

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

CABINET

11th SEPTEMBER 2019

**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 At its meeting on [21st November 2018](#), Cabinet agreed to consult with people in receipt of care and support services, their families and carers, staff and other stakeholders on the preferred options for the future service delivery model for the Council's Residential Care Homes and Day Care Services. It also agreed to receive a further report summarising the results of the consultation process prior to any decision being made on the future of this provision in Rhondda Cynon Taf.

1.2 This report informs Members of the outcome of the consultation on the preferred options for the Council's residential care homes and day care provision which were consulted upon, 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; and
- that there is 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.

1.3 This report also sets out further recommendations regarding the future provision of the Council's residential care homes and day services in light of the consultation feedback received and, in this regard, provides additional information for Member's consideration.

2. RECOMMENDATIONS

It is recommended that Cabinet:

- 2.1 Considers (i) the responses to the consultation on the future service delivery model for the Council's residential care homes and day care services, (ii) Officer responses to the key themes highlighted from the consultation, (iii) the additional information provided in this report and (iv) the Equality Impact Assessment.
- 2.2 Subject to 2.1 above, and for the reasons outlined in Section 7 of the report, agrees to initiate a further 12 week period of public, staff and resident consultation on the preferred option for the future of the Council's residential care homes, namely that the Council retains the level of provision of residential care homes, as detailed below, focussed on complex needs, residential reablement and respite care which is based on a determination of the market share and considered need required in each of the Rhondda, Cynon and Taf geographical areas:

CARE HOMES PROPOSED TO BE RETAINED

- Clydach Court Residential Care Home, Trealaw
- Ferndale House Residential Care Home, Ferndale
- Pentre House Residential Care Home, Pentre
- Tegfan Residential Care Home, Trecynon
- Troed Y Rhiw Residential Care Home, Mountain Ash
- Cae Glas Residential Care Home, Hawthorn
- Parc Newydd Residential Care Home, Talbot Green

CARE HOMES PROPOSED TO BE DECOMMISSIONED

- Bronllwyn Residential Care Home, Gelli
- Ystradfechan Residential Care Home, Treorchy
- Dan Y Mynydd Residential Care Home, Porth
- Garth Olwg Residential Care Home, Church Village

- 2.3 Subject to 2.2 above, agrees that the proposed 12 week consultation runs for the period 30th September 2019 until 5 p.m. 20th December 2019.
- 2.4 Subject to 2.2 above, agrees to receive a further report summarising the results of the proposed consultation exercise and feedback received, prior to any decision(s) being made in relation to the proposal referred to in paragraph 2.2 above.
- 2.5 Subject to 2.2 and 2.4 above, continues to restrict admissions to the Council's residential care homes, other than in exceptional circumstances where an alternative placement that can meet the assessed need is not available. This is in order to minimise any potential impact on residents until such time as Cabinet considers the results of the proposed consultation exercise and any decision(s) it may take in relation to the proposal.

- 2.6 Subject to 2.1 above, agrees to implement the preferred option for the Council's day services for older people as consulted upon; namely that the Council develops a new day services model and change programme as part of the planned programme of transformation for adult services.
- 2.7 Subject to 2.6 above, agrees that the Director of Adult Services establishes an Older People's Day Services Programme Steering Group to co-produce and oversee the phased implementation of the new service model.

3. REASON FOR RECOMMENDATIONS

- 3.1 Rhondda Cynon Taf Council is reviewing the residential care home and day care provision that it delivers internally as part of the modernisation of the future long term care it commissions for older people and has consulted on proposed preferred options for future service delivery.
- 3.2 The consultation undertaken with those people in receipt of care and support services, their families and carers, staff and other stakeholders on preferred options for the future service delivery model for the Council's residential care homes and day care services and feedback received from Overview and Scrutiny Committee (Appendix 6) will now assist Members when considering the next steps to take in relation to the proposals.
- 3.3 With the benefit of the feedback received from the first consultation process initiated by Cabinet, the views of Overview and Scrutiny Committee and additional information provided in this report Members are asked to give consideration to initiating a further consultation process in accordance with recommendations set out above.
- 3.4 Officers consider that doing nothing in respect of each proposal is not a viable option. Without exploring the potential for re-designing the way that adult care is provided, it will not be possible to meet people's changing expectations and increasing demand within the resources available. It is imperative, within the context of the Social Services and Wellbeing Act (Wales) 2014, that the Council continues to reduce reliance on traditional services such as residential home and day centre care and moves to a model focussing on preventative services, which promote choice, independence and wellbeing.
- 3.5 People are living longer with more life limiting and complex conditions and want greater choice in how their care is provided. The Council is committed to developing a wider range of options for supporting individuals and in particular those with complex care, including dementia.

- 3.6 The demand for adult social care is increasing, but the demand for traditional residential care and day care is decreasing as care is increasingly being provided in people's own homes and in the communities in which they live. The evidence and forecasts show that less residential care will be needed in the future, as more people will receive care in their own homes, including extra care housing schemes.
- 3.7 Previous reports have highlighted that there is an over-provision of residential care and day care in Rhondda Cynon Taf and sufficient alternative provision of the required type and quality in Rhondda Cynon Taf to meet current and forecast demands. However, retaining some residential care and transforming the day care offer would ensure that the Council meets its commitment to maintaining an in-house offer of provision in the local residential care home and day care market.

4. **BACKGROUND**

Context

- 4.1 The need to modernise and continually improve Adult Social Care Services is a key priority for Rhondda Cynon Taf.
- 4.2 The [Cwm Taf Joint Commissioning Statement for Older People's Services \(2015-2025\)](#) (the 'Commissioning Statement') approved by Cabinet on 18th February 2016 acknowledges that care needs and expectations 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 principles 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.
- 4.3 In undertaking the review of residential care home and day services for older people these principles have been central in reaching a preferred direction of travel and approach.
- 4.4 The Commissioning Statement identifies the need to make very different choices, particularly in what the Council offers through its own services, as well as what the Council commissions others to provide. 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 continuing to deliver the Council's modernisation agenda including developing extra care housing and continuing to develop integrated support at home services, increasing demand, changing expectations and financial pressures will challenge the viability and suitability of Rhondda Cynon Taf's current model of adult care provision.
- 4.5 The Council has 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 care and support; and
 - Deliver a viable alternative for people who are able to remain independent with support.
- 4.6 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. At this meeting, Cabinet also agreed that a comprehensive review of residential and day care services for older people be undertaken in order to determine future improvement for service delivery in line with the Council's strategy for accommodation for older people and provision of extra care.

- 4.7 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 a need to ensure that the Council can meet more complex needs including nursing and dementia care in high quality facilities.
- 4.8 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.
- 4.9 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 institutional services with community based responses, for example extra care housing, and deliver more effective services with better outcomes for residents.
- 4.10 In addition, through the implementation of these strategies, the development of extra care housing schemes will provide the opportunity to create community hubs and provide facilities and services in flexible spaces which may be more suitable for the delivery of day services for older people. Such opportunities to create community hubs may provide opportunities to support the transformation agenda for older people day services.
- 4.11 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, which was reported to Cabinet on [21st November 2018](#).
- 4.12 Members will recall that, at the meeting of the Cabinet held on 21st November 2018, approval was given to consult on the future service delivery model for the Council's Residential Care Homes and Day Care Services within Rhondda Cynon Taf and, in particular, the following preferred options:
- 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; and

- that the Council undertakes a phased decommissioning of day services as part of a planned programme of transformation in line with a proposed new service model.

4.13 The recently received Care Inspectorate Wales summary of Rhondda Cynon Taf County Borough Council's performance in carrying out its statutory social services functions confirms that:

“there is a recognition of the need to update the local authority’s own in-house adult accommodation provision, in line with people’s changing needs and expectations. The pace of this change needs to be maintained and accelerated, in order to ensure that the services provided are in line with both presenting and anticipated needs. The planned further expansion of Extra Care facilities, based on a successful new build in Talbot Green and the new build on the site of a previous residential care facility, is an illustration of the local authority’s practical response to this identified need”.

4.14 The rationale for the preferred options for the future service delivery model for the Council's residential care homes and day care services as consulted upon were referenced in the report to Cabinet on 21st November 2018 and circulated as part of the consultation documentation.

Residential Care

4.15 Over recent years the balance of care has shifted from 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.

4.16 Longer term trends show a decline in the total number of placements in care homes, with a drop in local use since 2010/11, in Rhondda Cynon Taf, reflecting people's choice to remain independent and living at home for as long as possible. This is consistent with the Council's aim of providing care and support to people in their own homes wherever possible, for example by developing and making greater use of telecare, and extra care housing. Giving people more choice and control drives a need to change service provision to better suit individual needs and evidence shows that this promotes independence and enhances quality of life, which leads to better outcomes.

4.17 However, 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.

4.18 There are 36 care homes operating in Rhondda Cynon Taf, 11 of which are directly managed by the Council. Across all provision there are 1,429 registered care home beds. The care home market is complex, but essentially consists of four different types of bed or placement; residential beds, residential dementia beds, nursing beds and nursing dementia beds. The breakdown of registered bed types currently in the market is shown below:

| | | | |
|---------------------------|------------|-----------------------|------------|
| Residential beds | 434 | Nursing beds | 516 |
| Residential dementia beds | <u>346</u> | Nursing dementia beds | <u>131</u> |
| | 782 | | 647 |

4.19 The Council has 333 registered beds, which contains short stay beds (including 145 beds for people with dementia).

4.20 In the report to Cabinet on 21st November 2018, the average occupancy of the Council residential care homes was reported at 88% (October 2018) and the average levels of occupancy in Rhondda Cynon Taf has reduced over a period of time. The average occupancy of the Council residential care home for August 2019 was 77%. A breakdown, as at August 2019, of the vacancies across the Council's in-house residential care homes is shown in the table below:

| | Vacant Beds (Aug 2019) | % Occupied (Aug 2019) | Vacant Beds (Oct 2018) | % Occupied (Oct 2018) |
|----------------|-----------------------------------|----------------------------------|-----------------------------------|----------------------------------|
| Bronllwyn | 1 | 92% | - | 100% |
| Pentre House | 7 | 76% | 6 | 75% |
| Ystrad Fechan | 2 | 92% | 2 | 92% |
| Ferndale House | 7 | 73% | 1 | 96% |
| Clydach Court | 9 | 74% | 4 | 89% |
| Dan Y Mynydd | 8 | 73% | 6 | 80% |
| Tegfan | 5 | 89% | 2 | 96% |
| Troed Y Rhiw | 5 | 81% | 1 | 96% |
| Cae Glas | 13 | 67% | 11 | 72% |
| Garth Olwg | 6 | 80% | 2 | 93% |
| Parc Newydd | 13 | 64% | 2 | 94% |
| Total | 76 | 77% | 37 | 88% |

4.21 The external market provides 449 residential beds (including approximately 203 dementia beds) and 647 nursing beds (including approximately 131 dementia beds) in 25 residential and nursing care homes.

4.22 The external market (October 2018) showed average residential care bed occupancy of 94% and nursing beds occupancy of 92% – occupancy of 93% across the external residential and nursing care market. The average occupancy (August 2019) of external residential care beds is 96% and for nursing beds is 96% – an overall occupancy of 96% across the external residential and nursing care market.

4.23 Analysis of the external marketplace shows that there were (August 2019) 17 vacancies within residential care and 29 within the nursing care sector, compared with 28 vacancies within residential care and 51 within the nursing care sector (October 2018).

4.24 The table below provides further analysis of care home beds percentage occupancy and levels of vacancies across the residential and nursing care home market.

| | Council Beds | | External Beds | |
|--------------------|---------------------|------------------|----------------------|------------------|
| | % Occupied | Vacancies | % Occupied | Vacancies |
| August 2019 | 77% | 76 | 96% | 46 |
| March 2019 | 79% | 71 | 93% | 81 |
| March 2018 | 83% | 57 | 88% | 135 |
| March 2017 | 89% | 27 | 88% | 67 |
| March 2016 | 98% | 8 | 92% | 75 |

4.25 The above analysis show that there is currently an over-provision of care home beds and it is unlikely that the overall demand for care homes beds will increase substantially in the near future. It should also be noted that 22 permanent placements to Council run homes have been agreed since the start of the consultation to date and approximately 45 individuals via respite (as at August 2019). This figure would include planned and emergency respite requests.

Day Care Services

4.26 Current day service provision for older people in Rhondda Cynon Taf operates from traditional building based day centre settings. Adult social care day services for older people with an assessed care need is currently provided through 5 day centres:

- Bronllwyn (Gelli)
- Ferndale House
- Trecynon
- Tonyrefail
- Riverside (Pontypridd)

4.27 These day centres were predominantly built in the 1980'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 Trecynon from a dedicated centre within Council office accommodation. Tonyrefail and Riverside are stand-alone day centres.

4.28 The 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. All day centres are open 5 days per week between 9.00am and 4.00pm, although the majority of people access the service between 10.30 am to 3.30 pm.

4.29 While they remain popular among the people that use them and provide essential respite for carers, attendance at older people's day centres has shown a decline over recent years and it is felt that they no longer represent the most effective response to meeting people's needs.

4.30 Longer term trends show a decline in the total number of people accessing older people day services, with a large drop in local use since 2010/11, in Rhondda Cynon Taf, reflecting people's choice to have their wellbeing and care needs met by alternative means available within their own communities. Around 180 people are now registered to attend older people day services and current attendance rates average as follows across the 5 day centres:

| | Average attendance rate |
|--------------------------|-------------------------|
| Bronllwyn, Gelli | 81% |
| Ferndale House, Ferndale | 46% |
| Riverside, Pontypridd | 69% |
| Trecynon, Aberdare | 78% |
| Tonyrefail | 81% |

4.31 The average attendance level for older people day centres is around 75%, which equates to a large unused capacity across the Service.

4.32 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 and therefore there is a need for change to the existing provision which is required to meet current and future need. 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 Council's Adult Social Care services.

5. **CONSULTATION FEEDBACK**

5.1 At its meeting on 21st November 2018, Cabinet gave approval for a period of public consultation on the future service delivery model for the Council's residential care homes and day care services within Rhondda Cynon Taf. This was scrutinised by Overview and Scrutiny Committee at its meeting of 22nd July 2019. Overview & Scrutiny Committee members recognised the need for modernisation to respond to future challenges and the need to meet changing expectations of future older generations. The minutes of this meeting are attached as Appendix 6 to this report and the key issues discussed included:

- Recognising the changing needs of the community, the importance of choice and the promotion of independent living;
- Seeking reassurance that meeting the changing needs of our residents cannot be achieved by retaining our existing residential homes;
- The value of the local authority delivery of Residential Care;
- Concerns in respect of the potential for multiple assessments to access residential care;
- Local provision and choice - the importance of residents accessing care locally was referenced, with members acknowledging the analysis of local availability and geographical requirements i.e. 5 mile radius
- The potential impact (be it positive or negative) on delayed transfers of care following the implementation of the proposals;

- Queried accuracy of concerns being expressed relating to potential cost implications to the residents of RCT; and
- Recognised the positive engagement undertaken via the consultation and the opportunities provided for scrutiny involvement.

Outcomes of the consultation events

- 5.2 Practice Solutions Ltd, Abercynon, were commissioned to undertake an independent consultation with residential and day service staff, care home residents and their families and day centre users on the future service delivery model for the Council's residential care homes and day care services.
- 5.3 The consultation took place over the period from 14th January 2019 to 8th April 2019. The aim of the consultation was to gather as many views as possible from interested stakeholders to inform the Council in its decision making as to the future structure of residential and day services for older people in Rhondda Cynon Taf.
- 5.4 Consultation events were designed to provide more information about the proposals for change and give an opportunity for discussion and debate in group sessions. Members of the Council's Senior Adult Social Services Management Team attended the events to ensure the details of the proposed changes were reflected and queries answered directly.
- 5.5 In addition to the consultation events, questionnaires were used to obtain people's views regarding the proposals for the future of residential and day service provision in Rhondda Cynon Taf. In total 372 responses were received in relation to the review of residential services and 125 regarding changes to day service opportunities.
- 5.6 With regards to the residential proposals: 47.3% of respondents agreed with the Council's preferred option to retain a level of provision of residential care homes which are focused on providing complex care and respite. 34.9% disagreed with the Council's preferred option and the remainder responded as being unsure.
- 5.7 In terms of the preferred option to phase the decommissioning of the Council's day services as part of a planned programme of transformation in line with the proposed new service model, 53% of respondents disagreed with the preferred option. 48.3% of people who responded agreed with the option to do nothing.

5.8 Detailed consultation reports were compiled, and these are available at Appendix 1 for Member's consideration. A summary of the main themes that emerged from the consultation, including officer responses, is provided below:

- **A common theme across all the consultation events was that the quality of care and support provided, and the contribution and commitment of staff was regarded very highly.**

Rhondda Cynon Taf residential care homes and day centres have served their communities well over the years and are popular services with good standards of care, provided by committed staff. The Council is proud of its staff and their commitment to providing high quality care. Hence, the decision of the Cabinet on 21st November 2018, subject to consultation, for the Council to consider retaining its role to maintain a strategic market share in each of the geographical areas that supports the highest possible quality of life for people needing care.

- **There were concerns about care being transferred to the private market as a result of the plans being consulted upon. The view expressed by some attendees was that Council run care homes were much better than private care homes. The financial implications for individuals moving into a private care home were a worry for some i.e. more expensive potentially and uncertainty about fee levels.**

The Independent Sector offers quality care. All residential and nursing care provision, regardless of who provides it, is subject to the same Care Inspectorate Wales (CIW) standards and inspection. The Council is committed to quality services which deliver dignified care across all sectors. Care and support plan reviews and any safeguarding activity also provide an oversight as to the quality of care provided. Learning from safeguarding is disseminated with providers through forums and the Cwm Taf Morgannwg Safeguarding Board.

The Cwm Taf Social Care Workforce Development Service invests in training for the local care home market. This includes specialist training such as dementia care and safeguarding as well as managerial skills. Regular care home fora are held for best practice sharing and information provision, and to ensure that training offers are focussed on what the market needs. There is a good take up of this training across the market within Rhondda Cynon Taf.

Rhondda Cynon Taf Council works to assist any provider that may be experiencing difficulty in achieving and maintaining expected standards of care, and to ensure that residents are safe and treated with dignity by providers.

All current residents will have been financially assessed to determine any contribution required. It is not envisaged that there would be any financially adverse impact on affected individuals as a result of any decision(s) made in respect of the proposals.

The Council has ongoing and well established relationships with local independent care home providers and already actively negotiates with them around fee levels, quality etc. The Council is able to purchase at reasonable rates, and this would continue to be the case.

- **Whilst there was general recognition about the need to improve care facilities for the future, in each case – Care Home or Day Centre – no one wanted theirs to be de-commissioned.**

The Cwm Taf Commissioning Statement for Older People Services (2015-2025) and the supporting Strategy to modernise accommodation options for older people (2016), outlines the Council's vision as to what services it needs to commission to ensure services provided deliver greater levels of choice and independence and meet both current and future needs in appropriate settings including in the community.

In line with the strategic vision, a review of the service delivery model for the Council's Residential Care Homes and Day Care Services was undertaken to consider other models of service delivery and improve the offer available in Rhondda Cynon Taf.

If a decision is made to decommission any of the Council's existing in-house older people care services the transfer of people would be carefully planned and carried out professionally, sensitively and safely. This would be informed by conversations with individuals, their families and others important in their care to establish needs and preferences when considering alternative provision and would be done within a timescale which would minimise the disruption and discomfort for those affected.

- **Reassurance was sought regarding de-commissioning of any homes and more information about the process that would be followed to determine any future decision.**

The welfare of residents would be the primary consideration in the event of any home de-commissioning. It would be approached in a planned and carefully managed way over a period of time, and in line with national best practice guidance. This would include the involvement of residents, families, friends and staff from the closing home.

Each resident and their family would be supported by a Social Care Practitioner who would assess individual needs and discuss

preferences and help to choose an appropriate alternative service. This would take into account specific issues such as long standing friendships. Where appropriate other care professionals including health staff and GPs would be involved, as would staff from the closing home, who as far as possible would support each resident's transition into an alternative service.

The Council has experience of achieving this with previous home de-commissioning. It is acknowledged that there are risks with moving any person, including planned moves. The Council has a lot of experience of moving people out of homes as it is part of core business, for example, as care needs change, if a resident is moved to a home that is more local to family and in an emergency situation.

Where a resident could not make an informed choice or has no family, an independent advocate would be made available with decisions required in selecting and moving to a suitable alternative service.

- **The higher standards of environment and facilities provided by Extra Care were welcomed and advice was given on a range of practical issues about the operation of Extra Care, staffing, care and support provided, the living conditions, care provided and funding, costs etc. The offer of visits to an extra care facility was positively received. The statement that couples could be accommodated together was welcomed.**

In line with the Council's strategic vision, Cabinet in September 2017, committed to a proposed £50m investment in extra care. This will bring the total number of extra care places in Rhondda Cynon Taf up to 300 – by building five new facilities in partnership with Linc Cymru.

Extra care delivers modern purpose accommodation and 24 hour care and support to meet the needs and changing expectations of the growing older population, allowing them to live as independently as possible in their own homes. Extra care can provide an alternative to residential care, nursing care and sheltered housing. It aims to provide 'a home for life' for many people even if their care needs change over time.

- **The determination of the location of care facilities for the future was seen as of critical importance and that residents still had access to a range of facilities in their locality to meet their changing needs so that family and friends could continue to visit or be involved. Residents and centre users wanted to continue to live in their chosen community and to "age in place". Staff equally saw the importance of location in relation to care options, support services, transportation, resident/service**

user wellbeing, travel to work etc. Strong representations were made by residents, families and staff for Rhondda Fach to continue to have a facility in their community. It has to be said that this was true of all the Homes and Centres visited but was particularly emphasised in Rhondda Fach.

The importance of the care homes and day centres to the local community and the range of services they provide is fully acknowledged. This would be considered as part of the review process to determine any future provision and would include understanding what the alternative service choices are available for people within a 5 mile radius of existing services. Any required consideration of alternative placements for individuals would be informed by assessment information and conversations with individuals, their families and others important in their care, to establish their needs and preferences. The needs of the carer would also be assessed and taken into consideration as part of the process.

- **Clarity was sought about what the term “complex care” means in the consultation papers and requests for a more detailed explanation and transparency about how the definition would be used in determining individuals care needs.**

Complex Care is an overarching term that is used to represent a multitude of factors that contribute to an individual’s overall care needs. These include emotional, physiological, social, personal, sensory, communication, environmental and health needs.

Following an assessment process in which consideration of the varying levels of each of the above factors is made - a decision can be made on an individual’s level and category of care. The assessments which take place are undertaken by suitably qualified and skilled care managers, registered home managers and health professionals.

- **Greater clarity was sought about how the Day Centres would focus on complex needs and compliment the role of the new Community Hubs. More information about how any change would be achieved was requested alongside details of the transitional arrangements for any service user/family who may be affected.**

The importance of day care services for the people who use them is recognised. Rhondda Cynon Taf Council fully accepts that it has a duty of care to these people and it would continue to fulfil this duty. This would entail keeping the people who use day care services, their

families and staff fully aware of what is happening and supporting them to consider the options available to them.

Should the proposal to develop and implement a new service model for day care services be agreed by the Cabinet, any potential transfer of people who use current day centres to alternative provision would be carried out in accordance with their needs and they and their families would have a named key worker who would help them throughout the process to ensure that the transfer to an alternative provision is done sensitively and safely.

Commissioning analysis has identified a changing need around day service opportunities and the potential for alternative service options, which would be informed by conversations with people who use services, their families and others important in their care to establish needs and preferences.

Under the proposed revised new service delivery model, Rhondda Cynon Taf Council would need to continue to provide specialist day services in addition to its on-going commitment to support the development of community hubs and neighbourhood networks.

Community hubs and neighbourhood networks are community based and enable older people to live more independently and pro-actively participate in activities within their own communities. They would provide activities and services that reduce social isolation and provide a gateway to advice, information and services for older people and their carers and promote health and wellbeing aimed at improving quality of life. Community hubs and neighbourhood networks work to support the development of preventive services and extend the range of activities provided using, for example, new funding available through direct payments.

Specialist services would in future focus on older people and their carers with high level care needs and for older people with dementia. Targeting services in this way not only makes best use of day care resources but also supports family carers and prevents, for example, premature admissions into hospital and long term care.

The specialist day services are proposed to be building based, but it is intended for these to be developed as hubs themselves whereby services extend into the wider community in which they are located. This model of community based day support offers the route to ensuring a flexible response to meeting individual need.

- **It was recognised that more people with dementia would in the future need care and support both in the community and in residential care and that it was important to provide them with appropriate responses. A common theme both in care home and**

day centre consultations was the need to achieve a workable mix and arrangements with people who did and did not lack capacity and a community ethos developed in all locations.

Dementia affects every individual differently and uniquely and Rhondda Cynon Taf Council would continue to support people using best practice guidance appropriately, e.g. Dementia Care Matters “Butterfly Project”.

The Council is clear that for people with complex needs such as dementia, there would be need for more dedicated community based day services and care home places to cater for the increase numbers of people needing care and support. The Council would continue to work with Care Providers to ensure any emerging dementia needs are met in Rhondda Cynon Taf.

Officers consider the proposed new service delivery models for residential and day services care would result in improved individualised services for people with dementia and their carers with improved outcomes.

The commissioning of services would be informed by assessment of individuals, including their families and others important in their care to establish needs and preferences. The needs of the carer would also be assessed and taken into consideration as part of the process.

- **A range of Human Resources issues were raised by staff on the implications of the proposed changes and there was a call for honesty and openness and more information from the Council regarding their jobs and conditions of service.**

Rhondda Cynon Taf Council is proud of the level of care its staff provides. There has been investment in the workforce and their skills and capabilities are valued.

As is clear in the consultation material, Rhondda Cynon Taf Council has presented preferred options for the future service delivery model for its Residential Care Homes and Day Care Services. However, it must be stressed that no decision has been made. The views expressed by those who have responded during the consultation exercise will be made known to the Cabinet for consideration prior to a decision on the future service delivery model.

Any workforce implications arising from the feedback of the public consultation, and any subsequent decision(s) taken by Cabinet, would be subject to further consultation with staff and trade unions in accordance with the Councils statutory obligations and Managing Change policy.

- 5.9 Officers have addressed above each of the key themes collated from the consultation feedback and provided mitigation where possible. The Equality Impact Assessment, appended at Appendix 2 to the report, should also be taken into consideration by Members when considering the above themes arising from the consultation exercise.

Overview and Scrutiny Committee

- 5.10 The Overview and Scrutiny Committee has played an active role in the consultation process for the future service delivery model for the Council's residential care homes and day care services.
- 5.11 Prior to the start of the public consultation, Overview and Scrutiny Committee, on [13th December 2018](#), reviewed the recommendations in relation to the future service delivery model for the Council's residential care homes and day care services. The Committee requested that they be given the opportunity to pre-scrutinise the results of the consultation and make any recommendations ahead of a final decision being taken by Cabinet.

6. ADDITIONAL INFORMATION

Demand and Supply

- 6.1 Work has been undertaken to gain a better understanding of the forecast demand for extra care housing and care home provision in Rhondda Cynon Taf and compare this to the existing provision. To do this, the "More Choice, Greater Voice" forecast model has been used as the baseline model for predicting demand.

Extra Care

- 6.2 There is currently one extra care housing scheme (40 apartments) available in Rhondda Cynon Taf (Ty Heulog, Talbot Green). A second scheme (again with 40 apartments) is due to open in November 2019 in Aberaman.
- 6.3 The "More Choice, Greater Voice" model suggests an area should provide 25 extra care places for every 1000 people over 75 years. The current supply of extra care in Rhondda Cynon Taf provides for only 2.04 places per 1000; increasing to 4.1 places per 1000 when the new Aberaman extra care housing scheme opens later in 2019. To meet the volume suggested by the model an additional 419 places would be required in Rhondda Cynon Taf. The forecast demand for extra care places is shown in the table below:

| | Current | | 2025 | 2030 |
|--------------|-----------|------------|------------|------------|
| | Actual | Suggested | Forecasted | Forecasted |
| Rhondda | 0 | 153 | 199 | 216 |
| Cynon | 40* | 179 | 168 | 182 |
| Taf | 40 | 217 | 283 | 307 |
| Total | 80 | 499 | 650 | 705 |

*Includes Aberaman Extra Care due to open in 2019

- 6.4 There are a number of extra care developments planned that will increase the supply over the coming years in Rhondda Cynon Taf. During 2021, a further 60 apartments are expected with the opening of the new extra care housing scheme in Pontypridd. During 2022, it is expected that there will be a further development in Porth providing 60 apartments followed by another development in Treorchy providing 60 apartments in 2023 and a further development in Mountain Ash providing 40 apartments by 2025.
- 6.5 By 2025, based on current development plans, Rhondda Cynon Taf will be providing 300 extra care beds (11.5 places per 1000), which will be 350 places below the recommended number forecasted by “More Choice, Greater Voice”.
- 6.6 It will be important to continue to stimulate growth if the supply is to keep pace with the demand from an increasing older population. The demand for extra care can be expected to continue to rise and it will be important to maintain the momentum of market development.

Care Homes

- 6.7 There are currently 1429 care home places available in Rhondda Cynon Taf of which approximately 782 are residential homes and approximately 647 are nursing homes. However, these are not spread equitably as illustrated in the table below:

| | Rhondda | Cynon | Taf | Total |
|---|-------------|-------------|-------------|-------------|
| Population Over 75 (2017) | 6112 | 5161 | 8677 | 19950 |
| Number of Residential Care Home places | 282 | 202 | 298 | 782 |
| Places per 1000 people over 75 | 46.1 | 39.1 | 34.3 | 39.2 |
| Number of Nursing Care Home places | 165 | 257 | 225 | 647 |
| Places per 1000 people over 75 | 27.0 | 49.8 | 25.9 | 32.4 |
| Total number of Residential and Nursing Care Home places | 447 | 459 | 523 | 1429 |
| Places per 1000 people over 75 | 73.1 | 88.9 | 60.3 | 71.6 |

- 6.8 According to the “More Choice, Greater Voice” forecast model an area should provide 65 residential care home places and 45 nursing care home places per 1000 people over 75. However, currently Rhondda Cynon Taf provides for 39 residential care home places per 1000 and 32 nursing care home places per 1000. This represents a shortfall, according to the model, of 515 residential care home places and 251 nursing care home places.
- 6.9 However, whilst there are occasional difficulties finding places for people in local care homes, there are no significant shortfalls in provision overall. Bed occupancy currently across residential care beds is 86% and 94% across nursing. This suggests there is an excess in the current level of provision for residential beds; whilst nursing bed levels are more widely occupied.
- 6.10 There is also a clear strategic intention to move away from institutional care and for care home services to focus on supporting people with more complex needs and severe levels of dementia. The “More Choice, Greater Voice” forecast assumptions of 65 places per 1000 for residential care and 45 places per 1000 for nursing care could therefore be seen as excessive, given the current balance of demand and supply in Rhondda Cynon Taf. Therefore, for the purposes of this analysis the current level of provision per 1000 people over 75 has been used as a starting point for estimating future demand across Rhondda Cynon Taf (39 residential care home places per 1000 and 32 nursing care home places per 1000).
- 6.11 The planned development of extra care homes will provide more choice to people that require increasing levels of personal care. Such choice will be expected to reduce the demand for residential care. It is not, however, expected to have such an impact on the demand for nursing care provision. Given the lack of extra care homes in Rhondda Cynon Taf, it has been assumed that 35% of people placed into a residential care home might have been suitable for extra care. The availability of extra care may also prompt people to choose this type of accommodation before a crisis situation stimulates a need for a care home placement. This effect would suggest the demand for residential care will fall as the availability of extra care increases.
- 6.12 If it is assumed that 35% of people currently taking a place in a residential care home were instead to take up extra care then this would reduce the number of places per 1000 people over 75 from the current 39 to 26. Since the availability of extra care is not expected to approach the planned 300 places until 2025 the reduction in residential demand would not be achieved until this time. To reflect this reduction the demand model has estimated a residential care home need for 26 places per 1000 for 2025 and beyond. Nursing care need is estimated to remain at the current 32 places per 1000 for 2025 and beyond. For

the purposes of this analysis the current supply of residential and nursing care is estimated to be the same as current:

| | Current | 2025 | 2030 |
|-------------------------------|----------------|-------------|-------------|
| Population over 75 | 19950 | 25990 | 28190 |
| Residential demand | 598 | 676 | 705 |
| Nursing demand | 668 | 858 | 930 |
| Total Care Home demand | 1266 | 1534 | 1635 |
| Residential supply | 782 | 782 | 782 |
| Nursing supply | 647 | 647 | 647 |
| Total Care Home supply | 1429 | 1429 | 1429 |

- 6.13 If these planning assumptions are used in the model the demand for residential care home places across Rhondda Cynon Taf could be expected to fall to 676 by 2025 – creating a surplus of 106 residential care places. Whilst the demand for nursing home places would rise to 858 by 2025 – creating a deficit of 211 nursing places.
- 6.14 The Council's drive to increase the provision of extra care will be key to shifting the balance away from institutional residential care and allow some of the existing Council-owned care homes to be replaced due to projected residential care home surplus capacity by 2025. However, the above analysis also highlights the need to continue to stimulate the market to provide additional extra care and nursing care home services if overall projected shortfalls in provision are to be avoided into the future to meet the needs of the rising older population.

Physical Care Home Environment

- 6.15 The Council's in-house care homes are dated buildings, and whilst the quality of the care by staff is good, the facilities no longer meet modern standards. The homes were built over 30 years ago and were not designed to meet the current expectations of accommodation and were built for a different generation of older people than is now the case. Modern purpose-built care homes are designed to be dementia-friendly and have a bigger space standard to support mobility / hoisting needs. They also have ensuite facilities, so people are more able to toilet themselves. This is clearly a very important part of maintaining someone's sense of dignity and independence.
- 6.16 However, the Council continues to maintain each home in accordance with normal industry practice and requirements and each home is routinely inspected by Care Inspectorate Wales who independently validate ongoing compliance with requirements.

- 6.17 Work has recently been undertaken, by Bruton Knowles, who are independent property consultants, to consider opportunities to remodel each existing home to meet current new home standards set by Care Inspectorate Wales. This desktop analysis has identified that any significant redevelopment of the existing buildings would require significant investment. It would mean fewer people could be supported in the Council in-house homes and some people currently living there would have to move into alternative accommodation, whilst others would experience disruption whilst the works were being completed requiring the temporary relocating of residents as the nature and extent of the remodelling work may require temporary closure.
- 6.18 A summary of this analysis is provided in Appendix 3 to this report.

Local Provision and Choice

- 6.19 It is important that there is choice locally for those who want to stay in the area and therefore an assessment of the market has been carried out, based on the availability of care home provision within 5 miles of each of the Council in-house homes. The 5 mile radius has been used as the Council is aware that while services do provide for local people, residents have come from further afield than the immediate area in which the home is based and crucially their relatives also travel from outside this local area to visit them.
- 6.20 The analysis indicates that overall there are other care home providers locally within a 5 mile radius of the Council in-house residential care homes who are able to support people who need good quality residential care. The analysis is summarised below with more detail provided in Appendix 4.
- 6.21 It is also worth noting that with the exception of Ferndale House (5.2 miles) all other Council in-house residential care homes are within a 5 mile radius of an existing or proposed future extra care home.

Rhondda

Within 5 miles of **Bronllwyn**: there are 3 Council residential care homes providing 88 care beds (including 43 dementia beds) and 8 Independent Care Homes providing 291 beds (including 66 residential and 65 dementia residential beds).

Within 5 miles of **Pentre House**: there are 3 Council residential care homes providing 71 care beds (including 43 dementia beds) and 7 Independent Care Homes providing 210 beds (including 50 residential and 44 dementia residential beds).

Within 5 miles of **Ystrad Fechan**: there are 3 Council residential care homes providing 76 care beds (including 35 dementia beds) and 5 Independent Care Homes providing 147 beds (including 34 residential and 9 dementia residential beds).

Within 5 miles of **Ferndale House**: there are no Council residential care homes and 3 Independent Care Homes providing 135 beds (including 20 residential and 26 dementia residential beds).

Within 5 miles of **Clydach Court**: there are 4 Council residential care homes providing 95 care beds (including 38 dementia beds) and 7 Independent Care Homes providing 251 beds (including 56 residential and 55 dementia residential beds).

Within 5 miles of **Dan Y Mynydd**: there is 1 Council residential care home providing 35 residential dementia care beds and 6 Independent Care Homes providing 216 beds (including 48 residential and 55 dementia residential beds).

Cynon

Within 5 miles of **Tegfan**: there are no Council residential care homes and 6 Independent Care Homes providing 281 beds (including 47 residential and 55 dementia residential beds).

Within 5 miles of **Troed Y Rhiw**: there are no Council residential care homes and 7 Independent Care Homes providing 266 beds (including 59 residential and 38 dementia residential beds).

Taf

Within 5 miles of **Caeglas**: there is 1 Council residential care home providing 30 standard residential care beds only and 6 Independent Care Homes providing 294 beds (including 98 residential and 49 dementia residential beds).

Within 5 miles of **Garth Olwg**: there are 2 Council residential care homes providing 75 care beds (including 39 dementia) and 6 Independent Care Homes providing 294 beds (including 98 residential and 49 dementia residential beds).

Within 5 miles of **Parc Newydd**: there is 1 Council residential care home providing 30 standard residential care beds only and 2 Independent Care Homes providing 56 beds (including 15 residential and 9 dementia residential beds).

7. PREFERRED OPTION FOR FUTURE SERVICE DELIVERY MODEL FOR THE COUNCIL'S RESIDENTIAL CARE HOMES

7.1 At its meeting on 21st November 2018, Cabinet agreed to consult on the following preferred option for residential care:

The Council retains a level of provision of residential care homes which are focussed on providing complex care, short term residential reablement and respite and commission standard residential care and nursing care from the external market. 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

7.2 By retaining its provider role, the Council maintains a strategic market share in each of the Rhondda, Cynon and Taf geographical areas and would:

- **provide choice:** The Council wish to ensure that people, wherever possible, should be offered the opportunity to live in a local authority residential care home;
- **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;
- **maintain quality of care:** Whilst the independent sector offers quality care, Rhondda Cynon Taf's in-house residential care homes have 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; and
- **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.

7.3 In line with the key principle of better prevention, the Council would be able to designate the Council's residential care home 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.

- 7.4 Refocusing the Council's residential care homes so that they focus more on complex care would allow the Council to provide better care and support for people with complex needs such as dementia and have the right skills and knowledge to provide this type of care, with buildings set up in such a way to support more complex needs. 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.
- 7.5 By adopting the preferred options for the Council's residential care homes in this way it would allow the Council to strive to provide better services and care for its residents. It would also provide market certainty for the independent sector surrounding the commissioning of standard residential care. The independent sector already provides high levels of standard residential care placements in Rhondda Cynon Taf and to an equivalent standard to that provided by the Council.
- 7.6 Officers consider that by concentrating Council resources on fewer discreet specialisms, improvements would be made to the service for residents in Rhondda Cynon Taf with complex needs because it would be in a position to upskill staff to better meet the required needs and consequently provide a higher quality service. If the Council no longer focuses on the delivery of standard residential care the current level of internal beds would exceed those required to deliver a service based on current demand and projected future demand over the medium term; taking into account the Council's commitment to develop extra housing and support more people to live in their homes for longer.
- 7.7 The preferred option as consulted upon, provides a solution which would allow the Council to deliver a model that enables people to maximise their independence, remain in their own home for longer and meet the needs of vulnerable adults in line with the principles of the Social Services and Wellbeing (Wales) Act 2014 whilst at the same time achieving necessary improvements in service efficiency and effectiveness.
- 7.8 Officers have addressed each of the key themes collated from the consultation feedback and outlined possible mitigation, where required, as detailed in Section 5 above.
- 7.9 There is a level of risk in delivering the proposed model and there could be a negative impact on some residents because of the potential need to move from their current Council residential care homes. However, this risk could be mitigated as much as possible, for example, by ensuring:
- the overarching model for residential care is phased over a period of years and any de-commissioning of a Council residential care home, following consultation and agreement by Cabinet, be predicated upon:

- finding alternative residential care home or extra care housing placement for permanent residents; and
 - local extra care scheme developments opening in Aberaman, Pontypridd, Porth, Treorchy and Mountain Ash
- robust assessment processes implemented which would ensure all those affected are supported, before and after any move. Officers are confident alternative care home provision, extra care housing or other community based provision is available that meets the assessed needs of the person and can be secured in Rhondda Cynon Taf;
 - that Council residential care home residents would not be at a financial disadvantage through the implementation of any proposal; and
 - there would be no requirement for residents to move immediately from Council residential care homes. Residents would be able to remain in their current homes, until such a time as a suitable alternative placement became available.

Council residential care home – Proposed level of provision to be retained

- 7.10 As referenced above, detailed modelling has been undertaken using the “More Choice, Greater Voice” forecast model, which is used to forecast demand for care home beds (and extra care housing beds) in Rhondda Cynon Taf and compare this to the existing provision.
- 7.11 This modelling exercise indicated that the demand for residential care home beds across Rhondda Cynon Taf, could be expected to fall to 676 by 2025, and the Council’s commitment to increase the provision of extra care will be key to shifting the balance away from institutional residential care. This could create a surplus of 106 residential care places and therefore allow some of the existing Council-owned care homes to be replaced due to projected residential care home surplus capacity by 2025.
- 7.12 An evaluation has been undertaken to determine the Council residential care homes that may no longer be required.
- 7.13 An evaluation matrix (attached at Appendix 5) was used which assessed each Council residential care home against the following criteria as follows:

Building suitability

- Current building compliance assessment

- Redevelopment potential of existing home to meet Care Inspectorate Wales new build standards

Geographical areas

- Location
- Availability of internal residential provision in area
- Availability of alternative residential provision in area
- Availability of extra care housing provision in area

Current level of use

- Current occupancy levels
- Current level of alignment with proposed future service

Current cost of placement

- Actual Council cost per occupied bed per week

Each criteria attracted a score of up to 5 with a weighted average maximum score of 190, with the higher the score indicating that the residential care home was most fit for purpose to deliver the preferred future service model. The criteria are driven by location and the availability of accommodation with care provision in the geographical areas of Rhondda, Cynon and Taf. The outcome of the evaluation is summarised in the table below:

Summary of Council residential care home evaluation analysis

| Care Home | Evaluation Summary Comments | Evaluation Score | Proposed Recommended Option |
|------------------|---|-------------------------|--|
| Ystrad Fechan | <p>Home located towards top of Rhondda Fawr geographical area. Within 5 miles, there are 3 Council residential care homes providing 76 care beds and 5 Independent Care Homes providing 147 beds (including 43 residential beds). Planned new 60 bed extra care scheme to open on adjacent former Ysbyty George Thomas.</p> <p>Medium occupancy with some dedicated dementia capacity.</p> <p>Generally, the premises provides adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 45% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 110.00 | Decommission when Treorchy extra care scheme is opened - estimated early 2023. |

| Care Home | Evaluation Summary Comments | Evaluation Score | Proposed Recommended Option |
|----------------|---|------------------|---|
| Pentre House | <p>Home located centrally in Rhondda Fawr geographical area. Within 5 miles, there are 3 Council residential care homes providing 71 care beds and 7 Independent Care Homes providing 210 beds (including 94 residential beds). Planned new extra care scheme to open within vicinity.</p> <p>Medium occupancy with all standard registered beds – largest Council home in Rhondda Fawr.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 45% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 117.00 | Retain |
| Bronllwyn | <p>Home located centrally in Rhondda Fawr geographical area. Within 5 miles, there are 3 Council residential care homes providing 88 care beds and 8 Independent Care Homes providing 291 beds (including 131 residential beds). Planned new extra care scheme to open within vicinity.</p> <p>Lowest occupancy – just 12 standard registered beds. High actual costs of providing care (over £1300 per occupied bed). Considered an unviable and unsustainable option.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 41% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 86.00 | Decommission home when suitable alternative placements are available in area – estimated Summer 2020. |
| Ferndale House | <p>Only care home (Council and independent sector) within Rhondda Fach. No Council care home within 5 miles – just 3 Independent care homes providing 135 beds (including 46 residential beds). No planned new extra care scheme to open within vicinity.</p> <p>Medium occupancy with some dedicated dementia capacity.</p> <p>The premises has been constructed in a tall and narrow configuration and provides very limited accommodation options, although generally is compliant with the relevant guidance at the time of first registration. Around 23% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 148.50 | Retain |

| Care Home | Evaluation Summary Comments | Evaluation Score | Proposed Recommended Option |
|---------------|---|------------------|---|
| Dan-Y-Mynydd | <p>One of two Council care homes located within Porth area. Within 5 miles, there is 1 Council residential care homes providing 35 care beds and 6 Independent Care Homes providing 216 beds (including 103 residential beds). Planned new 60 bed extra care scheme to open on adjacent Bronwydd Office site.</p> <p>Medium/high occupancy and all dedicated dementia capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 30% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 110.5 | Decommission home when Porth extra care scheme is opened - estimated late 2022. |
| Clydach Court | <p>One of two Council care homes located within Porth area. Within 5 miles, there are 4 Council residential care homes providing 95 care beds and 7 Independent Care Homes providing 251 beds (including 111 residential beds). Planned new 60 bed extra care scheme to open within Porth vicinity.</p> <p>Medium/high occupancy and all dedicated dementia capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 37% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 112.00 | Retain |
| Tegfan | <p>One of two Council care homes located within North of Cynon Valley. Within 5 miles, there are no Council residential care homes and 6 Independent Care Homes providing 281 beds (including 102 residential beds). Planned new 40 bed extra care scheme to open in Aberaman.</p> <p>High occupancy with some dedicated dementia capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 37% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 139.00 | Retain |

| Care Home | Evaluation Summary Comments | Evaluation Score | Proposed Recommended Option |
|--------------|--|------------------|--|
| Troed-Y-Rhiw | <p>One of two Council care homes located within South of Cynon Valley. Within 5 miles, there are no Council residential care homes and 7 Independent Care Homes providing 266 beds (including 97 residential beds). Planned new 40 bed extra care scheme to open in Mountain Ash in future.</p> <p>Medium occupancy with some dedicated dementia capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 43% reduction in bed capacity if developed to new build standards on the current footprint. .</p> | 115.00 | Retain |
| Cae Glas | <p>One of three Council care homes located in the East of Taf Ely area. Within 5 miles, there is one Council residential care homes providing 30 care beds and 6 Independent Care Homes providing 294 beds (including 147 residential beds). Planned new extra care scheme to open within Pontypridd area.</p> <p>Medium/high occupancy and all dedicated dementia capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 43% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 125.00 | Retain |
| Garth Olwg | <p>One of three Council care homes located in central Taf Ely. Within 5 miles, there are two Council residential care homes providing 75 care beds and 6 Independent Care Homes providing 294 beds (including 147 residential beds). Planned new extra care scheme to open within Pontypridd area.</p> <p>Medium occupancy and all standard capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 30% reduction in bed capacity if developed to new build standards on the current footprint.</p> | 106.00 | Decommission home when Pontypridd extra care scheme is opened - estimated Summer 2021. |

| Care Home | Evaluation Summary Comments | Evaluation Score | Proposed Recommended Option |
|-------------|--|------------------|-----------------------------|
| Parc Newydd | <p>One of three Council care homes located in the West of Taf Ely area. Within 5 miles, there is one Council residential care homes providing 30 care beds and 2 Independent Care Homes providing 56 beds (including 24 residential beds). Extra care scheme open in Talbot Green.</p> <p>Medium/high occupancy and all standard capacity.</p> <p>Generally, the premises provide adequate accommodation and is compliant with the relevant guidance at the time of first registration. Around 41% reduction in bed capacity if developed to CIW new build standards on the current footprint.</p> | 125.00 | Retain |

7.14 Based on the outcome of the evaluation and results of the first consultation exercise, the following is therefore proposed:

CARE HOMES PROPOSED TO BE RETAINED

- Clydach Court Residential Care Home, Trealaw
- Ferndale House Residential Care Home, Ferndale
- Pentre House Residential Care Home, Pentre
- Tegfan Residential Care Home, Trecynon
- Troed Y Rhiw Residential Care Home, Mountain Ash
- Cae Glas Residential Care Home, Hawthorn
- Parc Newydd Residential Care Home, Talbot Green

CARE HOMES PROPOSED TO BE DECOMMISSIONED

- Bronllwyn Residential Care Home, Gelli
- Ystrad Fechan Residential Care Home, Treorchy
- Dan y Mynydd Residential Care Home, Porth
- Garth Olwg Residential Care Home, Church Village

It is also proposed that if any home(s) were decommissioned this would be done on a phased basis dependent on the prevalent circumstances at the time in relation to each home e.g. when alternative care placements become available or extra-care developments open. It is important to note that some residents may wish to relocate to another care home as other differing factors determine care home choice.

- 7.15 Should Cabinet determine to initiate a further consultation on a proposal to retain and/or decommission any of the Council's residential care homes it is recommended the Council continues to restrict admissions to all residential care homes, other than in exceptional circumstances where an alternative placement that can meet the assessed need is not available. This is in order to minimise any potential impact on residents until such time as Cabinet considers the results of the proposed consultation exercise and any decision(s) it may take in relation to the proposal.
- 7.16 Having due regard to the consultation, the Equality Impact Assessment and the supporting information included in this report, it is recommended that Cabinet initiate a further consultation on a proposed model of retaining the 7 care homes and decommission 4 care homes, as outlined in paragraph 7.14 above, with those homes proposed to be retained focussed on providing complex care, short term residential respite and respite. Standard residential care and nursing care would be commissioned from the external market.

8. PREFERRED OPTION FOR FUTURE SERVICE DELIVERY MODEL FOR THE COUNCIL'S DAY CARE SERVICES FOR OLDER PEOPLE

- 8.1 At its meeting on 21st November 2018, Cabinet agreed to consult on the following preferred option for day care services:

The Council undertakes a phased decommissioning of the Council's day services as part of a planned programme of transformation in line with the proposed new service model

- 8.2 The new service model would enable the transformation of the service to provide enhanced day service 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.
- 8.3 The proposed new service would allow the Council to provide specialist day centre provision for those with more complex care and support 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.

8.4 It is proposed the new model of service should have the following key elements:



8.5 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 proposed 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.

8.6 The proposed 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.

8.7 Officers have addressed each of the key themes collated from the consultation feedback and outlined possible mitigation, where required, as detailed in Section 5 above.

8.8 The development of the proposed new service model for older people day services represents a change in emphasis away from building based services, where the person is required to fit in with the services, towards a more personalised service that better responds to individual needs and outcomes.

8.9 For people who currently use the older people's day centres, there is a commitment that each person, with an assessed need, would continue to have the same level of service as they currently receive under the proposed new service model. This is important to stress as some people have interpreted the proposal around decommissioning as a service loss rather than a service change.

- 8.10 People with high level needs would, as now, be able to access specialist Council run day services. For other day centre users, Adult Services staff would work with them on an individual basis to identify alternative choices that would make for a stimulating and enjoyable day. Helping older people to remain independent and become involved in social activities in their own communities are key factors in improving a person's well-being and avoiding social isolation. In Rhondda Cynon Taf this has led to the development and investment in Community Hubs and Neighbourhood Networks that would start to provide a more comprehensive range of activities and services for older people across the County Borough.
- 8.11 Having due regard to the consultation, the Equality Impact Assessment and the supporting information included in this report, it is proposed that Cabinet:
- agrees to implement the preferred option for the Council's day services for older people as consulted upon; namely that the Council develops a new day services model and change programme as part of the planned programme of transformation for adult services.
 - agree to the Director of Adult Services establishing an Older People's Day Services Programme Steering Group to oversee the phased implementation of new service model.

9. EQUALITY AND DIVERSITY IMPLICATIONS

- 9.1 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.
- 9.2 In accordance with the Equality Act, the Council (and consequently Cabinet) when exercising its functions has a general duty to have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act;
 - advance equality of opportunity between people who share a protected characteristic and those who do not; and
 - foster good relations between people who share a protected characteristic and those who do not.
- 9.3 The duty covers the following eight protected characteristics: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. Public authorities also need to have due regard to the need to eliminate unlawful discrimination against someone because of their marriage or civil partnership status.

9.4 The Equality Act outlines that having due regard for advancing equality involves:

- removing or minimising disadvantages suffered by people due to their protected characteristics;
- taking steps to meet the needs of people from protected groups where these are different from the needs of other people; or
- encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

9.5 In addition to the general duty the Council must:

- assess the likely impact of proposed policies and practices on its ability to comply with the general duty;
- assess the impact of any policy which is being reviewed and of any proposed revision;
- publish reports of the assessments where they show a substantial impact (or likely impact) on an authority's ability to meet the general duty; and
- monitor the impact of policies and practices on its ability to meet that duty.

9.6 It was acknowledged previously that proceeding with the preferred options for the overarching future service delivery model for the Council's residential care homes and day care services within Rhondda Cynon Taf, would clearly have an impact on existing and future residential care home residents and day service participants. Due to the nature of the people group, there would be a disproportionate impact on older people and people with a range of disabilities.

9.7 An Equality Impact Assessment (EIA), informed by the consultation feedback, for overarching preferred service model options for the Council's residential care homes and day care services has been completed and has informed the final recommendations set out in this report. A copy of the EIA is included at Appendix 2.

9.8 The key potential adverse impacts of the preferred options for the overarching future service delivery model for the Council's residential care homes and day care services on people with protected characteristics particularly older people and carers are set out in the EIA. Alongside these, possible mitigation has been put forward.

- 9.9 It is also acknowledged that if a further consultation process is initiated in relation to the proposals as recommended in Section 2 of this report, separate EIAs for each of the Council residential care homes evaluating the impact of the recommendations emerging from the consultation would be completed, informed by the consultation feedback, and included in a subsequent report to Cabinet prior to any decision being made on the proposals.

10. CONSULTATION

- 10.1 At its meeting on 21st November 2018, Cabinet gave approval for a period of public consultation on the preferred options for the future service delivery model for the Council's residential care homes and day care services within Rhondda Cynon Taf.
- 10.2 The consultation took place over a period from 14th January 2019 to 8th April 2019. The aim of the consultation was to gather as many views as possible from interested stakeholders to inform the Council in its decision making as to the future model of residential and day services for older people in Rhondda Cynon Taf.
- 10.3 Detailed consultation reports are available at Appendix 1. A summary of the main themes that emerged in the consultation, including Officer responses, is set out in the main body of the report.
- 10.4 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, commencing on 30th September 2019 and ending 5p.m. 20th December 2019.

11. FINANCIAL IMPLICATIONS

- 11.1 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 would be explored post consultation and when Cabinet takes a final decision on a way forward.
- 11.2 Notwithstanding this, there is a growing demand for and pressure on adult social care services and any potential financial contribution these proposals would make to the Council's Medium Term Financial Plan would be used to maintain these essential care and support services.

12. LEGAL IMPLICATIONS AND LEGISLATION CONSIDERED

- 12.1 There is a legal requirement to publicly consult and consult with staff affected by proposals resulting in changes to current and future provision of services.
- 12.2 Where consultation is undertaken it should be done when proposals are at a formative stage; give sufficient reasons for any proposal so that respondents can make an informed response, and allow adequate time for consideration and response. Cabinet would then be required to give consideration to the outcome of the consultation process prior to any decision(s) being made on any proposals.
- 12.3 Any future provision of services would need to be considered in accordance with the Social Services and Wellbeing (Wales) Act 2014. 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 aims to deliver the highest standards of care and support, and is consistent with the above duty.
- 12.4 In addition, the Social Services and Wellbeing (Wales) Act 2014 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. The recommendations put forward in this report will allow the Council to ensure that going forward Rhondda Cynon Taf can meet all eligible needs.
- 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 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; and
 - Living within our means - where services are delivered efficiently to achieve value for money for the taxpayer.

- 13.2 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.
- 13.3 The proposals in this report would allow the Council to effectively meet the requirements of both the Social Services and Wellbeing (Wales) Act 2014 and Wellbeing of Future Generations (Wales) Act by providing a model of care that is sustainable for the future and effectively meets the needs of an ageing population with more complex needs.

14. CONCLUSION

- 14.1 Officers consider that doing nothing in respect of each proposal is not a viable option. Without exploring the potential for re-designing the way that adult care is provided, it will not be possible to meet people's changing expectations and increasing demand within the resources available. It is imperative, within the context of the Social Services and Wellbeing Act (Wales) 2014, that the Council continues to reduce reliance on traditional services such as residential home and day centre care and moves to a model focussing on preventative services, which promote choice, independence and wellbeing.
- 14.2 Officers consider that the recommendations put forward in this report are appropriate when taking into consideration all relevant factors and themes arising from the consultation process and EIA.
- 14.3 For the reasons outlined in this report it is therefore recommended that a further 12 week period of public, staff and resident consultation on the preferred option for the future of the Council's residential care homes be undertaken, namely that the Council retains the level of provision of residential care homes, as detailed below, focussed on complex needs, residential reablement and respite care.

CARE HOMES PROPOSED TO BE RETAINED

- Clydach Court Residential Care Home, Trealaw
- Ferndale House Residential Care Home, Ferndale
- Pentre House Residential Care Home, Pentre
- Tegfan Residential Care Home, Trecynon
- Troed Y Rhiw Residential Care Home, Mountain Ash
- Cae Glas Residential Care Home, Hawthorn
- Parc Newydd Residential Care Home, Talbot Green

CARE HOMES PROPOSED TO BE DECOMMISSIONED

- Bronllwyn Residential Care Home, Gelli
- Ystradfechan Residential Care Home, Treorchy
- Dan Y Mynydd Residential Care Home, Porth
- Garth Olwg Residential Care Home, Church Village

14.4 In terms of Day Services it is recommended that further work is undertaken to co-produce the new day services model and change programme as part of the planned programme of transformation for adult services. To support this the Director of Adult Services should establish an Older People's Day Services Programme Steering Group to develop and oversee the phased develop and implementation of the new service model.

LOCAL GOVERNMENT ACT 1972

AS AMENDED BY

THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

RHONDDA CYNON TAF COUNTY BOROUGH COUNCIL

CABINET

11TH SEPTEMBER 2019

**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**

Background Papers

[Cabinet 18th February 2016](#)

[Cabinet 21st November 2017](#)

[Cabinet 21st November 2018](#)

[Overview and Scrutiny Committee 13th December 2018](#)

[Overview and Scrutiny Committee 22nd July 2019](#)

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