

Official Sensitive

FOI Request No 1292

7<sup>th</sup> August 2015

Dear Beaumaris Town Council

**Re: Request for Information in relation to Haulfre Residential Care Home**

Thank you for your recent request to access information, received via the 'What Do They Know' website in relation to the Haulfre Residential Care Home, received by us on the 8<sup>th</sup> July 2015.

In summary, your request requested access to a number of background documents referred to by Officers at a meeting of the Council Executive on the 2<sup>nd</sup> July 2015, namely:

1. Overall assessment of the building (by an external assessor) – Page 2
2. Report by Property Services to 'assess work and estimate the associated cost ... as well as identify any other "property related" issues' – Page 2
3. Updated Fire Risk and Health and Safety Assessment – March 2015 – Page 2
4. Fire Risk Assessment – June 2015 – Page 2
5. Report to the Strategic Leadership Team meeting on 27 April 2015 – Page 6
6. We also understand that a previous Fire Risk and Safety Report was produced in 2013.

As the Compliance Officer for the Community Department, I can confirm that I have read your request and discussed it with the relevant Senior Officers who have supplied me with copies, where available, of the reports for consideration.

As a result I can confirm that we hold copies of:

- 1) Haulfre Care Home; how the building affects care, produced by independent external assessor, Ann Lloyd Jones, commissioned April 2015.
- 2) Property Services costs report.
- 3) I am advised that the latest H&S Inspection was carried out in June 2015 ( by the Corporate Health & Safety Officer), and that the service is awaiting the written report. We therefore do NOT currently hold a copy of the latest report.

- 4) Haulfre Fire Risk assessment Report, produced by Tenos Ltd. dated the 18<sup>th</sup> June 2015; and,
- 5) Report to Senior Leadership Team, by James Dawson, April 2015
- 6) Fire Risk Assessment for Haulfre Residential Home, produced by The Oakleaf Surveying Group, dated 5<sup>th</sup> November 2013.

I have considered your request to release copies of the six reports under relevant law, namely the Freedom of Information Act 2000 (FOIA) and the Environmental Information Regulations 2004 (EIR).

On consideration of each document, I enclose a copy of Report 1, "Haulfre Care Home; how the building affects care", produced by independent external assessor, Ann Lloyd Jones, commissioned in April 2015.

Furthermore, I enclosed a redacted copy of Report 2, "Property Services costs report" for your attention. The document has been redacted of financial information only, under Section 43 (2) of The Freedom of Information Act 2000 (FOI), Commercial Interest, which may prejudice the commercial interests of any person including the Council. It is considered possible that the Council may in future tender for the work to be carried out, and the release of the financial information can be considered as prejudice to the council business, and hence the financial information has been redacted.

With regards to Report 3, I am unable to supply you with a copy of the latest Health and Safety Report, as we are awaiting the written copy. I am happy to consider release of this report, once it is available. The information request is not therefore held.

In relation to reports 4 and 6, following careful consideration of the content of both reports, I have concluded to withhold the information requested, under the FOIA, as a result of the following qualified exemptions:

Under Section 38: Health & Safety - having thoroughly reviewed the reports, and considered independent advice, I have on balance, concluded that the disclosure of the reports may endanger the health & safety of individuals; and,

Section 31: Law Enforcement - the disclosure of information could prejudice the prevention of crime, in that residents and/or staff could be placed at risk if details within the report were disclosed.

As a result I have considered the public interest test in relation to releasing the information. The law recognises a distinction between what is *in the public interest* and what is *of interest to the public*. Nonetheless, it is recognised that there is a considerable public interest in transparency in matters of safety and safeguarding of vulnerable individuals and staff.

Furthermore, I am aware that the Council has been in contact with residents, their families and staff, and are doing their utmost in order to keep key stakeholders updated as a result of the 2015 Fire Risk Report. The council website has been

regularly updated with information in relation to the home, and I am reassured that further information will be made available shortly.

Furthermore, I can confirm however, that the Council has shared the contents of the full 2013 and 2015 Fire Risk Reports with a number of professional individuals, in order for them to be reassured with the decisions and direction taken by council officers are in the best interest of all concerned. Officers from the Care and Social Services Inspectorates Wales (CSSIW) have viewed the full report, as have the relevant local Councillors. However it is not considered appropriate to disclose to the public at large under FOIA.

Therefore, in conclusion, it is my opinion that the public interest in disclosure is weakened due to the fact that information has been provided to key stakeholders in a timely manner.

Additionally, I have also considered your application to access reports 4 and 6 to be relevant, not only under the FOIA, as discussed above, but also under the Environmental Information Regulations 2004 (EIR), and as such I have given further consideration to your request under this law.

As a result of which, I confirm that any of the information requested, which could be considered to be environmental information are withheld under the following exceptions under EIR:

12 (4) (d) the request relates to material which is still in the cause of completion, to unfinished documents or to incomplete data; and,

12 (4) (e) the request involves the disclosure of internal communications; and,

12 (5) (a) international relations defence, national security or public safety.

The balance of the public interest is considered to favour maintaining the exception and withholding the information.

Finally, I enclosed a redacted copy of report 5, "Report to Senior Leadership Team, by James Dawson, April 2015". Please note that I have redacted information which is not be relevant to your request, under Section 43 (2).

As I have provided you with a refusal notice, which includes exemptions under the FOIA and exceptions under EIR, I am obliged to offer you options to appeal.

If you are dissatisfied with any aspect of this response to your request for information, and / or the decision made to withhold information, you may ask for an internal review. Please address your correspondence to the Customer Care Officer, Legal Services, Council Offices, Llangefni, Ynys Môn LL77 7TW (E-mail: [LEGALPOLICY@anglesey.gov.uk](mailto:LEGALPOLICY@anglesey.gov.uk) ).

If you are not content with the outcome of any internal review you have the right to apply directly to the Information Commissioner, Wycliffe House, Water Lane, Wilmslow SK9 5AF. Please note that the Information Commissioner is likely to

expect internal review procedures to have been exhausted before beginning his investigation.

I trust the above, although is not the response you were hoping for, clarifies our position.

Yours sincerely

Mrs Emma Edwards

Compliance Officer

(Business Support Manager)

Enc:

- 1) Haulfre care home; how the building affects care, produced by independent external assessor, Ann Lloyd Jones, commissioned April 2015.
- 2) Property Services costs report (redacted).
- 3) Report to Senior Leadership Team, by James Dawson, April 2015 (redacted)



<b>Haulfre Care Home; How the Building Affects Care</b>	
<b>Independent Report</b>	<b>Ann Lloyd Jones</b>
<b>Commissioned</b>	<b>April 2015</b>

## **1 Location**

- Haulfre is located on the outskirts of the village of Llangoed down a long, narrow country lane.
- There is a day centre and gardening unit run by Ynys Mon Council on site and all share a common vehicle access. These pose a risk to service users who wandered out of the home.
- The Manager has sensibly moved the office to a small room near the front door and lounges for better supervision of visitors and residents.

## **2 Provision of Care**

- The home is currently registered to provide care for 23 adults over 50 years of age and has 4 beds identified for the care of service users with early on set dementia.
- There were 19 people resident at the home on the day of visit (26/02/15) with a wide range and diversity of needs from highly physically dependent to physically active with dementia or mental health problems.
- Dependency levels for people admitted to residential care have increased. With a rapidly ageing population (25% of people in Wales will be 65 and over by 2030) and increasing levels of dementia (a rise of 33% of people with dementia is predicted for Anglesey between 2007 and 2021) those seeking residential care in the future will be more heavily dependent because of physical need or the need for supervision.
- Care homes are expected to provide an environment that ensures the
  - Privacy and dignity of service users
  - Prevention of infection and spread of infection
  - Safety in terms of freedom from avoidable risks including those associated with moving and handling of service users.

## **3 Physical Design and Impact on Care**

To understand how the building impacts upon care provided, it needs to be understood that:

- The Building was not built to be a care home, and was (apart from a relatively recent extension) built some time ago. Haulfre was built as a country house and a family home. Many of the original features, furniture and artefacts remain and it retains much of its gracious charm but it is not designed to meet care needs.
- Good practice guidance is that the physical design and layout of a care home should provide residents with a homely atmosphere but also encourage independence of movement and activity.

Inspection of Haulfre identified some positive as well as negative issues:

#### Positives:

Issue	Positives
Residents with dementia in particular require space to move around freely and safely	<ul style="list-style-type: none"> <li>• The home provides good facilities with both a large and small lounge encased by a covered veranda that allows freedom of movement and comfortable break away areas for residents to enjoy and entertain visitors.</li> </ul>
Bedrooms	<ul style="list-style-type: none"> <li>• Most bedrooms in original building appeared of a reasonable size, many with wash hand basins</li> <li>• Bedrooms in extension meet standards</li> </ul>

#### Negatives

Issue	Impact/Problem
<b>Internal Access</b>	
<ul style="list-style-type: none"> <li>• The entrance hall houses the main staircase which is narrow, steep and has a turn reducing the width of steps considerably</li> </ul>	<ul style="list-style-type: none"> <li>• It is not appropriate for disabled users and poses a high risk of accidents in general for service users.</li> </ul>
<ul style="list-style-type: none"> <li>• The lift</li> </ul>	<ul style="list-style-type: none"> <li>• The lift does not comply with current legislation</li> <li>• There are maintenance issues related to its age.</li> <li>• Entrance and exit points are different so that wheelchairs have to be manoeuvred in a very tight space, which poses a risk to service users and staff.</li> </ul>
<ul style="list-style-type: none"> <li>• The first and second floors of the home is serviced by a number of long, narrow corridors which can slope up and down or end up in steps leading to other areas of the house.</li> </ul>	<ul style="list-style-type: none"> <li>• These do not conform to standards in terms of width and pose a risk of falls for service users.</li> <li>• service users with memory related problems could easily become lost</li> <li>• Small wheelchairs can be accommodated but there is no room</li> </ul>

	<ul style="list-style-type: none"> <li>for passing.</li> <li>Independent movement with aids is compromised.</li> </ul>
<ul style="list-style-type: none"> <li>The layout of the rooms is also confusing</li> </ul>	<ul style="list-style-type: none"> <li>Service users with memory related problems could easily become lost</li> </ul>
<ul style="list-style-type: none"> <li>Some parts of the home are accessed by steps only</li> </ul>	<ul style="list-style-type: none"> <li>One bedroom and toilet is only able to be occupied by someone safely able to manage steps.</li> <li>As this area also includes a small sitting room and kitchen little used by the resident, it is redundant space.</li> <li>The corridor and steps are too narrow to install a stair lift.</li> </ul>
<b>Bedrooms</b>	
<ul style="list-style-type: none"> <li>An extension has been added to the original building providing 6 en suite bedrooms, 3 on the ground and 3 on the first floor.</li> </ul>	<ul style="list-style-type: none"> <li>The upstairs bedrooms are serviced by the existing lift in the main building which necessitates a long trek to and from the sitting and dining areas along narrow corridors.</li> <li>This does not encourage independence.</li> </ul>
<ul style="list-style-type: none"> <li>Bedrooms in general</li> </ul>	<ul style="list-style-type: none"> <li>Bedrooms are scattered around on three floors and at either ends of the building.</li> <li>This makes the provision of care difficult especially at times of high dependency or if end of life care is required</li> </ul>
<ul style="list-style-type: none"> <li>Three bedrooms had signed Fire Exit routes leading from them.</li> </ul>	<ul style="list-style-type: none"> <li>This is unacceptable as it compromises the privacy and dignity of the resident</li> </ul>
<b>Hygiene</b>	
There are no bathing facilities on the second floor	<ul style="list-style-type: none"> <li>Regulations require such facilities on each floor.</li> <li>Two other bathrooms were out of use due to issues with the equipment</li> </ul>
The sluice for the new extension is located within the laundry room	<ul style="list-style-type: none"> <li>This sluice cannot be used as it is against regulations to have both together.</li> <li>There is a lack of sluices in general, leading to the carrying of dirty linen past the dining room.</li> </ul>
Toilets	<ul style="list-style-type: none"> <li>Toilets were found to be non-compliant with disability requirements</li> <li>and are not easily accessible</li> </ul>
<b>Dementia</b>	
<ul style="list-style-type: none"> <li>Residents with dementia in particular</li> </ul>	<ul style="list-style-type: none"> <li>Residents would require help to and</li> </ul>

require space to move around freely and safely.	<p>from this area either to their bedrooms or the toilets.</p> <ul style="list-style-type: none"> <li>• There are no toilets in this central area which also includes the good sized dining room.</li> <li>• Given that around 70% of residents in care homes have continence issues, the lack of this basic amenity is problematic and affects independence and dignity.</li> <li>• The veranda opens out onto a patio area and subsequent garden which is fairly steeply sloped.</li> <li>• The ramp from the veranda to the patio is also steeply sloping and residents with zimmer frames require supervision and support to use it.</li> <li>• Once on the patio, residents with a tendency to wander would require supervision as the area is not secure.</li> <li>• The garden is not disabled friendly. Unrestricted access to outside areas has been shown to reduce depression and attempts by dementia sufferers to leave the premises.</li> </ul>
<b>Other</b>	
<ul style="list-style-type: none"> <li>• Storage</li> </ul>	<ul style="list-style-type: none"> <li>• There is a conspicuous lack of storage space throughout the home with sundry equipment stored on landings and in corners.</li> <li>• The motivation of both staff and service users can be affected by not being able to keep items tidily.</li> <li>• This may also affect health and safety regulations</li> <li>• There is a lack of storage space or lockers for staff.</li> </ul>

#### 4 Overall Conclusion

The current building has some positive features:

- Main and subsidiary lounge / dining room and veranda walkway / break out areas.
- New extension.

The overall assessment however is that:

- As care needs have increased, the current facilities have become less and less suitable.



- The home would not meet the current standards for a care environment.
- With increasing dependency in the future, it will become more and more difficult to ensure safe care within the premises.

Therefore:

- If Haulfre is to provide a safe environment for the delivery of care in the future a full programme of refurbishment would be required. Further work requires to be done on the viability of this in terms of financial investment and long term security. (Issues that require immediate consideration are given below)

## **5 Recommendations**

In order to make better use of the facilities the following requires consideration:

- 1 There is a need to provide disabled toilet facilities in accessible reach to the main lounge and dining areas and within sight line.
- 2 There is a need to ensure a separate sluice / laundry in the new extension.
- 3 The lift needs to be replaced with one that affords easy access to the 3 bedrooms on the first floor of the new extension as well as the upper floors of the main building.
- 4 Toilets, bathrooms and sluices all need to be brought up to standard and ensure bathing facilities are on each floor.
- 5 The garden area needs to be adapted for use for the disabled and made secure for the use of people with dementia.
- 6 The main staircase needs to be made safe.
- 7 The lift needs to be replaced to comply with legislation
- 8 There is a need for improved storage capacity
- 9 Attention is also drawn to the fact that three bedrooms are being utilised in respect of fire exit procedures. Under the Regulation Reform Order the fire risk assessment should be addressed together with other aspects such as evacuation procedures.
- 10 All bedrooms should have en suite facilities (at least toilet and wash basin) to meet current standards.
- 11 The provision of en suite facilities could reduce the number of bedrooms due to space requirements. Three bedrooms have been identified as being at risk because of fire safety requirements and 1 bedroom deemed too small. Service users need to be safeguarded in terms of the home's continuing viability; this needs to be assessed.
- 12 A full disability usage survey may be beneficial due to the building issues raised of:

- The general layout of the building with its long narrow, sloping corridors and maze of rooms on the first and second floors is not suitable for the care of disabled service users, as it does not provide or promote independence and freedom from risk.
- Research and current good practice suggests that people with dementia do best in communities of no more than 10 or in clusters. Redesigning the current building to allow for such a care structure whilst ensuring viability may be difficult.

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## Bibliography

- 1 Care Homes (Wales) Regulations 2002
- 2 Care Homes (Amendments) (Wales) Regulations 2003
- 3 Care Homes (Wales) (Amendment no 2) Regulations 2003
- 4 Care Homes (Wales)( Miscellaneous Amendments) Regulations 2011
- 5 Alzheimer's Society: Dementia UK; second edition, September 2014
- 6 All Party Parliamentary Group on Dementia (2013) Dementia Does Not Discriminate
- 7 World Health Organisation (2012) Dementia: a public health priority report
- 8 NHS National Institute for Health Research data
- 9 The Changing Role of Care Homes, Bupa and Centre for Policy and Ageing, January 2011 Nat Livesey, Gillian Crosby, Clive Bowman
- 10 The Ageing Population in Wales, Jonathan Baxter and Stephen Boyce Key Issues in Research Service, 2008
- 11 Improving Care in Residential Care Homes: A literature review teams from Universities of Warwick, West of England and York, 2008
- 12 Annals of long-term care: Clinical Care and Ageing Edward A Edgerton, Louise Richie, May 20, 2010
- 13 Department of Health (2012) Report on Long term conditions compendium of information: third edition

Division	Property	Officer to Complete	Work Required	Estimated Cost
Homes for the Elderly	Haulfre	BA	Refurbishment of bathroom and separate WC adjacent to Bedroom 1, to include taking down of wall, medic bath and hoist.	
Homes for the Elderly	Haulfre	BA	Change 1 No. toilet (next to room 6) into a sluice, to comply with H&S and Infection Control Policy.	
Homes for the Elderly	Haulfre	BA	Replacement of the domed glass skylight on the landing	
Homes for the Elderly	Haulfre	BA	Replacement of conservatory to main entrance	
Homes for the Elderly	Haulfre	BA	Traffic and car parking issue requires assessment and re-configuration, including road down to Blaen y Coed.	
Homes for the Elderly	Haulfre	BA	Replacement of rear door and frame to lower kitchen store with new hardwood door and frame (ledge & braced)	
Homes for the Elderly	Haulfre	BA	Provision of a smoking shelter to the rear elevation	
Homes for the Elderly	Haulfre	BA	Fire alarm old and requires replacement	
Homes for the Elderly	Haulfre	BA	Redecoration of the corridors	
Homes for the Elderly	Haulfre	BA	Replacement Lift	
Homes for the Elderly	Haulfre	BA	New Medic Bath and hoist to bathroom	
Homes for the Elderly	Haulfre	BA	Make safe the central staircase	

## REPORT 2 - PROPERTY SERVICES COSTS

SLT-April2015	Residential Care provision at Haulfre
Responsible Director: Gwen Carrington	Report Author: James Dawson
<b>Purpose:</b> To obtain views from SLT on proposed consultation on future of residential care at Haulfre!	
<b>Requires SLT Consideration as:</b>	
<ul style="list-style-type: none"> <li>Financial implications for expenditure and savings</li> <li>Asset management or disposal implications</li> </ul>	
<b>Decisions that will be required:</b>	
<ul style="list-style-type: none"> <li>Invest in Haulfre in short term?</li> <li>Invest in Haulfre in medium term?</li> <li>Do not invest in Haulfre?</li> <li>Retain or close Haulfre?</li> </ul>	

## 1 Issue

- Unlike other Council owned and run residential care homes, the building at Haulfre presents immediate problems in terms of compromising dignity of care, health and safety of staff and residents and medium and long term issues over not meeting adequately the standards required of residential care homes.
- To understand more the work that would be required, a review and updated survey was commissioned by Adult Services on Haulfre. This was done to first consider the building from a social care perspective, both in terms of basic service provision but also current and future compliance with relevant legislation. To accompany this, Property services then assessed the cost of the work that was identified as being required. These reports concluded that:
  - "If Haulfre is to provide a safe environment for the delivery of care in the future a full programme of refurbishment would be required."
  - Costs for immediate work to make the home safe and meeting minimum standards is estimated as £208k<sup>1</sup>
  - Further work to bring it up to more modern and appropriate standards is estimated between £500-750k<sup>2</sup>
- The agreed direction of service provision is away from a residential care model and towards an Extra Care model, plans for which in the "South" of the island (likely to be in Seiriol area) are progressing, but it is unlikely that the new provision will be in place soon enough to provide an obvious alternative to current Haulfre provision.
- A decision is required as to whether £208k should be spent now to address the immediate concerns and requirements (on what is a short term solution only, without also then spending the additional £5-750k) or the home closed and appropriate and sensitive measures and support provided to care for residents.

<sup>1</sup> This includes replacing the lift, new fire alarm system, alterations to bathrooms, improving road access, but not making en-suite

<sup>2</sup> This is widening corridors, improving fire exits and for an additional extension to ensure provision of bedrooms to necessary standard

## 2 Background

Fifteen years ago all Council owned and run residential care homes were reviewed in terms of the work that was required to modernise and bring up-to appropriate standards. [REDACTED]

[REDACTED]

Since then a clear model has emerged to promote independent living, to be at home for as long as possible, with an emphasis on prevention and reablement, improved domiciliary care and (where accommodation is required) extra care. This model does not include Council run residential care. Where such provision is chosen by service users this can be provided through the private sector, where it is clear that standards of care provision is equal to that provided through the public sector.

As part of the Transformation programme that is progressing this new model, most of the existing homes have already been considered:

- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED] and Haulfre; the intention was to consider this provision [REDACTED] once Extra Care is agreed (and sites for Extra Care are currently being assessed) [REDACTED]

There are however:

### 3 Particular Issues for Haulfre:

- Haulfre is the Council care home that was not purpose built and as such was not designed to meet the changing needs of older residents and does not meet national standards; insufficient toilet provision, for example, removes levels of acceptable dignity that we have a duty to both provide and assure. Increasingly, people coming into care homes require more complex care that can best be achieved in more modern and purpose built homes. At Haulfre for example: some corridors are too narrow for wheelchairs and have steps in them; road access for services is poor; and there is inadequate bathroom provision.
- The lift has been causing problems over the last 18 months as it requires replacement. When the lift fails it means that some residents have to remain in their own rooms for unacceptably long periods.



- The main staircase has been deemed unsafe and will have to be closed, increasing dependency on the lift

#### 4 Service Perspective

It is the view of the service that:

- The model of care and support for older people for whom accommodation must also be provided, is done best through Extra Care provision and not traditional residential care
- The Home (as in its physical structure) is not fit for the provision of residential care, as it lacks a reliable lift and fails to provide even the minimum toilet and bathing facilities that are required. Current residents are accepting of services, however due to the higher needs of any future residents and the need to meet basic standards it is not appropriate for future provision without substantial investment
- There is a lack of available resources within the Community Directorate to invest, and such an investment would be into a model that is not within the future provision of services.
- The situation is such that decisions cannot be delayed until Extra Care is open. This may be 4-6 years hence and we envisage that CSSIW will not accept the current position unless the **minimum investment of £208k is made.**

As it has a responsibility to ensure people get access to the best care possible, the service/council has to consider the options that would enable a quality, dignified care service that meets current and future needs of residents.

#### 5 Additional considerations and mitigations

It is recognised that closure of the facility would have a likely negative impact upon

- the residents (and their families) a majority of whom are from the Seiriol area and, as with all such homes, now regard this as their home
  - There is good practice that can be followed to provide continuity of care for residents and moving to alternative provision if required, and ultimately consideration is being given to assure quality of care. Furthermore although the majority of residents come from the Seiriol area a third come from elsewhere on the island, and 40% of residents have been there for a year or less.
- staff who may face redundancy
  - A need to work with staff to consider other opportunities within the changing workforce requirements for the Authority and with private providers
- local community who would lose another facility that is perceived as a community asset

- o Continue to engage and work with local community groups on alternative and Council wide plans for community development

## **6 Decision Required**

A decision is required regarding the immediate position:

1) Make no further investment, the implication of which is that the Home would have to close in relatively near future.

OR:

2) Invest the estimated £208k now, the implication of which is that the Home can be kept going until Extra Care is in place, at which point the Home would be closed.

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