

City of Edinburgh Council

10:00am, Thursday, 22 June 2023

Bed Base Review

Executive/routine

Wards Ward 3 -

Drumbrae/Gyle

Council Commitments 37, 38.

1. Recommendations

1.1 That the Council:

- 1.1.1 Acknowledges that Edinburgh Integration Joint Board considered a recommendation from officers to undertake a strategic commissioning review. This would inform plans for community infrastructure and bed-based service provision in the medium to long term.
- 1.1.2 Awaits the outcome of this work before a decision is made on the future use of Drumbrae care home.
- 1.1.3 Notes the decision from the Finance and Resources Committee held on 20 June 2023.

Andrew Kerr

Chief Executive

Report

Bed Base Review

2. Executive Summary

- 2.1 This report outlines the current situation relating to the Bed Base Review including consideration of the use of Drumbrae Care Home and presents options for the future use of the facility for consideration for Health and Social Care purposes. A similar report was debated by the Finance and Resources Committee on 20 June 2023. A note of the decisions made by the EIJB on 13 June 2023 and Finance and Resources Committee will be sent to the City of Edinburgh Council on 22 June.
- 2.2 The recommendation from officers is to delay any decision on the future use of the former Drumbrae Care Home until the outcome of a whole system strategic commissioning review. This was considered and agreed by the Edinburgh Integration Joint Board at its meeting on 13 June 2023.
- 2.3 Should elected members not wish to await the outcome of the strategic commissioning review, options for the use of the facility include:
 - 2.3.1 Proceed as originally intended completing all adaptations to transition the facility to HBCCC provision.
 - 2.3.2 Reopen the facility as a care home and consider the consolidation of two of the older care homes into it.
 - 2.3.3 Reopen the facility as a hybrid model with the upper floor as a care home and the lower floor as HBCCC.
 - 2.3.4 Sell the property for redevelopment.
 - 2.3.5 Alternative use for the property to support wider challenges faced by CEC.

3. Background

- 3.1 On 22 June 2021, the Edinburgh Integration Joint Board (EIJB) approved proposals for Phase 1 of its future Bed-Based Care Strategy.
- 3.2 Phase 1 of the strategy involved a number of interconnected property moves and adaptations involving assets owned by the City of Edinburgh Council and NHS Lothian. These resulted in the decommissioning residential care services at Drumbrae Care Home to facilitate providing HBCCC services from the property.

- 3.3 There have been significant challenges in implementing the agreed bed base redesign identified in the strategy. In summer 2022, due diligence identified that Drumbrae was not compliant for the delivery of clinical services, in part due to updated fire safety regulations particularly in relation to evacuation procedures. The adaptations required to transition Drumbrae to the provision of healthcare services have significantly increased and are estimated to cost £10m with a 24-month schedule for work to be completed. Discussions have continued with all partners to try to get a resolution to the issues faced with the transition throughout 2022 to present but no agreed way forward has been identified at this stage.

4. Main report

- 4.1 Since the strategy was approved by the IJB in 2021, several issues have emerged that need considered when planning bed-based services for the future. The IJB are already experiencing a change in demographics with many people presenting to bed-based services older, frailer and with more co-morbidity. There is also an increase in the number of people with dementia adding to the complexity of need. The impact of the pandemic is also emerging. People have increased vulnerability to frailty through deconditioning and isolation. More people are presenting later resulting in them being more acutely unwell with more complex conditions. The perception of hospitals and care homes has also shifted, with people perceiving care homes to be unsafe and hospitals to be much safer environments to receive care and support.
- 4.2 The whole system has remained under severe sustained pressure. There is a lack of community care capacity to meet demand, Primary Care services are under enormous pressure, the unscheduled care system is extremely stressed, there are increasingly long waiting lists for scheduled care, people are in hospital who do not need to be there and there are extensive delayed discharges across acute and community hospital sites. These issues need to be considered when designing a sustainable bed base for Edinburgh.
- 4.3 Considerable time has passed since the IJB set the Direction to transition Drumbrae to HBCCC provision and in light of the additional cost and time to complete the work plus the issues outlined above it was recommended that the IJB considered a proposal to undertake a strategic commissioning exercise. This would be undertaken on the bed base in Edinburgh with a focus on older people's services. The strategic commissioning exercise will identify all types of beds required to meet the needs of the population both now and in the future across all older people's bed-based services.
- 4.4 The IJB were asked to approve the strategic commissioning exercise at their meeting on the 13 June and this was agreed by members.
- 4.5 The strategic commissioning exercise will provide assurance that the projected bed numbers required to meet future demand are based on current data including any emerging themes as a result of the pandemic and increased system pressures. This

approach is supported by both corporate leadership and management teams in CEC and NHS Lothian and the service areas prioritised in the bed-based review, with clinical and care teams requesting this exercise is completed before any reconfiguration of existing beds is undertaken.

- 4.6 The strategic commissioning exercise is in the early stages of development. An external commissioner would be appointed for an initial period of six months. An implementation plan will be developed based on the findings of the exercise and associated timescales agreed at that point.
- 4.7 As there are limited facilities in Edinburgh to accommodate bed-based services, it is recommended that Drumbrae Care Home remains unoccupied until the strategic commissioning exercise has concluded. This would ensure the facility could be utilised for the most appropriate service provision based on the findings of the exercise. If Drumbrae were to be utilised by the Council for an alternative purpose, this would greatly reduce the available capacity to accommodate bed-based services and could be detrimental to the conclusion of the strategic commissioning exercise.
- 4.8 It is acknowledged that Drumbrae remaining unoccupied poses an ongoing business and reputational risk, particularly when the system is under sustained pressure. If it is decided by the Council that it needs to make the best use of existing resources, Drumbrae could be used for a variety of different options some of which are outlined for consideration below:
 - 4.8.1 Proceed as originally intended completing all adaptations to transition the facility to HBCCC provision.
 - 4.8.2 Reopen the facility as a care home and consider the consolidation of two of the older care homes into it.
 - 4.8.3 Reopen the facility as a hybrid model with the upper floor as a care home and the lower floor as HBCCC.
 - 4.8.4 Sell the property for redevelopment.
 - 4.8.5 Alternative use for the property to support wider challenges faced by CEC.
- 4.9 These options are explored in greater detail below with a high-level assessment of each included as appendix 1.

5. Conclusions

- 5.1 The IJB has agreed to undertake a strategic commissioning exercise before any changes are made to the current bed base in Edinburgh. This would ensure that we have an accurate understanding of the current and future bed numbers and type, needed for our growing older population following the pandemic.
- 5.2 If it is decided by the Council to make best use of existing resources, then the Council should consider the options presented in the absence of any strategic assessment of the impact on the Bed-Based Care Strategy without the use of

Drumbrae. The proposed strategic commissioning exercise would be used to inform plans for community infrastructure and bed-based service provision in the medium to long term and therefore is highly recommended.

6. Next Steps

- 6.1 These options have been presented to the Finance and Resources committee on 20 June and they have identified their preferred option. A note of the decision will be circulated to Council members.
- 6.2 The Partnership would recommend that Drumbrae remains unoccupied until the outcome of the strategic commissioning exercise is known to ensure there is available accommodation to support any redesign identified.
- 6.3 The Council are asked to agree their preferred option in relation to Drumbrae at the meeting on 22 June.

7. Financial impact

- 7.1 Where known, the financial implications have been indicated in each of the options above.

8. Stakeholder/Community Impact

- 8.1 Various impact assessments have been completed on the proposals to date. A full integrated impact assessment will be completed on the outcome of the strategic commissioning exercise and any preferred option.

9. Background reading/external references

- 9.1 Bed Based Care Strategy – Phase 1, presented to the Edinburgh Integration Joint Board on 22nd June 2021, Item 7.1 can be accessed [here](#).
- 9.2 Report to Edinburgh Integration Joint Board on 28th September 2021, Item 4.1 can be accessed [here](#).
- 9.3 The report to the Finance and Resources Committee agreeing the lease arrangements for Drumbrae on 16th June 2022, Item 8.1 can be accessed [here](#)
- 9.4 A progress report presented to the Council on 9th February 2023, item 7.8 can be accessed [here](#), this was also presented to the EIJB as an additional item at their meeting on 28th February 2023.
- 9.5 A progress report presented to the Governance, Risk and Best Value committee on 14th March 2023, item 8.15 can be accessed [here](#)
- 9.6 A status report presented to the Council on 16th March 2023 can be accessed [here](#)

10. Appendices

[Appendix 1](#) Options and high-level assessment for the future use of Drumbrae.

Option 1: Proceed as originally intended completing all adaptations to transition the facility to HBCCC provision:

- 10.1 The initial proposal to transition Drumbrae care home to the provision of HBCCC was developed to enable other bed-based redesign to take place within the existing estate.
- 10.2 By accommodating the majority of the HBCCC service within Drumbrae, space would be created within the vacated HBCCC facilities to enable the Intermediate Care service (mostly accommodated within Liberton Hospital) to be relocated.
- 10.3 The proposal saw a small increase in the Intermediate Care bed numbers and a decrease of HBCCC bed numbers aligned to the modelling and projections of the Bed Based Care Strategy.
- 10.4 The proposal enabled bed-based services to be withdrawn from the Liberton Hospital site in anticipation of the site being purchased and redeveloped by the Council and enabled NHS Lothian to withdraw from the lease on the PFI facility, Ferryfield House at the break point in the lease agreement.
- 10.5 To proceed as initially intended, £10m of investment is required to get Drumbrae compliant with clinical standards. The lease on Ferryfield House would also need to continue to the intended end point in 2027 to ensure enough community capacity is created to reduce the HBCCC bed numbers as projected.
- 10.6 From discussions with all partners (EHSCP, CEC and NHS Lothian), it was proposed that NHS Lothian would fund £3m of the adaptations to Drumbrae and continue to lease Ferryfield House. The Council has been asked to invest £7m to cover the cost of most of the adaptations.
- 10.7 The terms and conditions of a lease to NHS Lothian, as approved by Committee on 7 June 2022, would need to be reconsidered and reported back to Committee for approval, e.g., a longer term than 5-years would be required.
- 10.8 The adaptations are estimated to take one calendar year to complete, however, factoring in time for statutory consents, tendering of contracts etc, would mean that the facility would not be operational until Summer 2025 at the earliest.
- 10.9 In order to fund the adaptations required, both the Council and NHS Lothian would have to source the investment from existing budgets. For the Council this would mean redirecting funds from existing capital investment programmes, which are currently fully committed and under significant budgetary pressure.
- 10.10 This option does enable services to come off the Liberton Hospital site but could potentially breach the agreed timeframe set by the Council in the occupancy agreement (two calendar years from the point of sale, completed in April 2023).

Option 2: Reopen the facility as a care home, and consider the consolidation of two of the older care homes into it:

- 10.11 When residential care services were decommissioned at Drumbrae in December 2021, most of the equipment was removed from the property to allow for the adaptations to begin.
- 10.12 All kitchen equipment was removed and most of the communal and bedroom furniture was redistributed and recycled. The building has also suffered water damage due to a burst pipe during the winter months.
- 10.13 The facility could not be reopened until repairs are completed and until it has been re-equipped to function as a care home. The cost of repair and refurbishment has been assessed and is estimated at £1.7m which is inclusive of a full refit, new kitchen, furniture and fittings. Provided no statutory consents are required, this could be completed within one calendar year.
- 10.14 The facility could not be reopened as a care home to provide additional capacity as there is no revenue available to operate an additional 60-bed care home.
- 10.15 Furthermore, the Partnership do not have the ability to staff an additional 60-bed care home without consolidating one or more of the older care homes within Drumbrae.
- 10.16 The challenges with recruitment into the care sector is well documented and retention of staff is also a known concern.
- 10.17 The only way the Partnership could safely reopen Drumbrae as a care home would be to consolidate one or more of the older homes into it, reallocating the budget and relocating the equipment and staff (and residents should they choose to move to Drumbrae) into Drumbrae.
- 10.18 Existing budgets would need to transition from the older care homes to Drumbrae as there is no available revenue to operate Drumbrae in addition to the existing care homes. It costs approximately £4m per annum to operate a 60-bed care home based on the budget set for the existing 60-bed care homes in the estate.
- 10.19 This option supports the wider strategic aim of decommissioning the older care homes within the estate that have surpassed their design life expectancy and cannot continue to provide care provision safely and sustainably in the coming years.
- 10.20 Property assessments completed more than 10 years ago highlighted the risks of continuing to provide care in these buildings indefinitely, with a further assessment completed in 2019 validating the need to decommission these buildings.
- 10.21 Work is underway to plan and develop the public consultation activity with a range of stakeholders and it was intended to go live in Q3 of this financial year however, as outlined previously, it may be more appropriate to await the findings of the strategic commissioning review and consult on the totality of the redesign of older people's bed-based services.

- 10.22 If this option is preferred, consideration is needed with regards to the timing. It has been well documented that no decision would be reached regarding the four older homes in the estate until the public consultation has concluded. Currently, timescales for concluding the consultation are by Q4 2023/24. Therefore, this option would still see Drumbrae remaining unoccupied for 6-9 months.
- 10.23 As the timescales for the consultation activity and the planned strategic commissioning exercise run into Q4 2023/34, it seems practical to undertake the consultation on the findings of the strategic commissioning exercise including future care home provision in Edinburgh.
- 10.24 To align to the model of care being introduced to the larger care homes in the estate, the Partnership would replicate this within Drumbrae post consolidation and introduce registered nurses into the staffing establishment over time.
- 10.25 This option supports the Partnership's strategic aim to transition from residential care provision to provide affordable nursing and complex dementia care for the most vulnerable of our citizens. This model of care cannot be introduced to the older care homes in the estate as the physical environments cannot accommodate it.
- 10.26 Alongside the two care homes previously operated by Four Seasons Healthcare coming back in house, consolidating two older care homes into Drumbrae would, over time, increase the capacity of nursing and dementia beds in the city which is much needed to meet existing demand.
- 10.27 This option offers an improved working environment for the staff who are currently employed within the older care homes and potentially offers better outcomes to our existing residents should they choose to move into Drumbrae.
- 10.28 This option does not provide any alternative accommodation for the services located within Liberton Hospital and could impact on the timescales outlined in the occupancy agreement if alternative accommodation could not be found for the intermediate care service.

Option 3: Reopen the facility as a hybrid model with the upper floor as a care home and the lower floor as HBCCC:

- 10.29 In January 2023, during discussions on how best to progress with Drumbrae considering the increased costs and time for the adaptations required, NHS Lothian proposed an alternative solution for Drumbrae.
- 10.30 This option would see the facility leased to NHS Lothian as planned with the lower floor adapted to provide HBCCC, equating to 30 beds.
- 10.31 The adaptations required to transition the lower floor to healthcare provision would cost approximately £3m and are estimated to take 4-6 months to complete.
- 10.32 NHS Lothian would fund the adaptations entirely for the lower floor of the property.

- 10.33 Due to the fire safety compliance and the increased cost to adapt the full building, NHS Lothian would only occupy the lower floor of the property leaving the upper floor vacant for alternative use.
- 10.34 There is potential to operate the upper floor of the property as a 30-bed care home provided registration is granted by the Care Inspectorate for a dual function facility providing both health and care services.
- 10.35 The initial proposal by NHS Lothian saw services withdrawn from Ferryfield House at the break clause in the lease agreement. This meant that the HBCCC beds would significantly reduce beyond the projections outlined in the Bed Based Care Strategy.
- 10.36 A targeted feasibility study was undertaken with the relevant clinical teams to ascertain whether this option could be delivered without any negative impact on performance, capacity and flow.
- 10.37 It was assessed that this option would leave the Partnership with a significant gap in its bed base and posed an unacceptable level of risk to performance.
- 10.38 However, by maintaining the lease at Ferryfield House until its intended end date of 2027 and operating the 30 beds for HBCCC at Drumbrae, the remaining bed base redesign could be achieved, enabling intermediate care to be relocated off the Liberton Hospital site, the most time critical element of the redesign proposals.
- 10.39 Similar to the previous option, to safely establish a care home on the upper floor of Drumbrae, one of the older care homes would need consolidated into it.
- 10.40 Regulators would need assurance that a hybrid model was safe to operate, and each floor would need to comply with the relevant standards set by the regulatory bodies for each service provision.
- 10.41 This option does deliver in part, the bed-based redesign proposed within the Bed Based Care Strategy and allows time for a strategic commissioning review to inform plans for community infrastructure and bed-based service provision in the medium to long term.

Option 4: Sell the site for redevelopment:

- 10.42 Drumbrae care home was purpose built in 2013 as part of the City of Edinburgh Council's Strategy for providing a high-quality care environment for older people.
- 10.43 The care home was the fifth new build of six planned for the city and is the second newest in the estate, with Royston Court being the most recent.
- 10.44 Drumbrae was chosen to transition to the provision of HBCCC because it was modern and offered improved accommodation for the HBCCC service in comparison to the facilities in which it currently operates from.
- 10.45 A high-level estimated value of the site is £4m.

Option 5: Alternative use for the property to support wider challenges faced by CEC:

10.46 Another option would be to use the facility to support the wider challenges faced by the Council, this option has yet to be scoped and discussions continue with other CEC officers regarding further options.

Assessment of options for future use of Drumbrae - May 2023

	Option 1 - Proceed as initially intended completing all adaptations to transition property to provide healthcare services	Option 2 - Reopen facility as a care home by consolidating one or more of the older homes into it	Option 3 - Reopen facility as a hybrid model (Care home / HBCCC)	Option 4 - Sell the property for redevelopment	Option 5 - Alternative use for the property to support wider challenges faced by CEC
Advantages	Fully compliant environment for the provision of healthcare services	No major adaptations required to return the facility to care home provision	Provides 30 HBCCC beds in accommodation that is fully compliant with healthcare standards, an improvement on existing accommodation	Located in prime area attractive to developers	Potential to use the facility to support wider challenges faced by CEC (yet to be scoped)
	Improved accommodation for the HBCCC service to that which the service is currently provided from	Provides an opportunity to consolidate one or more of the older care homes into Drumbrae, transferring budgets, equipment, and staff	Provides an opportunity to consolidate one older care home into Drumbrae, transferring the budget, equipment, and staff	Potential capital receipt in the region of £4m	This could include the use for Childrens Social Care or for other occupation by vulnerable groups
	Delivers BBC P1 strategy as intended	Replaces older stock within the estate and provides the opportunity to transition to the new nursing model over time	Replaces older stock within the estate and provides the opportunity to transition to the new nursing model over time	Reduction of overall estate, reducing ongoing costs	
	Enables the redesign of intermediate care allowing services to move off of the Liberton Hospital site	Timescales for completion are within one calendar year	Timescales for completion are within one calendar year	Opportunity to reinvest any profit into alternative care facilities	
			Enables the redesign of intermediate care allowing services to move off of the Liberton Hospital site		

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Disadvantages	£7m capital investment deficit required to complete the adaptations - CEC required to fund this	Limited options to reaccommodate intermediate care services from Liberton Hospital without a significant impact on capacity in HBCCC	Would require the continuation of the lease at Ferryfield House to the intended end date of 2027 (potentially beyond)	Reduction of overall estate before a strategic review removes it as an option in that assessment	Loss of bed-based capacity during sustained system pressures
	Extended timescales for completion would mean the facility would not be operational until 2025	No ability to withdraw from the lease at Ferryfield House before the intended end date of 2027 (and potentially beyond)	Decision to consolidate one or more of the older care homes taken outwith the planned public consultation	Could impact the ability to deliver on the Direction set by the IJB following the review	
	Extended timescales for completion impact on the ability to withdraw services from Liberton hospital within the agreed timeframe set out in the occupancy agreement	Significant loss of HBCCC capacity due to environmental challenges in existing accommodation	Reputational damage of reopening part of the facility as a care home following the building remaining empty for a significant time	Limited options for withdrawing services from Liberton Hospital and Ferryfield House	
	Lease agreement at Ferryfield House would need to continue until a full strategic commissioning review is completed	Decision to consolidate one or more of the older care homes taken outwith the planned public consultation	Doesn't deliver the Direction set by the IJB	No opportunity to consolidate one or more of the older care homes into Drumbrae	
	Benefits would not be realised until 2025 at the earliest	Reputational damage of reopening the facility as a care home following the building remaining empty for a significant time			

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Risks	Financial risk to CEC, £7m required to complete adaptations would need redirected from existing capital investment projects	Reputational risk of reopening facility as a care home following a prolonged period where the facility has remained empty during extreme system pressures	Risk that regulatory authorities do not approve a dual function facility with the building only able to operate as either healthcare provision or care home	Reputational risk of selling assets during sustained system pressures	It should be noted that this option will have costs associated and will depend on the use agreed
	Reputational risk of facility remaining empty until adaptations are completed (estimated summer 2025)	Reputational risk of strained relationships between all partners and elected members due to inability to deliver on the Direction set by the IJB	Reputational risk of reopening part of the facility as a care home following a prolonged period where the facility has remained empty during extreme system pressures	Reputational risk of strained relationships between all partners and elected members due to inability to deliver on the Direction set by the IJB	
	Reputational risk due to extended timescales and increased cost of adaptations required	Reputational risk of reopening as a care home when residents were moved out of their home on decommissioning and staff were dispersed across the remaining care home estate	Reputational risk of strained relationships between all partners and elected members due to inability to deliver on the Direction set by the IJB	Risk to withdrawing services from Liberton Hospital / Ferryfield House as limited alternative accommodation to move services into	
	Risk that supply chain challenges will further extend timescales for completion (Lack of available contractors or materials)	Risk to withdrawing services from Liberton Hospital as limited alternative accommodation to move services into	Reputational risk of reopening part of the facility as a care home when residents were moved out of their home on decommissioning and staff were dispersed across the remaining care home estate	Risk of limited ability to consolidate older care homes into newer fit for purpose facilities due to lack of available capacity in remaining estate	
	Financial risk to NHS Lothian of continuing with the lease on Ferryfield House beyond the intended break point	Financial risk, inability to reopen as additional capacity as there is no available budget without consolidating one or more of the older homes within it	Financial risk, inability to reopen as additional care home capacity as there is no available budget without consolidating one of the older homes within it		

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Assumptions	Adaptations are fully completed in one calendar year (not including tendering of contracts and statutory consents)	Drumbrae can be re-registered as a care home with the Care Inspectorate	Registration is granted for dual function facility	Site is valued at approximately £4m on a redevelopment basis	
	The lease can be extended to 20 years with break points at each 5-year interval	Drumbrae is compliant with all standards to provide residential care	Each floor of Drumbrae is compliant with required standards for operational purpose		
	Walkers Healthcare are open to negotiating the break point in the lease on Ferryfield House	Staff would be willing to transfer to Drumbrae from the older care homes	Staff would be willing to transfer to Drumbrae from an older care home	Any return could be reinvested in alternative care facilities	
	Capital investment can be found from existing budgets, redirecting investment from existing capital investment projects	The facility can be fully equipped utilising existing equipment from other care homes in the estate	The facility can be fully equipped utilising existing equipment from other facilities in the estate		
	CEC consent to the scale of the adaptations required as landlord of the facility	NHS Lothian agree to continue with the lease at Ferryfield House until the intended end date of 2027 (potentially beyond)	NHS Lothian agree to continue with the lease at Ferryfield House until the intended end date of 2027 (potentially beyond)		
	A strategic commissioning review is undertaken to assess the bed-based capacity required to ensure sustainable services in the future 10 years	HBCCC could be consolidated within the existing estate (configuration to be agreed)	A strategic commissioning review is undertaken to assess the bed-based capacity required to ensure sustainable services in the future 10 years		
		A strategic commissioning review is undertaken to assess the bed-based capacity required to ensure sustainable services in the future 10 years			