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Adults and Safeguarding Committee

5 June 2019

	Title Local Shared Lives Scheme
Report of	Chair of the Adults and Safeguarding Committee
Wards	All
Status	Public
Urgent	No
Key	No
Enclosures	None
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Summary

Shared Lives provides family-based support to adults with care and support needs. Together, they share family and community life. National evidence suggests that Shared Lives schemes provide high quality care and improve the quality of life of people who use care and support services, at a lower cost per placement. Over the last four years, the number of Shared Lives placements in England has grown by 31%.

Barnet has previously made use of the Harrow Shared Lives scheme, and while this has provided valued support for some residents, it has not achieved the scale of Shared Lives placements that the council wished. Recent work with Shared Lives Plus, the UK network for shared living, has shown that there are likely to be significant benefits for residents, as well as financial benefits to setting up a dedicated Shared Lives scheme in Barnet. This report seeks approval to establish a dedicated Barnet scheme. If approved at this Committee, officers will commence mobilising the scheme, with the initial focus on recruiting a scheme manager, registering with Care Quality Commission (CQC) and promoting the scheme in the community to recruit carers.

Officers Recommendations

1. That the Committee agree to establish a dedicated Barnet Shared Lives scheme.

1. WHY THIS REPORT IS NEEDED

Context

Shared Lives is a model of care and support that provides family-based support to adults with care and support needs. In Shared Lives, an adult who needs support and accommodation moves in with an approved Shared Lives carer after they have been matched for compatibility. Together, they share family and community life. Shared Lives is used by people with various support needs including learning disabilities, mental ill health and for those with a complexity of support needs. Support may be long-term or used for short breaks or day support. In 2017, 11,600 people in the UK benefited from Shared Lives

- 1.1 Shared Lives carers are paid for the support they provide. They generally receive a weekly, daily, or nightly allowance, depending on the support they provide. They also receive rent and a contribution towards food and household bills for people who live in a long-term arrangement.
- 1.2 Shared Lives in England is regulated by the Care Quality Commission (CQC). Each scheme is registered and inspected by the regulator to ensure the quality of the service being provided. Shared Lives outperforms all other forms of regulated care in England in terms of CQC rating. The Care Quality Commission rates 96% of Shared Lives schemes as good or outstanding, and none as inadequate. 5% of Shared Lives schemes are outstanding, compared to 2% of other kinds of social care.
- 1.3 In the UK, 152 local schemes are operated by councils or a commissioned provider. Each scheme is responsible for recruiting, training and supporting Shared Lives carers from the local community to provide support within their family homes. Shared Lives carers undergo a rigorous assessment process before being approved and then being matched with a person who needs care and support.
- 1.4 Benchmarking of other authorities has shown that the best performing areas in England support 10% of their Learning Disability population via Shared Lives. Use of Shared Lives placements for people with Mental Health needs is less common, but Croydon Council currently arranges care and support for around 7% of this group through Shared Lives. These figures indicate that more Barnet residents could have their care and support needs met through a Shared Lives placement.
- 1.5 Shared Lives in Barnet is currently delivered through a contract with the neighbouring London Borough of Harrow. This arrangement has been in place since 2015 and supports eight individuals. However, this does not reflect the level of ambition of the council or match that of the 'best performing' authorities in terms of take up of Shared Lives placements.

- 1.6 The Adults and Safeguarding Committee Priorities for 2019-2024 include 'Supporting those with disabilities, older, and vulnerable residents to remain independent and have a good quality of life'. It also references the need to '[ensure] that statutory duties are met whilst promoting financial sustainability'.
- 1.7 Increased levels of Shared Lives placements through a new scheme would support both intentions. Officers have therefore worked with Shared Lives Plus, the UK network for shared living, to assess the options for increasing take-up of the scheme and the potential benefits of doing so.

2. REASONS FOR RECOMMENDATIONS

- 2.1 Shared Lives supports people to live or spend time in a family home embedded in a local community. This approach can have significant benefits for people who use Shared Lives, their family carers and Shared Lives carers.
- 2.2 The benefits reported by people who use Shared Lives include:
 - Living a good life in a place of their choice
 - Developing relationships with people who are not paid to be in their life
 - Developing links & networks in their community
 - Learning new skills and having new experiences
- 2.3 The benefits for family carers include:
 - Reduced stress levels related to their carer role
 - Reduced likelihood of carer breakdown
 - Building a supportive relationship with the Shared Lives carer family
- 2.4 The benefits for Shared Lives carers include:
 - Having a valued role as a carer in their community
 - Make a real difference in someone's life
- 2.5 The average weekly cost for an individual with a Learning Disability supported in a Shared Lives arrangement is £657 per week, or £34,164 per annum in the South East of England. In Barnet, the average weekly cost for a Supported Living placement for someone with a Learning Disability is £898 per week and the average Residential placement is £1,431. Per annum this equates to £46,682 and £74,412 respectively. Based on these average figures, each new Shared Lives placement generates an annual saving of between £12,518 (if the alternative was supported living) and £40,248 (if the alternative was residential care).
%
- 2.6 Shared Lives placements are also cheaper on average than learning disability short breaks provision in Barnet, by £4,452 per person per annum. Shared Lives placements are cheaper on average than learning disability day opportunities provision in Barnet, by £10,654 per person per annum.
- 2.7 Financial modelling, based on between 6% and 9% of people with learning disabilities living in Shared Lives placements who would otherwise be in residential care or supported living, suggests that a financial benefit of between £300,000 - £550,000 could be achieved.

- 2.8 There are costs associated with setting up and promoting a local scheme, recruiting and supporting carers and matching them with clients. These include staffing, strategic advice and marketing. Modelling suggests that these costs would be approximately £200,000 - £275,000 per year
- 2.9 This equates to net savings to the council of £100,000 - £275,000 per year. Additional savings could also be achieved if take up was increased for clients with mental health needs and young adults who will transition into Adult Social Care but, as this is nationally less well-established, these have not been modelled in detail.
- 2.10 The initial investment of approximately £150,000-£200,000, required to fund the service in the first two years before net savings begin to accrue, will be funded through transformation reserves.

Approach

- 2.11 The proposed approach is to develop a dedicated Barnet Shared Lives scheme. Based on schemes in other authorities, this would require a scheme manager, scheme workers and some administrative support. The number of scheme workers and the level of administrative support would expand in line with the number of placements generated.
- 2.12 The service would:
- Ensure compliance with Care Quality Commission regulations
 - Market and promote the scheme
 - Recruit, assess, train and support people to become Shared Lives Carers
 - Work with existing social care services, service users, family / carers and other stakeholders to generate referrals for the service
 - Match clients with suitable Shared Lives Carers
 - Ensure quality of care and safeguarding standards are met and services continually improve
 - Report on the performance and impact of the service
- 2.13 The service would be a part of the Adults and Health Directorate, but also work closely with the 0-25s Disabilities Service in Families Services, supporting young people with their transition into adulthood.
- 2.14 The options appraisal completed has shown that this is the model most likely to be successful. This is because:
- It is focused on the borough of Barnet, enabling the staff to build local knowledge and is therefore more likely than previous arrangements to recruit local carers who would be a good match for local people with support needs
 - The Council would have full oversight of the scheme and be able to quickly adapt and improve it
 - It will ensure very close working relationships with the Barnet Integrated Learning Disabilities Service and other council services, giving social care practitioners confidence in the scheme and generating more referrals and placements

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

Continue without a dedicated Shared Lives Scheme

- 3.1 This would be a missed opportunity given the potential benefits outlined in this report.

(Re-) Engage with a neighbouring authority to provide Shared Lives Placements

- 3.2 Previous experience has shown that this is unlikely to generate the scale of placements to meet our ambition. Benchmarking from Shared Lives Plus has also shown that this has been the experience of other authorities who have not developed a dedicated local scheme.

Commission an external provider for Shared Lives placements in Barnet

- 3.3 Benchmarking from Shared Lives Plus has shown that some commissioned schemes are successful but that the success of this model is less consistent than schemes which are run as part of operational adult social care services.

4. POST DECISION IMPLEMENTATION

- 4.1 Subject to the approval to proceed with the establishment of a new scheme, recruitment to the position of the Shared Lives Scheme Manager will take place. Once recruited, it will be the responsibility of the manager to register and develop the service. Our ambition is to have the dedicated service running within this financial year, subject to successful recruitment and registration with CQC.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- Expanding the Shared Lives provision in Barnet is in line with aims of the Corporate Plan and the Adults and Safeguarding Committee priorities and delivery plan. It will increase the range of accommodation and support services in the borough and has been shown to improve quality of life and independence of people with care and support needs. The service supports the ethos of the council's strengths-based model of adult social care, agreed by this committee.
- Whilst some up-front investment will be required to set up the service, modelling shows that the service should be cost neutral in the second year of operation and then deliver significant savings to the authority. This protects the public purse and supports the Council's Medium Term Financial Strategy.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

- Existing Shared Lives placements (through the LB Harrow scheme) are currently funded through existing care and support placements budgets.
- The investment required to establish the scheme will be funded from the council's

transformation reserve. The business case and financial modelling have been reviewed and agreed by the council's Section 151 officer.

5.3 Social Value

- The proposed service would directly secure benefits for adults with care and support needs in the borough and their families. It will provide high quality caring job opportunities for local residents.

5.4 Legal and Constitutional References

- The Council's Constitution (Article 7, Article 7 – Committees, Forums, Working Groups and Partnerships) sets out the responsibilities of all council Committees. The responsibilities of the Adults and Safeguarding Committee include:
 - (1) Responsibility for all matters relating to vulnerable adults, adult social care and leisure services.

The council's Financial Regulations can be found at:
<http://barnet.moderngov.co.uk/documents/s46515/17FinancialRegulations.doc.pdf>

5.5 Risk Management

- The proposed implementation approach has been deemed the best way to mitigate the risks of insufficient demand for placements or insufficient capacity of carers.

5.6 Equalities and Diversity

- The Public Sector Equality Duty at s29 of The Equality Act 2010 requires organisations exercising public functions to demonstrate that due regard has been paid to equalities in:
 - Elimination of unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010.
 - Advancement of equality of opportunity between people from different groups.
 - Fostering of good relations between people from different groups.
- The Equality Act 2010 identifies the following protected characteristics: age; disability; gender reassignment; marriage and civil partnership, pregnancy and maternity; race; religion or belief; sex and sexual orientation.
- In order to assist in meeting the duty the council will:
 - Understand the diversity of our customers to improve our services
 - Consider the impact of our decisions on different groups to ensure they are fair
 - Mainstream equalities into business and financial planning and integrating equalities into everything we do
 - Learn more about Barnet's diverse communities by engaging with them. This is also what we expect of our partners
- This is set out in the council's Equalities Policy, which can be found on the website at:
<https://www.barnet.gov.uk/your-council/policies-plans-and-performance/equality-and-diversity>

- A Shared Lives service will have a positive impact on people with protected characteristics, namely supporting the independence of people with disabilities or age-related frailty.

5.7 Corporate Parenting

- The shared lives scheme will work closely with children's services, especially the 0-25 disability service. Shared lives placements will increase the care and support options available for care leavers with social care needs who have reached the age of 18.

5.8 Consultation and Engagement

- The establishment of a new Shared Lives service does not require public consultation. However, we will be ensuring that people who use the service, family members and potential clients play a key role in designing the service, recruiting the staff and identifying improvements. In addition, Shared Lives placements are bespoke and arranged through detailed engagement with the person and the Shared Lives carer.

5.9 Insight

- This proposal uses insight data from our experience of the Harrow Shared Lives service and examples from elsewhere of successful implementation.

6. BACKGROUND PAPERS

- None