



MERTHYR TYDFIL COUNTY BOROUGH COUNCIL

INTEGRATED ADULT SERVICES DIRECTORATE



HOMES FOR LIFE

Consultation Report

2009

For further information about the Homes for Life Consultation, or;
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BACKGROUND

In 2005, the Older People's Steering Group commissioned the Institute of Public Care (IPC) to carry out research and develop a long-term strategy plan for services to older people. This focussed on community services, people remaining in their own homes for life and their quality of life.

The report considered the specialist services provided by the Local Authority, the health service, registered social landlords, the voluntary sector and independent sector. It explored the range of health, housing and social care provision that helps to maintain people within the community and identifies the current and potential service users/tenants from amongst the wider population of older people both now and in the future.

The Council's "Homes for Life Strategy" was developed from the work undertaken by IPC. The vision for the future is to see more services being provided locally to the people of Merthyr Tydfil, with the continued emphasis on supporting people to remain in their own homes and them being as independent as possible, for as long as possible. This is entirely consistent with national guidance, the authority's vision and the direction of travel, as set out in the Community Plan and Health Social Care and Wellbeing Strategy.

The Homes for Life Strategy tells us about the changing needs of older people and what we need to do to improve and develop services that will increase independence and support people to stay in their own homes for as long as possible.

Since 2005, the Council has concentrated on the first six priorities:

- Specialist home support for people with dementia, sensory impairment, and mental health problems;
- Assistive technology services (e.g. Telecare/Telehealth);
- Specialist Extra Care provision within the County Borough;
- Expansion of the Initial Response service for people in their own home setting;
- An integrated and joint community equipment facility; and review of the local authority residential care provision.

We now need to review the provision of residential services and how this will impact on our four directly managed residential homes for older people.

Our four residential homes are:

- Bargoed House Resource Centre, Treharris.
- Gurnos House Residential Home, Gurnos.
- Sandbrook House Resource Centre, Merthyr Tydfil.
- Victoria House Residential Home, Dowlais.

CURRENT SITUATION

DID YOU KNOW?

As at the 9th February 2009:



9 residents lived in Bargoed House Resource Centre
12 residents lived in Gurnos House Residential Home
10 residents lived in Sandbrook House Resource Centre
23 residents lived in Victoria House Residential Home

Local Authority Residential Homes

The Local Authority owns and maintains four residential homes for older people that were constructed in the 1960's and 1970's. Since then, the Care Standards Act (2000) established a series of National Minimum Standards which the Local Authority has a regulatory duty to meet.

While the Local Authority has met many of these standards, 65% of our existing bedrooms remain below the minimum room size requirement. When our homes were originally built we had a total capacity of 127 bedrooms.

As at the 9th February 2009, 54 residents lived in our residential homes and of this number, 13 people occupied bedrooms which do not meet the national minimum standard for the room size. In order to meet the room size standard, major capital investment is required in all four residential homes.

Only the bedrooms that meet the minimum space requirements can therefore be used, either by existing residents moving from smaller rooms, or by new admissions.

Currently the cost of providing care in our residential homes is 47% higher than in the independent sector (non Local Authority).

DID YOU KNOW?

The cost to the Local Authority of running the four residential homes in Merthyr Tydfil is in excess of £2 million per year.

- At Bargoed House Resource Centre: 4 out of the original 32 bedrooms meet the minimum room size requirement.
- At Gurnos House Residential Home: 10 out of the original 29 bedrooms meet the minimum room size requirement.
- Sandbrook House Resource Centre: 8 out of the original 28 bedrooms meet the minimum room size requirement.
- Victoria House Residential Home: 23 out of the original 38 bedrooms meet the minimum room size requirement.

Independent Sector (Non Local Authority) Residential Homes

The Local Authority currently commissions 179 bed spaces from the Independent Sector. These placements are spread over 8 homes within Merthyr Tydfil and 30 outside the County Borough.

As at January 2009, the maximum capacity of the Independent Sector accommodation was 289 bed spaces with an occupancy level of 210.

DID YOU KNOW?

In Merthyr Tydfil there are 9,100 residents over the age of 65. Out of this total 226 (2.48%) live in some form of registered residential care and a further 86 residents are receiving respite care (2,284 nights during 2007/2008) in a residential setting.

FUTURE DEMAND

The demand for specialist residential accommodation is expected to rise significantly over the next decade, as the population of people aged over 65 in Merthyr Tydfil is projected to increase to 11,702 by 2020. Compared to the current figure (9,100), this is an increase of 29%.

As the need for health and social care services usually increases with age, it is important to note that the greatest increase in need will be in the population who are aged 85+. We forecast the majority of this increased need will be for specialist residential services to support people living with dementia.

Evidence also indicates that the demand for institutional-type services (particularly general, elderly frail residential care) has fallen. This is because more people are now receiving support within their own home to maintain their independence for longer. In the future, there will be an increase in demand for specialist services such as Extra Care Housing and residential accommodation for people with dementia or who are elderly mentally infirm (EMI).

It is clear from the evidence available, that long-term residential care will still be needed in the future. However, this will be specialist residential care that will meet the needs of older people who are elderly and mentally infirm.

DID YOU KNOW?

Merthyr Tydfil County Borough Council provides a range of services to support people to live in their own homes. These include:

Initial Response: This service provides support with personal care for up to 6-weeks. During this time the staff within the service will help customers where possible to find ways that will enable them to be as independent as possible. At the end of 6-weeks they have engaged with the customer and care manager to identify any ongoing support needs and will assist with the move to longer term service where required.

Re-ablement Team: This service assists people when they are discharged from hospital to regain skills they need to become independent.

Home Care: Continuing Social Care Services provide ongoing support with personal care to people in their own home for as long as it is needed.

Meals on Wheels: The objective of this service is to ensure vulnerable people have access to a nutritionally balanced meal. The focus of the team's work will be to organise and deliver a main meal and dessert to meet the individuals assessed needs.

Telecare: Provides telecommunication and technologies in the home. It is becoming an increasingly important element of care packages for people with support needs and employs sensors and automated devices that enable the well-being of an individual to be monitored remotely.

THE WAY FORWARD

Moving Forward

There is a clear need to continue to change and modernise services, maintaining the status quo is not an option. This is because of;

- The need to plan for the future increased demand for EMI Residential (and Nursing) care.
- The current suitability of our residential home buildings to meet existing and future customer need.
- The current high cost of our directly managed residential services (due to our low occupancy numbers), compared with the cost of Independent Sector Provision.

As the Local Authority is required to carry out a further review of the current in-house residential services, a number of options have been considered. These include the following:

- **Option 1** considers investing in all four of our residential homes to meet Care Standards Regulations;
- **Option 2** looks at externalising all in-house provision;
- **Options 3** considers the refurbishment of one home and reviewing the other three homes.
- **Option 4** considers the refurbishment of one home and closing one home immediately. This may be followed by the phased closure of one home and the completion of an impact/needs assessment on the future of the remaining home.
- **Option 5** considers the building of a single new home with 64 beds of modular design.

In considering these options due regard will be given to the following issues:

- quality and customer choice are significant factors;
- best value;

- market management and local provision is a significant factor;
- local EMI residential provision; and the need to further develop local home based and extra care services provision to meet demographic expectations.

What would refurbishment or new build include?

- All bedrooms will be designed for single occupancy, a proportion of which will be designed for wheelchair users;
- All bedrooms will have en-suite facilities consisting of a toilet and wash hand basin. Some of the en-suite rooms will also have a shower facility;
- All bedrooms will have built-in wardrobes;
- Modern assisted bathrooms to enable easy transfer to/from wheelchairs;
- If not new build, the full redecoration and refurbishment of the home, including shared areas such as dining rooms and lounge.

The 5 Options

OPTION 1: Continue to provide residential accommodation in all four Local Authority homes

This option would see the four local authority homes - Gurnos House, Victoria House, Bargoed House and Sandbrook House all being re-developed to meet the current CSSIW care standards.

This would involve a phased building approach which would extend over a number of years and which would require a substantial capital investment. This option would require an ongoing commitment to providing a repair and maintenance budget that is currently running at over four times the allocated amount, just to continue meeting our statutory regulatory requirements whilst this work was being undertaken.

The projected levels of need suggest that this number of beds are no longer required and the residents in the four homes would continue to live in the current accommodation for a number of years. This would also mean that the current value for money issues would not be addressed and it would have an adverse impact on the necessary service modernisation agenda.

Estimated Revenue Cost Summary:

Additional Revenue Costs (to meet Care Standard Requirements)	£1,097,400
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OPTION 2: Externalise all in-house residential services

This option would result in the local authority being entirely reliant on the private sector to satisfy need. Whilst the cost of provision is currently more competitive within the private sector, there is no guarantee that this trend will continue when the local authority no longer has a stake in the market. Furthermore, the customer would no longer have an opportunity to choose between local authority and private sector provision.

This option avoids the need to upgrade premises and could generate capital receipts from the sale of land. Based on current unit cost comparison with the private sector, there would be a reduction in the cost of provision. However, it must be noted that this option also needs to take into consideration the cost of redundancies.

If this option is chosen then the 54 people currently living in the four local authority homes could be placed in the independent sector. However, this would severely restrict local capacity and choice. As a result, some customers may have to reside in neighbouring local authority/out of county accommodation.

Removing all in-house provision may also bring pressures in the longer term for higher fees from the private sector and will also reduce Integrated Adult Services' (IAS) ability to influence

independent services to respond to emergencies, or demand for services such as respite or dementia care. Some opposition can also be expected from service users and the workforce who will perceive this to be a cost cutting exercise.

Estimated Revenue Cost Summary:

Revenue Savings (taking into account estimated costs of purchasing care, redundancy costs and residual revenue costs) (-£490,870)

OPTION 3: Refurbish one home and review the other 3 homes

The appraisal undertaken by Independent Consultants in the “Homes for Life” document 2005 identified Bargoed House as the home that should be considered for initial rebuild/refurbishment. The assessment was based on the current occupancy levels, the high level of public interest in admissions to this home and the high demand for EMI residential accommodation in the south of the County Borough.

This option proposes the initial refurbishment, extension or new build of one care home to create 32 bedrooms with en-suite facilities which will be suitable for EMI Residential Care and which can be built with the flexibility to meet the changing needs of customers.

The proposal is that the Council’s other homes would remain open until new community based services such as Extra Care Housing are in place. During the refurbishment further impact analysis would help to clarify what the second phase of the strategy would be, thus informing the decision of whether to make further refurbishments or closures in the future.

Estimated Revenue Cost Summary:

Additional Revenue Costs
(Pending further review of remaining Homes) £201,220

OPTION 4: Refurbish one home, close one home immediately, phased closure of one home and complete an impact/needs assessment on the future of the remaining home

The Homes for Life strategy recommended that the Authority should refurbish one Care Home initially. This option proposes the refurbishment/rebuild of one home and the closure of two care homes, with the second being implemented on a phased approach. The fourth home would be reviewed once the impact is evaluated after the development of the refurbishment/rebuild and Extra Care schemes.

This option proposes the initial refurbishment, extension or new build of one care home to create 32 bedrooms with en-suite facilities, which will be suitable for EMI Residential Care and which can be built with the flexibility to meet the changing needs of customers.

After completion of works and the closure of the two residential homes, a further needs assessment and impact study would be undertaken to evaluate the impact of our actions on the market and identify the future level of need for EMI Residential and Nursing accommodation.

Estimated Revenue Cost Summary:

Revenue Savings (pending review of fourth home)	(-£379,610)
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OPTION 5: Replace current provision with a new 64 bedded home of modular design.

This option would look at building a new 64 bedded unit. There would be a need to identify a suitable site.

This option proposes the building of one care home of modular design with 64 bedrooms with en-suite facilities which will be suitable for EMI Residential Care and which can be built with the flexibility to respond to the changing needs of customers.

Estimated Revenue Cost Summary:

Revenue Savings	(-£613,590)
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SUMMARY OF KEY POINTS

There is a clear need to continue to change and modernise services. The way services are currently provided is no longer an option.

- **The proportion of people over the age of 80** is growing and is set to increase greatly in the early part of the next decade. This will increase the need for Elderly Mentally Infirm (EMI) provision which we cannot currently meet within the Merthyr Tydfil County Borough.
- **The need for Elderly Frail beds in our residential homes is decreasing** as the Local Authority is supporting people to live independently in their homes for longer.
- **The Local Authority's current residential homes require major refurbishment** in order to meet the wishes and expectations of current and future residents. This is in terms of bedroom size, provision of en-suite facilities and changes that are required to meet the needs of increasingly dependent residents.
- **The majority of the Council's existing bed spaces do not meet the National Minimum Standards** in terms of the bedroom size. We therefore only allocate places in our residential homes to the rooms which meet the National Minimum Standards. As a result of this, the cost of care in the Local Authority run homes is much more expensive than homes in the independent (non-local authority) sector.

APPENDICES

Appendix 1: Glossary of Terms

Appendix 2: Questionnaire

GLOSSARY OF TERMS

Assistive Technology/Telecare

Assistive Technology/Telecare consists of equipment and services that support people's safety and independence in their own home. Equipment can include detectors or monitors (e.g. motion or fall detectors), often linked to a community alarm system that trigger a warning at a central centre that can be responded to within a defined timescale. The aim of Assistive Technology/Telecare is to help people to live at home by reducing levels of risk, helping people feel safer and more secure, enabling people with memory problems and supporting relatives and family carers.

Care and Social Services Inspectorate Wales (CSSIW)

CSSIW are part of the Welsh Assembly Government. They are responsible for regulating, inspecting and reviewing the social care services and standards we provide.

Community Based Services

Community Based Services provide support to those who wish to stay in their own home, but may need support to do so e.g. home care, meals on wheels, day services etc.

Community Occupational Therapy

Community Occupational Therapy service works with people of all ages who are substantially and permanently physically disabled. They carry out practical assessments of people's ability to carry out normal activities of daily living: this could include personal care, household tasks, ability to care and be cared for and to live safely in their own home. Following an assessment, the Occupational Therapy staff may give advice, arrange equipment or recommend alterations to the home.

Extra Care Housing

Extra Care Housing is one of a number of options for an older person who needs personal care or other type of support, but who wants to retain a degree of independence and is able to live safely on their own. An Extra Care Housing Scheme is usually a group of flats built on the same site (some providers offer bungalows), providing specialised accommodation and support services 24 hours a day. The accommodation can be rented or bought, both by an individual and by a couple. Older people living in them enjoy the freedom of having their own front door and the peace of mind from knowing staff are available if they are needed.

Independent Sector Services

Non-Local Authority owned/managed services.

Initial Response Service

The Initial Response Service is a specialist home support service which support individuals in their home following discharge from hospital for a time limited period of 6 weeks. The service works with individuals and other agencies to maximise their independence and to identify the longer term support needs of customers.

Institute of Public Care (IPC)

IPC are specialists in research and consultancy work. They have been commissioned to assist us review and evaluate existing services to older people within Local Authority run residential care.

Joint Community Equipment Facility

The Joint Equipment Store is an initiative being developed by Merthyr Tydfil County Borough Council in partnership with Merthyr Tydfil and Rhondda Cynon Taff Local Health Boards and Cwm Taf Trust will provide a resource for health and social work occupational therapy staff as well as providing essential storage for home care and community alarms

equipment. The development of a Joint Equipment Store will ensure that the needs of people who have poor health and need social care are able to access aids and adaptations which will help them to live independently at home.

National Minimum Standards

The Government has developed a framework to regulate the delivery of social care services. The National Minimum Standards ensure that care provision is both fit for purpose and meets the assessed needs of people using social care services.

Older Persons Steering Group

Is a multi-agency network and working to achieve the best possible outcomes for older people by including them in service planning and evaluation of service delivery.

Re-ablement Service

The re-ablement service is aimed at helping people to maximise their independence through specialist support from the Community Occupational Therapists.

CONSULTATION QUESTIONNAIRE

Thank you for taking the time to read this report. We would very much like to receive your comments and find out your views on the options for the future of the four Local Authority directly managed residential homes - via completion of the questionnaire overleaf.

Please return your completed questionnaire in the freepost envelope provided.

If preferred, you may complete the questionnaire on-line. This can be found on the Local Authority website: www.merthyr.gov.uk

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