

HAMPSHIRE COUNTY COUNCIL**Executive Member Decision Report**

Decision Maker:	Executive Member for Adult Social Care
Date:	25 November 2015
Title:	Outcome of the Consultation on the Proposed Closure of John Darling Mall
Reference:	7054
Report From:	Interim Director of Adult Services

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1. Executive Summary

- 1.1. The purpose of this paper is to report to the Executive Member for Adult Social Care the outcomes of the consultation and the recommendations on the future of John Darling Mall in Eastleigh. The report outlines the options that have been considered in relation to the respite facility, the availability of alternative respite provision for people in Hampshire and the impact on the tenants currently living in the flats in John Darling Mall.
- 1.2. On 2 July 2015 Adult Services Departmental Management Team approved an eight week public consultation on the future of John Darling Mall in Eastleigh, a respite facility for people with disabilities. This decision was endorsed by Councillor Liz Fairhurst on 9 July 2015.
- 1.3. John Darling Mall is owned by Hampshire County Council and is currently used as a respite service for adults with physical disabilities and some adults with learning disabilities. The building is purpose built for up to 24 people; 6 of the accommodation units within the building are leased to Stonewater Housing Association (see section 5), 5 of which are currently occupied. Of the remaining 18, a maximum of 12 are currently in use. The average occupancy is between 5 and 7 units per night.
- 1.4. In 2014/15, 39 people accessed John Darling Mall for regular respite. John Darling Mall has a manager, deputy manager and 21 other members of staff (see section 10).
- 1.5. A consultation was held from 13 July until 6 September. This included consultation events for users of the respite service at John Darling Mall and their carers (which were also attended by some of the tenants of the Stonewater flats within John Darling Mall), one-to-one meetings with the tenants of these flats, consultation with staff and other stakeholders. Independent advocacy was also offered to service-users, the tenants of the

Stonewater flats and to users of Hampshire County Council's two resource centres for people with physical disabilities: the Hexagon Centre in Eastleigh and Audley's Close in Basingstoke, to support them where required to participate in the consultation.

- 1.6. Feedback received during the consultation indicated that the majority of people who took part in the consultation were opposed to the closure of John Darling Mall, however 27% were either neutral or in favour.
- 1.7. Feedback was received from users of the service, their carers and the tenants living in the flats, leased by Stonewater Housing Association. A key message was that people felt it would be inappropriate for people with physical disabilities to receive respite alongside people with learning disabilities or older people.
- 1.8. In some cases people have commented that until now they have been discouraged from using alternative respite services to John Darling Mall. During the consultation engagement some respite users welcomed the opportunity to explore alternative forms of respite. Feedback from the consultation is covered in greater detail in section 9 of this report.

2. Summary of Recommendations

- 2.1. The decision has to be a balanced consideration of all of the factors including the responses to the consultation, the needs and welfare of the current users of John Darling Mall, as well as the future needs of people with physical disabilities in Hampshire, the wellbeing of the tenants currently living in the Stonewater flats at John Darling Mall and the availability, quality, and market capacity of alternative respite provision across Hampshire, both now and in the future.
- 2.2. In response to consultation feedback the County Council would ensure that it would work in partnership with people with physical disabilities to adapt the County Council's current learning disability respite services to develop a shared service that meets the needs of people with physical disabilities and learning disabilities. This may include adaptations to current buildings, aligning booking processes and ensuring compatibility of the people using the services. The decreasing demand for this sort of facility makes it increasingly difficult to justify the cost of its operation and the considerable investment that would be required for it to remain open whilst meeting current standards.
- 2.3. The County Council would also seek to retain the skills and expertise of the current staff at John Darling Mall in these services. The County Council has a successful history of integrating services for people with different disabilities, for example the Hexagon and Audleys day services which are attended by people with both physical and learning disabilities.
- 2.4. Having carefully considered the consultation responses in detail, the care needs and wellbeing of the current users of John Darling Mall as well as the future respite needs of people with physical disabilities in Hampshire, and reviewed the options for John Darling Mall, the report seeks approval for the closure of the respite service at John Darling Mall.

- 2.5. The County Council has significant experience of supporting people to move and adapt to new services in order to minimise any disruption and ensure consistency of care. All regular respite service users would be provided with alternative respite options that take into account their needs and preferences and would receive appropriate support to make arrangements to access these services, prior to any closure of John Darling Mall. Friendship groups are being identified so that they can be taken into account should people want to take respite breaks together.
- 2.6. Hampshire County Council values the important role that carers play and would want to maintain the levels of respite currently provided at John Darling Mall. The respite would be provided more locally in many cases, reducing inconvenience for family and carers. Only a small number of current respite users are from the Eastleigh area. New models of respite would also be more widely available.
- 2.7. With regard to the concerns raised about the tenants of the Stonewater flats within John Darling Mall, there would be no immediate requirement for them to move. The County Council is working actively with Stonewater Housing, Eastleigh Borough Council and other housing providers in the area to identify suitable alternative housing.
- 2.8. Only once suitable alternative accommodation has been found for the current tenants of the Stonewater flats and they have been supported to move, would the recommendation to redevelop the site as Extra Care housing for adults with disabilities be pursued. The County Council would actively support the current tenants to return to any Extra Care housing that is developed on the John Darling Mall site.

3. Contextual information

- 3.1. Hampshire County Council aims to build resilient communities which enable a culture of participation, so that people can look outwards to their communities for support, as well as developing cost effective care and support solutions.
- 3.2. Hampshire County Council's long-term strategic approach is to develop a wide range of services to meet the changing needs of the people who use its services. The County Council is focussed on supporting people with disabilities to live as independently as possible. As part of this strategy the County Council is committed to developing Extra Care assisted living for adults with disabilities across the County. Extra Care gives people with disabilities the opportunity to live as independently as they are able in a home of their own within a safe, purpose-built environment where the care and support they require is available 24 hours a day. To date the County Council has committed significant capital investment to support this initiative.
- 3.3. People are supported to identify their needs and, in agreement with the County Council, decide what kind of support they receive. Individuals know how much they have to spend on their care in the form of a personal budget and, where appropriate, they can arrange and pay for care services, including respite services, themselves using a direct payment. This has meant that

people have increased expectations of the services they receive and can direct their own services to meet their own priorities

- 3.4. The County Council's Adult Services department has a savings target of £43m for 2015/16. It therefore has to consider carefully how it uses its resources and focuses on those services that deliver the best outcomes for individuals and the best value for money. Programmes such as Extra Care assisted living are aimed at achieving both of these aims.
- 3.5. In 2014, the Positive Partnerships Strategy was developed. This is a shared strategy for support and care for people with physical, neurological and / or sensory impairments that provides equal opportunity, choice and independence. The strategy was co-produced by service users, carers, NHS and voluntary sector partners and Hampshire County Council. This strategy sets out the approach to redesigning services to meet the needs of people in Hampshire, with physical, neurological and / or sensory impairments and to build up their local communities.
- 3.6. In working with the current users of John Darling Mall to identify suitable alternative respite options that meet their individual needs and wishes, and in developing respite services for people with physical disabilities alongside its other respite services, the County Council would follow the philosophy and objectives of the Positive Partnerships Strategy. In particular "people will be given the maximum opportunity to make an informed choice of opportunities, support and services". They would "be actively involved in their assessments, planning and decision taking, relating to their needs".

4. John Darling Mall

- 4.1. John Darling Mall was built by Hampshire County Council in 1985 as a purpose built 24-bed rehabilitation unit for people aged between 18 and 65 with disabilities. Over time its focus has moved to principally offering respite services. Over time demand for respite in this traditional setting has declined with average occupancy of between 5 and 7 people.
- 4.2. This decline in use and the related preference for alternative options is demonstrated by the age of people using John Darling Mall. The age range of people using the respite service is 19-79 years old. During 2014/15 80% of the people who accessed the service were aged over 50. Only 13% of the people who used the service were under 40.
- 4.3. Clients accessing John Darling Mall came from all over Hampshire, with the largest number coming from the New Forest, Fareham, Eastleigh and Hart. Only a small number are local to Eastleigh. The table below shows the geographical distribution of those people who regularly access respite at John Darling Mall:

Area	Number of Regular Respite Users
Basingstoke	3
East Hants	2
Eastleigh	5
Fareham	8
Gosport	1
Hart	5
Havant	1
New Forest	8
Rushmoor	2
Test Valley	3
Winchester	1

- 4.4. John Darling Mall is in need of considerable investment, including mechanical and electrical works and the replacement of the heating system, to maintain it for its current use.
- 4.5. There is a significant maintenance liability with the building, with particular problems with the roof which is prone to leaks and is considered to have a short lifespan. The building is poorly insulated with semi-external communal spaces which tend to be damp and cold in winter. This impacts on the quality of life of those people living in the flats at John Darling Mall. The physical environment is not suitable for people with profound and multiple disabilities and others requiring intensive support.
- 4.6. However the standards set in modern respite facilities such as the newly constructed Hindson House in Basingstoke would see the need for a major refurbishment. The building presents a number of challenges around refurbishment, and significant investment would be required to bring it up to modern standards.
- 4.7. One of the many areas of concern surrounds the provision of personal care areas, bathing and showering areas. As the ratio of these facilities to bedrooms has been increased in the current standards, the configuration of John Darling Mall, its room sizes and corridors, would be considerably impacted by this.
- 4.8. The building has a unique design that would a complete remodel to meet modern standards. This would require the current tenants to move out of their flats during any building works and the respite service would have to be provided elsewhere.

5. Stonewater Housing Association

- 5.1. Although John Darling Mall is owned by Hampshire County Council, Stonewater Housing Association leases six independent living flats, five of which are currently occupied, that are an integral part of the John Darling Mall complex. The lease for these flats expires in December 2081. Some care and support is provided by the staff at John Darling Mall to the tenants of these flats.
- 5.2. During the consultation period, the County Council actively engaged with the tenants of these flats; individual meetings were held with the tenants and, where appropriate, their carers, supported by Stonewater Housing Association staff and independent advocates.
- 5.3. Whilst each of the tenants has very individual care needs and individual requirements for any future accommodation, one common theme from discussions with them has been that most want to continue living in the Eastleigh area. The County Council is actively working with partners to identify suitable alternative accommodation. No-one would be required to move until such time as appropriate alternative housing has been found for them.
- 5.4. In the interim period the care and support needs of the individual tenants would be re-assessed to ensure that their individual care packages reflect their changed circumstances.
- 5.5. In the event that the decision is made to close John Darling Mall and redevelop the site for Extra Care housing for adults with disabilities, then the County Council would actively support the current tenants to return to any Extra Care housing that is developed on the John Darling Mall site.

6. Extra Care Housing for Adults with Disabilities

- 6.1. In the event that the recommendation to close John Darling Mall is agreed by the Executive Member for Adult Social Care, Hampshire County Council would propose to develop Extra Care Housing for adults with disabilities on the current site.
- 6.2. Hampshire County Council's long term strategic approach is to enable the development of a wider range of services to meet the housing care and support needs of adults with disabilities with an eligible social care need that maximise independence and minimise costs to the taxpayer. This model of housing offers high quality accommodation and support for adults who primarily have a physical disability, learning disability or mental health problem.
- 6.3. Extra Care schemes for adults with disabilities provide apartments (1 bedroom flats and / or studios), staff accommodation and communal space, together with flexible 24 hour on-site care and support subject to the assessed needs of residents. The schemes are made up of between 6-18 apartments.
- 6.4. Extra-Care Housing for adults with disabilities is part of a range of offerings to meeting the housing and care needs of people, and sits alongside other

supported living models. It particularly provides an alternative to residential care and offers greater independence, and choice for service users.

7. Future Respite for People with Physical Disabilities

- 7.1. During the consultation period, care managers met with the people who currently use John Darling Mall and their families and carers to explore other potential options that they may wish to use for respite. Their feedback, combined with the feedback from the consultation questionnaires has led the department to recommend a range of options for respite that individual's can choose from.
- 7.2. The County Council would work with the current users of John Darling Mall and their representatives to further adapt and develop the different respite offerings that the department would offer using its current in-house facilities if the decision were made to close John Darling Mall.

Building-Based Respite Provision for Adults

- 7.3. Current users of John Darling Mall come from all parts of Hampshire and the County Council would offer building-based respite at a number of its own facilities across the county. These would include facilities currently offering respite to people with learning disabilities as well as older people's residential and nursing homes. However, it should be noted that Hampshire County Council's own services are only part of a wider range of respite options available to people.
- 7.4. During the consultation we received feedback that a number of the people who currently use John Darling Mall would not be comfortable to receive respite care in services shared with people who have learning disabilities. The County Council has taken these views into consideration and would change the current model of service in its own learning disability respite services to reflect the needs and preferences of people with physical disabilities. It is important to note that there are a number of people currently using John Darling Mall who have both physical and learning disabilities.
- 7.5. Should the recommendation to close John Darling Mall be accepted by the Executive Member for Adult Social Care, then the County Council would develop centres of excellence for respite for people with physical disabilities at a number of its existing respite centres; Croft House in Fareham, Jacob's Lodge in Totton, Hindson House in Basingstoke as well as its new respite facility in near Fareham once it is open. Re-configuring their current usage and layout would enable them to also be used to offer respite for people who currently use John Darling Mall.
- 7.6. Depending upon the individual service and service-user, we would look to ensure there is a compatible mix of people using respite services at any given time. Taking into account feedback received during the consultation, this would also include the provision of quiet areas and / or the ability for people to socialise with their peers. People would be able to continue to book their respite in advance. When modifying these services we would look to involve users with physical disabilities and with learning disabilities to ensure future service models reflect the needs of both.

- 7.7. Where it is appropriate, for people over 65, Hampshire County Council would also offer building-based respite services at a number of its older people's services, including residential and nursing homes. Other alternative respite for older people would also be available locally in independent sector homes, should people choose these options. The County Council would only propose the option of older persons care homes for those people over 65.
- 7.8. Based on the outcomes of meetings with individual service users during the consultation, in the event that a decision is made to close John Darling Mall, the County Council would look at leasing an adequate number of flats in Extra Care Housing schemes on a long-term basis that could be used for respite. Potential sites have been identified, and the County Council would work to ensure there would be an appropriate geographical distribution of flats to meet the requirements of those people who may wish to use such facilities.

Shared Lives

- 7.9. Hampshire County Council is currently expanding its Shared Lives service. The Shared Lives scheme is a service provided by individuals and families in their own home across Hampshire who want to offer a vulnerable person respite, day care or long term care. Should the decision be made to close John Darling Mall, then the Shared Lives scheme would pro-actively recruit carers who could offer respite for people with physical disabilities.

Other Respite Services

- 7.10. People would also be offered direct payments to enable them to arrange respite for themselves. This would enable them to take advantage of options such as carer replacement services or accessible holidays as alternatives to traditional respite services
- 7.11. Carer replacement services involve provision of respite in the home of the service user, allowing the carer to take a break, whilst the service user stays at home. A similar service which offers carers short breaks, Take a Break, is already popular, particularly with older people; currently over 1,500 people use this service in Hampshire.
- 7.12. A number of organisations also offer services with a carer accompanying the service user and usual carer on holidays, managing their clinical and care needs, allowing the whole family to holiday together.
- 7.13. There are a number of organisations that provide holidays for people with physical disabilities. These holidays tend to fall into two categories; those that offer accessible accommodation for people with disabilities and those that offer care / support to the service user as part of the package. In the case of the former, in order to provide respite to the usual carer, it may be necessary to purchase additional care to accompany them on holiday.
- 7.14. Netley Waterside House (Netley, Southampton), run by Vitalise offers short breaks for adults with physical disabilities, older people and carers. The breaks include a wide range of activities and excursions with 24-hour nursing care on-call and personal support. There are also a number of commercial disabled travel agents, offering the same services as mainstream travel agents.

- 7.15. Should the decision be taken to close John Darling Mall, service users would receive support from care management to arrange appropriate alternative respite services that would meet their care needs. John Darling Mall would only close when suitable alternatives were in place.

8. The Consultation

- 8.1. The 'Respite care for people with physical disabilities in Hampshire consultation' sought the views of stakeholders and the general public on the proposal to close the respite service at John Darling Mall in Eastleigh. The consultation was launched on 13 July and closed on 4 September 2015. Responses received up to 7 September have been taken into account in this report.
- 8.2. A wide range of stakeholders were informed about the consultation, including service users, John Darling Mall staff, local politicians, local disability forums, the Princess Royal Trust for Carers and other voluntary and community groups and organisations. Stonewater Housing Association leases six independent living flats that are an integral part of the John Darling Mall complex. Should the decision to close the respite service be made, the Council would propose to develop the whole site for Extra Care Housing, thus there could be a further impact upon the tenants of the flats. Hence the views of the tenants were also sought.
- 8.3. The consultation questionnaire was given ethical approval by Hampshire's Research Development and Governance Panel. It was published online on Survey Monkey via dedicated web pages, and copies of the questionnaire were made available in paper and alternative formats, such as Large Print. Paper copies of the consultation questionnaire were sent to service users. Feedback to the consultation was also accepted in the form of letters and emails.
- 8.4. Five consultation events took place with service users and their families. An independent advocate was available at each event to support attendees in responding to the consultation.

9. Responses to the Consultation

- 9.1. One hundred and two people submitted a consultation questionnaire, either via a paper questionnaire or online. Of these people, just under 72% had a connection with John Darling Mall.
- 9.2. One hundred people completed the first question in the questionnaire. 70% were against closing the service, with the majority, 53%, describing their attitude as 'strongly against'. 14% were in favour of the proposals, 4% of whom described their attitude as 'strongly in favour'. 13% were neither in favour nor against the proposals.
- 36 people who responded to the consultation described themselves as users of the respite service at John Darling Mall. Almost 70% of respondents who used John Darling Mall for respite (24 people) were against the proposal, with 14% (five people) in favour. Just under half of

the respondents (49%, 17 people) were strongly against the proposal, with only 6% (2 people) strongly in favour. 17% (six people) were neither in favour nor against the proposal.

- 21 people who responded described themselves as the family member or carer of somebody who uses John Darling Mall for respite. 90% of them were against the proposal with none in favour.
- Responses from the six tenants of Stonewater Housing who responded were mixed; three were strongly against the proposal, one was neither for nor against, and two were in favour (with one of the two being strongly in favour).

9.3. Eighty nine people expressed a view on which alternative respite services the Council should be able to offer to people who currently access respite at John Darling Mall. The most frequent choice was for building-based respite provision for adults, with 54% (48 people) ticking this option.

- Extra Care housing was the second most popular choice, chosen by 38% (34 people).
- Accessible holidays were chosen by 36% (32 people).
- 28% of respondents (25 people) chose Carer Replacement Services.
- 17% (15 people) chose Shared Lives, a scheme where the service users goes to stay with a family or individual in the family or individual's home.
- 25% of respondents (22 people) chose 'Other', with eight of these people saying John Darling Mall should be retained

9.4. One letter and one email were received. They were both against the proposals and criticised the alternative services proposed for respite

Key Themes

9.5. Many people said they did not want John Darling Mall to close because it meets the needs of service users and carers: people value it and feel closing it may mean their needs will not be met.

9.6. Many considered the service to be of high quality, with some service users saying they enjoy it or love it there and carers saying they can relax knowing that the people they care for are well looked after and safe there. Many people said they would be upset if the service closed or that the County Council should consider the emotional impact of closing the service on the service users, their families, the staff and the tenants. Some said the staff are good or excellent. Some people highlighted that the staff understand the needs of users and it would be very difficult for some service users, especially those with complex needs, to accept a new respite place or go through the process of having to get used to a new place and different staff.

9.7. People stressed that there is a need for services that are for people with physical disabilities only. Some were concerned that with alternative services they would not be able to book respite in advance. Many people expressed a

preference for buildings-based services and valued the communal setting for its potential to enable people to socialise.

- 9.8. There was a strong view that the proposed alternatives to John Darling Mall for respite would be unsuitable. Many said it would be inappropriate for people with physical disabilities to mix with people with learning disabilities, older people or people with Alzheimer's or dementia. There was a fear that people would not get the mental stimulation they need with those service users. Some people said accessible holidays would be very desirable and meet their needs, but that they are unaffordable - some had requested accessible holidays but as the County Council would not fully fund the holiday they could not afford to go. There was concern that some of the alternative options - Shared Lives, Carer Replacement Services and Extra Care housing - would not enable people to socialise with peers. There was concern that buildings-based alternatives would be too far away for people to maintain local friendships and ties (e.g. having friends visit them there, or going to day service and seeing friends there).
- 9.9. There was some concern that tenants would be made to leave their home if the proposal was accepted and three tenants said they did not want to leave their home.
- 9.10. A small number of people commented in favour of the proposal, including some service users and two tenants, citing experiences of poor service at John Darling Mall that did not maximise their independence and choice, and discomfort in the building.
- 9.11. Respondents suggested a range of alternative options to the proposals. These included: keeping John Darling Mall open; replacing John Darling Mall with another buildings-based respite centre on site or elsewhere for people with physical disabilities; moving it to a smaller building; refurbishing or improving John Darling Mall; converting it into housing for disabled people; close an alternative service; or save money elsewhere.

10. Staffing implications

- 10.1. There are currently 23 members of staff working at John Darling Mall (this equates to approximately 16 full-time members of staff). Of these 6 had already opted to take voluntary redundancy, as part of a wider County Council voluntary redundancy process that is not linked to the John Darling Mall proposals.
- 10.2. Should the recommendation to close John Darling Mall be accepted by the Executive Member for Adult Social Care, the intention would be to offer the staff suitable alternative employment working for Hampshire County Council. It is not thought necessary to make any of the staff at John Darling Mall compulsorily redundant.
- 10.3. Roles would be offered where there was a recruitment need and given the skills of the individuals working at John Darling Mall, it is likely that suitable employment would be offered at one or more of the sites which are being proposed to offer alternative respite services for people with physical disabilities. Alternatively, for those staff who wished to continue working in

Eastleigh, then roles would be sought at local services run by the County Council.

11. Finance

- 11.1. Based on the initial planning that has been done around potential alternative provision for current users of John Darling Mall, these proposals would save the County Council approximately £370,000 per annum after re-providing for its current service users.
- 11.2. These figures are based on a mixed provision of council-run homes, independent sector homes, Extra Care Housing schemes, Shared Lives and offering people direct payments to purchase services such as Vitalise, assisted holidays and carer replacement.
- 11.3. Based on the desk-top exercise that has been carried out by Hampshire County Council's Property Services department, significant investment would be required to modernise John Darling Mall.

12. Legal implications

- 12.1. The County Council has a duty under Section 149 of the Equality Act 2010 to have due regard in the exercise of its functions to the need to:
 - a) Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
 - b) Advance equality of opportunity between the persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
 - c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it
- 12.2. Due regard in this context involves having due regard in particular, to the need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic, to take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it and to encourage persons sharing a relevant protected characteristic to participate in public life of in any other activity which participation by such persons is disproportionately low.
- 12.3. Exercising the duty includes the relevant decision maker considering the Equality Impact Assessment.

13. Equalities impact assessment

- 13.1. A full Equalities Impact Assessment has been carried out on the proposals to close John Darling Mall. This can be found in Integral Appendix B of this report.
- 13.2. These proposals would impact upon the group of service users with physical disabilities, some of whom also have a learning disability, who

regularly use John Darling Mall. The tenants of the Stonewater Housing Association flats within the centre, who also have a range of disabilities, would also be affected.

- 13.3. The other group of people who would be affected would be the staff who currently work at John Darling Mall, almost 90% of whom are women. It is acknowledged that this represents a clear gender bias, but one that is reflected in the Adult Services department's overall profile. It is envisaged that the proposed closure of John Darling Mall would not result in any compulsory redundancies.
- 13.4. During the consultation period, social workers have met with individual users of John Darling Mall to discuss potential alternative respite options with them. If the decision is taken to close John Darling Mall, service users would receive support from care management, including social workers, to identify alternative respite services that would meet their care needs. For those people who wish to, direct payments would be offered enabling them to purchase their own respite. John Darling Mall would only close when suitable alternatives had been identified.
- 13.5. Some of the residents of the flats receive some elements of their care and support, particularly unplanned support, delivered by the staff at John Darling Mall. In the event that the respite service at John Darling Mall were to close, then their care needs would be re-assessed to reflect the change in their circumstances. In the longer-term, it is likely that the tenants would need to be re-housed, in order that the site at John Darling could be redeveloped. Hampshire County Council would work with Stonewater Housing Association and Eastleigh Borough Council to find suitable alternative accommodation for these people.
- 13.6. Just over 70% of the people who regularly used the service in 2014/15 were men and action would be taken to mitigate any impact on these people. This would involve person-centred planning with care management staff to identify suitable alternative respite options.
- 13.7. The County Council recognises that there is a requirement to ensure that these proposals do not impact upon the ability of the current users of John Darling Mall to maintain their relationships with their spouses, partners, wider family members, friends or other social connections.
- 13.8. In carrying out the Equalities Impact Assessment it was discovered that all of the people who regularly accessed respite at John Darling Mall during 2014/15 identified as being white (White-British, White-Other or White Eng/Scot/Welsh).

14. Recommendations

- 14.1. That the Executive Member for Adult Social Care considers the responses to the consultation and considers the Equalities Impact Assessment in relation to the proposals contained in this paper.

- 14.2. That permission is granted by the Executive Member for Adult Social Care to close John Darling Mall respite facility in Eastleigh at the end of March 2016.
- 14.3. That the Executive Member for Adult Social Care recognises the significant contribution made by the staff at John Darling Mall and supports their redeployment within Hampshire County Council.
- 14.4. That the Executive Member for Adult Social Care recognises the impact of the closure on the current tenants at John Darling Mall and that the County Council will work with partners to source appropriate alternative housing for them.
- 14.5. That the Executive Member for Adult Social Care notes that permission will be sought from the Executive Member for Policy and Resources for the development of Extra Care Housing for people with disabilities on the John Darling Mall site.

CORPORATE OR LEGAL INFORMATION:

Links to the Corporate Strategy

Hampshire safer and more secure for all:	Yes
Maximising well-being:	Yes
Enhancing our quality of place:	No

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

Location

None

IMPACT ASSESSMENTS:

1. Equality Duty

1.1. The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, gender and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- 1.2. The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- 1.3. Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- 1.4. Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

1.5. Equalities Impact Assessment:

The full equalities impact assessment is detailed below:

Main purpose and aims of the project / proposal

John Darling Mall is owned by Hampshire County Council and is currently used as a respite service for adults with physical disabilities and some adults with learning disabilities. The building is purpose built for up to 24 people. 6 of the accommodation units within the building are leased to Stonewater Housing Association. Use of the facility has declined in recent years with average occupancy of between 5 and 7 people per night.

The County Council is seeing an increase in the number of people with disabilities with complex care needs who require long-term support. With this increase there is a growing requirement for modern adaptable respite services.

On 2 July 2015 Adult Services Departmental Management Team approved an eight week public consultation on the future of John Darling Mall in Eastleigh, a respite facility for people with disabilities. This decision was endorsed by Councillor Liz Fairhurst, the Executive Member for Adult Social Care, on 9 July 2015. A full Equality Impact Assessment was carried out to help inform the decision to consult on this proposal. The consultation ran from 13 July until 4 September 2015.

Following assessment of the results of the consultation the Director for Adult Services is recommending that John Darling Mall is closed,

The final decision on this will be taken by the Executive Member for Adult Social Care on 25 November 2015.

Detailed Assessment

Age (Medium Impact):

Whilst the age range of people who regularly use John Darling Mall is 19-79 years, during 2014/15, 80% of the people who accessed the service were aged 50 or over. Younger people are choosing other forms of respite, often taking a direct payment to organise their own respite or are being supported to live independently and therefore do not require respite.

Actions:

During the consultation period, social workers have met with individual users of John Darling Mall to discuss potential alternative respite options with them. If the decision is taken to close John Darling Mall, service users would receive support from care management, including social workers, to identify alternative respite services that would meet their care needs. John Darling Mall would only close when suitable alternatives had been identified.

Current options, including direct payments giving people increased choice over their respite, would continue to be available as would more traditional forms of respite.

As part of its respite offering for people over 65, Hampshire County Council would offer building-based respite services at a number of its older people's services, including residential and nursing homes. Other alternative respite for older people would also be available locally in independent sector homes, should people choose these options as well as other forms of respite.

Disability (High Impact):

These proposals would impact upon a small group of service users with physical disabilities, some of whom also have a learning disability, who regularly use John Darling Mall.

Should the respite service at John Darling Mall close, then the tenants of the Stonewater Housing Association flats within the centre, who also have a range of disabilities, would also be affected.

Actions:

During the consultation period, social workers have met with individual users of John Darling Mall to discuss potential alternative respite options with them. If the decision is taken to close John Darling Mall, service users would receive

support from care management, including social workers, to identify alternative respite services that would meet their care needs. John Darling Mall would only close when suitable alternatives had been identified

For those people who wish to continue to receive a more-traditional buildings-based respite, were the decision made to close John Darling Mall, the County Council would work with representatives of the John Darling Mall Service User Group to further adapt and develop the different respite offerings that the department would offer using its current in-house facilities.

Some of the residents of the flats receive some elements of their care and support, particularly unplanned support, delivered by the staff at John Darling Mall. In the event that the respite service at John Darling Mall were to close, then their care needs would be re-assessed to reflect the change in their circumstances.

In the longer-term, it is likely that the tenants would need to be re-housed, in order that the site at John Darling could be redeveloped. Hampshire County Council would work with Stonewater Housing Association and Eastleigh Borough Council to find suitable alternative accommodation for these people.

Gender (Medium Impact):

Just over 70% of the people who regularly used the service in 2014/15 were men and action would be taken to mitigate any impact on these people. This would involve person-centred planning with care management staff to identify suitable alternative respite options.

The other group of people who would be affected would be the staff who currently work at John Darling Mall, almost 90% of whom are women. It is acknowledged that this represents a clear gender bias, but one that is reflected in the Adult Services department's overall profile.

Actions:

Should John Darling Mall close then the intention would be to offer the staff suitable alternative employment working for Hampshire County Council. It is not thought necessary to make any of the staff at John Darling Mall compulsorily redundant. Whilst the County Council would look to offer staff roles at other respite services in order to help maintain continuity of service for the current John Darling Mall service users, as well as to ensure their skills are fully utilised, other options would be available to them depending upon their individual circumstances.

Marriage and Civil Partnerships (Medium Impact):

There is a requirement to ensure that these proposals do not impact upon the ability of the current users of John Darling Mall to maintain their relationships

with their spouses, partners, wider family members, friends or other social connections.

Action:

The County Council recognises the role that carers play and would want to maintain the levels of respite currently provided at John Darling Mall.

Details of why some groups are low and/or no impact

The proposals will mainly impact upon the current users of John Darling Mall and the tenants of the Stonewater flats within the facility. Person-centred planning would ensure that the needs of people in terms of their faith, race, sexual orientation or gender identity are fully met in any alternative respite services.

In carrying out the Equalities Impact Assessment it was discovered that all of the people who regularly accessed respite at John Darling Mall during 2014/15 identified as being white (White-British, White-Other or White Eng/Scot/Welsh).

2. Impact on Crime and Disorder:

2.1. There will be no significant impact on crime and disorder

3. Climate Change:

3.1. How does what is being proposed impact on our carbon footprint / energy consumption?

3.2. How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

There are a number of issues in relation to the physical structure of John Darling Mall which have a negative impact on the environment given the poor levels of insulation and inefficient equipment due to the age and design of the building. All new Extra-Care Housing developments have been built to meet as a minimum all current building, environmental, insulation and climate change standards.