

**Social and Health Care Overview and Scrutiny Committee**

<b>Date of Meeting</b>	5th September 2024
<b>Report Subject</b>	Residential Care Sector Review 2024 – 2034 and Tŷ Croes Atti Progress Report
<b>Cabinet Member</b>	Cabinet Member for Social Services and Wellbeing
<b>Report Author</b>	Chief Officer (Social Services)
<b>Type of Report</b>	Operational

**EXECUTIVE SUMMARY**

Flintshire has a growing population of people with complex needs and dementia and the pressure of demand on services and supply will continue as the population increase is not expected to level out until 2040. A whole systems approach is needed if we are to manage demand and meet our statutory duties and this is reflected in the range of innovative projects and investment in services seen by Flintshire over the last few years.

The estimated increase in the at-risk population between 2023 and 2034 is 35%. The estimated increase in demand for care home-based placements for the same period is 35%. Based on the current demand, it is predicted Flintshire will have a shortfall of 389 care home placements across the four main categories of care by 2034 (residential care, EMI residential care, general nursing care, EMI nursing care).

The introduction of the Regulation and Inspection of Social Care (Wales) Act 2016 has meant the type of services provided by Care Homes can be more varied and fluid, which allows placements to change category dependant on demand and ability of the service to meet the needs of the individual. For the purposes of market analysis and reporting, the information in this report has been split into the four traditional categories of care as detailed above. This change can allow for some innovation and creative care models to be developed.

The Welsh Government projection updates originally due summer 2024 have been delayed until summer 2025. Early indications however show a clear message and impact for the future. The care sector in Flintshire is working within an increasingly challenging environment as a result of a range of factors, including an increase in the complexity of need, an ageing population, rising costs, increasing expectations and regulation, as well as difficulties with recruitment and retention of high-quality workforce. As a result of these pressures there is limited resilience in the sector

and Flintshire is particularly challenged, with only a small number of independent providers who are part of a reducing and increasingly fragile market.

The market is changing and despite solid investment capacity is not aligned to current and future needs. As a Council, we are taking a positive approach to rebalancing care home provision, taking a lead as a local authority to develop care homes that value older people and provide good quality support that would place the Council in a good position for the future. We need to continue to explore innovative models of care and what the population want and need. This includes nursing care which is a particular challenge and will require detailed consideration jointly with health, housing, and integration colleagues.

Following on from the successes of the Marleyfield House extension, and with funding investment from both the Council and the Welsh Government the development of the new Croes Atti care home is actively underway. The positive progress in respect of the construction is clearly visible on the site.

The new building will have a 56-bedroom capacity and will enable the relocation and expansion of the existing 31-bedroom Croes Atti care home, also in Flint. A total of 12 of the 56 beds will be available to the D2RA Service (Discharge to recover and assess), and integrated social care and health care services will be delivered at the new home by social services in partnership with Betsi Cadwaladr University Health Board (BCUHB) teams.

The aimed completion date for the build is 29<sup>th</sup> May 2025.

This report is the starting point for discussion on how we continue to respond to the challenges and increasing demands of the sector.

## RECOMMENDATIONS

1	That Members consider actions needed to mitigate the predicted shortfall in Flintshire.
2	That Members consider ways to influence the independent market to meet the growing demand, whilst taking into account the proposals within the Welsh Government's Rebalancing Care Agenda.
3	That Members recognise the progress made on the development of Tŷ Croes Atti.

## REPORT DETAILS

1.00	<b>Explaining Residential Care Sector Review 2024 – 2034 and Tŷ Croes Atti Progress Report</b>
1.01	Flintshire has a growing population of people with complex needs and dementia and the pressure of demand on services and supply will continue as the population increase is not expected to level out until 2040.

	<p>A whole systems approach is needed if we are to manage demand and meet our statutory duties and this is reflected in the range of innovative projects and investment in services seen by Flintshire over the last few years. This ranges from developing effective carer support, domiciliary care including extra care developments, intermediate care including effective home and hospital interfaces and appropriate discharges from hospital and finally innovative care home models.</p> <p>Flintshire continually strive to improve and develop services to meet demand and changing challenges as is evidenced by a number of investments and developments locally including the Microcare project, Unpaid Carers Services, strengthening home care (domiciliary care) services, development of intermediate care models, the discharge to recover and assess (D2RA) model at Marleyfield House, and finally the investment in Tŷ Croes Atti to name a few.</p>
1.02	<p><b>EXPLAINING THE REVIEW</b></p> <p>In 2016 a report was produced to examine the changes that were facing the residential care sector, locally and nationally, by the year 2020.</p> <p>In December 2023 we updated this report, taking into account the changes since 2016, and using updated population projections and dementia prevalence statistics to forecast the likely situation for Flintshire by 2034.</p> <p>A copy of the Residential Care Review 2024-2034 is available in appendix 5.01.</p> <p>Residential Care in this context refers to all four categories of care - a service that provides residence alongside the specialist care that is needed to support an individual. The introduction of the Regulation and Inspection of Social Care (Wales) Act 2016 has meant the type of services provided by Care Homes can be more varied and fluid, which allows placements to change category dependant on demand and ability of the service to meet the needs of the individual. For the purposes of market analysis and reporting, the information in this report has been split into the four traditional categories of care, residential care, EMI residential care, general nursing care, and EMI nursing care. This change can allow for some innovation and creative care models to be developed.</p>
1.03	<p><b><u>Variations in market provision since 2016 review</u></b></p> <p>Capacity in Flintshire since 2016 has been affected in a number of areas.</p> <ul style="list-style-type: none"> <li>• Three general nursing homes closed between 2019 and 2023, which has reduced available placements by 140 (107 general nursing placements and 33 residential placements).</li> <li>• A further home closed but reopened the following year, further evidencing the instability of the market.</li> <li>• Two independent homes have changed categories entirely, reducing general nursing care by 43 placements and EMI residential by 16 placements, but increasing general residential placements by 53.</li> </ul>

- General residential and EMI residential provisions have increased with the opening and reopening of two independent residential homes, and the expansion of Marleyfield House in-house residential home.

Three independent homes have changed to providing both general residential and EMI residential, resulting in 65 placements which now have dual capacity.

1.04 **Projections for Flintshire from 2024 to 2034**

Using Welsh Government population projections, the figures below are the predicted increases for Flintshire by 2034:

- 18.11% (6,248) increase in the number of people aged 65 and over.
- 37.86% (3,405) increase in the number of people aged 80 and over.
- 33.71% (860) increase in the number of people aged 65 and over with dementia.

The projected increase in the number of older people with dementia in Wales by 2040 is 70%, with costs across the sectors predicted to increase on average by 157%.

The majority of the cost of dementia care in Wales lies with Social Care, which is predicted to see an increase of 176% to £2.1 billion.

1.05 **Capacity in Flintshire – comparison between 2015 and 2023**

**2015**

Total 26 homes  
 3 x Local Authority owned offering in-house provision  
 23 x Independently owned homes  
 Total 822 placements

Flintshire have 127 less Nursing placements in 2023 compared to 2015, and despite the increase of in-house provision, the overall capacity across the county has decreased by 86 placements.

**2023**

Total 25 homes  
 3 x Local Authority owned offering in-house provision  
 22 x Independently owned homes  
 Total 736 placements

Flintshire commissioned 38% of placements in independently owned homes in the county and funded 116 placements in other counties (as at 1<sup>st</sup> October 2023).

Total capacity	
2015	822
2023	736
<b>Decrease</b>	<b>-86</b>

**Reduction in placements split by category**

	Residential Care	Residential EMI	Nursing Care	Nursing EMI
<b>Increase / Decrease</b>	+55	<b>-20</b>	<b>-127</b>	+6

**1.06 Demand Forecast for Flintshire by 2034**

Using dementia prevalence rates and population estimates, we can calculate an at-risk population, the demographic most at risk of having significant health and social care needs and therefore will require residential based services. The increase in the at-risk population by 2034 is 35%.

Using this figure, we can predict demand for placements by 2034, and the results show there is predicted to be a shortfall of 389 placements.

Shortfall in placements	Residential Care	Residential EMI	Nursing General	Nursing EMI	Total
	149	130	50	60	<b>389</b>

This assumes that all Flintshire homes remain open with the same levels of capacity, and the placements Flintshire fund in other counties remain available.

Following on from the 2021 Census, the latest Welsh Government population projections are now due in summer 2025. These will be a complete rebasing of population statistics based on the Census results. Following the release of this data, more accurate predictions of future demand will be produced, and an updated report will be completed.

**1.07** With a predicted shortfall of this number of placements, it is evident further action is needed for Flintshire to be able to meet the increasing demand and support its aging population, and consideration needs to be given in relation to how we might meet the predicted shortfall in placements for Flintshire as a whole as well as the potential budget issues.

Potential considerations could include further investment into Flintshire's in-house care homes. By increasing Flintshire's in house care home capacity, we can work with the independent sector homes, and safeguard Flintshire from any future external factors outside of our control. For example, market instability or home closures.

As a Council, we are taking a positive approach to rebalancing care home provision, taking a lead as a local authority to develop care homes that value older people and provide good quality support that would place the Council in a good position for the future. We need to continue to explore innovative models of care and what the population want and need. This includes nursing care which is a particular challenge and will require detailed consideration jointly with health, housing, and integration colleagues.

## Tŷ Croes Atti Update

1.08 The new residential home, Tŷ Croes Atti, is currently being built in Flint, close to the town centre on a brownfield site formerly used as a Community Hospital by the local NHS health board.

Following the approval of plans prepared during the 'design phase', prestart activities to prepare the site commenced in December 2023. The construction works started by construction firm Wilmott Dixon in January 2024. Despite some adverse weather, the project is progressing well and on track for completion at the end of May 2025. This will be followed by a period of transition, whereby the residents of the existing Croes Atti home will move to Tŷ Croes Atti in accordance with an agreed mobilisation plan and their individual needs.

A considerable amount of work has been undertaken both pre-construction and since, to prepare the foundations for the build. Also, in ensuring that the practicalities and legalities of the relevant utilities are in place. Most recently, the construction work has included the erection of the steel works and lift shafts. Local residents were informed beforehand and have openly communicated any concerns or issues to the construction company or may do so to the Council.

Alongside ongoing compliance with a detailed programme of works, inspections and planning conditions, various working groups have been established. In collaboration with stakeholders, the groups are moving forward with decisions on the interior, equipment, service model, and plans for recruitment of staff, with overall oversight by the Project Board.

Recruitment in the Care Sector is a challenge nationally. A recruitment plan is in place and the team recognises the need to be innovative and creative in driving this forward.

The Council is working closely with BCUHB to verify the health care model to be in place for residents supported in the D2RA Service. The preferred model for this medical oversight is a GP supported model, which would meet the residents' needs whilst maintaining their independence towards a return home.

Time has been taken to keep the current staff, as well as residents of the existing Croes Atti home and their families updated on the development. A successful engagement event took place at the existing home in April. The staff, residents and their families learnt of the progress thus far in the development. They were shown images via display boards, print outs of the interior design choices and the design model of the building (internal and external) on a big screen, and were given the opportunity to ask questions and share ideas throughout. A follow-up session is taking place in early September.

Wider communication and raising awareness of the recruitment opportunities at Tŷ Croes Atti has taken place in a variety of ways. These include a Ministerial visit in January, as reported in the press. Flintshire adult social care team members held a stall at the Flint Pride event in June and will also be attending the Future Healthcare Heroes Event 2024 in

	<p>October. A roof topping ceremony is taking place on site in September, along with more targeted recruitment work.</p> <p>This ongoing work is further supported by the positive social value element of the project, and it's benefits to the local community. Most recently, the construction company Wilmott Dixon welcomed two new employment opportunities for Flintshire residents and invested 148 hours to support school and college engagements, litter picking in Flint to mark World Environmental day, and a donation of items of food to Flintshire Foodbank.</p>
1.09	<p><b><u>Benefits of In-House Care Home Investment (NPV)</u></b></p> <p>By calculating the Net Present Value (NPV) of the Tŷ Croes Atti project, we can determine how profitable the investment will be over the next 20 years. The NPV has been calculated by taking into account money that will be spent on the build, ongoing operating costs, cost efficiencies on telecare and Social Workers' time by having residents in one location, savings that Discharge to Recover and Assess (D2RA) will contribute, but also health benefits and the increase in wellbeing of permanent and temporary residents.</p> <p>Over the next 20 years, Tŷ Croes Atti will provide £36 million in benefits to the area, and in addition to this Flintshire will own a capital asset worth £18 million.</p>
1.10	<p><b>Other Benefits of In-House Care Home Investment</b></p> <ul style="list-style-type: none"> <li>• In-house care homes provide a sustainable approach to the availability of care beds in Flintshire.</li> <li>• In-house care provisions make the market more resilient in the case of independent sector closures.</li> <li>• Maintaining an in-house care provision creates a market stability and gives the authority the ability to meet its duty of care.</li> <li>• The control we have over the provision gives us greater flexibility to use beds to meet demands.</li> <li>• Increasing in-house provision will ensure we have well trained and qualified staff with expertise in supporting people with dementia.</li> <li>• Increasing in-house capacity in Flintshire could reduce the number of out of county placements and provide services closer to home for individuals.</li> <li>• Increasing provision would help mitigate the predicted shortfall in placements and support local demand.</li> <li>• Provide an increase in Social Value.</li> <li>• There is a high level of confidence in our in-house care provision from individuals who use our services, families and the regulator.</li> <li>• The provision of in-house care is very popular with waiting lists at all three in-house care homes.</li> <li>• Currently our homes have achieved Gold or Silver Progress for Provider Awards.</li> </ul>

1.11	<p><b><u>Benefits of Discharge to Recover and Assess (D2RA) programme being built as part of in-house care home development.</u></b></p> <p>The purpose-built Cyflawni unit was developed specifically as part of the expansion of Marleyfield House Care Home, to support independence and reablement and implementation of D2RA. The unit was developed with support from the Welsh Government's Regional Integration Fund Capital Programme. in addition to capital allocation from the Council.</p> <p>The benefits of the D2RA unit include:</p> <ul style="list-style-type: none"> <li>• More cost effective than an alternative stay within an acute or community hospital setting,</li> <li>• Partnership working and pooled budgets.</li> <li>• Centralisation of people with high level of needs being managed in a community setting.</li> <li>• Reduction in the number of care home beds in independent homes being used on a short-term basis.</li> </ul> <p>Examples of positive outcomes of D2RA can be found in <b>appendix 5.02 and 5.03.</b></p> <p>The Tŷ Croes Atti development will also provide capacity to support more integrated service models, including D2RA and Step Up/Step Down, based on a home first approach.</p>
1.12	<p><b><u>National, Regional and County Level Strategies</u></b></p> <p>Investing and developing Flintshire's in house provisions, in partnership with BCUHB, would also align to national, regional, and county level strategies, programmes and plans such as.</p> <ul style="list-style-type: none"> <li>• The local Flintshire County Council 'Council Plan' wellbeing objectives to support people in need to live as well as they can and to provide additional placements for step down care within in-house provision.</li> <li>• The commitment of the Regional Partnership Board (RPB) in North Wales, to drive health and social care integration and to facilitate the strategic partnership arrangements between Betsi Cadwaladr University Health Board and the local authorities. Specifically supporting the 'A Healthier Wales' 10-year plan.</li> <li>• The regional North Wales Population Needs Assessment refreshed in 2022 which identified an increasing older population, and a correlation to higher needs for care and support with the activities of daily life. The assessment proposed to fill gaps in support for older people, providing more support for people leaving hospital with care at home or closer to home.</li> <li>• Support the Home First principles and Discharge to Recover and Assess (D2RA) pathway model. This model of care provides funding and support for people to leave hospital, when safe and appropriate to do so, to continue their care and allow for a longer-term needs</li> </ul>



assessment outside of hospital environment. This process will also ensure that people do not have to make decisions about long term residential or nursing care whilst they are in crisis.

- The national Programme for Government commitments of developing 50 integrated health and social care hubs and to support rebalancing the residential care market.
- The objectives and principles of the Social Services and Wellbeing (Wales) Act 2014 (SSWBA).
- The sustainable development principles set out in the Well-being of Future Generations (Wales) Act 2015.
- The introduction of the Regulation and Inspection of Social Care (Wales) Act 2016 (RISCA) placing more stringent regulations regarding the quality of residential care accommodation.
- The Welsh Government '*Town Centre First*' approach which aims to breathe new life into town centres. This means locating services and buildings in town centres wherever possible to prioritise the health and vibrancy of town centres.

#### 1.13 **Welsh Government's Rebalancing Care Agenda Proposals**

The Welsh Government White Paper in 2021 defined 'rebalancing' broadly as a set of descriptions of the change they want to see:

- Away from complexity, towards simplification.
- Away from price, towards quality and social value.
- Away from reactive commissioning, towards managing the market.
- Away from task-based practice, towards an outcome-based practice.
- Away from an organisational focus, towards more effective partnership.

#### **To co-produce better outcomes with people.**

From the case for change, three critical areas emerge where Welsh Government believe focused action is needed to deliver system-wide improvement to secure the vision for social care. These areas are:

- Refocusing the Fundamentals of the care market – away from price-orientation market structure and towards a value measure based upon service quality and overall cost.
- Reorientation of commissioning practices – away from task management and towards managing the market and focusing on outcomes, and social based commissioning. Establishing a common framework to enable a greater degree of joint commissioning; progressing towards a diverse provider based and rebalancing the market by supporting alternative models of care; and encouraging small providers to work together.

	<ul style="list-style-type: none"> <li>• Evolution of integrating mechanisms – simplifying joint planning and delivery by reducing barriers. Strengthening the current design of Regional Partnership Board functions to enable them to better facilitate integrated working.</li> </ul> <p>The rebalancing care and support programme falls within three main areas:</p> <ul style="list-style-type: none"> <li>• The creation of a National Framework for commissioned care and support which commissioners would be bound by at local, regional and national level. This framework will set standards for commissioning practice, reduce complexity and rebalance commissioning to focus on quality and outcomes.</li> <li>• The creation of a National Office for Care and Support which will oversee the implementation of the National Framework.</li> <li>• Strengthening the Regional Partnership Board arrangements so joint working delivers for local populations; supporting stronger partnership working and integration of services and better prepare a path for future development of these key partnerships in future.</li> </ul> <p>Going forward, these proposals may affect the independent market, and should be taken into account when considering ways to meet growing demand.</p>
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<b>2.00</b>	<b>RESOURCE IMPLICATIONS</b>
2.01	Resource implications for the wider review report have not been worked through at this stage, as it will depend on which actions are taken to mitigate the shortfall of placements in Flintshire. The need to understand the financial implications of options is critical in mapping out the impacts on the councils future financial resources.
2.02	Resource implications for Tŷ Croes Atti were detailed in the Cabinet report for approval in September 2023.

<b>3.00</b>	<b>IMPACT ASSESSMENT AND RISK MANAGEMENT</b>
3.01	Impact assessment and risk management for the wider review report have not been worked through at this stage, as it will depend on which actions are taken to mitigate the shortfall of placements in Flintshire.
3.02	There is a risk if no action is taken, as this will result in Flintshire being unable to meet the increasing demand and support its aging population.
3.03	The Tŷ Croes Atti home and the operational model within will have a positive impact on residents and the wider community. There will also be a positive impact on acute hospital settings which will be able to discharge individuals who no longer require acute clinical input but would benefit from a period of assessment and rehabilitation in an environment that will

	<p>actively support these aims. A risk assessment has been prepared and is continually being reviewed as the project progresses. The areas presently identified as high risk include:</p> <ul style="list-style-type: none"> <li>• recruitment of additional staff;</li> <li>• delay in agreeing a medical oversight model impacting on CIW registration and thus not being permitted to open the 12 beds to the D2RA service; and</li> <li>• delay in completing the legal work impacting the programme of works including electricity to the site and project costs.</li> </ul>
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<b>4.00</b>	<b>CONSULTATIONS REQUIRED/CARRIED OUT</b>
4.01	The wider review report has been considered and will be presented at Social and Health Overview and Scrutiny Committee and Cabinet.
4.02	Tŷ Croes Atti – Range of consultations throughout the design and development phase including those required for planning approval. Events held with wider Flint community and with residents, their family and workforce have also been carried out.

<b>5.00</b>	<b>APPENDICES</b>
5.01	Residential Care Sector Review 2024-2034
5.02	D2RA Case Study 1
5.03	D2RA Case Study 2
5.04	Tŷ Croes Atti design image and progress photos

<b>6.00</b>	<b>LIST OF ACCESSIBLE BACKGROUND DOCUMENTS</b>
6.02	Cabinet approval for Ty Croes Atti – 5 <sup>th</sup> September 2023

<b>7.00</b>	<b>CONTACT OFFICER DETAILS</b>
7.01	Contact Officer: Dawn Holt, Commissioning Manager Telephone: 01352 702128 E-mail: <a href="mailto:dawn.holt@flintshire.gov.uk">dawn.holt@flintshire.gov.uk</a>

8.00	<b>GLOSSARY OF TERMS</b>
8.01	<p><b>D2RA Discharge to Recover and Assess</b> - D2RA supports patients on discharge from hospital to receive intensive therapy led support to allow them to maximize their independence before returning home.</p> <p><b>Housing with Care Fund (HCF)</b> - Capital funding available to provide housing and accommodation for people with care and support needs.</p> <p><b>IRCF - Health and Social Care Integration and Rebalancing Capital Fund</b> - The Health and Social Care Integration and Rebalancing Capital Fund (IRCF) is a new programme set up to directly support the Programme for Government (PfG) commitments of developing 50 integrated health and social care hubs and to support rebalancing the residential care market.</p>