



Report to Policy Committee

Author/Lead Officer of Report: Lilly Hoyland & Richard Johnson

Report of: Strategic Director of Adult Care and Wellbeing

Report to: Adult Health and Social Care Policy Committee

Date of Decision: 13th December 2023

Subject: Approval of Emergency Overnight Short Breaks Commissioning Strategy for people with a learning disability, autistic people and people experiencing mental ill health.

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 2463				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>				

Purpose of Report:

This report summarises the Council's statutory duties and sets out importance of ensuring continuity of Emergency Overnight Short Breaks (EONSB) services, and our proposals (subject to separate Council approval) to deliver these in a way that meets the needs of the people of Sheffield.

This report goes on to set out the approach to the development of Emergency Overnight Short Breaks provision for the City and the implementation of an Emergency Overnight Short Breaks review group to co-produce our development of short breaks in the City.

Recommendations:

It is recommended that the Adult Health and Care Policy Committee:

- Approves the proposal to develop both Sheffield City Council and Commissioned Services (subject to separate Council approval) to ensure sufficiency of Emergency Overnight Short breaks arrangements in the City.
- Notes that a Commissioning Strategy for the Commissioning of Emergency Overnight Short Breaks will be brought to Committee in March 2024 following soft market testing between December 2023 and February 2024.

Background Papers:

Appendix 1 – Equalities Impact Assessment

Lead Officer to complete: -		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Kerry Darlow & Laura Foster
		Legal: Patrick Chisholm/Richard Marik
		Equalities & Consultation: Ed Sexton
		Climate:
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	Alexis Chappell
3	Committee Chair consulted:	Angela Argenzio
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Lilly Hoyland & Richard Johnson</i>	Job Title: <i>Commissioning Officer</i>
	Date: 23/11/2023	

1. PROPOSAL

- 1.1 The purpose of this report is to seek to set out the approach to the development of Emergency Overnight Short Breaks provision for the City and to note the implementation of an Emergency Overnight Short Breaks review group to co-produce our development of short breaks in the city.

Background

- 1.2 On 20th December 2022, Adult Health and Social Care Policy Committee approved the Unpaid Carers Delivery Plan as a commitment to unpaid carers in the City linked to our Strategy Living the Life You Want to Live.
- 1.3 Planned overnight short breaks enable unpaid carers and family members to have a break from their caring role and provides individuals in receipt of support and care to have a break away from home.
- 1.4 Emergency overnight short breaks provide a short to medium term support and accommodation option for individuals in crisis and/or experiencing a breakdown in care and support, where carers are unable to provide support for any reason, or to facilitate hospital discharges with a focus on equipping the individual with the skills to move on to a permanent placement.
- 1.5 On 21st September 2022, Committee approved the recommissioning of the [Working Age Framework](#) which includes provision of Supported Living, Activities Outside the Home (day services) Short Breaks/Respite services. Good progress has been made in relation to enacting the framework for supported living and day activities.
- 1.6 However, Emergency Overnight Short Breaks has been challenging to source from local providers, despite market engagement. The cohort of individuals requiring emergency short breaks often require a robust and safe environment, above and beyond that of a standard respite service, to avoid property damage and injury to self and others.
- 1.7 There may also be restrictions on the location of the service (proximity to schools, roads, etc). Individuals can also often experience behaviours of distress, which may cause individuals to lose the ability to regulate their behaviour. This means that sourcing accommodation and care can be challenging for providers.
- 1.8 This has significant cost implications, with adult care required to fund emergency provision at a significantly higher rate than standard to address the shortfall and keep individuals safe whilst permanent accommodation and appropriate and multi-disciplinary support arrangements are found. Due to this, recommissioning and developing emergency short breaks provision was noted as a key recovery action in the Adults Recovery Plan agreed at Committee on 8th November 2023.

- 1.9 Increasing supply is a complex programme of work and requires a multifaceted approach, working with stakeholders and individuals to take both an immediate and longer-term approach.
- 1.10 Due to this, Members are asked to note that the proposal is to develop both Sheffield City Council and Commissioned Services (subject to separate approval) to ensure both sufficiency of short breaks arrangements and the agility to respond to changes in demand. It is anticipated that this will both improve outcomes and experiences of individuals as well as reduce costs associated with emergency provision.
- 1.11 Whilst it is the intention of the Council to seek separate Council approval for the commissioning of Emergency Overnight Short Breaks, the initial development of the provision will involve two workstreams which will be the focus of development over the next 12 months. These are: -

Workstream 1: Developing a Sheffield City Council provision.

- 1.12 Over the past year, our Transitions Service have developed a new in-house respite provision called Norfolk Lodge, which was launched in October 2023. This has presented a foundation for developing further similar respite provision. Members have been briefed on this model and development.
- 1.13 As a next step, the Adult Future Options Team will implement a dedicated project to build additional Sheffield City Council delivered provision as a partnership with individuals and families, partners, and colleagues across the City. This will include the development of Emergency Overnight Short Breaks personalised to individual's circumstances.
- 1.14 As part of the project, proposals will be brought forward for approval which set out the investment, anticipated outcomes and impact for individuals and value for money efficiencies established through the project. This invest to save will also include provision for a dedicated project manager to coordinate, source and reconfigure the accommodation, including seeking the relevant planning, legal and CQC permissions required for the developments and recruitment.

Workstream 2: Overnight Emergency Short Breaks Commissioning Strategy.

- 1.15 As noted, Adult Care and Wellbeing has established a working age framework in September 2022, which included provision for planned Short Breaks, Supported Living and Day Opportunities and allows for development during the contract term.
- 1.16 However, through the analysis of current provision it's been identified that another commissioning strategy is required for Emergency Overnight Short Breaks in recognition of the specialist and often bespoke provision required.

1.17

To confirm the commissioning strategy required, and thereafter the procurement route, actions will be undertaken over the next 3 months:

- ✓ A soft market test will be undertaken with providers through our Adult Commissioning Team.
- ✓ A stakeholder's event with providers, partners to determine opportunities are available to develop provision locally.
- ✓ Engaging with individuals and unpaid carers through Disability Sheffield's Chance to Choose project to coproduce and design a specialist provision.

1.18

It is anticipated that these actions will then inform the development of a dedicated Emergency Overnight Short Breaks provision and with that a meaningful commissioning strategy for approval.

1.19

Members are therefore asked to note this approach to the development of Emergency Overnight Short Breaks provision for the City and note that any subsequent commissioning strategy will be subject to separate approval.

1.20

This Committee report also serves as an intention and notification to the Market of how Emergency Overnight Short Breaks provision will be developed over the next 12 months across both Council and Commissioned provision.

1.21

Members are also asked to note that a Steering Group, chaired by the Strategic Director will be formed to oversee implementation of the Recovery Actions noted at Committee on 8th November 2023, which includes delivery upon the development of Emergency Overnight Short Breaks.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1

The Adult Future Options Development Programme is part of the 24/25 Recovery Programme (Adult Health and Social Care Committee November 8th 2023)

2.2

There is a commitment to develop the city's capacity for overnight short breaks, including improving the quality and variety of provision in the market.

2.3

Market sustainability, alongside the Care Governance Strategy, and the Care Quality Framework are key to the delivery of the Council's statutory responsibilities for Adult Social Care including the following outcomes for the people of Sheffield:

- promotion of wellbeing

- protection of (safeguarding) adults at risk of abuse or neglect
- preventing the need for care and support
- promoting integration of care and support with health services
- providing information and advice
- promoting diversity and quality in providing services

2.4 In line with the Council's Directorate plan and subject to separate approval of any subsequent commissioning strategy for EOSB, this proposal helps address:

- Priority 2 – Quality, Continuity and Sustainability of care - Provision of more short breaks accommodation overall and particularly the availability of this accommodation at the point of crisis will ensure that individuals and unpaid carers have a positive experience of care and support, when they need it.
- Priority 3 – Prevention of admission and timely hospital discharge. The ability to access short breaks accommodation with a focus on upskilling individuals to enable them to live in the community.
- Priority 8 – Wellbeing, Mental health, and Recovery. Providing access to short breaks prevents tense situations becoming 'breaking points' for both paid and unpaid carers. Individuals are supported by staff who are equipped with the skills to keep individuals safe, and to work on increasing independence.
- Priority 10 – Effective governance and financial resilience. Investing in provision for these individuals will avoid costly packages having to be procured when crisis point is reached. By taking a proactive approach, increasing the availability of provision, we can avoid the costs associated with reactive commissioning.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Improving the quality and diversity of overnight short breaks is a priority in the 2023/24 delivery plan for Sheffield's Learning Disability Strategy (Hear Our Voice). Priorities for the delivery plan were determined by the experts by experience with a learning disability who took part in the Chance to Choose Project in 2022 and We Speak You Listen workshops in 2023.

3.2 We plan to involve individuals in the design of the in-house provision. Utilising the links forged with Sheffield Voices and the Chance to Choose project, we plan to create a working group with input from Commissioners, Adult Social Care, Housing, Experts by Experience, Providers and the ICB to co-produce new services. The working group will be accountable to the Learning Disability Partnership Board and Autism Partnership Board.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 The proposals are designed to improve the resilience, availability and quality of emergency overnight short breaks delivered to people who display behaviours of distress. The resulting improvements will not impact disproportionately on any section of the population of people who require care and support.

4.1.2 An Equality Impact Assessment has been completed and is summarised as follows:

4.1.3 Improvements to the provision of Emergency Short Break Services will have a positive impact for people using the services and their carers because:

- The commissioning strategy will achieve a range of options that meets people's needs and aspirations.
- Different models of co-production / collaboration will be used in the development of any future services involving the individuals and their families and / or circles of support/advocates. This will ensure people have a voice and their individual needs are considered.

4.1.4 The development plan should have a positive impact across all protected groups and particularly on disabled people with a learning disability and/or autism.

4.1.5 The proposal is an active example of the Council's obligations under the Public Sector Equality Duty to have due regard to the need to reduce inequality between people sharing a protected characteristic (in this instance, learning disability and /or autism) and those who do not, namely to:

- Eliminate discrimination, harassment, and victimisation.
- Advance equality of opportunity
- Foster good relations.

4.2 Financial and Commercial Implications

4.2.1 The intention is that there will not be an increased budgetary pressure as a result of the proposed development. The aim of the development is to improve outcomes for individuals and at the same time reduce costs. However, should a pressure arise, this will need to be addressed through routine Business Planning.

4.3 Legal Implications

4.3.1 Under the Care Act 2014, the council: has a general duty to promote the

health and wellbeing of its constituents; a duty to provide or arrange services, facilities and resources to prevent needs for care and support of its constituents; and a duty to meet needs for care and support.

4.3.2 In terms of meeting these duties, the Act lists (inter alia):

- accommodation in a care home or in premises of some other type.
- care and support at home or in the community; and
- facilities as examples of what may be provided to meet the duties under the Act.

4.3.3 Whilst the proposal in this report is subject to separate approval (which will set out the proposed commissioning strategy for emergency overnight short breaks), the steps taken will go some way to meeting these duties.

4.4 Climate Implications

4.4.1 There are no direct climate implications associated with this report. Where specific commissions are made in the future as a result of this development, climate impacts of delivery will be assessed using the CIA tool and this will be able to inform any tender process.

4.4 Other Implications

4.4.1 There are no other implications.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 The options considered are: -

- Do Nothing – Doing no planned developments would not ensure sufficiency of local provision, leading to poor outcomes for the individual and their families, increasing the considerable distress such emergency situations cause. In addition, Adult Care would require relying on commissioning costly options via a direct payment or via a direct award, delivered by specialist crisis providers due to their urgency and complexity. This would pose an ongoing challenge due to the availability of very few specialist providers in the local market.
- Undertake A Commissioning Strategy Without Engagement – It is likely taking a direct approach would not enable the coproduction with individuals, carers, providers of personalised solutions required.

6. **REASONS FOR RECOMMENDATIONS**

6.1 Increasing supply in EONSB is a complex programme of work and requires a multifaceted approach, likely over a number of years. A combination of options will be explored to potentially provide

short/medium- and longer-term solutions.

6.2 Market sustainability, alongside the Care Governance Strategy, and the Care Quality Framework are key to the delivery of the Council's statutory responsibilities for Adult Social Care including the following outcomes for the people of Sheffield:

- promotion of wellbeing
- protection of (safeguarding) adults at risk of abuse or neglect
- preventing the need for care and support
- promoting integration of care and support with health services
- providing information and advice
- promoting diversity and quality in providing services

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