



## Report of the Head of Adult Services & Tackling Poverty

Social Care & Tackling Poverty Service Transformation Committee - 23  
October 2023

### Internal Residential Care Provision Model of Delivery

<b>Purpose:</b>	This report includes the implementation of the recommendations from the Older People's Residential Care Homes Review 2018. The Covid impact, response and recovery, current position, developments and future plans and priorities for Council run older people's Residential Care Provision.
<b>Policy Framework:</b>	Social Services and Wellbeing (Wales) Act, Internal residential services provision for older people
<b>Consultation:</b>	Access to Services, Finance, Legal.
<b>Recommendation(s):</b>	It is recommended that:  1) The Social Care & Tackling Poverty Service Transformation Committee consider the report and give their views of the Internal Older People's Residential Care model of delivery.
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#### 1. Background

- 1.1 In 2018/19 a review of Swansea Council's internal residential services provision for older people was undertaken. (Appendix A: Outcome report 17/09/18). The review looked at type and volume of usage of

each of these residential care homes and considered how these could be best utilised.

- 1.2 In line with the principles of the Social Services and Wellbeing (Wales) Act, the Council agreed a model for Adult Services in 2017 which had the following key principles at its core:
  - Better prevention
  - Better early help
  - A new approach to assessment
  - Improved cost effectiveness
  - Working together better
  - Keeping people safe.
- 1.3 In undertaking the review of Residential Care for Older People these principles were central to reaching a position of a preferred direction of travel: to focus on complex care, short-term residential reablement and respite, and commission standard residential care and nursing care in the independent sector. This meant that there were no new admissions for long-term residents with non-complex needs and all those with non-complex needs were signposted to the independent sector.
- 1.4 By designating more in-house beds as respite provision, carers have greater certainty and planning surrounding respite arrangements helping them to keep their loved ones at home for longer by providing them with a break.
- 1.5 The reablement provision was developed to better support people when leaving hospital or when they are finding it difficult to stay at home without support. Again, in line with the key principles of better prevention and early intervention, providing people with support in this way allows them to regain skills and independence to return to their own homes in line with their desired personal outcomes.
- 1.6 By adopting the review recommendations, the Council was able to provide better care for people with complex needs, including dementia. Staff have the right skills and knowledge to provide this type of care and our buildings have been set up in such a way to deliver support for those with more complex needs. The independent sector can be challenged to provide this level of care, typically it is more expensive to deliver because of the level of staffing required to meet complex needs.
- 1.7 Individuals are defined as having complex needs if they had needs attributable to one or more of the following features, and they required at least two hours of one-to-one care per day:
  - 1) Double staffed care for people who are bed bound; have high risk of developing pressure sores; require careful repositioning.
  - 2) People who have complex medication regimes.

- 3) People who require feeding or who are fed via a Percutaneous Endoscopic Gastrostomy (PEG).
- 4) People who have challenging behaviour and have packages of care that are difficult to manage.
- 5) People who have dementia or declining cognitive ability.
- 6) People with bariatric care needs.
- 7) People with learning difficulties who require increased care.
- 8) People with manual handling needs requiring use of equipment and / or two-person handling.
- 9) People with communication difficulties who need higher levels of care to explain or deliver care.

1.8 The independent sector continues to provide the majority of standard residential care placements in Swansea. Refocussing internal provision to long-term placements only being those with complex care has provided market certainty for the independent sector surrounding the commissioning of standard residential care.

## **2. Covid impact, response and recovery**

2.1 As a result of the Covid pandemic, internal Older People Residential Care Homes changed focus.

2.2 The Care Homes supported people leaving hospital ('Step-Down' as part of the Home First Initiative) who were not well enough to return home and needed a period of residential recuperation, rehabilitation and reablement.

2.3 The Care Homes supported people through temporary placements ('Step-Up') who had been living at home but had begun to struggle due to increased needs, family struggling or unable to support due to Covid restrictions.

2.4 The impact of Covid on older people has been significant, particularly in terms of mental health and wellbeing, physical health and social isolation. The Care Homes responded by offering emergency/short term placements to assess the changing needs of people with complex needs and their family situation. The Care Homes worked with Social Workers and health staff to identify appropriate support, enable and maintain residents' skills to return home or move into residential care. It also provided families with a break and supported hospitals to discharge patients into a safe and supportive environment, releasing beds to help manage the demand and pressures on hospitals.

2.5 Bonymaen Residential Care Home focussed on reablement, mostly for people leaving hospital, whilst Rose Cross, The Hollies, St Johns and Ty Waunarlyydd focussed on assessment and enablement, mainly from the community.

- 2.6 With the easing of Covid, the care homes continued to provide both step-up and step-down beds and opened up planned respite. The Care Homes also started to accept long-term complex care placements for residents where it was in their best interest to remain in that care home.
- 2.7 There is recognition that services are now supporting people with an increased level of complexity.

### 3. Current model and delivery of Council run Older People Residential Care Homes

- 3.1 The care homes have returned to the model agreed in the 2017 Older People's Residential Commissioning Review. Each service has a specific brief as follows:

Care Home	Location	Beds	Care Provided
Rose Cross	Penlan	25	Support for older people with complex physical health needs and moderate dementia
The Hollies	Pontardulais	22	Support older people with complex dementia
St Johns	Manselton	18	Support older people with complex dementia
Ty Waunarlyydd	Waunarlyydd	39	Support older people complex dementia. One 8-bed unit (Westfield) complex dementia step-down from hospital for settlement and assessment.
Bonymaen House	Bonymaen	24	Support older people for assessment & reablement home, usually from hospital.

- 3.2 For the split of the use of beds for long-term complex care, short-term residential reablement and respite per home, see **Appendix B**.

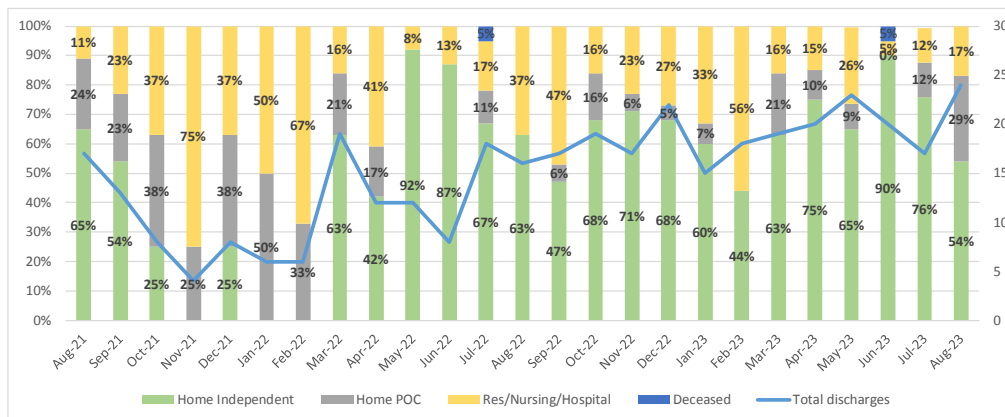
#### 3.3 Charging

For internal Care Homes, the following means tested financial assessment charging applies:

- Step-up beds for assessment - 2 weeks no charge, then charges apply.
- Step-up beds due to temporary accommodation need – residential charges apply.
- Step-down beds for reablement – up to six weeks no charge, once assessment and reablement programme complete, charges apply – residential or non-residential, dependant on the person's move on plan.
- Long-term complex care – residential charges apply.
- Planned respite – non-residential charges apply.

### 3.4 Performance Management

Performance data is captured on a monthly basis for all the Care Homes and reported monthly via the Adult Services Performance reporting and is included every quarter to Adult Services Performance Scrutiny Meeting. Bonymaen performance has consistently supported the majority of residents returning home without a package of care, see graph below.



### 3.5 Person Centred Outcomes

All the Care Homes have been supported to develop a person centred outcome focussed approach. Guidance, training and paperwork to capture this is developed and applied across the Care Homes. This includes engaging with people on their assessments and support needs along with a 'My Story – What Matters to Me' approach, one page personal profile, Personal Support Plan, Living Well Document and service specific outcome reporting for example reablement journey. These are evidenced through outcomes recording sheets, individual perspective recording sheets, family recording sheets and outcome recording linked to national outcomes where possible. These are reviewed every three months and annually.

Some examples of the person centred outcome work include:

- The Care Homes have worked with Digital Community Wales to introduce technology to support the engagement of residents, families and staff. Through fully immersive Virtual Reality (VR) headsets, residents are supported to reminisce and remember their lives and experiences. This also includes assisting individuals who are reaching the end of their lives to feel connected to their community. Staff are able to support the resident's wishes, such as their favourite place that they would like to visit one last time. The visuals are accompanied by meaningful sounds and music, with the aim to reach all the senses.
- The use for exercise and reablement to enhance individuals physical and mental wellbeing in Bonymaen House. This involves partnership working with Physiotherapy, Occupational Therapy, Life after Stroke team and other health professionals.

- The Hollies and Ty Waunarlwydd are developing dementia friendly enabling environments to support the assessment and recovery of individuals in a familiar environment. When supporting individuals living with dementia, at times everyday life can become overwhelming for them. Developing a familiar environment, can positively support a person if they are feeling anxious and distressed and offer a distraction as well as a sense of purpose for the person. The environment also provides therapists to carry out the relevant assessments. Guidance and advice has been sought from Find Dementia Signage who specialise in developing dementia friendly environments, on designing, developing and creating environments in care homes, that make life easier for people living with dementia, enhancing care and quality of life.
- Ty Waunarlwydd has been funded via the Regional Investment Fund funding to provide 8 step-down beds (Westfield Unit), from acute hospital settings within Swansea and Neath Port Talbot, for people that are medically fit for discharge, live with complex dementia related needs, and require a settlement & assessment period to establish their future move on plans. This pilot initiative is focused on achieving better outcomes for people through a short-term specialist residential placement to establish future care plans in a non-hospital setting. **See appendix C** for feedback from residents and their families.

### 3.6 **Quality**

Feedback on services is captured through a number of quality audits, and regulatory visits as well as compliments and complaints. General observations and discussions with residents, staff and carers are that residential services are a home from home, a safe, friendly and nurturing place to live. Common themes are around care, compassion and kindness. The services capture the life stories of residents and work closely with families. Complaints are also captured and reviewed to improve the lives, experiences and outcomes of residents and their families. **See Appendix D** for example case studies on the outcomes and benefit to individuals and their families.

### 3.7 **Care Inspectorate Wales Inspections**

All the Care Homes are registered under Care Inspectorate Wales (CIW) and have had inspections in 2022 or 2023. CIW have reported:

- The Care Homes ensure people feel safe, secure, and protected from abuse and neglect. People are supported by knowledgeable, skilled staff who understand their role and responsibilities in the safeguarding process.
- People have control over their day to day lives. Care workers understand people and support them in a dignified, respectful way. People's individual care and support is identified within personal plans that are regularly reviewed. Plans are regularly reviewed to ensure they are up to date and reflect people's current needs. Pre-

assessments are carried out supported by good policy and procedures which show staff the needs and outcomes of people.

- People living with dementia and unable to communicate verbally are at ease in their surroundings, care, and support is provided in a location and environment with facilities that promote people's well-being and safety. People are engaged and supported to maintain daily living skills, washing dishes and undertaking their own laundry.
- Governance arrangements are good with systems in place to monitor and review the quality of care provided. The management teams show a good knowledge and understanding of the people living in the service. There is openness through inspection from the services. This was also reflected in the quality monitoring visits and reports generated by the Registered Individual. People are supported in services that meet their needs by staff with the knowledge, skills and understanding to support people to meet their needs and individual outcomes.
- **See appendix E** for links to the CIW reports and a summary of the CIW's assessment of Wellbeing, Care and Support, Environment and, Leadership and Management in the latest inspection reports.

### 3.8 **Partnership Working**

Partnership working has developed, particularly during Covid and continues to strengthen. Older people services teams have strengthened the relationship with partners and colleagues, working collaboratively and jointly with the Home First team, Health colleagues, social workers and discharge liaison nurses in the best interest of individuals and their families to return home or move on to the next stage of their life.

All the Care Homes work closely with Social Workers, health therapists and for Bonymaen particularly, the Home First Team within the hospitals. Working with the Hospital Discharge Liaison Nurses and Trusted Assessors, the development of a 'joint integrated assessment' has supported the sharing of information providing a better flow from hospital to residential reablement to home, or preferred residential home.

### 3.9 **Environment**

Working with staff and communities who use the residential care settings we have identified the need to implement essential up-grading and improvement works so adults and families have a safe, secure, accessible and friendly environment.

Work undertaken to date includes the refurbishment of the units in Ty Waunarlwydd and Rose Cross, new kitchens in Rose Cross and St Johns, redecorating, updating of laundry facilities, improving accessibility in the building and gardens and developing dementia friendly environments in the Hollies. Further works are planned for the next two years and the use of external grant funding is being maximised.

## **4. Current and Future Plans**

4.1 Our vision for the internal Care Homes will remain to be the best we can be for the people of Swansea. Embedding our strengths-based ethos at the core of everything we do in line with the Adult Service Plan and our model of transformation, promoting and enabling independence and keeping people safe.

4.2 Our priorities are to:

- Continue to focus on long-term complex care, short-term residential reablement, assessment and respite.
- Maximise the use of the residential services by increasing both respite and long-term complex provision. This supports the Adult Services vision of supporting people to stay at home longer and offer long term care to individuals with the most complex dementia and health needs.
- Continue to ensure robust staffing structures to provide a consistent approach that meets the high level of need.
- Continuing to embed person-centred outcome focused approaches across our homes.
- Embed an enablement and reablement outcomes approach through staff training, development, and quality assurance.
- Continue with the capital programme to further support refurbishments and modifications in response to the changing and complex needs of residents.
- Further develop performance data and performance indicators to better inform on the delivery and improvement of services.
- Continue to robustly monitor and control expenditure across the Care Homes to ensure value and cost effective services.

## **5. Integrated Assessment Implications**

5.1 The Council is subject to the Equality Act (Public Sector Equality Duty and the socio-economic duty), the Well-being of Future Generations (Wales) Act 2015 and the Welsh Language (Wales) Measure, and must in the exercise of their functions, have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Acts.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.
- Deliver better outcomes for those people who experience socio-economic disadvantage.
- Consider opportunities for people to use the Welsh language.



- Treat the Welsh language no less favourably than English.
- Ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

5.1.1 The Well-being of Future Generations (Wales) Act 2015 mandates that public bodies in Wales must carry out sustainable development. Sustainable development means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the ‘well-being goals’.

5.1.2 Our Integrated Impact Assessment (IIA) process ensures we have paid due regard to the above. It also takes into account other key issues and priorities, such as poverty and social exclusion, community cohesion, carers, the United Nations Convention on the Rights of the Child (UNCRC) and Welsh language. The Integrated Impact Assessment Screening form is in **Appendix F**.

5.2 The principles and priorities underpinning our internal Residential Care Homes support positive outcomes for our communities and the people of Swansea. We focus on strengths, enablement and keeping people safe. Individual projects within each Home may require the completion of IIA screenings and full reports to ensure any impacts are fully understood, a positive co-productive and / or engagement approach is adopted wherever possible and detail of any risks and proposed mitigation are developed.

**Background Papers:** None

**Appendices:**

Appendix A	Outcome of the Residential Commissioning Review 17/09/18
Appendix B	Usage of beds per Internal Care Home
Appendix C	Comments from Service Users
Appendix D	Case Studies
Appendix E	CIW Inspectorate Report Highlights 2022-2023
	<a href="http://www.careinspectorate.wales/bonymaen-house">www.careinspectorate.wales/bonymaen-house</a>
	<a href="http://www.careinspectorate.wales/rose-cross">www.careinspectorate.wales/rose-cross</a>
	<a href="http://www.careinspectorate.wales/ty-waunarllwydd">www.careinspectorate.wales/ty-waunarllwydd</a>
	<a href="http://www.careinspectorate.wales/hollies-1">www.careinspectorate.wales/hollies-1</a>
	<a href="http://www.careinspectorate.wales/st-johns">www.careinspectorate.wales/st-johns</a>
Appendix F	Integrated Impact Assessment Screening Form