

# Interim IIA Report – Closure of the Abbey Care Home

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Each of the numbered sections below must be completed  
Please state if the IIA is interim or final - Interim

## 1. Title of proposal

Closure of the Abbey Care Home

## 2. What will change as a result of this proposal?

The Abbey Care Home is run by East Lothian Health and Social Care Partnership in a building owned by East Lothian Council. It is an old building and while the quality of care there is recognised as being very good, the physical environment of the home will soon fail to meet inspection standards.

It spans two floors, accessible via passenger lift, and there are 28 single rooms and 1 double room. 16 of the bedrooms feature en-suite toilets and hand basins. All residents share one shower and 2 baths. Extensive maintenance has been required to keep the Abbey viable and it is anticipated that further work will be required.

The layout of the Abbey over two floors can present problems for residents with disabilities and/or dementia.

We feel that residents' care could be met to the same standard in other more modern facilities.

This being the case, we would like to consider closing the Abbey on a permanent basis. The Abbey was identified as being unfit for purpose in 2009 as part of the Older People's Strategy work.

There is no available capital funding that would enable ELHSCP or ELC to provide a modern replacement facility.

## 3. Briefly describe public involvement in this proposal to date and planned

Over the last three years, we have carried out extensive engagement with service-users, carers, the third sector, the independent sector, staff, local communities and the general public. You can find out more about this at:

- [Planning for an Ageing Population Summer Feedback Report](#) (October 2022)
- [IJB Strategic Plan Engagement Feedback Report](#) (August 2022)
- [Planning Older People's Service Communication and Engagement Report \(December 2023\)](#)
- [East Lothian Carers Strategy](#) (feedback interpolated into report)

Our feedback revealed that:

- The overwhelming majority of people who took part in our engagement were clear that they wanted to remain living at home for as long as possible and only wanted access to a care home if their physical and mental health necessitated it.
- They wanted us to focus on intermediate care measures that could help people to live independently and safely at home
- Most people wanted to die at home with the appropriate support for themselves and their families in place,

#### 4. Is the proposal considered strategic under the Fairer Scotland Duty?

Yes

#### 5. Date of IIA

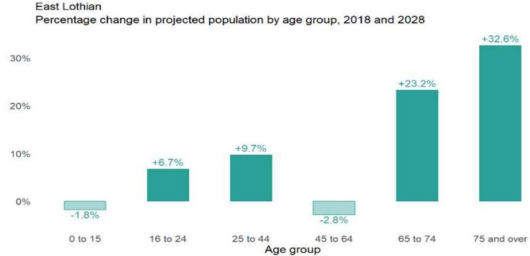
11 March 2024 from 10.30am – 12 noon via Teams.

#### 6. Who was present at the IIA? Identify facilitator, lead officer, report writer and any employee representative present and main stakeholder (e.g. Council, NHS)

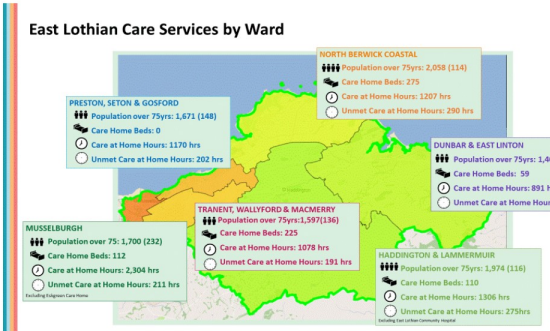
Name	Job Title	Date of IIA training
Gillian Neil	General Manager, Acute and Ongoing Care, ELHSCP	
Mike Dunlop	East Lothian Council Unison Branch Officer/ Joint Trade Union Branch Secretary	
Angela Gordon	Unit Manager, The Abbey Care Home	
Ashley Hardy	Strategic Planning and Commissioning Officer, ELHSCP	

<b>Name</b>	<b>Job Title</b>	<b>Date of IIA training</b>
Sue Northrop	<b>Dementia Friendly East Lothian/North Berwick Coastal Health and Wellbeing Association</b>	
Candice Darling	<b>Planning Officer, ELHSCP</b>	
Pauline Skead	<b>Unit Manager, Crookston Care Home</b>	
Steve Eliot	<b>Clinical Nurse Manager, deputising for ELHSCP Chief Nurse</b>	
Jess Wade	<b>Chief Officer, Carers of East Lothian</b>	
Doug Haig	<b>North Berwick Coastal Area Partnership Manager</b>	
Ogden-Smith, Jane (Facilitator)	<b>Equalities and Engagement Officer, ELHSCP</b>	<b>Sept 2009, Dec 2021</b>

## 7. Evidence available at the time of the IIA

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal														
Data on populations in need	<ul style="list-style-type: none"> <li>• <a href="#">East Lothian Joint Strategic Needs Assessment</a></li> <li>• <a href="#">East Lothian by numbers</a></li> <li>• <a href="#">Planning Older People's Services Data Report (Jan 2024)</a></li> </ul>	<p>Our population is changing. People are living longer, and our previous research has informed us that many older people want to stay in their own homes for as long as possible.</p> <p><b>Population</b> Over the next 10 years, population growth will rise in East Lothian, especially in the over 65 year age group. See Graph 1 below.</p>  <table border="1"> <caption>East Lothian: Percentage change in projected population by age group, 2018 and 2028</caption> <thead> <tr> <th>Age group</th> <th>Percentage change</th> </tr> </thead> <tbody> <tr> <td>0 to 15</td> <td>-1.8%</td> </tr> <tr> <td>16 to 24</td> <td>+6.7%</td> </tr> <tr> <td>25 to 44</td> <td>+9.7%</td> </tr> <tr> <td>45 to 64</td> <td>-2.8%</td> </tr> <tr> <td>65 to 74</td> <td>+23.2%</td> </tr> <tr> <td>75 and over</td> <td>+32.6%</td> </tr> </tbody> </table> <ul style="list-style-type: none"> <li>• We can see that there will be a huge increase in the number of older people requiring services. The East Lothian population has grown by 20% since 2000 and at a higher rate than the Scottish population as a whole</li> <li>• Our population has grown at a higher rate in areas of higher deprivation, specifically within the 1<sup>st</sup> quintile (most deprived) to the 3<sup>rd</sup> quintile while the population has decreased in areas of lowest deprivation (4<sup>th</sup> and 5<sup>th</sup> quintiles).</li> <li>• From 2018 to 2043, East Lothian's population is predicted to increase by a further 12.8% reaching a peak of 121,743 and will grow at faster rate than Scotland as a whole.</li> <li>• East Lothian currently has a higher female than male population, although the largest percentage age group in both categories is currently in the middle aged group (aged 45-59).</li> </ul>	Age group	Percentage change	0 to 15	-1.8%	16 to 24	+6.7%	25 to 44	+9.7%	45 to 64	-2.8%	65 to 74	+23.2%	75 and over	+32.6%
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		<ul style="list-style-type: none"> <li>• While life expectancy is set to increase for both males and females, women in East Lothian continue to have a longer life expectancy than men. By 2043 this projected to increase to 82 years for males and 85 years for females.</li> <li>• Similar to Scotland as a whole, East Lothian has higher mortality rates among the most deprived areas of the county. The leading cause of death in women in East Lothian is Dementia and Alzheimer’s (14.5% of all female deaths) and it is the second leading cause of death in men after heart disease (7.9% of all male deaths).</li> </ul> <p>Our resources are dwindling due to the impact of national austerity measures on public services, Brexit and recovery from Covid. We no longer have the ability to make capital investments. This, together with evidence from engagement, leads to placing much greater emphasis and resource into early intervention, intermediate care and other forms of support that enable people to live at home for as long as possible.</p>
Data on service uptake/access	As above	<p>For the purposes of this IIA, it is worth emphasising that the older people that we support have come to us through statutory routes. We know that we are facing an increasing demand for care-at-home and other community support to keep people safe and independent at home.</p> <p>The graphic below outlines that:</p>

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal																																			
		<ul style="list-style-type: none"> <li>• All areas have insufficient care at home provision, notably the North Berwick and Dunbar areas</li> <li>• East Lothian has, as a whole area, an over provision of care home capacity</li> <li>• Preston Seton and Gosford Area requires additional Care Home provision.</li> </ul>  <p>East Lothian Care Services by Ward</p> <table border="1"> <thead> <tr> <th>Ward</th> <th>Population over 75s</th> <th>Care Home Beds</th> <th>Care at Home Hours</th> <th>Unmet Care at Home Hours</th> </tr> </thead> <tbody> <tr> <td>Preston, Seton &amp; Gosford</td> <td>1,671 (148)</td> <td>9</td> <td>1370 hrs</td> <td>202 hrs</td> </tr> <tr> <td>North Berwick Coastal</td> <td>2,058 (114)</td> <td>175</td> <td>1207 hrs</td> <td>290 hrs</td> </tr> <tr> <td>Dunbar &amp; East Linton</td> <td>1,409</td> <td>59</td> <td>891 hrs</td> <td>202 hrs</td> </tr> <tr> <td>Musselburgh</td> <td>1,700 (232)</td> <td>112</td> <td>2,304 hrs</td> <td>211 hrs</td> </tr> <tr> <td>Tranent, Wallyford &amp; Macmerry</td> <td>1,597 (136)</td> <td>225</td> <td>1078 hrs</td> <td>193 hrs</td> </tr> <tr> <td>Haddington &amp; Lammermuir</td> <td>1,974 (116)</td> <td>110</td> <td>1306 hrs</td> <td>275 hrs</td> </tr> </tbody> </table> <p>Social-work-funded care home places are expensive, coming in at around £890 per person per week. Shifting the focus from allocating care home places and using hospital beds to supporting people at home not only lessens the financial burden on ELHSCP but also gives it more resource to focus on meeting the older population's wish to live independently at home with appropriate support in place.</p>	Ward	Population over 75s	Care Home Beds	Care at Home Hours	Unmet Care at Home Hours	Preston, Seton & Gosford	1,671 (148)	9	1370 hrs	202 hrs	North Berwick Coastal	2,058 (114)	175	1207 hrs	290 hrs	Dunbar & East Linton	1,409	59	891 hrs	202 hrs	Musselburgh	1,700 (232)	112	2,304 hrs	211 hrs	Tranent, Wallyford & Macmerry	1,597 (136)	225	1078 hrs	193 hrs	Haddington & Lammermuir	1,974 (116)	110	1306 hrs	275 hrs
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<p>Data on socio-economic disadvantage e.g. low income, low wealth, material deprivation, area deprivation.</p>	<ul style="list-style-type: none"> <li>• <a href="#">ONS Facts and Figures about people in East Lothian</a></li> <li>• <a href="#">NRS 2011 Census</a> (out of date and awaiting information from NRS from 2022 Census)</li> <li>• <a href="#">Scottish Government Equalities</a></li> </ul>	<p><b>North Berwick population</b></p> <p>In 2018, 18.3% of the population in North Berwick were aged 0-15 and 20% aged 65+. The projected growth of population by 2028 shows that 16.8% of the population will be aged 0-15 while the 65+ population will rise to 23.8%.</p> <p><b>Scottish Index of Multiple Deprivation</b></p>																																			

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	<p><a href="#">Evidence Finder</a> (by extrapolation)</p> <ul style="list-style-type: none"> <li>• <a href="#">North Berwick profile (ELC, 2022)</a></li> </ul>	<p>East Lothian consists of 6 wards and 132 data zones, of which 8 data zones are in the 20% most deprived of Scotland.</p> <ul style="list-style-type: none"> <li>• People living in the most deprived areas are statistically more likely to experience health inequalities. This means lower life expectancy, higher rates of disease, more long-term illness.</li> <li>• People living in the least deprived areas have a life expectancy 8 years (males) and 4.8 years (females) higher than those in the most deprived areas</li> <li>• The areas of highest deprivation in East Lothian are largely to the west of the county specifically in areas in Musselburgh, Tranent and Prestonpans. There are also pockets of deprivation in Haddington and Dunbar.</li> <li>• Around 95% of people in East Lothian living in the community live within an urban setting and 5% live in more rural settings.</li> </ul> <p><b>Deprivation in North Berwick</b></p> <p>The Scottish Index of Multiple Deprivation (SIMD2020) identifies concentrations of deprivation in East Lothian in Tranent, Prestonpans, and Musselburgh.</p> <ul style="list-style-type: none"> <li>• None of the 17 data zones in the NBC ward are within the 20% most deprived in East Lothian and Scotland.</li> <li>• The lowest ranked datazone in the ward (Harbour, High Street, West</li> </ul>

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		<p>Winds) is ranked 54th out of the 132 data zones in East Lothian.</p> <ul style="list-style-type: none"> <li>7 data zones in this ward are ranked within the 20% least deprived in East Lothian. The least deprived data zone in East Lothian, (Westgate/Station Rd/Glenorchy Rd) is in this ward.</li> </ul>
Data on equality outcomes	<ul style="list-style-type: none"> <li><a href="#">ONS Facts and Figures about people in East Lothian</a></li> <li><a href="#">NRS 2011 Census</a> (out of date and awaiting information from NRS from 2022 Census)</li> <li><a href="#">Scottish Government Equalities Evidence Finder</a> (by extrapolation)</li> <li><a href="#">North Berwick profile (ELC, 2022)</a></li> </ul>	<p>Our information about BME people living in East Lothian is poor as we are still awaiting information on this from the 2022 NRS Scottish Census (these are expected in the summer of 2024). We do know that we have Ukrainian and Syrian refugees, a Polish community, a South Asian community, migrant workers and asylum seekers in East Lothian. As the council does not facilitate a local equality network, we rely on statistics about use of translation and interpretation services and ethnicity recorded in education statistic to try to understand more about these communities, how many there are and where. Our own records show little uptake of our services by people in these groups and we are reaching out to the South Asian, Polish and Ukrainian communities to understand more about potential barriers to accessing services.</p> <p>We have also been engaging with the Deaf community around their needs for support from specialist workers who sign (BSL).</p> <p>We are also monitoring the use of sponsorship schemes by our</p>



Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
		<p>commissioned care providers and are working with partners to ensure that we are aware of issues with Modern Day Slavery for health and social care staff employed through employment agencies.</p>
<p>Research/literature evidence</p>	<ul style="list-style-type: none"> <li>• <a href="#">Independent Review of Adult Social Care in Scotland</a></li> <li>• Analysis of Care at Home Service Provision East Lothian (awaiting publication)</li> <li>• <a href="#">Community Hospitals and Care Homes Provision Change Board Final Report 2021-22</a></li> <li>• <a href="#">Health and Social Care for Older People Statement of Intent (2021)</a></li> <li>• <a href="#">National Care Home Standards</a></li> <li>• <a href="#">National Health and Wellbeing Outcomes Framework</a></li> <li>• <a href="#">East Lothian IJB Strategic Plan</a></li> <li>• <a href="#">East Lothian Dementia Strategy</a></li> <li>• <a href="#">East Lothian Carers Strategy</a></li> </ul>	<p>The evidence tells us that people want person-centred care that is flexible and responds to people’s changing needs. It shows us that people wish to remain part of their communities and to be involved in those communities. The vast majority of older people would like to stay at home as long as possible and a high proportion would like to die at home with appropriate support in place for them and their families. Very few wanted to die in hospital.</p> <p>To support this move to live longer at home, our own research indicates that people felt that early intervention to prolong good health was essential, as were intermediate care services including MSK, adaptations and equipment, hospital at home and care at home to provide health and social care support locally. People were also keen on a more locality-based approach and there was also a desire for the development of community hubs to provide a base for staff and a focus for health and social care support.</p>
<p>Public/patient/client experience information</p>	<ul style="list-style-type: none"> <li>• Reporting from statutory complaints procedure</li> </ul>	<p>Although there are complaints, most are resolved early in the statutory complaints procedure with very few requiring oversight from the SPSO. As</p>

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
	(including comments and compliments) <ul style="list-style-type: none"> <li>• Patient Experience data</li> <li>• <a href="#">Care Opinion (East Lothian seach)</a></li> </ul>	well as complaints, there is a significant number of compliments for the quality of care for service-users and their carers and families, mainly to do with sensitivity, quality of support and commitment to person-centred care.  Care Opinion feedback in relation to East Lothian tends to centre on health services but there are some about care homes and assessment and these are positive.
Evidence of inclusive engagement of people who use the service and involvement findings	Please see section on engagement above and link to feedback reports listed above	
Evidence of unmet need	<ul style="list-style-type: none"> <li>• <a href="#">East Lothian Joint Strategic Needs Assessment</a></li> <li>• Engagement reports (listed above)</li> <li>• Service-user and patient experience data</li> </ul>	See information in section on Evidence.
Good practice guidelines	<ul style="list-style-type: none"> <li>• <a href="#">National Care Home Standards</a></li> </ul>	
Carbon emissions generated/reduced data		The Abbey is an old building which is energy inefficient.
Environmental data	n/a	
Risk from cumulative impacts	n/a	

Evidence	Available – detail source	Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal
Other (please specify)	n/a	
Additional evidence required	n/a	

**8. In summary, what impacts were identified and which groups will they affect?**

Equality, Health and Wellbeing and Human Rights	Affected populations
<p><b>Positive</b></p> <ul style="list-style-type: none"> <li>• An opportunity to work in partnership with the community to look at how to replicate with independent sector care homes the strong relationship that the Abbey has the community in North Berwick. Potential to link in with the local plan on this.</li> <li>• An opportunity for people to move to accommodation in the independent sector that currently meets Care Inspectorate standards and will do so in the future (promoting dignity and privacy, accessibility)</li> <li>• Through the Planning Older People’s Services work, being able to support people to live better, safely and independently at home with appropriate support much longer, reducing the reliance on care home places in future</li> <li>• The potential for Community Asset Transfer of the Abbey from East Lothian Council to North Berwick community</li> <li>• The potential for having creative conversations with the North Berwick community about options to mitigate the closure of the Abbey</li> <li>• Staff would be redeployed in line with ELC’s HR procedures and will be influenced by learnings from the closure of Eskgreen Care Home last year</li> <li>• Staff would no longer have to work in an environment that is not fit for purpose</li> </ul>	<p>Age (residents and staff), Disability (residents, carers), staff, carers, people in geographical areas</p>

Equality, Health and Wellbeing and Human Rights	Affected populations
<p><b>Negative</b></p> <ul style="list-style-type: none"> <li>• The move amongst independent care homes to prioritise self-funding residents raises concerns over how much capacity other care homes in the North Berwick area have to absorb residents at the Abbey and also the impact that would have on their existing health care arrangements, for example, with the local GP practice. <b>Mitigation: our Planning Older People’s Services Work reveals that we have enough care home beds currently and new providers in North Berwick</b></li> <li>• Self-funders at the Abbey pay lower rates than residents in independent care homes so there may be an impact on their finances/their families’ finances</li> <li>• The loss of the two palliative care beds at the Abbey will have a knock-on effect on other palliative/end-of-life provision in the North Berwick area. <b>MITIGATION: These beds are not being fully utilised as people are choosing where possible to die at home, supported by community and specialist services.</b></li> <li>• There will be concerns over the loss of the Abbey in terms of the growing older population in the North Berwick area</li> <li>• Some people may already have factored in a place at the Abbey into their planning for later life</li> <li>• Impact on carers having to travel outside of North Berwick to visit residents if the Abbey closes, bearing in mind that many older people don’t drive and in North Berwick don’t have family or community connections who could give them a lift. Also, North Berwick is poorly linked by public transport to other areas of East Lothian. This may impact carers with disabilities to a greater extent.</li> <li>• Impact on residents who have already been moved in the last year from Eskgreen to the Abbey</li> <li>• The impact of transitions to new accommodation for all residents, carers and families</li> <li>• Concern that the care in new care homes is different and less connected to the community and community assets like the Day Centre – thus not such an easy transition for older people who many go from living at home and attending the Day Centre to living in the Abbey, which interfaces with the Day Centre</li> </ul>	<p>Age (residents and staff), Disability (residents, carers), staff, carers, people in geographical areas, Fairer Scotland Duty</p>

Equality, Health and Wellbeing and Human Rights	Affected populations
<ul style="list-style-type: none"> <li>• The Abbey, although primarily residential, does support a growing number of people with complex needs. <b>Mitigation:</b> ELCHASE/Care Home Team is on hand to work with independent sector care homes to ensure that residents are properly supported in their new care home supporting both physical and mental health needs.</li> <li>• The potential for losing Abbey staff if the option is for them to go to the private sector where terms and conditions are not as good as ELC ones – may have a particular impact on care workers who are also unpaid carers. <b>Mitigation:</b> Ensuring private providers adhere to Fair Work principles. Also, no one moved to the private sector on the closure of Eskgreen and everyone remained employed by ELC in other ELHSCP or ELC provision. We are carrying vacancies and there are ample job opportunities.</li> <li>• The impact of losing care home staff to other areas</li> <li>• The difficulty care sector employers in North Berwick have in attracting staff, because of the high cost of living in North Berwick (high property costs, high rents, poor public transport). If we lose that skillset from the area, how are we going to support North Berwick’s growing older population? <b>Mitigation:</b> care home providers are using UK Government Sponsorship schemes to address this.</li> <li>• Potential economic impact on small North Berwick companies that supply the Abbey.</li> <li>• Loss of the Abbey as a community focus for North Berwick and a place for carers of older people generally to seek advice. <b>Mitigation:</b> we can work with community to find creative ways of supplying this support through other avenues.</li> </ul> <p><b>General mitigations:</b></p> <ul style="list-style-type: none"> <li>• Ensuring that if the Abbey closes and people are relocated, that this is done in line with the commitments made in the Carers’ Strategy, Dementia Strategy and Planning for Older People’s service work.</li> <li>• Ensuring excellent communications with residents, carers, families, staff and the wider public in North Berwick.</li> <li>• Learning from closure of Eskgreen</li> </ul>	

<b>Environment and Sustainability including climate change emissions and impacts</b>	<b>Affected populations</b>
<b>Positive</b>	The Abbey is energy inefficient and its closure would reduce the impacts that ensue from this.
<b>Negative</b>	The potential for increased car usage

<b>Economic</b>	<b>Affected populations</b>
<b>Positive</b>	n/a
<b>Negative</b>	n/a

- 9. Is any part of this policy/ service to be carried out wholly or partly by contractors and if so how will equality, human rights including children's rights, environmental and sustainability issues be addressed?**

No

- 10. Consider how you will communicate information about this policy/ service change to children and young people and those affected by sensory impairment, speech impairment, low level literacy or numeracy, learning difficulties or English as a second language? Please provide a summary of the communications plan.**

A communications plan will be developed to support people to understand other avenues of support, taking due account of the needs of people who do not have English as a first language or low literacy levels.

- 11. Is the plan, programme, strategy or policy likely to result in significant environmental effects, either positive or negative? If yes, it is likely that a Strategic Environmental Assessment (SEA) will be required and the impacts identified in the IIA should be included in this. See section 2.10 in the Guidance for further information.**

No,

**12. Additional Information and Evidence Required**

None.

**13. Specific to this IIA only, what recommended actions have been, or will be, undertaken and by when? (these should be drawn from 7 – 11 above) Please complete:**

<b>Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)</b>	<b>Who will take them forward (name and job title)</b>	<b>Deadline for progressing</b>	<b>Review date</b>
Communications plan	Jen Jarvis, Communications Lead	If decision to close Ward 6 ELCH and the Edington is confirmed, as soon as possible thereafter	Six months from start of communications plan
Follow-up IIA	Jane Ogden-Smith, Equalities and Engagement Officer	If decision is confirmed, 6 months from closure	n/a

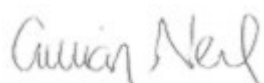
**14. Are there any negative impacts in section 8 for which there are no identified mitigating actions?**

No

**15. How will you monitor how this proposal affects different groups, including people with protected characteristics?**

By Integrated Impact Assessment.

**16. Sign off by Head of Service**



**Name – Gillian Neil, General Manager, Acute and Ongoing Care, ELHSCP**

**Date – 21<sup>st</sup> March 2024**

## **17. Publication**

Completed and signed IIAs should be sent to:

[jogden-smith@eastlothian.gov.uk](mailto:jogden-smith@eastlothian.gov.uk) for publication on the ELHSCP [IIA Database](#) on [www.eastlothian.gov.uk](http://www.eastlothian.gov.uk)