

Marriage and civil partnership (discrimination only)

Pregnancy and Maternity

Race

Religion and belief

Sex

Sexual orientation (ensure policies explicitly include same-sex couples and use gender neutral language)

Welsh language

The service will produce all information bi-lingually. There will be no change to this commitment under the Welsh Language Scheme. The Registration Service has bi – lingual speakers.

Human rights

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How do you know?

Explain this for each of the relevant protected characteristics as identified above.

Please see above.

What can be done to promote a positive impact?

Explain this for each of the relevant protected characteristics as identified above.

Please see above.

What can be done to lessen the risk of a negative impact?

Please see above.

Explain this for each of the relevant protected characteristics as identified above.

Please see above.

Is there a need for more favourable treatment to achieve equal outcomes? (Disability only)

N/A

Will the impact be positive, negative or neutral?

Explain this for each of the relevant protected characteristics as identified above.

It is anticipated that there will be a neutral impact for all protected characteristics.

8. Monitoring ongoing impact

Date you will monitor progress

Ongoing monitoring during the implementation phase of project.

Measures that you will monitor

Please see above responses.

Date you will review implemented proposal and its impact

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Impact on all stakeholders will be considered as part of project team meetings during the pilot.

9. Further action as a result of this equality impact assessment

Possible Outcomes	Say which applies
No major change	Scheme change – Under the New Governance agreement with the General Register Office (GRO) the Proper Officer will advise GRO accordingly.
Adjust the policy	
Continue the policy	X
Stop and remove the policy	

10. Outcomes and Actions

Recommend actions to senior management team N/A
Outcome following formal consideration of proposal by senior management team N/A

11. Important Note

Where you have identified impacts, you must detail this in your Cabinet report when seeking approval for your proposal.

Acknowledged.

12. Publication

Where will you publish your approved proposal and equality impact assessment?

Equality Impact Assessment

This will be made available on the Council's website.

In addition to anywhere you intend to publish your approved proposal and equality impact assessment, you must send a copy to Tim Greaves, Equality Co-ordinator, to publish on the equality pages of the Vale of Glamorgan website.

13. [Authorisation](#)

Approved by (name)	Jeff Rees
Job Title (senior manager)	Operational Manager (Democratic Services)
Date of approval	20 th November, 2018
Date of review	August, 2018.