



REPORT TO: MORAY INTEGRATION JOINT BOARD ON 25 JUNE 2020

SUBJECT: JUBILEE COTTAGES, ELGIN – PILOT PROJECT

BY: LESLEY ATTRIDGE, LOCALITY MANAGER

1. REASON FOR REPORT

1.1. To inform the Board of the options appraisal undertaken in relation to the future use of Jubilee Cottages, Elgin.

2. RECOMMENDATION

2.1. It is recommended that the Moray Integration Joint Board (MIJB):

- i) consider the options appraisal at Appendix 1 for the Jubilee Cottages in this report;**
- ii) consider the position of Health and Social Care Moray (HSCM) in the preference for Option A of the options appraisal; and**
- iii) if considering and agreeing Option A, approval would be required from Moray Council's Policy and Resources Committee.**

3. BACKGROUND

Original Intention

- 3.1. Jubilee Cottages were renovated to habitable residences, in March 2017, providing 6 assessment and rehabilitation units to support hospital discharge and prevent hospital admission for the elderly population of Moray. It was intended that these cottages would facilitate intensive rehabilitation for a 6-12 week period and it was anticipated that this would support up to 30 people each year.
- 3.2. At the MIJB meeting on 28 November 2019 (para 16 of the minute refers) it was agreed that Health and Social Care Moray (HSCM) would present an options appraisal to the Board setting out options in relation to the future use of the cottages.

3.3. Whilst the main objective would be to support people to return or stay at home, that is not always possible. The project group established relevant admission criteria, licence to occupy and operational guidance for the operation of the cottages. The cottages were furnished and telecare provided, as required, to maximise the rehabilitation process for service users. There was also provision for care, for those that required this as part of their re-ablement, from the Independent Living Team (ILT) now known as Short Term Assessment and Rehabilitation Team (START) and the Pitgaveny Team.

4. KEY MATTERS RELEVANT TO RECOMMENDATION

Actual

- 4.1. The intended occupancy for 5 of the cottages was identified at a total of 30 people per year, each occupancy being for a period of 6-12 weeks. The 6th cottage serving as a hub under the original scope of use.
- 4.2. This has not proved to be the case – since the last report from June 2019 to February 2020, an additional 4 service users took up residence at the cottages. The overall occupancy rate based on the 5 cottages is 43%.

Emerging Demand

- 4.3. During the pilot there was an indication of need for the cottages to be used for more than purely rehabilitation and reablement services, that the intended scope for the usage of the cottages may need to evolve to include elements of crisis intervention. The evidence of use showed 1/3 of residents being either “homeless” or “waiting for a new tenancy”, in addition to those with “social” and “place of safety” as approval reasons. This has led to the options appraisal being completed in partnership with Housing which was a MIJB recommendation
- 4.4. Though not originally in scope, some clients’ needs were met by the cottages because there was no alternative. A gap in provision exists for some clients, whose specific health and social care needs, combined with the crisis situation they are in, results in usual mainstream accommodation options not being appropriate. Home is not an option for these clients and their needs because they require:-
 - Longer term rehabilitation
 - Input from HSCM services to stabilise situations
 - Family are no longer able to cope with them at home
 - Houses require adaptation before the client can return home
- 4.5. The alternative accommodation would either be dispersed homeless accommodation, which is rarely suitable or available for this client group without a considerable amount of resource. Placement in a care home is costly and utilises a bed where there is demand from other client groups.
- 4.6. In these circumstances the utilisation of Jubilee Cottages and the support provided has enabled people to progress into main stream Housing Services accommodation, or to return home. The pilot has demonstrated strengthened partnership working between the Housing Needs Team, Housing Needs Occupational Therapy, Housing Support Team and Community Care Services who

worked collaboratively in meeting the needs of at least two clients who had multiple needs and were able to be supported by the most appropriate services to meet those needs.

- 4.7. The seamless support that was able to be provided to these clients aided the transition from Jubilee Cottages to their own tenancies with all agencies communicating well with one another and the clients all working to the one aim of relocating vulnerable older adults with health and social care needs into a new home and settle them in their new community.
- 4.8. Some of the clients have very complex needs. Increasing referrals for the use of Jubilee Cottages has the potential to prevent unplanned admissions to care homes. For this to be progressed the criteria for admission would require to be reviewed and individual risk assessments would need to be undertaken prior to consideration, as the cottages are not 24 hour care (however support can be provided through the use of telecare and response teams available from 07:30 to 22:00).

Costs

- 4.9. £112,000 was allocated for the renovations costs of the cottages. Annual operating costs are forecast to be £13,640 per year which is a budget pressure.
- 4.10. The pilot has demonstrated that Jubilee Cottages is meeting a specific need at a cost that is less than existing alternative options. The potential costs of predicted alternative destinations for this client group (over 50's) if Jubilee Cottages had not been available, based on a per day cost for that service/accommodation, could have equated to between £68,920 and £183,800 based on the occupation rates for the two years reviewed. If occupancy rates were to rise to the optimum occupancy rate of 80%, then the values saved on alternative costs would rise from an estimated £154,000 to £410,000 potentially is less than existing alternative options.
- 4.11. The cottages have not been utilised to their maximum occupancy levels. Further work has been undertaken in partnership with Housing Services, at the request of the MIJB meeting on 28 November 2019, building on the experiences to date, to further explore other opportunities where client need could be met through this model. If the eligibility criteria for occupancy was extended to focus more on rehabilitation rather than reablement there is the potential for more suitable clients to be referred. This would require considering over 50's. If an occupancy rate of 80% was achieved then the requirement to spend on other more expensive accommodation options would be reduced. Any proposed changes to use of these properties/criteria for potential occupiers under 65, but over 50, would require to be referred to Moray Council's Policy and Resources Committee (P&R), who act as the trustees for these properties which are part of a public trust. The trust purposes require the cottages to be occupied by "poor people of respectable character who are unable to provide comfortable homes of a similar class for themselves" – there are further restrictions in the deed stating they are to be used by "old married couples", "widows not under 50 years of age", widows or elderly single females" and "old men" – legal advice has consistently been to try and align any proposed use as closely as possible with the trust purposes – any use considered by the MIJB or the Council which is not aligned to the trust purposes would constitute a breach of the trust or require reorganisation of the trust.

- 4.12. The pilot has also identified further need for an emergency care facility that can be used instead of care homes for suitable clients. The costs for operation of some or all of the cottages and reducing some use of care homes is an area for further evaluation.
- 4.13. The findings of the Care 'in between' project (led by The Glasgow School of Art) provides evidence-based opportunities that would transform the way care needs are met in the future in Moray. Care needs identified included practical, social and clinical support and the findings across the project suggested that practical and social needs could be met at home if appropriate support could be provided.
- 4.14. Opportunities such as a 'Care Community Connector' role, changing culture by shifting conversations to 'wellness' across the system, and a range of more immediate changes in relation to the pathway of care 'in between' (including collecting baseline information and initiating early assessment at the point of admission) were suggested as ways to alleviate pressure across the system but require significant decision-making, leadership and ownership if these are to be realised. Through the theme of 'practising person-centred care' a number of solutions were identified by participants around how practical and social support could be provided and these have been translated into a roadmap to guide HSCM in future developments. Future work also suggests exploring care homes as places of intermediate care in partnership with local providers who are open to conversations regarding the future role of care homes in this space. Embracing a culture of 'destination home' (outlined in the conclusion of the report) aligned to the strategic theme of 'home first' could also enable significant transformation across the system which would have implications for the type of care, support and resulting infrastructure required for care 'in between'. The full report is available here: <https://futurehealthandwellbeing.org/care-in-between>
- 4.15. If the cottages are to be retained for option appraisal A or B highlighted in **Appendix 1**, it would be necessary to report to Moray Council's P&R Committee for their approval of the proposed changed use, which would need to be compliant with the terms of the Trust deed as set out in para 5 (b).

Meeting Individuals' Outcomes

- 4.16. Feedback from the occupants of the cottages has demonstrated high satisfaction
- 4.17. The cottages have enabled the service to be more responsive to individual needs which has resulted in a less stressful experience for people at a time when feeling most vulnerable.
- 4.18. The cottages offer some time to get clients back on their feet both mentally and physically, combined with the opportunity for services to assess need and ability to live independently, thereby achieving many of the clients' desired outcomes.
- 4.19. If the cottages were not available it would be more difficult to deliver a holistic outcome focussed system for the individual. For those people whose original "home" was no longer available to them it would mean they would have to be taken through the normal accommodation process via housing options team, taking into account the individual's assessed health and social care needs, which may result in delays in discharge from hospital, increased length of stay or increased accommodation costs for HSCM.

5. SUMMARY OF IMPLICATIONS

(a) Corporate Plan and 10 Year Plan (Local Outcomes Improvement Plan (LOIP)) and Moray Integration Joint Board Strategic Plan “Moray Partners in Care 2019 – 2029”

This report is in line with MIJB’s Strategic Plan. A key policy directive within the Strategic Plan 2019 – 2029 is to strive to maintain independence for individuals and the ability to live at home.

(b) Policy and Legal

These properties are held under a Trust Deed which requires that the cottages are occupied by poor elderly individuals over 50 years of age. The trustee of the Public Trust covering the properties is the Council’s Policy and Resources Committee on behalf of the Council as body corporate.

Any use of the subjects would need to be in compliance with the terms of the trust deed. The council’s Policy and Resources decision of 30 August 2016 (para 18 of the minute refers) authorised the delivery of a rehabilitation service from these properties – any change to the service being delivered would need to be made by that Committee as Trustees.

(c) Financial implications

Financial implications are outlined in 4.9 and 4.10 of this report

(d) Risk Implications and Mitigation

There is a risk of creating an unmet need if it is not possible to identify other suitable accommodation for clients with assessed needs. Any use of the subjects needs to be in compliance with the restrictions contained within the Trust Deed.

(e) Staffing Implications

Staff who provide support and reablement or rehabilitation to occupants of Jubilee Cottages are part of the community teams providing support to people in their own homes in Elgin. There are no additional staff costs arising from delivery of care at Jubilee Cottages as staff are already employed to work in the Elgin area with people in their own homes.

(f) Property

There are no direct implications for property as a result of this report however if a subsequent report requires to be submitted regarding the use of the Cottages to Moray Council Policy and Resources Committee, property implications would be considered at this point.

(g) Equalities/Socio Economic Impact

An equality impact assessment has been completed for this project. The proposal assists in promoting equality of opportunity for elderly and disabled people

(h) Consultations

Consultation on this report has taken place with the following staff who are in agreement with the content in relation to their area of responsibility:-

- Chief Financial Officer, MIJB
- Legal Services Manager, Moray Council
- Tracey Sutherland, Committee Services Officer, Moray Council
- Senior Analyst, HSCM
- Head of Service, Sean Coady
- Housing Needs Manager, Moray Council
- The Glasgow School of Art
- Service Manager, Learning Disabilities

6. CONCLUSION

- 6.1. The initial intended profile of the cottages being used for 6 week (fast track) rehabilitation has not proven to be viable and would now not be in keeping with the emerging strategic priority of “Home First”.**
- 6.2. Although provision of accommodation is not part of the core business for HSCM or MIJB this pilot has demonstrated the value that is being added to the lives and the personal outcomes of service users.**
- 6.3. The first principle is always to consider supporting people in their own homes, but where this is not an option the annual running costs of the cottages are lower than the majority of potential alternative costs for those people who have used Jubilee Cottages, and there is clear evidence that people’s outcomes are being met.**
- 6.4. HSCM would conclude that option appraisal A would provide a more financially sustainable service due to increasing the occupancy rate and decreasing the costs of alternative solutions and system impact for a wider population of Moray.**

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Background Papers: with author

Ref: