Summary:

This paper sets out the future provision of KCC accommodation based short breaks for children, young people and adults with a disability. It explains the work that has been completed in the assessment phase and design phase of the short breaks transformation project. It sets out the need for KCC to publicly consult 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.

1. Introduction

1.1 The Adult Social Care Transformation Programme is currently supporting seven transformation projects within the learning disability division. Three of these projects (Your Life Your Home, Kent Pathway Service and Shared Lives) are being supported by Newton Europe and four projects (External Day Services, Internal day services, Short Breaks and Lifespan Pathway) are supported through Change Implementation and Commissioning.

2. Assessment Phase

2.1 The short breaks transformation project was set up to review the current provision, identify new opportunities and ensure sustainability of the existing accommodation based service in Kent. Historically accommodation based short break services for children and young people across Kent were managed separately and transition at the age of 18 was at times unprepared and difficult for families to understand and on occasions left individuals without a service. The short breaks transformation project set out to explore what the current provision provided, what the occupancy levels and service delivery look like (matching this against the changes needed for the future of the services) and to make sure the transition of young adults was better planned and delivered in a seamless way. Future movement between services will be based on the needs of the individual rather than focussed on their age.

2.2 The Short Breaks Project Group was made up of a wide variety of staff who represented relevant parts of the business, including reps from adult and children’s accommodation based short breaks, Care Management, Property,
Transport Integration, Policy, Finance, Commissioning and Health colleagues. 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. The project group met monthly over a period of 5 months from August 2015 to January 2016 and each rep carried out in depth pieces of work that were then discussed in the group.

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. The main stakeholders were consulted at over 50 venues. Paper questionnaires were distributed at a range of venues, plus the questionnaire could be completed online. From these questionnaires, the team received 175 completed questionnaires.

In 2015 further engagement with service users accessing the five KCC adult accommodation based short breaks services was carried out. The questionnaire asked a range of questions related to what individuals 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.

2.3 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. Information and data was collected on areas such as range of activities, venues, opening hours, individuals accessing, policies and procedures, occupancy, staffing resources, budgets, transport, costs, etc. Alongside the local information gathered and collated the group also carried out some research in to how other Local Authorities and Providers manage their short break services, the range of services they offered, who accessed them, how they commissioned them, the cost of the services and any future plans for these services.

Assessment Phase - Findings

2.4 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 data highlights the fact that current services are under occupied, mainly due to individuals and their families choosing other types of short breaks on offer across the county.
2.5 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.

2.6 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.

2.7 Within children’s short breaks there is a wider range of types of short breaks offered, such as after-school and weekend clubs, holiday activities, etc. Traditionally in adult short breaks the support offered has been accommodation based short breaks. Practitioner’s feedback has been that children and their families are choosing to access other forms of short breaks. The result of this change is impacting on the occupancy of accommodation based adult short breaks and identifies the need to continue with accommodation based short breaks but not all of the units.

2.8 Evidence of this is highlighted in the table below that shows the range of short break services that the 23 individuals that accessed our in-house children’s accommodation based short breaks between April 2015 and April 2016 moved on to. In many cases the reason children with additional complex needs feel
their only choice is long term residential care is that there is such a disparity between the buildings and resources available in adult accommodation based short breaks to those in children’s.

The adult accommodation based short break sites are c1970 and the fabric of the buildings are out-dated, run down and do not currently offer the range of appropriate resources required to be viewed as equal to children’s services, particularly for those with the most complex needs. The new model of service must address this issue and improve the choices for those individuals and their families.

### Short Breaks Leavers aged 16 to 18 years - between 1.04.15 - 31.03.16

<table>
<thead>
<tr>
<th>Number of 16 to 18 yrs. Leavers</th>
<th>Numbers</th>
<th>Moved on to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>23</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>In-House Adult Short Breaks</td>
</tr>
<tr>
<td></td>
<td>12</td>
<td>Long Term Residential Placement</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>Shared Lives</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>External Provider Adult SB (Kent)</td>
</tr>
</tbody>
</table>

2.9 In the survey carried out in 2013 with service users and families a number of questions were asked regarding short breaks. Examples of the questionnaire results are illustrated below:

- **The distance people were willing to travel to the short break service of their choice/met the needs of the individual:**

![Graph showing distance distribution]

An example showing where service users currently accessing Osborne Court live in relation to their short break service can be found in **Appendix 4**.
The proportion of respondents who specified each type of short break:

The above table confirms the need for accommodation based short break services alongside other types of short break service.

2.10 Other Short Break Services Available

Shared Lives

Historically individuals who live with host families as part of the Shared Lives Scheme have also been supported through in-house accommodation based short breaks services. Developments as a result of the Shared Lives Transformation Project during 2015 have now seen a shift away from utilising traditional accommodation based short breaks services in favour of a short break via a Shared Lives host family.

In the six months since the new Shared Lives model has been fully implemented there has been an additional 14 host families offering short breaks across the county. This equates to the possibility of an additional 728 one week short break placements over a year or 5,110 additional overnight placements. There is also the added benefit of greater choice for those individuals and carers who may require short term emergency placements at very short notice. It is expected that the number of host families providing short breaks will continue to increase.

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.

<table>
<thead>
<tr>
<th>Shared Lives - Short Break Placements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Short Breaks Usage (number of nights)</td>
</tr>
<tr>
<td>2012/2013</td>
</tr>
<tr>
<td>2013/2014</td>
</tr>
<tr>
<td>2014/2015</td>
</tr>
<tr>
<td>2015/2016</td>
</tr>
</tbody>
</table>
Personal Budget - Direct Payments

A number of individuals with an estimated personal budget could access a Direct Payment so they can purchase their preferred provision direct with the provider.

The information and experience from children’s short breaks services is that those coming through transition are used to accessing alternative services to accommodation based stays. In order to ensure there is a consistency in services offered and also in expectations of service users and families there needs to be a more streamlined approach.

Direct Payments could be utilised more creatively for alternative services in order to meet the needs of those individuals with low dependency, which may have traditionally chosen accommodation based stays due to limited choice of alternatives. There has been a marked increase in Direct Payments evidenced below:

Direct Payments (Learning Disabilities)

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Direct payments</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010</td>
<td>595</td>
</tr>
<tr>
<td>2011</td>
<td>745</td>
</tr>
<tr>
<td>2012</td>
<td>797</td>
</tr>
<tr>
<td>2013</td>
<td>1069</td>
</tr>
<tr>
<td>2014</td>
<td>1161</td>
</tr>
<tr>
<td>2015</td>
<td>1217</td>
</tr>
<tr>
<td>2016</td>
<td>1240</td>
</tr>
</tbody>
</table>

Carers Short Breaks Service

Alternative more flexible short breaks services have been commissioned as a result of the Care Act, such as the recent provision of the Carers Short Breaks Service – a carer short breaks service delivered in the cared for persons own home, to include 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). There is a longer term strategy to co-produce a new model of carer support into a hub type model. The service has three elements of delivery:

- **Crisis** - prevention of carer breakdown - emergency response within two hours to avoid unnecessary hospital or residential care home admissions of the person with care needs. This service includes higher proportion of night cover to enable a carer to rest.

- **Health appointments** – carers self-refer to book in planned replacement care to enable the carer to attend their own health appointments

- **Planned regular replacement care in the persons own home** - offer usually consists of three hours per week to enable a carer to achieve their own outcomes e.g. social and recreational activities.
Indicative numbers for 2015/16:

<table>
<thead>
<tr>
<th>Service</th>
<th>Social Hours</th>
<th>% of service hours</th>
<th>Unsocial Hours</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crisis Service</td>
<td>5238</td>
<td>48%</td>
<td>5758</td>
<td>52%</td>
<td>10996</td>
</tr>
<tr>
<td>Health Appointments</td>
<td>875</td>
<td>95%</td>
<td>42</td>
<td>5%</td>
<td>917</td>
</tr>
</tbody>
</table>

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 highlighted in 3.4 below which is 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 to move to adult services at 16. Following the outcomes of the pilot the transition model will be implemented across all accommodation based Short Break services.

Other KCC accommodation based Short Breaks

KCC has other accommodation based Short Break services as shown in 2.4 above. These are in Deal, Ashford, Staplehurst, Canterbury, Tonbridge and Tunbridge Wells.

Local Care Homes

There are a number of residential/care homes across Kent that also offer Short Breaks.

2.11 Recommendations for the Design Phase

- 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. As a directorate we hold detailed information regarding those individuals with additional complex needs coming up to the age of 16 and entering the transition stage. We are clear about their level of need, family circumstances and can be confident that we have the detail we need regarding future numbers requiring accommodation based short breaks and enables us to be clear about the amount of accommodation based short breaks required.

- The engagement with service users and families has highlighted that accommodation based short breaks are vital to support the needs of both the
individual and carer and avoid long term residential placements. Also that service users and families need clear and timely information in a variety of formats to communicate the range of short breaks available and that they are prepared to travel to access the right short breaks service.

- The Design Phase needed to clearly focus on the future service model for adult accommodation based short breaks, the number of units required in the future and the need for the remaining buildings to be fit for purpose and fit for the future.

3. Design Phase

3.1 Following assessment the project then moved in to the design phase between January and March 2016 where the aim was to take all the evidence gathered from the assessment phase and design what the KCC accommodation based short breaks should deliver. The Short Breaks Project Group reconvened, with members from appropriate parts of the business, particularly in-house children’s and adults accommodation based short breaks representatives, carers and user groups, commissioners and practitioners from social care and health.

3.2 As a result of the design workshops the following Vision for a future short breaks service offer was formed:

*The in-house model offers a specialist overnight and daytime accommodation based short breaks 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

3.3 A key focus for the redesign will be 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 breaks however ensuring that existing buildings, services, policies and practices are fit for the future and Value For Money

3.4 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. As a child with a disability and often additional complex needs reaches the age of 18 traditionally the only choice of accommodation based short breaks has been to transfer to the adult short break services. There is currently a huge disparity between the modern, up to date children's accommodation based short break/resource centres and the adult services that are set out in a traditional manner and in need of some investment. This along with the lack of alternative choice in the past has often led to families placing their child into long term residential care at a very young age.

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 individuals’ needs rather than being dictated by their 18th birthday.

3.5 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.

3.6 The Design Phase came to the conclusion 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.

4. Property Strategy and Decision

As a result of the above findings the next stage involved liaising closely with Property and Infrastructure to discuss the way forward with the adult accommodation based short break estate. We looked in detail at the information included in the commissioned 2014 desk top study which considered the alternative property strategy for adult accommodation based sites based upon the outline service requirements that were provided by Social Care, Health and Wellbeing.

4.1 Osborne Court

For the following reasons (4.2 to 4.9) 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.

4.2 Property and Infrastructure (P&IS) commissioned a Life Cycle survey of the premises in 2014 which highlighted various issues with accessibility, asbestos and general maintenance. The 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. Although the ground floor is accessible the first floor is not and this restricts the use of the building for service users with additional complex needs.

4.3 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.

4.4 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 could increase this risk.

4.5 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.
4.6 Additional health and safety issues identified if Osborne Court were to remain in operation are as follows:

- There could be the need for adapting the electrical and mechanical systems for example heating, lighting and power which would also be dependent on intake position. Isolating water services may also prove problematic depending on water supply and location of water tanks. This could lead to extensive works to adapt current hot and cold services to the building. Rather than have half the site vacant Property could look to let the vacant part however this would incorporate additional costs for managing and subsequently metering both sides of the building for utilities.

- The asbestos management survey (2012) for the building indicates there is asbestos present in the building. Removal will only be required if any work is carried out to the relevant areas. If any works are due to be carried out that would disturb the actual fabric of the building an asbestos demolition survey would be required to identify any further locations of asbestos presence, and it should be noted that the costs of any works could increase depending on any asbestos being present.

4.7 The data in 2.4 above identifies that the level of under-occupancy at Osborne Court is at 43.75%. The reasons for this low occupancy are set out in points 2.5 to 2.7.

4.8 The tables below show information regarding the dependency levels of those currently accessing Osborne Court and the area in which they live.

<table>
<thead>
<tr>
<th>Osborne Court Dependency Levels</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
</tr>
<tr>
<td>---</td>
</tr>
<tr>
<td>15</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Service Users Accessing Osborne Court from:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swale</td>
</tr>
<tr>
<td>-------</td>
</tr>
<tr>
<td>38</td>
</tr>
</tbody>
</table>

4.9 With all the above information gathered throughout the assessment and design phase there is a need for KCC to publicly consult 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.

5. Future Investment in the Short Breaks Estate

5.1 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.

5.2 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.

5.3 A feasibility study was commissioned by P&IS through NPS consultants in April 2016. The feasibility 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 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.

6. 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, there is a need for KCC to publicly consult 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.

7. 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. A copy of the Consultation Timetable can be found in Appendix 1.

8. Recommendation

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

Agree to publicly consult 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.

9. Risks

A copy of the risks can be found in Appendix 2.
10. Equalities Impact Assessment

An initial Equalities Impact Assessment has been completed (Appendix 3). Further Equalities Impact Assessments will be required to accompany the Recommendation reports on the outcome of the consultation.

11. Contact details

Relevant Director
Penny Southern
Director of Disabled Children, Adults Learning Disability & Mental Health
Telephone number: 03000 415 505
Email: penny.southern@kent.gov.uk
## Consultation Timetable

<table>
<thead>
<tr>
<th>Event</th>
<th>Date/Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>12 Week Consultation Period</td>
<td>7&lt;sup&gt;th&lt;/sup&gt; June 2016 to 29&lt;sup&gt;th&lt;/sup&gt; August 2016</td>
</tr>
<tr>
<td>Recommendation reports presented to Adult Social Care and Public Health Committee for discussion</td>
<td>11&lt;sup&gt;th&lt;/sup&gt; October 2016</td>
</tr>
<tr>
<td>Key decision taken by Cabinet Member for Adult Social Care and Public Health</td>
<td>Week commencing 24&lt;sup&gt;th&lt;/sup&gt; 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>
### APPENDIX 2

**Risks**

<table>
<thead>
<tr>
<th>Risks</th>
<th>Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>There is likely to be considerable anxiety amongst the service users, their friends and their relatives due to the proposed changes in service.</td>
<td>A programme of support will be put in place. An accessible Consultation Pack will be produced, with all stakeholders being invited to a range of meetings and public events and will have the opportunity to discuss, share views and ask questions. Support will be offered to service users from Advocacy services and Care Managers.</td>
</tr>
<tr>
<td>Alternative services may not be available at the time required.</td>
<td>Care Managers are regularly reviewing each individual. This along with offering additional support during the three month consultation period from Care Management, relevant Health professionals and Advocacy, will ensure an appropriate alternative short break service will be offered and if appropriate purchased on an individual contract.</td>
</tr>
<tr>
<td>There may be a change in distance travelled for some individuals to access alternative short break services.</td>
<td>When identifying alternative services the distance and cost of travel will be taken into account and discussed with the individual and families and in exceptional circumstances and/or for an interim discretionary period will be considered.</td>
</tr>
<tr>
<td>If we do nothing the building and service at Osborne Court remains open, deteriorates further and continues to provide a very limited, costly and service not fit for purpose and therefore not sustainable.</td>
<td>Consult with service users, families and staff to move away from the site and provide a range of alternative, fit for purpose accommodation based short breaks services.</td>
</tr>
<tr>
<td>The building fails in terms of health and safety and creates an emergency situation.</td>
<td>Protocols for urgent closure will need to be put in place.</td>
</tr>
</tbody>
</table>
This document is available in other formats, Please contact Sue.mcgibbon@kent.gov.uk or telephone on 07834 417482

Directorate:
Disabled Children, Adults Learning Disability & Mental Health
Social Care, Health and Wellbeing

**Name of policy, procedure, project or service**

**Short Breaks Service – Osborne Court, Faversham**

Kent County Council (KCC) has a strategic vision which sets out the future for adult services. This vision describes how KCC will ensure the services we provide meet the needs and expectations of people who use those services. KCC is also in the midst of a transformation programme which includes proposals for changes to both children and adults short break services, services in particular to meet the needs of people between 16 and 25 years (transitioning between children and adult 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. It also highlighted that some elements of our in-house building provision may no longer be needed and/or needs improvement. Therefore there is a need to publicly consult 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.

The detail of this information is included in the Consultation Pack.

**What is being assessed?**

- The impact of the closure of one of the adult accommodation based short break units on the 58 service users who currently access across a year, their families, carers and members of staff.
- The impact of the move to alternative short breaks services on all stakeholders involved.

**Responsible Owner/ Senior Officer**
Penny Southern – Director of Disabled Children, Adults Learning Disability & Mental Health

**Date of Initial Screening:** 9th November 2015

**Date of Full EqIA:**

<table>
<thead>
<tr>
<th>Version</th>
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<th>Date</th>
<th>Comment</th>
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<td>Sue McGibbon</td>
<td>9.11.16</td>
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</tr>
<tr>
<td>V2 &amp; V3</td>
<td>Sue McGibbon</td>
<td>14.03.16</td>
<td></td>
</tr>
<tr>
<td>V3</td>
<td>Akua Agyepong</td>
<td>1.04.16</td>
<td>E &amp; D Team Comments</td>
</tr>
<tr>
<td>V4</td>
<td>Sue McGibbon</td>
<td>24.05.16</td>
<td>Final version for Initial Screening</td>
</tr>
</tbody>
</table>
## Screening Grid

<table>
<thead>
<tr>
<th>Characteristic</th>
<th>Could this policy, procedure, project or service, or any proposed changes to it affect this group less favourably than others in Kent? YES/NO</th>
<th>If yes how?</th>
<th>Assessment of potential impact</th>
<th>Provide details: a) Is internal action required? If yes what? b) Is further assessment required? If yes, why?</th>
<th>Could this policy, procedure, project or service promote equal opportunities for this group? YES/NO</th>
<th>Explain how good practice can promote equal opportunities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>a) Yes. b) No. Consultation for a 12 week period will take place. The following actions will be taken:</td>
<td>Internal action must be included in Action Plan</td>
<td>If yes you must provide detail</td>
</tr>
<tr>
<td></td>
<td>Group and individual consultation meetings will be held where appropriate to discuss the proposals. Written information will reflect the needs of service users and will be available in a range of formats and via different media. This will take account of the communication needs of those for whom English is not their first language, and those who have a physical or learning disability or sensory impairment. Individuals will be supported through their care managers to secure alternative short breaks appropriate to their assessed need. They will receive information on the cost and quality of all alternatives in order for them to make informed decisions. Efforts to reduce the risk of anxiety for Service Users, relatives and carers will be taken by providing appropriate assurances and through involving them in joint planning.</td>
<td></td>
<td></td>
<td>During the process we will remain aware of the issues relating to age and ensure this is a consideration in any redesign of our services and if needed will ensure we find services to support both the older age group and younger age group within the service transformation. We will work in partnership with people accessing the service and support their changing person centred plans (PCP). The highest number of service users is spread across the 18 to 55 age range. A pilot is underway that supports the smooth transition between the ages 16 to 25 that will be based on level of need rather than age. The aim of the pilot is to improve the experience of those in transition and implement this model across all short break services.</td>
<td>YES</td>
<td></td>
</tr>
<tr>
<td>Disability</td>
<td>Yes</td>
<td>Medium</td>
<td>Low</td>
<td>a) Yes  b) No Support for individuals with disabilities will be provided by care managers to ensure that appropriate services are available to meet their specific needs. We recognise that these changes will create anxiety and uncertainty for many people with a learning disability, their families and carers. During the period of consultation, individuals will be have the opportunity to be supported by an independent advocacy service to ensure all their voices are heard. Their views will be included in a formal report produced in an accessible format.</td>
<td>YES Pending the outcome of the consultation we will involve our Access and Planning colleagues in any agreed development of short breaks services. All documentation will be produced in easy read as a standard. In moving to alternative services there is an opportunity to ensure all premises meet accessible standards for those with mobility impairments.</td>
<td></td>
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<td>---</td>
<td>---</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>Gender</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>a)No b)No</td>
<td>YES Any future service will provide a personalised service, identifying individual outcomes through the development and implementation of existing PCPs</td>
<td></td>
</tr>
<tr>
<td>Gender identity</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>NO No local data collected for this category</td>
<td>YES All policies and procedures related to gender identity will promote equality of opportunities</td>
<td></td>
</tr>
<tr>
<td>Race</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>NO</td>
<td>YES Wider inclusion and integration will develop individual knowledge and understanding.</td>
<td></td>
</tr>
<tr>
<td>Religion or belief</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>NO The service will meet individual needs and wishes through their PCP, which will include supporting religious beliefs</td>
<td>YES Wider inclusion and integration will develop individual knowledge and understanding.</td>
<td></td>
</tr>
<tr>
<td>Sexual orientation</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>NO</td>
<td>YES</td>
<td></td>
</tr>
<tr>
<td>--------------------</td>
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<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>The service will meet individual needs and wishes through their PCP. Staff have the Social Care, Health and Wellbeing support mechanisms.</td>
<td></td>
</tr>
<tr>
<td>Pregnancy and maternity</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>NO</td>
<td>YES</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>The service will meet individual needs and wishes through their PCP. Reasonable adjustments will be made to support the health and wellbeing of all individuals.</td>
<td></td>
</tr>
<tr>
<td>Marriage and Civil Partnerships</td>
<td>No</td>
<td>Low</td>
<td>None</td>
<td>NO</td>
<td>YES</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Cross district working will support people to make more connections and promote social and lifestyle choices which may appear hidden at present.</td>
<td></td>
</tr>
<tr>
<td>Carer's responsibilities</td>
<td>Yes</td>
<td>Medium</td>
<td>Low</td>
<td>YES</td>
<td>YES</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Support carers to understand the reasons behind the proposal and the benefits this may have to the people who access the service currently and in the future. We recognise that these changes will create anxiety and uncertainty for many people with a disability, their families and carers. During the period of consultation, there will be the opportunity for family/carers to join group and where requested 1:1 meetings to discuss the proposals, the impact on the individuals they care for and give their views. Their views will be included in the Consultation Report.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>All documentation will be produced in easy read as a standard. In transforming short break services there is the opportunity to improve the services offered that meet the needs of the individuals and family/carers. In moving to alternative services there is an opportunity to ensure all premises meet accessible standards for those with mobility impairments.</td>
<td></td>
</tr>
</tbody>
</table>
Part 1: INITIAL SCREENING

**Proportionality** - Based on the answers in the above screening grid what weighting would you ascribe to this function – see Risk Matrix

<table>
<thead>
<tr>
<th>Low</th>
<th>Medium</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low relevance or insufficient information/evidence to make a judgement.</td>
<td>Medium relevance or insufficient information/evidence to make a judgement.</td>
<td>High relevance to equality, likely to have adverse impact on protected groups</td>
</tr>
</tbody>
</table>

**Medium**

**Context**

This review will be carried out in line with the KCC Closure and Variation of Use policy.

In addition to the above, other policy drivers include:

- Increasing Opportunities, Improving Outcomes: Kent County Council’s Strategic Statement 2015 – 2020
- The Care Act 2014
- KCC Adult Social Care Transformation Programme
- Facing the Challenge: Delivering Better Outcomes

**Aims and Objectives**

- 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. It was identified by the information and data collated throughout the assessment that the Design Phase needed to clearly focus on the future service model for adult accommodation based short breaks, the number of units required in the future and the need for the remaining buildings to be fit for purpose and fit for the future.

- 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 accommodation based short break buildings to ensure they are fit for purpose. Therefore there is a need to publicly consult on the proposal to close the service at Osborne Court, including seeking views of what the current 58 services users will want from alternative Short Break accommodation services.

**Beneficiaries**

All Kent residents aged 16 and over who have a disability and are known to the Social Care Health and Wellbeing Directorate and the families and carers of those accessing services.

**Information and Data**

**Current Service User data:**

There are currently 58 service users accessing Osborne Court over a period of a year.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>Gender</th>
<th>Age</th>
</tr>
</thead>
<tbody>
<tr>
<td>White British</td>
<td>Male</td>
<td>18 - 25</td>
</tr>
<tr>
<td></td>
<td></td>
<td>55</td>
</tr>
<tr>
<td>British Caribbean</td>
<td>Female</td>
<td>26 - 35</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Asian</td>
<td></td>
<td>36 - 55</td>
</tr>
<tr>
<td></td>
<td></td>
<td>&lt;10</td>
</tr>
<tr>
<td></td>
<td></td>
<td>56 - 64</td>
</tr>
<tr>
<td></td>
<td></td>
<td>56</td>
</tr>
<tr>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>65+</td>
</tr>
</tbody>
</table>

**Main sources:**
- Current care management collected data for people attending the service.
- Current HR data relevant to the employees within the service
- KCC, Strategic Business Development & Intelligence (updated 2016)
- Swale Borough Council, Swale in 2011 Key data for Swale

**Ethnic Profile for Swale 2011**

White 96.6%
Asian 1.2%
Black 1.0%
Mixed 1.2%

Swale had an estimated population of 133,400 which has increased by 9.7% since 2000 and has anticipated to increase. The percentage increase is almost double compared to the UK as a whole (5.7%).

Source: Swale Borough Council, Swale in 2011 Key data for Swale

The 2011 Census shows us that the White ethnic group is the largest group both within Kent and nationally. Just fewer than 1.4 million Kent’s residents are from the White ethnic group which accounts 93.7% of the total population. Swale demonstrates a larger ratio of
people from a white ethnic profile than the county as a whole. The Kent profile is a higher proportion than the national figure of 85.4% and the South East figure of 90.7%.

Religion and beliefs
Swale has the highest proportion of people (75.9%) who state their religion as Christianity compared to Kent as a whole.
17.8% of men have no religion as opposed to 13.1% of women
Source: Swale Borough Council – Our Four Year Equality Scheme 1 April 2011 – 31 March 2015

Disability
16.9% of residents in Swale have a limiting long term illness which is above the KCC average of 16.5% and below the national average of 17.6%
Source: Swale Borough Council – Our Four Year Equality Scheme 1 April 2011 – 31 March 2015

Gender (including gender reassignment)
Currently Swale District Council and KCC do not have data relating to gender reassignment/transgender or sexual orientation at a local level
Source: Swale Borough Council – Our Four Year Equality Scheme 1 April 2011 – 31 March 2015

Marital Status
43% of residents in Swale are single
35% of residents are in a first marriage
7% of Swale residents are divorced
7% considered themselves to have remarried
6% are widowed
2% are separated but still legally married
There is no clear data detailing Civil Partnerships in the Swale District
Source: Swale Borough Council – Our Four Year Equality Scheme 1 April 2011 – 31 March 2015

Involvement and Engagement

The following engagement activities are planned to take place during the Consultation Period:

- All generic 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 process 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, Council Members, other Stakeholders)
- A programme of group meetings and 1:1 meetings will be in place throughout the consultation period particularly to support those who access the service.
Potential Impact

There is likely to be considerable anxiety from people using the services, their families and the staff. Every effort will be made to provide a programme of support and to ensure that appropriate alternative services are signposted. Care Managers will support individuals and discuss future options with them at individual meetings.

Adverse Impact

People who use the service at Osborne Court may no longer be able to. They will be supported to access alternative short breaks services. Support to find alternative short break services will be planned with the service users, their families and carers. Care Managers will lead on this. Service users will be able to visit to see what other services are available in the area in which they live and will be able to make an informed choice about their future short break service.

Positive Impact

Service users will benefit from moving to accommodation which will offer a modern environment that will better meet the needs and expectations of those with additional complex needs and those 16+.

JUDGEMENT

Given the focus on disability services offered in short breaks there will be a greater impact on people with a disability and their families.

Option 3 – Full Impact Assessment Yes

Following this initial screening the judgement is that a full impact assessment is required.

Justification:
The consultation period (June to August 2016) and decision may generate outcomes which affect the initial screening.

Action Plan

The Action Plan to mitigate the risk and impact for people using this service will be monitored carefully and every effort will be made to ensure service continuation plans are developed with individuals, their families and carers to minimise any disruption and to offer a choice of options.

The Project Group allocated to this project will regularly review this EqIA and put in place further actions as required.

Monitoring and Review

DCALDMH Transformation DivMT - 30.06.16, 18.08.16, 29.09.16, 27.10.16
Social Care, Health & Wellbeing Cabinet Committee – 11.10.16
Implementation Review – 31.03.17
Sign Off

I have noted the content of the equality impact assessment and agree the actions to mitigate the adverse impact(s) that have been identified.

Senior Officer

Signed: [Signature redacted] Name: Mark Walker

Job Title: Assistant Director for Disabled Children, In-house Short Breaks and Adults LD Day Services

Date: 24.5.16

DMT Member

Signed: [Signature redacted] Name: Penny Southern

Job Title: Director of Disabled Children, Adult Learning Disability & Mental Health

Date: 24.5.16
## Equality Impact Assessment Action Plan

<table>
<thead>
<tr>
<th>Protected Characteristic</th>
<th>Issues identified</th>
<th>Action to be taken</th>
<th>Expected outcomes</th>
<th>Owner</th>
<th>Timescale</th>
<th>Cost implications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age</td>
<td>The current service users at either the younger or older end of the age range may require additional support through the process of change</td>
<td>A service continuation plan will be developed for all service users impacted. Additional work is underway to develop a pilot for ages 16 to 25 between adult &amp; children's short break services to streamline the offer and support the transition on level of individual need and not just age. Communication will be provided in a range of texts, formats suitable for people with disabilities.</td>
<td>Work towards minimising disruption to service users. Service users will be informed and have the opportunity to influence changes that affect them.</td>
<td>Director DCALDMH</td>
<td>TBC</td>
<td>Resource and staff costs, yet to be quantified. Care Management time.</td>
</tr>
<tr>
<td>Disability</td>
<td>The current 58 service users may see a change to their service which may cause anxiety and disruption</td>
<td>A service continuation plan will be developed for service users affected. Communication will be provided in a range of texts, formats suitable for people with learning disability, sensory impairments &amp; other complex needs.</td>
<td>Work towards minimising disruption to service users. Service users will be informed and have the opportunity to influence changes that affect them.</td>
<td>Director DCALDMH</td>
<td>TBC</td>
<td>Resource and staff costs, yet to be quantified. Care Management time.</td>
</tr>
<tr>
<td>Carers Responsibilities</td>
<td>Carers may see a change to their family members service which may cause anxiety and disruption</td>
<td>Continue to review and assess the needs of carers</td>
<td>Work towards minimising disruption to service users &amp; their parent/carers. Parent/Carers will be informed and have the opportunity to influence changes that affect them.</td>
<td>Director DCALDMH</td>
<td>TBC</td>
<td>Resource and staff costs, yet to be quantified. Care Management time.</td>
</tr>
</tbody>
</table>