



Leicester  
City Council

**WARDS AFFECTED**  
All Wards

**FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**OSMB  
Cabinet**

**15<sup>th</sup> April 2010  
19<sup>th</sup> April 2010**

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**Leicester City Council's Short Breaks (respite) Strategy  
for People with Learning Disabilities**

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**Report of the Strategic Director for Adults and Communities**

**1. Purpose of Report**

- 1.1 To seek Members endorsement of the Short Breaks (respite) Strategy 2009 to 2013 for people with Learning Disabilities and to provide an overview of the strategy and the action plan to deliver improved services.

**2. Summary**

- 2.1 The Government sets out the expectations for improving Short Breaks services in Our Health, Our Care and Our Say (2006) & Valuing People Now (2009), which requires the Local Authority and NHS to work together to re-design respite services for people with learning disabilities.
- 2.2 The changes include a move away from the traditional building based model to one that promotes greater choice and independence. This links to the transformation of Adult Social Care, where individuals can choose to have a personal budget to buy short breaks (respite) services that meet their assessed needs.
- 2.3 Leicester City Council's Learning Disability Short Breaks Strategy (as detailed at Appendix A) embraces the One Leicester priorities and has been co-produced with NHS colleagues, service users, their families, carers and other stakeholders.
- 2.4 The development of the strategy is a major step forward in the delivery of integrated health and adult social care services and provides the City Council and the NHS, with a clear direction of travel. The Delivery Plans provides new affordable models of support that meet both existing users, families and carer needs, as well as meeting the needs of new users and younger carers whose aspirations of respite tend to differ from current users.
- 2.5 In addition, Leicestershire, Leicester City and Rutland (LLR) through the three Learning Disability Partnerships Boards, commissioned a 'cross boundary' review of short break

services to enable joint working and funding where appropriate. The overarching strategic vision is underpinned by two separate strategies, one is the County's Strategy and the other is Leicester City Council's Strategy. It was agreed that two strategies were required because the County and the City have different attributes, such as the Black Minority Ethnic (BME) needs in the City.

### **3. Recommendations**

3.1 Members are recommended:

- a) To endorse the Short Breaks Strategy, which has been presented to and endorsed by the Learning Disability Partnership Board and Leicestershire Partnerships NHS Trust's Executive Group
- b) To note the actions to be taken to improve short breaks (respite) services across LLR

### **4. Report**

- 4.1 In Leicester, there are around 1600 adults with learning disabilities receiving support from the NHS and Adult Social Care services. Approximately 700 of these individuals live with their families at home. About a third (233) of all people living with family members currently access short break (respite) services.
- 4.2 An increasing number of people who live with family members are elderly, with approximately 40% from BME Communities. Also the number of young people from BME communities is increasing, as is the number of young people with complex health and social care needs.
- 4.3 A short break allows family carers and the person they care for to get a break and experience new and different things in their own right. Current short break provision in the City includes overnight stays in registered residential care homes, in NHS homes and in the Shared Lives Scheme. The Shared Lives Scheme is an adult placement fostering scheme.
- 4.4 There are also some more flexible, community based services that can either support people in their own family homes, which allow carers to go away, or supports people with learning disabilities to take part in activities outside the family home. People also have the option of arranging and paying for short break services themselves, using a Personal Budget.
- 4.5 Short breaks are also used in a crisis situation and the Strategy acknowledges that services need to be available in these cases.
- 4.6 The following information provides an overview of the development and improvements included in the Strategy. Appendix 2 also includes an overview of where the City Council is now in terms of delivering short break services and what the strategy will deliver.
- 4.7 **Areas for development and improvement include:**

- A coherent and transparent referral process, eligibility and funding criteria
- A single point of access for health and social care
- Dedicated and responsive emergency short breaks services
- Accessible information about short breaks and how to access services
- Inclusive short break services that are person centred and meet the needs of all citizens, including people from BME communities and people with complex needs.
- Market development to enable real choice
- There is an over reliance on building based short breaks and a limited opportunity to use Direct Payments and limited capacity in the Shared Lives Scheme
- Specialist learning disability health staff that can meet the health needs of people wherever they choose to take their short break
- Creative and innovative approaches to short break services

**4.8 Extensive consultation and research shows that people with learning disabilities and carers want:**

- More choice of short break options
- The BME population want more choice and services that are culturally suitable
- Younger carers have greater expectations of getting support into the home and services that offer greater opportunities to people with learning disabilities
- Families want to engage in planning, designing and monitoring new services
- Some of the existing families like the services they are receiving
- Carers highly value short breaks

**4.9 All Short Breaks future provision will focus on individual outcomes and deliver flexible person centred services:**

- Day services and community care services built into an integrated support or care package for Short Breaks
- Mainstream organisations supported to build the capacity of community services such as library services, swimming pools, gyms and clubs to increase opportunities and support for short social and leisure breaks
- In partnership with the independent and voluntary sector, provide adequate and appropriate building based and flexible short breaks for people using self-directed support
- Health services meeting the needs of people with learning disabilities wherever they choose to access their short break
- Refocus and redesign of building break short breaks for those that need them to ensure good outcomes for individuals and their families
- A range of “holiday type” short breaks locally, nationally and abroad
- An exchange scheme to operate across the country to encourage individuals to visit other parts of the country
- Expansion of the Shared Lives scheme
- Expansion of flexible and home based services
- Identified emergency short break provision

4.10 Leicestershire, Leicester City and Rutland (LLR) through the three Learning Disability Partnerships Boards, commissioned a 'cross boundary' review of short break services to enable joint working where appropriate.

4.11 **The LLR review of Short Break services identified key areas for joint working:**

- Commissioning and redesign of health services to meet the personalisation agenda and to provide a community based service to support other short break services
- Commissioning services that can respond to the needs of people with learning disabilities and carers in emergency or crisis situations
- Commissioning short breaks to meet the needs of people from BME groups

**5. FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

**5.1 Financial Implications - (Rod Pearson, Head of Finance, ext 29 8800)**

5.1.1 The potential move away from building based services puts the council at risk from double running costs should demand fall without the closure of Council run facilities. In some cases the council spot purchases placements from external providers, so is not at risk in this area.

5.1.2 This strategy needs to be managed in a way, which makes it cost neutral. However, regardless of the strategy, short break costs will rise due to demographic factors. This has been taken into account as part of the budget strategy for 2010/11 to 2011/12.

**5.2 Legal Implications - (Kamal Adatia, Barrister, ext 29 7044)**

5.2.1 In law short breaks/respite care is a service offered to the service user, not strictly to the carer. As such it is a community care service, and once assessed for the same, a service user has a lawful right to have that need met. However, the service should also be recorded on the Carer's Assessment/Care Plan (where the adult is living in the family home) as clearly it benefits the carer, and in doing so makes the longer term viability of the family placement more secure, as well as avoiding the entry of that service user into residential care.

**6. Other Implications**

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	<b>Yes</b>	Throughout the report	
Policy			
Sustainable and Environmental			
Crime and Disorder			
Human Rights Act			
Elderly/People on Low Income	<b>Yes</b>	Throughout the report	
Corporate Parenting	<b>Yes</b>		

Health Inequalities Impact		
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**7. Corporate Parenting Implications (Tracie Rees – Director, Personalisation and Business Support ext 29 6812)**

As corporate parents the city council has a responsibility to improve the outcomes of vulnerable children and young people, including those with learning disabilities, who will move through transitions into adult social care services. The Short Breaks Strategy, seeks to engage with young people to ensure that appropriate respite services are developed to improve the outcomes for this group. This is a positive example of corporate parenting in action.

**8. Background Papers – Local Government Act 1972**

- 8.1 Valuing People Now (2009) - Department of Health
- Guide to Short Breaks – Department of Health
- Our Health, Our Care, Our Say (2006) – Department of Health
- World Class Commissioning (NHS) – Department of Health

**9. Consultations**

- 9.1 Family Carers
- People with Learning Disabilities
- Learning Disability Partnership Board
- Carers Action Group
- Ansaar Asian Carers Project
- Jyoti Asian Carers Project
- We Think Self Advocate Group

**10. Report Author**

- 10.1 Kim Curry – Strategic Director for Adults and Communities
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<b>Key Decision</b>	No
<b>Reason</b>	N/A
<b>Appeared in Forward Plan</b>	N/A
<b>Executive or Council Decision</b>	Executive (Cabinet)

## Appendix 2

Where we are now	What the Strategy will deliver
<p><b>Strategy</b> Understanding of local issues and needs</p> <p>Proposed new ways of working</p>	<p>Clarity about what is a short break</p> <p>Services that meet the needs of our diverse communities</p> <p>Better planned and coordinated services</p>
<p><b>Models of Service</b> Independent sector building based breaks</p> <p>Health building based breaks</p> <p>Shared Lives (Adult Placement)</p> <p>Community Opportunities (Day Services)</p> <p>Direct payments</p>	<p>Flexible community based short breaks</p> <p>Specific emergency short break services</p> <p>Expansion of Shared Lives Service</p> <p>Refocus and redesign of building based short breaks</p> <p>Home based support in and outside of the family home</p> <p>Holidays with staff support</p> <p>Hotel type building based or sitting services</p>
<p><b>Information</b> Information is not available in easy read format</p> <p>Carers and people with learning disabilities often do not always understand their assessment</p> <p>Not enough information about what is available</p> <p>Eligibility and charging criteria is different in social care and health</p>	<p>Easy Read information about short breaks</p> <p>Person centred assessments and reviews with clear outcomes</p> <p>Clear understanding of what short breaks are available</p> <p>Clear eligibility criteria so families know if they are entitled to a short break</p> <p>Clear information about charges for short breaks and the way this is worked out</p>
<p><b>Self Directed Support</b> A limited amount of people using self directed support to purchase flexible respite</p> <p>Limited choice and capacity of service provision</p>	<p>30% of all people receiving short break services exercising their choice and control via Direct Payments and Individual Budgets</p> <p>Services designed to meet the needs of customers</p> <p>Shaping the market to create innovative opportunities for people to learn and experience new things</p>
<p><b>Health</b> Building based health short break provision</p>	<p>Redesign of health short breaks in line with Personalisation</p> <p>Community based health services that support people wherever they have a break</p> <p>Health support available as and when necessary</p>
<p><b>Equality and Diversity</b> Limited short break provision and expertise for people who challenge services</p> <p>Services that do not necessarily meet the cultural needs of our communities</p>	<p>Some specialist services</p> <p>Experienced well trained staff who can meet specific needs wherever the short break is provided</p> <p>An expansion of the Shared Lives Service and home based short breaks</p>