

<b>29 July 2014</b>		<b>ITEM: 8</b>
<b>Health and Wellbeing Overview and Scrutiny Committee</b>		
<b>The Future of Short Break Services for Disabled Adults in Thurrock</b>		
<b>Report of:</b> Alison Nicholls, Carers Strategy Officer		
<b>Wards and communities affected:</b> All	<b>Key Decision:</b> For information	
<b>Accountable Head of Service:</b> N/A		
<b>Accountable Director:</b> Roger Harris, Director, Adults Health and Commissioning		
<b>This report is Public</b>		

## **EXECUTIVE SUMMARY**

The future of short break services is currently being reviewed and joint working with carers, Thurrock Coalition and other professionals has started. The Council needs to seek more flexible options for short breaks which appeal to more carers and offer better value for money. The initial work is involving carers in the planning process regarding what is needed in Thurrock. This report highlights key issues which will support the development of short break options for disabled adults in Thurrock.

### **1. RECOMMENDATIONS:**

- 1.1 That Health and Well Being Overview and Scrutiny Committee are asked to comment on the proposed changes to the provision of Short Break Services for disabled adults in Thurrock**
- 1.2 That Health and Well Being Overview and Scrutiny Committee note that a wide review and initial work to develop short break options for disabled adults has now started and the results of that review will be reported back to the Committee.**
- 1.3 That Health and Well Being Overview and Scrutiny Committee note the decision of the Director, in consultation with the portfolio holder, that Hathaway Road Short Break Service is permanently closed.**
- 1.4 Health and Well Being Overview and Scrutiny Committee is asked to comment on the proposal of an allocation system before a final paper is presented later in the year.**

### **2. INTRODUCTION AND BACKGROUND:**

- 2.1 Until April 2014 there were two main options for residential short breaks for disabled adults in Thurrock, Breakaway and Hathaway Road. Both of these were in place to provide planned short breaks which promote the independence, inclusion and skills development of disabled adults whilst at the same time providing a break for their carer. In addition to planned breaks, both facilities have occasionally been used in emergency situations where there is a risk of the caring role breaking down.
- 2.2 Breakaway, run by East Living is a four bedded unit in Aveley. Thurrock has a block contract in place for exclusive use of 3 bed spaces; the fourth is marketed to other local authorities. The Council have given notice to Breakaway on the current block contract. How this service will be purchased in the future is part of the ongoing review of Short Break options, we are working in partnership with Breakaway to look at models that will support individuals to purchase short breaks directly from Breakaway with a personal budget. How this model will develop, as well as the development of other short break options will be subject to a wider review and further consultation. The Council will be seeking more flexible options for short breaks which appeal to more carers and offer better value for money.
- 2.3 Hathaway Road is a three bedded unit in Grays which is owned by Thurrock Lifestyle Solutions Community Interest Company and was leased by the Council until April 2014. The Council were running (with their own staff) a short break residential service at Hathaway Road until 3<sup>rd</sup> April 2014 when problems with the drainage system meant that the building was no longer suitable for occupation. Repairs to the building are now almost complete. However the decision has been taken by the Director, in consultation with the Portfolio Holder, not to enter into a new 3 year lease for the property, as residential short breaks can be offered at Breakaway under an already funded block contract and new ways of offering short breaks are being explored.
- 2.4 There were nine regular users of the short break services at Hathaway; this represents less than 2% of adults in Thurrock with a moderate or severe learning disability. All of these people have now been accommodated in other services, predominantly Breakaway. Council staff, previously employed to run the service, have been redeployed elsewhere and agency staff used for the service have been released.
- 2.5 The decision not to renew the lease and not to continue with the service has generated savings to the Council of approximately £65,000 per annum.

### **3. ISSUES, OPTIONS AND ANALYSIS OF OPTIONS:**

- 3.1 With all options for providing short breaks (both residential and non-residential) currently under review by a task and finish group of professionals, partners and carers, there are likely to be significant changes to how Short Break services are provided in future.

- 3.2 For Breakaway the block contract was for £400,952 for the period April 2013 to March 2014. A 10% reduction has been negotiated representing a reduction of £40,095, giving a total cost for 2014/15 of £360,857
- 3.3 For Hathaway Road the total annual cost was £155, 000, savings have been realised of approximately £65,000 per annum covering the vacant staff post, the premises cost and the services and supplies. The staff have been redeployed and there may be a further saving.
- 3.4 In the last 12 months there were 30 regular users of residential short break services, 9 people using Hathaway Road and 21 using Breakaway. Based on the Institute of Public Carer's data highlighting that there are approximately 560 learning disabled adults in Thurrock of which 380 are known to adult social care the figure of 30 represents 5% of learning disabled adults using the service.
- 3.5 A key area that will need to be resolved, given that there will be a range of Short Break options, is the development of an allocation criteria for short break services. The purpose of an allocation system would be to make sure that the process is open, transparent and fair, individuals and their families would be allocated a personal budget, or a number of hours or days. This will be based on the identified needs of the person using the service and their carer. Work is being undertaken designing a model of allocation for short breaks. Attached at Appendix One are two examples of allocation criteria. These models have been given to the task and finish group for review and discussion. The contribution of Overview and Scrutiny Committee to this process would be very valuable.
- 3.6 The task and finish group is undertaking a focussed piece of work to develop different options for short breaks for disabled adults in Thurrock. Initially they have looked at:
- **Shared Lives** which is a scheme to match families who want to offer support and disabled adults, the family will offer day and overnight stays in their home to give the individuals carers a break.
  - **Holidays with support** so an individual can go on holiday with a paid carer and give their unpaid carer a break
  - **Friends and Places** which is a scheme to support friendships and so enable people to have evenings out, access leisure and other activities. This would be a scheme independent of the local authority with minimal funding

There a number of other models that will be considered and the task and finish group will put together a proposal for Thurrock for wider consultation.

#### 4. REASONS FOR RECOMMENDATION:

- 4.1 That Health and Well Being Overview and Scrutiny Committee are fully informed and involved in the proposals to review current short break services and to develop, in partnership with carers and professionals, a range of short break options for disabled adults in Thurrock.

## **5. CONSULTATION (including Overview and Scrutiny, if applicable)**

5.1 This piece of work has begun in partnership with carers and other professionals as we want to develop the options through a co-production approach. Once we have determined the options for short breaks there will be a public consultation held over 12 weeks which will include (but not be limited to) engagement via face to face meetings, public events, attendance at carers events and web-based feedback mechanisms.

## **6. IMPACT ON CORPORATE POLICIES, PRIORITIES, PERFORMANCE AND COMMUNITY IMPACT**

6.1 Decisions regarding the future options for short break services for disabled adults have the potential to impact on all Corporate Priorities but specifically Providing High Quality and Accessible Public Services.

## **7. IMPLICATIONS**

### **7.1 Financial**

Implications verified by: **Mike Jones**  
**Management Accountant**

The financial implications of this proposed work will be the realisation of the saving that has been put forward as part of the budget and medium term financial strategy discussions.

### **7.2 Legal**

Implications verified by: **Dawn Pelle**  
**Solicitor**

There are no legal implications for this report.

### **7.3 Diversity and Equality**

Implications verified by: **Teresa Evans**  
**Diversity Officer**

The guiding principles of the proposal to redesign short break services for disabled adults in Thurrock is to ensure fairer access to short break services for individuals and their families. However the task and finish group will need to be mindful of the impact of such changes on individuals and carers. It is very positive that carers are involved in this work from the start and this involvement will be closely monitored.

7.4 **Other implications (where significant) – i.e. Section 17, Risk Assessment, Health Impact Assessment, Sustainability, IT, Environmental**

**BACKGROUND PAPERS USED IN PREPARING THIS REPORT (include their location and identify whether any are exempt or protected by copyright):**

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**APPENDICES TO THIS REPORT:**

- Appendix 1 Allocation Models for Short Breaks

**Report Author Contact Details:**

Alison Nicholls – Carers Strategy Officer

## Allocation Models for Short Breaks

Although these models are described in terms of bed nights the principle can be applied to any form of short break allocation, personal budgets, hours, days or overnight stays.

### Model One

**Up to 28 nights short break**

**One or more of the following:-**

- Not sole carer and in good health
- Necessary to maintain carer's working life
- Enable carers to take a holiday or participate in a family event
- Development opportunity for the service user eg as preparation for independent living
- Enable service user to maintain local networks and social opportunities
- Enable carers to have quality time with other family members
- Provide a service user with a break from a difficult family environment

**Up to 42 nights short break**

**At least one of the above plus one or more of the following:**

- Changing needs of a carer eg deterioration in health or death of a partner
- Carer under extreme stress due to age and/or health problems/sole carer/cared-for has high support needs, complex disabilities or challenging needs
- Risk of the home situation breaking down imminently without the opportunity for planned move-on for the service user
- Extended break needed due to family crisis or hospital discharge where higher levels of support are needed temporarily
- People with complex and challenging needs where there is heightened stress for the carer

There is discretion to increase the upper limit in exceptional circumstances

### Model Two

The guiding principle is that of equity and fairness so that limited resources can be shared out with everyone getting a slice of the cake, but that those with greatest need getting most. It is called a **matrix assessment**

- The disabled person is assessed against a series of statements about various conditions (like a multiple-choice question) and a score is given. A final score, unique to that person is established and is called the Individual's Score

- A series of statements about the level and range of existing services and support is chosen and the score is subtracted from the Individual's Score.
- The carers situation is scored against a further series of statements and this is added to the previous score

Personal Score	100
Less Support Score	-25
Sub Total	75
Carers Score	45
Total	120

Each eligible person and carer is assessed so the scores will build up and can be ranked from highest to lowest.

The next step is to identify the size of the resource to be allocated, this could be bed nights or cash (if DP's are to be offered). Assuming a respite resource of 3 beds for a full year i.e. a total of  $365 \times 3 = 1,095$  bed nights to allocate.

Dividing the total allocation score into the resource available identifies the co-efficient. In the example below, resource=1095 bed nights divided by a total score of 3610, gives a co-efficient of 0.303. The individual score is then multiplied by the co-efficient to get the allocation of bed nights. So everyone gets a fair share.

Person	Score	Co-efficient	Bed Nights
A	420	<b>0.303</b>	127
B	380		115
C	350		106
D	310		94
E	300		91
F	280		85
G	280		85
H	260		79
I	250		76
J	240		73
K	220		67
L	200		61
M	120		36
<b>Total</b>	<b>3610</b>		<b>1095</b>

By building some slack into the system (i.e. less available bed nights and therefore a reduced co-efficient) you can help to alleviate client mix issues, new entrants who require respite and emergencies. This system however does require all assessments to be completed at one point in the year so that each family can be given their score and allocation. This may put additional pressures on social work teams and so a system to address this may need to be developed.