

June 2011

Short Breaks Strategy 2011 -15

Consultation Document



Foreword

The purpose of this consultation document is to seek your views on the way we plan to develop short breaks. Short Breaks are an essential part of the overall support provided to unpaid carers and those with care needs.

‘Short breaks are provided with the aim of enhancing and developing the quality of life of a person who has support needs and carer (where there is one) and to support their relationship... they should be a positive experience for both’ Scottish Government, 2008.

The Short Breaks Strategy has been developed jointly by Scottish Borders Council Social Work Services, Borders Voluntary Community Care Forum, NHS Borders, Princess Royal Trust for Carers, the Carers Planning Group and user and carer representatives.

We are going through a challenging economic period and need to ensure that our resources are being used in a way that best meets the needs of carers and people who need support. We want to hear your views to ensure we are providing the short breaks support that suits the needs of the Borders population. You will find details of how you can respond in the last chapter called ‘Tell us what you think’.

We will use your comments to develop a final short breaks strategy which will be published later this year.

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1. Summary

This consultation document seeks your views on the way Social Work Services and NHS Borders plan to develop short breaks. Short breaks are an essential part of the overall support provided to unpaid carers and those with care needs.

Short breaks have traditionally been provided within a care home and been known as respite care. The term short break recognises the wide ranging scope of the break as whilst it provides support to a carer, it should be a positive experience for both individual and carer. There are also situations where a break is crucial to support an individual, who has no carer, to live independently.

The majority of people take their break in a care home but there has been a significant increase in the last five years in the variety of breaks being taken and in the number of breaks people have arranged for themselves using a direct payment.

We expect to achieve the following outcomes from our short breaks approach:

- Greater choice, flexibility and equity in the provision of short breaks services
- Carers and service users feeling more supported by the short breaks services provided

In order to do this we aim to:

- Have a robust plan for short breaks that is agreed between Scottish Borders Council, NHS Borders, Borders Community Care Forum (BVCCF) representing third sector providers and the Princess Royal Trust for Carers (Carers Centre)
- Provide flexibility and choice in short breaks
- Provide access to information on breaks
- Take account of the need for emergency crisis support
- Shift the balance toward preventative support
- Prevent inappropriate levels of caring for young carers
- Monitor provision and need

The strategy states what is being done now and what our proposals are to achieve these aims.

What do we do now? – some examples include:

- We funded 2,020 weeks of short breaks in 2009/10
- We provide a variety of breaks which include breaks within care homes, day services, through home care, shared lives, self-catering accommodation with support.
- Provide support through Poynder View community and outreach service
- Provide most breaks for people with a learning disability within Ark's short breaks house in Kelso

- In partnership with Margaret Blackwood Housing Association and with Berwickshire Housing Association have developed two bedroomed accommodation in Peebles and Duns.
- Through jointly promoting short breaks have increased the number of people with a mental health need taking a short break

What do we propose to do? – some examples include:

- Modernise council care homes to extend short breaks provision from 13 to 40 places
- Research the potential of extending the Shared Lives (adult placement) model to provide appropriate support for individuals in a family setting
- Building on reviews within learning disability day opportunities and older people's services support people to access and sustain community resources
- Promote and evaluate the newly available service in Duns.
- Explore options for the future provision of short breaks for children and their families.
- Extend the short breaks website to provide more information
- Complete work on and publish the Young Carers Strategy

We are proposing to achieve these aims within a challenging economic climate and want to hear your views to ensure we are using our resources in the best way.

2. Introduction

This consultation document outlines proposals for the way in which short breaks will be delivered to people within the Scottish Borders. The document is set out in sections for each client group, for example, older people, people with dementia, children, as this reflects the way in which most services are provided and the way social work collects data. People affected by drugs and alcohol are included in the numbers of people receiving a short break but there is no separate section as it has not been possible at this stage to pull out the separate data.

It is estimated that there are about 11,430 unpaid adult carers and 2,000 young carers in Scottish Borders (Carers Strategy and Young Carers Strategy) who provide support to a family member, a neighbour or friend with the aim of supporting people to live in their own home. Caring responsibilities can have an adverse impact on the health and wellbeing of carers and a short break can provide a welcome break.

This document should be seen in context of the local Joint Carers Strategy 2011-15 and the national strategy 'Caring Together' <http://www.scotland.gov.uk/Publications/2010/07/23153304/0> and the Young Carers Strategy 2011-13. This Short Breaks Strategy focuses particularly on short breaks and does not plan to duplicate these strategies. The Scottish

Borders Young Carers Strategy 2011-13

<http://www.scotborders.gov.uk/cyppp>

addresses the need to 'ensure Young Carers have time to be young first promoting their health, well being and safety'. An action plan has been developed and is included in the strategy. Reporting on this will be to the Children and Young People's Planning Partnership and the Carers Planning Group. In line with national guidance the Carers Planning Group are revising the action plan within the Joint Carers Strategy and this should be completed mid 2011.

There has also been local work within the Council, NHS Borders and partners in developing commissioning plans and reviewing services for particular care groups, for example the dementia strategy, Transforming Older People's Services Review (TOPS), Living well with disability – and information from this work on short breaks has informed this document.

The strategy has been informed by the views of Carers Voice – a consultation group supported by the Princess Royal Trust for Carers and the BVCCF to ensure that the views of users and carers are fed into the planning of services.

This strategy relates to children and adults who may be eligible for a short breaks service. Scottish Borders Council and NHS Borders fund short breaks based on an assessment of need.

Other documents that inform this strategy include

- Guidance on Short Breaks, 2008 – this document outlines the Scottish Government's intention to promote short breaks and the expectation that local authorities will work with key partners to develop a robust short breaks plan
<http://www.scotland.gov.uk/Publications/2008/11/20094716/0>
 - Self-directed support strategy 2010 and Self-directed support draft Bill 2010. These consultation documents outline the Scottish Government's intentions to promote self-directed support in order to increase people's choice and control over their care arrangements.
<http://www.scotland.gov.uk/Publications/2010/11/05120810/0>
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3. Background

Short breaks have traditionally been provided within a care home and have been known as respite care. The term short breaks recognises that the scope of breaks can be wide ranging and whilst the break can provide support (and respite from caring) to a carer the break should be a positive experience for both individual and carer. Whilst most breaks support carers there are

situations where a break is crucial to support an individual, who has no carer, to continue to live independently.

People taking a break may have complex health needs and the support arrangements may include healthcare provision.

The majority of people take their break in a care home but there has been a significant development over the last 10 years in the variety of breaks being taken and a significant increase in the number of people having a break. The Scottish Government has promoted this development through additional funding to local authorities over the last three years. The Scottish Government expects local authorities in total to deliver 10,000 weeks of additional short breaks for this funding. This strategy reflects our intentions to continue to meet our local target to increase provision.

Within the Borders we have used this funding to increase the number of breaks and to increase the choice and flexibility of break available.

Some examples of types of break that people use include:

- In a care homes – in the Borders or further afield e.g. North Berwick, Northumberland
- At home or going out locally with staff support to pursue an interest
- In the home of another person recruited to provide this support e.g. adult placement/shared lives
- Using a day service
- Self-catering with support
- Using a direct payment to purchase a flexible break

These breaks may be with or without family or friends, can be planned breaks or to respond to an emergency or crisis.

There are many more examples of short breaks that people have taken and information about short breaks on our website www.carebreaks.org.uk

4. Aims and Outcomes

**‘Short breaks are an essential part of the overall support provided to unpaid carers and those with care needs, helping to sustain caring relationships, promote health and well being and prevent crises.’
Scottish Government/COSLA Guidance 200(8)**

In line with Scottish Government guidance we aim to meet the following outcomes from our short breaks approach

- Greater choice, flexibility and equity in the provision of short breaks services
- Carers and service users feeling more supported by the short breaks services provided

In order to do this we aim to:

- Have a robust plan for short breaks that is agreed between Scottish Borders Council, NHS Borders, BVCCF, the Princess Royal Trust for Carers
- Provide flexibility and choice in short breaks
- Provide access to information on breaks
- Take account of the need for emergency crisis support
- Shift the balance toward preventative support
- Prevent inappropriate levels of caring for young carers
- Monitor provision and need

The proposals to meet these aims are in chapter 8 of the document.

5. What are we doing now and how well are we doing it?

The information used in this section is based on social work records. In common with other local authorities Scottish Borders has found it difficult to capture all information on short breaks given the different types of breaks that are taken and the different ways in which records are kept for all these breaks. Data collection is improving and work continues on this. The graphs shown below are the first attempt to capture all this detailed information on client group and provider.

Over 473 people took a short break in 2009/10. This totalled 2,020 weeks of short breaks in that year and was an increase of 100 weeks on the year before. This met our local target of 94 weeks to comply with Scottish Government expectations. This does not include short breaks where people are using a day service to give their carer a break.

Most people take a break in a care home but about 100 people chose to take a flexible short break. A flexible short break describes a break that promotes choice and flexibility and is usually community based. Many people choose to make their own arrangements using a direct payment. This flexible approach is becoming increasingly popular and the increase in breaks taken over the last year has been mainly through flexible breaks.

There are many variations in the way that breaks are taken and there are specialist resources for people of different ages. A summary of these variations are outlined below headed under client groups.

1. Older People

What do we do now?

We know that approximately 276 older people took a short break in 2009/10- and most of these breaks were taken within a care home. There are approximately 25 care homes used by older people for a short break – most of these within the Borders- and most breaks are taken in one of the five social work care homes i.e. Deanfield in Hawick, Dunwhinny in Peebles, Saltgreens in Eyemouth, St Ronans in Innerleithen and Grove in Kelso.

There are 13 designated short breaks places in these establishments. About 10 people used a direct payment to organise their own flexible break.

In addition to these breaks the Day Services Review, 2008, identified that about 41% of people use day services to provide a break for their carer This equates to about 246 people.

Table 1 below shows the number of people who in 2009/10 took a break within an independent care home, a Scottish Borders Council (SBC) care home and those who took a flexible break.

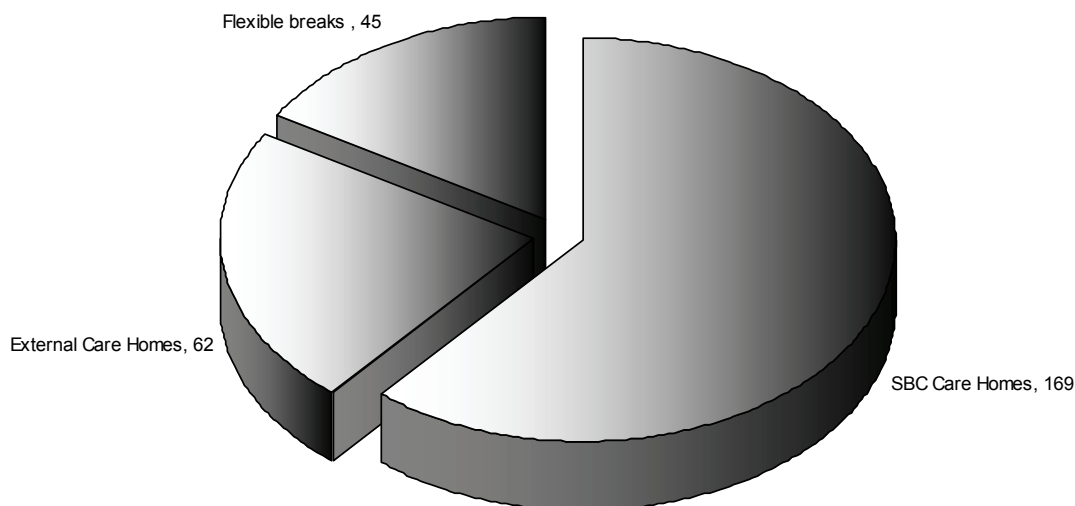
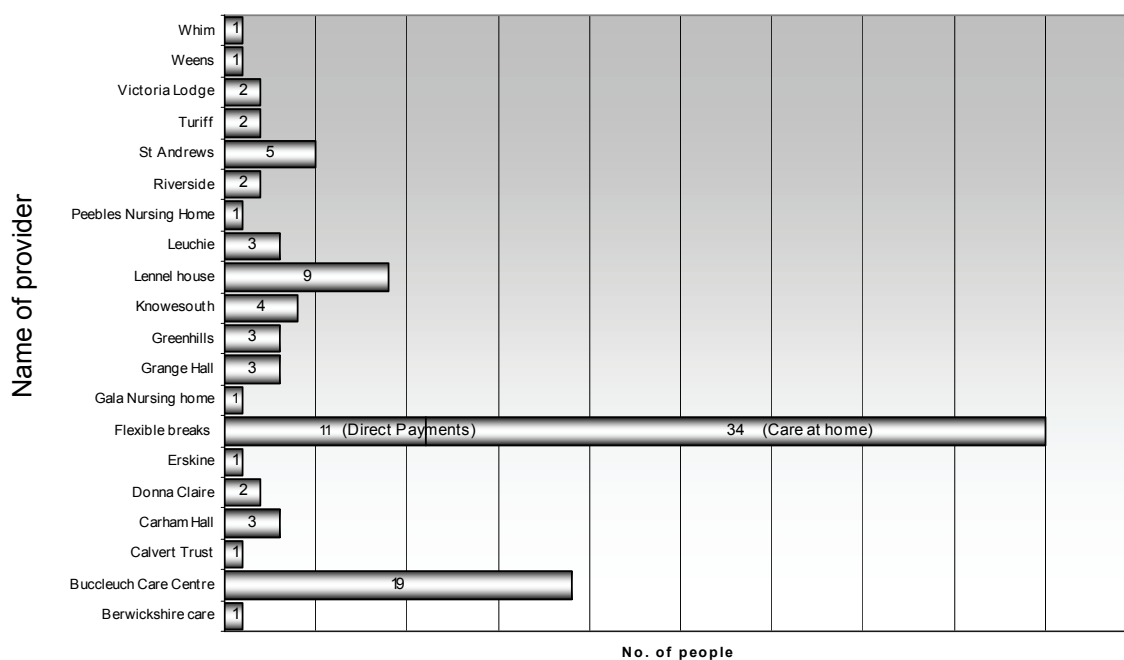


Table 2 shows the range of independent providers used by older people for their break, and the number of community based breaks – this does not include day service provision.



The recommendations of the Transforming Older Person's (TOPS) Review have been published recently and have taken into account the needs of older people and carers with plans for short breaks provision. [Transforming Older Peoples' Services - Scottish Borders Council](#)

The TOPS Review includes a review of day opportunities. The proposals for the future of council day services recognise the need to provide carer respite for people with high and medium levels of support and the need to provide short term intervention to manage crisis situations. The TOPS implementation plan includes the proposals below.

What do we propose to do?

- The Council care homes will be modernised to meet a revised role which will include and extend short breaks provision from 13 to 40 places. There will also be an increase in Peebles of two new places following the reprovisioning of Dunwhinny to meet the anticipated need.
- A social centre model will be trialled which will be run by voluntary organisations and can provide social support and carer respite for people with lower level care needs.

'My wife goes to respite care three times a year and she loves it– we tie it in with long weekends to my family. It allows me to keep contact with my family. I worry when I am away from her that can be stressful we always miss each other a great deal and really look forward to seeing each other again.' Quote from Carers Stories – a partnership project between NHS Borders, Princess Royal Trust Borders Carers Centre and carers

2. People with dementia

What do we do now?

Most people take breaks within a care home. We don't have specific information on the number of people with dementia who use a short break as they are included in the number of older people. Planning for older people with dementia is included in the TOPS Review recommendations. There are approximately 57 people considered to have early onset dementia and an alternative to care homes for older people is required. People are using the new Poynder View service in Kelso, an NHS community resource and outreach service for people with a dementia.

It is particularly important for people with dementia that they have familiarity and routine in their life and support at home

What do we propose to do?

- Through the TOPS review increase the number of short breaks places within care homes to meet the needs of older people with dementia and their carers.
- Build on the work of the Neighbourhood Links model to sustain people in their communities;

- Research the potential of the Shared Lives model to provide appropriate support for individuals -this provides a break in a family setting.



3. Adults with a learning disability

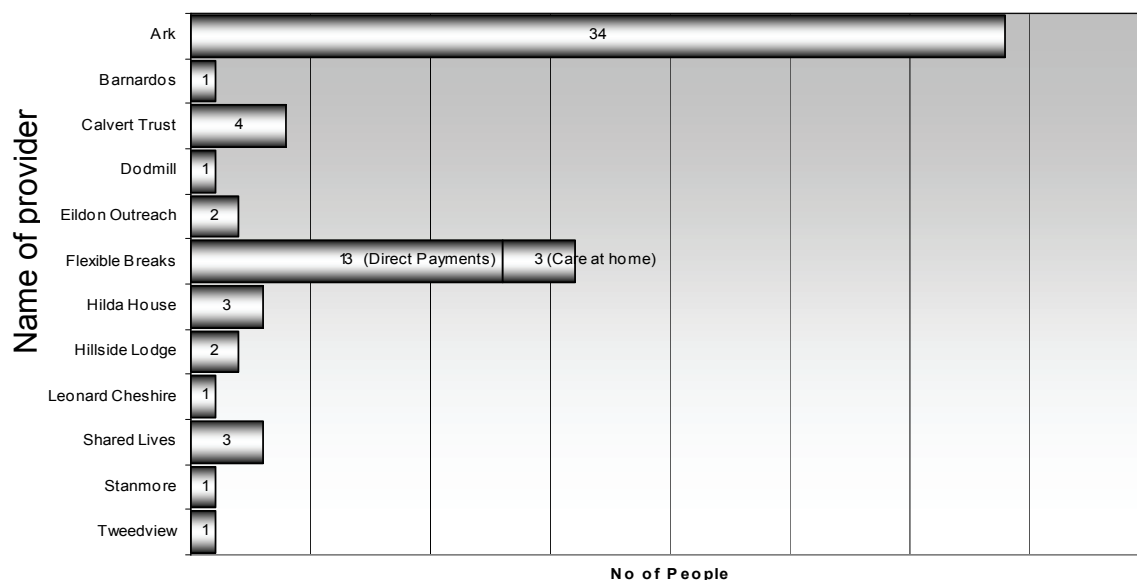
What do we do now?

About 72 adults with a learning disability took a short break in 2009/10. The main short breaks provision is a 4 bedroomed house managed by Ark Housing in Kelso and in 2009/10 almost half of the short breaks taken by people with a learning disability were taken in Ark's short breaks house (about 156 weeks through Ark).

There are some limitations to the service Ark provide – the house is not fully accessible to some wheelchair users. People are taking opportunities for a more individualised approach in their lives and short breaks are no exception- there is an increasing demand for breaks that are community based and personalised, and there is a particular need to address options for young adults who are leaving children's services and want breaks that are compatible to those experienced by their contemporaries.

It is estimated that about 39% of adults with a learning disability who use day services do so wholly or in part to provide a break for their carer. This equates to about 105 people. Day services are being reviewed by the Learning Disability Service and new opportunities for people are being supported with an emphasis on community involvement, employment opportunities and empowerment.

The diagram below shows the different options used by people for a break in 2009/10. This does not include use of day services.



What do we propose to do?

- In partnership with the Brothers of Charity provide short breaks accommodation for two people with complex needs through the redesign of housing at Gattonside
- Through the day opportunities review support people to access more community facilities
- Explore the potential to extend the Shared Lives service
- Review short breaks provision with the aim of providing a more individualised approach

Peter lives with his parents who enjoy staying at home whilst Peter takes his break. He has tried and enjoyed activity breaks where he has had support to try out new things including water sports and abseiling.

4. Adults with a physical disability

What do we do now?

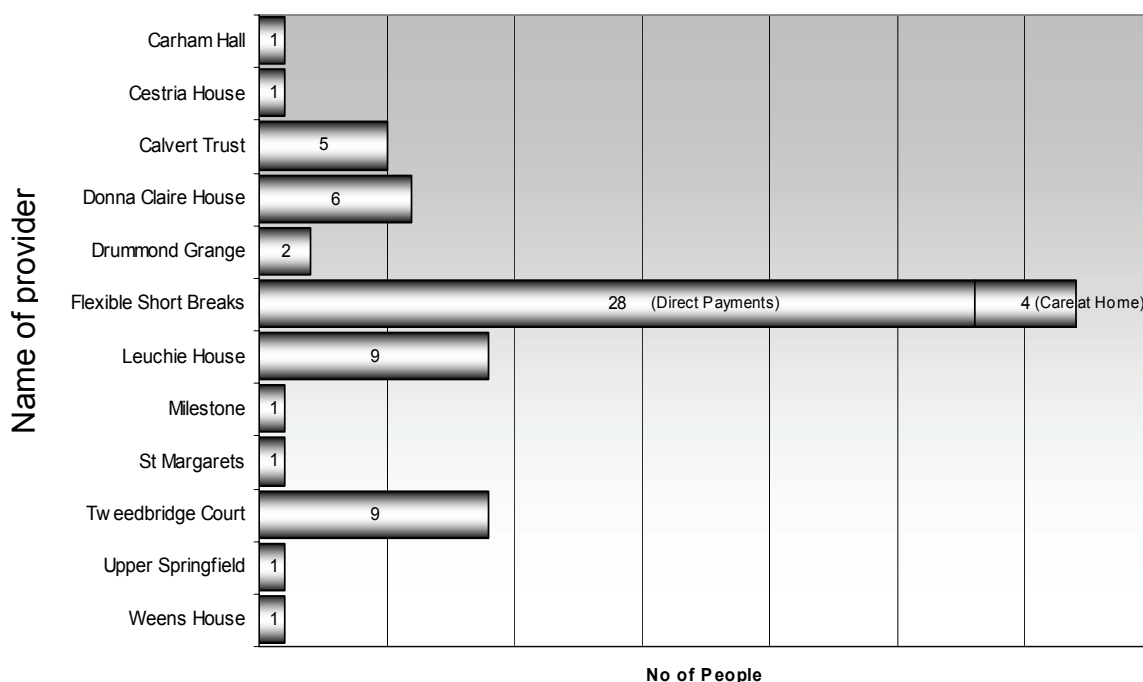
Almost 50% of people taking a break are arranging it themselves through a direct payment or taking it at home. The other breaks taken are within a specialist care home such as Leuchie House, Donna Clare or through the Calvert Trust at Kielder – mainly in resources out of the Borders.

SBC has worked in partnership with two local housing associations to develop short breaks accommodation in the east and west of the Borders. A flat is available within the Margaret Blackwood Housing Association accommodation at Tweedbridge Court, Peebles and Berwickshire Housing Association has just built a short breaks house in Duns. The Duns house is two bedroomed to

give people the option of taking the break on their own or with family and/or bring their own carers. Both in Peebles and Duns the accommodation is self catering, wheelchair accessible, and support can be arranged on an individual basis.

The MS Society has reviewed their respite/short breaks provision and stopped providing a short breaks service at many of their care homes last year. Leuchie House in North Berwick has been given a review for six months whilst independent funding is sought.

The diagram below shows the variety of breaks people took in 2009/10.



What do we propose to do?

- Promote the new service in Duns to make sure people are aware of this, and evaluate the service in 2011/12
- Support the MS Society in their work with individuals using Leuchie house to make alternative arrangements if required

Jill lives with her husband and child. The family want to be able to see each other during the break and Jill would prefer to have familiar staff. They chose local self catering accommodation which is on the ground floor, accessible with level access shower. Jill has a package of support through her own employees and additional local staff and gets the opportunity to enjoy the local amenities.



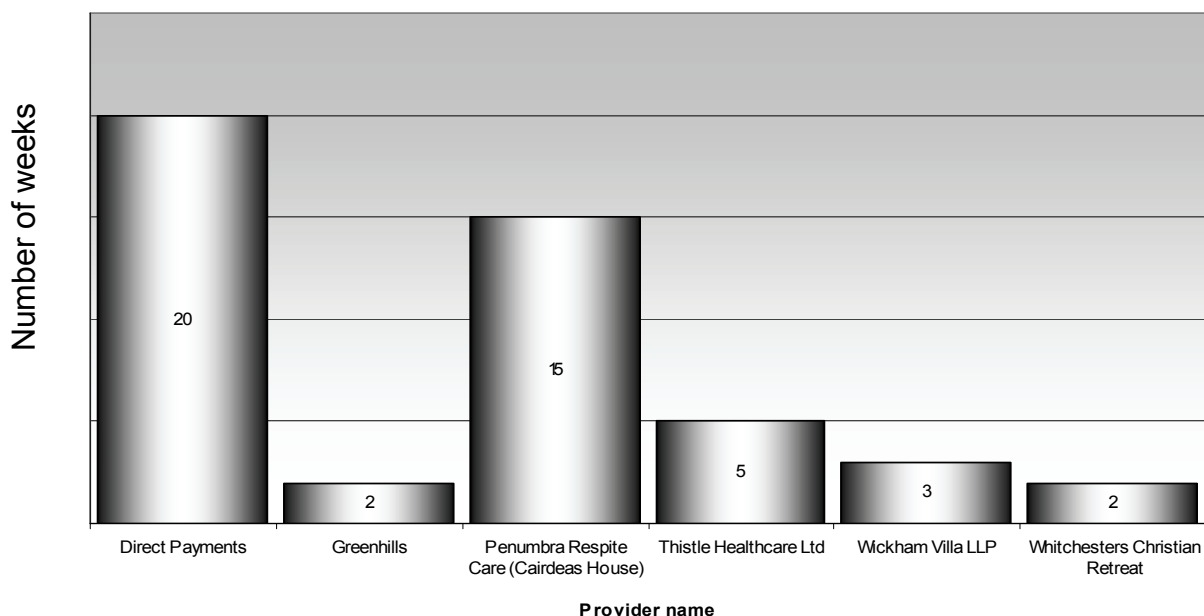
Above: cutting the ribbon at the opening of the short breaks house in Duns

5. Adults with Mental Health Needs

What do we do now?

Sixteen people took 47 weeks of breaks in 2009/10. Most breaks are within care homes – primarily Cairdeas House in Edinburgh- but there has been an increase in the use of direct payments. Few people were taking a short break, and due to the promotion of short breaks by BVCCF, New Horizons and social work staff, and increased information about how they can be tailored to individual need there has been a significant increase in use.

The diagram below shows how the 47 weeks of break were taken in 2009/10.



What do we propose to do?

- Evaluate the benefits people have got from their break people and if it achieved what they required.

- Promote short breaks based on learning from evaluation

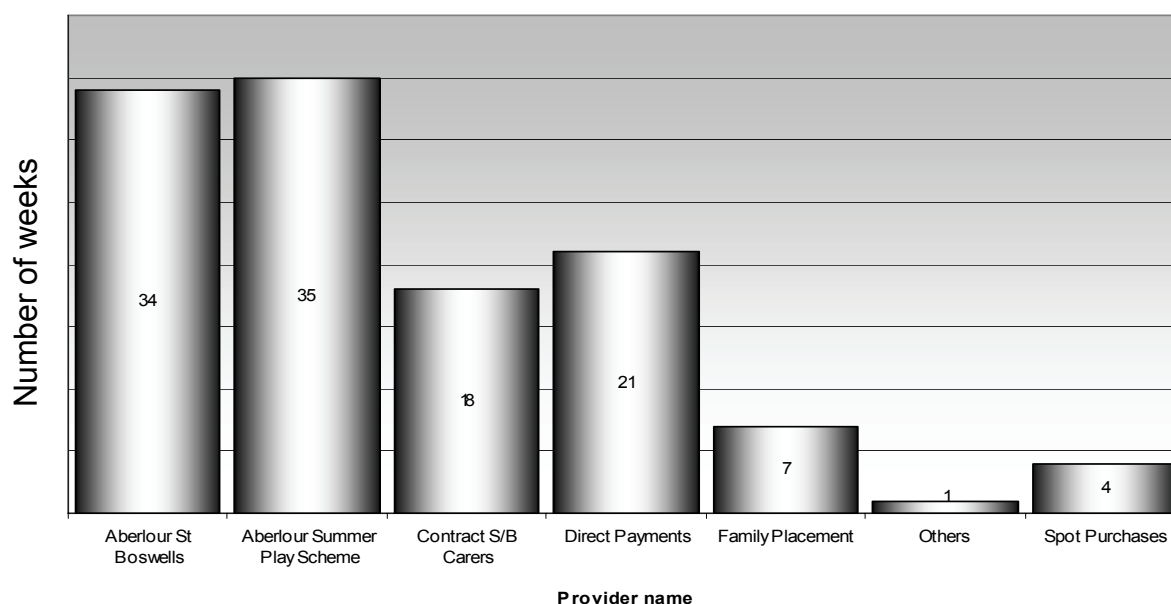
6. Children

What do we do now?

Most children take a short break through the Aberlour service which is funded by the Integrated Children's Service. Aberlour provides a 4 bedrooomed property in St Boswells, used by 34 children, a day service and a summer playscheme. There are also 25 children who receive a service with families specifically recruited to provide a break i.e. the family placement scheme and contract carers. In addition there are 21 families using a direct payment to purchase a tailored break, including 2/3 jointly funded.

There is a high demand for short breaks services and a pilot project has been commissioned with Interest Link to explore different forms of short break for people aged 11- 16 years. There are twelve young people being supported in after school activities through this service

In 2009/10 breaks were funded in the following way.



Mary is unable to attend nursery or any other resource due a need to be protected from infection. Her parents receive a direct payment funded by the NHS which is used to employ a nurse who can come into the family home and offer a break in a very flexible way.

What do we propose to do?

- Explore different options for the future provision of short breaks within the context of a review of service delivery for all related areas.

6. What we take account of in our planning

- What we have now and whether it is fit for the future
- Demography – from the TOPS review and dementia strategy we are aware of an increasing older population in the Borders
- Meeting national policy including the promotion of self-directed support, prevention and early intervention, support to carers
- What we know of people’s views of short breaks
- Public service finances - the cost and effectiveness of the various types of provision – see next section
- The roles of NHS, SBC and the independent sector and the added value of partnership working.

7. Financial Planning

SBC and NHS Borders are facing significant financial challenges and our planning must take into account cost effective options within the range of short breaks available. Short breaks services vary significantly in cost but our experience is indicating that where the following approaches have been used:

- using community resources
- enabling individuals to be flexible and creative about the use of their short breaks funding

there have been good quality outcomes for individuals and their carers which are competitive with traditional alternatives. The following table shows the average cost of short breaks services.

Resource	Average wkly cost	
	SW	Non-SW
Care home for older person	£600	£449-550
Care home for person with physical disability		£474-1800
Care home for person with a learning disability		£800
Care home for person with mental health needs		£800
Direct payment rate		£474.16
Shared Lives		£300*

(The average cost of short break care for children is not included as it is not available currently due to the way that costings are calculated; Social Work (SW) self-catering accommodation with support is not included as the model is too new to have an accurate average cost. *Not including management costs.)

8. What we plan to do achieve the aims of the strategy

Aim 1.

Have a robust plan for short breaks that is agreed between Scottish Borders Council, NHS Borders, BVCCF, the Princess Royal Trust for Carers

Proposals

- Following consultation publish a strategy with a joint action plan detailing timescales, actions and responsibilities for each organisation
- Continue work to improve information on short breaks use
- The Shorts Break Strategy will form part of the Borders Carers Strategy 2011-2015.

Aim 2.

Provide flexibility and choice in short breaks

Proposals

- Promote the development of self-directed support to increase people's choice over the break they take
- Create alternatives to traditional building based services for people using day services for a short break.
- Evaluate the use of flexible short breaks by people with mental health needs and use this information to inform development
- Increase capacity for short breaks through developing a new service for people with complex needs with the Brothers of Charity
- Increase capacity within social work care homes for older people to take a break
- Support the MS Society in their work with individuals using Leuchie house to make alternative arrangements, if required
- Explore the potential of expanding the Shared Lives (adult placement) service to a wider client group
- Promote the newly available short breaks provision at Station Court in Duns and evaluate
- Commission additional short breaks in Peebles based on the TOPS review and evaluation of the Tweedbridge Court short breaks service.

Aim 3

3. Provide access to information on breaks

Proposals

- Update the short breaks website with links which provide information and promote choice in breaks
- Review information process and protocols for accessing short breaks
- Provide clear information on charging for short breaks

Aim 4

Take account of the need for emergency crisis support

Proposals

- Review what is available and what is required to provide emergency support
- Work with the Princess Royal Trust Borders Carers Centre to explore options for speeding up access to short breaks for people who would not be eligible for social work support

Aim 5

Shift the balance toward preventative support

There are already local organisations in place such as Interest Link and Neighbourhood Links which promote social integration. Through the support they provide they can offer a very natural form of break for individuals and their carers.

Proposals

- Explore how we expand the role that local organisations can take in developing preventative support.
- Trial the development of social centres as part of the TOPS implementation plan

Aim 6

Prevent inappropriate levels of caring for young carers

Proposal

Take forward actions within the Scottish Borders Young Carers Strategy to respond to the needs of young carers

<http://www.scotborders.gov.uk/cyppp>

Aim 7

Monitor provision and need

Proposal

- Continue work with Shared Care Scotland to establish a questionnaire based on quality outcomes
- Evaluate local provision

9. Tell us what you think

This document is being circulated within NHS Borders, Scottish Borders Council, BVCCF, Princess Royal Trust Borders Carers Centre and to providers, independent organisations, groups representing people who use services and carers to invite comment on the strategy

Once this consultation process is complete the comments will inform a Scottish Borders Short Breaks Strategy. It will state what Social Work Services and NHS Borders are planning to do with partner organisations and how we plan to do this.

Please complete the attached sheet and return to us at:

Social Work Services (Short Breaks Strategy Responses)
 Scottish Borders Council
 Council Headquarters
 Newtown St Boswells
 Melrose TD6 OSA

If you prefer you can complete an electronic version of the form by visiting:
www.scotborders.gov.uk/council/yourcouncil/consultations/

Please let us have your responses by **3 October 2011**.

Comments section - please complete the following. Tick the box that reflects your thoughts on our proposals. Add comments in the space provided.

1 = Agree Strongly 2 = Agree 3 = Don't Agree 4 = Strongly Disagree

Page No.	Do you agree with	1	2	3	4
7/8	Our aims and outcomes				
17	Our proposals to have a joint plan				
17	Our proposals to provide flexibility and choice				

17	How we propose to improve access to information				
18	How we propose to take account of the need for emergency crisis support				
18	Our proposals to shift the balance toward preventative support				
18	The work to prevent inappropriate levels of caring for young carers				
18	How we will monitor provision and need				

Please choose three proposals that you think are the most important for NHS Borders and Scottish Borders Council to prioritise.

1	
2	
3	

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