

Consultation
Community Adult Short Breaks (respite)

Consultation launch date: Monday 9 October 2023

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1. Glossary

Term	Definition
AAD/LD25	All Age Disability & Learning Disability (25+) service
Co-design	Co-designing involves more than seeking the views of service users or researching their needs. It involves people in generating ideas, testing them and making decisions about how these ideas could shape the short break services that are designed and delivered
CYP	Children and young people
DfE	Department for Education
DP	Direct Payments are an agreed amount of money that is paid to an individual to arrange the support that they need, instead of the council arranging this for them. This gives the individual more choice and control over the way that they arrange their day-to-day help
Edge of Care	Individuals who are in between or in unstable support arrangements; where their current arrangements have, or are at risk of, breaking down; or where they would tip into needing care and support if preventative services are not provided.
EHCP	Education Health and Care Plan is a legal document which describes a child or young person's aged up to 25 special educational needs, the support they need, and the outcomes they would like to achieve
Short Break	Short breaks are respite care arrangements for family carers and adults with a learning disability.
SEND	Special Educational Needs and Disabilities

2. Introduction

- 2.1 This document launches a community consultation on the redesign of Southwark council's adult short breaks provision, which includes in-house overnight short breaks provision at Orient Street.
- 2.2 Short breaks or respite care are services that enable a carer to take a break from caring. A respite care service is provided to the person being cared for, to temporarily replace the care the carer would otherwise give them. Respite care can come in many forms. What works best will depend on a carer's circumstances and those of the person being cared for. It might be a home care service for the person being cared for, for example to allow the carer to go out in the evening, or a temporary stay in a care setting to enable the carer to take a longer break, such as a holiday.
- 2.3 In Southwark, short breaks are offered following an assessment or review of need under the Care Act. Such services are primarily offered to:
- Support the carer(s) to take a break to enable them to continue in their caring role;
 - Where the care arrangements have become unstable; or
 - Where current arrangements have temporarily or permanently broken down.
- 2.4 Currently, adult short breaks in Southwark are almost exclusively provided at Orient Street, an in-house residential short break service.

3. Why redesign the short breaks offer?

- 3.1 The Council is committed to supporting carers and their family life with loved ones with learning disabilities. The Council wishes to have a good short breaks (respite) offer in borough and holiday provision, and to enhance our current offer to these families. The Council wishes to achieve value for money so we can maximise the support offer to carers and spend public funds wisely. Over the years, the take-up of direct payments, which the Council is legally obliged to offer, has increased and the trend indicates that this will continue. This change in choice has a direct impact on the cost effectiveness of current arrangements and our offer needs to evolve in response to this, and to ensure we are fit for the future in supporting carers and residents with a learning disability. Through reviews, some carers have indicated that more regular support, daytime as well as some overnight, would be more helpful and increasingly people are choosing to use direct payments for short breaks and holidays so they can have a proper break and restore their wellbeing from the challenges and demands of caring. Increasingly the current offer at Orient Street is becoming more expensive and less value for money and there are other, more flexible and cost effective, ways for the needs of carers and people with learning disabilities to be met.
- 3.2 The council currently commits almost all of our adult short break budget to services at Orient Street. This supports only a minority of the 835 adults allocated to AAD/LD25.
- 3.3 Reconfiguring services could create a wider variety of options, which would still meet the needs of the eligible cohort of individuals. It would provide more personalised options of support available to service users and their carers.
- 3.4 The Council could meet its duties in a more cost effective manner.
- 3.5 A placement at the adult service of Orient Street now costs £3,319 per week based upon occupancy of 100%. The cost of the placement increases if occupancy is lower than 100%. Adult overnight short breaks can be purchased from the

independent sector at weekly rates of £1,500- £2,300 per week depending upon the level of need. With an occupancy level of 78% in the 12 months prior to July 2023, the cost of providing overnight short breaks to adults at Orient Street was in effect £4,255 per week, between £1,955 and £2,755 per week more expensive for each short break than if the council had utilised independent providers. Extensive efforts have been made to maximize occupancy at Orient Street, including making the service available to some people who are not strictly eligible for it, and/or offering more respite care so as to use the available provision. The true trend is of continuing decline in usage and is less an indication of need and more an indication of change in how people are choosing to access their short breaks with alternative arrangements and direct payments.

- 3.6 Better value can be achieved by commissioning short breaks from independent providers as and when required. This would free up funds to provide a more varied and personalised offer for those who may not want to access Orient Street, whilst still ensuring that those with complex needs are still able to access short breaks, including overnights.

4. Proposals

Closure of Adult Short Breaks (respite) at Orient Street and re-provision in borough, and holiday provision

- 4.1 At the current time the preferred option for the Council would be for the funding allocated to the running of adult services at Orient Street to be repurposed to enable a reconfiguration of short breaks to provide more overnight and day support options for carers and adults with a learning disability.
- 4.2 Overnight respite would remain available and be provided either through a shared lives scheme or through commissioned independent providers. It would also allow alternative care provision to be made available. Examples of the services that could be developed include:

Ategi Shared Lives

- 4.3 Ategi Shared Lives operates within Southwark currently on a very limited basis, and this could be expanded. It recruits residents with space in their homes who provide long or short-term family-based support for adults with Learning Disabilities, both day and overnight. These arrangements are flexible, individual, provide stability, build relationships and enhance the quality of life of individuals who access them. Feedback from carers has been positive and they regard this as *extended family* care and support.
- 4.4 There is scope to develop the Ategi Shared Lives offer in the borough and to establish a CQC registered short breaks service through the recruitment of additional carers that can provide planned and short notice day and overnight specialist short breaks to eligible adults. The service is built on positive relationships and once established would ensure the service user would receive planned overnight respite support from familiar and regular carers. Ategi night fees start from circa £96.50 per night and vary depending upon the level of support that is required.

Day Short Breaks for Adults

- 4.5 As part of a new short breaks model the council would coproduce with the community opportunities in line with their views and feedback. This could include developing new and existing providers including Cherry Gardens, Bede and our framework providers to develop the capacity to enable the intake of short notice and one-off short day breaks for eligible adults that could operate weekdays, evenings or at weekends. This could also include developing the outreach projects whereby outreach was offered enabling short breaks to be provided in the family home or community. Currently one to one support typically costs from £150-£170 per day.

Personal Budgets – Direct Payments

- 4.6 Carers and individuals who wish to make their own arrangements or have greater flexibility on how or when the short break is delivered could be supported through increased access to a Direct Payment as part of their personal budget. This could be utilised to either pay for individuals or carers to make private and bespoke arrangements utilising their network or short break providers to support the delivery of more responsive and personalised short breaks. This could include overnights where the individual is supported in their home, or elsewhere, whilst the family/carer is away. The AAD/LD25 service has received feedback from some families that they would prefer to have more regular weekly support as opposed to a set number of overnights during the year. Direct payments can be used to pay for holidays/short breaks away for the carer or their relative with learning disabilities. Direct payments cannot be used to pay for council services as they are in lieu of these.

Commissioned placements

- 4.7 The council recognises the need for, and would retain, the ability to commission overnight short breaks from independent providers for adults either on a short notice or planned basis for those assessed as requiring such support. The Council continues to build positive relationships with providers so that resources and opportunities are available and responsive when required.

Retain / Reconfigure the Adult Service at Orient Street

- 4.8 In the alternative the adult service at Orient Street could remain open either in its current or in a more limited form.
- 4.9 The service could be reduced and reconfigured to support a smaller cohort of clients with overnight short breaks, notably individuals with non-complex needs.
- 4.10 Maintaining an adult service at Orient Street in a reduced capacity would limit the development of a broader and more personalised offer as such a service would still require most of the short breaks budget due to the high costs of running

this service.

4.11 In addition to the above, this option would not adequately support those individuals with more complex needs. Alternative provision would still need to be made for these services users.

Preferred Option

4.12 The Council recognises the importance of a short break offer that has good availability, flexibility and choice of short breaks for eligible parents, carers and individuals enabling people to make more personalised choices that benefit their personal circumstances. It is also essential, and a Council core value, that the Council utilises limited public funds as effectively as possible to deliver the most that it can with the budget available.

4.13 This consultation is therefore being undertaken to review Southwark council's adult short breaks provision so that it better meets service users' needs and is value for money.

5. Your views

5.1 We want parents, carers and individuals who either access or are eligible for short breaks, or anyone else with an interest, to provide their views on the proposal for the possible closure of the adult service at Orient Street and repurposing of the funds for a variety of short breaks (respite care) in borough and holidays. There is no requirement for budget reduction attached to this proposal. The council is committed to funding short breaks that meet the needs of carers and residents with a learning disability, and are value for money. The Council is also genuinely open to alternative proposals that meet local need and are value for money and these would be welcomed and carefully considered before any decisions are made.

5.2 We would therefore invite you to give your feedback on the following:

1. Do you support the council's proposal to close the adult short breaks provision at Orient Street and to repurpose this funding for alternative short breaks and holiday offers for carers and people with learning disabilities, or not?
2. If you do not support closure of the adult short breaks service at Orient, do you support a reduction in that service to actual usage only by eligible residents to achieve somewhat better value for money, recognizing that this will limit the development of alternatives due to most funding still being allocated to Orient Street?
3. Would you like to see more short breaks (respite care), overnight and daytime, in Southwark for family carers and residents with learning disabilities?
4. What is important to you in a short break offer?
5. How important is flexibility and choice?
6. How do individuals, parents and carers wish to access a short break?
7. What type of short breaks should Southwark be providing within the available budget?
8. How would individuals, parents and carers want to work with the council to co-produce the local short breaks offer?

6. Timetable

The proposed timetable for consultation is as follows:

Date	Action
Week 0 (06/10/2023)	Impacted families and service users written to (including easy read)
Weeks 1-10 (09/010/2023-09/12/2023)	Reviews undertaken of clients who have received an overnight short break in the last 12 months to determine current and future short break needs
Week 1 (09/10/2023)	Consultation document published on the council's website and promoted for awareness.
Weeks 2 & 3 (16/10/2023- 23/10/2023)	Initial group community consultation events (Separate accessible events held for clients)
16/10/2023	11:00-12.30, Bede House, Abbeyfield Rd, London SE16 2AR
17/10/2023	17:30-19:00 online community consultation event (Microsoft Teams)
18/10/2023	10:30-12:00, Dulwich Library, 368 Lordship Lane, SE22 8NB
25/10/2023	14:00-15:30, Peckham Library, 122 Peckham Hill Street, SE15 5JR
Weeks 6 & 7 (13/11/2023-20/11/2023)	Group consultation workshops

	(Separate accessible sessions held for clients)
Week 7(20/11/2023)	Thank you letters to attendees and invite to feedback sessions,
Weeks 9 & 10 (04/12/2023-11/12/2023)	Feedback sessions
Week 13 (01/01/2024)	Community consultation closes (06/01/2024)

7. Consultation and Feedback

7.1 This document will be uploaded onto the council's website, shared with short break providers and colleges. Parents, carers and individuals that the council has contact details for who have accessed an adult short break within the last 12 months will be contacted directly to inform them that they are invited to take part. Easy Read format will be provided for those who require it, and stakeholders are invited to feedback and engage via email, group meetings and workshops that will be held as part of the consultation process.

7.2 If you would like to participate in the consultation process, you can feed back in any of the following ways:

- At the group consultation meetings at the following times and dates, please express your interest at <https://www.eventbrite.com/e/southwark-council-adult-social-care-short-breaks-information-event-tickets-726099803057> and book your place on one of the dates below:

1. Monday 16 October 11am, Bede Day Centre, Abbeyfield Road, SE16 2AR
2. Tuesday 17 October at 17.30, online virtual meeting
3. Wednesday 18 October at 10:30am, Dulwich Library, 368 Lordship Lane, SE22 8NB
4. Wednesday 25 October at 14:00, Peckham Library, 122 Peckham Hill Street, SE15 5JR

- Via a survey that will be sent out but can also be accessed by QR code¹.
- Alternatively, you can email any further feedback to shortbreaksyouresay@southwark.gov.uk

7.3 Feedback will be recorded in a feedback log. All feedback will be carefully considered before any decisions are made and the council will be transparent in determining the future of short breaks (respite) provision, working with residents who rely on such provision to ensure their needs are met, and value for money use of these public funds.

8. Key Personnel

8.1 The community consultation process will be led by:

- Kerry Rabey – Head of Service All Age Disability & Learning Disability (25+)
- Rob Skipwith - Service Development Manager

8.2 If you require any additional information or clarification regarding this consultation please contact shortbreaksyouresay@southwark.gov.uk.

¹Survey QR code:



Appendix 1 – Duty

The following duties will be taken into consideration as part of this consultation process:

1. Southwark council provides short breaks according to the duties in the Care Act 2014. Short breaks meet the needs of carers to support them in their caring role by providing services to the cared for person themselves, for example by providing respite care. It can also be used to assist during periods of crisis.
2. The Equality Act 2010 says public authorities must comply with the public sector equality duty and must not discriminate against a person with a protected characteristic. The public sector equality duty is a duty on public authorities to consider or think on how their policies or decisions affect people who have a protected characteristic. Protected characteristics includes those people who have a disability. The Equality Act defines a disability as 'a physical or mental impairment', which has a 'substantial and long-term adverse effect' on the ability to carry out normal day-to-day activities. This consultation relates to service users who have protected characteristics and their carers, who proportionally may be more likely to be women. It is also understood that service users are proportionally more likely to be from an ethnic minority background. These latter groups are also persons with protected characteristics.
3. Any other duties that it becomes apparent are relevant during the consultation process.

Appendix 2 - Potential Impact

This community consultation process will impact adults with learning disabilities who have been assessed as requiring social care services and interventions from the All-Age Disability and Learning Disability (25+) service (AAD/LD25), as well as their carers.

Council staff employed to deliver short breaks may potentially be impacted because of decisions made following the outcome of the community consultation process.

The policy implications of redesigning the short break provision in Southwark is that it would be resourced by existing short breaks funding. This could impact Orient Street, which may be reduced or closed. Other organisations who provide services to residents with learning disabilities and their carers may also be impacted by investment in support of service(s) development and or expansion.

Excluded from this consultation is the £1million Department for Education (DfE) Short Breaks Innovation grant, and short breaks provision in Southwark for children.

The Council will keep the matter of those who are potentially impacted under review throughout the consultation process and will carefully consider impact and all feedback before any decisions are made.