

9<sup>th</sup> November 2020

Agenda Item: 8

## **REPORT OF THE SERVICE DIRECTOR, COMMUNITY SERVICES – LIVING WELL**

### **DEVELOPING SHORT BREAKS SERVICES AND SUPPORT FOR CARERS IN NOTTINGHAMSHIRE**

#### **Purpose of the Report**

1. This report proposes a vision for the way in which Adult Social Care & Health will support and enable carers to access breaks from their caring role, which will also benefit the person they are caring for, and seeks approval of the proposed development of Short Breaks provision in the short to medium term in response to the COVID-19 crisis, and in the longer term future. This will be achieved in co-production with people, family, carers, staff and partners, and will inform a wider revised Carers Strategy for carers in Nottinghamshire.
2. Committee is also asked to consider whether there are any further actions it requires arising from the information in the report on the development of Short Breaks support for carers and the broader Carers Strategy and to give approval to receiving a report on the draft updated Carers Strategy in March 2021.
3. The report provides an update to Committee on the impact COVID-19 has had on carers and the support provided by Adult Social Care & Health (ASCH) in response to supporting carers in Nottinghamshire.

#### **Information**

4. Short Breaks (sometimes referred to as respite) are planned breaks away from caring responsibilities for an unpaid carer who has long term caring responsibilities. A Short Break can be as little as two or three hours during the day time or potentially up to several weeks in some form of residential provision. A Short Break should be a break both for the carer and the person being cared for and be of benefit to both.
5. The Care Act 2014 places a number of statutory duties on local authorities to ensure full recognition of the role of carers, their need for support in their own right and their need for a life beyond caring, including paying attention to employment. The local authority should consider how carers can be supported to look after their own health and wellbeing and to have a life of their own alongside their caring responsibilities.

6. The level of Short Breaks offered to carers is initially determined by the outcome of a carer's assessment, which must seek to establish the carer's needs for support and the sustainability of the caring role itself, as well as the carer's willingness to carry on their caring role.
7. The use of planned Short Breaks not only supports the delivery of the Wellbeing Principle; it also is a key factor in supporting carers to continue in their caring role. Further work will be required to better understand the role of Short Breaks in reducing carer stress and reducing the risk of carer breakdown.
8. In Nottinghamshire, planned Short Breaks for adults are primarily provided as follows:
  - funding from the NHS for Short Breaks – a budget of £650 or £1,300 is available for those carers who meet eligibility if their GP is within Nottinghamshire
  - Short Breaks provision through the Council via a specific Personal Budget created in the cared for person's name. This is achieved by combining elements from the outcome of the carer's assessment and the service user's level of need, and is known as a 'Short Breaks Allocation' (SBA) and is allocated for a 12 month period. This budget can also be taken as a Direct Payment
  - Respite support at home services, often referred to as 'Sitting Services', which are commissioned as part of a package of home care.
9. NHS funded breaks are offered to any carer who has undertaken a carer's assessment and meets eligibility if there is a significant or serious impact on their wellbeing. The carer and the cared for must also be registered with a GP within Nottinghamshire (excluding the City). The person they are caring for does not need to have an existing package of care provided by the Council. The personal health budget is primarily taken as a managed budget and requests for breaks are administered by an administrative team in the Clinical Commissioning Group (CCG). Direct Payments is the only mechanism by which NHS Short Breaks are offered for those carers who live in Bassetlaw but are an additional option for those who live elsewhere.
10. Access to Short Breaks provision in one of the three County Council's internal short break residential units are primarily accessed for those with Learning Disabilities funded by the SBA. Stays are booked directly with the Short Breaks unit and the cost of each stay is deducted from the SBA.
11. Short breaks for younger adult services funded by the Council can also be taken in external residential or specialist care homes which can meet the service users' needs. Some breaks for service users with Learning Disabilities can make use of the Shared Lives scheme accessed through the created SBA in the cared for name. There is currently limited provision of Short Breaks in the external market to meet the needs of carers of younger adults, especially if their needs are particularly complex.
12. Short Breaks for older adults currently rely on the availability and provision of NHS funded Short Breaks. For those people who receive a package of homecare, Short Breaks of up to four hours per week can be accessed from home care agencies or through a Personal Assistant if funded by a Direct Payment provided by care staff. Older people are

sometimes provided with Short Breaks (usually referred to as respite) in residential care homes.

13. A strategic commissioning review of Short Breaks is currently underway which will lead to the development of a set of future commissioning intentions. This will form part of a wider review of Carer Services, including Young Carers, and will be the basis of an updated Carers Strategy.

### **Impact of COVID-19 on Carers**

14. The impact on carers due to the COVID-19 pandemic has generally had a negative effect on carers' health and wellbeing, as a result of:
  - the loss of services and support - carers are wanting services to restart
  - carers being required to go back to work but services not available as previously
  - carers not being seen as keyworkers
  - young carers e.g. supporting starting back to school in September
  - being able to access good information about COVID-19 - e.g. what shielding means, how COVID-19 affects people with different conditions such as dementia etc
  - carers being able to access Personal Protective Equipment (PPE)
  - reduced access to Mental Health support for carers
  - financial strain i.e. additional costs of being at home more (heating costs, electricity etc)
  - experience of carers having reduced involvement in hospital discharge planning
  - loss or reduced informal support networks
  - the greater impact of COVID-19 on black and ethnic communities.
15. ASCH has responded to the crisis to date by supporting carers with:
  - ensuring carers are supported through virtual groups and networks and individual contacts where needed
  - accessing good information about COVID-19 – information provided to carers via the Carers Hub service
  - practical support provided by Carers Hub and their volunteer service
  - Mental Health support for carers – signposting to talking therapies, developed Mindfulness videos for carers via the Carers Hub
  - providing emergency Short Breaks via internal Short Breaks units
  - revised service models for Day Opportunities and Short Breaks from September
  - encouraging carers to complete a carer's 'Emergency Plan' should the carer fall ill or is unable to provide support
  - continuing to provide emergency respite via ASCH Duty teams
  - supporting Young Carers through the Young Carers Support service and supporting schools with young carer identification and awareness.
16. Additional focus is being prioritised to further develop the following:
  - carers being given priority access to 'flu jabs this winter – working with the CCGs and Public Health to prioritise this
  - carers having access to the same concessions as other keyworkers

- carers being able to access PPE
  - working with black and ethnic minority communities to ensure they have access to appropriate information
  - financial information and support with additional heating costs over the winter.
17. There have been some national and local surveys and studies undertaken with carers over the past few months to evidence some of the impact COVID-19 has had on carers, including the Carers UK report 'Caring Behind Closed Doors' April 2020 and a recent local study with carers of people with Dementia, led by Professor Justine Schneider, University of Nottingham.

## **The Vision**

18. A review of the current Short Breaks provision for carers is currently underway. The long-term vision for Short Breaks in Nottinghamshire is:
- carers get the breaks that they need whilst meeting the needs and outcomes of the service user
  - the needs of the carer and the cared for are considered holistically
  - meaningful choice is provided to carers and the cared for
  - the role of Short Breaks is considered to provide effective early intervention where the cared for is not eligible for social care
  - Short Breaks support a maximising independence approach
  - more innovative, non-building-based options for Short Breaks are considered
  - the future offer is co-produced with carers, service users and other key stakeholders.
19. In addition, the review seeks to address some key issues:
- NHS Short Breaks funding is integrated in the best possible way, and by working with CCG partners future funding for carers breaks is secured
  - there is sufficient choice in the market to meet a range of needs
  - there is continuity around transition arrangements for Short Breaks from children's services to adult services
  - there is consistency around the allocation and funding of Short Breaks and to ensure most effective use of resources
  - ensuring clear pathways and processes are in place to facilitate effective access to Short Breaks in a timely way
  - the needs of underserved groups are effectively addressed.
20. The above will be achieved by reviewing:
- the internal offer, including Short Breaks units, and Shared Lives
  - the external offer, including support in the community and buildings-based support
  - alternatives and innovative approaches to provide choice, flexibility and control to carers and their cared for in how and where they take their breaks.
21. The Short Breaks review has interdependencies with the Day Opportunities review, as in many cases carers and their cared for access both services to meet their needs, hence both reviews are closely aligned.

22. To enable the Council to meet carers' immediate needs due to the ongoing pandemic, the focus is to source and develop alternative Short Breaks provision for carers which must be 'Covid Secure', which will include non-building-based support options.
23. The support developed will be in place for the immediate short to medium term until the risks associated with the ongoing pandemic have significantly reduced. Despite the pace required to develop and extend alternative Short Break support options, these will be co-produced with carers, service users and other key stakeholders.
24. The alternative support options developed in the short term will inform the long-term vision of how Short Breaks for carers will be provided in Nottinghamshire in the future.

### **The Interim Short Breaks Offer to date**

*Please note that given the position of Nottinghamshire's Covid risk status, this may be subject to change.*

25. The interim Short Breaks support offer developed to date is as follows:

#### Internal services:

- planned Short Breaks to be offered in the three internal Short Breaks units from 1<sup>st</sup> September 2020
- social distancing and additional infection control measures in place
- activities taking place during the stay that are safe
- less capacity (up to 50% less) within each unit due to additional measures being in place.

#### External services:

- residential based services are currently subject to a 14 day isolation period on admission as per current Department of Health guidance
- some providers have started to offer breaks from September 2020, albeit with reduced capacity due to social distancing and infection control measures being in place
- information factsheet to advise carers to contact their Short Breaks provider to see if they can accommodate their needs.

26. Examples of the types of alternative 'Covid Secure' provision that will be developed in the short term where carers usual Short Breaks provision is limited or unavailable may include:
  - wider availability for respite at home, which could include overnight stays
  - an enhanced support offer via the Carers Hub service to include an offer of respite at home for a limited number of hours or sessions to some carers
  - wider availability of Shared Lives support for carers breaks.

## Short Breaks Review and work to date

27. The review of Short Breaks project work is well established, however the focus on developing interim alternative Short Breaks support is now the main priority. Analysis of current process, activity and finance data is already well underway. A summary of the planned activity includes:

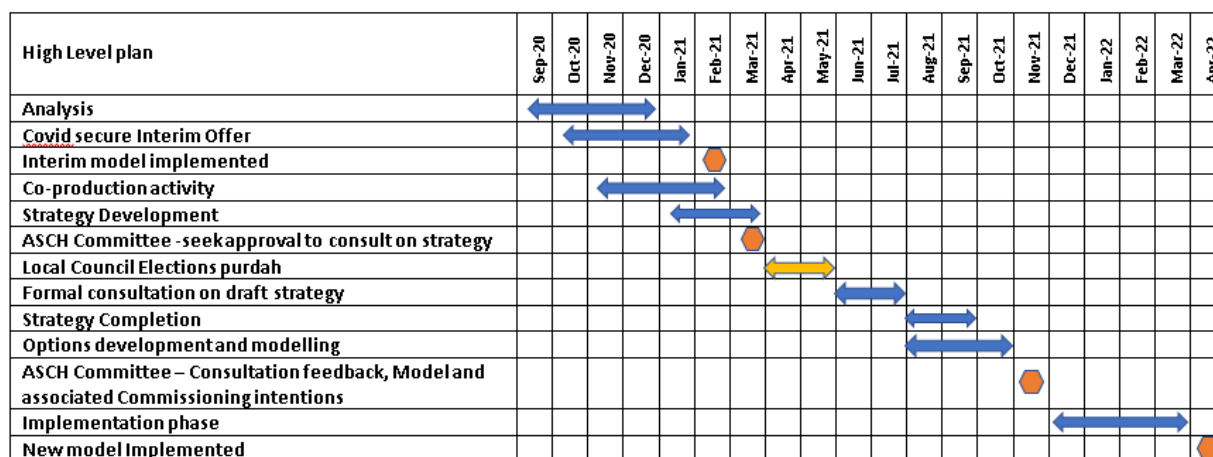
- development and delivery of alternative 'Covid Secure' Short Breaks offer
- data analysis of the usage and costs of Short Breaks
- engagement with operational teams to obtain feedback about the current Short Breaks process
- initial engagement and co-production activity with service users and carers, via a joint approach with the Day Opportunities review. The analysis of returned surveys and questionnaires will help understand what a meaningful break is for carers and service users and how the Council can develop alternative support in the interim to meet carers needs
- the development of alternative 'Covid Secure' Short Breaks support offer is due to be completed by the end of January 2021.

28. A brief timeline of key activities is provided below:

Commissioning of Short Breaks Review Timeline		
<b>Covid Secure Interim Offer</b>	Development and delivery of Covid secure personalised offer.	Oct 20 - Jan 21
	Market development to ensure an alternative menu of services are available - Develop and shape relevant markets including Shared Lives, homebased care, community development etc	Oct 20 - Jan 21
<b>Analysis</b>	To understand current demand, trends, finance, direct payments, carer needs, pathways, transport, market capacity and availability, best practice	Sep 20 – Dec 20
<b>Co-production activity</b>	Engagement with stakeholders on “what a meaningful short break looks like” to inform strategy development and to inform the development of the interim offer	Nov 20 – Feb 21
<b>Strategy Development</b>	Analyse findings from engagement, data analysis, Covid secure interim model, service user and carer reviews (Mary Read) to develop a draft strategy and vision	Jan – Feb 21
	Co-design of draft strategy	Nov – Jan 21
	Finalise the draft strategy incorporating action plan and high-level commissioning intentions	Feb 21 – Mar 21
	Transformation Board to provide steer on strategy draft	17th February 2021
	ASCH committee -seek approval to consult on strategy and model of delivery	29th March 2021

Local Council Elections	Purdah period	April / May 21 TBC
Formal consultation on draft strategy and Model	Consultation document development and planning including easy read	April 21
	Formal consultation activity	June – July 21
Strategy Completion	Analyse consultation feedback	July - Aug 21
	Finalise strategy based on consultation findings.	Aug 21
Options development and modelling	Analysis of options needed to deliver strategy including benefits, risks, financial modelling, impact, pathway modelling and EQIA	Aug 21
	Engage stakeholder group around options	Sept 21
	Develop commissioning plans from high level commissioning intentions, informed by strategy consultation	Sept 21 - Oct 21
	Steer on option provided by SLT	Oct 21
Strategy and commissioning intentions	Finalisation of preferred options and costings	Oct 21
	ASCH committee – provide consultation feedback, model options and seek approval to implement model and any associated commissioning intentions.	Nov 21
Market shaping and development	Further develop and shape relevant markets including Shared Lives, homebased care, community development etc as required	Nov – 1 <sup>st</sup> April 2022
	Production of market position statement if necessary	
Implementation	Implementation of proposals including any specific service changes and commissioning/decommissioning activity	Nov – 1 <sup>st</sup> April 2022
	New model implemented	1st April 2022

## High level plan



29. In addition to the above, reviews of existing individual packages of support are also underway for those who usually receive day services (many of which will also receive Short Breaks). The analysis of the outcome of reviews will help identify how carers' needs and outcomes were addressed using alternative support due to their usual breaks not being available.

### **Risks, issues and challenges**

30. There are a number of risks, issues and challenges to consider with the interim and long-term provision of planned Short Breaks. These include:
- reduced capacity in internal and external services due to current social distancing and infection control measures
  - risk of increased costs as a result of reduced capacity and increased infection control measures and additional PPE requirements (some external providers have already advised the Council of this)
  - high demand for planned breaks due to carers not being able to access breaks for the past six months. Some carers may not be able to access the breaks they need
  - limited or restricted activities available for the service user during their stay
  - current government guidance stating there must be a 14-day isolation period for all new admissions to residential care homes, impacting on Short Breaks availability and capacity
  - consideration needs to be given to use of Short Breaks in external residential accommodation due to the 14 day isolation period, as this raises an issue in relation to the service users' 'best interests', as requests for breaks funded by the NHS Short Breaks scheme are being received by operational teams.

### **Other Options Considered**

31. Continuing service provision, with reduced capacity, as it is currently commissioned and provided, is the other option considered.

### **Reason/s for Recommendation/s**

32. The interim model and the strategy development will enable the department to ensure that services can support people during the Covid-19 period and beyond, both in the short term and for the future and that the Council is making best use of its resources. The recommendation is for Committee to receive a draft updated Carers Strategy in March 2021.

### **Statutory and Policy Implications**

33. This report has been compiled after consideration of implications in respect of crime and disorder, data protection and information governance, finance, human resources, human rights, the NHS Constitution (public health services), the public sector equality duty, safeguarding of children and adults at risk, service users, smarter working, sustainability and the environment and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

## **Data Protection and Information Governance**

34. A Data Protection Impact Assessment will be undertaken for this work and updated/refreshed at different stages of the project.

## **Financial Implications**

35. The current budget for the directly provided Short Breaks is £3.8million and the current budget for the externally provided Short Breaks is £500,000.

## **Human Resources Implications**

36. At this stage of the work there are no identified Human Resource implications, but this will be assessed as the project progresses.

## **Public Sector Equality Duty Implications**

37. An Equality Impact Assessment will be undertaken for this work and updated/refreshed at different stages of the project.

## **Implications for Service Users**

38. The project will seek service user views and implications for service users will be assessed as options are being developed and recommendations are being made.

## **RECOMMENDATION/S**

That Committee:

- 1) approves the plan to further develop alternative 'Covid Secure' Short Breaks options in the interim to support people during the continued period of social distancing guidelines
- 2) approves the vision of the development of Short Breaks and the co-production approach the department proposes to take to develop an interim and longer-term Short Breaks support options for carers, and inform a wider revised Carers Strategy for carers
- 3) considers whether there are any further actions it requires arising from the information in the report on the development of Short Breaks support for carers and the broader Carers Strategy.
- 4) agrees to receive a report on the draft updated Carers Strategy in March 2021 and that this be included in the work programme.

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### **Constitutional Comments (CEH 28/10/20)**

39. The recommendations fall within the remit of the Adult Social care and Public Health Committee under its terms of reference.

### **Financial Comments (DLM 29/10/2020)**

40. The purpose of this report is to set out the vision for the review and development of the interim and long-term Short Breaks offer and support for carers and development of wider Carers Strategy and as such there are no direct financial implications at present.
41. The review centres around Short Breaks provision which has a budget in 2020/21 of £0.47m for externally provided services and £3.8m for Internal Services, however as the scope is broader it may impact on other budgets such as Homecare, Direct Payments and Shared Lives. Any financial implications arising from the review will be detailed in later papers as per the timescales noted above.

### **Background Papers and Published Documents**

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

None.

### **Electoral Division(s) and Member(s) Affected**

All.

ASCPH731 final