



**Neath Port Talbot**  
**Castell-nedd Port Talbot**  
County Borough Council Cyngor Bwrdeistref Sirol

Commissioning and Support Services  
**Older People's Care Homes**  
**Position Statement**

October 2017



**Improving Outcomes,  
Improving Lives**

*promoting high quality, responsive, citizen  
centred social care*

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## Introduction

This paper is intended to provide Members with a summary of the current position of the older people's care homes market in Neath Port Talbot. We know Members are keen to understand the sector and the challenges we are facing.

We recognise that the Western Bay Commissioning Strategy was developed in mid-2016 and this position statement is intended to present Members with a more up to date position of the local care home market.

We need to ensure that frail older people receive care and support in the most appropriate and cost effective way to meet identified outcomes. We want to improve how and what we deliver, helping people stay well and independent for as long as possible. We will achieve this through the provision of a range of services including community based models such as reablement services, as well as Direct Payments to promote choice and control; doing the right thing for (and with) older people will reduce the need for long term residential care and alleviate financial pressures on statutory services.

The Council is committed to stimulating a diverse, active market where innovation is encouraged, where the individual's right to exercise choice and control is respected, where frail older individuals are supported to live safely in the environment of their choice, receive high quality support when they need it and are helped to achieve their required outcomes.

The Council is committed to continuous improvement and has implemented the Regional Quality Standards to help drive forward the quality across the care home sector. These standards enable officers to effectively monitor the quality of care that is delivered within care home settings.

Neath Port Talbot Council recognises that in order to have a vibrant market which offers high quality, it needs to support local providers to develop services to deliver the above.

On an annual basis the Council developed a local market position statement to give businesses information on: -

- Neath Port Talbot's current and projected older population
- Current supply, demand and occupancy rates for care homes
- Estimates of care home beds needed in the future

## Population Needs Assessment – Current & Future Demand

To set the scene the following summarises population data and dementia prevalence rates to inform the care sector of current and potential future demand for long term care beds.

The population of Neath Port Talbot is expected to increase over the next few years and beyond, particularly amongst those aged 65+ and especially older residents aged 85+ years.

Age Group	2017	2018	2019	2020	2025
People aged 18-64	83,750	83,390	83,120	82,790	80,820
People aged 65 and over	29,200	29,680	30,080	30,430	32,930
People aged 85 and over	3,830	3,860	3,920	4,030	4,690

Between now and 2020 it is estimated that:

- Population aged 18-64 will decrease by 1.1%
- Population aged 65+ will increase by 4.2%
- Population aged 85+ will increase by 5.2%

Between now and 2025 it is estimated that:

- Population aged 18-64 will decrease by 3.5%
- Population aged 65+ will increase by 12.8%
- Population aged 85+ will increase by 22.5%

Despite average life expectancy rates increasing, Neath Port Talbot has some of the highest incidence of chronic and long term illnesses in Wales. Older people are the most vulnerable to chronic ill health and disability. One of the main, and quantifiable, pressures on current services arises from the growth in the number of people who are frail. People who are frail are also typically, though not exclusively, old and many will therefore also experience dementia.

## Current and Projected Incidence of Dementia

As the older age population increases, it will be more likely that there will also be an increase in the levels of dementia, especially amongst people aged 85 and over.

Age Group	2017	2018	2019	2020	2025
Population aged 65+ with dementia	1,959	1,994	2,032	2,072	2,354
Population aged 85+ with dementia	885	890	903	927	1,072

Between now and 2020 it is estimated that:

- The number of people aged 65+ with dementia will increase by 5.8%
- The number of people aged 85+ with dementia will increase by 4.7%

Between now and 2025 it is estimated that:

- The number of people aged 65+ with dementia will increase by 20.2%
- The number of people aged 85+ with dementia will increase by 21.1%

Whilst a general increase in the older population would suggest a need for additional care home beds in future, developments such as extra care housing, assistive technology, specialist community placements have all contributed to reducing the number of people entering residential care.

### **People not funded by NPTCBC**

Self-funders are people who have a need for social care who do not meet the eligibility criteria for local authority financial support and/or choose to make their own placement arrangements.

Under the Human Rights Act, the local authority has the same safeguarding responsibilities towards these individuals as it has to those for whom it provides funding. All self-funders are entitled to assessment, information, advice and safeguarding services. In addition to self-funders there are people placed within the local care homes from other local authorities, which impacts on the number of beds available.

The Council does not have detailed figures in respect of the changing number of self-funders or placements from other areas in the local marketplace. However, indications are that in the same way that the numbers of Council placements into residential care are falling, the number of self-funders is also falling – with families taking the benefit of the alternative options for care available at a much lower cost. Changes by Welsh Government regarding savings thresholds will also likely mean that fewer people over time will be required to contribute to their care home fees.

Where data does exist it demonstrates that there is a distinct difference in occupancy levels between differing types of home with homes providing dementia care and Nursing care being close to full occupancy and those homes with just residential care sometimes struggling to fill beds. Where the data is not readily available there is anecdotal evidence that the same position applies

with dual registered homes gradually changing their mix of beds to reflect the changes in demand.

We are working with the care sector to try and better understand the mix of people who are supported in local care homes, (including self-funders and placements from other areas) which will enable us to more effectively plan to meet changes in demand for the future.

### **Fees for Care Homes and Nursing Homes**

The Council has responsibility to set local fee levels, and currently pays a set rate (including a quality premium) of £538 per week for residential care. The fee paid within Neath Port Talbot is within the top quartile of fees across Wales and the Council is working in partnership with the care sector to determine the fee levels for 2018/19.

A nursing care bed will attract an additional payment of £148.01 per week which is a cost met by the ABMU Local Health Board.

The difference in cost between funding residential / nursing care and the cost to self-funders is not readily available and may vary from home to home.

We are working with the care home sector to better understand the balance of costs for the care within the sector including the rates which are charged to self-funders.

### **The Current Care Home Market**

Since 2012 the Council has not directly managed 'in-house' residential care facilities for older people, when homes previously operated by the Council were transferred to Gwalia. As such all residential and nursing care homes in the area are operated and managed by private providers.

Most recently, after a period of consultation the Pobl (formerly Gwalia) operated Arwelfa Residential Care Home closed on 31<sup>st</sup> March 2017 with remaining residents moved to other homes. Council officers meet regularly with management and staff of Pobl to ensure we continue to meet market demands.

As a result of the Arwelfa closure the current (October 2017) number of beds available is as follows:

Care home registration	Number of homes	CSSIW registered beds	Number where NPTCBC makes a contribution
Residential care (within NPT)	9	336	198
Dual registered care (within NPT)	15	659	330
Residential care (border homes)	2	44	11
Dual registered care (border homes)	1	39	2
Total	27	1,078	541

Currently there are 27 care homes in the Neath Port Talbot area, of which 11 are residential and 16 are dual (nursing and residential) registered.

Despite the closure of Arwelfa and the removal of 30 beds from the local residential care market vacancies remain in the sector which suggests oversupply. Based on the above figures it should be noted that care home residents who are funded to some degree by the council account for only half (50.2%) of the available beds.

This proportion is lower than we might expect and it gives the Council scope to buy more beds, which are currently used by other Councils and self-funders should they be needed in the future.

We are currently changing the way we gather information so that we obtain more intelligence on the make-up of the local care home market and are also in the process of recruiting a residential care broker to maximise flow into the care home sector.

The care home sector in Neath Port Talbot is large and we recognise a need to manage and better understand who are in the homes in order to respond to the changes in demand.

### **Short term beds**

Neath Port Talbot is a member of the Western Bay regional social care programme. The development of an integrated intermediate tier service across Western Bay will impact on the demand for residential care as it focuses on

fully integrated community based services designed to reduce hospital admissions, reduce delayed hospital discharges and avoid hospital discharges to residential care homes. It is there expected that such developments will further mitigate the need for additional residential beds in future.

Residents of Neath Port Talbot also have access to a number of respite, reablement and assessment beds which can help people on a short term basis, delaying or removing the need for a long term care home placement.

It is recognised that there is ongoing demand for respite placements and the data suggests that the current supply of beds is able to meet the demands for general residential respite and nursing respite across the borough.

We are currently reviewing bed utilisation to ensure residents' needs are met in the best way and beds used most effectively.

### **Estimating Future Demand**

Predicting demand is difficult, as there are a number of factors which influence the local markets, and the care home sector nationally is under a great deal of pressure.

It is worth noting that there are care homes in Neath Port Talbot which give cause for concern and we work closely with partners in ABMU and CSSIW to monitor the situation. Whilst the Council is working hard in collaboration with the care providers, the reality is that there would be detrimental impact on the local market if any care home closes. Not only would that have a significant impact on the existing residents within the care homes, it would also influence and change the demand across the sector.

Whilst a changing demographic profile indicates significant increases in future demand for residential care the reality is different. The market is changing due to the Council focussing on maintaining people's independence for as long as possible in their own homes or other settings outside of mainstream residential care homes, thereby reducing overall demand for residential care.

As such, we expect the demand for residential care beds to continue to fall whilst demand for dementia and nursing care will increase over time.



We will also be working more closely with our Health partners to better identify current and future demand for continuing health care placements and other more complex categories of residential-based care.

### **Do we currently have enough beds?**

Many of the homes, particularly residential-only have vacancies implying there are currently more than enough beds to meet projected demands. However, other homes state they have increased demands for placements but the majority of these are for dual registered homes. Based on what we know, there are currently enough long term beds in the area.

However, we know that demand for short term respite can peak at certain times of the year but available data shows under-utilisation.

It is arguable that people are expressing choice and control over where they wish to spend their time, i.e. they are prepared to wait to go into the home of their choice (such as due to its location, perceived quality of care, etc.) as opposed to taking up the first available vacancy.

There are more residential home vacancies than people requiring placements. Conversely, there are more people requiring placements in dual registered homes than there are vacancies. This is in keeping with our analysis that complex care is increasing as people are being supported within the community longer than before.

We recognise that the sector needs to work with the Council to explore how we can change the balance of residential placements and complex care placements to meet an increase in complex care.

At this point there are too many variables to make accurate judgements on future demand for long term care. We acknowledge that we need to improve both the quality and range of data that we capture on supply and demand for care home placements, including those people who are self-funding, and work is in progress to be able to analyse demand by client category as well as bed category.

What is clear from existing data is that demand for pure residential care is falling, whether as a result of intermediate tier services which allow people to stay in their communities longer, or because those with more complex health

and social care needs require specialised nursing care – a pattern reflected across other parts of Wales.

We need to respond to the long term demand for complex care and will work closely with existing and potential service providers to reconfigure the care home market.

The Social Services and Well-being (Wales) Act requires local authorities to focus specifically on making provisions to improve well-being outcomes for people who need care and support. The issues raised in the report will require some providers to fundamentally change the way they deliver residential care services, while the Act will mean that local authorities will need to consider the extent to which care home providers focus on improving well-being outcomes as part of the commissioning and quality monitoring process.

Neath Port Talbot and the other constituents of the Western Bay region place great importance on the quality of care services delivered in the area and have developed a Regional Quality Framework as part of the efforts to improve the quality of care which it is expected that new and existing providers will adhere to.

Where care home services are not in line with the strategic approach and/or are not of adequate quality, they will be decommissioned. The process of decommissioning would involve a multi-agency decision based on performance indicators such as risk and the quality of care provided by the care home.

## **Conclusion**

Predicting the future demand for residential and nursing care services is not an exact science and a lot of work needs to be done to meet current and future demands, but the preceding sections indicate that:

- We currently have enough long term care beds to meet the projected demand.
- The number of placements into residential care is falling. This situation conflicts with the projections of an ever increasing elderly population profile.
- We need better placement flow into the sector by using a specialist post of care home broker.
- The level of vacancies in those homes providing specialist dementia care and nursing care is lower than for 'pure' residential care for the frail elderly.

Increasingly, admissions relate to those people with more complex care needs such as dementia and nursing care.

- The Council currently only contracts half of the available beds and we need to gather additional data to understand why this is as we may need to use our contracting leverage to secure a higher proportion of these beds to meet future demands.
- Better coordination is needed across the sector to maximise available bed utilisation in a more planned way.
- We need to do more work to better understand the wider care home sector, and will work with providers to meet changing needs and explore how we can best meet changing demand.
- Current respite data suggests we have enough beds available but there is an opportunity to review the sector to meet peak demand points throughout the year.
- There are care homes within the borough who are struggling to meet the Council's high quality standards. The impact of any decommissioning would significantly impact on the ability to meet the projected demand.

It is thus reasonable to conclude that:

- The need for more specialist care will continue increasing as service users' needs become more complex and demanding and this will require the market to respond by providing differing types of care that meet service users changing needs.
- With the incidence of dementia increasing rapidly in the 85+ population and with others in the same population group having multiple and complex needs the focus will have to be on providing services that meet such needs.
- Given the alternative support mechanisms in place, and being developed, the need for residential care facilities for frail elderly will continue to reduce which could have a significant impact on demand for such beds in future.
- We have some local provider issues and are working with partners to address this as it could impact on current placement flow and future demand across the sector.

We want to commission providers who are prepared to innovate and develop their workforce so that they are better placed to meet the needs of individuals and can evidence the impact of their services in terms of outcomes achieved. As demand shifts we will continue to work in partnership with the care home sector to explore how organisations can change the dynamics of the care that

is provided i.e. upskill staff to work with more complex care as the needs of individuals change.

We will continue to work with Health colleagues to develop innovative responses to help people remain in their own homes for as long as possible or return to their homes when discharged from hospital to reduce or delay the need to go into long-term residential care.

We will work in collaboration with the care home sector to ensure care home environments can respond to the changing and increasingly complex needs of individuals, so that available capacity is able to meet the anticipated greater demand from those with dementia.

Our priorities are:

- ✓ Work with partners to develop a range of accommodation options and support for vulnerable and older people who need help to achieve or sustain independence
- ✓ Improve the quality of provision and in turn deliver person centred outcomes for everyone in a care home
- ✓ Build relationships/trust with providers to enhance understanding of the operation of the market and how to help providers respond to ongoing changes in demand
- ✓ Through effective data sharing the Council will be able to develop a much richer picture of the market that covers all people with care needs and not just those where the Council supports the provision of care
- ✓ Reduce overall need for long-term residential care
- ✓ Develop the care home market to be able to meet projected increased demand for dementia related care
- ✓ Continue to improve the value for money derived from contract and commissioning arrangements