

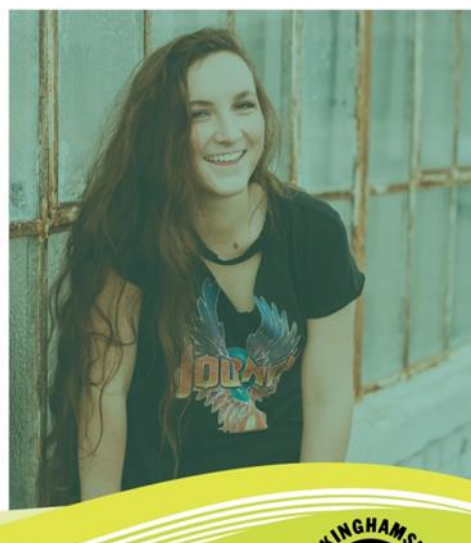
**Buckinghamshire
Adult's Short
Breaks DRAFT
Strategy**

2018 - 2022

April 2018



**Short Breaks
for adults
(18 years +)
with care and
support needs**



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1. Introduction to the Adult Short Breaks strategy

1.1 What this strategy is about

This draft strategy sets out our outline vision for how short breaks can help vulnerable adults to live more independent lives and also support support carers with their caring responsibilities.

It aims to focus on the outcomes that a variety of support can offer, rather than focus on delivering services that have historically operated separately and without considering their overall impact in maintaining independence for the cared for person to live at home.

With the financial constraints all local authorities and Clinical Commissioning Groups are facing we need to ensure our services represent value for money and that our available resources for short breaks are targeted at those who need support the most, through suitable criteria and regular reviews

Although this strategy applies to vulnerable adults aged 18 years and over, it does not sit in isolation. It has been developed alongside the Children's Short Breaks Strategy to help ensure that, as children approach adulthood, a smooth transition from one service to the other can be achieved.

1.2 Why this strategy is needed

There are four main reasons why we need an Adult Short Breaks Strategy - these are to make sure that:

- we have a strategy as currently there isn't one
- people can access a wide range of short-breaks options close to where they live, creating more opportunities for carers and vulnerable adults to build networks that connect them to the communities they live in.
- we provide services that are value for money and can meet both current and future need – and that the money we have for short breaks is spent where there is the most need
- people who need to use short breaks are treated fairly and consistently

Short breaks in Buckinghamshire are in need of modernisation, both in terms of provision and the offer. We will set out draft plans for an offer and provision in future consultation exercises.

There is currently is no overarching strategy or policy detailing a county wide approach to adult short breaks. At present, personal care packages are agreed with individuals without reference to best practice in enabling independence, or equitable and sustainable offers of support. This - along with a lack of co-ordination, suitable community alternatives and specialist support - has resulted in inconsistent provision and issues such as the need to pursue expensive out of area placements.

Substantial population growth is anticipated for Buckinghamshire and as people live longer and with more complex disabilities, the Council's approach to short breaks provision needs to be able to meet the diverse needs of these carers and cared for.

An established strategy would rebalance this, providing us with sound principles around which the policy and service model options can be developed.

1.3 Research used

The strategy takes account of relevant legislation regarding support for users and carers and forecasted future data and best practice research.

We have used information and feedback we have previously had from carers and service users to produce this paper, but it is crucial to the development of our approach to build on these and co-produce ideas with the views and expertise of people who have had experience of services.

1.4 Objectives

The objectives of a Adult Short Breaks strategy would be to:

- support vulnerable adults to develop independence, learn new skills, make new friends and reduce loneliness
- provide a choice of short breaks with a range of activities and locations at a variety of times
- provide the right mix between traditional, often buildings based, respite care for people with more complex needs and community based short-breaks closer to home
- ensure access to short breaks is fair and priority is targeted at those who most need it
- improve the quality of short breaks provision and achieve good value for money
- encourage people to try new things and access more informal or locally based support
- support carers with their caring responsibilities

1.5 Our vision

'To make the best use of the resources available to help the people of Buckinghamshire lead fulfilled lives.'

Adult Short Breaks support two key aims of Buckinghamshire County Council's Strategic Plan 2017-2020:

- safeguarding our vulnerable
- meeting opportunities and building self-reliance

2. Buckinghamshire Adult Short Breaks Service

2.1 What short term breaks can be

Short term breaks are for people who are normally cared for in their own home by a family member or friend who is not paid for their caring tasks. Short breaks are beneficial to both service users and carers as it enables the carer to have a break from their caring responsibilities and enables the service user to have a fulfilling break without the carer.

2.2 Universal short breaks are breaks that are available through resources in the local community that anyone can access. This could include activities at leisure centres, community centres, faith groups and voluntary organisations, or even general access council services. The organisation who provides the activity may charge while others may be free. Examples include: Active Bucks, Carers Bucks support groups, Waddesdon Wednesday Club, Flackwell Heath Day Service, Simply Walks, Men in Sheds.

2.3 Targeted short breaks are often available through resources that have been designed to meet a specific needs of a particular group of people, for example older people, people living with dementia, people with autism or hard to reach groups. They are often funded by grants from the Council or the NHS and include things like cafes, support groups and luncheon clubs. Again the organisation who provides the activity may charge while others may be free. Examples include: Carers Bucks, Alzheimers Society Café, Age UK Befriending Service, Community Impact Bucks Gardening, Dosti Womens Club, Movers and Shakers.

2.4 Eligibility based short breaks are for people who have care and support needs which cannot be met by universal or targeted short breaks and where the person with care needs or their carer are eligible for support. For the person with social care needs they will usually have a financial assessment and may need to pay towards the cost of the break. If eligible for financial support, people will have the choice of taking a Direct Payment so that they can buy the support that suits them best. Examples of eligibility based short breaks include:

- support in the persons own home by a temporary care worker
- a short break away from home (not necessarily overnight) for the carer, where the carer receives a break from their caring role e.g. Shared Lives, Day Opportunities.
- a temporary stay in a care home or other supported environments
- overnight residential short breaks (these will only be allocated for those with the most complex needs that cannot be met within a community context)
- unplanned or emergency care may be required when the usual carer is unavailable at short-notice

2.5 Improving access to universal short breaks

Many vulnerable adults currently are provided targeted and specialist short break services because universal services are not accessible to them. Access to universal services should always be a first option.

Increased engagement and support to universal services will improve access to these services and help adults with support needs to take part in activities alongside other adults in their communities, improving outcomes and decreasing social isolation.

2.6 Complex needs and challenging behavior

We will still likely need to provide targeted and more specialist short breaks for adults with specific or complex needs and/or challenging behaviour, but also want them to have greater opportunity to take part in universal services alongside these, so that support is tailored to meet their needs.

2.7 What we would not classify as a short break

The following types of care are sometimes referred to or recorded as short breaks:

- When a carer or personal assistant goes on holiday and temporary cover is required. The service user should use their Personal Budget to purchase temporary cover for when their carer is absent
- When a person is discharged from hospital as medically fit into a residential unit because they are not yet able to return home due to the property not being suitable. This is not a short break, but a short stay
- Where a person is discharged into a step down bed or rehabilitation bed because they are not medically fit for discharge, this is NHS provision
- Short-term residential care where there is no carer. For example where a person's house may need a major adaptation or the care worker may be absent for a period of time so the cared for needs to go into a care home temporarily.

3. Stakeholder engagement and consultation

Initial engagement activities were held in August 2017 where the future direction of Adult Social Care Services, including short break provision, was outlined. This focussed on disabled adults and their carers having the opportunity to hear about this new programme of work and its ambition to co-create future services.

We know we can only be successful in achieving our vision if we continue to listen to and work with the people who have personal experience and knowledge of the services and communities that support them. To do this we will:

- provide appropriate opportunities for people who use, deliver or work in our short breaks services to have their say and design services with us
- be clear about why we are asking people to get involved, what they are being asked to give their views on and let them know how their views have been taken into account
- formally consult with services users when there is a significant change to a service they are using and publicly publish any results.

4. Delivering our vision

The Adult Short Break Strategy aims to use the following principles and guidance:

4.1 Outcomes based approach

We want our short breaks to deliver the best outcomes for vulnerable adults and their carers. We will focus on the strengths and abilities of each person and what they can do, as well as what matters to them. By focusing on each adult, we can tailor activities to individual need, develop their skills and promote independence. Individual needs should be reviewed regularly to allow for any changes to support.

4.2 Meeting individual need in a fair and consistent way

Using Care Advice Buckinghamshire www.careadvicebuckinghamshire.org and Buckinghamshire Family Information Service www.bucksfamilyinfo.org websites, we can provide clear and easy to understand information and guidance on:

- Short breaks information
- Access and eligibility (including Continuing Healthcare Funded provision)

To make sure resources target those most in need of support, we can:

- improve access to community alternatives offered to all people, so those with disabilities can also take part by identifying providers training and support needs
- provide support proportionate to the needs of each person focussing on helping people to live independently, offering short term interventions to regain skills and providing help where people require long term support

- ensure the short breaks offered are calculated in a fair and open way
- use a multi-disciplinary panel to agree requests where the need for specialist short breaks has been identified, taking into account other support being accessed and highlighting other provision that supports the carer (and the cared for too).

4.3 Sustainable models of support

We aim to work with partners who can provide services that are flexible and can change as needed over the coming years, to ensure those who need support can access it when they need it. We aim to develop a wider, more inclusive offer for adults with a disability to activities that in the past might not have been accessible. This could include:

- building informal networks of support to provide practical help, using volunteers and befriending schemes
- sharing of knowledge and expertise of what is available and what works when supporting disabled adults and their families
- use local, community buildings so families do not have to travel far and can link with other provisions

4.4 Improved transition to adulthood

We recognise that as a child approaches the transition to adult services it is an anxious time for both the child and their family. Therefore, the Transitions team in Adult Services will identify young people from the age of 14 years old who could be eligible for either Adult Social Care or Continuing Health Care services at 18. For those who will continue to access support through universal services we will provide clear and easy to read information via the local offer on the website www.bucksfamilyinfo.org. This will include information on how young people can:

- live independently and learn valuable life skills
- access further education or volunteering opportunities
- understand travel assistance options

4.5 Working together

We want to build and improve on the points in this paper through co-production and consultation with service users and carers. Their views and knowledge of what support would best deliver the outcomes they want will be essential to working up our approach.

We also aim to work with other providers and key stakeholders. In particular by:

- co-production in implementing contracts and transitioning to new contracts e.g. Development Forum
- establishing a Carer Advisory Group for short breaks for carers to give us feedback on the service and highlight possible changes

- collaboration in service and contract reviews for new short break services

4.6 Financial assessment

Where appropriate, service users should be financially assessed against the below policies to see whether or not they will need to contribute towards the cost of their care. Charges are only a contribution and no one pays more than they can afford. More detail on charging can be found in the following links:

- [Charging Policy for Non-Residential Services](#)
- [Choice and Top Up Policy](#)
- [Direct Payment Policy](#)
- [Assessing and Supporting Your Needs](#)

4.7 Travel assistance

The provision of transport relevant to care and support needs should always be detailed within the service user's support plan. It is expected that the service user, together with family members or friends, usually would make their own arrangements for transport. If this is not possible, or if specialist transport is required, then the decision to provide and fund transport will be subject to the relevant health or social care policy and guidance. In the exceptional circumstance where transport is provided by the Council, the cost would be included in the final budget figure and would be subject to the Council's charging policy.

5. National context

5.1 The Care Act 2014

The Care Act 2014 brings together and builds upon a range of previous legislation around care and support into one new law and came into effect in England from the 1st April 2015.

The Act focuses on individual wellbeing from a perspective of preventing dependence on public services. It focusses on helping people to draw on their strengths as well as support they have available to them from both personal and community networks - rather than becoming dependent on the long term care and support of health and social care.

Promoting wellbeing is not always about statutory services meeting needs directly. The concept of meeting needs recognises that modern care and support can be provided in any number of ways, with new models emerging all the time, rather than the previous legislation which focuses primarily on traditional models of residential and domiciliary care

The Care Act is designed to work in partnership with the Children and Families Act 2014, which applies to 0 to 25 year old children and young people with SEN and Disabilities. In combination, the 2 Acts enable areas to prepare children and young

people for adulthood from the earliest possible stage, including their transition to adult services.

The Care Act has also strengthened support for carers who are assessed as having eligible needs and emphasises the importance of short breaks. More information about the [Care Act can be found here](#).

5.2 National research

Research shows that quality short breaks can improve life chances for disabled adults by helping them and their families to achieve the following:

- better established peer groups and friendships
- increased enjoyment and achievement
- improved connections with local community
- improved physical health, emotional health and well-being
- more sustainable caring arrangements and improved quality of family life
- improved communication, confidence and self-esteem
- increased knowledge about where to access advice and support when they need it most
- increased co-production, choice and control

'A Review of Respite and Short Break Provision For Adult Carers of Adults in the Highland Partnership Areas' supports the positive impact that is made:

- *'Carers – in their caring role – are not users of services; they are providing care. The support people receive as carers through respite does not make them service users – rather this support is seen as that which that enables them to continue to provide care (or to disengage from caring) and to have a life alongside caring.'*

'Although respite is seen as a service for the carer, access to this service is through an assessment of the cared-for person. It is as though there is an unwritten assumption that the obtaining of a break from caring through provision of the respite service in and of itself is the sole outcome for carers. Where other outcomes are achieved, it is the case that this often relies on the serendipitous and the incidental rather than on being intentionally designed into provision via conversations with carers. This then leaves unexamined much else that could be accomplished through discussing a range of possible outcomes for carers via an effective Carers Support Plan.'

Anne McDonald and Donald McLeod 2016

6. Local context

6.1 Buckinghamshire County Council's Strategic Plan 2017-2020

This sets out the key aims and priorities for the County Council which are to safeguard our vulnerable, create opportunities and build self-reliance.

In line with the principles of The Care Act 2014, The Council will continue to support those who require specialist short break services, but also ensure that they significantly increase the opportunities for people to be appropriately cared for in their own home with the assistance of family or other informal support systems. In this way, many more people should be able to stay in their own homes for longer, preventing the need for institutional based care.

6.2 Strategic Vision for Carers in Buckinghamshire 2016 - 2019 (BCC and Bucks CCGs)

Although evidence tell us that many carers find their roles rewarding and positive, there is also good evidence that caring can have a negative impact on the carer's physical and emotional wellbeing. The 'Strategic Vision for Carers in Buckinghamshire 2016 – 2019' sets out our four point commitment to improving quality of life for carers:

- support, value and recognise carers as equal partners in care
- support and give carers confidence to have a life of their own outside of caring
- involve carers in planning and shaping services
- recognise that carers need flexible and responsive support

6.3 'Better Lives 2018 – 2021'

'Better Lives' explains our strategy for improving adult social care services now and creating services which are sustainable for the future residents of Buckinghamshire.

The strategy outlines how Buckinghamshire County Council, working with partners within the voluntary and community sector, will make it easier for people to take care of themselves, improve their own lives and remaining independent for as long as possible. The strategy is based on three three levels of support:

- Living Independently
- Regaining Independence
- Living with support

These can be seen in the diagrams below, with a key focus on helping people to gain or regain the skills they need to live independently, by supporting them in the short term, expecting that wherever possible people will support themselves in the longer term. We know that this approach can prevent longer term needs from developing and helps to meet people's needs in a way which centres on them, delivers the outcomes that they want to achieve, and results in a better quality of life.

How it works now



Living with support

Many people have long-term, service-directed support.

Regaining independence

Short-term services create dependency rather than helping people to maintain or regain independence.

Living independently

People helping themselves to stay well and live independent, fulfilled lives.

How it should work in the future

Living independently

The majority of people will help themselves to stay well and live independent, fulfilled lives.

Regaining independence

Services provide short-term support to help people maintain or regain control over their lives.

Living with support

Personalised social care support created with people and their families.



6.4 The strategy for short breaks and the new programme of work is aligned with the vision and values set out by the Buckinghamshire Clinical Commissioning Group. [Buckinghamshire CCG Vision and Values](#)

7. Market and demographic research

7.1 People with a learning disability and/or autism

For people with a learning disability and autism who have behaviours that challenge, the need for short breaks is crucial to enable people to remain at home.

Analysis of prevalence and local data indicates that there is a growing requirement for services and support for individuals with a learning disability who have behaviours that challenge.

A lack of access to suitable opportunities and specialist support has often resulted in the need of expensive out of area placements and this is something that the strategy would like to rebalance.

The national Transforming Care Programme also set out priorities to realise aims locally and includes the importance of supporting carers and families of people whose behaviours challenge, with access to suitable and varied short breaks which include overnight respite. Research shows that:

- there are around 5,870 adults (aged 18-64 years) with a learning disabilities currently living in Buckinghamshire. Emerson and Hatton, 2004
- the number of working age adults with a learning disability in Buckinghamshire is expected to increase overall by approximately 2% by 2033. PANSI 2017
- approximately 910 (16%) have complex and multiple needs relating to their learning disability which resulted in the provision of a health and/or social care service in 2015/16 - NHS Digital ASCOF 2016
- the number of people with more complex needs relating to their learning disability is expected to increase by 37% - NHS Digital ASCOF 2016
- similarly the number of people with a learning disability aged 65 years and over is anticipated to increase by 55% by 2033. PANSI 2017

7.2 Growth in the older population

Substantial population growth is anticipated. As people live longer, the population over the age of 65 years is increasing. The Council's approach to short breaks provision needs to meet the diverse needs of carers and the cared for in the county.

- there are an estimated 100,400 adults aged over 65 years currently living in Buckinghamshire
PANSI 2017

- of the 100,400 approximately 14,200 are over the age of 85 years. PANSI 2017
- also of the 100,400 it is estimated that 40,724 have some form of long term health and/or social care service need. PANSI 2017
- the number of later life age adults in Buckinghamshire is expected to increase overall by approximately 34% by 2030 with the number of people with more complex needs relating to their age, expected to increase by approximately 44%. PANSI 2017
- national models are suggesting growth in the need for social care services of 3.2% per year. NHS Digital ASCOF 2016

7.3 Council funded short breaks

- available data (2017/18) shows that 324 people were in receipt of Council funded short breaks
- 89 of the 324 service users accessed respite via a direct payment and 59 also accessed a day service provision
- the number of hours of unpaid care to a partner, family member or other person over the age of 65 is projected to raise by 31% by 2030
- Buckinghamshire will continue to be a place of growth over the next five years. Alongside this future growth is the pressure of increasing financial constraints, which makes imperative the need to analyse, plan and deliver cost effective services, both now and in the future.

7.4 Implementation, Monitoring and Review

The strategy will be overseen by Buckinghamshire County Council and the CCG as the two organisations which commission funded short breaks provision in Buckinghamshire. The strategy would run from 2018-2022, but would be reviewed annually by a multi-agency group.

Delivery of the new strategy will be monitored through both the County Council and CCG. This will be done by reviewing whether we have been able to achieve the objectives and outcomes set out in this strategy. We will use information from different sources to measure this, including feedback from individuals and their carers, information from our partners and information gathered as part of contract monitoring.