



# CÙRAM IS SLÀINTE NAN EILEAN SIAR

WESTERN ISLES HEALTH AND SOCIAL CARE PARTNERSHIP

## Residential Care Review

Report by Chief Officer, Health and Social Care

### PURPOSE OF REPORT

- 1 To seek approval to progress with stakeholder engagement and further options appraisal work based on a preferred care model.

### COMPETENCE

- 2 The recommendations do not have any financial or legal implications but such matters will be considered in detail and incorporated into the refined options appraisal to be presented to the Integration Joint Board in December 2016.
- 3 An Equality Impact Assessment will be progressed as consultation and engagement progresses and an update on the status of this will be included with the December Report.

### SUMMARY

- 4 The Integration Joint Board is required to consider the various care models and related issues to focus further work with stakeholders on the implications of progressing with re-design plans.
- 5 The complexity of the work to be undertaken and the timescales to be applied requires a two-phased approach to options for re-design plans. It is suggested that Stornoway and Greater Broadbay be progressed with a further report in December 2016 and engagement with 24/7 care services within rural Lewis be commenced in 2017 to enable a report to be considered by April 2017. This would enable a capital programme submission to be considered for all re-design proposals.

### RECOMMENDATIONS

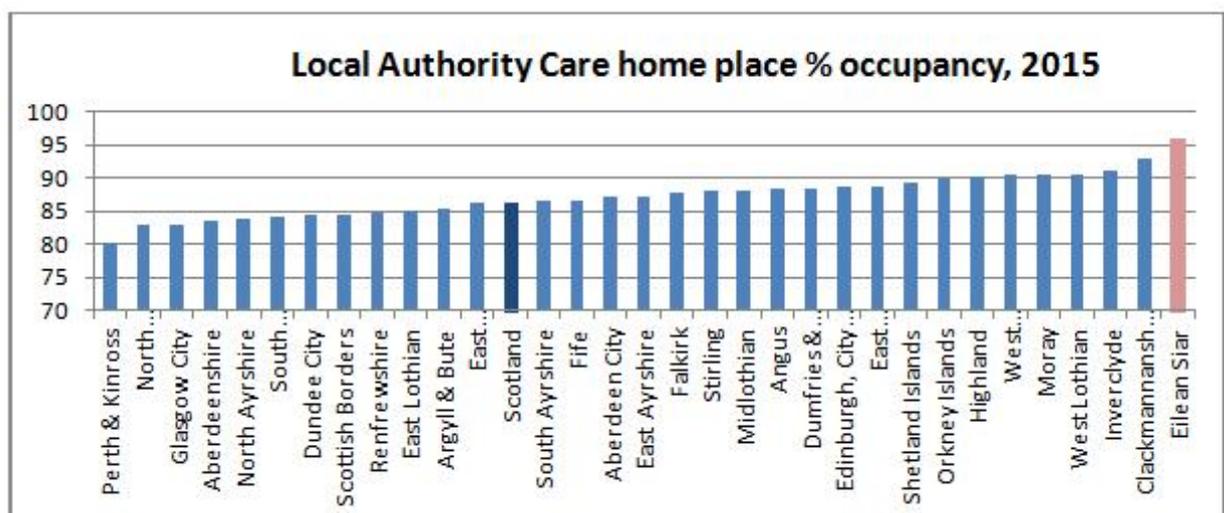
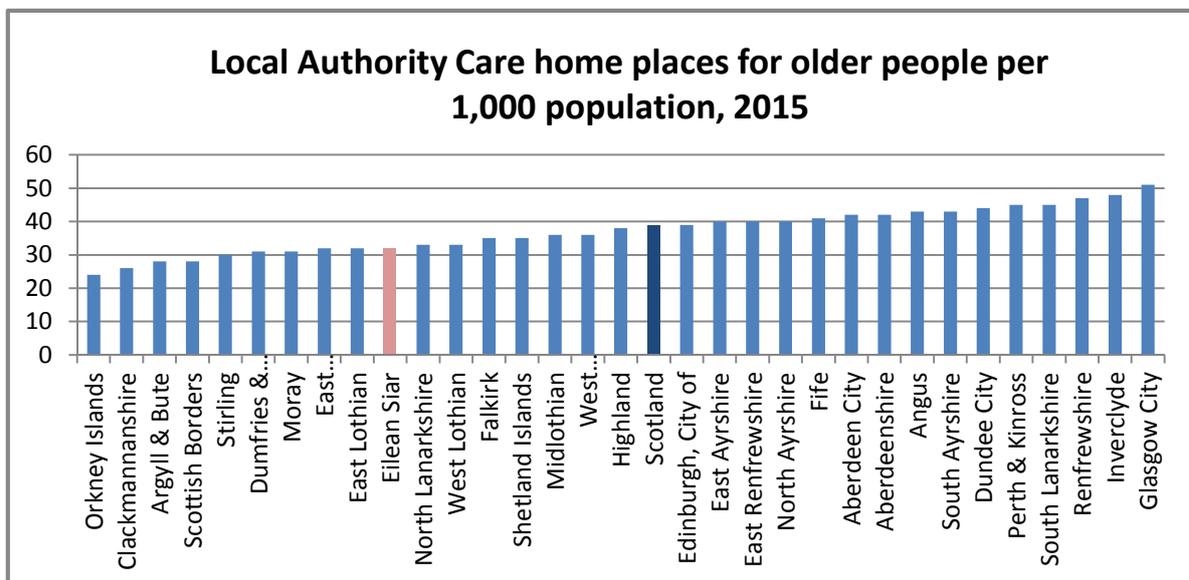
- 6 It is recommended that:
  - a) the unoccupied care units at Gravir, Scalpay, Bragar and Back are deemed surplus to requirements and disposal progressed in line with established Comhairle policy;
  - b) Stakeholder engagement, incorporating market testing, is undertaken on the potential establishment of a core and cluster care model on the basis of an engagement plan to be approved by Integrated Corporate Management Team;
  - c) A refined options appraisal is developed on the basis of 99 units to be commissioned within the Stornoway area presenting the capital and revenue implications of a range of proportionate splits of extra care housing and nursing beds to determine best value and presented to the December 2016 meeting of the IJB on the basis of the completion of the attached Project Brief document; and
  - d) A second phase of re-design is actioned in 2017 to consider options in relation to 24/7 care services for rural Lewis incorporating consideration of the existing care units at Crowlista and Carloway.

## BACKGROUND

- 7 In June 2016, the Integration Joint Board (IJB) approved the development of an options appraisal to inform consideration of replacement plans for Dun Eisdean and Dun Berisay Care Homes.
- 8 Appendix 1 provides an overview of the information developed as a result of the workstreams' consideration of models of care, procurement options and technical opinion on existing facilities.
- 9 December 2016 is the deadline for outline proposals to be incorporated within the Comhairle Strategic Housing Investment Plan for submission to Scottish Government.

## SCOPE OF OPTIONS APPRAISAL

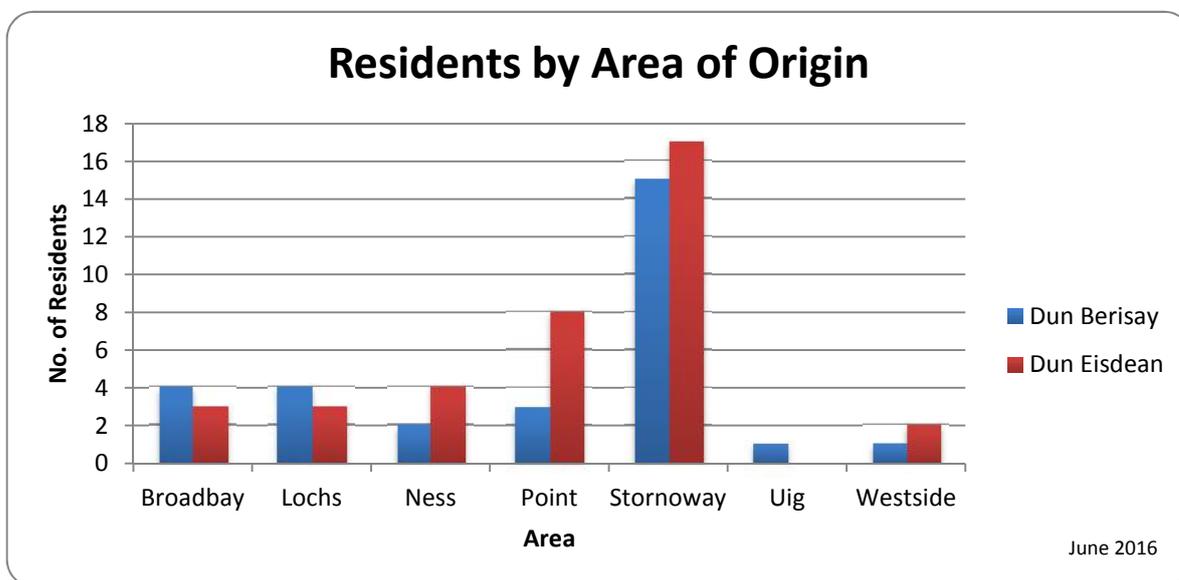
- 10 The fundamental requirement of an options appraisal is to define the number and type of services to be commissioned. Analysis of the current local capacity of residential care reinforces the challenge of operating with all beds fully occupied on a permanent basis and the scale of the service is less than many other local authorities, as detailed in the following graphs:



- 11 The total bed capacity of the two care homes is 71 with planning underway to support current delayed discharges within the Dun Berisay flats. The current waiting list for long-term care

between the Western Isles hospital and community is approximately 40 individuals and is reviewed weekly to reflect changes in need.

- 12 An associated service is the Garrabost Care Unit and this is occupied by 4 residents. A challenge with the model of care available within the care units is supporting service users 24/7 due to the service not being of the scale appropriate to be financially viable with waking night staff. It is proposed that this service is included in the consideration of the replacement plans subject to stakeholder engagement informing the appropriateness of this for current and future service users from the Point locality.
- 13 There is no accurate formulae to predict future demand given the variables involved in determining the need for 24/7 care. Factors such as single occupancy households, prevalence of long-term conditions, mental health conditions, family and carer support and life changing unforeseen events all impact on the need to consider the appropriateness of 24/7 care services. Commissioning services to meet all current need and projected need through residential care services would require unprecedented growth in revenue budgets.
- 14 However, an approach being suggested is to consider an options appraisal factoring in an increase of 24 units to address 60% of the current unmet need. It is prudent to generally allow for a level of unmet need to be retained. Applying this calculation would require re-design proposals to consider a total indicative figure of 99 placements in an initial phase of re-design of services (71 residents in the homes, 4 care unit residents and 24 additional spaces). Financial modelling is based on the assumption that the revenue costs of the new model of care will need to be met from within the IJB budget.
- 15 It is proposed that the re-design of these placements are considered within the Stornoway area. This is in keeping with profiles of existing residents and those awaiting care as detailed in the following graphs. It also supports continuity for the existing workforces and services associated with the current and potential future service provision.





- 16 In addition to this it is recommended that a second phase of re-design is undertaken to review the care units operating at Crowlista and Carloway. The review will supplement the replacement plans for the Stornoway care homes and consider sustainability from a service and technical perspective. The outcome will inform future commissioning of 24/7 long-term care services in rural Lewis.
- 17 The unoccupied care units at Gravir, Scalpay, Bragar and Back have been subject to a desktop review to determine whether they should be considered as useful assets to factor into potential re-design plans. The review has concluded that although, technically, it is feasible to remodel the properties, their capacity would reduce significantly and the level of work required is unlikely to achieve the economies of scale required to justify such intervention.
- 18 Furthermore, their location is not in keeping with current or projected demand and the cost of establishing new workforce teams to operate the units with limited capacity numbers is not viable. Education and Children's Services within the Comhairle have also considered and dismissed a number of these properties in relation to being suitable for redevelopment.
- 19 Due to the nature of the services being re-provisioned, decant options to temporary placements for residents is not an options and thus any potential models of care requiring residents to be moved to temporary accommodation have not been considered.
- 20 All options considered are compliant in terms of Care Inspectorate regulation.

#### **OPTIONS APPRAISAL SUMMARY TO DATE**

- 21 Appendix 1 provides details of the outcomes of the work undertaken by the workstreams to help refine the options to be subject to further detailed analysis. Staff time has been the focus of resource allocated to date to help progress the options appraisal.
- 22 Taking an overview of the findings, a core and cluster model appears to be the initial preferred option for a number of reasons. It dovetails with the principles of shifting the balance of care from acute to the community whilst retaining the IJB's aspirations to create community hubs to support well co-ordinated and resourced services within a homely setting. It is a model of care already in operation and one that affords commissioners access to a flexible resource to meet a range of adult health and social care needs.
- 23 Although a model wholly based on extra care housing is favoured by the majority of members on the working group, to invest on the proposed scale would be untested and given the status of the market there is no capacity to supplement such a model should the need arise. Similarly, the option to replace the existing services with the same care home provision might be preferred by some as this may appear less risky as it is the service many are familiar with and the one relied

upon at present. However, as detailed in the series of reports on this subject matter, it does not allow a mix of service users' outcomes to be met appropriately and flexibly or the potential to shift investment from institution based services to community facing and within people's homes.

- 24 The agreement on an indicative figure of units is also required to focus more work on the procurement options and the associated revenue and capital implications. Affordability of a re-design in revenue terms may be challenging in relation to capital and vice versa. Officers are building up a financial modelling tool to enable various combinations of numbers of residential/nursing units and extra care housing units to be compared in relation to revenue expenditure and income. This is a very complex process and detailed analysis of all assumptions being applied to inform calculations is being undertaken. Capital costings will be tentatively estimated on the basis of existing actual costs for similar works supplied by partners or derived through consideration of related investment programmes. Cost certainty will be a challenge until detailed project briefs are agreed and full site analysis completed.
- 25 On the basis that decant of residents is not an option, there is limited scope to utilise the existing residential care home sites. The scale and suitability of land mass available, together with the respective footprints and orientation of existing buildings, is such that developable land is significantly restricted. If required, further feasibility work, based on more definitive schedules of accommodation, would determine what is achievable at these, and alternative site locations. Overall, due to the existing footprint and internal layouts, it would seem the re-modelling of existing properties is in some cases unviable from a technical perspective or at best will lead to compromise in seeking to meet the best practice standards necessary to meet current and future requirements.
- 26 There has been no formal stakeholder consultation on the re-design options with the service users, staff groups, community organisations, trades unions and other stakeholders such as external service providers or regulatory bodies. It is proposed that stakeholder engagement is facilitated from October to the end of November on the basis of a re-design proposal featuring a core and cluster model. It is suggested that an Engagement Plan is considered by the Integrated CMT in October to begin this process.

## **CONCLUSION**

- 27 The options appraisal work to date has highlighted the complex relationship between the care model and procurement process to determine the viability of potential proposals in relation to workforce, revenue and capital resource implications.
- 28 The findings also conclude that a core and cluster model provides a care model mix of residential/nursing care services with the flexibility of extra care housing to enhance the options and capacity of the IJB to improve the outcomes of those currently receiving care or those who will require it in the future.
- 29 Given the magnitude of the implications for the Comhairle workforce, it is anticipated that consideration of externally commissioning services of any significant degree would be unviable due to the destabilising effect on the local workforce as a totality, the position of trades unions and potentially the ramifications for external providers. More work will be done on this issue through the stakeholder engagement to provide a formal position in December 2016.
- 30 In order to progress the detail of the proposed services to be commissioned by the December deadline, it is recommended that approval is given to complete a more detailed options appraisal through developing the existing financial modeling and the capacity of current and potential sites to inform recommendations to the IJB and the Housing Member Officer Working Group.