

## Report of Director of Adult Social Services

### Report to Executive Board

**Date: 8<sup>th</sup> February 2017**

### **Subject: A Break with Tradition: Transforming Short Breaks in Adult Social Care**

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

### Summary of main issues

1. *Transforming Short Breaks in Adult Social Care* provides an opportunity to modernise the way short breaks are planned and delivered and to ensure a better fit with emerging models of delivery in adult social care, for example strength based approaches, market shaping, increasing the number of direct payments. In addition it will bring consistency of approach and ensure that resources are used efficiently and targeted to have the greatest impact.
2. Short breaks can provide positive outcomes for unpaid carers and the people they care for and should be seen as a key component in our overall approach to supporting both.
3. Current arrangements are not considered equitable and present anomalies in terms of assessment, eligibility determination and charging.
4. Having a break from caring has been a consistent theme raised by carers in previous surveys and in particular increasing and varying the range of breaks available
5. Transforming Short Breaks may lead to a change in circumstance for some people and as such, a period of consultation in order for stakeholders to influence future decisions is recommended.

## **Recommendations**

1. That Executive Board note that Adult Social Care is to enter into a period of consultation to support the transformation of short breaks.
2. That a further report setting out the conclusions and recommendations from consultation is presented to a future Executive Board.

## 1. Purpose of this report

- 1.1 The purpose of this report is to give notice to the Executive Board that Adult Social Care is to enter into a 12 week period of formal consultation to support the transformation of short breaks.

## 2. Background information

- 2.1 The provision of unpaid care is an important policy issue because it not only makes a vital contribution to the supply of care, but can also affect the health and well-being, employment opportunities, finances and social and leisure activities of those providing it.

- 2.2 As public services face continued financial pressures set against increasing demand, the introduction of new legislation and models of delivery, and changing expectations of citizens, unpaid carers are taking on responsibility for increasing amounts of care. The table below shows that although the most common level of unpaid care is 1-19 hours per week, the number of people providing this level of care fell between 2001 and 2011. The numbers of people providing higher levels of care however both increased. In 2011, 36.2% of all carers in Leeds were providing more than 20 hours of unpaid care per week compared to 31.2% in 2001.

Census	1-19 hrs	20-49 hrs	50+ hrs	Total
2011	45,684	9,473	16,441	71,598
2001	48,446	7,631	14,369	70,446

- 2.3 Unpaid carers provide the bulk of care in the community. If people on average provide towards the mid-range of hours per week in the 1-19 and 20-49 categories and the minimum 50 hours in the remaining category, then this equates to over 1.5 million hours of unpaid care per week across the city. The University of Leeds estimate the cost of this unpaid care to be £1.4billion per year in Leeds.

- 2.4 There is strong evidence from various research that many carers pay a heavy price for their caring role in terms of both their health and their wealth, for example:

- 40% of carers experience significant distress and depression
- The more care you provide the more likely you are to report bad or very bad health
- 20% of carers report back injury as a result of caring
- Providing higher levels of care is associated with a 23% higher risk of stroke
- 73% of carers say that worrying about their finances is affecting their health

- 2.5 It is widely recognised that good support for carers benefits not only carers by maintaining their health and well-being, but also the health and well-being of the person they care for. Supporting carers to continue caring is therefore fundamental to strong communities as well as to the sustainability of the NHS and Adult Social Care. Leeds has been recognised for its integrated approach to supporting carers and recently Carers Leeds, with Leeds City Council and NHS Leeds Clinical Commissioning Groups, won the Health Service Journal Award in the Integrated Commissioning for Carers category.

- 2.6 Having a break from caring is one of the most common requests from carers and is known to provide positive outcomes for carers. Short breaks can enable carers to

maintain social contacts, to pursue work, education or leisure opportunities, or simply to recharge their batteries. There are a number of ways that a carer may get a break from caring. This can range from very informal arrangements where a family member or friend takes over for a short time, to more formal social care arrangements which could include support from a personal assistant or care agency, day care or a short stay in a residential or nursing home. Many carers will make their own private arrangements outside of statutory social care with community based and/or private care agencies.

- 2.7 Adult Social Care has for a number of years funded two schemes to provide breaks for carers. Community Based Respite Services provide care in a person's own home through a paid worker employed by a commissioned provider. The Shared Lives Outreach Service, also provide care in a person's own home but through a worker employed on a casual basis by the Adult Social Care Shared Lives Scheme.
- 2.8 The value of the current community based respite contracts is £1.129m per year. The services are supporting around 300 people, each of who receive between 2 and 8 hours of replacement care per week. The service is provided free of charge.
- 2.9 Gross expenditure on the Shared Lives Outreach service in 2015/2016 was £381k. The service supports around 280 people. Gross expenditure was offset by income of £131k of which £32.5k was through Fairer Charging.
- 2.10 Although Community Based Respite and Shared Lives Outreach provide services which are essentially similar in nature, the way in which they have historically been regarded presents an anomaly in that two people with similar needs and receiving similar services can be assessed and charged differently. Community Based Respite is organised outside of Adult Social Care assessment and support planning procedures which also means that people who may be able to afford to pay for their own care are receiving a free service while others are not.
- 2.11 The two schemes combined are supporting relatively low numbers (less than 2.5% of carers caring for more than 20 hours per week benefit from the schemes) and there is no real scope to increase either the numbers of people supported by the schemes or to increase the budget available.
- 2.12 Statutory social care provision often supports unpaid carers and provides an opportunity for a carer to have a break. However, it is difficult to determine how much of the spending on home care or day care services directly benefits carers.

### **3. Main issues**

- 3.1 Emerging models of delivery in adult social care present an opportunity to update and transform the way that unpaid carers are supported to take a break from caring. This will enable Adult Social Care to:
  - Modernise the way short breaks are planned and delivered and make sure it fits with new ways of delivering Adult Social Care
  - Make sure we are compliant with the Care Act and that we have a consistent approach to short breaks across the Adult Social Care department
  - Make sure we are using resources efficiently and targeting those resources where they can have the biggest impact
- 3.2 The proposal is therefore to transform the short breaks offer across Adult Social Care which will include identifying, developing and making best use of strengths and assets that exist in people's local networks and communities.

- 3.3 The underlying principle of a short break is that it should always aim to promote the health and well-being of both the carer and the person they care for. A short break will usually provide an unpaid carer with a temporary break from caring while the person they look after is either looked after by someone else or takes part in an activity. However, sometimes the carer and the person they care for might take part in an activity together with other people as this can provide a break from the usual routine of caring.
- 3.4 A short break may vary from a couple of hours to a week or two. For example, a regular break of an hour or two might help a carer to pursue a hobby or interest while a longer break may be required so a carer can take a holiday.
- 3.5 We recognise that family, friends and neighbours continue to play a vital role in supporting unpaid carers to take a break and Transforming Short Breaks sets out to complement and enhance that natural support which in turn, is helping to make Leeds the best city for health and wellbeing in the UK.
- 3.6 The proposed short breaks offer is based on three levels or tiers:

#### **Level 1: Universal Short Breaks**

- Universal short breaks are available through resources that are available in the local community and that anyone can access. This could include activities at leisure centres, community centres, faith groups etc.
- There will be no requirement for either the carer or the cared-for person to be eligible for support from Adult Social Care
- The organisation who provide the activity or break may charge while others may be free of charge

- The Leeds Card and Leeds Let's Get Active Card provide offers and discount at various locations around Leeds including activities at Leeds City Council run leisure centres and community venues
- There is a wide range of social, voluntary and community, and faith groups who run various creative groups and activities across Leeds

#### **Level 2: Targeted (Open Access) Short Breaks**

- Targeted short breaks are usually available through resources that have been designed specifically to meet the needs of particular groups of people, for example Neighbourhood Networks, Dementia Cafes, Peer Support Groups, Luncheon Clubs etc.
- As with universal short breaks, there will be no requirement for either the carer or the cared-for person to be eligible for support from Adult Social Care
- Targeted short breaks will often be funded by grants from the Council or the NHS. Some breaks may be free while others may charge.

- The 37 Neighbourhood Networks provide a range of services and activities for older people including trips, exercise, coffee mornings, games afternoons, IT sessions etc.
- Dementia Cafes – there is an established network of over 40 dementia cafes across Leeds
- Carers Leeds facilitate 26 support groups for carers caring for people with a range of different health issues - some groups are themed around craft, or exercise
- There is a wide range of services and support groups provided by social, voluntary and community, and faith groups including singing groups, walking groups, peer groups, luncheon clubs etc
- Some GP practices provide health related activities (e.g. seated exercise)
- The Time for Carers grant can provide a carer with a cash sum which can be used to take a break

### **Level 3: Eligibility Based Short Breaks**

- Eligibility based short breaks are for people who have care and support needs which cannot be met by universal or targeted short breaks,
- The cared-for person will usually be eligible for support from Adult Social Care although it may be that the carer is eligible for support and the cared-for person agrees that a short break is the best way to meet their needs
- The cared-for person will have a personal budget which can be provided as a Direct Payment or a Local Authority managed payment
- The cared-for person will usually have a financial assessment and may be required to contribute towards the cost of the break in line with the Councils Fairer Charging Policy (this is not the case in relation to Shared Lives Short Breaks where a banded flat rate is charged)
- There will be a range of ways of providing an eligibility based short break, for example employing a personal assistant or sitter, day care, Shared Lives Short Break, or a short stay in a residential or nursing home

- A Personal Assistant could support a person with care needs to get out and about or could sit with them while the carer has a break
- There are over 70 organisations in Leeds on the Leeds Directory who say that they can provide a Sitting Service
- Specialist daytime support is available for people who have particular needs (e.g. dementia, physical disability) which can help people to take part in social and therapeutic activities within the community.
- The Shared Lives Short Break service can provide day support, overnight, weekend and week-long stays in the home of a Shared Lives Carer
- The person with care needs could have a short stay in a residential or nursing home

- 3.7 Further consideration will need to be given as to how people will be supported to find suitable short breaks, particularly universal and targeted short breaks. Eligibility based short breaks will be accessed through Adult Social Care staff following needs or carers assessment and will usually be included in a cared-for persons support plan.
- 3.8 It might be than a carer and/or cared-for person in receipt of an eligibility based short break are also accessing universal and/or targeted short breaks. This is to be encouraged as both universal short breaks and targeted short breaks are intended to prevent, reduce or delay dependency on statutory social care.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 Transforming Short Breaks will most likely lead to a change in circumstances for some people who currently receive either a community based respite service or a shared lives outreach service. It is considered good practice to seek the views of stakeholders who have an interest in a decision and as such it is recommended that a period of consultation takes place.
- 4.1.2 The most recent survey of carers in Leeds was conducted as part of developing the current Leeds Carers Strategy (published March 2015). In addition to the survey 10 consultation meetings were held in locations across the city. Having a break from caring was a consistent theme raised by carers and in particular increasing and varying the range of breaks available. For young carers, breaks were very much seen as making sure that support for the person they cared for was in place so that they could attend school knowing the person they care for was safe
- 4.1.3 A new National Carers Strategy is currently being drafted by the Department of Health and is set for publication early 2017. The development of the strategy follows a five month call for evidence where views were sought from carers, those who have someone who care for them, business, social workers, NHS staff and other professionals that support carers. As with previous national carers' strategies it is anticipated that breaks for carers will be a key priority in the strategy.

### **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 Short breaks can reduce health inequalities experienced by unpaid carers by providing opportunities to maintain social contacts, to pursue personal and leisure interests and to fulfil their educational and employment potential. It is important therefore, that there is equity of access to short breaks
- 4.2.2 An equality and cohesion screening tool has been completed and is appended to this report.

### **4.3 Council policies and best council plan**

- 4.3.1 Transforming Short Breaks will contribute to the delivery of key outcomes in the Best Council Plan 2015/2020, specifically to improve the quality of life for our residents and particularly those who are vulnerable or in poverty.
- 4.3.2 Transforming Short Breaks will also make significant contributions to the Leeds Health and Wellbeing Plan and its priority to make Leeds the best city for health and wellbeing.

#### **4.4 Resources and value for money**

- 4.4.1 Adult Social Care recognise that short breaks can provide positive outcomes for unpaid carers and the people they care for and can prevent more costly interventions which can arise as a result of a carer no longer being able to continue caring.
- 4.4.2 Transforming Short Breaks will aim to ensure we use resources equitably and efficiently, and where they can have the biggest impact. Transforming Short Breaks will be funded from within the existing £1.379m budget available to support unpaid carers to have a break from caring.

#### **4.5 Legal implications, access to information, and call-in**

- 4.5.1 This decision is eligible for call-in in accordance with Part 4(b), Paragraph 5.1.2 of the Procedure Rules. A further decision will be required following the outcome of consultation.
- 4.5.2 The report does not contain any exempt or confidential information.

#### **4.6 Risk management**

- 4.6.1 There are two main changes to current services that will happen if Transforming Short Breaks is accepted. They are:
  - The community based respite contracts will come to an end
  - Adult Social Care may cease to provide an outreach service
- 4.6.2 Consultation will ensure that the views of stakeholders are taken into account while there are genuine choices to be made in terms of how we proceed. This will include current clients of services affected by the proposed new model, service providers and casual staff involved in Shared Lives Outreach
- 4.6.3 Advice will be taken from Leeds City Council's Projects Programmes & Procurement Unit to ensure that services can continue for existing community based respite clients until alternative and appropriate arrangements are in place.
- 4.6.4 People who are supported by the two services will be given an opportunity to have a conversation with Adult Social Care staff in order to identify universal or targeted short breaks, or if they have eligible needs and those needs cannot be met by universal or targeted short breaks, how their eligible needs will be met.
- 4.6.5 A Steering Group will oversee the project using approved governance and risk management arrangements.

#### **5. Conclusions**

- 5.1 *Transforming Short Breaks in Adult Social Care* provides an opportunity to modernise the way short breaks are planned and delivered and to ensure a better fit with emerging models of delivery in adult social care, for example strength based approaches, market shaping, increasing the number of direct payments. In addition it will bring consistency of approach and ensure that resources are used efficiently and targeted to have the greatest impact.



- 5.2 Short breaks can provide positive outcomes for unpaid carers and the people they care for and should be seen as a key component in our overall approach to supporting both.
- 5.3 Current arrangements are not considered equitable and present anomalies in terms of assessment, eligibility determination and charging.
- 5.4 Having a break from caring has been a consistent theme raised by carers in previous surveys and in particular increasing and varying the range of breaks available
- 5.5 Transforming Short Breaks may lead to a change in circumstance for some people and as such, a period of consultation in order for stakeholders to influence future decisions is recommended.

## **6. Recommendations**

- 6.1 That Executive Board note that Adult Social Care is to enter into a period of consultation to support the transformation of short breaks.
- 6.2 That a further report setting out the conclusions and recommendations from consultation is presented to a future Executive Board.

## **7. Background documents<sup>1</sup>**

- 7.1 None

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

## Appendix 1

### Transforming Short Breaks in Adult Social Care

Transforming Short Breaks is focussed on identifying and making best use of resources that exist in people's social networks and communities as well as making sure that for those people with eligible social care needs, short breaks are built into their support plans.

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However sometimes the carer and the person they care for might take part in an activity together with other people as this can provide a break from the usual routine of caring.

A short break should always aim to promote the health and well-being of both the carer and the person they care for.

There are a number of ways that a carer might get a short break from caring. This can range from very informal arrangements where a family or friend takes over for a short time to more formal adult social care arrangements.

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- The cared-for person will usually have a financial assessment and may be required to contribute towards the cost of the short break in line with the Councils Fairer Charging Policy
- There are a range of ways of providing an eligibility based short break, for example employing a personal assistant or sitter, day care, Shared Lives Short Break or a short stay in a residential or nursing home