

FLINTSHIRE COUNTY COUNCIL

REPORT TO: **CABINET**

DATE: **14TH JULY 2015**

REPORT BY: **CHIEF OFFICER, SOCIAL SERVICES**

SUBJECT: **RESIDENTIAL CARE HOME PROVISION**

1.00 PURPOSE OF REPORT

1.01 To seek Cabinet approval to begin a review of Residential Care Home provision in Flintshire as both a commissioner and as a provider.

2.00 BACKGROUND

2.01 There is a statutory duty on local authorities to ensure a sufficient supply of Care Home provision within its area. With reductions in local supply within the independent sector, and budget pressures on the Council, a review is timely. Issues behind a review include:

- The need to deliver significant service efficiencies as a result of budget reductions to the council
- The need to consider the commissioning role of the Council
- The ongoing development of Extra Care in Flintshire as a partial alternative to Residential Care
- Recent reductions in Independent Sector Care home bed capacity
- The increasing number of people with dementia and complex care needs
- The comparative high cost of delivering In House Residential Care
- The need to maximise the numbers of people supported in community settings in response to the Social Services and Wellbeing Act (2014)
- The Council's action plan in response to the Older People's Commissioner for Wales Review (A Place to Call Home - A Review into the Quality of Life and Care of Older People Living in Care Homes in Wales)

2.02 A period of initial engagement with all stakeholders is proposed to review the issues behind residential care provision and demand, and to set scenarios for an affordable, high quality and sustainable supply of local Residential Care. The feedback from this exercise will help scope the review to follow.

3.00 CONSIDERATIONS

3.01 Assessment of the local Market as Background to the Review. The Care Home market in Flintshire.

3.02 The overall Care Home market in Flintshire can be summarised as having the following features:

- High occupancy rates
- Low numbers of vacancies
- Long standing local businesses with very limited potential for expansion on current sites
- Significant challenges with staff recruitment and retention
- A small pool of Registered Managers in North Wales with a high turnover

3.03 Local Authority Residential Care

3.04 Flintshire Local Authority Residential Care is provided in 3 Care Homes as below:

1. Marleyfield House, Buckley, 32 Residential, including 10 EMI Residential.
2. Croes Atti, Flint, 30 Residential, including 8 EMI Residential.
3. Llys Gwenffrwd, Holywell, 30 Residential Beds.

3.05 This has been the stable position since 2008 when Hafan Glyd Residential Care Home in Shotton was closed and re-provided through the development of Lys Eleanor Extra Care scheme on the same site, slightly later in 2009.

3.06 The three above Local Authority Residential Care Homes Are registered for 92 residential places. Of these:

- 45 people are supported with residential care needs
- 18 places support people with specialist dementia care needs
- 12 variations for people with dementia related needs
- 17 places are used flexibly to provide respite to support carers, short term care, reablement, step down beds, and assessment beds.

3.07 Generally, occupancy is high in all three Homes, the one exception being Llys Gwenffrwd in Holywell which often carries 3 vacancies as there are staffing challenges with supporting people with dementia across three floors of a single building. The reablement and step-down' beds are in constant demand, and care home staff work in conjunction with community based staff to enable individuals to regain the skills and confidence to return home.

- 3.08 Flintshire Care Homes are popular within their local areas and often are well considered by local people. There is a waiting list for long term places with the majority of individuals on the list residing within the catchment area of each Home. On average there are seven people recorded as waiting for a place in one of the Councils Homes but the majority of these are waiting for a place in one of the EMI residential units, (based at Croes Atti, and Marleyfield House)
- 3.09 All three Care Homes are decorated and maintained to a reasonably good standard. The internal space within all three Homes is considered good, each Home provides opportunity for choice of lounge and sitting areas. All three establishments have a number of ensuite rooms available. Croes Atti and Marleyfield House are on ground levels, with Llys Gwenffrwd bedroom accommodation across three floors. Whilst this home has a lift, it is problematic to properly support individuals with high levels dementia on the top floor. In addition Llys Gwenffrwd has two ramped areas that can impact on independence. Llys Gwenffrwd has a separate and well used reablement unit.
- 3.10 Independent Sector Residential Care
- 3.11 In Flintshire there are currently 6 Independent Sector Care Homes registered for Residential Care offering a total of 260 placements. Occupancy is consistently high with only one or two vacancies at any time in any home.
- 3.12 There are a further 8 Homes registered to deliver specialist Dementia care offering 184 placements with a further 8 places in a small unit within an Independent sector Home, making a total Independent EMI Residential provision of 192 placements. Occupancy in this category of care is also consistently high with an average of less than 5 places available at any time. All these Providers are small long standing local businesses with strong connections to communities but with often very limited potential for expansion on current sites.
- 3.13 Flintshire County Council currently fund 109 people in independent Residential Care Homes in Flintshire so it commissions 42% of the available places. Likewise Flintshire fund 106 people in EMI Residential Care Homes so commission 55% of available placements in this category of care. Therefore in total the Council commissions 48% of available residential provision in Flintshire. The remaining places are filled by self-funding individuals or placements by neighbouring Authorities in England and Wales.
- 3.14 Flintshire fund 38 people in Care Homes outside Flintshire boundaries in Residential Care Homes and specialist EMI Residential care Homes indicating that most people who need Residential Care Services choose to remain living within Flintshire. This level of funding of placements outside Flintshire's boundaries is very much in line with

peer authorities and the vast majority of these placements are with our immediate neighbours, Denbighshire and Wrexham, in Homes close to our boundaries.

3.15 Independent Sector Nursing Care

3.16 The provision of nursing care is provided under a different category of Care and Social Services Inspectorate Wales (CSSIW) registration. The lead Commissioner for Nursing Home provision is Betsi Cadwallader University Health Board (BCUHB) through Continuing Health Care Funding. Local Authorities do not generally provide nursing care and all the provision is in the independent sector in Flintshire. In the county 7 General Nursing Homes offer 150 places and 2 EMI Nursing Homes provide 58 places. The majority of Nursing homes in Flintshire are dual Registered providing Residential and Nursing Care. Flintshire currently fund 51 people in local Nursing homes so only 25% of locally commissioned places are funded by Flintshire Council.

3.17 The Nursing Home sector is similarly characterised by small local businesses that have been established over many years, which is in many ways a strength with strong connections to the local community. Only two Nursing Homes in Flintshire are owned by a large national Care Provider.

3.18 Market Stability

3.19 The Care Home sector in Flintshire has had some challenges as is the case for the rest of Wales, and the U.K. In September 2014 on medium sized Residential Home registered for 42 places closed down and remains on the market for sale. One General Nursing home has been for sale for a 3 year period and attempts to secure a sale have to date not succeeded. An EMI Nursing Home which was closed in 2013 following concerns about poor standards of care, remains empty to date in East Flintshire.

3.20 The most significant problem facing the whole of the Residential sector in Flintshire, and the rest of the country is staff recruitment and retention, including recruitment of Registered Managers and Nurses. Similarly there is a shortage of experienced Nurses within the Nursing Home sector with a high use of Agency staff which can lead to a lack of continuity in care in Nursing Homes.

3.21 As part of the CSSIW regulatory requirements each establishment is required to have a registered manager. There is a very small pool of experienced Registered Managers in North Wales and turnover is high. Good leadership is key to delivering high quality care provision and access to relevant training and mentoring for Registered Managers is key.

- 3.22 The needs of people supported in Residential Care
- 3.23 The Council is increasingly supporting more people to remain living in their own homes. Services, including Reablement, Telecare, Falls Prevention and the Living Well Service are successfully supporting people, including those with complex needs and/or dementia, to live good quality independent lives in the community. The latest available performance data shows that Flintshire has a rate of 16.02 people aged over 65 supported in a Care Home compared to a National Welsh average of 20.63. On 31st March 2015 Flintshire supported 470 people in Care Homes (including short term placements). The comparative position for Care Home placements reflects Flintshire's strategic intent to support people to live as independently as possible.
- 3.24 However, it is the case that the profile of those entering Residential Care is one of far more increasingly older people, (average age 85 years), who are frail with complex health needs or advanced dementia. Although many older people entering Care Homes have good family links living locally within Flintshire, a growing number of residents have little or no family contact. This is often the picture within the specialist dementia care settings where Managers report that resident's partners are equally frail and struggle to maintain regular contact. The dependency of residents is constantly increasing within the Care Home sector.
- 3.25 The prevalence of dementia dramatically increases with age. It is estimated that the prevalence of dementia is:
- 1 in 9 people aged 80-84yrs
 - 1 in 5.5 people aged 85-89yrs
 - 1 in 3 people aged 90-94yrs
 - 1 in 2.5 people aged 95yrs+
- 3.26 Based on current population projections there would be a 40% increase in the number of people with dementia by 2025. The average cost of dementia is estimated at £32,000 per person of which £12,500 per person relates to social care costs. Whilst these projections should be seen as a 'worst case scenario' rather than an expected outcome, we need to ensure that services are able to live good quality lives in the community. We also need to recognise the complexity, and high level of need, of people approaching Social Services meaning that there is the potential for increased demand for EMI Residential Care and Nursing Care.
- 3.27 When considering the needs of people in Care Homes it is also necessary to consider their expectations. It is the case that people's expectations are changing. This is magnified through the charging framework for Care Homes which means that there are a high number of self-funders who pay their own fees and often have understandable expectations as to what they get for their money. Any considerations

over the future of Care Homes needs to take account of the expectations of people which often includes having their own ensuite facilities and the general fabric and presentation of the building and garden space as well as the models of care – with a strong emphasis on person centred support rather than a more traditional task and finish orientated approach.

- 3.28 Any considerations relating to In House Residential Care in Flintshire will need to take account of day care provision at Croes Atti and Marleyfield. In terms of day care provision we are seeing an increasing trend of people choosing alternative options to traditional day care, whether that be through accessing community support or direct payments, whilst at the same time we are now taking a more targeted approach to day care provision. In March 2015 there were, on average, 90 vacant day care sessions per week across the 2 Care Homes that provide day care. One session equates to half a day provision.
- 3.29 New approaches to supporting people: Extra Care
- 3.30 Flintshire has already developed two Extra Care Schemes which offer 111 high quality apartments (96 general needs and 15 Dementia units) at Lys Eleanor Shotton and Lys Jasmine, Mold. The Shotton scheme with 50 units was opened in 2009 as an alternative to the Hafan Glyd Residential Care residential care home. The Mold scheme opened in 2013, and in addition to 49 general needs units offers 15 specifically designated for people living with Dementia. (The number of people supported in extra care will be greater than these numbers as some couples are supported in extra care).
- 3.31 We plan to open a further 74 apartments in a new Extra Care scheme in Flint which will include a further 15 apartments for people with dementia. The council is also committed to develop a fourth scheme of approximately 50 to 60 units of extra care in Holywell, again offering enhanced housing and support services to keep individuals living in the community longer. It is expected that the extra care development in Flint will open in the first 6 months of 2017 and, subject to agreement, Holywell later that year.
- 3.32 Extra Care provides better housing, ensures greater independence and choice for Older People and is clearly a very valuable asset in the council's preventative agenda when planning for the future. Demand for this type of provision is high and is seen in the vast majority of cases as "a home for life". It should be recognised that estimates are that one third of those moving into an extra care setting have significant social care needs, one third have modest needs and one third are reasonably independent. With this context, extra care can be seen as a significant factor in utilising this model of support as a real alternative to long term care provision.

3.33 The cost of Residential Care

3.34 The true cost of residential care has been a matter of contention. However regional work to develop a fee setting methodology for independent Sector Care Home provision across North Wales is well developed and provides a clear framework for reflecting regional costs.

3.35 The position for In House Residential Care is that unit costing work was carried out to establish a comparative weekly cost. There are some caveats placed on the following information which should be regarded as providing an illustrative snapshot of in House Care Home costs in 2013, which will require updating.

3.36 The best available comparison between In House and Independent Sector residential care home costs is therefore as below:-

Weekly cost	Fee Paid to Independent Sector	Indicative In House Care Home provision
Residential care	£465.90	£606.01
EMI Residential	£509.72	£805.16

3.37 It is accepted that the unit costs for the Council Care Homes are higher than in the independent sector, in the main due to staff terms and conditions and the relatively high cost of facility services. The In House Care Homes have a Service Level Agreement (SLA) agreement in place with Facilities Services who provide the utility support services. This has been a long standing arrangement, which is of high quality but the service is expensive. There is an expectation that the facilities Alternative Delivery Model (ADM) service review will enable some efficiencies to be made.

3.38 In House Residential Care

3.39 The future of In House Residential Care in Flintshire needs to be considered within the context of a very challenging financial climate, the known demographic pressures particularly increasing levels of dementia and with the development of new models of care, particularly extra care this is both desirable and necessary. There is absolutely a need to ensure stability in the Care Sector within the context of available resources and potential service demand. Plainly the interests and rights of residents are fundamental to this discussion and any considerations of change.

3.40 A number of potential scenarios have started to be developed by Officers which include:

- Retaining all In House Care Home provision
- Investing in the in House Care Homes
- Decommissioning all the In House Care Homes
- Retaining 1 and decommissioning 2 Homes
- Retaining 2 and decommissioning 1 Home
- Releasing all or some of the Homes as ongoing concerns – sale, transfer, alternative delivery model

These should not be seen as options, nor are they an exhaustive list. They are initial potential scenarios that may warrant consideration.

4.00 RECOMMENDATIONS

- 4.01 Cabinet agree that the Council enters into an initial engagement exercise with stakeholders about the future market provision of Residential Care Home provision in Flintshire.

5.00 FINANCIAL IMPLICATIONS

- 5.01 There are no specific financial implications although carrying out the initial consultation exercise is a necessary stage in taking forward the process of review as part of the Medium Term Financial Strategy of the Council.

6.00 ANTI POVERTY IMPACT

- 6.01 None at this stage.

7.00 ENVIRONMENTAL IMPACT

- 7.01 None.

8.00 EQUALITIES IMPACT

- 8.01 None at this stage.

9.00 PERSONNEL IMPLICATIONS

- 9.01 None at this stage.

10.00 CONSULTATION REQUIRED

- 10.01 Initial consultation with Social and Health Overview and Scrutiny Committee and other members of the Council regarding the form and nature of the initial consultation exercise.

- 10.02 Full consultation with all stakeholders including residents, families, staff, trade unions, local communities, partners, politicians, the CSSIW and the Older People's Commissioner will then be required as part of the exercise.

11.00 CONSULTATION UNDERTAKEN

11.01 None at this stage, as if agreed the initial consultation exercise will in itself provide every opportunity for full consultation.

12.00 APPENDICES

12.01 None

**LOCAL GOVERNMENT (ACCESS TO INFORMATION ACT) 1985
BACKGROUND DOCUMENTS**

None

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