Short Break Services

Proposed changes to accommodation based Short Break Services for people with disabilities

Public Consultation
7 June – 29 August 2016
kent.gov.uk/shortbreaksconsultation
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Introduction

Kent County Council has undertaken a review of its Short Breaks provision for people with disabilities. This is part of the wider KCC transformation programme that is seeking to make social care services more efficient and improve experience for service users.

The review examined existing provision, identified opportunities for improvement and clarified actions necessary to ensure that the service is sustainable. During the assessment phase of the review, detailed information has been collected across the children and adult Short Break services including occupancy levels, property and infrastructure and alternative Short Break services available.

KCC currently provides 13 overnight accommodation based Short Break units across Kent, seven of which are for adults (5 x KCC in-house and 2 x external private providers) and five for children (all KCC in-house).

The review identified that services have seen a significant change in the aspirations of people with disabilities and their families in their choice of the type of adult short breaks they are seeking. Evidence shows an increase in the use of shared Lives, Personal Budgets/Direct Payments and other privately provided services; therefore a decrease in use of the seven more traditional adult accommodation based Short Break services.

This consultation document summarises the data captured in the review, outlines some of the alternative services currently being accessed and outlines the specific proposals being put forward for consultation.

The Proposal

Due to the increased range of alternative Short Break services that individuals are choosing and the reducing occupancy in our adult KCC accommodation based Short Breaks it is clear that we need less buildings, however we need to invest in our remaining adult Short Break buildings to ensure they are fit for purpose.

Therefore, KCC is now proposing to make the following changes:

- To close the building at Osborne Court in Faversham and deliver services through other settings
- To invest in improvements to the Southfields site in Ashford

The proposed new model of service will create greater opportunities for individuals to access a wider range of short breaks on offer. The model will also aim to hold a more robust position in the marketplace, being flexible, responsive and working closely with other internal and external services, such as Day Services, Shared Lives and the Kent Pathways Service.

However these changes will not see any reduction in what individuals are currently receiving at Osborne Court, it will mean a change in where it will happen.
We would like to hear your views on the proposal. Please see page 11 for details on how to have your say.

More information is available at kent.gov.uk/shortbreaksconsultation.

Other Short Break services available

Shared Lives
This service provides people with the opportunity to stay with a host family in the family’s home, either on a permanent basis or as part of a short break. The added benefit of individuals choosing a short break with Shared Lives is that if and when they are ready to move to a permanent Shared Lives placement, the transition will be much smoother. There has been an increase in the use of short breaks; from a total of 730 nights on 2012/13 to 811 nights in 2015/16.

Personal Budget - Direct Payments
Direct Payment allows individuals to purchase their preferred provision from the provider. Use of the Direct Payment system has more than doubled since 2010 and it is hoped that the increased choice available will be of benefit to those with low levels of dependency. However, the challenges of managing the transition between children and adult’s services still apply and work is necessary to improve this process.

Carers Short Break Service
This service is delivered in the cared for person’s own home. This includes planned breaks (to enable the carer to achieve their own outcomes, e.g. seeing friends, going shopping, having a rest) and crisis response (risk of family breakdown). This has been commissioned as a result of the Care Act. There is a longer term strategy to co-produce a new model of carer support into a hub type model.

Transition between Children & Adult’s Short Break services
The key to improving the short breaks service offer for individuals and their families is to improve the pathway between childhood and adulthood, particularly for those aged 16 to 25. The Pilot currently underway has identified that it would suit the individual needs of a number of children to remain in children’s Short Break services after their 18th birthday and for others it makes sense to move to adult services at 16.

Other KCC Short Breaks
KCC has other accommodation based Short Break services at Deal, Ashford, Staplehurst, Canterbury, Tonbridge and Tunbridge Wells

Local Care Homes
There are residential/care homes across Kent that also offer Short Breaks.
Details of the review

A Project Group led the review. There was also recognition that service users and families needed to be part of this work and be able to contribute to this discussion and therefore an additional plan of wider engagement through discussion, and surveys (current and past) were all considered in this project work.

In 2013 the Commissioning team undertook a survey of people with learning disabilities and their families to understand the types of Short Breaks they would like and what could be changed to improve things. The survey also sought the views of future users of the service and their families including young people.

In 2015 further engagement with service users accessing the five KCC adult accommodation based Short Break services was carried out, seeking information about what they liked about the services, what they would like more of and if they were aware of what other choices of short break services there is available.

In order to gain a clear picture of the Short Break services currently on offer to both children and adults across the County the Project Group started by gathering information and data regarding these services. This was collected on areas such as range of activities, venues, opening hours, individuals accessing, policies and procedures, occupancy, staffing resources, budgets, transport, costs, etc.

<table>
<thead>
<tr>
<th>Short Break Units (January to September 2015)</th>
<th>Number of Beds</th>
<th>Occupancy (%)</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>In-House (Adults)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Osborne Court, Faversham</td>
<td>13</td>
<td>-43.75%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>Meadowside, Deal</td>
<td>22</td>
<td>-24.40%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>Southfields, Ashford</td>
<td>15</td>
<td>-22.96%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>Hedgerows, Staplehurst</td>
<td>5</td>
<td>100%</td>
<td>-</td>
</tr>
<tr>
<td>88 Whitstable Road, Canterbury</td>
<td>6</td>
<td>-18.40%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>In-House (Children)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fairlawns, Ashford</td>
<td>7</td>
<td>100%</td>
<td>-</td>
</tr>
<tr>
<td>Sunrise Centre, T. Wells</td>
<td>6</td>
<td>-0.25%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>Windchimes, Herne Bay</td>
<td>6</td>
<td>100%</td>
<td>-</td>
</tr>
<tr>
<td>Treetops, Dartford</td>
<td>6</td>
<td>-16.85%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>Bluebells, Maidstone</td>
<td>4</td>
<td>-2.70%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>Commissioned Externally (Adults)</td>
<td>Number of Beds</td>
<td>Occupancy (%)</td>
<td>Status</td>
</tr>
<tr>
<td>Rusthall, Southborough ***</td>
<td>5</td>
<td>-44%</td>
<td>under-occupied</td>
</tr>
<tr>
<td>The Birches, Tonbridge</td>
<td>3</td>
<td>100%</td>
<td>-</td>
</tr>
</tbody>
</table>

*** This occupancy level does not include the dependency of S.U’s
All five of the KCC adult accommodation based Short Break services are registered with the Care Quality Commission (CQC) and following inspections have met all CQC standards and have been rated as ‘Good’. The low occupancy identified in some of the services is therefore no reflection on the quality of these services.

The assessment phase identified that services have seen a significant change in the aspirations of people with disabilities and their families in their choice of the type of adult short breaks they are seeking. Evidence shows an increase in the use of shared Lives, Personal Budgets/Direct Payments and other privately provided services; therefore a decrease in use of the five more traditional adult accommodation-based short break services.

The review identified that many children with additional complex needs are placed in long term residential care at the point of transition to adult services because of the difference in the quality of the buildings and resources available in adult accommodation based Short Breaks compared to those they have previously been able to access within the children’s service.

A pilot is currently underway to identify methods by which to smooth out this transition, working across two Short Break services (one child’s and one adult) within a mile of each other in Ashford. The pilot will engage with families and individuals to support the move between services, between the ages of 16 and 25, and at the time that suits the individual’s needs rather than being dictated by their 18th birthday.

The Project Group researched how other Local Authorities delivered their accommodation based Short Breaks and took in to consideration their findings, for example, co-designing local services with families, a toolkit for Commissioners and focussing on good practice when providing Short Breaks for those with the most complex needs and additional health issues.

Key review findings

- Any changes to the Short Break model need to be linked closely to the Lifespan Pathway, particularly during the transition years between 16 and 25 in order to ensure a seamless service when a young person reaches 18. This will be achieved through effective use of the detailed information we already hold regarding individuals’ family circumstances and levels of need, enabling improved long term planning of future accommodation required.

- In spite of the increased take up of alternative services, feedback from service users strongly supports the ongoing provision of an effective accommodation based Short Breaks service that is accessible and meets the needs of both children and adults with complex needs.
The investment required to maintain suitable accommodation must be targeted appropriately to make the service sustainable while providing the necessary improvements to adult’s services identified in the review.

The vision for Short Break services

As a result of the review the following Vision for a future Short Break service offer was formed:

*The in-house model offers a specialist overnight and daytime accommodation based Short Break service, which meets the needs and aspirations of the service users and their families of those aged 16 years and above, who have disabilities, and additional complex needs.*

*The criterion for ‘complex’ needs is:*
  - Service user meets dependency level 3 to 6
  - Carer is in crisis
  - Exceptions agreed with Shared Lives
  - Continuing Health Care 18 years plus

To ensure services providing accommodation based Short Breaks are aligned (alongside other services) with the Lifespan Pathway. For Short Breaks specifically this would be as follows:

**Age 5 – 15**
A continuation of the current model of provision of children’s Short Breaks.

**Age 16 – 25**
An integrated service focussing on the transition/interface between children and adult Short Breaks, with the emphasis on individual needs rather than age.

**Age 26+**
A continuation of the current model of provision of adult accommodation based Short Beaks however ensuring that existing buildings, services, policies and practices are fit for the future and Value For Money.

The key to improving the short breaks service offer for individuals and their families is to improve the pathway between childhood and adulthood, particularly those aged 16 to 25.
The significant finding of the review is that in order to support the sustainability of our adult accommodation based Short Breaks, particularly for those with the most complex needs, we need to ensure our buildings and sites are fit for purpose and fit for the future. In order to do this there is a need to invest in some of the remaining sites to ensure they are fully accessible and offer greater opportunity for more flexible short breaks to become available, such as daytime, evening and weekend accommodation based Short Breaks.

**Property: review of accommodation based Short Break estate**

The adult accommodation based Short Break estate was reviewed by Property & Infrastructure in 2014. The desk top review considered an alternative property strategy for adult accommodation based sites.

For the following reasons the information concluded that Osborne Court is out of date and is not deemed to be fit for purpose and would require total refurbishment for it to continue. After consideration of this option, it is felt that resources would be better spent in updating a site with more potential for improvements to both the building and facilities.

- Osborne Court is a 13 bedded unit offering KCC accommodation based Short Breaks currently to 58 adults with disabilities over a one-year period. The current overnight stays range from 10 to 60 nights per year depending on personal and family circumstances. These overnight stays are usually supported in the form of long weekends, one or two week long stays and on occasion a number of short term emergency placements. There are currently 20 permanent staff (14.64 fte.) employed at Osborne Court and 10 staff with permanent relief contracts.

- A survey highlighted costs of approx. £136K to cover maintenance works to the fabric of the building. This does not however cover the costs of updating the access to the building which would need to include additional works to bathrooms, toilets and bedrooms. The ground floor is accessible however the first floor is not and this restricts the use of the building for service users with additional complex needs.
• Osborne Court shares the 3.41 acre site with Faversham Day Opportunity Service, with the two services being physically joined. This means they share some utilities causing problems if one service was to close and one remains open. Faversham Day Opportunity Service is currently reducing its use of the site as it moves to a community-based service as part of The Good Day Programme. This was agreed following a public consultation in 2014 and a decision taken by the Adult Social Care and Public Health Cabinet Committee. It is expected that the service will cease access to their half of the building by the end of 2016.

• The site is in a very vulnerable area of the district where buildings are prone to vandalism, therefore raising the risk to Osborne Court following the closure of the day service. Osborne Court has recently suffered a number of broken windows caused by ball bearings fired from high powered catapults by persons unknown. Cars have also been damaged. KCC has increased the CCTV provision, and is investigating ways to screen part of the building so helping to stop further incidents. It is felt that an empty part of the site may increase this risk.

• From a service point of view if Osborne Court was to remain as the only building and service left on site the deterioration of the site will only add to the view that adult services are not on a par with children’s accommodation based Short Break sites and we would struggle to encourage younger service users transitioning from children’s services and their families to Osborne Court.

Future Investment in the Short Break estate

As detailed in the 2014 desk top study on an alternative property strategy (that was commissioned by the service with P&IS Estates surveyors) the report considered the availability of alternative sites for re-provision taking account of associated costs, planning obstacles and the saleability of the property in question. The recommendation following this survey was to retain Southfields, Ashford. It was felt that out of all the sites considered it was the best size for development of a Hub. Being centrally located it also offers good transport links from other areas of Kent.

There is an agreed capital investment in to the site at Southfields. The reason why Southfields is suggested as the optimum choice of site is as follows:
• Ashford is situated in the centre of Kent with good access to public transport and major routes – therefore accessible to a wider number of people with disabilities requiring a Short Break.

• Southfields has two semi-independent two bedroom flats that can offer a more flexible range of accommodation based Short Break services, e.g. young adults in transition, more independent service users, emergency beds and those that may challenge traditional group services.
• The site at Southfields is large and could offer the opportunity to either add on to the existing footprint or reconfigure the internal areas to support overnight Short Breaks to those with complex needs and also offer flexible evening and weekend (non-residential) Short Breaks for those between ages 16 – 25, along with use by other local day services.

• Southfields is sited within a mile of Fairlawns children’s Short Break unit and therefore offers the opportunity for a greater joined-up approach to the transition of individuals from children’s to adult Short Breaks.

A feasibility study in April 2016 looked at works to improve the facility for the service users and bring the building up to modern day requirements. The proposed refurbishment will offer the opportunity to develop the building, facilities and activities in to a centre of excellence. The building already has a lift and disabled access is good, however needs further adaptation to ensure there is full access to all areas of the building. The initial plans offer an upgrade to the accommodation side of the building, with an increase in the number of fully accessible en-suite bedrooms and the reconfiguration of the communal/social part of the building to include a sensory space, changing place and generally more flexible space for the use during the day, evenings and weekends. The addition of this new flexible space will support other types of Short Breaks such as day activities, evening and weekend clubs and activities and transitional support.

Conclusion

The Short Breaks Project is part of the Learning Disability Transformation Programme. An assessment and design phase has been completed, where detailed information and data was collected across the children and adults Short Break services.

The vision is to provide overnight and daytime accommodation based Short Breaks that meet the needs and aspirations of those service users aged 16 years and above with a disability and additional complex needs. The service will also support those carers in crisis and in need of an immediate break from caring.

The new model of service will create greater opportunities for individuals to access a wider range of Short Breaks on offer. The model will also aim to hold a more robust position in the marketplace, being flexible, responsive and working closely with other internal and external services, such as Day Services, Shared Lives and the Kent Pathways Service.

Due to the increased range of alternative short breaks services that individuals are choosing and the reducing occupancy in our adult KCC accommodation based Short Breaks it is clear that we need less buildings, however we need to invest in our remaining adult Short Break buildings to ensure they are fit for purpose. Therefore, KCC is publicly consulting on the proposal to close the service at Osborne Court, including seeking views of what the current 58 services users would want from alternative Short Break accommodation services.
Consultation Approach

During the consultation period each of the 58 service users currently accessing Osborne Court and their family carers will have the opportunity to discuss their individual circumstances on a 1:1 basis. The intention is also to retain any friendships where individuals enjoy their short break with friends.

All consultation documentation, decision documentation, newsletters and information will be produced in easy read as a standard for this service.

It is proposed the engagement and involvement activities will take place during the consultation period and during the potential service transformation, to include a mix of group and individual meetings focussing on information adapted for the relevant audiences (Service Users, families, Staff, Members, other Stakeholders).

A programme of workshops, group meetings and 1:1 meetings will be in place throughout the consultation period particularly to support those who access the service and their family carers.

Consultation timetable and how to give your views

<table>
<thead>
<tr>
<th>12 Week Consultation Period</th>
<th>7th June 2016 to 29th August 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recommendation reports presented to Adult Social Care and Public Health Cabinet Committee for discussion</td>
<td>11th October 2016</td>
</tr>
<tr>
<td>Key decision taken by Cabinet Member for Adult Social Care and Public Health</td>
<td>Week commencing 24th October 2016</td>
</tr>
<tr>
<td>Expected start date for changes, if the proposal is agreed</td>
<td>From January 2017</td>
</tr>
</tbody>
</table>

Views expressed throughout the consultation period will help inform the decision on whether or not to proceed with the proposed changes. Service users and other stakeholders will be notified when the decision has been made.
You can give us your views in the following ways:

- Access information and complete the questionnaire online at www.kent.gov.uk/shortbreaksconsultation

- Return the paper questionnaire to:
  OSU Technical Support
  Social Care, Health & Wellbeing
  Kent County Council
  Invicta House
  Maidstone, ME14 1XX

- Email any queries, views or feedback to shortbreaksconsultation@kent.gov.uk

- Telephone any queries to Tel: 01233 620256 (between 10am and 4pm).
Consultation Questionnaire

Q1. Are you completing this questionnaire on behalf of:

*Please select one option.*

- [ ] Yourself (as an individual)
- [ ] Yourself as a member of staff at a Short Breaks service
- [ ] A relative/carer of someone who uses (or has recently used) Short Break services
- [ ] An organisation
- [ ] Other, please specify:

Q1a. If you are responding on behalf of an organisation, please tell us the name of the organisation:


Q2. Do you have any concerns about the proposed closure of Osborne Court?

- [ ] Yes
- [ ] No

Q2a. If you have answered ‘yes’, please tell us what these concerns are.


Q3. Do you have any concerns about the proposed improvements to Southfields in Ashford?

☐ Yes
☐ No

Q3a. If you have answered ‘yes’, please tell us what these concerns are.
Q4. Do you have any comments on the proposed changes to Short Break services including any positive or negative impacts you feel they may have on you, your relative or your organisation?

KCC has also completed an Equality Impact Assessment (EqIA) on these proposals. An EqIA is a tool to assess the impact any policies or strategies would have on race, age, disability, gender, gender reassignment, sexual orientation, religion or belief and carers’ responsibilities.

To view the document, go to [www.kent.gov.uk/shortbreaksconsultation](http://www.kent.gov.uk/shortbreaksconsultation). We welcome your comments on this.

If you would like to receive updates on this consultation process, please leave you name and email address below:

**Privacy**

Kent County Council collects and processes personal information in order to provide a range of public services. Kent County Council respects the privacy of individuals and endeavours to ensure personal information is collected fairly, lawfully, and in compliance with the Data Protection Act 1998.
About You...

KCC wants to make sure that everyone is treated fairly and equally, and that no one gets left out. That's why you're being asked these questions.

The information you provide won’t be shared with anyone else. It will only be used to help improve services.

If you would rather not answer any of these questions, you don't have to.

Q5. Are you......? Please select one option.

□ Male  □ Female  □ I prefer not to say

Q6. Which of these age groups applies to you? Please select one option.

□ 0 - 15 □ 25-34 □ 50-59 □ 65-74 □ 85+ over
□ 16-24 □ 35-49 □ 60-64 □ 75-84 □ I prefer not to say

Q7. What is your postcode?

Q8. To which of these ethnic groups do you feel you belong? (Source: 2011 census). Please select one option.

□ White English  □ Asian or Asian British Indian
□ White Scottish  □ Asian or Asian British Pakistani
□ White Welsh  □ Asian or Asian British Bangladeshi
□ White Northern Irish  □ Asian or Asian British other*
□ White Irish  □ Black or Black British Caribbean
□ White Gypsy/Roma  □ Black or Black British African
□ White Irish Traveller  □ Black or Black British other*
□ White other*  □ Arab
□ Mixed White and Black Caribbean  □ Chinese
□ Mixed White and Black African  □ I prefer not to say
□ Mixed White and Asian  □ Other ethnic group*
□ Mixed other*
□ Other ethnic group*

*If your ethnic group is not specified in the list, please describe it here:
The Equality Act 2010 describes a person as disabled if they have a longstanding physical or mental condition that has lasted, or is likely to last, at least 12 months; and this condition has a substantial adverse effect on their ability to carry out normal day-to-day activities. People with some conditions (cancer, multiple sclerosis and HIV/AIDS, for example) are considered to be disabled from the point that they are diagnosed.

Q9. Do you consider yourself to be disabled as set out in the Equality Act 2010? Please select one box.
- Yes
- No
- I prefer not to say

Q9a. If you answered Yes to Q9, please tell us the type of impairment that applies to you. You may have more than one type of impairment, so please select all that apply. If none of these applies to you, please select Other, and give brief details of the impairment you have.
- Physical impairment.
- Sensory impairment (hearing, sight or both).
- Longstanding illness or health condition, such as cancer, HIV/AIDS, heart disease, diabetes or epilepsy.
- Mental health condition.
- Learning disability.
- I prefer not to say.
- Other
*If Other, please specify:

Q10. Do you regard yourself as belonging to any particular religion or belief? Please select one box.
- Yes
- No
- I prefer not to say

Q10a. If you answered Yes to Q10, which one applies to you? Please select one box.
- Christian
- Hindu
- Muslim
- Any other religion, please specify
- Buddhist
- Jewish
- Sikh

Q11. Are you...? Please select one box.
- Heterosexual/Straight
- Gay woman/Lesbian
- Other
- Bi/Bisexual
- Gay man
- I prefer not to say

Thank you for taking the time to complete this questionnaire.

To return your questionnaire - please see contact details on page 11