

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

CABINET

21ST NOVEMBER 2018

EXTRA CARE HOUSING – PROVISION OF CARE AND SUPPORT

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 The purpose of this report is to seek Cabinet approval for the commissioning model for the provision of care and support services in existing and future extra care housing.

2. RECOMMENDATIONS

It is recommended that the Cabinet:

- 2.1 Considers and, if appropriate, approves the proposed preferred commissioning model for the provision of care and support services in existing and future extra care housing as set out in Section 5 of this report; namely that the Council develops an internal extra care support service to provide 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 extra care housing.
- 2.2 Subject to 2.1 above, delegates authority to agree, where applicable, the procurement processes and award of contracts for care and support to external providers for existing and future extra care housing to the Group Director, Community and Children's Services in consultation with the Portfolio Holder, as set out in paragraphs 6.8 to 6.13 of this report, namely:
- The current contract for the provision for care and support at Ty Heulog, due to end 31st August 2019, be renewed through an agreed procurement process.
 - The contract for provision of care and support services at Aberaman extra care housing scheme be externally commissioned.
 - The care and support services be provided at the future Pontypridd and Mountain Ash extra care housing schemes, by an internal extra care domiciliary care team with a service level agreement.

- 2.3 The provision of care and support services at the Treorchy and Porth extra care housing schemes will be appraised at a later date in line with the proposed delegated authority approval to the Group Director, Community and Children's Services in consultation with the Portfolio Holder and in accordance with the principles set out in 2.1 above.

3. REASONS FOR RECOMMENDATIONS

- 3.1 The proposed commissioning model and subsequent procurement methodology will support the Council's strategy to modernise accommodation options for older people and deliver extra care housing in Rhondda Cynon Taf. They will deliver services to people who are eligible for accommodation in extra care housing schemes, thereby retaining their independence in the community while offering flexible and responsive care and support arrangements to meet their needs, enhance quality of life and improve outcomes.

4. BACKGROUND

- 4.1 Rhondda Cynon Taf Council is committed to improving the wellbeing of residents by ensuring that people can live and age well at home in their community.
- 4.2 Development of extra care housing was identified in the [Cwm Taf Joint Commissioning Statement for Older People's Services \(2015-2025\)](#) as a key alternative model to enhance the wellbeing and independence of older people and avoid over reliance on residential care settings. The Commissioning Statement was approved by Cabinet on 18th February 2016.
- 4.3 The Council, in response, developed its strategy to modernise accommodation options for older people and deliver extra care housing in Rhondda Cynon Taf. The strategy was [approved by Cabinet on 2nd November 2016](#).
- 4.4 On [28th September 2017](#), Cabinet agreed a circa £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.

5. EXTRA CARE HOUSING PROVISION

- 5.1 The commissioning of extra care services will support the Council's vision for extra care housing to offer residents support within modern, new purpose built schemes that help older people retain their independence in the community while offering flexible and responsive care and support arrangements to meet their needs, enhance quality of life and improve outcomes.
- 5.2 Currently, there is one extra care housing scheme operating in Rhondda Cynon Taf - Ty Heulog in Talbot Green. This provides 40

modern units of accommodation, and Adult Services has 100% nomination rights. Hafod Housing is the landlord and the provider of housing related support at Ty Heulog. The Council currently commission care and support services at Ty Heulog from Hafod Care and the contract was awarded, following tender, on 1st September 2016 for an initial period of 2 years. An option to extend the contract by 1 year to 31st August 2019 was agreed to coincide with the Aberaman extra care housing scheme in September 2019.

5.3 The extra care housing programme agreed by Cabinet in September 2017 is ambitious and plans are underway to ensure delivery of the commitment and provide alternatives to institutional care home settings. Current delivery is summarised below:

- The former Maesyffynnon Care Home site, in Aberaman, is under construction and due to be opened in September 2019. This new extra care facility will provide 40 modern units of accommodation in total plus a number of communal facilities such as a dining room; hair salon; guest suites; communal lounge and laundry and winter garden and activity room. Respite accommodation will also be provided. A garden area, boules court and dedicated inter-generational garden, to be used in conjunction with Blaengwawr Primary School, are also included in the scheme development. This will be Wales' first modular build extra care housing scheme.
- New extra care housing is also being developed on the former Magistrates Court Site, in Pontypridd, and a pre-planning application consultation for 60 modern units of accommodation took place in August 2018. The scheme proposal being put forward is designed to ensure that sustainable arrangements are in place to commission increasing levels of care; including dementia within the scheme; now and in the future.
- The facility is planned to include the following facilities: communal lounge(s), dining room and catering kitchen; guest suites; hairdressing/therapy suite; communal laundry and wheelchair/buggy store. There will also be an integrated day opportunities room which has been designed to seamlessly integrate into the communal spaces at the scheme so that residents and the recipients of day opportunities are part of one wider support network and will take part in activities and have meals from the restaurant.
- Officers continue to work with Linc Cymru to consider the options available for development of the proposed sites in Treorchy; Mountain Ash and Porth and further individual scheme details will be available in due course.

- 5.4 As with Ty Heulog, each new planned extra care housing scheme will provide a range of services, including housing management, housing related support and personal care and support.
- 5.5 Linc Cymru, the landlord for each new planned scheme, will provide the housing management service, such as letting the apartments, rents and repairs and maintenance.
- 5.6 Housing related support services at each new planned scheme will aim to develop or sustain an individual's capacity to live independently in their accommodation and it is proposed that Linc Cymru, where they are landlord, provide this service as Hafod do at Ty Heulog.
- 5.7 The Council will need to commission the provision of care and support services in each new extra care housing scheme. Extra Care housing delivers a broad range of services for people who reside and meet the established criteria in terms of needs. Personal care and support services are of domiciliary care nature and as such are governed by these care standards. Care and support provider(s) will deliver for example:

- person centred, personal care and support available 24 hours a day as directed by individual support plans and responsive and reactive to both planned and unplanned events;
- on-site response in an emergency to be delivered in a reasonable timescale, and ad hoc responses for individuals to reduce the risk of unnecessary hospital admission;
- supporting individuals to access social opportunities and activities;

in order to support a person's access to the community and other services to maximise their health, wellbeing and independence.

6. CARE AND SUPPORT PROVISION

Proposal

- 6.1 It is widely recognised that the Council's internal care services have served the communities and people of Rhondda Cynon Taf well over the years; 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.
- 6.2 It is, therefore, proposed that the Council considers developing an internal extra care service and creates an equal strategic market share in each of the Rhondda, Cynon and Taf geographical areas that supports the highest possible quality of life for people needing extra care housing. This will allow the Council's in house provision to focus

on those extra care housing schemes that address the higher levels of care needs, including dementia.

- 6.3 By concentrating its resources on higher need residents, including those with dementia, the Council will be well placed to upskill staff and specialise in providing a high quality service for this client group. It would also provide market certainty for the external market surrounding the commissioning of personal care and support at time of limited capacity across independent domiciliary and home care sector.
- 6.4 This proposal is the preferred commissioning model for the provision of care and support services in existing and future extra care housing for the following reasons:
- The Council wishes to ensure that residents with an assessed need, wherever possible, should be offered choice to personal care and support in extra care housing.
 - The Social Services and Wellbeing (Wales) Act 2014 requires the local authority to manage market oversight. Adult Social Care has an important role to play in ensuring a contingency service for the Council should there be any independent sector provider failure.
 - Whilst the independent sector offers quality care, Rhondda Cynon Taf's internal care services has also consistently achieved high-quality care over the years. This has been externally acknowledged by consistently good regulatory inspection reports from the Care Inspectorate Wales. Replicating this good practice across extra care housing will improve standards and consequently provide a higher quality service.
 - Adult Social Care has a reputation for providing integrated and flexible services and this will be specifically beneficial as we develop extra care services to be more outward facing; involved in the local community and making better use of individual and community assets. This will support increased social and community benefits and facilitate partnerships between local organisations in the delivery of care and support services.
- 6.5 The commissioning of personal and care support from external market for all extra care housing schemes was considered but is not the preferred option because whilst offering, in particular, lower costs, it is believed that for the reasons given in paragraphs above, the extra care housing offer is best delivered by creating a strategic and equal market share across internal and external care services that will support the highest possible quality of life for people needing extra care housing.
- 6.6 Under the proposals, each provider, internal and external, will need to meet a universal specification that sets out the Council's expectations for extra care housing services as described and this will be

supplemented with the requirements of each individual extra housing scheme. The specification is under-pinned by what residents have told us they want from extra care housing services as well as the underlying principles a local authority must have with regard to its care and support system as set out in the Social Services and Wellbeing (Wales) Act 2014 including: promoting wellbeing; preventing or delaying the development of needs for adult social care services and placing the customer at the centre of service.

Commissioning and procurement processes

- 6.7 The contract for the provision for extra care housing care and support at Ty Heulog will end on 31st August 2019 and it will be necessary to renew the tenure through a procurement process, including taking the opportunity of reviewing the commercial and delivery models at this scheme.
- 6.9 Subject to the approval of the commissioning model for the provision of care and support services in existing and future extra care housing schemes set out in Section 5 of this report, it is also proposed that contract for provision of care and support services at Aberaman extra care housing scheme be externally commissioned together with Ty Heulog.
- 6.10 Should delegated authority be approved, the Group Director Community and Children's Services in consultation with the Portfolio Holder, will approve the contract award for Ty Heulog and Aberaman extra care housing upon completion of the agreed procurement processes.
- 6.11 There are several procurement and contract options available to the Council for the provision of future extra care housing contracts and the best options will be agreed to enable the Council to ensure value for money and meet its strategic objectives for extra care housing services. Procurement processes to commission care and support services will ensure Providers are in place when the scheme will be ready for occupation.
- 6.12 In addition, should the decision to externally contract for provision of care and support with Ty Heulog and Aberaman be approved, it is proposed that the care and support services be provided at the future Pontypridd and Mountain Ash extra care housing schemes, by an internal extra care domiciliary care team with a service level agreement.
- 6.13 The provision of care and support services at the Treorchy and Porth extra care housing schemes will be appraised at a later date in line with the proposed delegated authority approval to the Group Director, Community and Children's Services in consultation with the Portfolio Holder and in accordance with the principles set out in 2.1 above.

7. EQUALITY AND DIVERSITY IMPLICATIONS

- 7.1 An Equality Impact Assessment (EIA) screening form has been prepared for the purpose of this report. This exercise has shown that a full EIA is not required. We do not consider there will be any adverse equality implications for protected groups because of the proposals in this report. Overall, the impact on older people is adjudged as neutral or positive as service improvements will be secured and more personalised services delivered.

8. CONSULTATION

- 8.1 There will be ongoing consultation and engagement with older people, local community organisations, residents and all other key stakeholders in planning and developing of extra care housing schemes as part of the strategy to modernise accommodation options for older people and deliver extra care housing in Rhondda Cynon Taf. Further consultation with residents and providers will be undertaken as part of the commissioning and procurement of individual extra care housing care and support provision.

9. FINANCIAL IMPLICATION(S)

- 9.1 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. Notwithstanding this, revenue costs with respect to new commissioning of care and support within existing or new extra care housing schemes will need to be met from existing Adult Social Care budgets.

10. LEGAL IMPLICATIONS OR LEGISLATION CONSIDERED

- 10.1 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.
- 10.2 The procurement issues which arise in the delivery of the commissioning model for the provision of care and support services in existing and future extra care housing will be considered and progressed in accordance with relevant legislation, policy and guidance, within agreed procurement processes.

10.3 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.

11. LINKS TO THE CORPORATE AND NATIONAL PRIORITIES AND THE WELLBEING OF FUTURE GENERATIONS ACT

11.1 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

11.2 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.

12. CONCLUSION

12.1 Extra care housing is designed to offer genuine choice and an alternative to moving into institutional care settings. It is acknowledged that a range of specialist accommodation with support is needed to enable individuals to exercise real choice and maintain their independence. The benefits to health and wellbeing through increased independence, reduced social isolation and community involvement are substantial.

12.2 The extra care housing development programme is ambitious and plans are underway to ensure delivery of the commitment and provide alternatives to institutional care home settings. As part of this development programme, the Council will need to provide care and support services and this report sets out a recommended commissioning model for the provision of these services in existing and future extra care housing schemes.

LOCAL GOVERNMENT ACT 1972

AS AMENDED BY

THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

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Background Papers

Cabinet

[18th February 2016](#)

[2nd November 2016](#)

[27th September 2017](#)

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