

**Strictly Confidential**

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**Formal Consultation Proposals for  
Delaware House and Priory House**

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**Consultation Date  
3<sup>rd</sup> June 2013 to 1<sup>st</sup> September 2013**

**Project Manager/Group Manager: Carol Cranfield  
Project Support Senior Team Clerk: Wendy Ives**

## BACKGROUND

Delaware House and Priory House are 2 Council operated care homes for older people. Delaware House is a 24 bedded care home (23 long term beds and 1 respite bed) in Shoeburyness and provides long term care for older people with dementia. Priory House is a 28 bedded care home in Prittlewell (26 long term beds and 2 respite beds) and provides long term care for older people with high levels of physical frailty, and some of these residents will have dementia. Priory House also operates a small day centre, providing structured day support to up to 12 older people per day. Although both homes provide excellent standards of care, the buildings are beginning to show their age and both homes are expensive to run when compared to homes in the independent sector.

On the 10<sup>th</sup> July 2012, the Council's Community Services and Culture Scrutiny Committee supported in principle the idea that the Council should explore possible future developments for both Delaware House and Priory House (full copies of this report are available on [www.southend.gov.uk/dandpconsultation](http://www.southend.gov.uk/dandpconsultation) or by calling 01702 534609. To oversee this process the Council appointed a 9 Member led cross party Task and Finish Panel. This panel reported its findings to Cabinet, and to Council, in March 2013 (full copies of this report, and background papers, are available on [www.southend.gov.uk/dandpconsultation](http://www.southend.gov.uk/dandpconsultation) or by calling 01702 534609.

The Task and Finish Panel, subsequently agreed by Council, is recommending that formal consultation commences on 4 possible options for the future of each of the two care homes; namely:-

- (1) Continue As Now
- (2) Alternative Ownership
- (3) Modernisation and Re-Provision, using 3<sup>rd</sup> party funding.
- (4) Close 1 or both homes.

This paper sets out the context within which consultation is occurring and how the Council intends to manage this process. Consultation will formally commence on the 3<sup>rd</sup> June 2013 and the closing date for written submissions is 1<sup>st</sup> September 2013.

The Task and Finish Panel had a preferred combination of options, (Option 3 for Delaware House and Option 4 for Priory House) based upon a number of factors, mainly:-

- The Panel's assessment that Continue As Now (Option 1) was unlikely to be sustainable with the projected continued reduction in public sector finances (austerity measures).

- The revenue costs of the Councils care homes are relatively high, running in the region of just under £1million per year compared to the cost of 50 long-term beds commissioned in the independent sector.
- The apparent lack of interest in the independent sector for the alternative ownership model (Option 2).
- The requirement for major works to be undertaken in the next 5 years at Priory House, limiting the ability of the Council to explore fully Option 3 for this home.
- The footprint, and size, of the Delaware site appears to offer a greater potential to attract external funding to develop the site with some dedicated facilities for older people.

Although the panel did have a preferred combination of options, the Council would like to make it clear that no decision, about any of the options, has yet been made with respect to either of the homes and any final decision will only be made after having taken into account the views of current residents, their relatives and carers, members of staff, their trade union representatives, key stakeholders and the general public. The Council would also like to stress that any future decision made will have no reflection on the quality of care in the homes or upon the staff who work there. The staff in our homes are extremely hard working, compassionate and totally committed to ensuring the residents are well cared for and treated with decency, dignity and respect.

## **CONTEXT**

The reports in July 2012 and March 2013 set out the context to the future development of long term care facilities both in Southend and across the country. The key points set out in these reports are:-

- Although the forecasts are for growth in the overall population of older people, and an increasing prevalence of dementia, the demand for residential care beds is projected to remain stable or to decline. This decline is due in part to an increasing emphasis on people being safely cared for in their own homes for longer but also due to the development of sustainable alternatives to residential care, particularly around extra care housing, intensive helped to live at home services, and increasing benefits emerging from assistive technology and Telecare.
- The long term care beds at Delaware House and Priory House (50 of them) represent a small proportion of all Council supported residential placements. On average, including these care homes, in Southend the Council commissions 611 long term care beds every year.

- There are 65 other registered elderly persons care homes in Southend, which equates to 1765 beds excluding Delaware and Priory House. There are around 12% - 200 beds empty in these homes. Homes are registered as care homes with or without nursing and then declared their specialism. All 65 homes state dementia is a specialism, but 6 also include Mental Health conditions for the over 65's. The care home market in Southend is relatively stable despite this over supply.
- The revenue costs of the Councils care homes are relatively high, running in the region of just under £1million per year compared to the cost of 50 long-term beds commissioned in the independent sector.
- As part of the review process, the Task and Finish Panel commissioned comprehensive conditions surveys of both homes. These surveys indicated that significant capital investment was required in both homes, particularly at Priory House over the next 5 years.

Within this context the Council is commencing formal consultation on the 4 options set out in this paper. Consultation, and support, will extend to the users of the day centre in Priory House and to the users of the respite care beds in both homes.

The Council is committed to ensuring that residents, and their relatives, have a real opportunity to participate in consultation. The Council is also aware there will be some residents who do not have relatives to speak on their behalf. Therefore, to enable all voices to be heard, the Council has appointed Age UK Essex Advocacy Services to offer independent advocacy and advice. As consultation progresses Age UK Essex Advocacy Services will have a presence in each of the care homes from 4pm – 8pm on weekdays and from 10am – 2pm on Saturdays.

To enable each option to be fully considered, the Council will begin the process of reviewing and re-assessing the individual needs of all existing residents to ensure that, at the end of the consultation process, any final decision is properly informed by a comprehensive understanding of the current needs and requirements of the residents and their relatives.

## **THE OPTIONS**

### **1. Continue As Now**

The report to Cabinet in March 2013 sets out the implications of the Council continuing to maintain and operate both Delaware House and Priory House for the next 10 years. If, following consultation, the Council decides this is the right approach, the necessary steps will be taken to secure the capital investment required and to draw up detailed plans to undertake the works in such a way as to minimise disruption for existing and future residents.

The potential revenue and capital implications will vary as some options (Closure, Alternative Ownership, Re-provision) may generate a capital receipt and other options may require capital investment. (Continue as now and potentially Alternative Ownership and Re- provision). In considering this option, the council will need to consider whether the net costs of provision of care could be reduced so as to be broadly in line with the net costs of beds commissioned in the independent sector.

## **2. Alternative Ownership**

As part of their review, in February 2013, the Task and Finish Panel facilitated a workshop for other care home owners to tentatively explore whether another organisation would consider taking on the ownership and operation of the care homes. At that time, there was little appetite for this option.

During this consultation, the Council will facilitate another workshop with care home owners to explore in more detail the potential for alternative ownership. The parameters for any alternative ownership model are likely to be:-

- The Council would seek expressions of interest on the sale of the homes individually, or together, to another provider.
- Any alternative owner would be able to demonstrate a track record in delivering good quality residential care to frail elderly people and have experience in managing dementia care.
- The Council would anticipate minimum bids of at least £1m per home.
- As part of the 'bidding' process the new provider would need to provide a costed programme setting out when major capital works would be completed and how these works would be managed in such a way as to minimise disruption to the existing residents.
- As part of the 'bidding' process the new provider would be required to submit a detailed business plan demonstrating the financial viability of the home(s) for a 10 year period.

In the event of this option being selected for either of the care homes if, by the 31 December 2014, no alternative owner(s) had been selected, the Council would proceed with the safe and planned closure of Priory House and explore further the potential for developing the Delaware site with some dedicated facilities for older people.

### **3. Modernisation and Re-provision Using 3<sup>rd</sup> Party Funding**

During their review, the Task and Finish Panel undertook an initial exploration of the potential for developing one or both sites as a mix of bedded and non-bedded facilities for older people. As with the Alternative Ownership option, there was little appetite for a simple replacement of the care homes, with new modern, larger, long term care facilities; largely due to (a) the market's assessment that Southend has an over-supply of residential care beds and (b) the continued local and national reduction in the number of admissions to long term care beds (Southend made 5.6% fewer placements between 2010/11 and 2011/12).

However, exploratory discussions indicate that there may be the potential for developing one or both sites to provide some dedicated facilities for older people particularly around affordable extra care housing and/or short term intermediate care or rehabilitation beds. The size and footprint of the Delaware site appears to offer the greatest potential.

During the statutory consultation period, the Council will examine in more detail the opportunities to attract external investment to redevelop one or both sites to offer some dedicated facilities for older people.

At this stage, it is difficult to envisage how Option 3 could be implemented without the closure of the home(s).

### **4. The Closure of 1 or Both Homes**

The report to Cabinet on the 19<sup>th</sup> March 2013 included the latest research and examples of best practice in safely managing the planned closure of a care home (copies of that report are available on [www.southend.gov.uk/dandpconsultation](http://www.southend.gov.uk/dandpconsultation) or by calling 01702 534609).

If a decision is made to close either of the homes, the Council is committed to working within the following principles:-

- The Council will only move residents where it is clinically safe to do so. Any move will be managed with the minimum of risk to the resident.
- The Council will work positively with other care home providers to prepare and engage residents, their relatives and our staff prior to and during any move to a new home.
- All residents, and their relatives, will be given all necessary support and assistance to reduce risk, and minimise disruption and anxiety, prior to, and during, any move to a new home.

- The Council will be sensitive and flexible in its approach to any move ensuring that each individual plan is focussed upon the resident's needs.
- Residents, and their relatives, will have access to independent advocates to ensure their needs and requirements are properly articulated.
- An identified social worker will be available for each resident and their relative(s) to provide advice and to discuss the accommodation options that may be available. This can include facilitating visits for residents and their relative(s) to alternative care homes.
- Where an adult is unable to consent or make important decisions because of mental incapacity, all of the safeguards contained within the Mental Capacity Act (2005) will apply.
- The importance of protecting friendship groups will be recognised and individual or group preferences will be accommodated, wherever practicable.
- The Council will ensure that a good standard of care is maintained before, during, and after a resident has moved to a new home.
- All residents, and their relatives, will receive, in writing, an individual plan that sets out how any move to another home will be managed (including practical details such as date and time of move; transport and escort arrangements; risk assessment to minimise disruption and anxiety). These plans will also contain personal histories of the resident, including preferred names, likes and dislikes, and other personal information relevant to that resident. The plan will also detail how the resident will be supported to 'settle' in their new home.
- Relatives, friends, carers and advocates will, where practicable, be fully involved throughout the assessment and move on process.
- As part of the risk assessment process appropriate professionals will be involved as required. This may include health professionals such as Community Psychiatric Nurses and/or Community Consultant Geriatricians.
- The resident's GP will be involved in the assessment process and medical advice will be sought prior to any move. Where possible, the GP will be asked to continue to support the resident in their new home.
- The Council will not move a resident if the assessment concludes it would be unsafe for a resident to move or if the person is not well enough to move on a particular date.

- Residents, where possible, will be able to bring personal items with them as they move into their new home.
- Following any move the Council will review the resident's needs, and support plan, on a regular basis to ensure a good standard of service has been maintained (Day 3, Day 14, Day 28 and then at 3 months and 6 months). These reviews will ensure that support plans are being maintained and updated; personal belongings have been transferred as agreed; medication records are in place and that the resident has access to a GP as required. The Council, as part of this process, will ensure that the resident and relatives are being supported properly to 'settle in' to their new home.

## **DAY CARE AND RESPITE CARE**

### **Day Care**

In addition to Priory House the Council commissions day support for older people from a number of independent providers, including Beaufort Lodge, Braemar Lodge, Harwood House, Jewish Care, Kimberley Grace, Maranatha, Peaceful Place, Salvation Army and St Luke's place. As part of the assessment process, the Council will explore, with users and their family, whether these providers are able to provide the necessary support required. In addition, the Council will explore the feasibility of developing alternative provision in our sheltered and extra care schemes and in other residential care homes in the town.

### **Respite Care**

In addition to Priory House and Delaware House the Council commissions respite care for older people from virtually all of the registered care homes in Southend. In the region of 60 of the 65 registered care homes in Southend have previously provided respite facilities on behalf of the Council. The provision at Delaware House and Priory House represents less than 6% of the overall provision. As part of the assessment process, the Council will explore whether the large range of other providers in the town are able to replace the provision within the Councils care homes.

## **THE CONSULTATION QUESTIONS**

During the consultation process the Council will be seeking specific views/replies.

Can you please provide answers to the 11 questions on Pages 11 to 14 (Consultation Feedback Paper) and either post or email your written submissions to:-



Wendy Ives  
Project Support Senior Team Clerk  
Southend Borough Council  
4<sup>th</sup> Floor, Civic Centre  
Victoria Avenue  
Southend on Sea  
SS2 6ER

Email: [dandpconsultation@southend.gov.uk](mailto:dandpconsultation@southend.gov.uk)

## **TIME TABLE**

Consultation will commence on the 3<sup>rd</sup> June 2013 and will close at 5pm on the 1<sup>st</sup> September 2013. The indicative timetable during the consultation period is:-

### **June 2013**

Advocates on site in each care home  
A dedicated Social Worker across both care homes  
Individual meetings/assessments with residents and relatives commence  
First collective consultation meeting with relatives only  
Alternative Ownership Workshop completed  
Re-provision and Modernisation Workshop completed

### **July 2013**

Advocates continue on site in each care home  
A dedicated Social Worker across both care homes  
Individual meetings/assessments with residents and relatives continue  
Second Alternative Ownership Workshop completed (if required)  
Second Re-provision and Modernisation Workshop completed (if required)  
1<sup>st</sup> Public meeting 2<sup>nd</sup> July 2013 Committee Room 10 Civic Centre

### **August 2013**

Final collective consultation meeting with relatives only  
Final Public Meeting 6<sup>th</sup> August 2013 Committee Room 10 Civic Centre

### **September 2013**

Consultation closes 1<sup>st</sup> September 2013

Council begins the process of considering and evaluating the representations received during the consultation period

### **October 2013**

Report to Pre Cabinet Scrutiny Committee

**November 2013**  
Report to Cabinet

**CIRCULATION LIST**

Residents and Relatives of Delaware House and Priory House (including existing day care and respite care users)

Southend Clinical Commissioning Group (Southend GP's)

Castlepoint and Rochford Clinical Commissioning Group

Southend University Hospital Trust

South Essex Partnership Foundation Trust (SEPT)

Members of the Southend Older People's Assembly

South East Essex Care and Health Association

Staff from Delaware, Priory, Priory Day Care and Care Support Team staff

Unions

Councillors

Local MPs

## CONSULTATION FEEDBACK PAPER

<b>Name:</b>	
<b>Address including postcode</b>	

The Panel's preferred options are for the closure of Priory House (Option 4) and the modernisation and refurbishment of Delaware House (Option 3).

1. How strongly do you support or oppose the closure of Priory House (Option 4)?

Strongly Support	Support	Neither Support / Oppose	Oppose	Strongly Oppose
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please explain why

2. How strongly do you support or oppose the modernisation and refurbishment of Delaware House?

Strongly Support	Support	Neither Support / Oppose	Oppose	Strongly Oppose
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please explain why

3. Do you have a preference for any of the other options for each of the homes?

Yes	No
<input type="checkbox"/>	<input type="checkbox"/>

Please explain why

4. Are there any other options you think the Council should consider and, if so, why?

Don't know

5. If the Council proceeds with Option 2 (alternative ownership) for one or both homes, do you think the parameters outlined above (under 'Alternative Ownership') are appropriate?

Yes

No

Don't Know

Please explain why

6. If Option 4 (closure of 1 or both homes) is decided for one or both homes, do you think the Council's approach to managing a move to another care home, is the right one?

Yes

No

Don't Know

Please explain why

7. Any further comments

8. Which best describes you

Care Home  
resident

Relative of  
someone  
who is in a  
Care Home

Member of  
staff from  
Priory  
Day Care

Member of  
staff from  
Priory

Member of  
staff from  
Delaware

Other

9. Are you?

Male

Female

Prefer not  
to say

10. What is your age?

11. What is your ethnic group?

White

British

Irish

Gypsy or Traveller

Any other white background – please state

Mixed

White and Black Caribbean

White and Black African

White and Asian

Any other mixed background – please state

Asian/ Asian British

Indian

Pakistani

Bangladeshi

Chinese

Any other Asian background please state

- |                      |   |                          |
|----------------------|---|--------------------------|
| Black/ Black British | Black/ Black British                      | <input type="checkbox"/> |
|                      | African                                   | <input type="checkbox"/> |
|                      | Caribbean                                 | <input type="checkbox"/> |
|                      | Any other Black background – please state | <input type="checkbox"/> |
| Other ethnic groups  | Arab                                      | <input type="checkbox"/> |
|                      | Any other ethnic group – please state     | <input type="checkbox"/> |