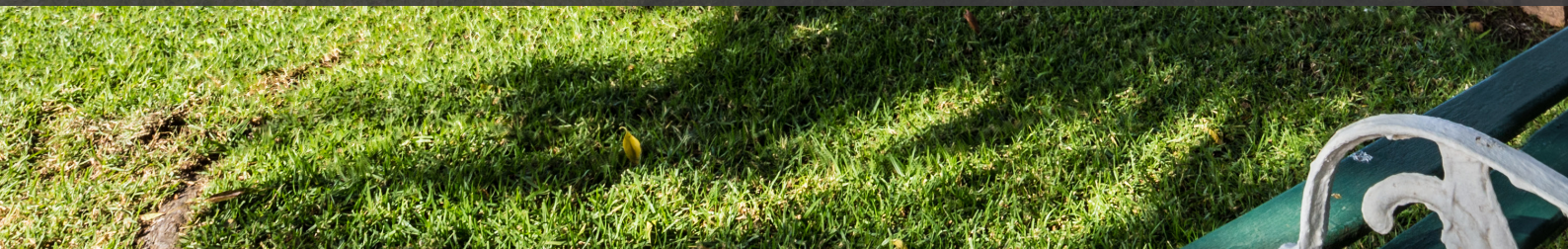




# CASE STUDY

*Provision of Aged Care in Gilgandra*

21/06/2018





GILGANDRA

# AGED CARE

COOEE LODGE HOSTEL

“ Hostel residents receive assistance and support with their day-to-day needs, whilst still maintaining their independence.

Entertainment and social activities are arranged and residents can participate as much or as little as they please.

The design of the residential care building creates a safe environment for residents. ”

**MATTHEW WILSON**

DIRECTOR COMMUNITY SERVICES



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## GILGANDRA SHIRE COUNCIL

# SCOPE OF WORK

Gilgandra Shire Council has prepared this case study to highlight:

- Strategies in the planning, delivery and operational stages of providing aged care services which require specific consideration and
- Key project insights from the Gilgandra Shire Council aged care model

# INTRODUCTION

The population of New South Wales is ageing. There is significant growth in the number of people aged 55 years and over and this trend will continue. In 2016, 25% of the population of Sydney and about 31% of the remaining population in NSW was aged 55 and over. By 2028 about one third of the State's population (2.6 million people) will be aged 55 and over and consequently there will then be an additional 1 million seniors than in 2006.

An increase in the number of older people in the population is a demographic driver of change for communities across NSW. With this change there is a growing demand for aged care services. Gilgandra Shire Council service the growing local demand for aged care services through ongoing investment in aged care accommodation and local programs, ensuring that a broad range of aged care services are available to service the needs of its community.

This case study will investigate Gilgandra Shire Council's aged care model as a case study for other Councils developing aged care accommodation and ancillary services.





# PROJECT OVERVIEW

**ESTABLISHED 1985**

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# PROJECT OVERVIEW

In 1985 Gilgandra Shire Council resolved to invest in the development of a 40-bed hostel which would be the start of aged care availability in the Shire. The project was community motivated with several local community groups and civic leaders supporting the project and raising funding for the development. Aged care and disability services provided by Gilgandra Shire Council have since grown exponentially.

The key value for Council is ensuring aged care services are available for the community and in turn, increasing employment opportunities and sustaining the economic viability of ancillary services in Gilgandra.

Gilgandra is in the central west of New South Wales approximately half way between Melbourne and Brisbane, and approximately 45 minutes north of Dubbo, a large regional centre. Gilgandra township has a population of 2,700 people with 4,700 living within the Shire. Gilgandra is predominantly an agricultural area with sheep, beef cattle and winter cereal cropping the main enterprises. The local economy also relies on the business created by the traffic on the three major highways passing through Gilgandra (the Newell, Castlereagh and Oxley highways).

Starting with the development of Cooee Lodge Hostel, Gilgandra Shire Council's aged care services have now expanded to complete a range of aged care and disability services including:

- 61 Independent Living Units
- Six disability support group homes
- Home Care Packages
- Community Care Services including Meals on Wheels, transport and social services
- Cooee Lodge Hostel - Aged Care (40 beds)
- Cooee Lodge Hostel - Special Care (10 beds)
- Jack Towney Hostel - Indigenous specific (13 funded places)

Each of Council's services are intended to operate at a 90-100% occupancy rate. The Jack Towney Hostel, Cooee Lodge Hostel and Independent Living Units are all staged developments with plans to expand in the future.





# Cooee Lodge Hostel & Independent Living Units

A key aged care service provided by Council is Cooee Lodge Hostel and the ancillary Independent Living Units (ILUs).

At a cost of approximately \$1.06 million to establish, the 40-bed Hostel facility was officially opened on 7 September 1985 through a collaborative effort between the Cooee Lodge Association, the Royal Freemasons' Benevolent Institute, Gilgandra Shire Council and the community. In 2007, a 10-bed special care wing was added at an additional cost of approximately \$2.3 million.

As originally envisaged by Gilgandra Shire Council, Cooee Lodge Hostel is now home to 50 aged care residents who are encouraged to live as independently as possible and to maintain social independence. The provision of the special care wing caters for "higher needs" residents as independence declines.

“ Hostel Residents receive assistance and support with their day-to-day needs, whilst still maintaining their independence. Entertainment and social activities are arranged and residents can participate as much or as little as they please. The design of the residential care building creates a safe environment for residents. ”

**GILGANDRA SHIRE COUNCIL**

2018





A combination of 1, 2 and 3-bedroom style ILUs surround the Hostel. A Masterplan has been developed for the addition of further ILUs as demand increases. At present two more units are under construction with a completion date of late 2018.

Residents in both the ILUs and Hostel are predominately from the local area, particularly from farming properties.

Council provides advanced home care facilities to assist residents who already live within the township to remain in their homes until more specific care is needed. On average, more than 50% of residents move from the ILUs into the Hostel. This rate reflects the level of in-home care that is available which allows people to age in place without further assisted care.

The Cooee Lodge Hostel and ILUs are located in the health precinct alongside the local Hospital which ensures that residents have easy access to the best possible medical care. Within the health precinct is a local Doctor's practice and residential accommodation, provided by Council, for medical staff employed at the hospital and/or medical practice.

Land for the ILUs is zoned and serviced to meet demand. All future residents wishing to move into a unit can manipulate the design and layout of their home allowing residents to add a "personal touch" to their new residence. When each of the existing units are on-sold, Council is responsible for repainting, re-carpeting and undertaking any maintenance required.





# Jack Towney Hostel (Indigenous Aged Care)

Across Australia there are only 28 Indigenous-specific aged care facilities with only two located in NSW. One of these is the Jack Towney Hostel which is a unique service provided by Gilgandra Shire Council.

Jack Towney Hostel is an Aboriginal and Torres Strait Islander Aged Care Facility which is funded by the Department of Health & Ageing. The Hostel is funded for 13 flexi care places. Again, residents receive assistance and support with daily living while being encouraged to maintain their independence. The Hostel is an open plan facility which creates a home-like environment. Residents are supported by 24 hour personal care staff with cleaning and laundry services provided.

The concept for an Indigenous aged care facility in Gilgandra was developed by a local Aboriginal, Joy Trudgett, who was an extremely active community leader and actively promoted Indigenous self determination and community projects throughout the 70's and 80's. Extensive consultation within the Gilgandra community identified a need for culturally relevant aged care accommodation to be developed which reflected the spiritual feelings connected with the traditions and customs of local Aboriginal people.

Gilgandra received a one-off capital grant from the Government for the construction of the Jack Towney Hostel on land granted to the Gilgandra Aboriginal Corporation (a local community housing company originally established by Jack Towney).



The buildings were completed around 1989 and originally operated on volunteer labour and donations. The Gilgandra Aboriginal Corporation provided administrative support and some financial support in the first year and most of the labour was provided by volunteers from the Aboriginal community. In 1990/91 a grant was sourced for recurrent funding to get the Hostel through its first year or two until Hostels and Aged Care could come to an agreement over funding all new facilities for ongoing expenses.

The Hostel has continued to grow and service the local aged and frail community of Gilgandra and surrounding districts since 1989. On 11 April 2002, the Jack Towney Hostel Aboriginal Corporation (named in memory of Joy Trudgett's father) was formed and accepted ownership and control of the facility from the founding organisation, the Gilgandra Aboriginal Corporation.

In April 2009 the Jack Towney Hostel Aboriginal Corporation entered into a partnership with Gilgandra Shire Council to continue delivering aged care services to the community. The service also boasts an Indigenous specific employee program which provides the local indigenous community with a targeted career opportunity within their local community.



# PROJECT OBJECTIVE & OUTCOMES

## PROJECT OBJECTIVE

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Gilgandra Shire Council first invested in the community due to the benefit they could see in providing aged care for their community. Without the provision of aged care in the Shire, Gilgandra would see significant loss in the aged population as the elderly would have to move to other centres to access care. Acknowledging this gap and the growing need for aged care, Council now run the services at a net profit.

# PROJECT OUTCOMES

## **1.** The needs of a changing population are supported

Council provides a broad range of aged care services within the community and takes advantage of economies of scale through the provision of ancillary aged care and disability services. The provision of ancillary services increases the quality of aged care in the community. The broader local community benefits from this access to the complete range of services as the ageing community is able to live locally and remain in town. This supports a sustainable population and continued utilisation of the services to ensure they remain available.

## **2.** The local population is sustained

If services are available within the local centre, the aged and disabled are less likely to move to other areas to access required services. By providing accommodation and care within the local community, Council have created an effective and sustainable method to mitigate population change. The aged care and disabled communities have an array of valuable skills and knowledge they can contribute to a community and by providing these groups with the necessary services, they can remain a prominent and valuable part of their community.

## **3.** Opportunities for local employment are enhanced

Through Council's aged care services model, including the aged care and disability services run by Council, 60 equivalent full-time staff are employed by way of a mix of 150 part-time and full-time staff.

## **4.** Supporting a network of community services

Council supports a network of health practitioners who meet regularly to identify community needs and concerns. The committee comprises Cooee Lodge Hostel staff, the local hospital Nurse Manager, community nurses and practice nurses and is an important process in delivering care where it is needed.



# PROJECT GOVERNANCE, FUNDING & DELIVERY

# GOVERNANCE, FUNDING & DELIVERY

## Policy & Planning

### GILGANDRA SHIRE COUNCIL COMMUNITY STRATEGIC PLAN - INTEGRATED PLANNING AND REPORTING FRAMEWORK

The values, goals and activities of Council, including those relating to aged care, are addressed in Council's Integrated Planning and Reporting (IP&R) processes and documentation and are detailed in the Gilgandra Shire Council Community Strategic Plan 2017/18 to 2026/27.

This Plan establishes a clear direction for Council and sets goals over one, four and ten-year timeframes. Some of the important challenges that the community identified during development of the Plan include population decline; an ageing population; opportunities for community volunteers in terms of resourcing and networking and the provision of quality health services. These community values are reflected in the Plan's vision:

*Gilgandra is a strong and sustainable rural centre with caring community that is building a future together.*

Council applies this vision to ensure aged care services are available for the community - increasing employment opportunities in Gilgandra and sustaining the economic viability of local services.



## THE FEDERAL AGED CARE ACT

The Federal Aged Care Act is the legislation governing the operations of aged care services in Australia including Cooee Lodge Hostel. There are four standards which include:

- Standard One: Management systems, staffing and organisational development
- Standard Two: Health and personal care
- Standard Three: Care recipient lifestyle
- Standard Four: Physical environment and safe systems

These standards have 44 outcomes that Cooee Lodge Hostel is required to meet in the delivery of its services. The Australian Aged Care Quality Agency conducts periodical quality reviews of aged care facilities. Until recently these were announced and unannounced visits or reviews. In future these will be unannounced visits only.

## RETIREMENT VILLAGES ACT 1999 AND RETIREMENT VILLAGES REGULATION 2017

NSW Fair Trading administers the laws that set out the rights and obligations of retirement village residents and village operators. Retirement Villages Act 1999 and Retirement Villages Regulation 2017 are the NSW state policies in the provision of aged care housing, including the Cooee Villa Units.

These policies:

- Set out key rights and obligations for residents and operators
- Ensure prospective residents are given important information before they sign a contract
- Require village contracts to be in a standard form
- Provide a system for resolving disputes

# Funding & Charges

The Cooee Lodge Hostel is partially funded by the Commonwealth Department of Health in accordance with the Aged Care Act and through resident charges and payments made through ACFI (Aged Care Funding Instrument). The Commonwealth Government has set “outcome standards” for Hostels that receive funding assistance and Cooee Lodge Hostel is fully accredited. Resident fees are advised by the Department of Health and, depending on the individual resident’s assets, an entry contribution may be payable.



Prices for the ILUs around the centrally located Hostel range from \$105,000 to \$360,000 based on current valuation. There are also six Legacy units within the Village which are managed by Cooee Retirement Village. Residents are charged a weekly maintenance fee based on 25% of the basic single aged pension (excluding supplement) with increases twice per year in line with CPI increases. The maintenance fees cover Council rates (water, sewerage and garbage); building maintenance (internal and external, but excluding repairs to personal property of the resident); maintenance of lawns and gardens and insurance on the building (not contents).

# Governance & Management

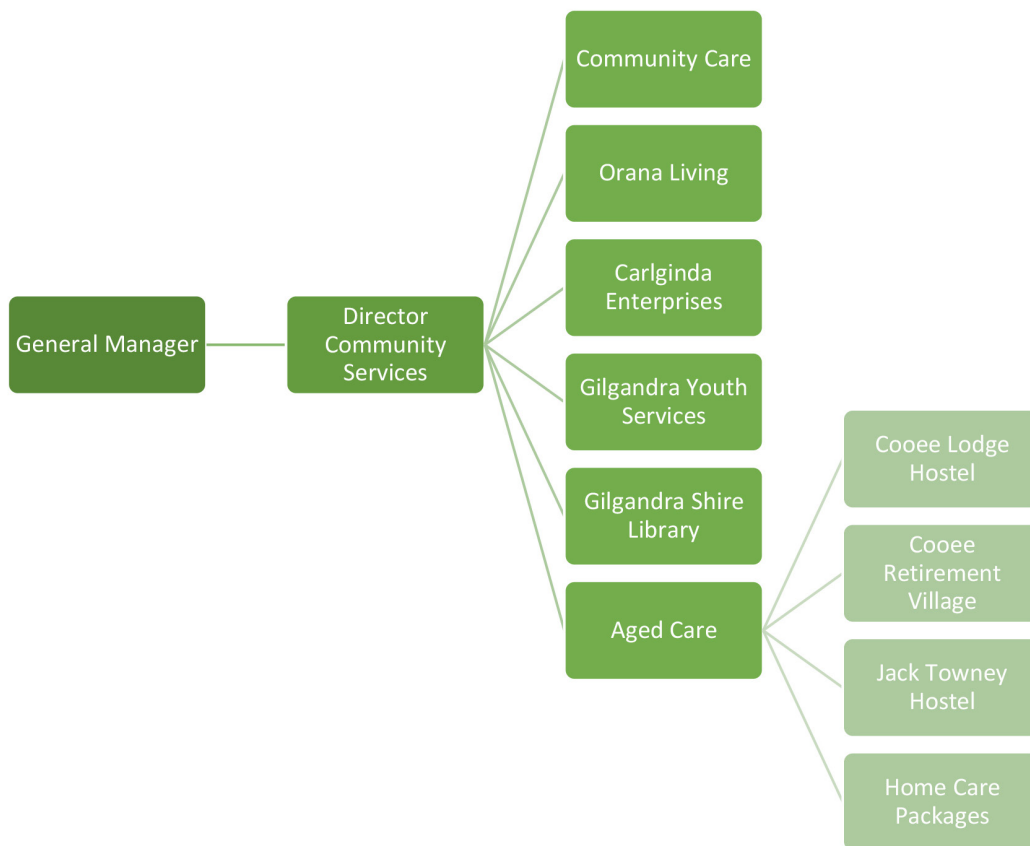
Council's key role in the provision of aged care services is its ability to provide a strong governance structure. Being a small community with limited resources and capacity, Council is a prominent governing body that has the skill set to be able to meet the standards and financial needs of the services. Cooee Lodge Hostel is able to access a range of professional services from Council on a fee-for-service basis that could not be afforded as a stand-alone entity.

Council is the employer of all aged care and disability service staff. Council has appointed a Director Community Services who manages the complete range of community services including disability services. The Manager Aged Care is a Registered Nurse who is based at Cooee Lodge Hostel and is responsible for all staff and the daily operations of the facility. Together, the aged care and disability services administered by Council employs more than 60 full-time equivalent staff, which positions Council as the largest employer in the community.

Council's aged care operations report regularly to its Aged Care Committee which is comprises four Councillors, three community representatives, a representative from Jack Towney Hostel Corporation and a representative from the Retirement Village. Management staff provide reports, attend the meetings and offer advice when asked. This committee meets formally and is responsible for longer term strategies, annual budgets and broad governance issues. The committee makes recommendations to Council which are formally adopted subject to any review that may be required.



**FIGURE 1: MANAGEMENT STRUCTURE**



# Monitoring & Risk Management

Noting the projected trends and changes in the local population, Council plans for a growing demand for aged care services. The prominent risk that has been identified is attaining and retaining suitably qualified staff to support running of the facility and to allow for future growth in the range and scale of services Council is able to provide to meet the demands of an ageing population.

Financial risk is another key consideration for Council to consider and address when assessing the continuation of the services. Currently, with the existing governance and management models in place, Gilgandra Shire Council is running the services at a net profit. Council has established a process which is in place to monitor the services and provide monthly financial reports to Council. It is noted that regulatory risks are addressed through regular accreditation.

In terms of governance, the Aged Care Committee meets quarterly to discuss the services and raise any issues or concerns. Council's customer relationship management system and Complaints Handling Policy monitors any resident or community grievances with the services.



# KEY BEST PRACTICES

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Gilgandra Shire Council has identified 5 key lessons that reflect the learnings of Council in the provision of aged care:

## **1. Establish mentoring networks to support Councils ‘starting up’ in the aged care sector**

There are many considerations that need to be undertaken when embarking on a development of this scale. Gilgandra Shire Council recommend that identifying key mentor support will greatly benefit Councils developing aged care accommodation. Sharing knowledge and lessons learnt and establishing a network amongst providers will also support effective outcomes. It should be noted that this should also take place post development. The management and governance of facilities is a prominent undertaking for any Council and being able to share and learn from colleagues is an asset to any team.

## **2. Stage the development as a method of managing the scale of investment**

Ensure to investigate supply and demand to build a strong basis that will inform immediate and future development. By staging development, Gilgandra Council were able to better manage investment in the project and minimise the risk of overcapitalising.

Releasing ILUs on a ‘request basis’ has been the best method used by Gilgandra Shire Council. Residents have the option to purchase any vacant units or build one to their specifications.

In terms of the Hostel, Council expanded the services available by providing an additional special care wing in response to the growing demand for higher care beyond what is offered in the original section of the Hostel. Staging the development on both sides of the project has reduced the financial risk for Council and ensured sustainability of the facility.

### **3. Understanding that there are operational challenges**

Across all sectors in regional NSW there are operational challenges associated with developing an aged care service such as Cooee Lodge Hostel. Gilgandra Shire Council note that attaining and retaining suitably qualified staff is one of the prominent challenges faced by the service. Understanding that there are specific requirements for service providers in administering and staffing aged care are key challenges.

### **4. Establish a strong governance structure**

Council's key role in the provision of aged care services is its strong governance structure. Being a small community with limited resources and capacity, Council is a prominent governing body that has the skill set to be able to meet the standards and financial needs of the services. It is important the any Council looking to provide aged care understand that this will be a prominent role for Council.

### **5. Look for opportunities to take advantage of economies of scale**

Council provides a broad range of aged care services within the community and takes advantage of economies of scale through the provision of ancillary aged care and disability services. The provision of ancillary services further increases the quality of aged care in the community. These services are sustained by the number of people who remain in town because they can access the complete range of aged care services.

For more information, please visit:

**[www.gilgandrallifestyles.com.au](http://www.gilgandrallifestyles.com.au)**

