

MULL PROGRESSIVE CARE CENTRE

1. SUMMARY

- 1.1 The Mull and Iona Progressive Care Centre replaced the outdated Dunaros Residential Care Centre and Salen Hospital with progressive care housing and a purpose designed hospital facility during January 2013.
- 1.2 The Council's final contribution to the overall cost of £8.8 million was £850,2000 inclusive of VAT from the Council's Social Work Capital Programme together with £356,000 from the Strategic Housing Fund.
- 1.3 Other contributors to the costs are as follows:
- | | |
|-----------------------------------|--------|
| West Highland Housing Association | £2.473 |
| NHS Highland | £4.900 |
| Community Funding | £0.250 |
| Other Funding | £0.161 |
- 1.4 Since the opening of progressive care facility at Bowman Court there have been a number of concerns from the local community varying from the view that the expectation was that a new nursing home would be built and not a progressive care centre to day to day operational issues relating to the quality of care provided.

2. RECOMMENDATION

- 2.1 Members are asked to note the contents of the report.

3. DETAIL

3.1 Background

- 3.1.1 Background: The concept for the Mull and Iona Progressive Care Centre has been established as a result of partnership working between Argyll and Bute Council, NHS Highland, the Scottish Government's Housing Investment Division, West Highland Housing Association and the Mull and Iona Progressive Care Centre Company. This work was on going for many years.
- 3.1.2 The facility replaced the outdated Dunaros Residential Care Centre and Salen Hospital during November 2012. Bowman Court offers 12 individual supported tenancies and a modern hospital together with a range of other

health facilities and related staff housing to ease recruitment. This compares to the 8 residential places that were available at Dunaros.

- 3.1.3 Previous financial commitments: The Council's Executive at a meeting on 20th November 2008, agreed to approve in principle the funding contribution of £850,200 inclusive of VAT from the Council's Social Work Capital Programme. This decision was taken on the understanding that our development partners were making appropriate funding commitments to enable the project to progress through planning and building warrant. Subsequently, on 16 April 2009, the Council agreed to provisionally allocate £356,000 from the Council's Strategic Housing Fund in support of the housing component of the project which had an overall cost plan value of £2.837m.
- 3.1.4 Approval process: The Scottish Government's Housing Investment Division has already agreed to the cost plan for the housing component thus releasing the housing association grant contribution, £2,473,000. Colleagues in NHS Highland contributed £4,900,000. In addition, the Mull and Iona Progressive Care Company agreed their contribution of £250,000.

3.2 Issues

- 3.2.1 **Provision of Nursing Home:** There continues to be a view from some members of the community that Dunaros was to be replaced by a nursing home and not the provision of a progressive care housing complex linked to a health facility:
- 3.2.2 As noted, the plans and finance that was presented to the Council going back to 2008 clearly notes a partnership proposal to fund a housing complex and it is reasonable to conclude that without the contributions from the housing sector that a replacement for Dunaros would never have been built. It is unclear exactly when a proposal to build a nursing home changed to the present model however, a presentation given to public meetings on Mull during 2006 clearly refers to a Progressive Care Centre with housing (see attached). The model of Progressive Care Housing is consistent with the national policy Re-Shaping Care for Older People but more importantly consistent with local and national consultation where the message is that people want to live and die in their own home if possible but if not would prefer to be cared for in alternative housing rather than be admitted to a residential care home
- 3.2.3 **Provision of High Dependency Care:** There continues to be concern from the community that the level of care provided within the PCC, including the hospital, could not match the provision of a nursing home and therefore service users may be forced to leave the island in order to receive care in a nursing home on the island:
- 3.2.4 Given the relatively small numbers of the community on Mull who will require high dependency care from the combination of Social Work, Community Nursing and hospital nursing staff, both the Social Work and CHP management are confident that service users can be cared for in Bowman Court. Together, Health and Social Work are able to identify high

dependency cases early and concentrate our joint efforts to a relatively small number of people. On the social care side specifically, as we employ staff as home carers with flexible working conditions, we can increase/decrease staffing levels as required to meet the care needs of individual tenants and the housing complex in total. The model would be more difficult to sustain in larger populations due to the significantly higher number of service users with high dependency needs. However, the model is central to the strategy of reducing the number of care homes throughout Argyll & Bute and the rest of the country.

3.2.5 Clearly the working relationship between Health and Social Work staff is crucial to making this work but that is and will continue to be the challenge to the integration agenda across the country and not just Mull.

3.2.6 **Appropriate Allocation of Tenancies:** There is concern that the people being allocated the tenancies are possibly not appropriate and therefore inappropriately taking up a valuable resource:

All allocations are made subject to a system managed with input from Social Work staff. As a result the tenancies are presently allocated as follows:

- § 1 tenancy allocated for respite.
- § 11 tenancies allocated to tenants.

Of the 11 tenancies:

- 9 tenancies are allocated to individual tenants.
- 2 tenancies are allocated to couples.
- The youngest person in Bowman Court is aged 77
- The oldest person in Bowman Court is aged 92.
- The average age of tenants is 84.
- The number of tenancies receiving a SW service:

1. High Dependency: 3
2. Medium Dependency: 5
3. Low Dependency: 0 (3 tenancies do not receive a service).

The number of tenants receiving a Community Nursing service: 7

- This would indicate that the tenancies are being allocated appropriately although it remains the case that there are other service users in the community who have equivalent needs but chose to remain at home.

- 3.2.7 **Capacity Issues:** Capacity. Concern has noted that if all the tenancies are allocated, some to low dependency residents, that when someone of high dependency requires the service that it won't be available resulting in an admission to a care home on the mainland:
- 3.2.8 The referral rate to Dunaros during the last 3 years of it being opened was 2 per annum and at the time of the service being transferred, only 3 transferred across with Dunaros having run with a number of vacancies for some time. This would indicate, as previously noted, that the number of high dependency service users requiring to be removed from their home is relatively small. The level of turnover in Bowman Court is yet to be tested in full but during the last year one tenant has died and at present there is no-one waiting to move in. If there evidence of problems arising of this type, the proposal would be for the Council to lease a flat for the purposes of high dependency service users. West Highland Housing Association is comfortable with this proposal and the cost would be £4,632 per annum.
- 3.2.9 In the short term, the combination of community nursing and home care staff would support service users at home until a vacancy became available. It is not envisaged that service users would have to be transferred off the island into a nursing home on the mainland unless they chose to do so.
- 3.2.10 **Legal Tenancy Agreement:** Concern has been raised that partners of those tenants who receive services would retain the tenancy inappropriately if their partner was to die:
- 3.2.11 The Bowman Court flats are a 1 bedroomed property therefore the allocation process would mean that only single people or couples would be allocated. It is not envisaged where, for example, the tenancy would be allocated to an elderly parent and a younger son/daughter. It is not considered possible for a son/daughter or carer to succeed to this property as first of all they would have to be living in the property as their main home – this is not remotely likely as it is a 1 bedroomed property.
- 3.2.12 If a couple are allocated the property then it is likely they will be in and around the same age group and it is also likely that there will be some level of care need for both. If one dies then the other person succeeds to the tenancy. The assumption being that if they are in that same age group and there is care needs then the Housing Association would not be looking to evict them from the property.
- 3.2.13 In the unlikely event that someone of say, 70 is married or has a partner substantially younger and there are no care needs then when the older person dies we would speak with the person and try and find suitable accommodation elsewhere. This is an unlikely scenario and couple be avoided at the allocation stage if thought necessary.
- 3.2.14 There may be a scenario when a young person may require this type of facility for example, a progressive degenerating illness but both health and social work are of the view that in the main it will be for elderly people.

It should be noted that tenants cannot buy the property.

- 3.2.15 **Management of Incidents:** There have been concerns relating to a number of incidents as to the quality of care provided in Bowman Court:

A small number of incidents have been reported with specific reference to an incident where a tenant was being observed from a distance and two incidents involving staff. The incidents have been reported as appropriate and action has been taken.

- 3.2.16 **Overnight Staffing Levels:** Concerns were noted by carers at an early stage that the staffing levels at night were not appropriate:

In response, the staffing levels were increased from 1 to 2 overnight to supplement the staffing available via the Carr Gomm Telecare Response Team in March 2013.

- 3.2.17 **Alert System:** Concern was noted by carers that the general Telecare alarm system that serves the community was not suited to the tenants of Bowman Court:

In response, six tenants now have an alert system that is managed directly within Bowman Court based on their individual needs.

- 3.2.18 **Management & Leadership.** Carers and Community Representatives have noted their view that there is a lack of operational leadership within Bowman Court and the combined campus would benefit from a Joint Manager across the Health and Social Care service.

- 3.2.19 Given some of the difficulties noted, we are in agreement with this view and an additional Home Care Manager is being recruited who will have specific management responsibility for the staff who work in Bowman Court as well as additional duties in the community. The post holder will be based in Bowman Court and work shift across evenings and weekends as well as during the standard week in order to provide visible leadership for staff and be a contact for carers and tenants.

- 3.2.20 The additional Campus Manager will be considered as part of the overall integration of Health and Social Care services in advance of the implementation date of April 2015.

- 3.2.21 At present the service, both Health and Social Work, is presently being reviewed via an external agency appointment who will report during January 2014 with recommendations for the future. There is a commitment from senior Council, Health and Housing Association Officers to meet with the community to consider the report early in the New Year.

- 3.2.22 **Communication:** A programme of bi-monthly meetings will be established between Health and Social Care staff. These meetings will be led by the Team Leader – Resources for Social Work and will be attended by the local Area Manager a minimum of 3 times per annum. This process will be reviewed at the end of 2014.

4. CONCLUSION

- 4.1 The development of the joint campus has been subject to many years of planning and while there are those within the community who have a preference for the residential nursing home model there is general agreement that the physical building and equipment are of the highest standard.
- 4.2 There is on-going contact with carers and community representatives as to how the campus should develop and there is a commitment from the agencies involved to continue to improve the services available and provide long term care for older people on the island of Mull.

5. IMPLICATIONS

Policy:	The proposed development addresses the policy commitments for progressive care envisaged within the Council's Older People's Strategy thereby enabling people to live at home with appropriate degrees of support.
Finance:	None
Personnel:	None
Legal:	None
Equal Opportunities:	None

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20th November 2013

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