

Interim IIA Report – Review of the use of Care Home Placements

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

1. Title of proposal

Review of the use of Care Home Placements.

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

East Lothian Health and Social Care Partnership (ELHSCP) wishes to reduce the number of allocations of care home placements in favour of supporting more people to live at home with appropriate support in place. This move is in line with the findings from feedback from service-users, carers, staff and the general public. To underpin this work, ELHSCP wishes to launch a review that looks at:

- Reducing the number of people from East Lothian being allocated care home places
- Refocusing our assessment processes to help people to remain at home at home wherever appropriate instead of being allocated a care home place unnecessarily, and applying this approach consistently
- Working with our colleagues in hospitals and other health settings to always consider the alternatives to care home admission, and offering support from teams like the Care Home Assessment Team to assist with this focus
- Developing policy and procedures to support this new focus
- Monitoring the impact of approach on smaller local care home providers
- Monitoring the impact on care at home and other third sector and community support required to support people at home
- Ensuring that the new approach addresses the wish of the majority of people who have told us that they wish to receive palliative and end-of-life care at home with the appropriate support in place
- Ensuring that we take into account the needs of people who do not have English as a first language (for example, BME people, BSL users) to meet our legal duties under equalities legislation
- Ensuring that we meet the needs of neuro-diverse people (for example, by ensuring that this approach meets the commitments we made in the East Lothian Dementia Strategy)
- Ensuring that we address the needs of carers as we deliver this approach (taking into account the commitments made in the East

Lothian Carers Strategy and East Lothian Dementia Strategy) and ensuring that we have robust measures in place to offer short breaks and other support to carers

- Ensuring that we provide information to help people understand care home allocation, financial matters, and what ELHSCP can and cannot support in terms of financial support.

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 vast majority of people asked wished to live for as long as possible at home and viewed care homes as necessary when it was no longer possible to live at home
- the majority of people who responded would prefer to die at home with the appropriate supports in place.

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

Yes

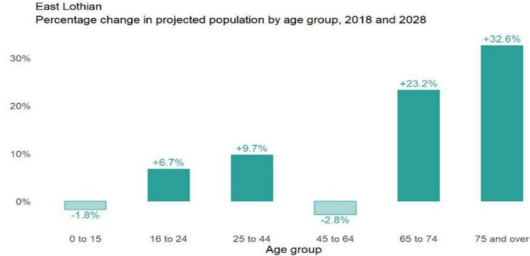
5. Date of IIA

5 March 2024 from 2-4pm via Teams.

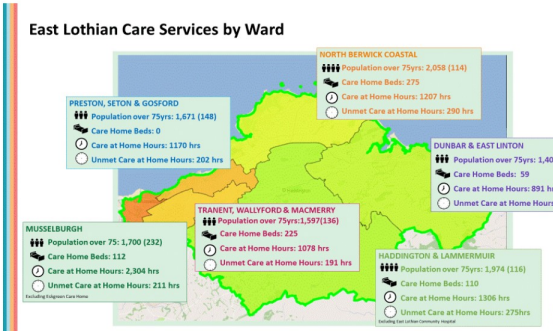
6. Who was present at the IIA? Identify facilitator, lead officer, report writer and any employee representative present and main stakeholder (e.g. Council, NHS)

Name	Job Title	Date of IIA training
Kerr, Laura	General Manager, Planning and Performance, ELHSCP	
Drew, Margaret	Service Manager, Ongoing Care, ELHSCP	
Currie, Paul	Interim General Manager, Strategic Integration	
Skead, Pauline	Unit Manager, Crookston Care Home, ELHSCP	
Hardy, Ashley	Strategic Planning & Commissioning Officer, ELHSCP	
Forrester, Jamie	Strategic Planning & Commissioning Officer, ELHSCP	
Ogden-Smith, Jane	Equalities and Engagement Officer, ELHSCP	Sept 2009, Dec 2021

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"> • East Lothian Joint Strategic Needs Assessment • East Lothian by numbers • Planning Older People's Services Data Report (Jan 2024) 	<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>Population 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"> • 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 • Our population has grown at a higher rate in areas of higher deprivation, specifically within the 1st quintile (most deprived) to the 3rd quintile while the population has decreased in areas of lowest deprivation (4th and 5th quintiles). • 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. • 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). 	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"> • 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. • 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). <p>Our resources are dwindling due to the impact of national austerity measures on public services and recovery from Covid. We no longer have the ability to make capital investments. This, together with evidence from engagement, leads us to move away from care home placements being the norm for frail older people and 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. In terms of care home provision.</p> <p>The graphic below outlines that:</p>

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		<ul style="list-style-type: none"> All areas have insufficient care at home provision, notably the North Berwick and Dunbar areas East Lothian has, as a whole area, an over provision of care home capacity Preston Seton and Gosford Area requires additional Care Home provision.  <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 & Gosford</td> <td>1,671 (148)</td> <td>9</td> <td>1170 hrs</td> <td>202 hrs</td> </tr> <tr> <td>North Berwick Coastal</td> <td>2,058 (114)</td> <td>275</td> <td>1207 hrs</td> <td>290 hrs</td> </tr> <tr> <td>Dunbar & East Linton</td> <td>1,405</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 & Macmerry</td> <td>1,597 (136)</td> <td>225</td> <td>1078 hrs</td> <td>191 hrs</td> </tr> <tr> <td>Haddington & 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 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	1170 hrs	202 hrs	North Berwick Coastal	2,058 (114)	275	1207 hrs	290 hrs	Dunbar & East Linton	1,405	59	891 hrs	202 hrs	Musselburgh	1,700 (232)	112	2,304 hrs	211 hrs	Tranent, Wallyford & Macmerry	1,597 (136)	225	1078 hrs	191 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"> ONS Facts and Figures about people in East Lothian NRS 2011 Census (out of date and awaiting information from NRS from 2022 Census) Scottish Government Equalities 	<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"> 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. People living in the least deprived areas, have a life expectancy 8 																																			

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	<p>Evidence Finder (by extrapolation)</p>	<p>years (males) and 4.8 years (females) higher than those in the most deprived areas</p> <ul style="list-style-type: none"> • The areas of highest deprivation in East Lothian are largely to the west of the county specifically in areas in Musselburgh, Wallyford, Tranent and Prestonpans. There are also pockets of deprivation in Haddington and Dunbar. • Around 95% of people in East Lothian living in the community live within an urban setting and 5% live in more rural settings. <p>And, as previously discussed, people living in Port Seton and Gosford Area, which includes areas that are in the 20% of most deprived areas in Scotland also experience issues with availability of care at home and do not have a care home sited in their area.</p>
Data on equality outcomes	<ul style="list-style-type: none"> • ONS Facts and Figures about people in East Lothian • NRS 2011 Census (out of date and awaiting information from NRS from 2022 Census) • Scottish Government Equalities Evidence Finder (by extrapolation) 	<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</p>

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		<p>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>A new issue around care agencies employing people from overseas has led to well-founded concerns about issues to do with Modern Day Slavery, particularly around workers employed by agencies.</p> <p>There are also issues to do with workers employed by care providers that we commission (and indeed BME workers employed directly by us) experiencing racial abuse from service-users and carers in the course of their work. We are working to improve the ways that workers can report incidents and will be encouraging other staff/managers to be active bystanders to encourage increased reporting of these incidents and redress for those affected, and developing a charter for service-users and carers so that they understand that racial abuse is not to be tolerated.</p> <p>We have also been engaging with the Deaf community around their needs for support from specialist workers who sign (BSL).</p> <p>All of these things will have to be addressed as part of the Review.</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
R	<ul style="list-style-type: none"> • Independent Review of Adult Social Care in Scotland • Analysis of Care at Home Service Provision East Lothian (awaiting publication) • Community Hospitals and Care Homes Provision Change Board Final Report 2021-22 • Health and Social Care for Older People Statement of Intent (2021) • National Care Home Standards • National Health and Wellbeing Outcomes Framework • East Lothian IJB Strategic Plan 	<p>The evidence tells us that people want person-centred care, that is flexible and responds to people’s changing needs. It also shows us that people wish to remain part of their communities and to be involved in those communities. The Review will help us to meet these needs and deliver care at home or closer to home, in line with the Health and Social Care for Older People Statement of Intent and the National Health and Wellbeing Outcomes Framework.</p> <p>It was also noted that while the Review will focus on assessment and care home places for older people, residential care for people with learning disabilities is extremely expensive, much more so that care home places, and also that currently people with learning disabilities have to be placed out of county, imposing extra pressures on them, their carers and families. It is something that merits research further along in this work.</p>
Public/patient/client experience information	<ul style="list-style-type: none"> • Reporting from statutory complaints procedure (including comments and compliments) • Patient Experience data • Care Opinion (East Lothian seach) 	<p>Although there are complaints, most are resolved early in the statutory complaints procedure with very few requiring oversight from the SPSO. As 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.</p> <p>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.</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
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"> • East Lothian Joint Strategic Needs Assessment • Engagement reports (listed above) • Service-user and patient experience data 	See information in section on Evidence.
Good practice guidelines	<ul style="list-style-type: none"> • National Care Home Standards 	
Carbon emissions generated/reduced data	n/a	
Environmental data	n/a	
Risk from cumulative impacts	Possible	Can only be determined as the Review is progressed and impacts assessed
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>Positive</p> <ul style="list-style-type: none"> The group felt that the move to support people at home for as long as possible was positive, in terms of being able to deliver person-centred care and in enabling our care homes the potential to develop more specialised care for people who cannot live independently at home. It aligns with findings from our research about how people want to live in later life. 	Older people, carers, people in geographical areas
<p>Negative</p> <ul style="list-style-type: none"> While supporting the review, many felt that it would be important to monitor the resulting increase in the need for services – ELHSCP, independent, third sector and community – that would result from this approach. Mitigation: the Review will incorporate monitoring mechanisms to assess and address any potential negative impacts 	Older people, carers, people in geographical areas, staff

Environment and Sustainability including climate change emissions and impacts	Affected populations
Positive	n/a
Negative	n/a

Economic	Affected populations
<p>Positive</p> <ul style="list-style-type: none"> There is potential to stimulate the market for support services, increasing employment opportunities. 	All
<p>Negative</p> <ul style="list-style-type: none"> It is possible that small local providers might experience an adverse impact because of the Review. Mitigation: the Review will incorporate monitoring mechanisms to assess and address any potential negative impacts 	Smaller local care home providers

- 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?**

Yes, and this will be monitored through our ethical procurement and commissioning procedures and ongoing contract monitoring.

- 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 when the findings of the review are established, 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:**

Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)	Who will take them forward (name and job title)	Deadline for progressing	Review date
n/a until Review is completed			

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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 of the recommendations of the Review

16. Sign off by Head of Service



Name

Date 07/03/2024

17. Publication

Completed and signed IIAs should be sent to:
jogden-smith@eastlothian.gov.uk for publication on the ELHSCP [IIA Database](#) on www.eastlothian.gov.uk