

Consultation Conclusion
Community Adult Short Breaks (respite)

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1. Glossary

Term	Definition
AAD/LD25	All Age Disability & Learning Disability (25+) service
Co-design	Co-designing involves more than seeking the views of service users or researching their needs. It involves people in generating ideas, testing them and making decisions about how these ideas could shape the short break services that are designed and delivered
CYP	Children and young people
DfE	Department for Education
DP	Direct Payments are an agreed amount of money that is paid to an individual to arrange the support that they need, instead of the council arranging this for them. This gives the individual more choice and control over the way that they arrange their day-to-day help
Edge of Care	Individuals who are in between or in unstable support arrangements; where their current arrangements have, or are at risk of, breaking down; or where they would tip into needing care and support if preventative services are not provided.
EHCP	Education Health and Care Plan is a legal document which describes a child or young person's aged up to 25 special educational needs, the support they need, and the outcomes they would like to achieve
Short Break	Short breaks are respite care arrangements for family carers and adults with a learning disability.
SEND	Special Educational Needs and Disabilities

2. Introduction

- 2.1 Southwark Council undertook a comprehensive community adult short breaks (respite) consultation to gather feedback on the current short break service offered, predominantly centred around Orient Street, with the aim to enhance value for money and maximise support for carers and individuals with learning disabilities.
- 2.2 The Adult Short Breaks consultation took place between 9th October 2023 and 6th January 2024. During this time, the council employed a range of engagement approaches to gather views from local residents, both clients of the existing service and wider stakeholders. This included a survey, information sessions (online and in-person), accessible workshops (online and in-person) and one-to-one review meetings with current/ recent users of the existing service.
- 2.3 A timeline of engagement activities is outlined below:

Date	Activity
6th October 2023	Letters sent out to Orient Street users with <ul style="list-style-type: none">link to online consultation hub & surveyinitial meeting dates and registration informationpaper copy of survey and instructions on how to return.
9th October 2023	Consultation commenced and online survey opened. Link to consultation hub and survey circulated to relevant local partners and Local Offer subscribers.
w/c 16th & 23rd October 2023	Initial information sessions with Q&A delivered by Head of Service (in community venues and online)
w/c 13th & 20th November 2023	Accessible workshops facilitated by VoiceAbility (in community venues and online)
w/c 27th November 2023	Follow up letter/ email sent to current Orient Street users with <ul style="list-style-type: none">reminder of the links to online consultation hub and consultation timelinedetails of interim feedback sessions and registration instructions
w/c 4th & 11th December 2023	Interim feedback sessions with VoiceAbility
6th January 2024	Consultation closed
One-to-one reviews with Orient Street clients took place throughout the consultation period.	

3. Council's decision

- 3.1 The adult short break community consultation demonstrated the strength of support that families and individuals have for Orient Street and the key role that they feel it has in supporting their roles as carers.
- 3.2 The council notes the community consultation feedback referenced within the report and will implement an updated adult short break model to be delivered at Orient Street.

4. Updated model to be implemented

- 4.1 The council will be progressing with updating the adult short breaks offer at Orient Street. This will include updating the focus of Orient Street to deliver a combination of planned short breaks, enablement stays and respond proactively to instances when no-notice stays need to be provided.
- 4.2 This builds upon the existing offer which provides planned short breaks and no notice stays at short notice. The provision of enablement stays will deliver capacity for the delivery of transition and life skills intervention work to be undertaken for up to 12-week periods of time.
- 4.3 The social care service and Orient Street will work closely with families to address previous issues that have been highlighted during the consultation around booking and access to overnight short breaks for those who are eligible. This will be done by working closely with families and individuals to proactively group adults who have complimentary interests, care and support needs.
- 4.1 Feedback from the consultation will be acted on in relation to transparency and access to booking. The council will explore implementation of a more effective booking system.
- 4.2 The council has sufficient capacity to meet the planned short break requirements.

- 4.3 Whilst it is brilliant that our adults who access the service still live at home with carers and parents; 51% are single parent carers, 20% of our carers are over 70 years of age including some carers over 90 years of age. The council also has carers who retain additional caring roles or have significant health issues themselves alongside clients in unstable or unsuitable placement arrangements outside of Southwark.
- 4.4 It is therefore essential that Orient Street is utilised proactively to deliver 'enablement' stays so that it supports the transition planning for when individuals may need to move onto a new living arrangement or to work intensively with individuals and carers to reduce behaviours that challenge and understand their complex and profound needs.
- 4.5 Enablement stays will last for up to 12 weeks and will be provided to adults as part of transition planning. Orient Street has previously delivered these on an ad-hoc basis and in response to crisis. Enablement stays will positively influence the transition planning for individuals, supporting the move to less restrictive accommodation than might otherwise be considered. Orient Street will also act as a stable transition for adults who need to move on from existing placement.
- 4.6 Orient Street will retain a bed for no notice stays, these occur in instances where an individual's placement abruptly ceases either through ill-health, carer crisis or some other family emergency or formal placement breakdown. From January 2021 to July 2024 there have been 55 no notice stays, 76% of which have lasted on average less than 9 days.
- 4.7 Adult Social Care has invested in preventative services such as a Positive Behaviour Support team and works closely with other specialist services such as the NHS Intensive Support Team and the Mental Health & Learning Disability Team, delivered through Guy's and St Thomas' NHS Foundation Trust. These services are regularly used by the social work team to reduce the risk of placement breakdowns and it is intended that Orient Street will become a hub within Southwark that facilitates joint intervention reducing the instances where 'no notice' stays are required.

5. Consultation Responses

- 5.1 We received 45 responses to the survey - a combination of online submissions and hard copies returned in the post. This included 33 disabled residents and/ or carers with the remaining responses coming from local organisations, relevant practitioners or other interested parties. Approximately a third of respondents stated they were of Black ethnicity, another third White ethnicity and the remainder other ethnicities, with a small number choosing not to say.

Responses from current users of the Short Breaks Service

- 5.2 60% of the survey responses came from current users of the short breaks service (or those supporting one or more people that access the service). A large proportion (90%) of current users believe Orient Street should remain open. Just over half believe it needs to change but in the main, this relates to wanting operational changes to the existing service.
- 5.3 Key themes from current users were:
- Orient Street is considered a vital service by disabled service-users and their families and the professionals that support them.
 - It's importance in relation to no notice placements and in preventing family breakdown is frequently referenced.
 - People are generally happy with the service and feel safe and well supported by the staff. There are some references to upskilling staff further to meet a wider range of needs.
 - People feel that there is poor awareness of the service amongst potentially eligible families and staff.
 - The changes people want to see relate to increasing capacity/ frequency of stays and reducing cancellations.
 - People are unclear of the alternatives, particularly in regard to people with complex needs and/or behaviours that challenge.
 - There are concerns over the location of any alternatives and people being far from home, in regard to accessibility, safety and cost.
 - People would like more choice, including more daytime activities and social clubs but not at the expense of losing Orient Street.

Priorities and Preferences

- 5.4 The survey also asked people for their priorities and preferences related to short breaks provision.
- 5.5 Most survey respondents felt choice was the most important thing when it came to short breaks, closely followed by safety. When asked what types of short breaks they would like to see more of, just over 70% stated overnight breaks and just under 50% said daytime activities. A smaller proportion stated direct payments with people referencing difficulties with employing staff and finding ways to spend their direct payment.
- 5.6 In regard to types of activities that are popular, an overwhelming majority stated trips, including cinema, eating out, bowling and theatre. Music was also referenced many times.

Voiceability Workshops

- 5.7 In addition to the survey, the council commissioned VoiceAbility, a user-voice and advocacy organisation to design and facilitate a series of accessible workshops/ focus groups to ensure that residents could contribute their views in different ways.
- 5.8 Seven workshops were scheduled at a range of locations, times and days across the Borough, as well as offering an on-line option.
- 5.9 The workshops were promoted via; the online consultation hub; follow-up letters/emails to Orient Street users; Local Offer mailing list and website; and partner organisations.
- 5.10 The turn-out was small with 23 individuals participating across all events. However, it did allow VoiceAbility to gather in-depth feedback from attendees. Of the 23 people that attended, 14 are currently using Orient Street and a further 5 are using other types of short breaks.
- 5.11 Workshop attendees stated that the following things were important in a short break.
- **Feeling safe and confident** – achieved through consistency, feedback and good communication with staff.
 - **Personalised** – being known as an individual and learning about each other over time.
 - **Choice** – range of activities including things you cannot do at home.
 - **Chance to engage with community** – accessing the same activities others do during their down time.
 - **Location** – local and accessible by public transport.
 - **Encourages independence** – supporting life skills like cooking, cleaning, washing and relationships.
- 5.12 In terms of some of the current issues with short breaks, there was a lot of discussion around limited availability and short notice cancellations. People said that they found it extremely difficult to book a stay at Orient Street. People also said that short notice cancellations were very frustrating and had led to issues including loss of deposits for activities/holidays or having to cancel a sibling's birthday party.

Views on the current service

- 5.13 Workshop attendees expressed a preference for Orient Street should remain open, key reasons include:
- Other forms of provision e.g., daytime provision, not feeling like respite.
 - Orient Street offers consistency of service and peace of mind.
 - Benefits to the wider family i.e., being able to spend time together or for siblings to do their own thing.
 - Supporting carer mental health so they can continue in their caring roles.
 - A belief that Orient Street is not underused and that any under-utilisation is due to a lack of awareness.

Orient Street Reviews

- 5.14 In addition to the broader consultation activities outlined above, all current or recent adult users of Orient Street were offered a one-to-one review meeting with their assigned practitioner from the All Age Disability or Learning Disability 25+ service.
- 5.15 44 reviews were undertaken to understand clients' views on their current short break offer and how they would want to receive their short break in future. 68% (30) stated that they had had a positive experience of Orient Street and would like to continue accessing this service. 7% (3) had had a negative experience of Orient Street with 2 wanting alternative overnight provision and the third not specifying. The remainder were either on the waiting list/ had been unable to access Orient Street (5) or are not accessing overnight breaks and do not need or want this type of provision at the moment (5). One person had moved into supported living and was no longer accessing short breaks.
- 5.16 Of the clients accessing Orient Street 77% (34 clients) stated that they would like Orient Street or a similar overnight alternative in future. Common reasons reflect the themes mentioned earlier in the report:
- It is considered a safe, high-quality service, which provides carers with peace of mind so they can take a meaningful break.
 - Consistency of staff and service-users is important for many clients.
 - Purpose built site with sensory room, specialist equipment etc. to cater for complex needs.
 - The service is local, making transportation easier for carers and ensuring people can continue to access other activities and services.

6. Summary and recommendations

6.1 The key themes from the community consultation can be broken as follows:

- **Current service vitality:** Orient Street is perceived as a vital service by disabled service-users, their families, and supporting professionals. It plays an important role providing no-notice placements and preventing family breakdown.
- **Need for flexibility:** Respondents did not share the council's concerns regarding the flexibility of the short break provision and type of short break provided.
- **Preference for choice and awareness:** Both current and non-users express a desire for greater choice in how and when they access short break options and increased awareness of alternative services.
- **Importance of safety and personalisation:** Key themes that are important to respondents are safety, personalised care, and individualised experiences in the short break provision.
- **Concerns about availability and communication:** Concerns have been raised regarding limited availability of the adult short break offer, due to no-notice placements, short notice cancellations, and a lack of clear communication about alternative options.
- **Desire for consistency and accessibility:** Respondents value the consistency and local accessibility of services like Orient Street, emphasising their importance for peace of mind and continued access to community activities.
- **Future service enhancements:** Suggestions for future service enhancements include increasing capacity, improving communication and booking systems, and offering a wider range of activities to meet diverse needs.

Benchmarking

- 6.2 Prior to the consultation a limited amount of benchmarking work had been undertaken as to the alternative cost of overnight short breaks provided outside of Orient Street.
- 6.3 Prior to the consultation the council was able to purchase respite through alternative providers for between £1,500-£2,300 p/w, between £1,955 and £2,755 per week cheaper than the equivalent at Orient Street. This is no longer a realistic.
- 6.4 An updated report, run by the Placement's team for the period July 2023-June 2024, has identified significant increases in cost for spot purchasing of respite provision. Spot purchased overnight short breaks are now costing an average weekly cost of £3,703 excluding transportation and assessment costs. These updated costs are much closer in similarity and would not reflect the improved value for money that had originally been expected should Orient Street be closed and alternatives including spot purchasing provision be used.
- 6.5 Whilst there are benefits to utilising specialist respite which include that the council would theoretically purchase what it needs as opposed to running a year-round facility, the overwhelming response from families and individuals who use Orient Street is that they value the service and would prefer to continue to access the service.

7. Timetable

The council will host two community consultation conclusion events and one on-line community conclusion event to provide an in-person opportunity for those who wish to attend in person.

Date	Action
Week 0 (28/10/2024)	Impacted families and service users written to (including easy read)
Week 0 (01/11/2024)	Consultation conclusion document published on the council's website and promoted for awareness.
Weeks 2 & 3 (11/11/2024- 18/11/2024)	In person community consultation conclusion events
09.30am-10.30am, 18/11/2024	9.30am-10.30pm, Dulwich Library, 368 Lordship Ln, London SE22 8NB
1.30pm-2.30pm, 19/11/2024	1.30pm- 2.30pm, Pod 1, Peckham Library, 122 Peckham Hill St, London SE15 5JR
5pm-6pm, 20/11/2024	virtual online meeting via Microsoft Teams

8. Consultation and Feedback

- 8.1 The document will be uploaded onto the council's website (<https://engage.southwark.gov.uk/en-GB/projects/community-adult-short-breaks>) and can be accessed through the QR code at the bottom of the document.
- 8.2 Parents, carers and individuals that the council previously wrote will be contacted directly to inform them of this decision. Easy Read format will be provided for those who require it.
- 8.3 If you would like to participate and attend an update event you can book at [Southwark Adult Social Care Short Breaks Consultation - What we've done... Tickets, Multiple Dates | Eventbrite](#)

9. Key Personnel

- 8.1 The community consultation process has been led by:
 - Kerry Rabey – Head of Service All Age Disability & Learning Disability (25+)
 - Rob Skipwith - Service Development Manager
- 8.2 If you require any additional information or clarification regarding this consultation conclusion report, please contact shortbreaksoursay@southwark.gov.uk .



Appendix 1 – Duty

The following duties will be taken into consideration as part of this consultation process:

1. Southwark council provides short breaks according to the duties in the Care Act 2014. Short breaks meet the needs of carers to support them in their caring role by providing services to the cared for person themselves, for example by providing respite care. It can also be used to assist during periods of crisis.
2. The Equality Act 2010 says public authorities must comply with the public sector equality duty and must not discriminate against a person with a protected characteristic. The public sector equality duty is a duty on public authorities to consider or think on how their policies or decisions affect people who have a protected characteristic. Protected characteristics includes those people who have a disability. The Equality Act defines a disability as 'a physical or mental impairment', which has a 'substantial and long-term adverse effect' on the ability to carry out normal day-to-day activities. This consultation relates to service users who have protected characteristics and their carers, who proportionally may be more likely to be women. It is also understood that service users are proportionally more likely to be from an ethnic minority background. These latter groups are also persons with protected characteristics.
3. Any other duties that it becomes apparent are relevant during the consultation process.

Appendix 2 - Potential Impact

This community consultation process will impact adults with learning disabilities who have been assessed as requiring social care services and interventions from the All-Age Disability and Learning Disability (25+) service (AAD/LD25), as well as their carers.

Council staff employed to deliver short breaks may potentially be impacted because of decisions made following the outcome of the community consultation process.

The policy implications of redesigning the short break provision in Southwark is that it would be resourced by existing short breaks funding. This could impact Orient Street, which may be reduced or closed. Other organisations who provide services to residents with learning disabilities and their carers may also be impacted by investment in support of service(s) development and or expansion.

Excluded from this consultation is the £1million Department for Education (DfE) Short Breaks Innovation grant, and short breaks provision in Southwark for children.

The Council will keep the matter of those who are potentially impacted under review throughout the consultation process and will carefully consider impact and all feedback before any decisions are made.