

Report To: Community Health & Care
Partnership Sub Committee

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Report No:
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Subject: SHORT BREAKS STRATEGY

1.0 PURPOSE

- 1.1 The purpose of the report is to present to Inverclyde Community Health and Care Sub Committee the CHCP's Short Breaks Strategy for approval.

2.0 SUMMARY

- 2.1 The Short Breaks Strategy sets out a vision of how Inverclyde CHCP will develop a range of short breaks to meet the needs of different clients of all ages with community care needs. The Strategy is based on the principles of personalisation; empowerment and quality care.
- 2.2 The Strategy acknowledges the need to deliver better outcomes for both service users and their carers and recognises that service users require access to a range of options, in both community and care settings which would deliver a good experience for them. In addition, the Strategy acknowledges the invaluable contribution made by informal carers and the need for them to have a regular break from their caring role.
- 2.3 The role of the Short Breaks Bureau is key to the achievement of this vision by brokering breaks between providers and individual clients and their families. The Bureau can enable the needs of individuals and their families to be matched to a range of community based options and can negotiate this on behalf of individuals following assessment of their needs.
- 2.4 The Strategy reflects the voice of service users and carers who have identified what works and where the gaps in provision are and what we need to do to improve this. A Short Breaks Forum has been established to work in partnership around the development and monitoring of this strategy and will participate in future reviews.

3.0 RECOMMENDATION

- 3.1 That the Sub- Committee approve the content of the Strategy following due consideration.

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4.0 BACKGROUND

- 4.1 The Short Breaks Strategy shares a vision of how the CHCP wishes to develop access to good quality and flexible Short Breaks for all care groups. It promotes a person centred approach, which enables all individuals and their carers to make choices about the type of break that they would wish to have and the outcomes that they would wish to have from having a break.
- 4.2 Inverclyde CHCP has adopted the Scottish Government definition of Short Breaks which is 'Short Breaks are designed to enhance the quality of life for a person, who has support needs and their carers to support their relationship'.
- 4.3 The Short Breaks Bureau was established in 2009 to act as a broker and agent in shifting the balance of care from residential/ nursing respite to more natural community based breaks. Having been mainstreamed through funding from the Administration a year later, the Bureau has now consolidated its position in acting as a broker for arranging breaks on behalf of community care clients which include caravan holidays; adapted cottages; city breaks; hotel breaks, as well as the traditional breaks within care homes.
- 4.4 Feedback from service users and their families has been very positive about their experience of alternative breaks and the individual and personal service provided by the Bureau staff. In addition the Bureau has been a one stop shop, which has been able to develop knowledge and expertise, as well as coordinate activity and management information. By working with users and carers in the Short Breaks Forum and listening to feedback gathered from the People Involvement Framework we have identified gaps in provision such as overnight care within the home and sitting services at weekends.
- 4.5 The Strategy outlines the processes for accessing Short Breaks via the Bureau and the gaps which have been identified by service users and their carers, which will be taken forward through the Commissioning Strategy.

5.0 PROPOSALS

- 5.1 A comprehensive single route is adopted regarding the brokering of short breaks through the Short Breaks Bureau on behalf of all service users and carers, as well as self funders.
- 5.2 A wide variety of short breaks are promoted to offer service users and carers a wide range of choice.

6.0 IMPLICATIONS

- 6.1 Legal: There are no legal implications
- 6.2 Finance: The total budget for Short Breaks amounts to £60,000:

Cost Centre	Budget Heading	Budget Year £000's	Proposed Spend this Report	Virement From	Other Comments
02133	Short Breaks	2012/13	£60,000	N/A	Annual Budget for information

- 6.3 Personnel: There are no personnel implications.

6.4 Equalities: Positive impact in that all care groups should be able to access the Short Breaks Bureau to ensure an equitable approach.

6.5 Repopulation: There are no repopulation implications.

7.0 CONSULTATION

7.1 Consultation has been undertaken with The Short Breaks Forum in the development of the Strategy.

8.0 LIST OF BACKGROUND PAPERS

8.1 None.

INVERCLYDE CHCP
SHORT BREAKS STRATEGY
2012 - 2015

Version	1.0
Date	17/09/2012
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1. Introduction

Inverclyde Carers and Young Carers Strategy 2012-15 acknowledges the major contribution made by carers in our local community towards providing care and support for members of their families; partners; neighbours and friends. Carers are recognised as major partners in the delivery of care of their loved ones, which they often do tirelessly and at the risk of their own health and wellbeing. It is essential that carers are supported in the best possible way to maintain their own health and wellbeing and to enable them to continue with their caring role. One way of doing so is by providing regular breaks from this caring role and enabling carers to enjoy a long, healthy and fulfilling life. Carers also want to have access to the same life opportunities, as other people, whether this is as a young or adult carer and be able to pursue opportunities in relation to education, employment and social opportunities. Equally, individuals with care needs also want to have a break from their routine, which provides them with positive and enjoyable experiences.

The purpose of the Short Breaks Strategy is to set out a vision and action plan for where Inverclyde CHCP wants to be in terms of delivering Short Breaks for our current and future service users and carers in Inverclyde.

2. What are Short Breaks?

'Short Breaks are designed to enhance the quality of life for a person who has support needs and their carer to support their relationship' (Scottish Government Guidance CCD/4 2008 Guidance on Short Breaks)

Short breaks can involve a break for a carer from their caring role from a couple of hours, a few nights or up to a couple of weeks. They can also take the form of overnight breaks in a residential or community setting, sitting services in the home of the cared for person or an alternative break, which can take place in holiday settings. As well as the carer getting a break from their role, it is also important that the break is an enjoyable experience for the cared for person and results in positive outcomes for both parties.

Breaks can be organised for an individual to get a change from their regular routine, or with their carer or other members of the family. It is important that a range of options are available to individuals, in order that they can select the type of break which best suits their needs.

In addition, one of the aims of this strategy is to address the need to shift the balance of care in short break provision away from reliance on traditional residential models, to provision which will emphasise the need to promote a preventative and flexible approach to short breaks through accessing alternative community based breaks.

3. Our vision

Our vision is to provide a wide range of short breaks which are flexible, of a high quality, and result in better and more enjoyable outcomes for our service users and their carers. The range of options on offer will include breaks, such as City Breaks; caravan holidays; lodge or chalets breaks, accessible hotels, as well as, the more traditional respite units and Care

Homes. We aim to ensure that there is equity across all care groups and that we address the imbalances, which currently exist, where some client groups, individuals and families have little access to breaks, particularly in relation to Mental Health and Addictions. We also intend to consolidate the role of the CHCP Short Breaks Bureau, where staff, service users and their carers will contact the Bureau as a single point of access for all short breaks funded or facilitated through Inverclyde CHCP. We will share processes for accessing the Short Breaks Bureau with all staff in adult services, as well as with those individuals, who will be taking direct control of their own care and wish for short breaks to be arranged through the Bureau. In addition to providing options, the Bureau staff can arrange the breaks on behalf of individuals and ensure any personal requirements or specialist equipment issues are addressed in advance. The Bureau will also undertake monitoring and feedback on outcomes from service users and carers.

Inverclyde CHCP is committed to promoting a co-production model of working with service users; carers and the third sector. This includes us working closely with partners to deliver short breaks, which are flexible, personalised and of good quality. A Short Breaks Forum has been established with service users and carers to help us develop this Short Breaks Strategy, assist us in monitoring its implementation and help us identify the gaps as well as what works well which can inform future commissioning processes.

4. Policy drivers

There are many policy drivers, which aim to promote a flexible and alternative approach to short break provision based on the principles of personalisation, both at a national and local level. These include:-

- NHS Community Care Act 1990
- Carers (Support and Recognition)Act 1995
- Community Care and Health Act 2002
- Care 21-The Future of Unpaid Care 2005
- Guidance on Short Breaks (Scottish Government) 2008
- Inverclyde Community Care Plan 2009-12
- National Strategy for Carers Caring Together 2010-15
- Building a Health Service Fit for the Future
- Getting It Right for Every Child 2005
- Inverclyde Carers Strategy 2012-15
- Inverclyde Young Carers Strategy 2012-15
- NHS Greater Glasgow and Clyde Carers Policy Framework 2011/12

5. Who is eligible for Short Breaks

Individuals, who meet the eligibility criteria and who have been assessed as having a need by assessment/care management staff or carers who have received a Carers Assessment or self assessment will be eligible to have a break. In addition, individuals who have opted for direct payments and self directed care are also able to access the Short Breaks Bureau for information about breaks or to have them arranged.

Individuals are able to determine the type of break they wish, based on some of the examples below. Flexibility also allows for the individual service user to have a break along with their carer or other family members. Staff at the Short Breaks Bureau will then broker on behalf of the individual family to arrange the break.

Breaks are funded to cover the cost of the service user's care or travel arrangements. If accompanied by other family members, the costs would be shared between the CHCP and the individual. Short Breaks are available to any individual regardless of age; gender; ethnic origin; sexual orientation or disability. Breaks are tailored to meet the personal needs and requirements of the individual, who has a community care need.

Individual care plans will consider the need for short breaks to be incorporated and service users and their carers will be encouraged to consider the type of break they wish from a broad range of options, which can be accessed through the Short Breaks Bureau.

6. Carers Assessment

A carers assessment can present an ideal opportunity for a carer to recognise their need for a Short Breaks from their caring role, and be an opportunity for services to respond to the needs of the carer. Carers can conduct a self assessment of their needs with support from Inverclyde Carers Centre by contacting staff or dropping into the centre.

The Carers Assessment process in Inverclyde is detailed at Appendix 3.

7. Carers & Self Directed Support

Carers can also access short breaks in their own right through Inverclyde Carers Centre. Carers can currently access short breaks/sitting service of up to 4 hours per week through private providers arranged through the Carers Centre. In addition, carers can also access group holidays, which includes overnight breaks with other carers. These breaks have been developed through a devolved budget to the Carers Centre over the past few years and have proved highly successful. This approach has also been highlighted in the National Carers Strategy as an example of good practice.

Carers have commented that they find it easier to access the breaks through the Carers Centre if they have no other involvement with the CHCP. In addition, carers feel able to access this support at an early stage of their caring role, rather than wait until the caring situation becomes more demanding.

A recent partnership has been forged with the Carers Centre to promote self assessments for carers through the Carers Centre and this may generate a greater awareness of short breaks, which may result in a higher demand for the service.

8. Types of Breaks

Local Authorities or CHCPs have the lead role in planning Short Breaks. Breaks can be on a planned basis or be made available in an emergency or crisis situation.

Some examples listed below are examples of the types of alternative Short Breaks, which many service users are beginning to enjoy:-

- Caravan holidays at country or seaside;
- city breaks including Glasgow; Edinburgh or London
- staying in hotels or bed and breakfast;
- lodges with family members;
- caravans with family members;
- holiday homes with specially adapted equipment including hoists.

In Inverclyde we have established the Short Breaks Bureau, which is designed to act, as a one stop shop, for arranging breaks of all kinds and act as a broker between staff and short breaks providers. The Bureau staff can suggest a variety of options available to meet the needs of individuals and make all the necessary travel and booking arrangements on behalf of the individual/care manager.

Staff from the Bureau, continue to develop the range of alternative breaks on offer and ensure that they are accessible. The Short Break Coordinator is also part of a network with other Short Break Coordinators, supported by Shared Care Scotland, who are the national organisation remitted by Scottish Government to promote alternative breaks.

Appendix 1 gives an overview of the provision currently available.

9. Planned Breaks

Individual care plans will allow for short breaks to be planned on a regular basis according to the wishes and expressed needs of the service user and their family.

In addition, more traditional models are available for individuals whose needs require nursing care. The main issue for carers, who access this form of breaks, is that they can not always plan ahead for breaks within care homes, as the current system prioritises long term care placements.

Vacancies for respite/short breaks within Care homes for Older People are reported on a daily basis, which the Short Breaks Bureau Coordinator follows up and contacts carers and homes regarding the vacancies. Hillend Respite Unit, which proves extremely popular with carers, has a booking system, which allows carers to book up to a year in advance. The unit is unable to respond to all the demands for the service and thus carers are anxious to see a similar unit developed either in a care home or sheltered housing complex, which would deliver the same quality of outcomes for them.

10. Emergency Breaks

Emergency care can be arranged through the Short Breaks Bureau for individuals whose carer has taken unwell, been admitted to hospital or where there has been a breakdown in the caring relationship.

Currently, the most common practice is for an individual to be admitted to a care home, until such times as the crisis has passed. In some care groups, this may involve the individual being admitted to hospital. The Carers Centre is currently developing an emergency care system for carers through the Change Fund programme, which would involve carers creating an emergency plan to be shared with services. In the event of an emergency these arrangements can be followed but where there is an unplanned crisis other action is required

In order to prevent unnecessary admissions to care or hospital, we need to ensure, that staff in primary health and community care services, are aware of other options available. These options include a small emergency budget available through the Short Breaks Bureau, which can allow care workers to provide temporary care in the cared for person's home, until the crisis has been addressed.

11. The Short Breaks Bureau

The Inverclyde CHCP Short Breaks Bureau was established in 2009 to act as a broker in arranging respite/ short breaks and to promote alternative approaches to short breaks provision, as well as arranging more traditional breaks in care homes/ residential settings.

Creating a shift in the balance of care for short breaks, towards a preventative approach is a key role for the Short Breaks Bureau. Whilst it is recognised that there will always be a need for some individuals to have a break within care home or other residential environments, there is also a need to develop more flexible short breaks which result in better and more enjoyable outcomes for people and enable carers to continue in their caring role.

One of the additional benefits of the single access point for short breaks provided by the Bureau is, that it reduces some of the time pressures on assessment and care staff usually spent on arranging breaks and allows a centre of knowledge, information and support to be developed, which in turn is available to all staff for the benefit of service users and their carers.

To date, the Bureau has been effective in establishing good relationships with care homes and developing a coordinated approach to the booking and arranging of short breaks within these settings. In addition, the Bureau staff have been actively promoting the benefits of alternative breaks with service user and carer organisations, as well as amongst future social care and health staff.

It has been agreed that a major objective of the strategy will be to ensure that the process for accessing breaks via the Bureau requires to be embedded across all adult care groups in order that a consistent approach is developed in terms of offering a range of choice to users and carers across adult services. This process (Appendix 1) is based on the initial assessment being shared with staff at the Bureau to explore various options. The Bureau staff would then match the needs of the individual to various options for the worker to share with the individual user following approval of funding. The Bureau staff will then make the necessary arrangements for the break and handle all necessary paperwork.

The process for accessing short breaks is detailed at appendix 2.

Feedback is collated from service users and carers on a regular basis by the Bureau, which helps to monitor the quality of breaks and identify key outcomes.

It is intended that with the implementation of this strategy the Bureau will play a more central role in terms of gathering information around the use of different types of short breaks, which can then be used for management information and analysed by the Planning and Performance service for onward reporting to Scottish Government. To date, information relating to short breaks for Older People is routed through the Bureau and this will be extended to include other care groups

12. Reporting on Short Breaks

The Scottish Government is currently reviewing the definition of Short Breaks in order to develop some consistency across local authority areas. Colleagues within Planning and Performance will keep staff informed of any changes in definitions. Currently the types of breaks which are included in our reporting to Scottish Government include:-

- Overnight in a care home;
- Overnights in Hillend Respite Unit;
- Befriending services;
- Sitting service at home ;
- Breaks for carers provided by the Carers Centre.
- Holiday Breaks

At the moment we are working on a definition of a short break being that which gives service users or carers a break/respice from their regular routine.

13. Short Breaks Forum

The Short Breaks Forum was established in April 2012 with service users and carers from across a range of care groups. The Forum has played a key role in helping the CHCP to develop this strategy and will continue to play a key role in monitoring the implementation of this and the related Commissioning Plans.

Initial feedback from the Short Breaks Forum has been as follows in relation to quality and monitoring:

Quality and monitoring issues

- Carers spoke about short breaks, as providing the opportunity, to relax away from their caring role. For some carers this means that they can spend with other members of the family or just have some free time to themselves, without worrying about having to be home by a certain time. Carers also spoke about the importance of having peace of mind over the quality of care and not having to worry about whether their relative was being cared for properly.
- Carers identified the importance of good quality care and ensuring that standards are being met. They felt that agencies should be bound to ensure that standards of hygiene were being met, sufficient numbers of nursing staff are available within care homes, that the food was good and varied and that there were enough stimulating activities taking place.
- In addition, carers emphasised the need for staff to be well trained particularly in areas relating to mental health and dementia and have a caring and compassionate nature.
- Service users spoke about the importance of having fun, enjoying themselves on breaks and having the opportunity to do what they wanted.
- The Charging Policy also presented some issues for carers who did not find it clear or fair in relation to short breaks. Examples cited were the client contribution made in relation to breaks within Care homes and the lack of charge for alternative breaks. Whilst it is the service user, who makes the contribution to the cost, it is often the carer who is in need of the break.

Strengths, weaknesses and gaps

Members of the Short Breaks Forum were asked about the types of breaks, which they felt worked well and where they felt the gaps exist in current provision.

- Hillend Respite Unit for Older people was cited as an example of good practice. Users and carers spoke about the quality of personal care and support provided by staff at the unit. Some carers felt that there was a need for more units of the same quality.
- Some carers felt, that their experience of breaks within care homes, were varied. Some considered some care homes were very good, whilst others felt that they were not satisfied with the quality of care in some care homes for short breaks. Carers spoke about their frustration at not being able to book places within care homes in advance for breaks.

- Carers of adults with learning disabilities were generally satisfied with the current traditional models of respite for their family members. This consists of two main providers providing residential care. In the main carers felt that their family members were safe and free from harm and that they had always enjoyed the breaks. However some carers did acknowledge that alternative breaks presented an interesting option and that this was perhaps something they could consider as a option for the family together. Carers acknowledged that some service users continued to attend day care, whilst in residential respite care, and that this did not constitute a break from their regular routine. Carers also acknowledged that not only was this hugely expensive, but that it also limited the number of people who could benefit from short breaks. Carers also felt that their family members with learning disabilities were denied the opportunity to have a break/holiday with a friend, as there was no support available to them.
- Other gaps identified by the Forum were that some client groups had very little access to breaks of any description, such as Mental Health and Addiction services. It was felt that gaps exist for individuals with organic mental health conditions or individuals who present potentially 'challenging behaviour' e.g. developed dementia; Huntingdon's and Parkinson's disease, as well as schizophrenia and bipolar illnesses. Often carers in these situations caring for someone with severe mental health conditions are under a great deal of stress and badly in need of a break. Day care provision was considered one possible solution, but other types of breaks were also suggested, which would involve support workers to assist individuals with mental health problems to participate in activities and develop interests and at the same time provide the carer with a break.
- The Forum also identified the need for more information and awareness raised about Short Breaks and their importance. Issues were raised about how well care managers introduce areas like short breaks into the care planning process and the need for some consistency around this.
- Carers Assessments were also considered important to encourage carers to identify their need for short breaks. The Forum felt tat these needed to be widely promoted and welcomed the idea of self assessment being introduced.
- Members also identified the need for people without a care manager to know how to access short breaks services and therefore that there was a need for more general information to be widely available within the community.
- The Charging policy was also identified as an area that seemed unfair and unclear. Users and carers would welcome more information and streamlining of the charging system.

14. Gaps and Solutions

As stated above members of the Forum were asked to identify where they felt the gaps in provision were and how these gaps might be met. Listed below are suggestions made by the Forum to address these gaps, which will be taken forward through implementing this Strategy.

GAP	CLIENT GROUP	POSSIBLE SOLUTIONS
Lack of Support to enable Older Person to take a break without a carer or with other older people	Older People able to access alternative breaks through the Loudon Bequest	Extend a befriending/ buddying scheme to support older people on breaks by covering basic expenses of volunteers
Need for more overnight care within peoples own homes	Older People; Adults with Health conditions	Develop more overnight services at home to give carers a break
Promote the benefits of alternative Short Breaks by using the support to take up a hobby or attending class etc	Adults with Mental Health /Addiction issues/People with early diagnosis of dementia or long term health condition	Develop a befriending/buddying scheme for individuals to take up new interests.
Encourage carers to take up opportunities for alternative breaks with the person they care for.	Adults with Learning Disabilities.	Family breaks. Friends going on holiday with volunteers support
Need for more residential places to enable carers to plan breaks	Older People	Similar small respite unit to Hillend within Sheltered Housing/Care Home
Support for service users/carers at an early stage	Older People with dementia. Post diagnosis	Introduce Befriender/ support service.
Support for people with functional mental health issues	Mental health service users	Befrienders Support for activities /interests during the day.
Support for carers	All group	Carers assessments should be offered to all carers.
Short breaks with friends	All client groups	More group breaks for service users with friends and support from volunteers or carers.

15. Conclusions

In order to take forward the key messages in this strategy guidance notes will be issued to staff regarding the key role of the Short Breaks Bureau in arranging all forms of Short Breaks. The Bureau will assist staff in arranging breaks which are both flexible and person centred and which help to shift the balance of care away from reliance on traditional forms of respite. The suggestions and points made by the Short Breaks Forum regarding gaps in provision possible solutions will be reflected in the development of the Joint Commissioning Strategy, which service users and carers will be major partners in developing.

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APPENDIX 1 Current Provision

CARE HOMES FOR OLDER PEOPLE	RESIDENTIAL SETTINGS ADULTS WITH A LEARNING DISABILITY	RESIDENTIAL SETTINGS ADULTS WITH A PHYSICAL DISABILITY
Balclutha Nursing Home	Merrybrook Residential Home (Quarriers)	Leuchie House
Belleaire House	Parklands (Quarriers Village)	
Merino Court	Riverview (Quarriers)	
Newark Care Home	Garpel house (Lochwinnoch)	
Queens Care Home		
Woodside Care Home		
Hillend Unit	Hillend Unit	

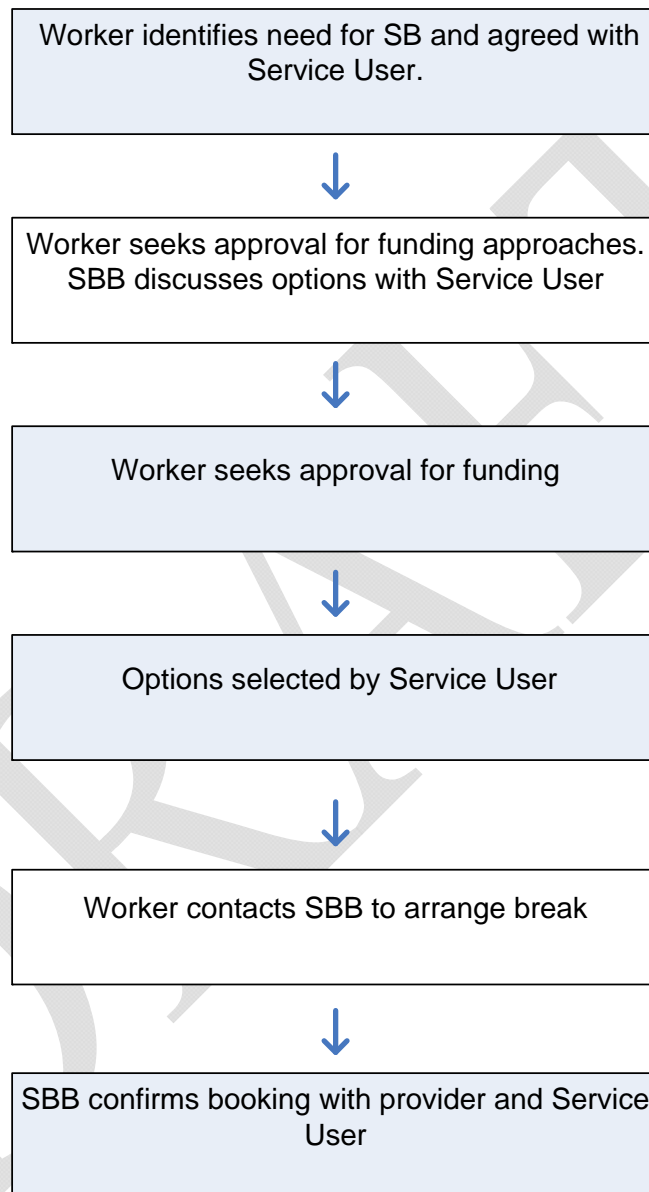
Community Based Provision

SERVICE	PROVIDER	CARE GROUP
Befriending	Volunteer Centre	Older People Adults with Learning Disability/ Physical Disability Mental Health
	Carers Centre	Older Carers
	WRVS	Older People
Peer Support	Your Voice	Older People Mental Health
Social Club	Enable	Learning Disability
Breaks at Home/ Domiciliary	Rowan Gardens	Older People
	Marie Curie	Older People
	Hillend	Older People

Alternative Breaks

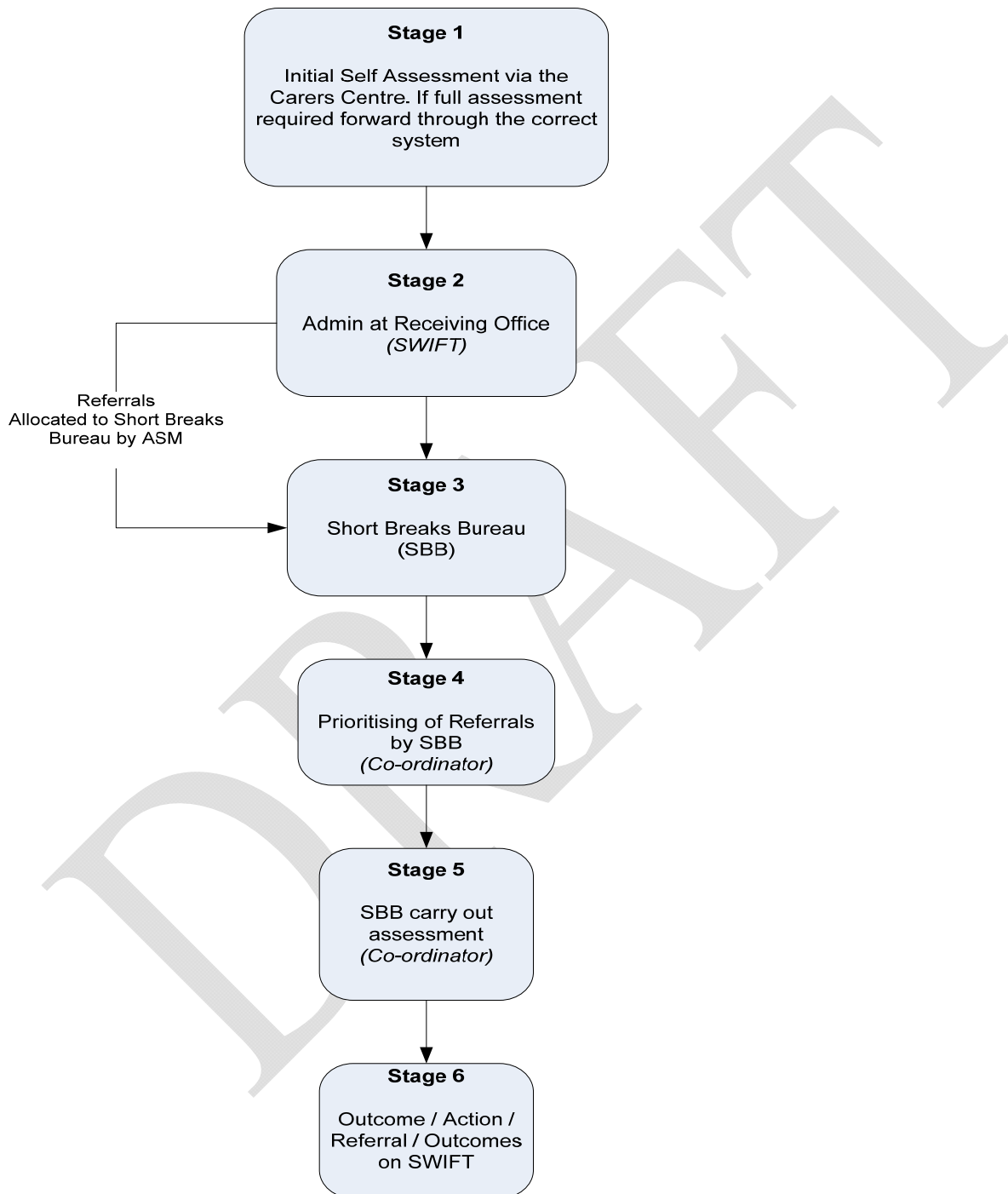
TYOE OF BREAK	CARE GROUP
Caravan Holiday	Older People/ Disabilities
Lodges	All Care Groups
Coach Trips	All Care Groups
Themed Breaks	All Care Groups
City Breaks	All Care Groups
Hotels	All Care Groups

Short Breaks Appendix 2



Carers Assessment Process

Appendix 3



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