

By: Andrew Ireland, Corporate Director of Social Care, Health and Wellbeing

To: Graham Gibbens Cabinet Member for Adult Social Care and Public Health

Subject: **OUTCOME OF THE FORMAL CONSULTATION ON THE SALE AS A GOING CONCERN OF WAYFARERS, SANDWICH**

Decision Number: 16/00006

Classification: Restricted (Exempt Appendix)

Previous Pathway of Paper: Social Care, Health and Wellbeing DMT – 6 January 2016
Adult Social Care and Health Cabinet Committee – 14 January 2016

Future Pathway of Paper: Cabinet Member decision

Electoral Division: Sandwich

Summary:	This report considers the outcome of a period of public consultation that took place from 28 September - 20 December 2015 proposing to sell the home as going concern to the independent sector.
Recommendations	The Cabinet Member for Adult Social Care and Public Health Cabinet is asked to : a) AGREE to secure the sale of the registered care home, Wayfarers, Sandwich; and b) DELEGATE authority to the Corporate Director of Social Care, Health and Wellbeing, or other nominated officer, to undertake the necessary actions to implement the decision.

1. Background

- 1.1 Kent County Council (KCC) is transforming the way older people are supported and cared for in the County.
- 1.2 KCC Social Care, Health and Wellbeing (SCHW) entered into formal consultation on the future of four of its registered care homes at Kiln Court, Faversham, the Dorothy Lucy Centre, Maidstone, Blackburn Lodge, Sheppey and Wayfarers in Sandwich on 28 September 2015. The consultation ran for twelve weeks to 20 December 2015 and followed the agreed protocol on proposals affecting its service provision. On 29 September 2015, SCHW officers met with members of staff, service users and their relatives, trades unions and other key stakeholders to discuss the proposals. This report relates to Wayfarers Care Home in Sandwich.
- 1.3 The proposal for Wayfarers is sell the home as a going concern. This means that there is an evidenced requirement for the home in Sandwich and that KCC will want to see a sale contract that protects the service as a care home.
- 1.4 The main drivers for the proposal to sell the service as a going concern are:

- People are living longer with more complex conditions and they rightly expect more choice in care.
 - People wish to remain in their own homes with dignity and expect high quality care.
 - Residential care should be in high quality buildings. Our older buildings have reached the end of their useful life.
 - Good quality care can be commissioned for less money in the independent sector. Unit costs for in-house services are substantially higher.
- 1.5 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. The home is set in a relatively quiet residential area of Sandwich, close to the town centre with good access to local amenities and popular tourist and recreational facilities. The building looks tired however is well maintained. Planned redecoration and refurbishment is routinely completed. There are attractive gardens to the rear of the home. The service is provided on a single floor with easy access throughout for all service users. All bedrooms are single occupancy. The home offers a dedicated respite service alongside the residential unit and there is also an integrated day service. The building of Wayfarers is freehold and has no known restrictive covenants. The accommodation is registered for older people with general frailty.
- 1.6 Wayfarers is the only remaining care home in Sandwich after a number closed due to the vast supply of provision in the Dover District. Sandwich, whilst coming under the Dover District Council boundary sits within the Canterbury CCG area. The home is a much valued asset to the local community.
- 1.7 The option to sell Wayfarers as a going concern was pursued previously in 2011 but the negotiations broke down due to the ability of the provider to accept existing staff under TUPE regulations. Recent market engagement shows that there are more organisations that would compete in a market exercise and therefore this option has been selected to be consulted on again. From the initial notice published, nine providers expressed an interest. Three of these organisations have detailed how they have successfully worked with other Local Authorities to secure the transfer of care homes and specifically how they have overcome the obstacles presented by TUPE. Equally, they have identified the terms in which they would operate regarding covenants, leases or contractual conditions to retain the service as a care home. A report on the market responses to this market engagement exercise is included in the Exempt Appendix 2 to this report.
- 1.8 The building would not meet the national minimum standards of the Care Standards Act 2000 as regulated by the Care Quality Commission if it were to be built today. There is, however, protection against these standards being applied for as long as significant structural improvements are not required. The building may, very soon because of its age, require considerable investment to maintain services and meet future needs and expectations. KCC is not able to access the capital required to make these investments and would require the independent provider identified to purchase the home to make these investments.
- 1.9 Wayfarers is fully compliant with all Regulations following an unannounced visit by the Care Quality Commission (CQC) having achieved a 'Good' rating in all five areas on 17 July 2015.
- 1.10 The unit cost (gross) based on 100% occupancy (34 beds) for one bed is £606.11 per week. The annual gross expenditure for 2014/15 was £950k. At current occupancy, the average cost per bed is £830.30 per week.

- 1.11 As at 14 December 2015, there were seven permanent residents and ten short term (respite) residents in Wayfarers. In addition, there are 3 people using the day care service on a regular basis. In 2014/15, the building was operating at 71% of its residential capacity making the unit cost £721 per week. Occupancy analysis from April- November 2015 shows that this has declined to 60%. In 2010 when the previous consultation was undertaken, KCC agreed that the older care homes would be used for short term services and as a result any application for a resident to be made permanent was referred to the Assistant Director for decision. The Accommodation Strategy identifies that there is a need for long term services in Sandwich and with the Adult Transformation Programme, it is expected that the reliance on short term placements will reduce. KCC's policy for short term care is to offer in-house services first to make sure maximum use of the services is attempted. On occasion, people may choose not to have their services from Wayfarers or the service may refuse the referral due to the complexity of need of the individual. In light of this, should the decision be taken to sell Wayfarers as a going concern, permanent placements will be allowed incrementally up to a maximum of 15 overall. This limit is to ensure that there is a business to sell and balances the expectation that a new provider would want to undertake structural change which would be easier with some short term placements. There would be no restriction on permanent residents in the sale of Wayfarers.
- 1.12 The maximum charge for individuals accessing the beds in the units is currently capped at £463.07 per week. Everyone that accesses residential and respite services 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 £463.07 per week and anyone with less than £23,250 is assessed against their means to determine their level of payment.
- 1.13 SCHW has a guide price for the independent sector and can buy services in the Dover District for £352.18 per week for standard residential care. This will be provisionally increasing to £367.99 per week from 4 April 2016 subject to the County Council's budget setting process including the impact of the National Living Wage.

2. Consultation Process

- 2.1 The County Council has a duty to undertake formal consultation on any proposed changes to services. The procedure for consultation on modernisation/variation or closure of establishments in SCHW was followed as set out below:

Process	Date Action Completed
Obtain agreement from members of the Adult Social Care and Health Cabinet Committee to formally consult on the proposals for each of the care homes.	11 September 2015
Cabinet Member for Adult Social Care and Public Health to chair a meeting to discuss the proposals	11 September 2015
The Chairman of the Cabinet Committee	11 September 2015
Vice Chairman	11 September 2015
Opposition spokesman	2 & 10 September 2015
Local KCC member(s)	2 September 2015
District members	Letter sent 22 September 2015

Lead Director in Social Care Assistant Directors Area Personnel Manager/HR Business Partner	2 September 2015 11 September 2015 2 September 2015
Stakeholders informed in writing and invited to comment: - Users, relatives and carers Head of Service Staff Trades Unions Local KCC member(s) District Council Parish/Town Council Relevant NHS bodies Any other relevant person or organisation and the Local MP Healthwatch Kent Patient and Public Participation Group (PPG)	Letter sent 21 September; meeting 28 September 2 September 2015 Letter sent 21 September; meeting 28 September 22 September 2015 22 September 2015 22 September 2015 30 September 2015 22 September 2015 22 September 2015 30 September 2015 30 September 2015
Media Communication- press release Ongoing press communication	23 September 2015 Throughout consultation period
Consultation Period	28 September 2015 to 20 December 2015
Stakeholder events to be held as appropriate	Kent CAN newsletter- 12 October 2015 Sandwich and Ash Community Network- 18 November 2015 presentation Sandwich Town Council- 24 November (presentation) and 15 December 2015
Recommendation report presented to Adult Social Care and Health Cabinet Committee for discussion	14 January 2016
Key decision taken by Cabinet Member for Adult Social Care and Public Health	Week commencing 8 February 2016
Instigate any change programme	From mid February 2016

2.2 The 12 week consultation period for the modernisation of our Older Persons' Provision concluded on 20 December 2015. Residents, carers, staff, unions and relevant bodies have been involved with meetings and their views have been considered.

2.3 The consultation concerning Wayfarers received a total of 65 responses. A summary table by type of response and organisation is included below. A number of letters were copied to the local MP, local councillor, Cabinet Member and Leader, and officers within KCC. Each letter was responded to either by a standard acknowledgement or a more detailed letter responding to any queries or inaccuracies in their statements.

2.4 A breakdown of the responses by type and organisation is included in the table below:

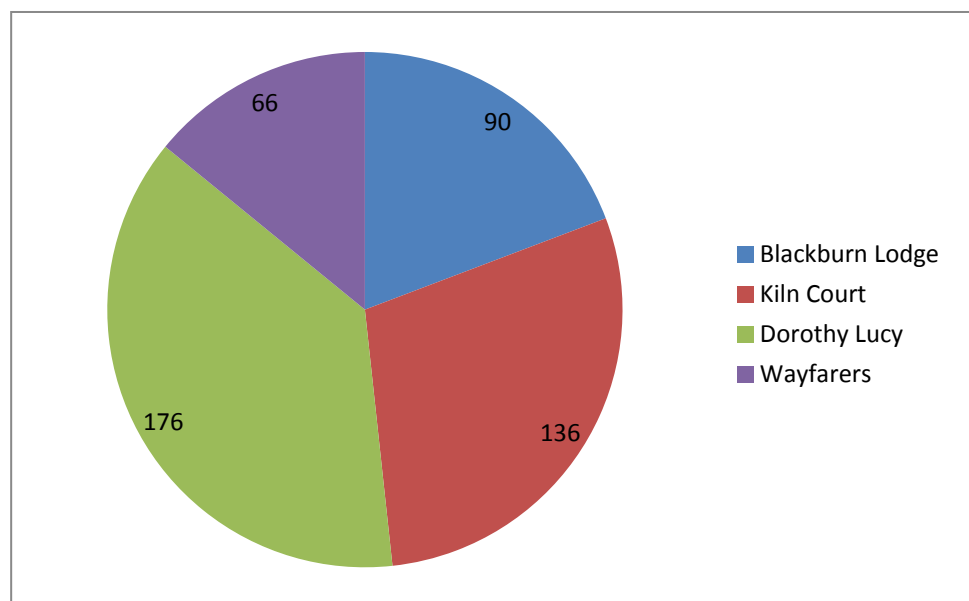
Consultation responses from	No. Emails	No. Letters	No. Phone calls	No. online responses	No. complaints	No. petitions	No. alternative proposals
Relatives	4	3	3	8			
Staff				2			
Wider Public		3		28	1	2	
MPs/ local Members				4			
Organisations	3	2	3				1
Canterbury CCG		1					
Total Number of Responses	7	9	6	42	1	2	1

2.5 One petition was received against the proposal in support of Option 1- Do Nothing or Business as Usual and another in support of Option 2 - invest in the building to develop alternative services.

2.6 Nine proposals from independent sector organisations were received in response to a market engagement exercise via a Prior Information Notice (PIN) placed on the Kent Business Portal.

2.7 All public consultation documents were uploaded onto the KCC Consultations webpage and a dedicated email and freepost mailing address created to handle responses.

2.8 The overall consultation received 468 communications from a variety of sources and the responses can be summarised as follows:



3. Issues raised during the consultation

3.1 The following issues were raised during the consultation and can be broken down into seven themes as set out in the table below:

Themes	No responses	% responses
Lack of alternative provision	7	15
Alternative options need exploring	11	24
Motivation for closure and change	5	11
Quality of existing provision	6	13
Quality of alternative provision	7	15
Loss of staff expertise	4	9
Reduction in provision and impact on the wider health and social care system	6	13
Total responses	46	100.0

Note: Number of responses adds up to more than the numbers of respondents as multiple issues were raised in some cases as part of a single response.

3.2 Residents/Relatives/Stakeholders Feedback

3.2.2 Lack of alternative provision. If Wayfarers was closed there would not be any alternative provision available in the local area to replace the current services. SCHW recognises that Wayfarers offers a very important service to individuals and to carers and remains an important part of the services provided in Sandwich. A needs analysis has been undertaken during the consultation period which has determined that there would be an on-going and increasing need for dementia residential and nursing care in the Sandwich area. SCHW will continue to work in partnership with the NHS and independent sector to ensure that when the service is sold it can meet the current and future needs of Older People living in the local area.

3.2.3 Alternative options need exploring. KCC needs to explore all other options before taking a decision to sell Wayfarers as a going concern. Responses to the consultation indicate that the preferred options are to either continue with the status quo (the “Do Nothing” option) or retain the service in-house and invest in the building to be able to respond to the increasing needs of older people in Sandwich. SCHW does not have access to the capital required to invest in the building to secure significant improvements to the current service provision which the independent sector can access. In addition, KCC is prohibited from operating a nursing home.

3.2.4 Motivation for closure and change. Several respondents indicated that they did not trust KCC’s motivation for proposing the sale of Wayfarers. These responses highlighted that they believed that financial pressures were the only reason for these proposals. SCHW has been open and transparent during the consultation that financial savings and value for money is one of the considerations behind the reason for this consultation. However, the primary reason for consultation on Wayfarers is the need to secure services that will be able to meet the future needs of Older People living in the Sandwich area. At a public meeting on 15 December 2015, the request was made for KCC to ensure that the site is retained as a care

home for at least the next 40 years. Whilst protection can be built into the contract with an independent provider, KCC will seek a balance between this protection and the requirement to secure the best deal for current and future residents. **Others expressed the view that SCHW had been deliberately “running the service down” over recent years with the decision not to accept more permanent residents.** As mentioned in 1.11 above, in 2010 when the previous consultation was undertaken, KCC agreed that the older care homes would be used for short term services and as a result any application for a resident to be made permanent was referred to the Assistant Director for decision. The Accommodation Strategy identifies that there is a need for long term services in Sandwich and with the Adult Transformation Programme, it is expected that the reliance on short term placements will reduce. Therefore, should the decision be taken to sell Wayfarers as a going concern, permanent placements will be allowed incrementally up to a maximum of 15 overall. This limit is to ensure that there is a strong business to sell and balances the expectation that a new provider would want to undertake structural change which would be easier with some short term placements. There would be no restriction on permanent residents in the sale of Wayfarers.

3.2.5 Quality of existing provision. Compared to other homes, Wayfarers provides a good level of care and activities and this is due to the dedication of the staff.

The proposal to close the service is in no way a reflection on the quality of the care provided at Wayfarers or on our staff. Activities are delivered in other care homes. KCC monitors the quality of the independent sector along with the Care Quality Commission. **The quality of buildings and the need for en-suite bathrooms should not overshadow the criteria for a happy life.** It is recognised that people who are accessing the services at Wayfarers would prefer that the building and services were to remain as they are, rather than have access to en-suite facilities. However, in time, that will become a minimum expectation for individuals and it is incumbent on SCHW that services meet future needs and expectations.

3.2.6 Quality of provision. It is essential that the current level of care is not diminished and that residents continue to enjoy the same quality of life, dignity and remain happy. Several responses indicate that there is concern that SCHW will not be able to secure the same quality of care from independent sector providers. SCHW currently secures over 90% of placements within care homes operated by the independent sector. **These providers are monitored as part of their contractual obligations with KCC.** Individuals will receive the same level of care in the independent sector to maintain their quality of life, dignity and to engage in activities that suit them.

3.2.7 Loss of staff expertise. There are concerns that if Wayfarers closes, KCC will lose any ability to fulfil its obligation under the Care Act 2014 to be the ‘provider of last resort’. Staff will be offered training and redeployment opportunities both within KCC and in other caring roles. Should Wayfarers close, KCC will retain 248 beds within the four integrated care centres that are operated with our health partners.

3.2.8 Reduction in overall provision and impact on the wider health and social care system. Reference was made in many responses to the increasing Delayed Transfers of Care (DTC) or ‘bed blocking’ within hospitals and the concern expressed that closure may exasperate the situation. When examining recent data, the reasons for DTC are predominantly due to the lack of a community nursing bed which Wayfarers is unable to provide as it does not offer nursing care.

3.3 Staff Feedback

- 3.3.1 Is this not the same as a previous consultation held concerning the future of this service?** There was a consultation previously on the future of Wayfarers in 2010 but this was unsuccessful due to the provider not able to undertake the requirements of TUPE. The PIN notice with nine responses, six of which are considered robust, shows that there are suitable providers that would make this successful this time.
- 3.3.2 Who would be interested in the service?** An advert was published on the Kent Business Portal in November 2015 linked to this proposal seeking interest from the market in the purchase of Wayfarers. There were initially 12 responses of which nine organisations submitted an Expression of Interest. Looking at the responses from the advert on the Kent Business Portal KCC is in a different place compared to five years ago.
- 3.3.3 If Wayfarers is sold will staff be able to take redundancy or will we have to work for the new company?** Redundancy payment would not be offered to staff if the centre is sold as the staff would be transferred to the new company. Some staff may want to look into other opportunities if they would like to remain working for Kent County Council.
- 3.3.4 Will staff be able to take early retirement and work for the new company?** Staff could take early retirement and leave Kent County Council but there has to be a 30 day period between leaving Kent County Council and starting employment with the new company. TUPE would not apply and the employment contract with the new company would be under the new company's terms and conditions.
- 3.3.5 What will happen to Wayfarers if there is no buyer?** We would have to review the options again, but doing nothing is not an option for Wayfarers. This is because the current building will at some point require significant investment to maintain its registration and adapt to the changing needs of Older People in Sandwich. KCC does not have access to the capital required to make that investment and has to responsibly plan for the future. The expression of interest process for companies who are interested in buying Wayfarers is very robust and if the right company, along with the right deal, does not come along the purchase will not continue.
- 3.3.6 Will the bar on the acceptance of permanent residents be lifted and will this start now?** The new provider will want to accept permanent residents and KCC will need to review this in order to offer a more sustainable business offer, however a new provider may not want the home full if it plans to make phased improvements. After the decision has been made, formal timescales will be planned at which, if successful, are anticipated to be nine months to a year for the sale of Wayfarers.
- 3.3.7 Can the new provider change staff contracts?** If they do change contracts they would have to consult with staff and there would have to be a good reason. Staff who move over to a new provider would carry over their years of service from employment with Kent County Council.
- 3.3.8 For staff who move over to the new company, if Wayfarers is sold and the new provider decides to close for refurbishment will there be any guarantees that will prevent staff being laid off?** The new provider would have to comply with current employment law and Kent County Council would not have any say or control

on what actions they do take but this would be part of the work in the contractual arrangements when looking at the option to sell.

There needs to be changes to make sure the building is fit for the future. The proposal for the home to be sold is to enable the changes can be made through funding available to the independent sector, which is not available to Local Authorities, so that Wayfarers can continue to run as a care home with improvements. Vulnerable people use the service and they are not to be adversely affected by any changes. This will need to be reflected in business plans. The new provider will need to have a good relationship with Kent County Council as we will want to have safeguards for residents and relatives. Whilst there will be safeguards, processes, a good relationship and trust in the new provider, there needs to be flexibility as if we put too many restrictions in place this may put off potential providers.

3.3.9 Can you confirm the timescales for the best and worst outcomes of this consultation? If the decision is made to go forward with the current proposal in January 2016 we would go through a procurement process which will take nine months to a year. If the decision is made to not go forward with the proposal we would have to come back for further consultation looking at one of the other options previously discounted.

3.3.10 Why would staff be unable to take redundancy if the home is sold to another provider? There will be a TUPE (Transfer of Undertakings and Protection of Employment) process for staff moving over to the new provider; redundancy is only an option for staff at centres that close, as their job would no longer exist. It is a legal process protecting continuity of service, and redundancy could only be offered to staff at Wayfarers if the new provider has fewer jobs available. Redundancy is a last resort as we want to maintain employment.

3.3.11 Will there be help available to staff to look for other jobs within Kent County Council? Human Resources can help and give advice to staff, but will not be able to offer the same support as those who may be at risk of redundancy following decisions from this consultation. Training can also be looked at through supervision and can be a part of personal development.

4. Future Service Delivery

4.1 In 2014, Kent launched its Accommodation Strategy which includes a detailed needs analysis to project the future demand for both permanent and short term building based care services across Kent. The Strategy identifies areas of under and over provision of care homes and other accommodation based services.

4.2 The sale as a going concern of Wayfarers will need to be able to accommodate the existing residents and staff of Wayfarers. An initial market engagement exercise has revealed that there is provider interest in engaging with KCC to secure the sale of Wayfarers. A summary of the responses to this exercise is included in the Exempt Appendix 2 to this report.

4.3 There are currently seven permanent residents, nine short term (assessment) residents and six residents on other short term placements at Wayfarers (as at 14 December 2015). In addition, three people are regular users of the day centre.

- **Permanent Residents:** At the point of sale, the permanent residents will be offered continuity of service provision, unless reassessment review shows that they would benefit by moving to specialist alternative services.
- **Respite (short term) residents:** Data from Swift (KCC Case management systems) indicate that for the period April 2014- end March 2015, there were a total of 134 short term (respite) placements in the home (an average of 2-3 people per week). For the period April – October 2015, admissions total 81. During this period, most people have stayed less than one week (20%) followed by between 4 - 6 weeks (19%). These residents would be accommodated within Wayfarers or another similar local service, depending on the individuals choice, after transfer.
- **Day Care:** The maximum number of people that can be accommodated in the day care service is eight per day although in practice this number would be a squeeze in the facilities available. Data supplied by the service shows that the service is used by three service users who attend on Monday (two users), Wednesday (two users) and Thursday (all three users). Two have been using the service for some time whilst one has joined more recently. The service provides respite for one family who are able to fulfil their working responsibilities as a result. The other two service users live alone and the service provides much needed opportunity for support and socialisation. The service would probably benefit more people, but charging for the provision is viewed to be the main barrier. It provides an alternative to the Age UK day opportunities service in Sandwich and can accommodate those with personal care needs.

5. Alternative Proposals

- 5.1 The Sandwich Town Council asked the Cabinet Member at the meeting on 15 December 2015 to consider the alternative proposal to continue for KCC to run Wayfarers and effectively 'Do Nothing'. Whilst this is recognised as a compliment to KCC for the quality of Wayfarers, there simply isn't the capital available to invest in the service that the independent sector can access. The purpose of the consultation proposal to sell as a going concern is in recognition to protect the care home provision in Sandwich. KCC has, over the 33 years that Wayfarers has been operating, not needed to significantly invest in Wayfarers in terms of the building structure and this is starting to show. The proposal to sell to an independent provider who is able to raise capital and invest in care homes is, in effect, an investment strategy for the future of Wayfarers.
- 5.2 During the consultation, there was interest from nine providers who are looking to purchase the site and build or refurbish facilities to continue to deliver residential and/or nursing care services.
- 5.3 A full report on the Expressions of Interest received is included in the Exempt Appendix (Appendix 2) to this report.

6. Personnel implications

- 6.1 The staffing information for Wayfarers as at 11 December 2015 is as follows:

	Head Count	Total Contracts	Permanent	Temporary	Fixed Term	Full Time	Part Time	Relief	FTE
**	57	79	73	4	2	6	39	34	28.79

** Wayfarers' figures includes a zero hour Chaplain position.

6.2 Issues raised by members of staff at the initial consultation meetings held on 28 September 2015 and subsequently during the 12 week consultation period related to redundancy and redeployment opportunities and TUPE concerns and HR support for staff in the event that a decision is made to sell Wayfarers as a going concern.

6.3 Arrangements could be put in place to give members of staff an opportunity to apply for posts while continuing to support service users until the service has been sold.

7. Financial Implications

7.1 There is a requirement to continue to maintain the building and service up to the point of sale.

8. Legal Implications

8.1 The County Council has a statutory responsibility to accommodate people assessed as requiring residential care services. There is a duty to make sure 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 has been completed and a copy of the document is available on request.

10. Summary

10.1 The proposal is to sell as a going concern the registered care home, Wayfarers, Sandwich. The proposed Record of Decision is attached as Appendix One.

10.2 An initial screening as part of the Equality Impact Assessment (EQIA) was undertaken prior to the consultation. This identified the need for a full Equality Impact Assessment to be undertaken on the proposal, which has now been completed. The assessment confirms that the proposals can be delivered in a way that adequately takes account of the individual needs of existing residents and of other service users.

10.3 The actions identified as an outcome of the full EQIA that will be completed are:

1. To undertake service user reviews ensuring that the needs of all residents with 'protected characteristics' are fully addressed in the process based on personalisation.
2. To implement a Commissioning and Procurement Strategy to achieve the successful sale to an independent sector provider via a competitive tender process to secure best value and quality of care.

11. Recommendation(s)

11.1 The Cabinet Member for Adult Social Care and Public Health Cabinet is asked to :

- a) **AGREE** to secure the sale of the registered care home, Wayfarers, Sandwich; and
- b) **DELEGATE** authority to the Corporate Director of Social Care, Health and Wellbeing, or other nominated officer, to undertake the necessary actions to implement the decision

12. Background Documents

The Recommendation report and associated documents for Decision Number 10/01504, the previous consultation carried out in 2010

<https://democracy.kent.gov.uk/mgIssueHistoryHome.aspx?IId=14755&Opt=0>

Government White Paper 'Caring for our Future- Reforming Care and Support'- July 2012

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/136422/White-Paper-Caring-for-our-future-reforming-care-and-support-PDF-1580K.pdf

Accommodation Strategy - www.kent.gov.uk/accommodationstrategy

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