

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 G HOPKINS**

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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 18th 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 [21st 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 8th 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.

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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

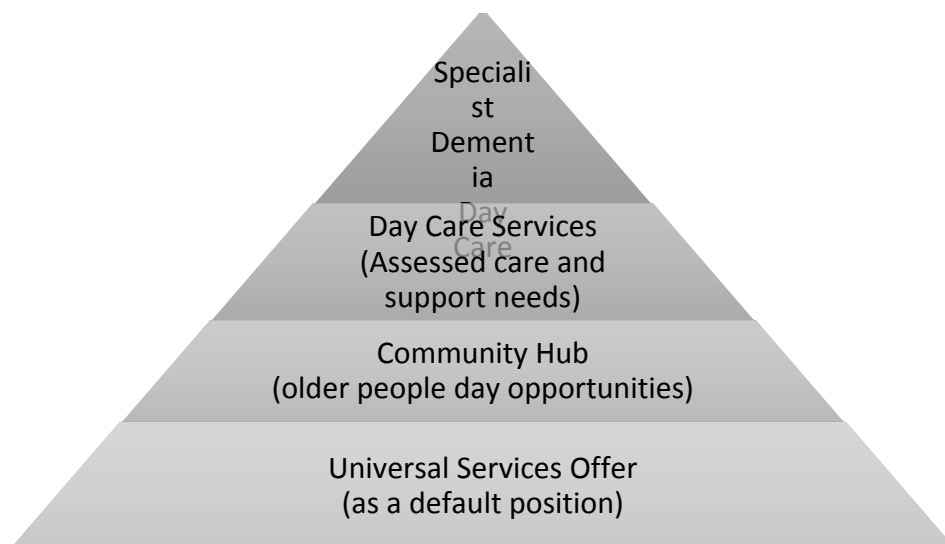
This option is recommended by Practice Solutions Ltd. – It would require all day service users to be assessed and supported as necessary.

- 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

21ST 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 – 18th February 2016
Cabinet – 28th September 2017
Cabinet – 21st November 2017

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