

Full Council

10.00am, Thursday, 9 February 2023

Drumbrae Care Home – Status Report

Executive/routine
Wards
Council Commitments

1. Recommendations

- 1.1 Members are requested to note the briefing on the status of Drumbrae Care Home

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Drumbrae care home

2. Executive Summary

- 2.1 This report provides an update on the status of Drumbrae care home in response to the motion from the last Full Council meeting which set out the following:
- 2.1.1 Notes the Chief Officer of the EIJB has not provided full updates on the status of the property to the Board and requests that they do so for all elected members
 - 2.1.2 Requests the EIJB Chief Officer produce a report within one cycle on how this facility came to sit empty for over a year
 - 2.1.3 Requests the EIJB consider the recommission of appropriate care services at Drumbrae care home as soon as practically possible
 - 2.1.4 Calls for a report to the Governance, Risk and Best Value Committee into the Council's actions leading up to the closure and post closure, in particular actions to move forward with the lease to NHS Lothian or identify and resolve any problems in order to identify any potential lessons learned
 - 2.1.5 Calls for a briefing to elected members, outlining the actions that would be required if the Council is directed to recommission 60 care beds at Drumbrae by the Edinburgh Integration Joint Board (EIJB), along with associated costs, an estimate of how long this would take, and any other significant considerations that may inform a decision by the EIJB.

3. Background

- 3.1 The Edinburgh Integration Joint Board's (EIJB) bed-based review (BBR) has been progressing since 2020, with the main focus on the implementation of the approved activities identified as part of the Bed Based Care Strategy. A phased approach was adopted with phase one of the BBR concentrating on three main service areas:
- Intermediate Care
 - Hospital Based Complex Clinical Care (HBCCC)
 - Care Homes
- 3.2 These services were prioritised as they support flow from acute hospital sites, creating capacity and ensuring people are in the right setting to meet their needs.

- 3.3 The bed-based care strategy identified that Edinburgh needed more Intermediate Care capacity, less Hospital Based Complex Clinical Care (HBCCC) capacity and a new model of care within the internally managed care homes to meet demand for nursing and dementia care. The new configuration had to be delivered within the existing Council and NHS estate, optimising the use of buildings where possible and decommissioning buildings that were no longer fit for purpose.
- 3.4 To implement the recommended bed capacity, Drumbrae care home was identified to transition to provide the majority of the HBCCC service (old age psychiatry and frail elderly wards). This created a single HBCCC unit for the city and space within the wider estate to transition the vacated NHS run Private Finance Initiative (PFI) units to intermediate care provision. Once this transition is complete, bed-based services could move out of Liberton hospital, allowing redevelopment to begin following the sale of the site to the City of Edinburgh Council. The reduction in HBCCC capacity meant there was an opportunity to withdraw from the lease on Ferryfield House, a PFI facility, at the intended break point, reducing the overall bed base estate.
- 3.5 In addition to the physical service redesign, a new model of care would be implemented within the larger, HSCP run 60 bed care homes which includes nursing provision. This enables these larger, more modern homes to provide nursing and dementia care provision for people with complex care needs, which is very much needed in the city to meet growing demand.

4. Main report

- 4.1 A number of onsite assessments were completed in Drumbrae care home by multiple teams and contractors throughout 2021 to assess the suitability of the premises for the provision of the HBCCC service.
- 4.2 Based on the findings of these assessments and following approval by the EIJB, Drumbrae care home was decommissioned in December 2021. At the point the care home was decommissioned there were only ten residents and they, along with the staff were moved to alternative care homes in Edinburgh.
- 4.3 Once the care home was decommissioned, further assessments were completed on the property alongside the continued development of the clinical brief required for the transition to the provision of HBCCC.
- 4.4 On 7th June 2022, the Finance and Resources Committee approved the lease arrangements for Drumbrae care home, including the annual lease charge and the length of lease term.
- 4.5 In June 2022, Drumbrae was identified as being non-compliant for the delivery of clinical services. There is a requirement to comply with the Fire (Scotland) Act 2005 and the Fire Safety (Scotland) regulations 2006. Furthermore, the [NHS Scotland Firecode SHTM 81 part 1](#) was updated in 2022 which applies to all buildings that accommodate NHS services, this is supported by [Scottish Government guidance on fire safety](#) which was also updated in 2022. The Act requires evidence to satisfy Fire Authorities that the building can be satisfactorily evacuated. With NHS patients that may be bed bound there is a need to demonstrate progressive lateral

evacuation to comply with the Act. In order for Drumbrae to be compliant with the Act and associated standards, significant adaptations are required.

- 4.6 This increased both the time required to complete the work and the cost of the adaptations significantly.
- 4.7 Further work was completed between EHSCP and NHS Lothian between June and October 2022 to identify alternative solutions to the adaptations needed to support the transition to the provision of HBCCC.
- 4.8 In October, NHS Lothian advised that they were unable to deliver the direction set by the EIJB due to the increased cost and time required for the adaptations.
- 4.9 Discussions continued between all partners from November 2022 to January 2023 to agree how best to progress in light of the challenges faced in transitioning the facility.
- 4.10 These discussions have resulted in a slightly amended proposal which will see the facility leased to NHS Lothian as planned to provide HBCCC, enabling the other accommodation redesign to be completed and ultimately delivering the strategy as intended.
- 4.11 If the amended proposal can be delivered, adaptations are required to Drumbrae to enable the transition to provision of HBCCC services, it is anticipated that these will take approximately 12 -16 weeks to complete.

5. Next Steps

- 5.1 Discussions are ongoing with all Partners and the clinical teams to understand if the amended proposal can be delivered, this will take place over the next two weeks and a definitive position identified by 6th February 2023.
- 5.2 A detailed implementation plan will be developed with all relevant stakeholders to monitor the progress to operationalise the facility if the amended proposal is accepted and approved.
- 5.3 If the amended proposal can be delivered, NHS Lothian have requested a longer lease term, than the five years approved by the Finance and Resources Committee on 7 June 2022. This will be referred back to the Finance and Resources Committee in due course.

6. Financial impact

- 6.1 The transition of Drumbrae care home to HBCCC provision will provide an income stream for the City of Edinburgh Council at a rate of £420k per annum.
- 6.2 The adaptation costs will be met by NHS Lothian if the amended proposal is approved.

- 6.3 The delivery of the activities within the strategy will enable the withdrawal of bed-based services from the Liberton Hospital site enabling the site to be released for redevelopment following the sale of the site by NHS Lothian to the City of Edinburgh Council.

7. Stakeholder/Community Impact

- 7.1 An integrated impact assessment was completed as part of the strategy development and can be accessed [here](#).

8. Background reading/external references

- 8.1 [Bed Based Care – Phase 1 Strategy](#): 21st June 2021, EIJB meeting
- 8.2 [Follow up report – Bed Based Care – Phase 1 Strategy](#): 28th September 2021, EIJB meeting

9. Appendices

[Appendix 1](#): Timeline to date

Appendix 1: Timeline

Bed Base Review – Timeline of events



Project Timeline

Key



Our current position



These represent activities that multiple stakeholders were involved in

