

From: Clair Bell, Cabinet Member, for Adult Social Care and Public Health
Penny Southern, Corporate Director of Adult Social Care and Health

To: Adult Social Care Cabinet Committee - 27 September 2019

Subject: **OUTCOME OF THE FORMAL CONSULTATION ON WAYFARERS CARE HOME, SANDWICH**

Decision Number: 19/00063

Classification: Unrestricted

Past Pathway of Paper Adult Social Care and Health Directorate Management Team - 17 October 2018 and 16 January and 11 September 2019

Future Pathway of Paper: Cabinet Member Decision

Electoral Divisions: Sandwich

Summary: This report provides Adult Social Care Cabinet Committee with the outcomes of the public consultation on the future of Wayfarers Care Home, Sandwich. The report is presented to assist members of the Committee in making a fully informed decision on the way forward.

Recommendation(s): The Adult Social Care and Health Cabinet Committee is asked to **CONSIDER** content of the report and the outcomes of the public consultation and **CONSIDER** and **ENDORSE** or **MAKE RECOMMENDATIONS** to the Cabinet Member for Adult Social Care and Public on the proposed decision (Attached as Appendix 1) to:

- a) **CLOSE** the current Wayfarers Care Home and for Kent County Council to seek to find a buyer for the building and its land and to explore Housing with Care options preferably in the Sandwich area.
- b) subject to budget appraisal **PROCEED** with the alternative proposal received from the residents and staff of Wayfarers to relocate the Wayfarers service to an unused, purpose-built unit at Westbrook House, near Margate, and to find accommodation for any residents who instead may wish to move to alternative care homes; and
- c) **DELEGATE** authority to the Corporate Director of Adult Social Care and Health, or other nominated officer, to undertake the necessary actions to implement the decision.

1. BACKGROUND

- 1.1 The future of the council owned, and operated Wayfarers Care Home has been considered on at least three occasions since October 2010. A previous public

consultation carried out in 2015 considered options for four KCC-owned care homes. This included a preferred option for Wayfarers to sell the home 'as a going concern'.

- 1.2 In January 2016 the Adult Social Care, and Health Cabinet Committee endorsed the decision to secure the sale of Wayfarers 'as a going concern'.
- 1.3 This envisaged selling Wayfarers to an external provider with the successful bidder required to retain the building and the existing staff and being responsible for the future maintenance or upgrading of the building.
- 1.4 Despite a buyer being found, a decision had to be taken not to proceed with the sale as it was unviable for both parties. The option to sell Wayfarers as a going concern had also been previously explored in 2011 but the negotiations broke down due to the provider not being able to accept existing staff under TUPE regulations.
- 1.5 Following the decision not to proceed with the sale of the home in June 2018, it was agreed that an options appraisal on the future of Wayfarers should be conducted in accordance with HM Treasury Green Book and presented to the Adult Social Care and Health Directorate Management Team (ASCH DMT) to determine the next steps.
- 1.6 Following discussion at ASCH DMT in March 2019 a decision was taken to start a 10-week public consultation exercise to seek views on the way forward for Wayfarers.
- 1.7 Wayfarers is a detached, 33-bed unit built in 1983. The home is separated into two distinct wings; Hollyside and Cherry Way. Each has its own dining area and communal spaces; however only one of these wings is currently in use.
- 1.8 The service is provided on a single floor with easy access throughout for all service users. All bedrooms are single occupancy however, they lack en-suite facilities. The home offers a dedicated respite service alongside the residential unit for older people. The accommodation is registered for older people with general frailty.
- 1.9 Wayfarers Care Home is fully compliant with the Care Quality Commission (CQC) Regulations. An unannounced inspection by CQC in November 2018 rated the home as 'Good' in all five domains. Wayfarers is the only care home remaining in Sandwich. Sandwich, whilst coming under the Dover District Council boundary sits within the Canterbury Clinical Commissioning Group area.
- 1.10 There are currently 14 residents at Wayfarers. As at 11 September 2019, the building was operating at 42% of its capacity making the unit cost £1,367.50 per week.

1.11 The unit cost based on 100% occupancy (33 beds) is approximately £580 per week.

1.12 Everyone that accesses services at Wayfarers is financially assessed for a contribution towards their care in line with the Care Act (Care and Support Charging and Assessment of Resources) Regulations 2014. This means that individuals who have savings of more than £23,250 are charged the full cost of their care and anyone with less than £23,250 is assessed against their means to determine the contribution to the cost of their care.

1.13 Full cost Wayfarers residents are charged the full amount for the placement which is currently £494.26 per week. ASCH has a guide price for the independent sector and can buy services in the Dover District for £389.65 per week for standard residential care.

1.14 The current gender breakdown at Wayfarers is as follows:

Gender	% of residents
Female	64%
Male	36%

2. OUR VISION FOR FUTURE OLDER PEOPLE'S ACCOMMODATION

2.1 Our vision is that older people should be supported to live independently in their own home receiving the best care and support to meet their needs and aspirations. The council's strategy is to commission fewer residential services and invest in preventative services designed to help people remain independent for longer. This includes Housing with Care (HwC), dementia and nursing specific services.

2.2 Over recent years the care market has continued to respond to the growing and changing need for older persons' care, increasing its capacity and working closely with KCC as a commissioner of services.

2.3 Our ambition is for accommodation that supports people to remain independent. Our aspiration is that in the future, housing developments for older people will:

- Have an ethos of promoting community participation, reducing social isolation and keeping people well.
- Provide a range of options that can meet people's individual needs.
- Are accessible and fully adaptable to meet the changing needs of older people.
- Help older people retain or regain their independence helping them to move out of or avoid an admission to residential care.
- Be designed to reduce the risk of falls, increase a person's ability to live independently, and improve wellbeing.

- 2.4 HwC is intended to promote independence and reduce social isolation, providing an alternative to more formal models of care like residential and nursing care homes, and offer a home for life.
- 2.5 Several definitions are used to define HwC, including 'Assisted Living', 'Extra Care', 'Retirement Housing', 'Sheltered Housing and 'Continuing Care Retirement Communities'. Public, not-for-profit and private sector provider organisations can deliver these services.

3. OPTIONS APPRAISAL AND CONSULTATION PROPOSAL

3.1 The following ideas were considered for Wayfarers as part of the options appraisal and outlined in the consultation documents:

<p>Do nothing and continue Wayfarers as it is.</p> <ul style="list-style-type: none"> ▪ The rooms have no en-suite facilities and would require significant financial investment to modernise the facilities in line with the Care Quality Commission standards. ▪ Due to the age of the building, significant investment would be required to make the facility fit for the future.
<p>Redesign Wayfarers as a specialist dementia unit.</p> <ul style="list-style-type: none"> ▪ Making Wayfarers fit to be a specialist dementia unit would involve significant investment and reduce the number of places available due to different facility requirements (such as en-suites). ▪ Reduced capacity would mean it would be very expensive to run. Good provision is already available which would not result in these additional on-going costs.
<p>Sell the home as a going concern.</p> <ul style="list-style-type: none"> ▪ This is now not perceived as a viable option due to two previous attempts at selling the facility.
<p>Close Wayfarers and find alternative provision for residents. Sell the building and land.</p> <ul style="list-style-type: none"> ▪ This means residents would move to alternative accommodation.
<p>Close Wayfarers and find alternative provision for residents. Sell the building and land. Explore options for developing older people's accommodation preferably in the Sandwich area, in the form of Housing with Care.</p> <ul style="list-style-type: none"> ▪ This means residents would move to alternative accommodation.

- 3.2 KCC's proposal outlined in the consultation is to close Wayfarers and find alternative provision for residents. Sell the building and land. Explore options for developing older people's accommodation preferably in the Sandwich area, in the form of HwC.
- 3.3 Should a HwC scheme be built in Sandwich, former Wayfarers residents would have the opportunity to see if moving in would be an option for them. Apartments would be available and offered to them if their needs could be met in the new scheme, and if they wished to do so.
- 3.4 The main drivers for this proposal are:
- Kent has a good record of developing HwC. Residents living in HwC are reporting positive experiences about their quality of life.
 - Good alternative provision is available from the independent care sector, with KCC already securing the majority of placements from other organisations that provide care.
 - Quality of care available in the provider sector is good and is monitored effectively through our contract monitoring arrangements.
 - The demand for frail elderly residential care is reducing, more people are able to remain at home with support and this has resulted in reduced occupancy at Wayfarers and an increased unit cost.
 - The Wayfarers building is in need of significant investment to bring it up to a standard for it to be fit for the future.
 - The unit cost of Wayfarers is about 3 times higher than the average unit cost in the Dover area.

4. CONSULTATION PROCESS

- 4.1 The County Council has a duty to undertake a formal consultation on proposed changes to services. A 10-week public consultation on the future of Wayfarers concluded on 24 July 2019. Residents, relatives/carers, staff and the staff Union representative have been involved in the consultation meetings and their views have been collected and considered.
- 4.2 Local MPs, local councillors and KCC Cabinet Members have also been briefed on the proposals and consultation process. Please see appendix A for an outline of the consultation process.
- 4.3 All public consultation documents were uploaded onto KCC's Consultation webpage and a dedicated email, phone number and freepost mailing address created to handle written responses and queries. Hard copy consultation documents and questionnaires were obtainable from the home and local libraries in Sandwich, Deal and Dover. A poster about the consultation was also available at the above locations.

- 4.4 A press release was issued at the start of the consultation which resulted in a front-page story about the consultation in the local press.
- 4.5 There were 68 contacts made during the consultation, this includes 60 questionnaire responses as well as other types of communication. A summary table by the type of communication is included below:

Contact Type	Number received
Online Questionnaires	28
Paper Questionnaires	32
Emails	5
Phone calls	0
Letters	2
Written Proposals	1
Total	68

- 4.6 Many of the staff and residents chose to submit a joint proposal as their way of responding to the consultation.
- 4.7 One letter and one email were received expressing the authors' interest in buying Wayfarers.
- 4.8 Another letter was received with general feedback on KCC's proposal. Feedback was considered as part of the consultation responses in section 5 below.
- 4.9 One consultation response provided the contact details of an organisation and stated Wayfarers may be suitable as a form of HwC.
- 4.10 An alternative written proposal was submitted by the Home on behalf of the residents and the staff which proposed relocating the staff, and the majority of the residents to an unused unit at Westbrook House Care Centre in Margate (which currently has two unoccupied units).

5. IDEAS AND ISSUES ARISING FROM THE CONSULTATION

5.1 Ideas for future of Wayfarers:

- 5.1.1 Several ideas were proposed for the future of Wayfarers. Numerous consultation responses suggested keeping the home open. Many respondents who suggested the home should remain open also suggested additional ideas for the home, examples included:
- Exploring alternative uses for Wayfarers including developing it as a community hub. Developing a "joint venture" with Health, a respite care facility or a respite service for clients and carers (freeing up hospital beds), and a day service for people living at home. This was suggested by a number of respondents.
 - Some respondents have suggested developing the home as a Dementia unit/specialist service including for example, developing the

unused wing as a Dementia unit, or making the rooms in the unused unit en-suite for existing residents, making the other rooms as the Dementia unit.

- Refurbishing/developing the home was suggested in numerous responses with ideas including:
 - Converting the unused space into en-suite facilities.
 - Developing en-suites; seen as inexpensive and a more cost-effective option than building Housing with Care – HwC.
 - Developing the home as HwC (including that HwC should be developed before closing the home).
 - Investing in the home to modernise it and bring it up to current standards.
 - Refurbishing or developing the unused wing for those needing a place after hospital, or for commercial purposes.

5.1.2 Additional ideas were suggested for the future of Wayfarers, some ideas were proposed in a single response, and in some instances, the same idea was suggested by several respondents, examples include:

- Selling the home/site was referred in some responses, with the following suggestions:
 - Sell as a ‘going concern’.
 - Ring-fence funds raised from the sale for homecare.
- The staff and residents moving to Westbrook House Care Centre in Westbrook near Margate. This was suggested by one respondent and as a joint response by the staff and several residents of Wayfarers.
- Supporting or encouraging the establishment of a “charity” or “community interest company” to take over the responsibility for the facility.
- Developing older people’s accommodation before selling the site or developing HwC in Sandwich before closing the home.

5.2 Additional comments and issues raised

5.2.1 Some respondents said that new provision should be in place before the home closes, and ideally should be in Sandwich.

5.2.2 A concern was raised by one respondent over where alternative care would be provided.

5.2.3 It was felt the home is a valued community asset that should be available for local people for example, when they need residential care, this was suggested by some respondents.

5.2.4 Numerous respondents stated the home is very well run, caring and provides a safe environment for the residents, and it is valued by the local community. Comments in the consultation responses about the home included

- “extremely well run with competent staff and good facilities”,
- “the staff are fabulous and the residents love 'their home'” and
- “It feels like 'home from home' with a wonderful atmosphere”.

5.2.5 Concerns were raised by some respondents about staff having to find other jobs or losing their jobs at Wayfarers.

5.2.6 It was suggested the residents are considered part of the Sandwich community with two responses acknowledging that only a very small proportion of current residents are from Sandwich.

5.2.7 It was felt by some that moving the residents could be very detrimental to their health and wellbeing.

5.2.8 En-suite facilities not being required, or being unsuitable/unsafe, was raised by some respondents. For example, it was suggested that en-suites could lead to accidents if residents tried to use the facilities themselves, when they are not physically able to do so alone.

5.2.9 In some responses it was suggested that moving residents away from Sandwich may deprive them from regular visits from relatives and friends. The lack of public transport to visit residents placed in other areas was raised as a concern by some respondents.

5.2.10 HwC was seen as not appropriate or suitable by some respondents, or that it may not be appropriate for all current residents. There should be both HwC and residential care options; this was suggested by several respondents.

5.2.11 Some respondents were concerned with residents' 'loneliness' if they lived in independent living like HwC or if they were cared for in their own home.

5.2.12 There was a concern over the lack of alternative residential services in the area with Wayfarers being the only care home in Sandwich, this was raised several times. Care homes in Dover and Deal were not seen as suitable options for the current residents by some respondents.

5.1.13 Some responses suggested that Wayfarers should not be closed, and the land sold to property developers, or for developing new homes.

5.2.14 It was felt by some respondents that individuals may be reluctant to move to Wayfarers as it is believed it will close in the future.

5.3 Comments on the Equalities Impact Assessment:

5.3.1 Some responses said that the proposed closure unfairly impacted elderly people, not only the current residents but also any future potential residents.

5.3.2 It was felt by some respondents that closing Wayfarers could be considered ageist towards the elderly.

5.3.3 One consultation response replied that as a respite care facility, Wayfarers provides much needed relief for informal, unpaid carers. "Informal carers come in all shapes and sizes and ages, but the majority are women. Respite care thus disproportionality makes a vital contribute on to the wellbeing of women and contributes to gender equality".

5.3.4 Some respondents agreed with the EqIA's comments on the potentially negative impact on the welfare of Wayfarers long and short-term residents in the event of a closure however, in some cases they were unsure that HwC represented the best solution.

5.3.5 A comment also highlighted the potential negative impacts on residents specifically as a result of moving them.

5.3.6 A comment stated that an upgraded facility at Wayfarers would provide benefits for all regardless of race, religion, or sexual orientation.

5.4 Alternative written proposal

5.4.1 In response to the consultation on the future of Wayfarers, residents and staff at the home provided a joint response, suggesting that those residents who choose to, as well as most of the staff, could relocate to Westbrook House Care Centre in Margate, where there is currently unused accommodation.

5.4.2 Westbrook House Care Centre is a Private Finance Initiative (PFI) building in which KCC has use of 45 beds (3 units of 15 beds, each with communal areas and lounges). KCC currently delivers services in two of the three units.

5.4.3 If the closure of Wayfarers is approved, those residents wishing to move to Westbrook House, could largely keep their current care staff, thereby ensuring continuity of care. They would be relocated to a more modern, spacious accommodation, where a wider range of support services and facilities than they currently enjoy, would be available.

5.4.4 This proposal would also help retain the majority of staff from Wayfarers and would ensure continuing high-level care and support is provided to the residents. Those opting to move elsewhere would be fully supported in doing so.

6. PERSONNEL IMPLICATIONS

6.1 The staffing information for Wayfarers at the end of August 2019 was as follows:

Head count	Total contracts	Permanent	Temporary	Fixed term	Full-time	Part-time	Relief
41	51	51	0	0	<10	37	12*

* Relief workers are contracted on a zero hours basis.

6.2 Issues raised by members of staff at the initial consultation meeting held on 15 May 2019 and subsequently during the 10-week consultation period were related to redundancy and redeployment opportunities, and Human Resources support for staff in the event that a decision is made to close Wayfarers.

6.3 If the decision is taken to close the service, staff would be offered one-to-one meetings with a Human Resources Adviser, accompanied by their Trade Union representative, or a workplace colleague if they wish, and the opportunity to receive support to assist them in either, continuing their employment within KCC, or find suitable alternative employment.

6.4 Arrangements could be put in place to give members of staff an opportunity to apply for other advertised KCC posts while continuing to support Wayfarers residents until the home was closed. Any staff who were not successfully redeployed within KCC would be offered assistance in securing alternative employment.

6.5 Compulsory redundancies, where possible, would be kept to a minimum. The Redundancy Policy would then be followed, and additional support would be made available to staff at risk of, or under notice of redundancy in order to help them find work in KCC.

7. FINANCIAL IMPLICATIONS

7.1 If a decision is made to close Wayfarers and find alternative accommodation for residents, there is a requirement to continue to maintain the building and service up to the point of closure and relocation of residents.

7.2 Any future placements with a cost above KCC's guide price would therefore be funded by KCC. None of the current residents would see an increase in the contribution towards their care or be charged additional fees either by KCC, or by alternative providers as a result of KCC's proposal.

8. LEGAL IMPLICATIONS

8.1 The council has a responsibility under the Care Act to assess people who have an appearance of need and options for meeting needs will be discussed.

8.2 There is a duty to ensure all care home provision that the Council places residents in is safeguarding individuals and that effective contract management is in place.

9. EQUALITY IMPLICATIONS

- 9.1 An Equality Impact Assessment (EqIA) has been completed and a copy of the document is available in appendix B.
- 9.2 The EqIA has now been reviewed taking into consideration the outcomes of the consultation.
- 9.3 This confirms that the proposal to close the home and find alternative accommodation can be delivered in a way that takes account of the individual needs of Wayfarers residents. The actions identified as an outcome the EqIA review are:
- 9.3.1 The future care reviews of Wayfarers residents will ensure that the needs of all residents with 'protected characteristics' are fully addressed.
- 9.3.2 If the option to relocate residents and staff to Westbrook House Care Centre is accepted, residents' needs will be taken into consideration when developing an implementation plan for this proposal.
- 9.3.3 To work with residents and their relatives who may wish to find accommodation in alternative care homes in a way that ensures that any needs arising from their protected characteristics are fully considered.
- 9.3.4 To continue to monitor equality impact post implementation.
- 9.3.5 If the HwC option is confirmed and goes ahead, to ensure equality analysis takes place to ensure needs associated with equality characteristics are taken into account and are met.

10. SUMMARY

- 10.1 Following the analysis of the consultation responses, the Adult Social Care Cabinet Committee is asked to note the options considered for Wayfarers as part of the options appraisal, and the ideas, comments and issues raised by the respondents; these are outlined in the report.
- 10.2 Additionally, due to the points raised in section 3.4 and the fact that the residents and staff at Wayfarers have put together a viable proposal for relocating the residents, our recommendation is therefore to; close the Wayfarers Care Home building, explore HwC options preferably in the Sandwich area, and proceed with the proposal outlined in points 5.4 above.
- 10.3 This proposes, subject to budget appraisal, to relocate the Wayfarers service, including the majority of residents and staff, to an unused unit at the purpose-built Westbrook House Care Centre, Margate. Any residents who instead may wish to move to alternative care homes would be supported by KCC before the home closed.

- 10.4 If the closure option is endorsed formal staff consultation and feedback meetings with residents and their relatives, with the staff and their Union representative will take place.
- 10.5 It is proposed that Wayfarers residents would be offered alternative residential placements, except if their care reviews indicated that they would benefit from moving to specialist alternative services. No residents would be left without an alternative arrangement in place.
- 10.6 Should a decision be taken to close Wayfarers; it is envisaged that Adult Social Care and Health at KCC would consider the future of the site. This would include seeking to find a buyer for the building and its land.

11. RECOMMENDATIONS

11.1 Recommendation(s): The Adult Social Care and Health Cabinet Committee is asked to **CONSIDER** content of the report and the outcomes of the public consultation and **CONSIDER** and **ENDORSE** or **MAKE RECOMMENDATIONS** to the Cabinet Member for Adult Social Care and Public on the proposed decision (Attached as Appendix 1) to:

a) **CLOSE** the current Wayfarers Care Home and for Kent County Council to seek to find a buyer for the building and its land and to explore Housing with Care (HwC) options preferably in the Sandwich area.

b) Subject to budget appraisal **PROCEED** with the alternative proposal received from the residents and staff of Wayfarers to relocate the Wayfarers service to an unused, purpose-built unit at Westbrook House, near Margate, and to find accommodation for any residents who instead may wish to move to alternative care homes; and

c) **DELEGATE** authority to the Corporate Director of Adult Social Care and Health, or other nominated officer, to undertake the necessary actions to implement the decision.

12. Background Documents

Link to consultation on the future of Wayfarers Care Home
<https://consultations.kent.gov.uk/consult.ti/wayfarers/consultationHome>

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