

# Bed Based Community Health and Social Care In West Lothian

## Stakeholder Engagement on Future Options

### Background

The West Lothian Integration Joint Board (IJB) is responsible for planning most of the health and social care services for adults in West Lothian. The IJB published its strategic plan ([click here](#)) recently, which set out an ambition for a 'Home First' approach focussing on enabling and supporting people to remain at home or in a homely setting wherever possible.

The Strategic Plan recognises that both West Lothian Council and NHS Lothian are required to achieve substantial financial efficiencies over the next three years, this reflects that the funding provided by the Scottish Government is insufficient to continue to deliver all care services as they are currently provided. This means that we need to think differently about how we deliver our services in the future to ensure that existing and future care demands can continue to be met. The IJB approved a financial plan ([click here](#)) in March 2023, which detailed the savings to be made and included budget measures in relation to community hospital provision and council care homes that aim to reduce the budget gap faced by the IJB over the next three years.

The financial circumstances are challenging and we need to make decisions about how to invest our resources and design our services to meet the needs of our population.

### Engagement with Stakeholders

Over the last 18 months, the West Lothian Health and Social Care Partnership has been reviewing the number of community hospital and care home beds required now and in the future. The review has looked at current demand, occupancy rates and is trying to anticipate the number of beds needed to reflect West Lothian's growing population of older people.

There are significant decisions to be made around the future delivery of bed-based services in West Lothian and we want to ensure that we take account of the views of our service users, staff, carers and the wider West Lothian community in determining how to maximise and use our resources.

Information provided below sets out arrangements for community hospitals and care homes in West Lothian and details options to be considered for the future having regard to the IJB's Strategic Plan and financial circumstances.

### Have Your Say

The IJB is inviting feedback on future options for delivering community bed-based services in West Lothian.



## Community Hospital Provision

Community hospital beds are currently available to people with complex care needs (often referred to as HBCCC – Hospital Based Complex Clinical Care). Care is provided to older people who are frail, those receiving end of life care and individuals with psychiatric care needs. A small amount of intermediate care is also delivered for people who need short term ‘step-up or step-down’ care.

At the moment community hospital care is provided over a number of sites, some in rural locations which makes co-ordination and staffing difficult. The below summarises current provision:

Resource	Location	Type of Care	Ward	Beds
Tippethill	Whitburn/ Armadaledale	HBCCC Frail Elderly	Bailey	24
		HBCCC Complex Dementia	Rosebery (Female Only)	10
Craigshill Care Facility	Livingston	HBCCC Complex Dementia	Maple Villa (Male Only)	24
St Michael's Hospital	Linlithgow	HBCCC – Frail Elderly	Temporarily closed since August 2021	18

It is well known that hospitals should not be places where people go to live, even people who have ongoing clinical needs. Hospitals are places for people who need specialist short-term care and should only be considered when care cannot be delivered in any other setting such as at home or in a care home. Where hospital admission is necessary for clinical reasons, admission should be for the shortest time possible as we know that staying longer in hospital than is necessary can result in poorer outcomes for some people, especially those who are frail.

We know that we have become much better at caring for people with complex needs in care homes and in the community, and that demand for different types of bed-based services has changed as a result. During the Covid-19 pandemic, a decision was taken to close St Michael's Hospital temporarily to help with staffing the acute hospital. Since then, the health and social care partnership has been able to provide care for all those requiring community hospital services on the Tippethill and Craigshill community hospital sites without the need for additional beds at St Michael's.

Over the last 18 months demand for community hospital beds has continued to reduce. It is recognised that demand during that time has been impacted by the pandemic, but we are looking at data before and after that period, as well as demographic projections, to inform our decisions. Based on what we know already about the changing ways in which care is delivered, it is likely that we will need fewer community hospital beds for people with needs which can only be met in a hospital setting. We consider that we only need one community hospital ward for complex Dementia and one ward for frail older people.

## Care Home Beds

There are 17 care homes for older people in West Lothian spread across the local authority area. 13 of the existing care homes are operated by the independent sector and 4 by West Lothian Council. In March 2023, the IJB agreed savings of £906k in relation to council run care homes over the next three years and agreed that a review of the options to achieve these savings would be undertaken. It is more expensive for care home places to be delivered in the public sector than the independent sector, this is due in part, to the amount of income we receive, the size and age of our care homes, and the associated staffing costs. The IJB agreed that savings associated with achieving increased care home placements commissioned by the IJB at a cost equivalent to the National Care Home Contract rate be progressed to ensure that there is no overall reduction in bed provision in West Lothian.

Care homes operated currently by West Lothian Council are as follows:

Resource	Location	Type of Care	Beds
Burngrange Care Home	West Calder	Care home for adults and older people. This includes 10 beds to support older people and adults who have specialist mental health needs.	40
Craigmair	Livingston	Interim care home for older people awaiting choice of care home (co-located with Maple Villa on Craigshill Care Facility)	30
Limecroft	Livingston	Care home for older people (including 5 interim care beds)	38
Whitdale	Whitburn	Care home for older people	32

## Consideration for the Future – Community Hospital Beds

The following summary has been prepared to assist with the consideration of where community hospital services will be located, having regard to demand, future need and financial circumstances:

Community Hospital Sites	Positive Aspects	Things to think About
Baillie Ward Tippethill Hospital	<ul style="list-style-type: none"> <li>Individual ensuite bedrooms</li> <li>Clinical but homely setting</li> <li>Community homely setting to support recovery</li> <li>Professional clinical team to manage hospital based complex clinical care, palliative, assessment, treatment and care</li> <li>Longstanding relationship with the local community with good support</li> <li>Has been able to cope with all demand for this type of service since the Covid-19 pandemic</li> </ul>	<ul style="list-style-type: none"> <li>Ensuite bedrooms with toilet only</li> <li>PFI contract review in 2025</li> <li>Challenging to staff given rural location</li> <li>No GP cover available – cover provided by advanced nurse practitioners</li> <li>Remote from other areas of West Lothian making travel difficult</li> <li>Future consideration - possibility to create a community hospital campus on Craigmair Care Home site depending on decisions regarding the future provision of council care homes and availability of capital funding from NHS Lothian</li> </ul>
St Michaels Hospital Linlithgow	<ul style="list-style-type: none"> <li>Historical connection with the local community</li> <li>Well supported by volunteers</li> <li>Standard of care highly regarded in the community</li> </ul>	<ul style="list-style-type: none"> <li>Closed since August 2021 and service demand has been accommodated by Baillie Ward</li> <li>4 bedded bays in shared areas with 6 single rooms with ensuite showers meaning privacy compromised</li> <li>Location difficult to access for wider West Lothian community</li> <li>Rural location</li> <li>Challenge in recruiting and retaining clinical staff</li> <li>Would require extensive work and cost to modernise</li> <li>No existing capacity for expansion.</li> </ul>
Rosebery Tippethill Hospital	<ul style="list-style-type: none"> <li>Individual ensuite bedrooms</li> <li>Clinical but homely setting</li> </ul>	<ul style="list-style-type: none"> <li>Ensuite bedrooms with toilet only</li> <li>Isolated female MH ward and staff group</li> <li>Small number of patients</li> <li>Medical and nurse staffing difficult to secure</li> <li>PFI contract review in 2025</li> <li>Very low bed occupancy levels over last 18 months</li> <li>Opportunity to co-locate with male service on Maple Villa site with some alterations required to the building – funding in place to achieve this. Would allow for more flexibility regarding staffing.</li> </ul>
Maple Villa Craigmair Care Facility	<ul style="list-style-type: none"> <li>Purpose built site, individual ensuite rooms</li> <li>Homely setting</li> <li>Need for fewer beds offers opportunity to transfer Rosebery patients to this site and collocate HBCCC mental health services</li> <li>Shared site with Craigmair Interim Care Home - opportunity to consider locating HBCCC services for frail older people on the Craigmair site alongside Maple Villa but dependent on availability of capital funding from NHS Lothian and decisions on review of savings associated with care home provision</li> </ul>	<ul style="list-style-type: none"> <li>Significant costs of undertaking building work to make premises suitable – capital funding needs to be confirmed with NHS Lothian</li> <li>Staffing a combined resource for HBCCC for psychiatry of older age likely to improve staff recruitment and retention</li> <li>Future collocation of all HBCCC services could offer a West Lothian community hospital on one site in Livingston and improved services</li> </ul>

## Consideration of Options – Local Authority Care Home Beds

The following summary has been prepared to assist consideration of how the identified saving measure can be achieved whilst ensuring overall care home capacity is not reduced:

Care Home Sites	Positive Aspects	Things to Think About
Burngrange	<ul style="list-style-type: none"> <li>Burngrange is a long established care home with good links with the community and GP practice</li> <li>Care home employees and managers are social care workers supported by a team of ancillary staff who provide catering, cleaning and laundry services</li> <li>Provides long term care for older people and adults, including specialist mental health support, whose needs can no longer be met at home</li> <li>Dementia/mental health beds</li> <li>Care Inspectorate report - good rating (2021)</li> </ul>	<ul style="list-style-type: none"> <li>The costs of delivering care in a council provided care home are higher than national independent care home rate</li> <li>There are a range of recruitment challenges faced by the care home</li> <li>Recruitment challenges of employing relevant mental health support staff</li> <li>Increasing demand for care for people with dementia</li> <li>Challenges in securing provision for people with mental health care needs</li> <li>Due to age of building it is anticipated that over the next 5 to 15 years there will be substantial improvement and maintenance work required</li> </ul>
Craigmair	<ul style="list-style-type: none"> <li>Craigmair is a long established care home with good links with the community and GP practice</li> <li>Care home employees and managers are social care workers supported by a team of ancillary staff who provide catering, cleaning and laundry services</li> <li>Provides interim support for older people requiring a care home placement, whilst their care home of choice becomes available. Craigmair is also currently supporting interim care arrangements for a number of individuals awaiting care at home</li> <li>Workforce have experience of short term care and links to wider community rehabilitation provision</li> <li>Craigmair site collocated with Maple Villa – offers an opportunity to remodel community hospital provision for West Lothian on one site</li> <li>Care Inspectorate report - good rating (2022)</li> </ul>	<ul style="list-style-type: none"> <li>The costs of delivering care in a council provided care home are higher than national independent care home rate</li> <li>There are a range of recruitment challenges faced by the care home</li> <li>Interim care arrangements mean additional moves for people before reaching their final care destination</li> <li>Potential reduction in interim care arrangements may mean that some individuals experience delay being discharged from hospital whilst waiting for their care home of choice</li> <li>Due to age of building it is anticipated that over the next 5 to 15 years there will be substantial improvement and maintenance work required</li> </ul>
Limecroft	<ul style="list-style-type: none"> <li>Limecroft is a long established care home with good links with the community and GP practice</li> <li>Provides long term residential care for older people whose needs can no longer be met at home</li> <li>Care home employees and managers are social care workers supported by a team of ancillary staff who provide catering, cleaning and laundry services</li> <li>Currently provides an option for people waiting their first choice of care home</li> <li>Care Inspectorate report - good rating (2022)</li> </ul>	<ul style="list-style-type: none"> <li>The costs of delivering care in a council provided care home are higher than national independent care home rate</li> <li>There are a range of recruitment challenges faced by the care home</li> <li>Ensuite bedrooms with toilet only</li> <li>Due to age of building it is anticipated that over the next 5 to 15 years there will be substantial improvement and maintenance work required</li> </ul>
Whitdale	<ul style="list-style-type: none"> <li>Whitdale is a long established care home with good links with the community and GP practice</li> <li>Care home employees and managers are social care workers supported by a team of ancillary staff who provide catering, cleaning and laundry services</li> <li>It provides long term residential care for older people whose needs can no longer be met at home</li> <li>Care Inspectorate report – very good/good rating (2022)</li> </ul>	<ul style="list-style-type: none"> <li>The costs of delivering care in a council provided care home are higher than national independent care home rate</li> <li>There are a range of recruitment challenges faced by the care home</li> <li>Ensuite bedrooms with toilet only</li> <li>Due to the age of building it is anticipated that over the next 5 to 15 years there will be substantial improvement and maintenance work required</li> </ul>

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## Stakeholder Engagement on Future Options

### Consultation and Feedback

The IJB is inviting feedback on future options for delivering community bed-based services in West Lothian.

Having considered the resources outlined in this paper, we would ask stakeholders to consider the following questions:

- **Our data shows that we only need one community hospital ward for complex Dementia and one ward for frail older people - where should we deliver community hospital services in the future?**
- **Do you have any suggestion on how the costs of providing care homes can be reduced?**
- **Do you have any additional comments on how we can deliver bed-based services (community hospitals and care homes) in West Lothian in the future?**

There will be opportunities to feedback via

- Survey which will be open until Tuesday 6th June 2023 at 5pm
- Public in person events and an online engagement event
- Staff engagement events and service user engagement events during May and June 2023
- Any further comments can be made via the dedicated mailbox:

[WLIJBpublicmailboxquestions@westlothian.gov.uk](mailto:WLIJBpublicmailboxquestions@westlothian.gov.uk)

Please scan the QR to take part in the survey, or visit [https://web.surveyhero.com/s/Survey\\_Engagement-Bed\\_Based\\_Community\\_Health\\_and\\_Social\\_Care\\_in\\_West\\_Lothian](https://web.surveyhero.com/s/Survey_Engagement-Bed_Based_Community_Health_and_Social_Care_in_West_Lothian)

