



## AGENDA ITEM 4

### RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

#### CABINET

11<sup>th</sup> FEBRUARY 2016

#### MAESYFFYNNON RESIDENTIAL CARE HOME

#### REPORT OF THE GROUP DIRECTOR COMMUNITY AND CHILDREN'S SERVICES IN DISCUSSIONS WITH THE RELEVANT PORTFOLIO HOLDER COUNCILLOR FOREY

Author: Neil Elliott, Service Director, Adult Services. Tel. No. 01443 444603

#### 1. PURPOSE OF THIS REPORT

- 1.1 The purpose of the report is to outline potential options with regards to the future of, and provision of services at, Maesyffynnon Residential Care Home (the 'Home'), following the Cabinet decision to temporarily close the Home on 6th October 2015.

#### 2. RECOMMENDATIONS

It is recommended that Cabinet:

- 2.1 Note the contents of the report and the range of options set out in paragraph 6 of the report with regards to the future of, and provision of services at, Maesyffynnon Residential Care Home.
- 2.2 Agrees to initiate a six week consultation with regards to the preferred option as identified in the report, being Option 3, namely to permanently close Maesyffynnon Residential Care Home and develop alternative extra care housing provision either on the current site of the Home or at an alternative site in the Cynon Valley.
- 2.3 Receives a further report detailing the results and feedback from the consultation process referred to in 2.2 above (if initiated by Cabinet), including the results of an Equality Impact Assessment undertaken to determine whether, and if so how, it wishes to progress with the preferred option.

#### 3. REASONS FOR RECOMMENDATIONS

- 3.1 In October 2015, Cabinet approved the temporary closure of the Home due to an unacceptable risk of a major breakdown of the Home's mechanical



services as well as the safe transfer of residents to alternative homes whilst options for the future of the Home were investigated costed and appraised.

- 3.2 Before a decision can be taken with regards to the future of the Home, it is necessary for Cabinet to consider the options which have been developed by officers and determine whether or not it wishes to initiate a consultation with regards to the preferred option as outlined in the report. Information gathered from any consultation would enable the Cabinet to be able to make an informed decision regarding the future of the Home and secure the best outcomes for residents of the Home, their relatives and staff.

#### **4. BACKGROUND**

- 4.1 The Home is located in Aberaman and is registered with the Care and Social Services Inspectorate Wales (CSSIW) to accommodate up to 26 people over the age of 65 with personal care needs. This number may include up to 13 people with a diagnosis of dementia.
- 4.2 The Home was constructed in the 1960's and over the years has been subject to regular planned maintenance. However, as with all care homes of this age there is a requirement for significant refurbishment and upgrade work to be undertaken, which currently includes work to replace the:
- Mechanical services (heating system and hot and cold water supply)
  - Boiler plant
  - Electrical installation (including fire alarm and nurse call systems)
- 4.3 In light of the significant building maintenance issues Cabinet, on the 6<sup>th</sup> October 2015, agreed to the temporary closure of the Home and the transfer of residents to alternative appropriate placements, whilst options for the future of the Home were fully investigated by officers. At the time of this decision, there were 19 permanent residents living at the Home. All of those residents have now been transferred to alternative appropriate care homes and on review have settled down well in their new home.
- 4.4 As a registered provider of residential care home services, the Council is required to meet national minimum standards set by the CSSIW, which includes consideration of the physical environment within which the care is provided and against which all registered care homes are inspected.
- 4.5 The Home, built in the 1960's was not designed to meet the current expectations for care home accommodation. For example, in terms of room sizes, disabled access and the provision of full ensuite facilities. It is in the context of compliance with these standards and future accreditation by CSSIW that options regarding the Home have been assessed.



## **5. OLDER PEOPLE'S ACCOMMODATION WITH CARE SERVICES: NATIONAL AND LOCAL CONTEXT**

- 5.1 The Council's Strategy for older people has moved away from a dependency culture towards an enabling culture. This new approach promotes independence, where support and care is provided at home or close to home, as opposed to institutional or residential based care.
- 5.2 The number of older people in permanent care home placements funded by adult social care has been variable during the last five years and has reduced in recent years. Given that the older population is increasing, this pattern reflects a general trend for a smaller proportion of elderly people requiring care home placements in later life, as more people remain independent and supported in their own homes.
- 5.3 With the onset of the new Social Services and Well-being (Wales) Act 2014 and the greater focus on early intervention and the prevention agenda, the reliance on residential care, in particular, will diminish further and will over time create an over-capacity in the market.
- 5.4 Local Authorities across Wales have moved forward at a varying pace with regard to responding to the challenges of demographic growth among the older population and the shift to support people to remain as independent as possible in their own homes. A number of examples have seen authorities decommission in-house residential care services and re-provide for them through extra care housing.
- 5.5 Rhondda Cynon Taf is presently the only Council in Wales without specialist extra care housing, although the first scheme is due to open in Talbot Green in Summer 2016.
- 5.6 Extra care housing is a form of specialist housing with care services, which has become increasingly popular in recent years. Residents live in their own homes (usually a one or two-bedroom flat) but have access to care and support services on site 24 hours a day, if required. Furthermore, modern extra care housing schemes usually feature communal spaces for residents, for example activity rooms, a communal lounge, restaurant and therapy rooms.
- 5.7 With the growth in the older population and demand for care services, it is essential that the Council places strategic emphasis on services that are economically effective and in line with supporting independence and promoting choice and control. Developing extra care housing can deliver this by providing care and support to older people who have high, moderate and low care needs in flats or apartments, rather than in a bedroom in a residential unit.



- 5.8 Developing extra care housing is a significant step away from traditional residential care solutions. It offers additional choice for older people, including owner-occupiers who wish to retain an equity stake in their accommodation. It is consistent with the drive for value for money (VFM) and, by enabling older people to have more disposable income; it will have an impact on local economies and in making local communities more sustainable.
- 5.9 Increasingly palliative and end of life care is being provided in extra care housing schemes. It is envisaged that any new extra care housing scheme commissioned by the Council would be set up so that nursing and end of life care can be provided more easily, giving more people the choice to remain in their own home until they die.

## 6. OPTIONS AND ANALYSIS

- 6.1 Following Cabinet's decision in October 2015 to temporarily close the Home a number of potential options for the future of the Home and the re-provision of services have been explored. These options have been summarised into the following three categories:

1. Respond to current maintenance/refurbishment issues.
2. Fully refurbish or rebuild the current Home so it meets current new build CSSIW standards.
3. Permanently close the Home and develop alternative extra care housing provision.

### 6.2 **Option 1: Respond to current maintenance / refurbishment issues**

This option assumes that only the current maintenance issues identified at the Home are addressed as summarised below:

**Option 1a:** this would involve replacing the Home's heating and hot and cold water supplies (i.e. the mechanical services) and boiler plant. The cost of option 1a is estimated at approximately £250,000 and would take around 16 weeks to complete.

This option would only deal with urgent essential maintenance concerns, but would not address other areas of the Home that require attention nor ensure full compliance with current CSSIW standards or provide a viable care home facility for the future.

**Option 1b:** as option 1a, but would also include an additional programme of work to address all refurbishment/maintenance issues, including:

- replacement of electrical installation and roofs
- replacement external fire escapes and repairs / replacement of fencing



- bathroom, kitchen and bedroom refurbishment
- painting and decoration

The cost of option 1b is estimated at approximately £998,000 and would take around 22 weeks to complete. This option would address all urgent maintenance and associated refurbishment works, but would not ensure full compliance with current CSSIW standards or provide a viable care home facility for the future.

6.3 Furthermore, option 1a and 1b would not support the Council's draft commissioning intent of offering greater choice and security of tenure for older people by diverting them away from institutional models of accommodation with care towards extra care housing.

6.4 This option is therefore not recommended.

6.5 **Option 2: Fully refurbish or rebuild the Home so it meets current new build CSSIW standards**

This option assumes that the existing building would be either refurbished or demolished and rebuilt in accordance with current CSSIW standards and guidance to provide residential dementia services only.

6.6 If refurbished to meet current CSSIW standards in care home provision, such as better disabled access, full ensuite facilities and additional spaces for hoists and other equipment, bedroom capacity would have to be reduced substantially by up to 50% depending on final scheme specifications. Whilst the refurbishment option is technically viable the long term financial viability of the scheme is questionable and doesn't demonstrate value for money (VFM).

6.7 Experience from elsewhere has shown that in these circumstances the better VFM solution has usually been to demolish the care home and build from new. This would involve on-going temporary closure of the Home, demolition and redevelopment of the site to create a new purpose built residential care home.

6.8 The estimated cost of clearing the existing Home site and developing a purpose built care home facility of approximately 40 units would cost approximately £5.5 million.

6.9 As part of implementation of this option, it would also be officers intention to explore opportunities to work with independent sector providers to develop the scheme in order to reduce the capital build cost to the Council.

6.10 Whilst rebuild is a technically viable solution, there is sufficient provision of residential care of the required type and quality in Rhondda Cynon Taf to meet current demands should the Home not reopen. Furthermore, this option would not support the Council's draft commissioning intent of offering greater



choice and security of tenure for older people by diverting them away from institutional models of accommodation with care towards extra care housing.

6.11 This option is therefore not recommended.

**6.12 Option 3: Permanently close the Home and develop alternative extra care housing provision**

There are two proposals for consideration under this option.

Option 3a is to close the Home and redevelop the existing site to create an extra care housing scheme in place of the Home. Option 3b is to close the Home and develop extra care housing on an alternative site in the Cynon Valley area.

6.13 The estimated cost of developing an extra care housing scheme of around 40 units is estimated at approximately £7 million, based on specifications developed for the Talbot Green extra care housing scheme currently being built.

6.14 As part of implementation of this option it would also be officers intention to work in partnership with Housing Providers and explore opportunities to develop the scheme together in order to reduce the capital build cost to the Council.

6.15 There is sufficient provision of residential care of the required type and quality in Rhondda Cynon Taf to meet current demands.

6.16 This option supports the Council's agreed strategy of increasing the supply of extra care housing.

6.17 This option, to close the home and develop alternative extra care housing provision on the site or elsewhere within the Cynon Valley (i.e. 3a or 3b) is recommended as the preferred option.

**7. EQUALITY AND DIVERSITY IMPLICATIONS**

7.1 Cabinet Members will be fully aware and mindful of the general equality duty introduced by the Equality Act 2010 and the specific public sector equality duties applicable to the Council as a local Council in Wales.

7.2 Section 149 of the Equality Act 2010 (Public Sector Single Equality Duty) requires public authorities to demonstrate in decision making that they have paid 'due regard' to the need to:

- Eliminate unlawful discrimination, harassment and victimisation;
- Advance equality of opportunity between people who share a protected



- characteristic and people who do not share it;
- Foster good relations between people who share a protected characteristic and those who do not.

7.3 An Equality Impact Assessment (EqIA) 'pre-screening' exercise has been undertaken for the purpose of this report and has indicated that a full EqIA should be completed prior to any final decision being made in relation to the proposed options, alongside and supported by a consultation process.

7.4 If a consultation process is initiated on the preferred option proposal outlined in paragraph 6 above, the EqIA produced prior to Cabinet taking any final decision would consider the potential impact of the proposed preferred option in respect of the designated protected groups and identify any potential mitigation either in place or which can be put in place to limit any impact identified.

## **8. FINANCIAL IMPLICATIONS**

8.1 The options set out in this report have the primary focus on delivering improved quality of care outcomes for Service Users. Estimated costs of each option are set out in Section 6 of the report, although further analysis, including funding opportunities, will be explored post consultation when a decision is taken by Cabinet on a preferred option.

## **9. CONSULTATION**

9.1 If Cabinet agree to initiate a consultation in relation to the proposed preferred option detailed in paragraph 6 above, it is proposed that a six week consultation process be undertaken. This would be facilitated through a number of engagement methods, ensuring that all who wish to provide feedback and respond are able to do so.

9.2 The results of the consultation undertaken, if initiated by Cabinet, would be presented to Cabinet to ensure that a fully informed decision is made with regards to the proposed preferred option.

9.3 Subject to Cabinet approval, a consultation plan and methodology would be developed detailing how temporarily transferred residents, their families and carers, staff as well as other relevant stakeholders would be consulted on any decision about the future of the Home.

## **10. STAFFING**

10.1 A number of the options presented would necessitate a review of staffing for the Home. These reviews would be carried out in accordance with the Council's statutory obligations and Managing Change policy. Staff and trade unions would be fully consulted at the appropriate time.



## **11. LEGAL IMPLICATIONS OR LEGISLATION CONSIDERED**

- 11.1 The Social Services and Wellbeing (Wales) Act 2014 received Royal Assent on the 1st May 2014 and takes effect from April 2016. The Act creates a new legal framework to bring together and modernise Social Services law. The Act provides the legal framework for improving the wellbeing of people who need care and support, including accommodation based care and support services for older and vulnerable people. The future potential options for the Home outlined in paragraph 6 above are consistent with the direction being set by the new Act.
- 11.2 Before making any decisions regarding the future of the Home is it considered that the Council should undertake a consultation exercise. Case law clarifies that legally valid consultation should satisfy the following:
- a) be at a time when proposals are still at a formative stage;
  - b) sufficient reasons be given for any proposal so as to enable intelligent consideration and response;
  - c) adequate time must be given for consideration and response; and
  - d) the product of the consultation must be properly taken into account when the decision is made.

## **12. LINKS TO THE COUNCIL'S CORPORATE PLAN/OTHER CORPORATE PRIORITIES**

- 12.1 Consideration of the future potential options outlined in paragraph 6 above will support delivery of the Council's corporate priority "to support vulnerable adults and older people to live independently".
- 12.2 In addition, the Council's draft joint commissioning statement for older people's services identifies as a priority the transformation of residential care by developing new models of service which are more sustainable and enable people to remain within the community in support services such as extra care housing.



**LOCAL GOVERNMENT ACT 1972**

**AS AMENDED BY**

**THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985**

**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**CABINET**

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**Background Papers: Cabinet report – 6<sup>th</sup> October 2015**

**Contact Officer:**

**Neil Elliott, Service Director, Adult Services. Tel. No. 01443 444603**

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