

Options Considered for the Future of Caddington Hall

This document provides detailed information about the options considered in relation to the future of Caddington Hall care home. It aims to support people who wish to participate in the consultation process about the future of the care home and should help people make an informed response to the consultation questionnaire.

For more information about what consultation is, how it works and how you can contribute please read the factsheet 'Have your say on the Future of Caddington Hall'.

Reasons for Review

Nationally and locally, people are living longer. Quite rightly the expectations of older people and their relatives have got higher, and as a council, our ambitions for the care and support of older people have also increased.

Central Bedfordshire Council wants the best possible quality of life for its residents and has been looking at how it can secure this both now and for future generations.

In this context we have been reviewing the Council's own residential care homes. These were built some decades ago and no longer meet the higher standards and expectations of our residents.

So, when better options become available elsewhere, the Council will consult with residents and relatives about the future. This is now the case with Caddington Hall.

There are good quality care home places in close proximity to Caddington Hall, including places at Dukeminster Court, a brand new residential care home in Dunstable, which opens in March 2015.

Dukeminster Court is a 75-place home which is owned and operated by Quantum Care. Quantum Care is a 'not for profit' operator based in Hertfordshire. They have offered the Council 26 places which would be sufficient to accommodate all of the residents at Caddington Hall if they wished to move as a group.

Options Considered

When considering the future of Caddington Hall the Council has considered and evaluated a number of options.

The outcome of this process is set out below.

1. Doing nothing

What would this mean in practice?	The Council would continue to own and operate Caddington Hall. No changes would be made to the building or the arrangement for the delivery of care.
Cost	Estimated annual running cost (including staffing, utilities and

	<p>supplies etc.) - £773,000.</p> <p>Estimated repairs and maintenance for 2015/16 – £242,000.</p> <p>The current 'full cost' fee for Caddington Hall is £426.99 per week.</p>
Approximate timescales	Immediate, as it would be a continuation of the existing arrangement.
Assumptions	None
Advantages	<ul style="list-style-type: none"> • There would be no disruption to residents as they would remain where they are. • The residents care would continue to be delivered by staff with whom they are familiar. • The Home Manager and staff would not be affected.
Disadvantages	<ul style="list-style-type: none"> • Existing and future residents will not live in accommodation that meets modern standards which could lead to a poorer quality of life. • The Council will not have fulfilled its commitment to deliver a better offer to residents and replace its own care homes with capacity in homes that meet modern standards. • The existing building would need significant investment to extend its useful life. • In the Council's role of managing the market it may be problematic for the Council to seek to improve standards elsewhere in the market if it had taken the decision not to improve its own services. • Vacancy levels at Caddington Hall are likely to remain high as it is unlikely to be able to compete with the new homes being built that meet modern standards and are in a preferable location. • If Caddington Hall continues to experience high levels of vacancies then the home may become difficult to manage and cease to be economically viable. • This option does not take the opportunity to move residents as a group into a new care home that meets modern standards. The new home will quickly become fully occupied and the Council will have missed this opportunity. As there is sufficient supply of care homes in this area it is unlikely that many more new homes will be built.

Initial assessment:

Doing nothing is not considered to be an acceptable option as it does not deliver an improved service for existing and future residents.

2. Offer and arrange alternative accommodation to existing residents in homes that meet current standards and then close Caddington Hall

What would this mean in practice?	<ul style="list-style-type: none"> • Stop new admissions to the home. • Engage with residents and their representatives to gain an understanding of their needs and preferences. • Undertake medical assessments and other assessments as necessary. • Provide residents with a choice of alternative accommodation that meets their needs and preferences and are within a reasonable distance. The homes suggested would offer good quality care, modern physical and environmental standards and fee rates that are in line with the council's fee structure or the host Local Authority rates. • Prepare for relocation, including logistical arrangements and having care staff from the new home coming to meet residents and learn their routines, likes and dislikes. • Manage the moves to alternative accommodation, following accepted best practice. • Undertake staff consultation and determine the outcome for the individuals concerned. • Formally close Caddington Hall.
Cost	<p>The costs will not be confirmed until residents have chosen where they would like to move to. However, residents would be relocated to homes where the fee rates are in line with the council's fee structure or the host Local Authority rates (if the home is out of area).</p> <p>The Council's fee structure only applies to care homes in Central Bedfordshire and is based on the following quality bands:</p> <p>Adequate - £473.19 a week</p> <p>Good - £485.02 a week</p> <p>Excellent - £496.94 a week</p> <p>If a home has attained the Council's dementia accreditation then an additional £15.00 a week will be paid for residents with a diagnosis of dementia.</p> <p>The Council would no longer have to pay to repair and maintain the home.</p>
Approximate timescales	Undertake assessments and discuss options with residents and their representatives – 6 weeks

	<p>Preparation for relocation of residents – 4 weeks</p> <p>Relocation of residents – 6 weeks</p> <p>Staff consultation – 3 months</p> <p>Formal closure of Caddington Hall – 1 week</p>
Assumptions	None
Advantages	<ul style="list-style-type: none"> Existing and future residents will live in a home that meets modern standards. The approach supports the independent care home market because the Council will no longer be competing with them for customers. The approach is fair and open to the care home market, as all homes that meet modern standards and deliver good care will be considered as relocation options for residents. The Council will no longer have to invest significant funds to maintain and repair an old building that does not meet standards. The Council would have a surplus site which could be disposed of or given an alternative use.
Disadvantages	<ul style="list-style-type: none"> Residents' health and wellbeing may be negatively impacted by the disruption of a move and active measures would be taken to minimise these risks. Best practice would be followed to help residents to prepare for any move and familiarise themselves with their new home and care staff (for example, using photos, visits and short videos). The Council would also follow best practice in a thorough handover process with the new home. Friends and relatives of a small number of residents may have to travel further to the new home. Although it is not possible to be specific about what would happen to the staff at Caddington Hall, it appears unlikely that they would transfer to the homes with the residents.

Initial assessment

Relocating existing residents at Caddington Hall to care homes that meet physical and environmental standards is considered to be a favourable option as it allows existing and future residents to live in good quality accommodation as well as receive good quality care. By following best practice the Council can minimise the risks of the disruption caused by moving residents. This option represents value for money to the Council as it requires no additional investment. It also supports care home operators that provide good accommodation and good care.

3. Sell Caddington Hall as a 'going concern' to another care home provider

What would this mean in practice?	<ul style="list-style-type: none"> • Advertise Caddington Hall on the open market. • If an acceptable offer is made, enter into negotiations and secure the sale of the site with the care home business as a going concern. • The Council will cease owning and operating Caddington Hall. • A new care home provider will operate Caddington Hall as a care home. • Residents would remain in the home and new residents would continue to be admitted • The Home Manager and the staff would have the right to transfer under TUPE. It is most likely that the new company would keep the staff at Caddington but they could be required to work anywhere within the new organisation. • The Council would not enter into any specific contractual arrangement with the new provider other than for existing residents.
Cost	<p>The Council to oversee disposal which would necessarily include the procurement of specialist external support in marketing care provision. The estimated fees are 1.5-2% plus legal costs.</p> <p>Estimated advertising cost (includes a full information pack, promotion and direct approach to care home operators) - £5000.</p> <p>In 2012 Bidwells valued the site at £1.3m if the existing use of Caddington Hall continued with no block contract arrangement in place.</p>
Approximate timescales	<p>Appoint external marketing consultant – 2 weeks</p> <p>Create information pack – 3 weeks</p> <p>Advertise Caddington Hall for sale – 3 months</p> <p>Execution of sale – 2 months</p>
Assumptions	<ul style="list-style-type: none"> • An operator is willing to purchase a home that does not meet modern standards and is able to get the home registered by CQC. • An operator is willing to purchase an old building that is in need of significant investment and is considered to be smaller than what most operators require to be economically viable.
Advantages	<ul style="list-style-type: none"> • The residents can remain in the home. However, a change of care home operator may lead to changes in the way care is delivered and how the home is managed.

	<ul style="list-style-type: none"> Existing staff would transfer to the new provider and are likely to remain working at the home. The Council would no longer have to invest significant funds to maintain and repair an old building that does not meet standards. The Council would receive income from the sale of Caddington Hall.
Disadvantages	<ul style="list-style-type: none"> The Council is unlikely to find an operator to purchase Caddington Hall as it does not meet registration standards, the building is old so requires considerable investment, it is smaller than what most operators are looking for, it does not have a presence in the local community and has poor transport links. The existing and future residents of the home will not live in accommodation that meets modern standards. The new operator may change the fee rates. This could have a significant impact on the fees charged to self funders. An incoming operator may change care practices within the home. It would be very difficult to guarantee the future of the home under a new operator. The fact that TUPE would apply would affect the operating costs and may deter some operators or impact the sale value.

Initial assessment

This option would be acceptable to the Council. However our understanding is that it is very unlikely that an operator would purchase Caddington Hall for reasons of its location, facilities and condition and the TUPE implications.

4. Rebuild on site prior to demolition of the existing building – phased rebuild

What would this mean in practice?	<ul style="list-style-type: none"> The Council would to analyse options, prepare feasibility studies and develop a proposal for the construction of the new care home. This would include securing of capital funding, planning processes and procurement of specialist architectural advice. If Planning Permission is granted the building is constructed whilst the residents remain in situ. The construction is likely to be carried out in two phases. The first phase will construct a sufficient proportion of the building for it to be able to house the existing residents. Once the first phase is complete residents will move into the new building. The old building will then be demolished. This should generate sufficient space on site to complete the
-----------------------------------	---

	<p>new building.</p> <ul style="list-style-type: none"> • The home will need to have a minimum of 60 beds to be economically viable. • Staff will remain in the old building and on completion of the new building would transfer with the residents.
Cost	<p>Building a new 60 bed care home would cost in the region of £6m. If the new building needs to be developed in two phases the cost of the build would be greater.</p>
Approximate timescales	<p>Write Business Case and Executive Report to request approval to invest in constructing a new home on the Caddington Hall site – 3 months.</p> <p>Tender for architect – 2 months.</p> <p>Produce concept design – 3 months.</p> <p>Obtain Planning Permission – 3 months.</p> <p>Tender design and build contract – 8 months.</p> <p>Construction – 12 months.</p>
Assumptions	<ul style="list-style-type: none"> • Planning Permission will be granted for the new building.
Advantages	<ul style="list-style-type: none"> • Existing and future residents of Caddington Hall would live in accommodation that meets physical and environmental standards. • The existing Home Manager and staff would remain in the home and on completion of the new building would transfer with the residents.
Disadvantages	<ul style="list-style-type: none"> • Residents' health and wellbeing may be negatively impacted by the disruption of a move and active measures would be taken to minimise these risks. Best practice would be followed to help residents to prepare for any move and familiarise themselves with their new home. • It would take roughly a year to construct a new home and could take longer if it has to be done in phases with the residents moving after phase 1. The noise and mess from the construction work on site would be disruptive for residents in the home over a long period of time. • Building a new 60 bed care home would cost in the region of £6m. The Council have not made provisions for this in the budget and would need to stop or delay other projects in order to fund this. • There are a sufficient number of care home places available to meet the demand in the Dunstable area. The Council has a duty to the care market and would not want to take active steps to directly deliver services in an area where the market is able to meet the demand. • It would be difficult for the Council to justify why it has

	<p>chosen to invest in a new care home that is located outside of the Council's area and is not best placed to serve the populations of Dunstable, Houghton Regis and the surrounding area.</p> <ul style="list-style-type: none"> • The existing site is constrained and constructing the new building while the existing one remains operational would place further constraints on the size and layout of the new home. This in turn could impact on the economic viability of the home and its ability to operate successfully. • Vacancy levels are likely to remain high until the new building is complete as potential residents are unlikely to want to go to the home when there are building works taking place. Having low vacancy levels in the home for over a year could affect its economic viability and its ability to operate successfully.
--	--

Initial assessment

Building a new care home on the site prior to demolition of the existing building is not considered to be an acceptable option. Building a new care home on a site that is poorly located to serve the residents of Central Bedfordshire, in an area that has enough modern care home places to meet demand, would not be a good use of the Council's limited funds.

5. Rebuild on site after demolition of the existing building – non-phased rebuild

What would this mean in practice?	<ul style="list-style-type: none"> • The Council would analyse options, prepare feasibility studies and develop a proposal for the construction of the new care home. • This would include securing of capital funding, planning processes and procurement of specialist architectural advice • Move residents into alternative care home accommodation either on a temporary or permanent basis depending on customer choice. • Demolish the existing building. • Construct new home. • Staff the new home. • Move the residents who wish it back to the new home.
Cost	<p>Building a new 60 bed care home would cost in the region of £6m.</p> <p>If the alternative accommodation is made available at the Council's rates the fees would be between £473.19 and £511.94 a week.</p> <p>The new home would not be available for 12 months so the Council would incur additional staff related costs.</p>

Approximate timescales	<p>Write Business Case and Executive Report to request approval to invest in constructing a new home on the Caddington Hall site – 3 months.</p> <p>Tender for architect – 2 months</p> <p>Produce concept design – 3 months</p> <p>Obtain Planning Permission – 3 months</p> <p>Tender design and build contract – 8 months</p> <p>Move residents to temporary home – 6 weeks</p> <p>Construction – 12 months</p>
Assumptions	Planning Permission will be granted for the new building.
Advantages	<ul style="list-style-type: none"> • A modern home that meets current standards will be available at Caddington Hall for existing and future residents.
Disadvantages	<ul style="list-style-type: none"> • This option would require residents to move more than once which would be very disruptive. Their health and wellbeing may be negatively impacted by this disruption and active measures would be taken to minimise these risks. Best practice would be followed to help residents to prepare for any move and familiarise themselves with their new home. • Residents may not be able to move together as a group into alternative care home accommodation. This could break up friendship groups. • The consequences of this option for staff are complicated as they will not be required at Caddington Hall until the new home is complete, which could be roughly a year. The Council would incur additional staff related costs and it may not be possible to retain staff. • Building a new 60 bed care home would cost in the region of £6m. The Council have not made provisions for this in the budget and would need to stop or delay other projects in order to fund this. • There are a sufficient number of care home places available to meet the demand in the Dunstable area. The Council has a duty to the care market and would not want to take active steps to directly deliver services in an area where the market is able to meet the demand. • It would be difficult for the Council to justify why it has chosen to invest in a new care home that is located outside of the Council's area and is not best placed to serve the populations of Dunstable, Houghton Regis and the surrounding area. • The existing site is constrained which may restrict the size and layout of the building. This in turn could impact on the

economic viability of the home and its ability to operate successfully.

Initial assessment

Building a new care home on the site after the existing building is demolished is not considered to be an acceptable option because it would cause considerable disruption to residents as they would have to move twice. In addition, investing in a new-build care home on a site that is poorly located to serve the residents of Central Bedfordshire, in an area that has enough modern care home places to meet demand, would not be a good use of the Council's limited funds.

6. Stop admissions and close after a set period of time – run down the home

What would this mean in practice?	<ul style="list-style-type: none"> • Council agrees to stop admissions to the home. • Council continues to own and operate the home. • Over time beds will become vacant but these will not be offered to new residents. • The number of staff will be reduced gradually as the number of residents decreases. • The home will close when the number of residents drops below an agreed number or after an agreed period of time.
Cost	The staffing, supplies and utility costs will decrease as the number of residents decrease but the running cost per resident will increase.
Approximate timescales	The duration that the home will remain open for is unknown but it would not exceed the length of time agreed.
Assumptions	<ul style="list-style-type: none"> • CQC would find this approach acceptable. • This can be delivered without risking the safety, health and well being of residents.
Advantages	<ul style="list-style-type: none"> • The existing residents will not have to move.
Disadvantages	<ul style="list-style-type: none"> • Existing residents will not live in accommodation that meets modern standards which could lead to a poorer quality of life. • It may become difficult to maintain an active, vibrant atmosphere in the building as vacancy levels increase. It could become very lonely for the last remaining residents. • Operating a home that has a diminishing number of residents can lead to safety and management issues. • It would be difficult to maintain staff over a long period of time. • It may be difficult to retain good quality staff, especially at a senior level.

- Any residents that are left after the agreed period of time would have to move to an alternative care home.
- The running cost per resident will increase as the number of residents decreases.
- The home is not well located to serve the residents of Central Bedfordshire.

Initial assessment

Stopping admissions to the home and closing after a set period of time is not considered to be an acceptable option. The home will have the feeling of being wound down, which is likely to affect the mental wellbeing of residents, as the home will become less occupied, less vibrant, staff will leave and changes will need to be made to enable the home to continue operating safely with fewer residents. It is unlikely that good quality staff will remain, especially those at a senior level, which could affect the quality of care. Those residents that remain in the home at the end of the agreed period would have to move.

7. Refurbish the existing building so that it meets modern standards

What would this mean in practice?	<ul style="list-style-type: none"> • The Council would analyse options, prepare feasibility studies and develop a proposal for the refurbishment of the home. • This would include securing of capital funding, planning processes and procurement of specialist architectural advice. • Carry out building works to refurbish the existing building to meet current standards. • Residents will remain in the home.
Cost	Refurbishment costs would not be known until the design is finalised and the build contract is let but it would be between £500,000 and £2m.
Approximate timescales	<p>Write Business Case and Executive Report to request approval to invest in constructing a new home on the Caddington Hall site – 3 months.</p> <p>Tender for architect – 2 months.</p> <p>Develop refurbishment design – 3 months.</p> <p>Tender for building contractor – 8 months.</p> <p>Obtain Planning Permission – 3 months (may not be required).</p> <p>Refurbishment works take place – 6-12 months.</p>
Assumptions	Planning Permission would be required if the refurbishment

	changes the external layout of the building.
Advantages	<ul style="list-style-type: none">• Residents could remain in the home.• The existing Home Manager and staff would remain in the home.• Existing and future residents would live in accommodation that meets modern standards.
Disadvantages	<ul style="list-style-type: none">• The home is not well located to serve the residents of Central Bedfordshire.• It would be difficult for the Council to justify why it has chosen to invest in refurbishing this care home when there are enough care home places to meet demand without Caddington Hall.• The work required would be extensive and would require a significant amount of funding. The Council has not made provisions for refurbishing Caddington Hall so may have to stop other projects or put them on hold to fund this refurbishment.• The number of bedrooms would reduce because the space would be required for en suite bathrooms, larger rooms and wider corridors to accommodate modern equipment, activity rooms, relaxation areas and lounges. Having fewer rooms would make the home less economic viable.• The adaptations required to bring the home up to current standards would generate noise and mess which would be disruptive to residents over a long period of time.• Residents may have to move within the home to enable the building work to take place.

Initial assessment

Refurbishing the home is not considered to be an acceptable option because the work required would be disruptive to residents over a long period of time and would result in a home that is too small to be economically viable. The home would still be in a poor location to serve the residents of Central Bedfordshire and there are homes that meet modern standards in more preferential locations.

Options Summary

The options are summarised against four key outcomes in the table below.

Outcomes	Options						
	Do nothing	Relocate to better homes	Sell as going concern	Phased rebuild	Non-phased rebuild	Run down	Refurbish
Improved quality of accommodation	✗	✓	✗	✓	✓	✗	✓
Better-located care homes	✗	✓	✗	✗	✗	✓	✗
Minimal disruption for existing residents	✓	✗	✓	✗	✗	✓	✗
Value for money	✗	✓	✓	✗	✗	✗	✗

Having reviewed the options for the future of Caddington Hall the Council's preferred option at this stage is to offer and arrange accommodation in better and alternative care homes for all existing residents. The Council would then close Caddington Hall This is the preferred option at this stage because:

- **Improved quality of accommodation:** it enables existing residents to live in care homes that meet physical and environmental standards and deliver good quality care.
- **Better-located care homes:** Caddington Hall is not easily accessible by public transport and is not well located to serve the population of the area. Other care homes that meet modern standards are better-located.
- **Minimal disruption for existing residents:** any move would mean some disruption for existing residents, which could have a negative impact on their health and wellbeing. Whilst the preferred option would require existing residents to move, this would only happen once and measures could be put in place to reduce any risks to their health and wellbeing
- **Value for money:** because the independent care home market is delivering good quality residential care homes in south Central Bedfordshire, significant investment in a care home in Hertfordshire would not represent value for money to the Council and its council tax payers.