

The City of Edinburgh Council

10am, Thursday, 16 March 2023

Drumbrae Care Home – status report

Executive/routine
Wards
Council Commitments

1. Recommendations

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

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Drumbrae care home

2. Executive Summary

- 2.1 This report provides an update on Drumbrae care home following the paper discussed at the Full Council meeting of the 9th February, in response to the motion from the February Full Council meeting which set out the following:
- 2.1.1 To note that the report references an “amended proposal” but that the report does not provide information on these changes to the original direction and decisions made by the Board and Council and calls for these to be provided to the Board and Council in one cycle (not including the special budget meeting of the Council).
 - 2.1.2 To note that between the publication of this status report on 3 February and this Council meeting on 9 February, further decisions are being made by officers on the “amended proposal”, calls for Group Leaders and Health and Social Care group spokespeople to be briefed urgently and for decisions to be referred to Council and the Board within one cycle, including the decision on the longer lease which had been requested by NHS Lothian.
 - 2.1.3 To request the information referenced in 5.1 be shared with all councillors by close of play Friday 10 February 2023.
 - 2.1.3.1 Section 5.1 of the Full Council status report on Drumbrae, discussed at the meeting on 9th February states:

Discussions are ongoing with all partners and the clinical teams to understand if the NHS Lothian proposal can be delivered, this will take place over the next two weeks and a definitive position identified by 6th February 2023.
 - 2.1.4 To note that the briefing referenced in 2.1.5 has not been forthcoming.

3. Background

- 3.1 A workshop was held on Thursday 19th January 2023 with members of NHS Lothian’s Corporate Management Team (CMT), the City of Edinburgh Council’s Corporate Leadership Team (CLT) and members of the Edinburgh Health and

Social Care Partnerships Executive Management Team (EMT) plus lead officers in relation to the issues associated with the transition of the former Drumbrae care home.

- 3.2 Adaptations required to the former Drumbrae Care Home to transition the full 60 beds to Hospital Based Complex Clinical Care provision (HBCCC) have increased beyond initial estimates. The increased scope of the work required means the direction set by the Edinburgh Integration Joint Board (EIJB) cannot be delivered in its current form.
- 3.3 At the workshop, NHS Lothian's Chief Executive offered an alternative proposal on the use of Drumbrae, this proposal is as follows:
 - 3.3.1 NHS Lothian would fund the work required on the ground floor of Drumbrae up to a gross total of £3m. The expectation was that this would provide 30 beds for HBCCC patients and that the works would take about 3-4 months on site. The upstairs space would be available for whatever was felt to be most useful in the Edinburgh context on the understanding that the Edinburgh Health and Social Care Partnership (EHSCP) would have first refusal on the upper floor use.
- 3.4 The conditions attached to the proposal were:
 - 3.4.1 A dedicated project manager would be appointed immediately by the EHSCP to manage this aspect of the bed-based review.
 - 3.4.2 The project manager would open a line directly to NHS Lothian's Strategic Director to give regular updates on progress and the programme would be brought into the Performance Support and Oversight Board (PSOB) chaired by NHS Lothian's Chief Executive that meets monthly.
 - 3.4.3 EHSCP services would vacate Liberton Hospital.
 - 3.4.4 Ferryfield House would be vacated.
- 3.5 The last condition listed, the withdrawal of services from Ferryfield House, is required to be completed no later than July 2024. NHS Lothian have stipulated that they would need assurance that this is achievable by Christmas 2023, so that appropriate notice can be given to the PFI provider.
- 3.6 NHS Lothian also indicated that a longer lease would need to be negotiated for Drumbrae to make the proposal viable

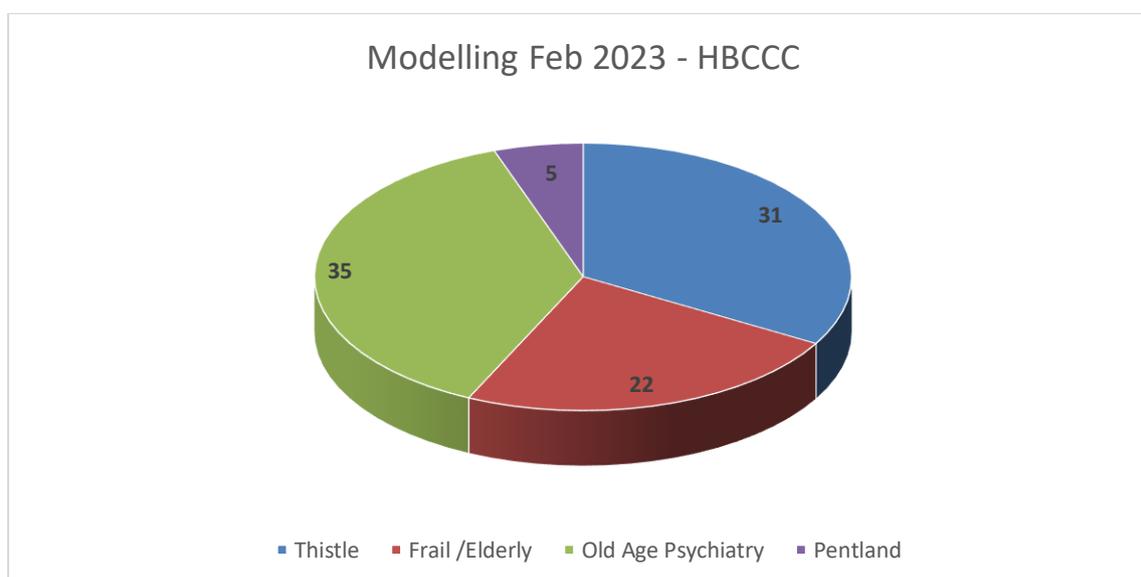
4. Main report

- 4.1 The EHSCP undertook a targeted feasibility study to understand if the alternative proposal offered by NHS Lothian could be practically delivered.
- 4.2 A range of key stakeholders were involved in the discussions to date and although the alternative proposal as defined in section 3 could be delivered, there would be significant impact on other parts of the system as a result.

- 4.3 The revised proposal sees a reduction of an additional 30 HBCCC beds from the original proposal. This would equate to an overall reduction of 72 HBCCC beds from the bed numbers operational at present.
- 4.4 There is a risk that reducing the bed numbers on this scale would have a significant impact on front door presentations, acute capacity and flow and, delayed discharges. It is already a challenge to discharge patients from HBCCC into community settings as there are limited facilities that can safely care for people with complex care needs.
- 4.5 The cohort of patients that are currently cared for in HBCCC settings are old, frail, many with co-morbidity and there is an increased number of patients with a dementia diagnosis. These patients have increased vulnerability to frailty through deconditioning and isolation. They are presenting much later than previously experienced pre-pandemic and are often more acutely unwell and more complex.
- 4.6 Due to the complexity of these patients, discharges from HBCCC can be challenging. There is a lack of complex care provision in community settings in Edinburgh. The EHSCP is working towards the implementation of a new model of care within the larger internal care homes to address the demand seen from acute for this level of care however, in the private market it is extremely difficult to find suitable care homes that will accept patients with complex care needs. There is a general perception that hospitals are safer than care homes and therefore, families can and do challenge the decision to discharge.
- 4.7 The whole system is under extreme pressure, and this can be seen across health and social care services. There is enormous pressure in Primary Care which is impacting on community care settings. The unscheduled care system is stressed and there are waiting lists in scheduled care. There are patients in acute settings that do not need to be there and there are significant delayed discharges in Edinburgh and the Lothians.
- 4.8 Taking such a large number of beds out of the system in times of such extreme pressure and scrutiny without enhancing the community infrastructure to support the reduction in bed numbers is likely to cause significant pressure elsewhere in the system. This would impact on front door presentations and attendances, capacity and flow in acute settings and, delayed discharges.
- 4.9 Modelling completed as part of the Bed Based Care Strategy development has been updated and recalculated using the most up to date data. The modelling follows a demand, capacity, activity and queue (DCAQ) methodology and includes uplifts for optimum occupancy and demographic projections. The outcome of the modelling for HBCCC is as follows:

	Patients on waiting list	Total patients	Average Length of stay	Bed days required overall	Number of beds required	Inc. 85% occupancy uplift	Inc. 13% uplift for growth
Functional Psychiatry	4	27	321	8,662	24	27	31
Frail/elderly	5	47	128	6,028	17	19	22
Old Age Psychiatry	0	38	254	9,644	26	30	35
Pentland ward	0	4	321	1,283	4	4	5

The data is also shown graphically below.



- 4.10 The modelling suggests that a total of **40** beds are required for old age psychiatry HBCCC (including Pentland ward currently located in the REH) and **22** beds are required for frail elderly HBCCC.
- 4.11 The alternative offer presented by our partners in NHS Lothian, only offers 30 beds within Drumbrae for these specialties, with the withdrawal from Ferryfield House also proposed, there are not enough beds to meet the demand within the city.
- 4.12 There are time critical elements that need to be addressed such as the withdrawal of services from the Liberton Hospital site. Although an occupancy agreement has been established, this is for a time limited period of 2 calendar years from the point of sale.
- 4.13 To achieve the withdrawal of services from Liberton Hospital, the remaining estate has to be redesigned to accommodate the bed-based services currently occupying the site. Withdrawing services from Liberton cannot be achieved within the parameters of the alternative offer presented by NHS Lothian as there is not the capacity within the estate to enable services to be accommodated elsewhere.

- 4.14 The EHSCP have concluded that the alternative offer presented by NHS Lothian can be delivered with some alterations to the conditions set. To achieve the withdrawal of services from Liberton Hospital and accommodate the Intermediate Care service within the remaining estate, the 30 beds at Drumbrae would need to be operational and the lease on Ferryfield House would need to continue to the end date of October 2027.
- 4.15 Old age psychiatry HBCCC could then be accommodated within Drumbrae with the frail/elderly wards relocated to Ferryfield House. This would create the space within the remaining PFIs (Ellen's Glen and Findlay House) to accommodate the Intermediate Care service as set out in the original bed-based care strategy.
- 4.16 A full system wide pathway review from hospital to community should be undertaken to understand the range of beds in use across the system, this would include acute beds such as Medicine of the Elderly and Medicine of the Elderly Rehabilitation. A holistic review of pathways would properly map out the capacity requirements for the needs of each patient group. The review of pathways needs to be completed urgently to develop a sustainable bed base for the future.
- 4.17 By keeping Ferryfield House as a transitional arrangement, it allows time to undertake the review of all pathways to fully understand the community infrastructure required to shift the balance of care into the community, particularly for people with complex care needs.
- 4.18 By undertaking the full pathway review the EHSCP, along with our partners, can design the optimum model of community infrastructure to support people who have complex care needs. This approach will allow for services to come off the Liberton Hospital site within the timescales which is the most time critical element of the redesign. It doesn't allow for services to be withdrawn from Ferryfield House however, it will allow for work to take place to ensure the lease can end at the intended end date of October 2027.
- 4.19 This option is the only viable way to ensure services continue to be delivered and that patients are cared for and supported until the community infrastructure can be enhanced to support people with complex care requirements. The amended proposal outlined above was sent to NHS Lothian for consideration on 9th February 2023.
- 4.20 NHS Lothian responded to the amended proposal on 15th February 2023 requesting further discussion and this is ongoing.

5. Next Steps

- 5.1 In response to point 2.1.5 of the status report presented to the Full Council on 9th February (item 7.8) which states:
- 5.1.1 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.

- 5.2 A briefing paper is being drafted for circulation to elected members, information is being gathered to inform this briefing paper from colleagues across the City of Edinburgh Council and the Edinburgh Health and Social Care Partnership. The Partnership would like to offer elected members a Development Session to talk through the briefing in more detail and answer any questions that may arise.
- 5.3 Discussions are ongoing with our Partners to seek a resolution to the issues faced with the transition of Drumbrae. These discussions will be concluded by early April, and we propose to report back to Full Council at the meeting on 4th May 2023.

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 agreed with the exception of £800k secured in 2021 to undertake adaptations.
- 6.3 NHS Lothian would be required to continue with the lease at Ferryfield House until the lease end in October 2027 which comes at a cost to NHS Lothian in addition to the lease and operating costs for Drumbrae.
- 6.4 Supporting the withdrawal from the Liberton hospital site means the site can be released for redevelopment by 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](#). No further impact assessment has been completed at this stage.

8. Background reading/external references

- 8.1 [Drumbrae care home status report](#): Full Council 9th February 2023

9. Appendices

N/A