

Croydon Council

For General Release

REPORT TO:	ADULT SOCIAL SERVICES REVIEW PANEL 31 OCTOBER 2018
AGENDA ITEM:	5
SUBJECT:	Increasing access and choice to respite and short breaks services for adults with disabilities and their carers
LEAD OFFICER:	Guy Van Dichele, Executive Director for Health, Wellbeing and Adults
CABINET MEMBER:	Cllr Jane Avis, Cabinet Member for Families, Health & Social Care
WARDS:	All
CORPORATE PRIORITY/POLICY CONTEXT: People live long, healthy, happy and independent lives	
FINANCIAL IMPACT: Finances for this work sit within the Adult Social Care & All Age Disabilities budget as set out in the Council's 2018/19 budget book. For 2019/20 budget planning purposes a growth bid to cover off increased respite allocations and the development of an in-borough residential offer is being developed.	

1. RECOMMENDATIONS

- 1.1. The Adults Social Services Review Panel is asked to note the report.

2. EXECUTIVE SUMMARY

- 2.1. The Council is developing its services to adults with disabilities and their carers through a two phased approach to developing the Council's respite and short breaks service offer. Phase one is concerned with putting in place an immediate increase in respite provision in response to service user and carer concerns, following the recent closure of the City Breaks respite service. Phase two involves working with service users, carers and the market of providers to establish a new and sustainable respite and short breaks offer that meets local needs.
- 2.2. This report gives background information on the current respite offer and reports on the progress being made to increase access and choice for respite services.

3. INCREASING ACCESS AND CHOICE FOR RESPITE AND SHORT BREAK SERVICES

- 3.1. Respite care is planned or emergency temporary care provided in support of the carer of someone using care and support services. Respite services provide planned short-term and time-limited breaks for families and other unpaid care givers in order to support and maintain the care giving relationship. Respite also provides a positive experience for the person receiving care. The term "short break" is often used to describe respite care. Presently there are c.200 adults (aged 19 to 64 years) and or their carers eligible for respite support.
- 3.2. Respite and short breaks play a key role in the Council's preventative approach to care services. Supporting and sustaining carer relationships keeps families together in the community, sustains carers in employment and prevents and or delays people moving into high cost and or acute services.
- 3.3. All respite care for adults is commissioned from the private and voluntary sectors with around 50% of respite services accessed through direct payments.

4. DEMAND, SUPPLY AND ACCESS TO RESPITE AND SHORT BREAKS

- 4.1. Around 400 adults across all ages access respite support through the Council including c.200 adults aged 19 to 64 with disabilities. A breakdown of respite usage for last year and this year is detailed below.
- 4.2. Note: Because of variable coding the figures in the tables do not reconcile:

Table 1: Summary of service users who used respite support in 2017/19

	Residential Respite (Council placed)	Sitting service respite (Council placed)	Direct Payments granted for respite support	Total
Learning Disabilities	17	1	12	30
Mental Health	3	2	4	9
Physical Disability	11	3	12	26
Older People	119	19	67	188
Carer		1	50	51
Other	4		3	7
Not recorded			43	43
Total	154	26	191	354

Table 2: Summary of service users categorised as being in temporary residential care in 2017/19 (Note: some if this activity will be attributed to respite services.)

	Temporary Residential Care
Learning Disability	42
Mental Health	34
Physical Disability	3
Older People	19
Carer	
Other	3
Not recorded	3
Total	105

Table 3: Summary of service users who used respite support from 1.4.2018 to 10.8.2018

	Residential Respite (Council placed)	Sitting service respite (Council placed)	Direct Payments granted for respite support	Total
Learning Disabilities	4		10	14
Mental Health			1	1
Physical Disability	1	4	3	8
Older People		10	7	17
Carer		1		1
Other			1	1
Not recorded			1	1
Total	5	15	23	43

5. CURRENT EXPENDITURE ON RESPITE AND SHORT BREAKS

- 5.1. Spend on the Council directed respite and short breaks budgets in 2017/18 was £11,475 and as at Q1 is expected to be in 18/19 £113,949 .This includes a block contract arrangement with a provider for two residential respite. Spend on respite funded by self -directed support in 17/18 was £66,831 and as at Q1 is projected to be £79,637 in 2018/19. Total spend in 17/18 was £78,306 and is currently projected at Q1 to be £193,586 in 2018/19.
- 5.2. The Q1 projected expenditure against budget for all respite care in 2018/19 is higher than the allocated budget and this is attributed to an increased allocation of respite and a new block contract to provide two residential respite beds

From budget data

	Budget 2018/19	Actual 2017/18	Q1 Projected Spend 2018/19
Respite		£11,475	£113,949
Self-Directed Support	£40,000	£66,831	£79,637
TOTAL	£40,000	£78,306	£193,586

- 5.3. For 2019/20 budget planning purposes a growth bid to cover off increased respite allocations and the development of an in-borough residential offer is being developed.

6. Increasing Access and Choice for Respite and Short Breaks

- 6.1. Following a review of respite provision in 2017 a menu of providers from the voluntary and private sector was established. This menu was used by social workers to identify respite opportunities for service users and their carers. Whilst this approach worked for many residents who needed the service there remained some service users and carers for whom the offer was too limited in choice.
- 6.2. The current respite offer has an over reliance on residential respite, as opposed to respite that involves days trips and evening and weekend support at home. The current offer does not include an in-borough residential option which for some families is a top priority.
- 6.3. A summary of the menu is attached at appendix 1.

7. Developing more services and choice

- 7.1. A commissioning project is in progress to increase the choice in terms both providers and types of respite. A procurement exercise begun in July has so far resulted proposals from 23 providers.
- 7.2. Proposals were received for a wide range of respite activities including domiciliary care, community based activities, tailored group activities and respite in existing residential services outside Croydon. A number of the providers are able offer a menu of services.
- 7 of the offers were from providers that Croydon has placed business with previously and who wish to extend the offer in the long term.
 - There were 8 new providers with existing services outside Croydon but within neighbouring boroughs.
 - There were 7 providers who indicated they would be prepared to establish new services for Croydon within the borough in partnership with potential service users and families.
 - One provider offered to establish a service to act as a facilitator/co coordinator for respite and short breaks. As well as to provide direct care and support on sessional basis.

- 7.3. An initial sift of the bidders has created a long-list of 16 providers who, depending on their proposals, are undergoing company checks prior to being added to the respite service menu and or having further discussions with the Council on how their proposals might be developed.
- 7.4. These offers of service are now being evaluated with accreditation checks being made on the providers.
- 7.5. Where the services being offered are immediately available these will be publicised to service users, carers and social care teams once the accreditation checks have been completed. Seven providers have an immediate offer of service and some of these services are now available to service users.
- 7.6. Where providers have proposed developmental opportunities, e.g. developing a new in borough residential service, further discussions are being held with the providers with a potential second stage procurement process to choose the best strategic partners
- 7.7. Whilst this exercise will significantly increase access and choice for service users and carers there will still remain some gaps in provision. A further procurement exercise is underway to specifically source:
- Emergency /contingency service that is stand-alone from existing contracted block beds in one residential care home or within other residential care homes with vacancies.
 - A broader respite offer for people with more complex needs including autism, challenging behaviour and physical disability.
 - An increased supply of services that offer culturally appropriate respite.
- 7.8. The Council has published for service users and carers a menu of the available respite and short breaks service available to service users and this menu will be updated as and when new services are accredited.

8. DEVELOPING AN IN-BOROUGH RESIDENTIAL RESPITE SERVICE

- 8.1. There are a number of factors indicating that a Croydon based residential service will be required by those with the most vulnerable and complex needs. Many families do not want to travel outside of Croydon to access respite provision. Some families report that one of their highest priorities for respite provision is for continuity in support in that through regular use of a single service trusting relationships can be developed between service users and respite support staff.
- 8.2. An exercise is underway to look at sites owned by the council as well as discussions with private owners who have sites. Using costings provided by some of the organisations who participated in the respite procurement exercise it is estimated that converting a suitable Council owned building for residential and other respite use would cost c.£300,000. An options report on developing an in-borough residential respite service is in preparation.

9. WORKING WITH SERVICE USERS AND CARERS

- 9.1. Any long term strategy for respite and short breaks will need to meet the needs

and priorities of service users and carers. A working group is being established with representatives of families who use respite services to involve them in developing the respite and short breaks offer. Families will have an opportunity to give feedback on the new service offer as it develops and to look into options for developing an in-borough service.

10. SUPPORTING ACCESS TO RESPITE AND SHORT BREAKS

- 10.1. Currently around 50% of those using respite services do so through direct payments. Accessing respite through direct payments can provide service users with greater control over the support they use and may be used creatively to increase choice. Examples include families pooling direct payments to purchase group holidays or organise residential respite through employing sessional care workers providing respite in a home booked through Air B&B.
- 10.2. One of the offers received through the recent procurement exercise was a proposal from a voluntary organization to run an advice and brokerage service for families who want to access respite and short breaks. The proposed brokerage service would support people with direct payments in accessing services; find respite services for service users referred through the Council and sustain and develop the local menu of accredited respite and short breaks providers.
- 10.3. Discussions are being held to explore the viability of this service offer.

11. UPDATE ON THE CITY BREAKS SERVICE USERS

- 11.1. The Brandon Trust managed residential respite unit City Breaks, in Crystal Palace, was closed at very short notice in June this year following the termination of a contract with their principle commissioning authority London Borough Southwark.
- 11.2. Following the closure of the City Breaks service a group of families, supported by Croydon Mencap in an advocacy role, have raised concerns over the Council's respite provision.
- 11.3. Actions in response to the concerns raised by these families have included:
 - Two public meetings have been held between the Council and the families to listen to the families' concerns and to report to the families on the work being done by the Council to increase the respite services offer.
 - A senior social worker has worked with a cohort of thirteen families who have not used Council supported respite services over the last year. Seven of these families have been supported into new respite support arrangements.
 - It has been agreed that for Croydon Mencap develop an interim in-borough residential service offer. The service involves groups of service users staying in temporary accommodation supported by sessional workers employed by Croydon Mencap. This prototype service can be developed further and with other providers where it proves to be a success.

- A letter detailing the Council's progress on developing respite provision and other developments across services for adults with disabilities has been sent to all service users and their carers.
- Affected families are invited to participate in working group is established to contribute to and give oversight of the work on developing the new respite and short breaks offer.

12. CONSULTATION

- 12.1. The work on developing access and choice for respite and short breaks services will involve a working group of service users and families to shape the development of services.

13. EQUALITIES IMPACT

- 13.1. Respite and short breaks services provide help and support to vulnerable residents with disabilities and those who care for them. The current commissioning arrangements make provision for equalities matters and includes actions to commission culturally appropriate services.

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BACKGROUND DOCUMENTS: None

APPENDICES: Appendix 1 – Summary of the council's Short Breaks Menu

Summary of the Council's Short breaks Menu

Day options include :- traditional day centres/hubs; Sessional groups/meetings e.g. Croydon People First “Making it Happen” and “Future for Us” , Frontiers Buzzz Hub, St Mildred’s drop in. Plus private PA’s, Regular activity clubs/groups, paid employment, work experience, volunteer work, neighbourhood involvement, self -employment. College courses, gyms, swimming pools. Interest outings/research with private PA or pooled budget.

Overnight/Weekend Breaks options include:- agency care, regular cottage / hotel / b&b / caravan etc with PA support / pooled budget, specialist short break providers – themed breaks also an option.

Full Week/s options include:- agency care, regular cottage/hotel/b&b etc with PA support/ pooled budget, specialist short break providers –themed breaks also an option.

Evening Breaks options include:- agency care, PA, pooled direct payment budget, clubs & activity groups, volunteer support.

Care at a Residential Facility options include:- Traditional residential home which also offers short break beds, short break unit, shared lives carer .

Care at Family Home options include:- agency care, PA

Supported Holiday Break- with or without family carers options include;- Specialist holiday provider, at home or abroad, regular hotel/cottage/B&B with PA or agency staff, support accompanying the holidaymaker or received at point of destination.

Outreach- activities in the community, options include:- agency, PA, pooled budget, volunteer support.