

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

MUNICIPAL YEAR 2016/17

**HEALTH & WELLBEING
SCRUTINY COMMITTEE**

15th MARCH 2017

**REPORT OF THE DIRECTOR OF
LEGAL AND DEMOCRATIC
SERVICES**

AGENDA ITEM No. 4

**SUPPORTING PEOPLE TO LIVE
INDEPENDENTLY AT HOME**

1. PURPOSE OF THE REPORT

The purpose of the report is to provide Scrutiny with the findings of the Supporting People to Live Independently at Home review which Members wished to consider as part of their Work Programme.

2. RECOMMENDATIONS

2.1 It is recommended that members of the Health & Wellbeing Scrutiny Committee endorse the conclusions and seven recommendations set out at paragraph 13 of the report.

3. BACKGROUND

3.1 In November 2015, Members identified three key areas which they considered warranted scrutiny involvement given that the Council was in the bottom quartile for performance in 2014/15, namely:

- Supporting people in their own home – reducing the number of people aged 65+ that are placed in residential care homes;
- Delayed transfers of care; and
- Support of carers – carer's assessments

3.2 Members felt that these three issues were interlinked and that ensuring support to vulnerable people and their carers focused on helping them to live independently in their own homes for longer would lead to improved health and wellbeing outcomes. Members also felt that this in turn would support ongoing work to reduce hospital admissions and delayed discharges

- 3.3 Members acknowledged that supporting more people to live independently at home for longer is a significant challenge and depends not only on the support provided by the Council and carers but also by the University Health Board, the Third Sector and other partner agencies.
- 3.4 Taking the above into account, Scrutiny considered this review over a period of nearly two years, many of the topics tying in with the fundamental principles of the Social Services and Wellbeing (Wales) Act 2014.

4. TERMS OF REFERENCE

4.1 At its meeting on the 11th November 2015 Scrutiny considered and agreed the terms of reference and scope for the supporting people to live independently at home review as follows:

- To consider the effectiveness of adult social services, health care services and the voluntary sector in supporting people to maintain their independence and remain at home.
- To assist the Council in safely reducing the number of people that are placed in residential care homes by making recommendations on how services can be improved to the Cabinet, Local Health Board and other applicable partner agencies.

Scope:

- To consider and examine the services already provided or commissioned by the Council and determine whether they are meeting the needs of the local population.
- To consider and examine the access to other support services including Primary Health Care and the Third Sector.
- To obtain the views of service users through representative organisations such as the Older Person's Advisory Group and customer feedback.
- From information gathered to identify specific areas for more in-depth scrutiny with the aim of formulating recommendations for improvement which will be passed on to the Council's Executive or relevant partner boards /agencies for consideration.

Methodology:

- Receive reports/ presentations from Council Officers in respect of:
 - Early Intervention and enablement services including aids and adaptations and telecare
 - Assessment and Direct Services
- Meet with appropriate representatives from Cwm Taf UHB and Third Sector. Consider whether these services are being delivered in an integrated way:
 - Meet with appropriate Cabinet Member(s)
 - Consider the range of community support available
 - Consider the adequacy of information, signposting and accessibility in relation to community support available
 - Desk top research/ performance monitoring data/best practice
 - Consider relevant reports from regulators i.e. WAO, CSSIW

5. SOCIALSERVICES & WELLBEING (WALES) ACT

5.1 The Social Services and Wellbeing Act was enacted in May 2014 and came into force on 6th April 2016. It provides the legal framework for improving the wellbeing of people who need care and support, carers who need support and for transforming social services in Wales.

5.2 The Act is built on the following principles:

- It aims to change the way people's care and support needs are met – putting an individual, and their needs, at the centre of their care and support, giving them a voice in, and control over, reaching the personal outcome goals that matter to them.
- Central to the Act is the concept of **well-being** – helping people to maximise their own well-being.
- The Act attempts to rebalance the focus of care and support to **prevention** and earlier intervention – increasing preventative services within the community to minimise the escalation of needs to a critical level.
- **Collaboration** – strong partnership working between organisations and co-production with people needing care and / or support is a key focus of the Act.

- 5.3 In order to oversee the implementation of the Act and in accordance with the direction of Welsh Government, the Cwm Taf Social Services and Wellbeing Partnership Board was established in January 2015.
- 5.4 Scrutiny understands that the Act requires a culture change from the way in which services have often been provided to an approach based on collaboration, and an equal relationship between practitioners and people who need care and support. It also understands that it will be vital to increase the community capacity across Rhondda Cynon Taf to provide the type of support which will allow people to retain their independence.
- 5.5 At the beginning of the review Scrutiny resolved that the issues identified in relation to the implementation of the Act be considered as part of the development of the Committee's work programme and from there regular updates be delivered as part of the ongoing review.
- 5.6 In considering the key issues which contribute to the supporting people to live independently at home agenda, Scrutiny focussed on a number of service areas in Adult Social Services, including Short Term Intervention Services and Social Work Assessment and Direct Services and found that the processes, systems, policies and procedures have been revised to meet the new requirements of the Act.

6. SHORT TERM INTERVENTION SERVICE

- 6.1 In November 2015, Scrutiny was presented with a detailed presentation informing them of the functions provided through the Short Term Intervention Service within Adult Social Services. Scrutiny was informed that the Service acts as "the front door" to Adult Social Services and that, in partnership with the Council's Customer Care Service, they provide crucial information, advice and assistance to support people to help themselves. Enquiries are dealt through a triage system ensuring that the Service provides a proportionate response depending on the enquiry and are triaged within 24 Hours.
- 6.2 Scrutiny was informed that the Service provides early intervention and preventative services; including for example, Intermediate Care and Reablement, Occupational Therapy and Sensory Services to support independence and minimise the need for ongoing services. Only those individuals whose needs cannot be met in any other way are managed by long term care services. Scrutiny agreed with the priority/objective to reduce the number of adults referred to a statutory service for assessment and the number supported by long term services.

The number of referrals for care and support assessments from the Single Point has fallen from 47% of cases in 2015/16 to 40% in 2016/17 and the number of

people supported by long term services has reduced from 7277 in 2015/16 to 6817 in 2016/17.

6.3 In addition, as part of its performance monitoring arrangements Scrutiny considered the following data relating to short term intervention services performance:

- **Single Point of Access:** 100% of all referrals, over the past years, were triaged within 24 Hours (target 100%);
- **Short Term Care Management:** 94% of assessments completed on time over the past year (Target 80%);
- **Intermediate Care and Reablement:** Since April 2014, approximately 75% of people achieve independence and do not require an ongoing service and of these people, approximately 48% continue to remain independent of services one year later;
- **Sensory Services:** 86% of assessments were completed on time over the past year (target 80%);
- **Adaptions and Community Equipment:** 88% of assessments were completed on time (target of 80%).

6.4 Scrutiny was encouraged by the performance reported, in particular those relating to the Council's Intermediate Care and Reablement Service which has amongst the best performance figures in Wales. Scrutiny learned that approximately 95% of people who received a reablement package and provided feedback felt that it had helped them remain living independently without reliance on a formal service. This in turn lessens the financial pressure on the Council in having to commission ongoing care and support services. Encouragingly, it was reported that Rhondda Cynon Taf is the first Council in Wales to introduce a reablement service for people with dementia.

6.5 Scrutiny learned that the Service will continue to quality assurance processes in operation to ensure that people are dealt with in an appropriate and timely manner. It was also reported that the Service will to continue to develop to ensure compliance with the new Act and will also continue to monitor and refine service provision levels to develop more community resilience.

7. SOCIAL WORK ASESMENT AND DIRECT SERVICES

7.1 At its meeting in January 2016, Scrutiny was provided with a detailed presentation in relation to Social Work Assessment and Direct Services and

was advised that the Service was being redesigned in line with the requirements of the new Act.

7.2 Scrutiny learned that there were a number of areas in the Service that performed well. For example, in Mental Health Services the multi-disciplinary Community Mental Health Teams achieved 93% compliance against the Mental Health Measure and the Carer's Support Project had been identified as an example of good practice in a recent CCSIW report.

7.3 Scrutiny was also informed, at the time of receiving the presentation, that a number of areas needed improvement, in relation to the:

- timely completion of care plan reviews;
- number of assessments offered to carers; and
- reduction in the number of people in residential/nursing care including specialist placements

Scrutiny requested a future update to monitor performance and ensure improvements were made.

7.4 At its meeting held in January 2017, Scrutiny was provided with a performance update:

- Reviews – 83.7% of reviews were completed on time in 2015/16 compared with 73.2% in 2014/15. This higher level of performance has been sustained in 2016/17;
- Carer's Assessments – 100% of carers were offered an assessment in 2015/16 which was better than 2014/15 and better than the all Wales average;
- Number of people in residential care - reduced the proportion of people (over 65) supported in residential care homes from 24.69% in 2014/15 to 23.1% in 2015/16. Performance has improved slightly in 2016/17.

7.5 Scrutiny was pleased to receive the updated information and acknowledged the performance improvement made, which they felt demonstrated that the Council was in a strong position to ensure that peoples' independence is promoted and there is greater use of Community Resources. They also acknowledged that social work services were transforming to ensure compliance with the new Act.

8. DELAYED TRANSFERS OF CARE

8.1 Delayed transfers of care (DToC) have been a high profile priority for Health and Social Services for some time. In the context of this review, they arise when hospital patients no longer need to remain in hospital, but cannot leave because either:

- There is as yet no agreement about where they should go, or

- There is agreement, but a more appropriate care setting is not available.

DToC is measured in terms of the numbers of patients delayed, and by the number of hospital bed days which they occupy.

- 8.2 On commencement of the review, Scrutiny was informed that the proportion of delayed transfers of care for social care reasons (per 1,000 population aged 75 or over), was 7.15% and below target of 4.83% and in the All Wales bottom quartile. As a result, Scrutiny took the decision to incorporate DToC as part of its review.
- 8.3 Scrutiny acknowledged that in order to achieve improved DToC performance there needed to be effective partnership working across Health and Social Care and therefore invited colleagues from the Cwm Taf University Health Board to a Scrutiny meeting to discuss the issues in further detail.
- 8.4 At its meeting in November 2016, Officers from the Cwm Taf University Health Board and Council Officers jointly delivered a presentation outlining the issues surrounding delayed transfers of care, including the choice of accommodation protocol.
- 8.5 Scrutiny considered the principles of the choice of accommodation protocol which had been developed jointly with the Council and analysed DToC data provided as part of the presentation. This included a review of the number of DToC, both general and mental health, for October 2016 which provided Committee with a snapshot of cases and a flavour of activity and outcomes over a four week period.
- 8.6 Scrutiny recognised that DToC is both a problem in its own right, and also a consequence of other problems and some of the issues which need to be considered include:
- Care Homes – availability of places, top up fees, closures etc
 - Availability of supported accommodation
 - Patients with complex needs
 - Social Workers allocations and assessments
 - Time taken to complete the independent review
 - Court of Protection Cases
 - Local Authority process for funding placements
 - Families and expectations
 - Culture within the organisation.

- 8.7 Scrutiny acknowledged the number of complex issues surrounding DToC and considered each in detail.
- 8.8 At the meeting in November 2016, Scrutiny was also updated regarding DToC performance. It was reported that in 2015/16, the proportion of delayed transfers of care for social care reasons (per 1,000 population aged 75 or over) reduced to 6.79% compared with 9.44% in 2014/15, although DToC increased to 7.42% in 2016/17. This was mainly due to sustained levels of demand along with high levels of staff absence. A lack of availability of nursing and EMI nursing beds also added to the pressures currently being experienced.
- 8.9 In view of the drop in performance between 2015/16 and 2016/17, Scrutiny agreed that DToC was an area that they wished to continue to monitor. They acknowledged that it is a complex area for consideration and something that needed to be visited again in the future to ensure that this continues to remain a priority for the Council and performance improved.
- 8.10 Scrutiny was advised that Rhondda Cynon Taf is working in collaboration with the Cwm Taf Health Board and Merthyr Tydfil to develop a new service model, called the Stay Well @ Home Services. Due to be fully implemented in the Spring 2017, Scrutiny learned that the new service will create a multi-disciplinary team of staff, including social workers, based at the two acute hospital sites of Prince Charles and Royal Glamorgan. The Team will be supported by both community health and social care services. The development of this service is being led by Adult Services in Rhondda Cynon Taf.
- 8.11 Scrutiny acknowledged that the new Stay Well @ Home Service will support the Council's priority of "supporting independent lives for everyone" as people will be cared for in their own homes as much as possible by avoiding unnecessary hospital admissions and discharging people home from hospital as early as possible. Scrutiny was informed that appropriate governance, financial and monitoring processes are in place or under development.

9. THIRD SECTOR COMMUNITY COORDINATION ACROSS CWM TAF

- 9.1 Scrutiny agreed to invite the third sector Community Coordinators for Cwm Taf to its meeting on the 22nd February 2016 to provide an insight into their work and to outline the administration of the Community Capacity Fund (CCF).
- 9.2 Scrutiny learned that promoting the services provided by the Third Sector organisations across Cwm Taf is crucial in order to assist in the prevention of hospital admissions and support hospital discharge along with promotion of health and wellbeing and loneliness and isolation in the over 65 population. Of particular importance is their ability to signpost to local community groups, activities and services.

- 9.3 Scrutiny also learned that as a result of service mapping the Community Coordinators had been able to detail the support available ranging from small community groups who meet socially and may hold occasional events to organised activities such as tea dances, armchair aerobics and walking groups. This work had also identified gaps in provision both in terms of geography and provision such as transport, which is a particular issue for older people especially in the valleys. Through their mapping process the Community Coordinators now hold information on over 800 new activities and groups across Cwm Taf many of which people had been unaware of.
- 9.4 Scrutiny acknowledged the key role of the Third Sector to develop early identification and prevention services to keep people well, active and living independently in their own homes for as long as possible and connected to their community. From the presentation Members learned that more people are being supported at home due to the increased number of referrals to the community coordinators which has helped to reduce the need for more traditional statutory adult social care interventions such as day care services.
- 9.5 Scrutiny was provided with some good examples which demonstrated the development of community and preventative responses, although it was acknowledged that these approaches needed to be further developed including plans to maximise engagement of service users and carers.
- 9.6 Scrutiny acknowledged that the Cwm Taf model is uniquely designed to meet the locality needs and to benefit our citizens. It also recognised that the quality service is flexible and responsive to the local implementation of the Social Services and Wellbeing Wales Act.

10. EXTRA CARE HOUSING STRATEGY

- 10.1 In October 2015, Scrutiny played a part in scrutinising the transfer of residents from Maesyffynnon Care Home to other care home facilities following the closure of Maesyffynnon. A Working Group was formed, to include the Chair and Vice Chair of the Health & Wellbeing Scrutiny Committee along with the local Members for Aberaman North.
- 10.2 Having followed the transfer and settlement of residents into their alternative accommodation the Working Group submitted its final report which recommended areas for consideration and improvement. (The report will shortly be presented to the Executive where it is hoped that the recommendations will be agreed in principle).
- 10.3 As part of the Working Group's recommendations, Scrutiny supported the Council's Commissioning Intent for older people, which supports a move away from a dependency culture toward an enabling one, where support and care is

provided at home or close to home rather than in an institutional care home. This includes development of alternative models of accommodation, including extra care housing schemes. It was reported to Scrutiny, at the time, that the Council's first extra care housing scheme was located in Talbot Green.

- 10.4 As part of the supporting people to live independently at home review, Scrutiny was provided with the opportunity to undertake pre-scrutiny work on the Council's new Extra Care Strategy, which was part of the Cabinet's work programme. Scrutiny viewed this as an excellent opportunity to comment on the model of care before being presented to the Executive.
- 10.5 At its meeting in September 2016, Scrutiny received a presentation which outlined the key principles for the Extra Care Housing Strategy. Scrutiny learned that Extra Care Housing allows older people to live as independently as possible with their own tenancy and with the reassurance of 24 hour on site support when needed, and who would predominantly otherwise go into long term residential care.
- 10.6 Scrutiny understood the strategic context for developing the new model of care and support, which is responding to the predicted growth in the number of people aged over 65 and over 85, and the associated rise in numbers of people with dementia.
- 10.7 Scrutiny's views in respect of the pre-scrutiny process were incorporated into the final report for Cabinet which recorded Members' support for the new model of care. All Members agreed with the case for change and acknowledged that there will be a shift in the needs and aspirations of future generations of older people and therefore supported the urgent need to develop and implement the strategy moving forward over the next 10 years. Scrutiny also requested regular progress reports on the model.
- 10.8 In view of their support for the new Extra Care Housing in Rhondda Cynon Taf Scrutiny was keen to view first hand the provision so that they could appreciate the principles around the new model of care and support. On the 25th October 2016, the visit took place and at a later date Members reported, that they were *'impressed by the level of care and support that extra care housing residents receive which allows them to live more independent lives'*

11. SUPPORTS FOR CARERS

- 11.1 As part of the review, scrutiny focussed initially on the need to improve the Council's performance in respect of carers' assessments and support for carers in general. Scrutiny considered the Annual Carers Strategy Report at its

meeting in October 2015 which provided it with an understanding of the work being undertaken to identify and support carers.

- 11.2 Scrutiny commented that it was a positive report which highlighted the collaborative work undertaken to date by Merthyr Tydfil and Rhondda Cynon Taf Councils and Cwm Taf University Health Board to improve support, information and recognition of carers. However, at that time the performance measure in relation to the percentage of Carers offered an assessment was below target.
- 11.3 At Quarter 1, 2015/16, the percentage of carers of adults who were offered an assessment or review of their needs in their own right during the year stood at 68.28% against a target for 2015/16 of 86%. However, by the end of March 2016, 100% of carers were offered an assessment which exceeds the all Wales average.
- 11.4 Scrutiny welcomed the improved performance, but also recognised the need to continue to monitor carers' performance in relation to statutory performance measures and wider carer related matters in general.

12. OTHER AREAS OF WORK CONTRIBUTING TO THE REVIEW

- 12.1 Scrutiny also considered other areas of work, which it felt linked into the review supporting people to live independently at home, namely the recommissioning of domiciliary home care contracts
- 12.2 At its meeting on the 15th December 2015, Cabinet agreed to work collaboratively with Merthyr Tydfil County Borough Council to re tender the Council's independent sector domiciliary care contracts which were due to expire in September 2016. Cabinet also agreed that the new care contracts would be awarded as a framework agreement for a period of six years with an option to extend on a two plus two year basis.
- 12.3 At its meeting on the 14th January 2017, Scrutiny learned that a Domiciliary Home Care Project Board was set up to oversee the retender process and that the new contracts brought with them a number of advantages; including:
- Having a greater focus on promoting people's independence, reablement and assist with a move away from the traditional approach to home care which may have promoted increased dependency;
 - A greater resilience of the domiciliary care sector to respond to changing requirements; and
 - Reshaping of domiciliary care services to support the implementation requirements of the Social Services and Wellbeing (Wales) Act.

- 12.4 Scrutiny also learned that the new care contracts offered value for money and provided a more stable, long term market for domiciliary care providers to deliver more consistent and high quality services.
- 12.5 Scrutiny welcomed information regarding the new contract arrangements which had also been shared widely with service users, and where applicable, their carers and a range of stakeholders. They also understood that the transition to the new contracts had been managed by a dedicated team who were able to assist with any queries or concerns raised as a result of the transfer.
- 12.6 It was reported that just under 600 service users have been transferred to a new provider, a transition which has proven successful with any concerns raised having been investigated thoroughly and auctioned appropriately.
- 12.7 Scrutiny was advised that during the transition period, some concerns were raised regarding service provision in relation to late calls, missed calls, and medication issues. All concerns had been investigated and appropriate action taken. Scrutiny requested regular updates on the current performance of the Home care providers and assessment of potential risk to future meetings of the Health and Wellbeing Scrutiny Committee.
- 12.8 Scrutiny was, however, reassured that monitoring and management of the contracts would continue via contract meetings which would be held on a quarterly basis together with regular locality meetings which would serve to strengthen partnerships and share intelligence.

13. CONCLUSIONS AND RECOMMENDATIONS

- 13.1 Scrutiny concluded that the supporting people to live independently at home review had been a significant undertaking for the Health and Wellbeing Scrutiny Committee, a topic which warranted more time to consider the many individual headings which are interlinked, as well as monitoring the implementation of the Social Services and Wellbeing (Wales) Act.
- 13.2 Scrutiny felt strongly that, although the review commenced on the understanding that it would continue over a two year period, many of the topics would need to be monitored beyond that period in order to continually scrutinise their progress and developments. In view of this, the following recommendations reflect the Health and Wellbeing Committee's desire to continue to review and understand the supporting people to live independently at home agenda.
- 13.3 In taking forward learning from the experience the Health and Wellbeing Scrutiny Committee would like to recommend:

1. That Scrutiny continues to review the impact of the implementation of the Social Services and Wellbeing (Wales) Act;
2. That Scrutiny scrutinises the further development of preventative services in conjunction with key partners to meet gaps in current provision;
3. That Scrutiny revisits the Extra Care Housing Strategy in 12 months to assess its progress;
4. That Scrutiny continues to monitor delayed transfers of care performance;
5. That Scrutiny evaluates the impact of the new Stay Well @ Home Services;
6. That Scrutiny continues to monitor carers' performance in relation to statutory performance measures and wider carer related matters in general;
7. That Scrutiny is provided with regular updates on the current performance of the home care providers and an assessment of potential risk.

LOCAL GOVERNMENT ACT 1972

as amended by

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

LIST OF BACKGROUND PAPERS

HEALTH & WELLBEING SCRUTINY COMMITTEE

15th MARCH 2017

REPORT OF THE DIRECTOR OF LEGAL AND DEMOCRATIC SERVICES

SUPPORTING PEOPLE TO LIVE INDEPENDENTLY AT HOME REVIEW

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