Kent County Council Equality Analysis/ Impact Assessment (EqIA)

Directorate/ Service: Adult Social Care and Health (ASCH)

Name of decision, policy, procedure, project or service: Way forward on

the future of Wayfarers Care Home, Sandwich

Responsible Owner/ Senior Officer:

Clare Maynard, Head of Strategic Commissioning Anne Tidmarsh, Director Partnerships

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	rlotte Jones and a Agyepong	13/05/2019	Review
	e Tidmarsh/Alison pherd	13/05/2019	Review and approval
Ann	Rogers e Tidmarsh/Alison pherd	28/08/2019	Update following consultation and review of actions to be proposed on the outcomes report
Agy Aliso	irlotte Jones Akua epong on Shepherd e Tidmarsh	04/09/2019	Review
	a Agyepong	09/09/2019	Review and comments
	Rogers	10/09/2019	Update following Corporate Lead's comments
0.9 Ann	e Tidmarsh	10/09/2019	Review
1.0 Ann	e Tidmarsh	11/09/2019	Approved

Author:

Pathway of Equality Analysis: Directorate Management Team (DMT) and In-house changes steering group.

Summary and recommendations of equality analysis/impact assessment

Context

Kent County Council (KCC) run a public consultation on the future of Wayfarers Care Home, Sandwich between 15 May and 24 July 2019.

Following a public consultation in 2015 on the future of the home, a decision was taken in 2016 to sell the home 'as a going concern'. Work then began to find a buyer and negotiate a sale. Despite a buyer being found, in 2018, a difficult decision had to be taken not to progress with the sale as it was unviable for both parties.

Following the decision not to proceed with the sale of the home in June 2018, it was agreed that an options appraisal on the future of Wayfarers should be conducted and presented to ASCH Directorate Management Team (DMT) to determine the next steps.

Following discussion at DMT in March 2019, it was decided KCC would undertake a 10-week public consultation exercise to seek views on the way forward for the home.

Wayfarers is a detached, 33-bed unit built in 1983. The home is separated into two distinct wings; Hollyside and Cherry Way. Each has its own dining area and communal spaces; however only one of these wings is currently in use. The home offers a dedicated respite service alongside the residential unit. The accommodation is registered for older people with general frailty.

Aims and Objectives

The council's vision is that older people should be supported to live independently in their own home receiving the best care and support to meet their needs and aspirations

The council's strategy is to commission fewer residential services and invest in preventative services designed to help people remain independent for longer. This includes Housing with Care (HwC), dementia and nursing specific services.

Housing with Care (HwC) is where people can live independently and receive high levels of care. It is intended to promote independence and reduce social isolation, providing an alternative to more formal models of care like residential and nursing care homes, and offer a home for life.

The council's proposal outlined in the consultation was to:

 Close Wayfarers and find alternative provision for residents. Sell the building and land. Explore options for developing older people's accommodation preferably in the Sandwich area, in the form of Housing with Care.

With this proposal residents of Wayfarers would move to alternative care homes that meet their needs. No residents would be left without an alternative arrangement in place and all arrangements would be equality impact assessed in order to ensure that there are no adverse impacts on the basis of their protected characteristics.

After this, KCC would close Wayfarers care home and try to find a buyer for the building and its land.

Alternative proposals to those being consulted upon were encouraged through the consultation.

This assessment has now been updated after the consultation closed, to reflect the outcomes of the consultation, and the care reviews/updates undertaken by ASCH Practitioners.

One of the proposals received in response to the consultation is to relocate the current permanent residents from Wayfarers to Westbrook House in Margate. This option, proposed by residents and staff of Wayfarers, is felt to have a number of advantages and opportunities.

Westbrook House Integrated Care Centre in Margate was built in 2004 as part of the Private Finance Initiative (PFI) project, and offers modern, spacious and well-equipped facilities.

These include four units of accommodation, each of 15 bed spaces and all bedrooms en-suite. Services include short stay provision for clients with dementia, reablement, physiotherapy, occupational therapy, day care services and meals. Garlinge GP surgery is also located within the grounds of Westbrook House. The facility is 13 miles from Wayfarers in Sandwich.

There are currently two units unoccupied, which provide an opportunity to relocate those permanent residents from Wayfarers into this accommodation.

KCC's proposal has therefore been amended to reflect the Westbrook House proposal. This means that ASC Cabinet Committee will be asked to consider the following updated proposal on 27 September 2019:

- To proceed with the alternative proposal received from the residents and staff of Wayfarers to relocate the Wayfarers service to an unused, purpose-built unit at Westbrook House, near Margate, and to find accommodation for any residents who instead may wish to move to alternative care homes.
- Close the current Wayfarers Care Home and for KCC to seek to find a buyer for the building and its land, and to explore Housing with Care (HwC) options preferably in the Sandwich area.

The main drivers for this proposal are:

Kent has a good record of developing Housing with Care (HwC).
 Residents living in HwC are reporting positive experiences about their quality of life.

- Good alternative provision is available from the independent care sector, with KCC already securing the majority of placements from other organisations that provide care.
- Quality of care available in the provider sector is good and is monitored effectively through our contract monitoring arrangements.
- The demand for frail elderly residential care is reducing, more people are able to remain at home with support and this has resulted in reduced occupancy at Wayfarers and an increased unit cost.
- The Wayfarers building is in need of significant investment to bring it up to a standard for it to be fit for the future.
- The unit cost of Wayfarers is about 3 times higher than the average unit cost in the Dover area.

Further information on this proposal is outlined in the analysis section below.

Summary of equality impact

Even though the impact assessment identified adverse impacts, they have been mitigated through the proposed actions. We will continue to monitor the outcomes of the impact assessment through the decision and implementation process. The impacted groups are age and disability.

Adverse Equality Impact Rating Medium

Attestation

I have read and paid due regard to the Equality Analysis/Impact Assessment concerning the consultation to close Wayfarers care home. I agree with the actions to mitigate any adverse impact(s) that has /have been identified.

Head of Service

Signed: Alison Shepherd Name: Alison Shepherd

Job Title: Head of In-House Modernisation Date: 11 September 2019

DMT Member

Signed: Anne Tidmarsh Name: Anne Tidmarsh

Job Title: Director Partnerships Date: 11 September 2019

Part 1 Screening

Could this policy, procedure, project or service, or any proposed changes to it, affect any Protected Group (listed below) less favourably (negatively) than others in Kent?

Could this policy, procedure, project or service promote equal opportunities for this group?

	Please provide a <u>brief</u> commentary	on your fir	ndings. Fuller analysis shou	ld be undertaken in Part 2.
	High negative impact	Medium negative impact	Low negative impact	High Positive Impact
Age	The home is registered for older people with general frailty; all residents are aged 65+. The consultation has helped developing an understanding of the impact of the proposals on this protected group. Discussions between residents, relatives and the staff have shaped the Westbrook House proposal which is being supported by the majority of residents and staff. Some consultation responses said that the proposed closure unfairly impacted elderly people, not only the current residents but also any future potential residents. It was felt by some respondents that closing Wayfarers could be considered ageist towards the elderly.			One element of the council's proposal is to proceed with the alternative proposal received from the residents and staff of Wayfarers. This would ensure continuity of care for the residents. Additionally, the range of facilities and services available at Westbrook House mean KCC could extend the service offer to those Wayfarers residents who choose to relocate to Westbrook House. These include short stay provision for clients with dementia, reablement, physiotherapy, occupational therapy, day care services and meals. Garlinge GP surgery is also located within the grounds of Westbrook House and the facility is 13 miles from Wayfarers in Sandwich.

These views have been considered and summarised in the ASC Cabinet Committee Consultation Outcomes report, for consideration by the Cabinet Committee on 27 September. This discussion will then inform the decision to be taken by the Cabinet Member around October 2019.

Some studies have suggested that moving clients from one residential home to another can be a disruptive and stressful time, which could in turn have a negative impact on a client's wellbeing.

Wayfarers is the only remaining residential care home in Sandwich. Residential care provision is available in the surrounding areas like Deal, Dover and Thanet.

ASCH Practitioners were briefed about the consultation proposal and during the consultation undertook/updated care reviews of the Wayfarers residents. Further reviews will be undertaken in line with the decision by the Adult Social

Alongside this KCC aims to continue to explore options for developing Older People's Housing with Care (HwC) preferably in the Sandwich area. The aim is that this progresses very shortly based on the ongoing discussions with Dover council.

HwC schemes can offer high quality purpose built accessible accommodation where older people can live independently and receive high levels of care.

Currently bathroom facilities are shared at Wayfarers and only one of the two wings in the home is in use. HwC schemes can offer a home for life with access to self-contained accommodation including own bathroom.

KCC's aim is that, should a Housing with Care scheme be built in Sandwich, former Wayfarers residents would have the opportunity to see if moving in would be an option for them. Apartments would be available and offered to them if their needs could be met in the new scheme, and if they

	Care and Public Health Cabinet Member. If the Westbrook House option is accepted, it will be the resident's choice whether they would want to relocate to Westbrook House or be supported to move to alternative care homes. Any future care reviews will consider the resident's views and wishes and continue to be mindful of the needs of this protected characteristic group.	wished to do so. Wayfarers care home has 33 beds; admissions data shows there was an overall decline in admissions since 2014 from 134 for 2014/15 to 29 2017/18. In 2018/19 there was a very small increase in admissions up to 33; For 2019/20 admissions fell to 15. This supports the idea that demand for frail elderly residential care is reducing, more people are able to remain at home with support and this has resulted in reduced occupancy at Wayfarers. The current occupancy at the home is
Disability	A significant proportion of residents have disabilities. There is the potential that relocating to Westbrook House or moving to a new accommodation and needing to grow accustomed to a new environment may be stressful and disruptive for this protected group. As with age above, the consultation has helped developing an	If the council's proposal to proceed with the alternative proposal received from the residents and staff of Wayfarers is accepted a positive impact on disability is expected. This option would not only ensure continuity of care for residents but the additional range of facilities and services available at Westbrook House

	understanding of the impact of the proposals on this protected group. Discussions between residents, relatives and the staff have shaped the Westbrook House proposal which is being supported by the majority of residents and staff. If the Westbrook House option is accepted, it will be the resident's choice whether they would want to relocate to Westbrook House or be supported to move to alternative care homes. Any future care reviews will consider the resident's views and wishes and continue to be mindful of the needs of this protected characteristic group.		would mean KCC could extend the service offer to those Wayfarers residents who choose to relocate to Westbrook House. These include short stay provision for clients with dementia, reablement, physiotherapy, occupational therapy, day care services and meals. Garlinge GP surgery is also located within the grounds of Westbrook House and the facility is 13 miles from Wayfarers in Sandwich.
Sex		As of 11 September 2019, the breakdown for this protected characteristic was: 64% of residents are women and 36% of residents are men This was slightly different for 2018/2019; for this period women made up 44.8% of residents and men represented 55.2%.	

	above, if the option is acc resident's ch would want to Westbrook H	
	consider the wishes and consider the	needs of this
Gender identity/ Transgender		This is currently unknown; no data on gender identity/transgender is collected at present. If it is identified as part of future care reviews that this protected group may be affected by the proposals, the council will ensure that any actions are taken in compliance with the February 2019 Adult Social Care and Health and Children and Young People Education policy 'Supporting transgender users of our services'. This policy is designed to help staff in Adult and Children Social Care to offer the best service they can to trans users of Social Care

		services.
Race	As of 11 September 2019, 100% of the residents at Wayfarers were White British. Between 2014 and 2016, there was a small number of admissions from BME groups. Over the last three years (2016 to 31st March 2019) there were no placements from other ethnic groups (100% of placements were for White British residents). We are currently not sure why there was a decline in admissions for BME people and this has not been made evident during the consultation. Future care reviews will need to continue to be mindful of the needs of this protected group.	
Religion and Belief	As of the 11 September 2019, 43% of residents are Christian. For 57% of residents this is currently recorded as unknown.	

			Future care reviews will need to continue to be mindful of the needs of this protect group.	
Sexual Orientation				This is currently unknown. If it is identified as part of future care reviews that this protected group may be affected by the proposals, the council will ensure actions will be taken into account the key points from the LGBT Action Plan published in July 2018 following on from a survey undertaken in July 2017 to explore the Experiences of LGBT people in the UK.
Pregnancy and Maternity	N/A	N/A	N/A	N/A
Marriage and Civil Partnerships	N/A	N/A	N/A	N/A
Carer's Responsibilities			The consultation has helped developing an understanding of the impact of the proposals on this protected group.	

	One consultation response said that as a respite care facility, Wayfarers provides much needed relief for informal, unpaid carers. "Informal carers come in all shapes and sizes and ages, but the majority are women. Respite care thus disproportionality makes a vital contribution to the wellbeing of women and contributes to gender equality". Any future care reviews will consider the resident's views and	
	wishes and continue to be mindful of the needs of this protected group.	

Part 2

Equality Analysis /Impact Assessment

Protected groups

Analysis has suggested that Age and Disability groups will be either negatively and or positively impacted by the proposals for the future of the home.

If KCC's proposal is accepted and in light of the consultation feedback, future care reviews by ASCH Practitioners will need to ensure KCC is mindful of the needs of residents within the following protected groups:

- Age
- Disability

Additionally, care reviews will need to ensure the needs of the following protected characteristics are also considered:

- Sex
- Carer's responsibilities
- Gender identity/Transgender
- Race
- Religion/Belief
- Sexual orientation

Information and Data used to carry out your assessment

- Consultation Outcomes Report presented to Adult Social Care and Public Health Cabinet Committee 14 January 2016.
- Options Appraisal on the future of Wayfarers undertaken by the Strategic Commissioning division, August 2018
- Performance data held on the service and residents
- "Mortality at older ages and moves in residential and sheltered housing: evidence from the UK" - https://jech.bmj.com/content/68/6/524
- "Enforced relocation of older people when Care Homes close: a question of life and death?" https://academic.oup.com/ageing/article/40/5/534/46619
- "Effects of residential relocation on mortality and morbidity among elderly people" – https://academic.oup.com/eurpub/article/6/3/212/660115
- February 2019 Adult Social Care and Health 'Supporting transgender users of our services policy'

Who have you involved, consulted and engaged:

Internal stakeholders; engagement and consultation:

- Clair Bell, Cabinet Member Adult Social Care and Public Health
- Anne Tidmarsh Director Partnerships

- Alison Shepherd Head of In-House Modernisation
- Damien Ellis Heald of In-house Provision
- Debbie Ford Home manager of Wayfarers
- Stuart Atchison Senior HR Adviser
- Charlotte Jones Consultation and Engagement Officer
- Benjamin Watts Legal Counsel
- Akua Agyepong Corporate Equality Lead
- Sharon Dene Senior Commissioning Manager, Strategic Commissioning Division
- Clare Maynard Head of Strategic Commissioning
- Adult Social Care Performance Team, KCC
- Wayfarers Staff
- KCC Opposition Leaders (Labour and Liberal Democrats)
- County Councillors (Dover and Deal)
- KCC Cabinet Members
- ASC Cabinet Committee
- ASCH Practitioners (OPPD) responsible for undertaking care reviews on residents
- ASCH DMT
- Helen Bond Strategic and Corporate Services, Property

External stakeholders; engagement and consultation:

- Residents of Wayfarers
- Friends and relatives of Wayfarers
- Members of the public
- Dover and Deal MP
- Thanet MP

The outcomes of the consultation have been summarised in the Consultation Outcomes Report which is being presented to ASC Cabinet Committee on 27 September 2019. Several ideas were proposed by the consultation respondents on the future of Wayfarers; numerous consultation responses suggested keeping the home open and many respondents which suggested the home should remain open have also suggested additional ideas for the home.

Additionally, several issues and concerns were raised during the consultation for example, some consultation respondents were concerned about the wellbeing of the residents and the staff, or about the availability of residential care in Sandwich. Issues and concerns have been summarised and included in section 5 of the Consultation Outcomes report.

Analysis

Adverse Impact:

The evidence gathered as part of this assessment indicates that there may be potential adverse impact on age and disability, if KCC's proposal is accepted. Wayfarers is currently home to 14 residents who would require alternative accommodation if the home closed.

It is expected that moving residents to new accommodation if the home closed could cause stress for those affected, including not only the residents themselves but also their family and friends.

It is hoped the impact may be lessen by relocating residents to Westbrook House. This idea was discussed with residents, their relatives and staff during the consultation, and it is supported by the majority of residents and staff.

This option would ensure continuity of care as Wayfarers staff would transfer to Westbrook House with the residents. This would also provide an opportunity for residents to continue to live together in the alternative accommodation in Margate. It is however recognised that the centre is 13 miles apart and this would be additional travel in some cases for families to visit.

For the residents who may wish to move to alternative care homes, KCC would ensure that they would be supported to find appropriate accommodation that met their needs which was of their choice.

Positive Impact:

The council's proposal is to relocate residents to Westbrook House. If accepted this would provide continuity of care and an opportunity for residents to access additional services available at Westbrook House.

These include short stay provision for clients with dementia, reablement, physiotherapy, occupational therapy, day care services and meals. Garlinge GP surgery is also located within the grounds of Westbrook House and the facility is 13 miles from Wayfarers in Sandwich.

Additionally, KCC's aim is to continue exploring options for developing Older People Housing with Care (HwC) preferably in the Sandwich area. The aim is that this progresses very shortly based on the ongoing discussions with Dover council. HwC schemes can offer high quality purpose built accessible accommodation where older people can live independently and receive high levels of care.

Currently bathroom facilities are shared at Wayfarers and only one of the two wings in the home is in use. Housing with Care schemes can offer residents a home for life with access to support and self-contained accommodation including own bathroom.

If KCC's proposal is accepted this would mean that should a Housing with Care scheme be built in Sandwich, former Wayfarers residents would have the opportunity to see if moving in would be an option for them. Apartments

would be available and offered to them if their needs could be met in the new scheme, and if they wished to do so.

For the residents who may wish to move to alternative care homes, KCC would ensure that they would be supported to find appropriate accommodation that met their needs which was of their choice.

This would be about personal choice; residents would not be forced into moving to Westbrook House. If their preference was to remain near Sandwich (there are currently no other residential or care homes in Sandwich itself) or closer to where families and loved ones live, KCC would support them in finding a suitable care home nearer to their area of choice.

JUDGEMENT

Continue the policy

Internal Action Required

Yes (please see below action plan)

Equality Impact Analysis/Assessment Action Plan

Protected	Issues identified	Action to be	Expected	Owner	Timescale	Cost
Characteristic		taken	outcomes			implications
Age and Disability	Potential adverse and	ASC Cabinet	Ensure decisions	Anne	From	Please see
	positive impact for	Committee	on the future of the	Tidmarsh/Alison	October	Outcomes
	these protected	discussion taking	home are informed	Shepherd	2019	Consultation
	characteristic groups.	into consideration	by the outcomes of		(pending	Report –
		the issues raised	the consultation as		decision)	Appendix C
		during consultation	outlined in the			
		as outlined in the	Consultation			
		Consultation	Outcomes report			
		Outcomes report.	and the discussion			
			by ASC Cabinet			
		The future care	Committee on 27			
		reviews of	September 2019			
		Wayfarers				
		residents will				
		ensure that the				
		needs of all				
		residents with				
		'protected				
		characteristics' are				
		fully addressed.				
		If the option to				ļ
		relocate residents				
		and staff to				
		Westbrook House				
		Care Centre is				

accepted, residents' needs will be taken into consideration when developing an implementation plan for this proposal.	
To work with residents and their relatives who may wish to find accommodation in alternative care homes in a way that ensures that any needs arising from their protected characteristics are fully considered.	
To continue to monitor equality impact post implementation. If the Housing with Care option is	

Sex, Carer's responsibilities Gender Identify/Transgender Sexual Orientation, Race and Religion/Belief	There is no equalities data currently gathered Identity/Transgender and Sexual Orientation. There is data captured	confirmed and goes ahead, to ensure equality analysis takes place to ensure needs associated with equality characteristics are taken into account and are met. ASC Cabinet Committee discussion taking into consideration the issues raised during consultation as outlined in the	Ensure decisions on the future of the home will be informed by an analysis of the impact on this protected group.	Anne Tidmarsh/Alison Shepherd	From October 2019 (pending decision)	Please see Outcomes Consultation Report – Appendix C
	on sex, race, religion and belief.	Consultation Outcomes report. The future care reviews of Wayfarers residents will ensure that the needs of all residents with 'protected characteristics' are fully addressed.				

If the option to relocate residents and staff to Westbrook House Care Centre is accepted, residents' needs will be taken into consideration when developing an implementation plan for this proposal.
To work with residents and their relatives who may wish to find accommodation in alternative care homes in a way that ensures that any needs arising from their protected characteristics.
ASC Cabinet Committee

	T
discussion taking	
into consideration	
the issues raised	
during consultation	
as outlined in the	
Consultation	
Outcomes report.	
To continue to	
To continue to	
monitor equality	
impact post	
implementation.	
If the Housing with	
Care option is	
confirmed and	
goes ahead, to	
ensure equality	
analysis takes	
place to ensure	
needs associated	
with equality	
characteristics are	
taken into account	
and are met.	

Have the actions been included in your business/ service plan?

No – actions will be monitored through the In-House Changes steering group chaired by the Director Partnerships.

<u>Appendix</u>

The data in this appendix has been refreshed to reflect the latest information on admissions and profile of residents.

Admissions

The table below shows admissions broken down by month from 1st April 2014 to 31st March 19:

Year/Month	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
2014/2015	≤10	≤10	≤10	≤10	12	11	14	≤10	13	19	11	13	134
2015/2016	13	≤10	≤10	17	≤10	≤10	12	11	≤10	≤10	15	12	135
2016/2017	≤10	≤10	≤10	≤10	11	≤10	≤10	≤10	≤10	≤10	≤10	≤10	74
2017/2018	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	29
2018/2019	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	33
2019/2020	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	≤10	15

	Admission by Type								
Assessment	85	80	28	≤10	≤10	≤10			
Respite	49	48	37	16	20	13			
Long Term Care	≤10	≤10	≤10	11	≤10	≤10			
Total	134	135	74	29	33	15			

Profile of service users

Current gender profile of service users (11/09/2019)

Gender	Number of residents	% of residents
Female	≤10	64%
Male	≤10	36%
Total	14	100%

Gender Breakdown (2018/2019)

Gender	Totals	%
Female	13	44.8%
Male	16	55.2%
Total	29	100%

Ethnicity breakdown (2018/2019):

Ethnicity Ethnicity Breakdo	n No of Service % Users
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White	British	29	100%
	Irish	0	0%
	Other	0	0%
	Gypsy/Roma	0	0%
Mixed	White Asian	0	0%
	White & Black Caribbean	0	0%
	Other	0	0%
	Bangladeshi	0	0%
	Pakistani	0	0%
	Chinese	0	0%
	Indian	0	0%
Black or Black British	African	0	0%
	Caribbean	0	0%
	Other	0	0%
Not Recorded	Refused	0	0%
Total		29	100%

Sex						
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Female	78	81	45	15	13	≤10
Male	56	54	29	14	20	≤10
Total	134	135	74	29	33	15

ВМЕ						
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
BME	≤10	≤10	≤10	≤10	≤10	≤10
White British	127	131	74	29	33	15
Unknown	≤10	≤10	≤10	≤10	≤10	≤10
Total	134	135	74	29	33	15

Postcode analysis shows people accessing the service are predominantly from 56 Kent postcodes. The majority of clients accessing the service between 1st April 2018 and 31st March 2019 are from CT13 and CT14 postcodes.