



**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**MUNICIPAL YEAR 2018 /19**

**OVERVIEW & SCRUTINY COMMITTEE**

**MODERNISATION OF RESIDENTIAL CARE AND DAY CARE FOR OLDER  
PEOPLE**

**13<sup>th</sup> DECEMBER 2018**

**REPORT OF THE DIRECTOR OF COMMUNICATIONS AND INTERIM HEAD OF  
DEMOCRATIC SERVICES**

**1. PURPOSE OF THE REPORT**

- 1.1 The purpose of the report is to present to the Overview & Scrutiny Committee the recommendations recently considered by Cabinet, in respect of the independent review in respect of the future service delivery model for the Council's Residential Care Homes and Day Care Services within Rhondda Cynon Taf and the recommended way forward as agreed on the 21<sup>st</sup> November 2018 (attached as Appendix 1).

**2. RECOMMENDATIONS**

It is recommended that Members:-

- 2.1 Agree that the matter be referred to the work programme of the Overview & Scrutiny Committee in accordance with its terms of reference, to fulfil the Overview and Scrutiny role in relation to `all Council` cross cutting themes which cut across the terms of reference of the four thematic Scrutiny Committees;
- 2.2 That the feedback and comments of the Overview & Scrutiny Committee form part of the formal consultation feedback the Cabinet will receive; and

2.3 That Overview & Scrutiny receive regular progress updates in relation to this matter.

### **3. BACKGROUND INFORMATION**

3.1 Rhondda Cynon Taf has commissioned an independent review of its current residential care home and day care provision so as to be able to shape the future long term care for older people and has engaged with stakeholders on the proposed options regarding the future of the Council's internal provision.

3.2 At its meeting on the 21<sup>st</sup> November 2018, Cabinet was presented with a report advising of the findings of the independent review into the modernisation of residential care and day care in Rhondda Cynon Taf, carried out by Practice Solutions LTD.

3.3 Following detailed consideration of the report, the following recommendations were agreed:-

- I. To initiate a 12 week public, resident and staff consultation on the future service delivery model for the Council's Residential care Homes and specifically on the proposed preferred option, as set out in Section 6 of the report (attached at Appendix 1), namely that the Council retains a level of provision of Residential Care Homes which are focussed on providing complex care and respite. The level of provision retained would be based on a determination of the market share and need required in each of the Rhondda, Cynon and Taf geographical areas;
- II. To receive a further report summarising the results of the consultation exercise and feedback received prior to any decision being made in relation to the proposal.
- III. That on commencement of the consultation process restricts admissions to the Council's internal Residential Care Homes, other than in exceptional circumstances where an appropriate alternative placement that can meet the assessed need is not available. This is in order to minimise any potential impact on service users until such time as Cabinet considers the results of that consultation exercise and any decision it may take in relation to the proposal.
- IV. To Initiate a 12 week public and staff consultation on the options regarding the future of the Council's day service provisions for older people and specifically on the proposed preferred option, as set out in section 7 of the report, namely a phased decommissioning of the Council's day services as part of a planned programme of transformation in line with a proposed new service model; and

- V. To receive a further report summarising the results of that consultation exercise and feedback received prior to any decision being made in relation to the proposals.

#### **4. SCRUTINY INVOLVEMENT**

- 4.1 At its meeting on the 2<sup>nd</sup> October 2017, the Overview & Scrutiny Committee had the opportunity to undertake pre- scrutiny on the transformation of Adult Social Care – Development of Extra Care Housing which had been reported to the Cabinet meeting held on the 28<sup>th</sup> September, 2017 (Cabinet deferred the item so as to provide Scrutiny with the opportunity to influence the proposals).
- 4.2 Following on from that initial engagement it is proposed that the Overview & Scrutiny Committee receive future reports in respect of the modernisation of residential care and day care for older people in order that, where required, feedback can be provided to the Cabinet thus ensuring that the proposals for improvement are being considered by Scrutiny. It is anticipated that the work programme will be amended to reflect this additional item.
- 4.3 As the process progresses there will be opportunities for the Health & Wellbeing Scrutiny Committee to identify matters that they may wish to include on their forward work programme and in line with the Cabinet Work Programme.
- 4.4 The development of extra care housing for older people is a key strategic and service transformation objective for the Council therefore it is proposed that the Health & Wellbeing Scrutiny Committee continues to receive updates on progress in taking forward the delivery of the Council's Extra Care Housing programme. The Health & Wellbeing Scrutiny Committee will also have the opportunity to participate and engage in the six week consultation on the 'proposals to review the provision of community day centres in RCT' as agreed by Cabinet.

#### **5. CONCLUSION**

- 5.1 As the Overview & Scrutiny Committee originally engaged with the initial extra care and modernisation proposals it is considered appropriate that the overarching Scrutiny Committee has the opportunity to progress the work in respect of the Council's Residential Care Homes and Day Care Services within Rhondda Cynon Taf. It is therefore proposed that Overview & Scrutiny scrutinise and challenge future reports in relation to this matter.

## **6. EQUALITY AND DIVERSITY IMPLICATIONS**

- 6.1 Equality and diversity implications will be considered as part of the Overview & Scrutiny Committee's feedback and comments and any subsequent implementation arrangements.

## **7. FINANCIAL AND RESOURCE IMPLICATIONS**

- 7.1 Financial and resource implications will be considered as part of any feedback and subsequent implementation arrangements.

## **8. LINKS TO THE CORPORATE AND NATIONAL PRIORITIES AND THE WELLBEING OF FUTURE GENERATIONS ACT**

- 8.1 The Modernisation of Residential Care and Day Care for Older People supports two of the [Council's corporate priorities](#), namely:

- People - promoting independence and positive lives for everyone
- Living within our means - where services are delivered efficiently to achieve value for money for the taxpayer

- 8.2 In respect of the Well-being of Future Generations Act, this matter deals with numerous complex and interrelated issues. The preparation, research and analysis involved in its developments generally considers the requirements of the Act. To summarise in respect of the five Ways of Working in particular, the attached Cabinet report sets out:

1. How the Council has taken into account the current and long term needs of older people in care homes and communities of Rhondda Cynon Taf in arriving at its initial recommendations.
2. The extent to which early intervention and prevention is integral to the solution.
3. That as part of the proposed new service model, the Council is committed to working with partners.
4. How social and health policies will be integrated to improve care pathways, care and support services.
5. The intention to involve older people, carers, staff and other stakeholders in the development of the options in respect of the future provision of the Council's Day Services and Residential Care Homes.

**LOCAL GOVERNMENT ACT 1972**

**as amended by**

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

**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**LIST OF BACKGROUND PAPERS:**

**OVERVIEW & SCRUTINY COMMITTEE**

**MODERNISATION OF RESIDENTIAL CARE AND DAY CARE FOR OLDER  
PEOPLE**

**13 DECEMBER 2018**

**REPORT OF THE DIRECTOR OF COMMUNICATIONS & INTERIM HEAD OF  
DEMOCRATIC SERVICES**



**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**CABINET**

**21ST NOVEMBER 2018**

**MODERNISATION OF RESIDENTIAL CARE AND DAY CARE FOR  
OLDER PEOPLE**

**REPORT OF THE GROUP DIRECTOR, COMMUNITY & CHILDREN'S  
SERVICES, IN DISCUSSION WITH THE RELEVANT PORTFOLIO  
HOLDER, COUNCILLOR GERAINT HOPKINS**

**AUTHOR: Neil Elliott Service Director Adult Services. Tel. 01443 444603**

**1. PURPOSE OF THE REPORT**

- 1.1 In accordance with national, regional and local drivers for change and improvement the modernisation of adult social care provision is a key priority for Rhondda Cynon Taf Council. People are living longer and expectations of the care and support people want and expect in later life are changing. The Council recognises that it needs to shape services that it delivers internally to meet current and future needs.
- 1.2 In September 2017 Cabinet requested that a comprehensive review of residential and day care services for older people be undertaken in order to determine future opportunities for service delivery in line with the Council's strategy for accommodation for older people and provision of extra care. Following Cabinet's request the Council commissioned Practice Solutions Ltd to undertake an independent review of residential and day care services for older people within Rhondda Cynon Taf.
- 1.3 This report sets out the findings of the independent review which are attached as Appendix 1 and seeks approval to consult with people in receipt of care and support, their families and carers, staff and other stakeholders on the options for residential care homes and day care provision to enable the Council to make an informed decision on the future of this provision in Rhondda Cynon Taf.

**2. RECOMMENDATIONS**

It is recommended that the Cabinet:

- 2.1 Considers the contents of this report and the results of the independent review undertaken by Practice Solutions Ltd, attached as Appendix 1 to the report, in respect of the future service delivery model for the

Council's Residential Care Homes and Day Care Services within Rhondda Cynon Taf;

- 2.2 Initiates a 12 week public, resident and staff consultation on the future service delivery model for the Council's Residential Care Homes and specifically on the proposed preferred option, as set out in section 6 of the report, namely that the Council retains a level of provision of Residential Care Homes which are focussed on providing complex care and respite. The level of provision retained would be based on a determination of the market share and need required in each of the Rhondda, Cynon and Taf geographical areas.
- 2.3 Subject to 2.2 above, agrees to receive a further report summarising the results of the consultation exercise and feedback received prior to any decision being made in relation to the proposal referred to in paragraph 2.2.
- 2.4 Subject to 2.2 and 2.3 above, on commencement of the consultation process restricts admissions to the Council's internal Residential Care Homes, other than in exceptional circumstances where an appropriate alternative placement that can meet the assessed need is not available. This is in order to minimise any potential impact on service users until such time as Cabinet considers the results of that consultation exercise and any decision it may take in relation to the proposal.
- 2.5 Initiates a 12 week public and staff consultation on the options regarding the future of the Council's day service provisions for older people and specifically on the proposed preferred option, as set out in section 7 of the report, namely a phased decommissioning of the Council's day services as part of a planned programme of transformation in line with a proposed new service model; and
- 2.6 Subject to 2.5 above, agrees to receive a further report summarising the results of that consultation exercise and feedback received prior to any decision being made in relation to the proposal referred to in paragraph 2.5.

### **3. REASONS FOR RECOMMENDATIONS**

- 3.1 Rhondda Cynon Taf Council is reviewing residential care home and day care provision that it delivers internally as part of shaping the future long term care it commissions for older people and there is a need to consult and engage with key stakeholders on the proposed options identified regarding the future of the Council's internal provision.

### **4. BACKGROUND**

- 4.1 The need to modernise and continually improve Adult Social Care Services is a key priority for Rhondda Cynon Taf Council. A number of factors have shaped these changes including:

- Welsh Government Policy – including the Social Services and Wellbeing (Wales) Act 2014
- [Cwm Taf Regional Plan 2018 to 2023](#) (specifically chapter 5)
- People's preference to remain independent and live at home for as long as possible
- The development of services and technologies to support people at home
- The development of services to re-able people who experience a short term or management deterioration in their condition
- Increased expectations amongst service users and their families
- Higher standards in the provision of care and support services and in particular the provision of accommodation for older people

4.2 In addition, the population of Rhondda Cynon Taf is increasing and living longer, with more people expected to be affected by dementia and limiting long term illness. This demographic change will result in increased demand on social care and health services, at a time of increasing budget pressures and constraints. As a result, the Council will need to deliver care services more efficiently to maximise the benefits and manage cost pressures.

4.3 The [Cwm Taf Joint Commissioning Statement for Older People's Services \(2015-2025\)](#) (the 'Commissioning Statement') approved by the Cabinet on 18<sup>th</sup> February 2016 acknowledges that care needs are changing and that there is a need to ensure that services are safe, appropriate and fit for purpose. The Commissioning Statement, in line with the statutory requirements of the Social Services and Wellbeing (Wales) Act 2014, has the following key principle at its core:

- **Promoting independence** - Supporting individuals to retain independence in their own homes and local communities.
- **Prevention** - Offering information and support which preserves health and wellbeing and prevents the need for more intensive services.
- **Early intervention** - Identifying risks to people's independence early and providing effective interventions to address these.
- **Rapid response** - A range of focused and responsive services which provide support at times of greatest need.
- **Integration of services** - Health and social care services that work together to provide a seamless, whole system approach.
- **Community empowerment** - Supporting individuals, families and communities to take control over the support that is offered.
- **Co-production** - Delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours.
- **Partnership** - Our organisations working together at every level to ensure that our collaborative efforts produce the best possible outcomes for our citizens and make best use of our resources.

- **Dignity** - Our organisations and our staff will treat service users and their carers with dignity and respect.
  - **Tackling isolation** - Supporting people to feel connected to their local community.
  - **Accessibility** - Factors such as the timeliness of a response and access/transport to services will be a key consideration in the way we commission and provide services.
- 4.4 In undertaking this review of residential care home and day services for older people these principles have been central to reaching a position of a preferred direction of travel and approach.
- 4.5 The Commissioning Statement identifies the need to make very different choices, particularly in what we offer through our own services, as well as what we commission others to provide.
- 4.6 Development of extra care housing was identified in the Commissioning Statement as a key alternative model of community based accommodation with care and support in order to enhance the health, wellbeing and independence of older people and avoid over reliance on residential care settings. Without developing significantly more extra care housing, increasing demand and reducing financial resources will challenge the viability of Rhondda Cynon Taf's adult social care provision.
- 4.7 In response, the Council developed its Strategy to modernise accommodation options for older people and deliver extra care housing in Rhondda Cynon Taf. This was [approved by Cabinet in November 2016](#) and it gave a commitment to review and reshape the care market to:
- Increase the options available for people needing accommodation with care and support; and
  - Deliver a viable alternative for people who are able to remain independent with support.
- 4.8 However, in order to meet the needs of this population, alongside the expectation to offer high quality modern homes, it was recognised that we should seek to provide effective early intervention prevention and care and support services in local communities. Increasing use of assistive technology and telecare will add to the option to be supported at home.
- 4.9 In [September 2017](#), Cabinet agreed a £50m investment plan to develop, in total, 300 extra care beds across Rhondda Cynon Taf and to deliver modern accommodation options to meet the needs and changing expectations of the growing older population. Plans are underway to ensure delivery of this commitment.
- 4.10 The Cwm Taf Joint Market Position Statement for Older People was approved by Cabinet on [21<sup>st</sup> November 2017](#) and acknowledged that in

the context of the ongoing modernisation of Adult Social Care Services, the care home sector is not expected to grow significantly over the next 10 years, although there will be need to ensure that we can meet more complex needs for nursing and dementia care in high quality facilities.

- 4.11 As a result, service models for the delivery of care for older people are evolving with an emphasis on supporting older people to remain at home longer. There will, however, remain a need for specialist residential and nursing care provision for those individuals whose needs require this level of support, for example, people with dementia as part of the overall spectrum of support necessary to support the needs of our community.
- 4.12 Implementation of the Council's Strategy to modernise accommodation options for older people is expected to result in further reductions in care home admissions as a key objective of the strategy is to replace high cost residential services with extra care housing and deliver more effective services with better outcomes for residents.
- 4.13 In addition, through the implementation of these strategies, the development of extra care housing schemes will also provide opportunity to create community hubs and provide facilities and services in flexible spaces more suitable for the delivery of day services for older people than currently is the case in traditional day centre facilities. Such opportunities to create community hubs and reduce the need for traditional older people day centres are being reviewed as part of the extra care development programme.

### **Residential Care**

- 4.14 Over the past 3 years the balance of care options has shifted from standard residential care to more community-based options, including extra care. Despite this shift, there remains an over reliance on residential care. Indeed, when benchmarked against other local authorities, Rhondda Cynon Taf still places a greater proportion of people aged 65 or over in residential care. Across Rhondda Cynon Taf, there are 743 residential care home places and 640 nursing home places (including approximately 449 dementia beds).
- 4.15 The external market provides 421 beds (including approximately 178 dementia beds) and 640 beds (including approximately 126 dementia beds) in 25 residential and nursing care homes. As of week commencing 8<sup>th</sup> October 2018, the external market showed an average occupancy of 93% in residential and nursing beds for older people. The average levels of occupancy in Rhondda Cynon Taf have been at or below this level for some time.
- 4.16 The Council provides 322 beds across 11 care homes (including approximately 145 beds for people with dementia). The current average occupancy of the Council homes is 88%. There is a similar position in the external market, and the average levels of occupancy in

Rhondda Cynon Taf have been at or below this level for some time. A number of the Council homes also operate a day service out of communal or purpose built space and several of the homes provide respite to a number of people.

- 4.17 Overall, current supply continues exceed demand and it is unlikely that demand for the residential care homes will increase substantially in the near future.
- 4.18 In terms of residential care homes in particular, those dealing with more complex needs such as dementia occupy an important position in the spectrum of services commissioned and provided for older people by Rhondda Cynon Taf Adult Social Care.
- 4.19 Residential care homes offer an important choice to our citizens who are not able to stay living in their own homes due to their complex needs and will continue to play an important part in Rhondda Cynon Taf's modernisation of Adult Social Care Services.

#### **Day Centre Services**

- 4.20 Current day services for older people in Rhondda Cynon Taf operate from traditional building based day centre settings. Adult Social Care Core Day Services for older people with an assessed care need is currently provided through 5 Core Day Centres:
- Tonyrefail
  - Trecynon
  - Riverside (Pontypridd)
  - Bronllwyn (Gelli)
  - Ferndale
- 4.21 These Centres were predominantly built in the 1980's and 1990's and have been maintained to a good standard of repair. Bronllwyn and Ferndale House operate from dedicated spaces in residential care home settings and another from a dedicated centre within Council office accommodation (Trecynon).
- 4.22 All centres have 25 places available per day with the exception of Ferndale House, which has a daily capacity limited to 11 places due to lack of space. The average number of people registered at the Core Day Centres has fallen significantly over the past 5 years from an average of 494 people per week (in 2011/12) to an average of approximately 200 (as at September 2018) - a fall of almost 60%.
- 4.23 All Core Day Centres open 5 days per week between 9.00 am and 4.00 pm, although the majority of people access the service between 10.30 am to 3.30 pm. The average occupancy level for all Core Day Centres is around 75%, which equates to a large unused capacity across the Service.

- 4.24 It is anticipated that the overall demand for, and the level of occupancy of, core day centres for older people will continue to fall further. However, in a similar way to residential care, day service provision also occupies an important position in the spectrum of services commissioned and provided for older people by Rhondda Cynon Taf Adult Social Care.

## **5. INDEPENDENT REVIEW OF RESIDENTIAL CARE HOMES AND DAY SERVICES FOR OLDER PEOPLE**

- 5.1 As stated above Cabinet requested that a comprehensive review of residential and day care services for older people be undertaken in order to determine future opportunities for service delivery in line with the Council's strategy for accommodation for older people and provision of extra care.
- 5.2 As a result, Rhondda Cynon Taf commissioned Practice Solutions Ltd to undertake an independent review into residential care homes and day services for older people. The review involved an initial stage of research, followed by field work, which involved visiting all the care homes and day services managed by the Council. The findings, information and evidence gathered from data collected was then analysed to develop the report.

## **6. INDEPENDENT REVIEW OPTIONS – RESIDENTIAL CARE**

- 6.1 Taking account of research and analysis in relation to future demand and considering the need to ensure outcomes are met the two options recommended by Practice Solutions Ltd for possible consultation are set out below.

### **Option 1: Continue existing arrangements – Do Nothing**

This option is not recommended by Practice Solutions Ltd. Maintaining the status quo is not an option due to the demographic and budgetary pressures and strategic priorities identified above.

- 6.2 More detailed outcomes to consider, and the potential risks that may happen if this option is pursued, can be found in the Independent Review Report by Practice Solutions Ltd at Appendix 1.
- 6.3 Should Cabinet agree to consult as is proposed, and if a decision following public consultation is taken to proceed with Option 1, it is considered there would be minimal disruption to the existing residents.

**Option 2: Phased decommissioning of all the Council's care homes as part of planned programme of transformation in line with the implementation of the Council's extra care development programme and Cwm Taf care home market position.**

This option is recommended by Practice Solutions Ltd and would require all permanent residents at the 11 Council residential care homes to move as all homes would close, although the decommissioning of the in-house service would be managed in conjunction with the implementation of extra care to ensure there is no gap in service delivery during transition. There is sufficient availability in new extra care provision and vacancies in the independent residential care home sector to assist residents meet assessed need and choice, where appropriate.

- 6.4 More detailed outcomes to consider and the potential risks if this option is pursued can be found in the Independent Review Report by Practice Solutions Ltd at Appendix 1.
- 6.5 Should Cabinet agree to consult as is proposed, and following consideration of the feedback from that consultation determine that Option 2 is an option they are minded to pursue a further public, resident and staff consultation process would need to be initiated by Cabinet prior to any final decision(s) being made. This further consultation process would enable consultees to be provided with all relevant information and data relating to each individual residential care home in order for them to make a fully informed response in relation to this option. Cabinet would then have to consider the feedback of this additional consultation prior to any decision(s) being made. If following completion of those consultation exercises and consideration of the feedback and related issues a decision is taken to proceed with Option 2, then a planned relocation of all residents would take place, with support and assessments put in place to assist them with change and to accommodate their choice of home, whenever possible, in line with the extra care development programme.

**Option 3 (Preferred Option for consultation): Proposed New Service Delivery Model**

The Council retains a level of provision of Residential Care Homes which are focussed on providing complex care and respite. The level of provision retained would be based on a determination of the market share and need required in each of the Rhondda, Cynon and Taf geographical areas

- 6.6 Rhondda Cynon Taf internal Residential Care Homes have served their communities well over the years and are popular homes with good standards of care, provided by committed staff. There is evidence of

the positive impact that high quality modern care environments can have both on the ability of staff to deliver the best possible care and the experience of older people in receipt of care, especially for people who require specialist dementia care.

- 6.7 In consultation with Councillor Hopkins, Cabinet Member for Adult Community Services and Welsh Language, it is proposed that Rhondda Cynon Taf Adult Social Services consider retaining its provider role to maintain a strategic market share in each of the Rhondda, Cynon and Taf geographical areas that supports the highest possible quality of life for people needing 24 hour care in line with the proposed service delivery model below.
- 6.8 This would allow the Council's internal Residential Care Homes to focus on complex care, residential reablement and respite, and commission standard residential care and nursing care from the external market. In line with the key principle of better prevention, the Council will then be able to designate in-house beds as necessary for respite provision, which would allow carers greater certainty, helping them to keep their loved ones at home for longer by providing them with a much needed break.
- 6.9 Refocusing internal provision so that it focuses on complex care, and residential respite, would allow the Council to provide better services and care for its residents. It would also provide market certainty for the external market surrounding the commissioning of standard residential care but still be commissioned to provide complex care if they choose to access it in the external market.
- 6.10 By concentrating its resources on fewer discreet specialisms, the Council would ultimately provide a better service for residents in Rhondda Cynon Taf with complex needs because it would be in a position to upskill staff to better meet these needs and consequently provide a higher quality service. If the Council no longer focus on the delivery of standard residential care it would need fewer beds to deliver a service that focuses on residential reablement, respite and complex needs based on current demand and projected future growth in demand.
- 6.11 This option is recommended as the proposed preferred option for consultation for the following reasons:
- **To provide choice:** The Council wish to ensure that clients, wherever possible, should be offered the opportunity to live in a Local Authority residential care home.
  - **To protect against market failure:** The Social Services and Wellbeing (Wales) Act 2014 requires the local authority to manage provider failure and market oversight. Adult Social Care has an important role to play in ensuring a contingency service for the

Local Authority should there be any independent sector provider failure.

- **To maintain quality of care:** Whilst the independent sector offers quality care, Rhondda Cynon Taf's in-house residential care home has consistently achieved high-quality care over the decades. This has been externally acknowledged by consistently good regulatory inspection reports from the Care Inspectorate Wales (CIW). In addition, two homes have the Butterfly Model of Care Quality of Life Accreditation Award issued by Dementia Care Matters.
- **To provide specialist integrated provision:** Rhondda Cynon Taf Adult Social Care has a reputation for providing integrated, flexible services with Health Partners and others within its residential care homes. This is specifically beneficial to facilitate timely hospital discharge such as during times of winter pressures in the hospitals, and to respond to clients in crisis and prevent breakdown in family based care by providing regular and planned respite services.

6.12 Under the proposed preferred option the current level of internal beds would exceed those required. However, further work would be required to quantify how many beds are needed before arriving at a position where the potential reduction in capacity could be quantified.

6.13 Should Cabinet agree to consult as is proposed, and following consideration of the feedback from that consultation, determine that Option 3 is an option they are minded to pursue a further public, resident and staff consultation process would need to be initiated by Cabinet, prior to any final decision(s) being made. This further consultation process would enable consultees to be provided with all relevant information and data relating to each individual residential care home in order for them to make a fully informed response in relation to this option. Cabinet would then have to consider the feedback of this additional consultation prior to any decision(s) being made. If following completion of those consultation exercises and consideration of the feedback and related issues a decision is taken to proceed with Option 3, then a planned relocation of all affected residents would take place, with support and assessments put in place to assist them with change and to accommodate their choice of home, whenever possible, in line with the extra care development programme.

6.14 In order to mitigate the impact on residents of the internal residential care homes potentially affected by the proposed options, a restriction would be put on admissions where an appropriate alternative placement that can meet the assessed need is not available. In order to minimise any potential impact prior to any final decisions being made in respect of the future of the Residential Care Homes within Rhondda Cynon Taf.

## 7. **INDEPENDENT REVIEW OPTIONS DAY CARE**

- 7.1 Taking account of research and analysis in relation to future demand and considering the need to ensure value for money for the Council and its recipients of care, two options recommended by Practice Solutions Ltd for possible consultation are set out below.

### **Option 1: Continue existing arrangements – Do Nothing**

This option is not recommended by Practice Solutions Ltd. - maintaining the status quo is not an option due to the demographic and budgetary pressures and strategic priorities identified above.

- 7.2 More detailed outcomes to consider and the potential risks that may happen if this option is pursued can be found in the Independent Review Report by Practice Solutions Ltd at Appendix 1.
- 7.3 Should Cabinet agree to consult as is proposed and if a decision following public consultation is taken to proceed with Option 1 it is considered there would be minimal disruption to the existing day care recipients.

### **Option 2: Phased decommissioning of the Council's day services as part of a planned programme of transformation in line with the proposed new service model – Preferred option**

This option is recommended by Practice Solutions Ltd. – It would require all day service users to be assessed and supported as necessary.

- 7.4 More detailed outcomes to consider and the potential risks of this option can be found in the Independent Review Report by Practice Solutions Ltd at Appendix 1.
- 7.5 Should Cabinet agree to consult as is proposed and if a decision following public consultation is taken to proceed with Option 2 then a planned transfer of some day care recipients would take place, with support and assessments in place to assist them with change and to accommodate their choice whenever possible, in line with the extra care development programme.

### **Proposed New Service Model**

- 7.6 The new service model would enable the transformation of the service to provide enhanced day opportunities and to contribute to the development of a day service better able to meet the changing needs and aspirations of the older people of Rhondda Cynon Taf. In order to secure an appropriate range of both care and day opportunities, in line with differing preferences and needs, a continuum of provision is

required. This would include care and support for the most vulnerable older people.

- 7.7 This proposal for day services for older people is to refocus internal provision on complex care and no longer deliver care for non-complex needs. Less capacity would, therefore, be needed by refocusing day centres on higher dependency complex/dementia care and increasing our offer of activities and community contribution through an expanded range of services and local area co-ordination. Again, shaping the service in this way supports the key principles of prevention and early intervention by ensuring those with complex needs are supported to remain at home for longer as well as provide much needed respite for carers.
- 7.8 The proposed new service would allow Rhondda Cynon Taf Council to provide a specialist service for those with complex needs, ultimately providing better care for its residents because again it would be able to up skill our staff to concentrate on providing this specialist service in a way that it is currently more difficult to do because of the range of complex and non-complex needs. It is proposed the new model of service should have the following key elements as illustrated in the diagram below:



- 7.9 Although the graphic above is a pyramid, there is no reason to expect that a one-way journey remains the only trajectory or choice for older people. Flexible services which would enable a person to access a community hub and then move to universal services or vice versa should be enabled as part of the support planning process. However, in the development of the new service model, it has been recognised that planned development and investment in universal service provision and in Community Hubs and extra care housing would help to better reflect the patterns of actual choice people are now making and create capacity to change.

7.10 The new service model would:

- **Offer a purposeful, outcome focused and flexible service.** This means working out individual programmes with service users and agreeing the changes in the user's life which the service would promote. It also means the service having the capacity to support service users in different settings. In this way support follows the user into the situations where they need it.
- **Actively support service users in relation to day opportunities.** This is more than providing a service on a particular day. It is about helping users to work out arrangements in relation to day opportunities across their week, in line with their needs and preferences.
- **Support recovery and independence.** This would be a key feature of the service's overall approach. But it also means being able to provide a structured, time limited recovery and enablement service with an individual programme, goals and Care Manager and/or Therapist oversight. This would be the service normally offered first to older people, unless this is not appropriate because of individual needs.
- **Engage with partners.** It is important to take advantage of opportunities for collaboration in relation to the care pathways which service users follow, more integrated service delivery, better use of buildings and improved access to services.
- **Provide support to carers.** As well as respite, this might be informal, ad hoc support, for example around day to day issues relating to the service user's care or through planned information sessions and groups.
- **Provide specialist services.** This is support for older people who are likely to have complex needs arising from long term conditions, including dementia. The day service may well provide one element in a more extensive Care Plan and/or meet needs relating to carer respite. As necessary long-term support can be provided.
- **Depend less on building based routines.** In order to achieve the flexibility to support service users in a wider range of settings staff would have to be deployed differently. This would mean moving away from the current fixed routine of that day's group of service users all coming in to the centre in the morning and going home together in the afternoon.
- **Fit well with the development of Self Directed Support.** The day service itself must be personalised and offer real choice, but it must also provide a supportive bridge to other Self Directed Support arrangements. In this context the potential role of an enablement service is being recognised in national guidance.

7.11 In the event that the proposals are agreed following the consultation all existing day care attendees would be fully supported with individual plans to either access day care places if they have complex needs or other support in the community if they do not have complex needs. The overall impact of the implementation of the proposed new model would be mitigated through the proposed approach to gradually phase out non-complex care in the remaining day services, so we would not review people in the other services or require them to move on at this stage. For those that might need our services in the future, only those with complex needs would be able to access day care services in the future. Those with non-complex needs would be signposted and supported to access other forms of support as part of the social work care and support planning process.

## **8. EQUALITY AND DIVERSITY IMPLICATIONS**

8.1 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 authority in Wales.

8.2 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;

The relevant protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex and sexual orientation.

8.3 The Council must have due regard to the impact of any of the proposals on those with a protected characteristic. The Council has a specific duty to publish information to demonstrate how it has paid due regard to the aims above as part of its decision making. Undertaking an Equality Impact Assessment (EqIA) screening exercise (and if necessary full EqIA) would be evidence that the Council has considered its legal obligations in this regard.

8.4 An initial EqIA 'pre-screening' exercise has been completed reviewing the impact of the proposed consultations relating to the future service delivery model for the Council's Residential Care Homes and Day Care Services within Rhondda Cynon Taf. Proceeding with the preferred options would clearly have an impact on existing and future home residents and day service users. Due to the nature of the client group, there would be a disproportionate impact on older people and people with a range of disabilities.

- 8.5 If a consultation process is initiated in relation to the proposals outlined within this report, a full EqlA evaluating the impact of the recommendations emerging from the consultation would be undertaken, informed by the consultation feedback, and included in a subsequent report to Cabinet prior to any decision being made on the proposals.

## **9. CONSULTATION**

- 9.1 If Cabinet agree to initiate a consultation in relation to the recommendations outlined in Section 2 above it is proposed that a 12 week consultation process is carried out in line with a consultation plan developed for both Residential Care Home and Day Care Services for older people. The proposed consultation will include an independent review and analysis to ensure impartiality and would be separate for each Service, designed and carried out so as to engage and involve all key stakeholders including the Health and Wellbeing Scrutiny Committee.

## **10. FINANCIAL IMPLICATIONS**

- 10.1 The proposals set out in this report have the primary focus on delivering improved quality of care and support outcomes for Rhondda Cynon Taf residents. Whilst the financial implications are a secondary consideration, the proposals for change should provide more cost effective solutions to the current arrangements and these will be explored post consultation when a decision is taken by Cabinet on a way forward.

## **11. STAFFING IMPLICATIONS**

- 11.1 A number of the proposals presented would necessitate a review of staffing for both residential care homes and day services. These reviews would be carried out in accordance with the Council's statutory obligations and Managing Change policy. A significant proportion of the workforce potentially affected is aged over 55 and as a result would be potentially eligible for access to the Council's voluntary release schemes and early release of pension.
- 11.2 Any workforce implications arising from the proposals would be the subject of further reports on the conclusion of the consultation and staff and trade unions would be fully consulted at the appropriate time.

## **12. LEGAL IMPLICATIONS AND LEGISLATION CONSIDERED**

- 12.1 Any future provision of services would need to be considered in accordance with the Social Services and Well-being (Wales) Act 2014 (the "Act"). Local Authorities have a general duty under the Act to promote wellbeing. This duty applies when considering decisions in respect of an individual but also when considering broader strategic issues that do not relate to an individual. In doing so, the overall

purpose is to produce a sustainable and diverse range of care and support services to deliver better, innovative and cost-effective services and support and promote the wellbeing of every person, and carer, with the need of care and support. The recommendations made in Section 2 above and consideration of future options in order that the highest standards of care and support can be maintained, is consistent with this duty.

- 12.2 In addition, the Act and accompanying Part 4 Code of Practice sets out that where an Authority has carried out an assessment which has revealed that the person has needs for care and support then the local authority must decide if those needs meet the eligibility criteria, and if they do, it must meet those needs.
- 12.3 There is a legal requirement to publicly consult and consult with staff affected by the recommendations set out in Section 2 above.
- 12.4 Where consultation is undertaken it should be done when proposals are at a formative stage; give sufficient reasons for any proposal to permit intelligent consideration and allow adequate time for consideration and response. Cabinet would then be required to give conscientious consideration to the outcome of the consultation process prior to any decision(s) being made on any proposals.
- 12.5 Any employment issues that arise would need to be considered in conjunction with Human Resources, and in accordance with any relevant policies and legislative provisions.

### **13. LINKS TO THE CORPORATE AND NATIONAL PRIORITIES AND THE WELLBEING OF FUTURE GENERATIONS ACT**

- 13.1 This report supports two of the [Council's corporate priorities](#), namely:
- People - promoting independence and positive lives for everyone
  - Living within our means - where services are delivered efficiently to achieve value for money for the taxpayer
- 13.2 In respect of the Well-being of Future Generations Act, this report deals with numerous complex and interrelated issues. The preparation, research and analysis involved in its developments generally considers the requirements of the Act. To summarise in respect of the five Ways of Working in particular, the report sets out:
1. How the Council has taken into account the current and long term needs of older people in care homes and communities of Rhondda Cynon Taf in arriving at its initial recommendations.
  2. The extent to which early intervention and prevention is integral to the solution.
  3. That as part of the proposed new service model, the Council is committed to working with partners.

4. How social and health policies will be integrated to improve care pathways, care and support services.
  5. The intention to involve older people, carers, staff and other stakeholders in the development of the options in respect of the future provision of the Council's Day Services and Residential Care Homes.
- 13.3 The proposals outlined in this report are consistent with the priorities set out in the Statement of Commissioning Intent for Older People; Accommodation and Extra Care Strategy and Care Home Market Position Statement.



**LOCAL GOVERNMENT ACT 1972**

**AS AMENDED BY**

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

**RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL**

**CABINET**

**21<sup>ST</sup> NOVEMBER 2018**

**REPORT OF THE GROUP DIRECTOR, COMMUNITY & CHILDREN'S  
SERVICES IN DISCUSSION WITH THE RELEVANT PORTFOLIO HOLDER,  
COUNCILLOR GERAINT HOPKINS**

**MODERNISATION OF RESIDENTIAL CARE AND DAY CARE FOR  
OLDER PEOPLE**

**Background Papers**

Cabinet – 18<sup>th</sup> February 2016  
Cabinet – 28<sup>th</sup> September 2017  
Cabinet – 21<sup>st</sup> November 2017

**Officer to contact: Neil Elliott, Service Director for Adults. Tel. No.  
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**Review of Residential Care Homes  
and Day Services for Older People**

INDEPENDENT REPORT FOR RHONDDA CYNON TAF  
COUNTY BOROUGH COUNCIL

**Practice Solutions Ltd**

Authors:  
Geoff Sherlock, Leigh Thorne  
& Steve Milsom

April 2018

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## Introduction

1. Rhondda Cynon Taf County Borough Council (the Council) commissioned Practice Solutions Ltd. to undertake an independent review into residential care homes and day services for older people. The review was undertaken between January and March 2018. This report provides the overview and summary of findings which will need to be read in conjunction with the Visit Reports. The review involved an initial stage of research, followed by field work, which involved visiting all the Care Homes and Day Services managed by the Council. The findings, information and evidence gathered from data collected was then analysed to develop the report for presentation to the Council.
2. The expectations of legislation, regulators, society and most importantly service users themselves, as to what is demanded from residential care and day care has changed over the last decade and will continue to develop further in the next few years to come, as demographic changes have a significant impact on service demand. Accommodation together with high quality care and support must meet higher standards and offer dignity and privacy including en-suite facilities that we all expect in our lives now. Also, the experience of life in a home or day service must be shaped to support well-being and people's preferred outcomes, as well as engaging them in more choice and control. All of this must be achieved against the backdrop of the current financial pressures faced by all Councils and the consequential pressures on existing and new services.
3. In determining its strategy and policies to address these opportunities and challenges, the Council has agreed an Extra Care Housing Strategy and decided to review its residential and day services to examine the options to best meet the needs and well-being of its older population now and in the future. In particular the development of Extra Care provision is an important driver for change. This Report provides an independent view of the existing delivery of residential and day services and provides a range of options for future service provision. The purpose and methodology for the Review is set out at Annex 1. The reports on visits to care homes and day services and from a workshop with internal stakeholders are in a separate document.
4. The Councils' strategy for the development of Extra Care Housing in Rhondda Cynon Taf states:  
  
"In recent years Rhondda Cynon Taf has seen a change in the needs and aspirations of people as they get older. It is estimated that by 2025, 21% of Rhondda Cynon Taf's population will be over 65, and it is unlikely that future generations will wish to move into traditional residential care or current specialist housing support services having been more mobile, both in terms of employment and accommodation. As the numbers of older people increase the housing market and care and support services need to adapt to what people want."
5. The clear direction of travel outlined in this strategy is to provide modern community based alternatives to institutional provision moving towards a model of service based around people maintaining independence and choice in how they live their lives. It is beyond doubt that the current Care Homes operated by the Council will require significant investment to meet

modern norms. As the new regulatory standards, which demand even higher levels of support for wellbeing and personal independence, are being introduced, they will continue to become unsatisfactory as a model of service delivery. The fact that the Homes have significant numbers of vacancies suggests that people are already choosing alternatives to the existing Homes. Despite the best efforts of staff, the configuration of the buildings will frustrate their desire to provide an acceptable environment in which to support the residents. For these reasons we would recommend support, as outlined in Option 2 at the end of this document, for a transition to more community-based models of service delivery.

6. In terms of the existing day services we have seen a variety of approaches from the more traditional “Luncheon club” type approach in some of the services and examples of a more progressive reablement type approach in others. What is clear is that, in the majority of cases, numbers of attendees are well below the current capacity and is an indication that people are choosing alternative forms of support. As the Extra Care strategy is developed and implemented there will be opportunities for more intensive forms of support to be developed within them and, for those people with lower levels of need, a less “Buildings based” model of support around existing community facilities can be developed. The use of Direct Payments is a useful area to consider as it allows people to design and commission their own support systems that are specifically tailored to their own needs. We would recommend that the future of day support is developed alongside the implementation of the Extra Care Strategy as is outlined in Option 2 of the Day Services section of this report.

## Background and Context

7. The context for this report is the development of the Councils Extra Care Housing Strategy and Adult Services Accommodation Strategy and their effective implementation. These Strategies provide a fundamental response to re-configure services to meet new legislative requirements, provide sustainable and cost-effective services and improve the well-being and quality of service response for the local population.
8. The wider context is the growing proportion of older people with one in five of the population in Wales now aged 65 and over. The Welsh Government (2017) has estimated that in the next 10 years the number of people over 85 will increase by 119%. To address these pressures in a sustainable manner, the new legislative context makes clear that models of service delivery will need to change and different outcomes achieved.
9. The policy context to these changes is largely because of new legislation (the SSWB Act 2014 and R&I Act 2016) that commenced implementation from April 2016 and that will have an introductory period up to April 2019 at least. This legislation requires that those exercising functions under the 2014 Act must “empower people to contribute to achieving their own well-being with the appropriate level of support and service”. This new approach to well-being is a fundamental change to the expectations made of local authorities and whilst a new National Framework describing the national well-being outcomes in relation to all areas of an individual’s life has been published, this all presents a significant change of culture and practice for social workers that are likely to take several years to fully implement. *The concept of well-being and the potential benefits arising do of course apply just as much to an old person in a care home as they do to anyone receiving care or support in a day centre or community setting.*
10. A new Inspection Framework for Older People is now being used by Care Inspectorate Wales (CIW) which provides a clearer focus on personal outcomes for the individual covering Well-being, Quality of Care and Support, leadership and management and environment. The CIW Inspection Framework has recently been significantly revised and gives human rights and quality of life a central position. They have (2017) published new guidance about their commitment to promote and uphold the human rights of people who use care and support services and which outlines what CIW expect and what is not acceptable for people who use care and support services. All of this directly relates to the review of in-house residential and day services care by the Council.
11. The Dementia Action Plan for Wales was published by Welsh Government in January 2018. The Action Plan gives strong emphasis to living with dementia in the community and creating dementia friendly communities and improving joint working between health and social services. The need to address the needs of people with dementia in care homes is also a clear objective for the Action Plan.
12. In her report (November 2014) on the Quality of Life and Care in Care Homes in Wales, the Commissioner for Older People in Wales made a recommendation for a single outcomes framework of quality of life, and care, to be developed for use by all bodies involved in the

provision, commissioning, regulation and inspection of care homes. It is recommended that the framework must include references to the following:

- 1) Independence
- 2) Control over daily life
- 3) Rights, relationships and positive interactions
- 4) Ambitions (to fulfil, maintain, learn and improve skills)
- 5) Health (to maintain and improve)
- 6) Safety and security (freedom from discrimination and harassment)
- 7) Dignity and respect
- 8) Protection from financial abuse
- 9) Receipt of high quality services

13. On 23 February 2018, the Commissioner for Older People published her follow up Impact and Analysis Report to her 2014 Care Home Review which found that too many older people living in care homes in Wales have an unacceptable quality of life. The headline for the 2018 Report that received extensive media coverage was that “The Welsh Government has failed to take the action it promised in a number of key areas to drive up the quality of life of older people living in care homes in Wales” Also it says that whilst there had been progress, Councils and Health Boards needed to do much more to improve the lives of care home residents.

“Health Boards and Local Authorities have made some positive progress and as a result of my Review are now delivering a wide range of activity focused on improving the quality of life of older people living in care homes, but more needs to be done and the pace of change must increase significantly to deliver the best possible outcomes for care home residents.”

14. These reports from the Commissioner for Older People provide an important benchmark for this Review as it relates to Council run Care Homes and whether they are likely to be sustainable in meeting the requirements that have been set out, not just now but over the coming years.

## Residential Care Homes

15. In the County Borough there are 11 Council run Care homes providing approximately 320 beds and 24 privately run care homes providing approximately 1040 beds. The Council run homes were nearly all built 30-40 years ago at a time when the standards and expectations required were considerably different than they are today. What can be achieved in terms of wellbeing and personal dignity within the existing Homes is limited by the out-dated and inadequate standards of the accommodation.
16. The Council has established annual targets to support more people over 65 in the community (see Directors Annual Report). Provision of Extra Care facilities by the Council has also recently commenced at Llantrisant and is planned for Maesyffynnon, Pontypridd, Treorchy, Porth and Mountain Ash.
17. This is part of a significant change to the model of service delivery within adult services in the County Borough and whilst in 2015-16 achievement was slightly behind target, the direction of service change for 2016-17 is certainly in the right direction as illustrated by this trend analysis for numbers in care homes over the last 2 years:

	No of People Supported in Residential Care	No of People Supported in Nursing Care	Total Number of People Supported
2017 Council Homes	265	-	265
2016 Council Homes	288	-	288
<b>% change</b>	<b>-8%</b>	-	<b>-8%</b>
2017 Total All Homes	822	513	1335
2016 Total All Homes	973	596	1569
<b>% change</b>	<b>-18%</b>	<b>-14%</b>	<b>-15%</b>

18. The Cwm Taf Market Position Statement (MPS) (21 November 2017) for Care Homes is a comprehensive document that provides a good starting point for planning future provision of Care Homes in the partnership area. The MPS does not describe the current provision of care homes in the area in detail but we know that CIW have identified that in RCT a higher proportion of older people are placed in care homes than elsewhere in Wales.
19. A detailed analysis of the care home market has been undertaken across Cwm Taf by the Councils and Health Board. A summary of findings and future requirements say that:
  - “The care home market is not currently able to meet demand reliably, specifically for nursing and dementia care beds.
  - Recruitment and retention for registered nurses is a shared challenge across the region

- In the context of a new service model, we do not expect the care home sector to grow significantly over the next 10 years, although we want to ensure that we can meet more complex needs for nursing and dementia care in high quality facilities.”
- The Cwm Taf Population Needs Assessment includes a detailed picture in respect of older people and relevant to the remit of this Review suggests:

*“As the population of older people increases in the future, a wider range of extra care housing options will be needed. This could include smaller, energy efficient homes, retirement complexes, sheltered accommodation, and care homes for older people to live independently in environments that support well-being. It is important that communities become more ‘age-friendly’, so that older people can feel included and live independently for as long as possible”.*

## Summary of Findings from Visits to the Council's In-House Care Homes

20. Visits were made to each of the 11 Council run care homes by 2 Associates (Reviewers) from Practice Solutions Ltd.

21. The general themes emerging from the visits were:

- The homes provided a warm, friendly and caring environment for residents with a staff group who were evidently committed to providing a good quality of care and support to residents. There were numerous examples seen of person centred care where residents were being supported to achieve and maintain as much independence and choice as possible within the current environment.
- In some homes there were excellent examples of additional effort being made to improve the quality of life of residents. This was particularly noticeable where the managers and staff had completed the "Butterfly" approach dementia training and had been able to implement new ideas and methods to ensuring those residents who have dementia experience a fulfilled and stimulating life.
- Some homes had been innovative in how activities and events are organised and delivered, and this was evident in the photographic and anecdotal evidence seen in the homes. The reviewers saw how this had enhanced the residents' lives including in one area regular sharing of ideas and practice with other private and council run homes. Where resources had not allowed activities to be planned and co-ordinated regularly and organised as an integral part of the care delivery the quality of life experiences for residents were limited.
- There is only one Home (Dan Y Mynydd) which has any rooms (4) with en-suite facilities. Most residents were only able to use hand basins in their rooms with communal toilets and bathrooms, they could have commodes at night on request. Were these homes to be built today they would fail to meet current regulatory requirements. They will only be able to remain registered as they were built prior to the current regulations being put in place. What is clear is that in their current configuration all 11 Homes will not meet the current requirements for wellbeing and personal dignity of residents.
- What is generally achieved in the homes is limited by the age of the building, size of rooms and lack of available facilities within the existing buildings which nearly all were built over 30 to 40 years ago. By comparison, under the new legislative requirements and looking ahead, the homes do not provide an environment conducive to meeting the higher expectations in respect of well-being and personal outcomes required. It is difficult, given the layout of most of the buildings, to envisage the possibility of cost-viable adaptation achieving what is expected going forward. However, a detailed home by home survey would be required to assess this fully.
- The number of people being supported within the Council's own Care Homes is reducing and many of the Homes are operating with significant numbers of vacancies. Several of the Homes managers were of the view that this is because more people are being

supported within their own homes and that this is a trend that will continue with the development of extra care housing.

- Whilst no assessments were undertaken, we observed and talked to a number of residents who appeared to have a significant level of mobility, cognitive function and independence which would suggest perhaps a less institutionalised form of support, such as extra care housing, may be a more appropriate and less institutional model of support.

## Conclusions

22. The key issues that can be identified from this Review in respect of Council run Care Homes are:

- A changing expectation in society generally as well as through policy, legislation and regulations about the need for higher standards and quality of care and life in residential and day services where more modern, joined up and individually tailored solutions are required. The current provision of Council care homes and day services in RCT does not appear to meet these ambitions sufficiently now and certainly not for the future
- The Social Services and Well-being Act 2014 set down a range of new legislative requirements for the Council regarding people who use services. There is particular emphasis on people's well-being, achieving personal outcomes, availability of advocacy, co-produced, person centred and strength-based approaches to care. These all have significant implications for the shape of services in the future and the environments in which they are provided.
- The recent Commissioner for Older People Report makes a clear call for Councils and Health Boards to do more to ensure that care homes are fit for current and future demands and the expectations of people who are more informed about their rights and choices, the challenge will be to provide a good quality of life and high standards of care that encourage people to remain as independent as possible for as long as possible.
- Whilst the quality of care provided is not questioned, there is a clear and obvious deficit against the Commissioner's benchmarks because of the out-dated accommodation currently in use. The telling example of this is the lack of availability of en-suite facilities in all rooms which ensures that people in all circumstances are able to have their privacy and dignity ensured. Communal bathrooms are outdated and not acceptable in modern Care Homes and do not ensure that people, often with challenging personal needs, have their privacy and dignity protected.
- The Council have already secured a Market Position Statement for Care Homes as part of the Cwm Taf Partnership arrangements. This alongside the Population Needs Analysis provides an invaluable starting point in assessing future demand and supply of care homes and Day service opportunities. This process of analysis of future market requirements will need to be an essential and on-going process.
- The Council's strategy and plans for Extra Care provision are well-founded in good practice and "future-proofing" and will address many of the operational deficits including high unit costs and low occupancy rates in their in-house homes.

- Whilst there is currently capacity in private sector care homes in RCT, there is also a need for greater transparency about future plans of private care homes in RCT. This could be an essential element in taking forward the Council's strategy following this Review. Partnership working, business development and a Providers Forum will all be important mechanisms to help build joint understanding and confidence in the chosen direction of travel. However, given the sensitivities and business confidentialities involved, a discreet piece of work with private care home providers to gather more in-depth information is recommended about future viability, incentives and barriers to development and plans for the future. This would need to be undertaken on an in-confidence basis and reported anonymously to protect the business interests of individual care home owners. Transparency about undertaking such a review more generally would also be important but it would be advantageous to have this intelligence to take forward the outcomes of the Review.
- A Workshop with a sample of Council Managers and Practitioners supported the general conclusions from this Review and emphasised the need for more to be done - in achieving a person-centred approach, improve quality of life in care homes through meaningful activities, achieve greater positive risk taking across all services, to improve and provide more modern facilities in care homes and for more extra care to be provided on an integrated health and social care basis.
- The Review has researched guidelines and best practice in relation to transformation of residential and day centre social care provision highlighting some key principles and approaches that from direct experience across the UK have been shown to be important. It is recommended that the Council make full use of this evidenced based advice in shaping and planning the implementation of any changes agreed in their provision of these services.

## Options – Residential Care Homes

23. This section outlines the option proposals for the provision of residential care services by the Council.

### **Option 1: Continue existing arrangements – Do Nothing**

#### **RESIDENTIAL CARE OUTCOMES**

##### **Outcomes**

- Meeting published ambitions for high quality, outcome focussed and strength- based services will not be possible
- Limited and decreasing compliance with legislative requirements in that the existing buildings do not have the en-suite facilities to meet current legislative requirements
- The existing service will be unable to meet the requirements for dignity and wellbeing of service users
- Escalating capital and running costs over time and even poorer viability
- Initial stability for residents but increasingly unacceptable environment and quality of life
- Uncertainty for staff and becoming more difficult to provide high quality care

##### **Risks**

#### **The following are risks that may happen if this option is pursued:**

- Failure to meet strategic aims for service improvement
- Levels of occupancy will continue to fall as people and their family's look for facilities which are more community based and enable people to be supported in their own homes for longer.
- Strong potential for exposure to CIW enforcement action on failure to meet statutory requirements
- Needs levels of residents will increase and the quality of life experienced by service users will deteriorate
- Staff decide to look for alternative roles as environment not meeting residents needs or their professional expectations

**This option is not recommended**

## **Option 2: Phased decommissioning of the Council's care homes as part of planned programme of transformation in line with the implementation of the Council's extra care development programme and Cwm Taf care home market position**

### **Outcomes**

- The full range of accommodation with care from sheltered and extra care to provision of more complex day and residential social care support including dementia can be integrated and co-ordinated and be actively managed with partners
- The Council could invest in new extra care capacity before all existing capacity is closed, which would achieve effective transition and enable cohesion with a planned system-wide approach to change including alternative community-based models.
- Resources required would be known and could be budgeted for and an evidenced rationale developed for home by home decisions and prioritisation could be achieved.
- Staff could be enabled to develop and change roles and develop new skills and methods of working to meet the new service requirements including the standard of care co-ordination required under the Social Services and Wellbeing Act.
- Workforce issues can be resolved and negotiated with the Trades Unions in a planned and timely manner to meet the requirements of the transition process and ensure staff confidence is maintained
- People would experience an improved quality of care and support, quality of life and would be better able to achieve their personal outcomes and remain as independent as possible
- People's dignity and well-being would be ensured through the provision of a range of options which provide for choice and independence.

### **Risks**

**These are risks that need to be taken into account in considering this option and mitigating action taken:**

- Impact of wider policy developments out of Council's direct control e.g. emerging models of care from Parliamentary Review, recommendations from enquiry into costs of an ageing population
- Communicating effectively an evidence base to support Council decisions to ensure stakeholder groups understand the reasons behind the re-provisioning and its benefits.
- Potential for challenge if the process is not undertaken in line with legal requirements
- Agreeing and sticking to a realistic timescale and not extending any transition process unnecessarily.
- Ensuring the outcomes, needs and safety of residents impacted is fully resourced and prioritised
- Availability of trained and skilled advocacy for residents who have no family or friends to speak for them

**Option 2 is recommended as basis for further analysis and planning**

## **Dementia Care**

The following recommendations are made to address the projected future increased demand in the numbers of people with Dementia in the Council's area:

- The Dementia Action Plan for Wales should be implemented effectively by the Council in tandem with its partners. The need for residential and nursing care for people living with dementia should be planned and commissioned jointly in partnership with the Local Health Board.
- Dementia Supportive Communities should be introduced across the Council's area that includes early intervention and diagnosis responses and provides a range of community-based services including day services for people in the early stages of the condition.
- The capacity in extra care and residential care provided by all parts of the sector should be sufficient to meet increasing projected demand and in appropriate locations. It should provide care and support that increases as the individual's needs change. Transition to Nursing Care when needed must be handled effectively and safely.
- Extra Care and Residential Care whoever provides should take a person-centred approach and embrace the Dementia Care Matters "Butterfly" model that has already been commenced in some Council run homes. Quality of Life should be a priority for people with Dementia as much as any other resident or client.
- There will need to be sufficient incentives for the private sector to invest in additional capacity for dementia and any barriers to growing the numbers of beds addressed.
- Quality of Life and Person-Centred Care for people living in care homes with dementia should be prioritised and resourced to build on the progress made to date
- The Council's Commissioning Strategy for Care Homes and Action Plan for its Market Position Statement should be supported by the resources to implement effectively.

## Day Services

24. In respect of Day Services, these have for many years provided a traditional form of support for older people to remain independent in their own homes. There are 4 Core Day Services plus a day centre at Ferndale House located in the Council area that provide assessed care and support.
25. The core day services were predominantly built in the 1980's and 1990's and the Council believe have been maintained to a good standard of repair. Bronllwyn and Ferndale House operate from dedicated spaces in residential care home settings and another from a dedicated centre within Council office accommodation (Trecynon). The core day services offer similar facilities which include wheel chair access bathroom and washing and bathing facilities, on site kitchen and cooking space, on site outdoor space and parking for transport on site. In the main, each core day centre has just one larger communal room and a smaller meeting room, leading to limitations with activity options. Programmed activities tend to take place in the larger room, with smaller meeting room set aside for quieter activities and watching TV.
26. Council figures show that the average number of people registered at the core day services has fallen significantly over the past 5 years – see table below - from an average of 494 (in 2011/12) to an average of just 265 (in 2016/17 - April to July); a fall of some 46%. The average daily attendance was 56 people at September 2016 or 50.5% of capacity for all the core day services. The age and original design of existing day centre buildings means they do not all offer a suitable environment in which to provide a modern service and the current network of day services provide an uneven distribution across the County.

Day Centres	Number of people registered (19/10/16)	Pre-2nd September 2016			Post-2nd September 2016		
		Maximum number of available places	Average daily attendance	Average daily occupancy	Maximum number of available places	Average daily attendance	Average daily occupancy
Bronllwyn	40	25	11	44.0%	25	11	44.0%
Tonyrefail	50	25	15	60.0%	25	15	60.0%
Riverside	54	25	12	48.0%	25	12	48.0%
Trecynon	54	25	14	56.0%	25	13	52.0%
Ferndale House	17	11	6	54.5%	11	5	45.5%
Abercynon	0	25	12	48.0%			
<b>Total</b>	<b>215</b>	<b>136</b>	<b>70</b>	<b>51.5%</b>	<b>111</b>	<b>56</b>	<b>50.5%</b>

## Visits to Day Services

27. Visits were made to each of the Council run Day Services by 2 Associates from Practice Solutions Ltd. The purpose of the review visit was explained and the Manager interviewed in each case and an accompanied tour undertaken. Visit Reports are contained in a separate document that should be read with this report.

- Council figures show that around 40% of the older people currently attending core day services have low to moderate needs and the remaining 60% moderate to high needs. During visits we were informed that some of these services were supporting some people who have a very high level of need which included the use of hoists for assisted bathing.
- The day services provided at the stand-alone services appeared to be much more comprehensive and the services are open to adults of any age. Among the attendees there are people who have experienced brain injuries and a wide range of needs requiring support.
- Some good practice was identified which provides a more reablement type approach which could be further developed to support people at home who would otherwise go in to residential care. As extra care is developed it could provide the model for support in those settings, particularly if linked with both community health services and providing support for hospital discharges. An increased focus on reablement and intermediate care services is recommended in the emerging Extra Care facilities or day centre/community amenities according to local circumstances.
- They provide invaluable care and support to local residents who had high care and support needs and, in some cases, a low level of dementia. This undoubtedly kept the individuals independent living in their own homes and provided respite and employment opportunities for family carers. They also achieved preventative outcomes and staff were of the view that they help to reduce hospital admissions and re-admissions.
- Whilst the Day Services were regarded as a preventative/respite service they are not open to the community generally and are accessed only by assessed clients. The Services are not used at the weekends although there appeared to potential to do so.

## Conclusions

28. The key issues that can be identified from this Review in respect of Council run Day Services are:

- The data from Public Health Wales would suggest that a range of prevalent adverse factors in RCT are likely to mean additional pressures on social services and an on-going need for provision to deal with complex care needs in old age both in day services and accommodation with care. The importance of effective early intervention and prevention choices is an essential strategic requirement to keep people independent in their own homes as long as possible. The availability of preventative services and community-based support services as well as Extra Care for older people will be an essential element in future models of service delivery.

- The Core Day Services offer valuable care and support but mostly to a limited range of people assessed by panel as having more substantial needs. The Good practice model identified offers potential for replication across the County. In the context of providing a broader early intervention and prevention service, this is an area to examine closely.
- The Visits made to Day Services provides strong support to deliver a greater need for flexible, more inclusive provision and more efficient means of delivering services in the community for eligible service users and carers. It has also provided the opportunity to determine tiers of support and services required to meet the range of older people's needs, with an explicit requirement to build on partnerships with universal services, health and the voluntary sector. The overall aim and approach is to deliver more holistic services with a commitment to outcomes focused on rehabilitation, promoting independence and choice, all ingrained in service design and delivery, whilst recognising the financial challenges faced by local authorities.
- The rationale for a tiered service model would appear to us to be a sensible and measured approach that should be considered for implementation.

## Options – Day Services

### Option 1: Status Quo - doing nothing

#### Outcomes

- The care and support are valuable but continues to address the needs of only a small number of people who have been assessed by the panel as needing this provision.
- A lack of consistency will continue to exist when comparing services attached to care homes to the “good practice” model identified
- The public health and general well-being of the population will not improve or meet the expectations of new legislation.
- Duties in respect of early intervention and prevention will not meet statutory requirements or be integrated with developing community- based services

#### Risks

**The following are risks that may happen if this option is pursued:**

- Continued under use of “traditional” day services will impact on costs and viability for Council
- Service users will see a deterioration in the quality and range of services and their needs will increase, requiring more expensive service responses
- Staff will be impacted by a continued small number of people using day services and without a clear plan for the future look for alternative roles.

**This option is not recommended**

### Option 2: Phased decommissioning of the Council's day services as part of planned programme of transformation in line new service strategy

#### Outcomes

- The less well-used and more traditional day services would be re-provisioned with more suitable services that will better meet the care and support needs of individuals
- The transition to the new arrangements would be planned and co-ordinated to provide continuity of care and minimise disruption
- The good practice identified would be available across the County ensuring a stronger and more consistent service is provided with a wider remit that is more in line with statutory requirements on promoting well-being, early intervention and prevention. Opportunities to integrate with Primary Care delivery could be developed.
- The outcome for services users would be an improved, co-ordinated and integrated response to their care and support needs.

## Risks

**These are risks that need to be taken into account in considering this option and mitigating action taken:**

- A clear strategy and implementation plan would be required to make this option a reality
- The cost implications of the re-provisioning of these services would need to be drawn up and budgeted for.
- The continuity of care for all individuals receiving services including some with higher level needs.
- The workforce implications would need to be negotiated and agreed as identified for, and in tandem with those for care homes

**Option 2 is recommended as basis for further analysis and planning**

## Annex 1

### Review Purpose and Methodology

The following was agreed with the Council as a basis for undertaking this Review

#### Purpose

To undertake a review of existing residential care home and day centers/service provision for older people in order to determine future opportunities for service delivery in line with the council's strategy for accommodation for older people and make recommendations for future provision options, based on an evaluation of existing patterns of use and relevant benchmarks, recognising the changing demographics and implications of an ageing population.

This would include a comprehensive review and options appraisal of the councils and 11 older people's residential care homes and 4 older people day services to understand the provision of these homes/centers in the wider adult social care market within the context of the wider strategic shift to deliver services in the community and to enable people to live in their own homes for as long as possible.

#### Methodology

Suggested approach to the residential care home and day centre/care review for older people to involve the following stages:

- Familiarisation with the relevant existing documents provided by the council, including strategy papers and committee reports
- Reviewing best practice guidelines from government, national and local organisations based on research and policy and benchmarking
- Appraisal of policy and legal requirements to be embedded into service design and delivery of services in adult social care
- Setting the geographical and demographic basis for analysing provision and demand
- Analysing provision and demographic data to consider the current and forecast demand for places in residential care, nursing care; EMI/dementia care and day centre/care services across the County Borough
- Reviewing market position statement and/or meeting the providers of residential; nursing care and EMI/dementia care in the county to reach an understanding of their existing provision and aspirations for future provision/service developments
- Studying the existing provision of registered care homes and day services for older people in the county borough based on for example activities, attendance, facilities, budget, and resources.
- Addressing the impact, the physical environment can have upon the quality of care they can be achieved within the in-house care homes in the light of new CIW regulation and inspection framework and the cost implications
- Visiting the councils 11 residential care homes and 4-day services for older people and, where applicable reviewing information provided by the council, to establish their

suitability for meeting forecast changes in demand and the potential for adaption, modernisation or redevelopment of these care homes and day services

- Engagement with existing eligible service users, staff, carers, operational leaves and focus groups

## **Outputs**

Compiling to overarching report (separate sections for residential care and another for day care services) to summarise the findings of the review work and provide options for the council to meet both the current and forecast demand from older people with care needs through registered care home settings and day centre/services provision. These reports will be supported by an options appraisal and an assessment for in-house residential care homes and day services for older people

## Annex 2

### Council Care Homes in the Borough

Residential Home	Registered for
Parc Newydd New Park Talbot Green CF72 8RB Tel: 01443 237848	<ul style="list-style-type: none"> <li>• 36 People</li> <li>• Max 6 aged 65+ with a dementia</li> <li>• Max 3 aged 65+ with a functional mental illness</li> <li>• 1 aged 18-64 for a person with a Learning disability requiring p/c</li> <li>• 1 aged 50+ for 6 weeks respite</li> </ul>
Pentre House Pentre Road Pentre CF41 4LD Tel: 01443 441929	<ul style="list-style-type: none"> <li>• 29 persons aged 50+</li> </ul>
Tegfan Llewellyn Street Trecynon Aberdare CF44 8HU Tel: 01685 878485	<ul style="list-style-type: none"> <li>• 46 People in two units</li> <li>• Dementia unit 15 people aged 60+ 31 people aged 50+ (2 with functional mental illness)</li> </ul> <p>Includes co-located Day Centre</p>
Troed Y Rhiw Troed Y Rhiw Road Mountain Ash CF45 4LD Tel: 01443 473520	<ul style="list-style-type: none"> <li>• 24 People aged 65+</li> <li>• 8 people with a diagnosis of dementia</li> </ul>
Ystrad Fechan Station Road Treorchy CF42 6HN Tel: 01443 773300	<ul style="list-style-type: none"> <li>• 24 Older people</li> <li>• 8 with a diagnosis of dementia (can have one person over age of 50 for respite on EF for a maximum of 6 wks)</li> </ul>
Bronllwyn Colwyn Road Gelli Pentre CF41 7NW Tel: 01443 435873	<ul style="list-style-type: none"> <li>• 11 permanent people over 65 includes 3 with a diagnosis of dementia</li> <li>• 1 Respite - individual over 50 for <u>respite purposes</u></li> </ul>

<p>Cae Glas Cardiff Road Hawthorn Pontypridd CF37 5AH Tel: 01443 841234</p>	<ul style="list-style-type: none"> <li>• 39 people aged 55+ with a diagnosis of dementia</li> </ul>
<p>Clydach Court Birthweunydd Road Trealaw Tonypany CF40 2UD Tel: 01443 433283</p>	<ul style="list-style-type: none"> <li>• 35 people with a diagnosis of dementia</li> <li>• 5 respite rooms</li> </ul>
<p>Dan Y Mynydd Bronwydd Avenue Porth CF39 9AQ Tel: 01443 685944</p>	<ul style="list-style-type: none"> <li>• 30 People aged 50+ a diagnosis of dementia</li> <li>• 1 person over 50</li> <li>• 1 respite room</li> </ul>
<p>Ferndale House Station Road Ferndale CF43 4ND Tel: 01443 730614</p>	<ul style="list-style-type: none"> <li>• 26 people including 10 people with a diagnosis of dementia</li> <li>• 1 respite room</li> </ul> <p>Includes Co-located Day Centre</p>
<p>Garth Olwg Main Road Church Village Pontypridd CF38 1BT Tel: 01443 203466</p>	<ul style="list-style-type: none"> <li>• 30 people aged 65+</li> <li>• 7 people with a diagnosis of dementia</li> <li>• 2 identified persons with a learning disability</li> <li>• 1 identified person with a functional mental health illness</li> <li>• 1 person aged 50+</li> </ul>

## Day Services

Place
Trecynon Day Centre, Principle offices, Llewellyn St. Trecynon, Aberdare, CF44 8HU
Pentre House, Pentre road, Pentre, CF41 4LD
Bronllwyn, Colwyn Rd, Gellie, Pentre, CF41 7NW
Parc Newydd New Park, Talbot Green, CF72 8RB
Tonyrefail Day Centre, School Street, Tonyrefail, CF39 8LE

## Annex 3

### Current number of placements and vacancy levels

RCT Private Home	Total Reg Beds	Total Useable Beds	CURRENT OCC	% OCC
Aberpennar Court Nursing Home (HC1)	49	47	43	91%
Cwmaman Care Centre	48	48	44	92%
Maesteg House Residential	11	11	9	82%
Meadowlands Care Centre (HC1)	47	46	42	91%
Oakwood Nursing Home	41	41	41	100%
The Beeches Care Home	45	45	44	98%
The Laurels Residential Home	18	18	17	94%
The Willows Care	46	46	45	98%
Ysguborwen House	86	78	67	86%
Glyncornel Nursing Home	17	17	16	94%
Mill View Care Home	37	26	26	100%
Taliesin Residential Home	18	18	15	83%
Ty Pentwyn	35	34	33	97%
Ty Porth	81	81	75	93%
Ty Ross	40	36	33	92%
Zoar Residential Home	30	30	23	77%
Aspen House Nursing Home	38	37	37	100%
Duffryn Ffrwdd Residential Home	96	90	80	89%
The Hollies	42	42	40	95%
Llantrisant Care Home	38	26	27	104%
Penrhos Residential Home	18	18	16	89%
Pontypridd Nursing Home	58	58	48	83%
Ty Eiren Care Centre (4 Seasons)	86	83	78	94%
Ty Gwynno Care Centre (4 Seasons)	46	46	46	100%
Ty Nant	31	19	19	100%
<b>Totals</b>	<b>1102</b>	<b>1041</b>	<b>964</b>	<b>93%</b>

Local Authority Care Homes	Total Reg Beds	Total Useable Beds	CURRENT OCC	% OCC
Bronllwyn	12	12	12	100%
Cae Glas	39	36	26	72%
Clydach court	35	35	31	89%
Dan Y Mynydd	30	30	24	80%
Ferndale House	26	26	23	88%
Garth Olwg	30	30	25	83%
Parc Newydd	32	32	29	91%
Pentre House	24	24	20	83%
Tegfan	46	46	40	87%
Troedyrhiw	26	24	17	71%
Ystrad Fechan	24	24	19	79%
<b>Totals</b>	<b>324</b>	<b>319</b>	<b>266</b>	<b>83.39%</b>

## Occupancy

24 Private Homes – 19 (79%) are 90% plus occupied except for 5 (21%):

- Maesteg House Residential
- Taliesin Residential Home
- Penrhos Residential Home
- Zoar Residential Home
- Pontypridd Nursing Home

The range of under-occupancy in these 5 Private Care Homes is from 77% to 89% with the average overall occupancy at 93%

11 Local Authority Care Homes – of which 2 (18%) are 90% plus occupied

- Bronllwyn
- Parc Newydd

The range of under-occupancy in 9 LA Care Homes is from 71% to 87% with the average occupancy at 83%

## Vacancies

Private Care Homes (24)

General Res	Res EMI	Nursing	Nur EMI
36	27	25	5

Total Vacancies = 93 i.e. average 4 per home

Waiting Lists in 12 of the 24 homes i.e. 50%

LA Care Homes (11)

General Res	Res EMI
24	27

Total Vacancies = 51 i.e. average = 4.6 per home. No waiting lists

Spreadsheets provided by the Council provide a breakdown by placement type.

## Annex 4

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