



COMHAIRLE NAN EILEAN SIAR



**Health and Social Care Department
Education, Skills & Children's Services**

RESPITE CARE POLICY FOR CHILDREN AND ADULTS

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IJB 17 December 2020
Item 6.2.1
Purpose: For Information

Review Status

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CONTENTS

1.	Introduction	4
2.	Legal Duties	4
3.	Respite	4
4.	Eligibility Criteria & Assessment	5
5.	Resource Panel	5
6.	Self-Directed Support	6
7.	Short Break Service Statement	6
8.	Transition from Children's to Adult Services	6
9.	Transport	7
10.	Emergency Respite	7
11.	Indicators of Need	7
Appendices		
Appendix 1	Indicative Levels of Respite	8
Appendix 2.	Key Indicators of Need Tool	9

1. INTRODUCTION

The Comhairle recognises and values the important role of carers and the need to support their wellbeing through a range of interventions. The Integrated Joint Board has a Western Isles Carers Strategy 2019 – 2022. This policy builds on that strategy to offer particular guidance on the assessment of respite whether provided on a daily basis or through overnight short breaks.

The policy is founded on the principles, consistent with Comhairle values, of transparency, equity, consistency, enablement and reablement. The aim is to ensure service users and their families are fully aware of the factors that will be taken into consideration in reaching the conclusion of a professional assessment on their level of need, the services which can be offered and the clear outcomes which are being aspired to. There are clearly set out eligibility criteria which are consistently employed in all assessments.

The policy is designed to cover services for both children and adults.

The policy applies to both those who are caring and those who are cared for whatever their age. The Carers (Scotland) Act 2016 defines a 'carer' as an individual who provides or intends to provide care for another individual. They do not need to live in the same household. An 'adult carer' is a carer who is at least 18 years old and is not a 'young carer'. A 'young carer' is a carer who is either under 18 years old or is over 18 but has remained in school since turning 18.

2. LEGAL DUTIES

In relation to respite care for adults, the Comhairle has a duty under the Carers (Scotland) Act 2016 to offer an Adult Carer Support Plan and to support that carer. Full details of this legal duty can be accessed via the following link:

http://www.legislation.gov.uk/asp/2016/9/pdfs/asp_20160009_en.pdf

In relation to respite care for children, the Comhairle has a duty under s.23 of the Children (Scotland) Act 2015 to assess the needs of the child. Full details of this legal duty can be accessed via the following link:

<http://www.legislation.gov.uk/ukpga/1995/36/section/23>

3. RESPITE

Respite is any form of short break service or assistance which enables the carer to have periods away from their caring routines or responsibilities. Respite is primarily provided for the carer rather than the person who is being cared-for. Respite care will not necessarily be a direct replacement of the care being offered by the carer, although it will be designed according to the needs of the cared for person. The purpose is to support the caring relationship and promote the health and well-being of the carer, the cared-for person, and other family members affected by the caring situation. Such services are designed to allow the cared for person to remain in their home environment for the maximum sustainable period.

Respite may:

- Be for short or extended periods
- Take place during the day or overnight
- Involve the person with support needs having a break away from home allowing the carer time to themselves
- Allow the carer a break away with replacement care in place, if required
- Take the form of the carer and the cared-for person having a break together, with assistance if necessary, to provide a break from the demands of their daily caring routines.

A carer must be eligible for support before respite can be considered. Eligibility for respite services is determined following an assessment of both the needs of the carer and the cared-for person. The cared-for person's level of need and any support that they require from others are central factors in shaping the services that can be offered. The needs of the carer are also considered; at the core are factors that affect the carers' ability to continuing caring. This policy is intended to ensure that such assessments happen within an equitable framework. Local agreed eligibility criteria will consistently underpin in the process.

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Anyone who identifies as a carer can request or be offered an adult carer support plan or young carer statement. There is no obligation to accept, although this can be effective in further informing the assessment process and ultimately the assessment of support needs. This plan will relate to the impact of the caring role on the individual carer. If an adult or young carer refuses the respective support plan or statement then they will be signposted to universal community supports and will not be considered for paid support in the form of a statutory respite service.

Once services are in place a regular review will be carried out as required to reassess the effectiveness of the service and whether it is achieving the identified outcomes. This could lead to an increase in service levels, a decrease or no change. The regularity of review will be set by the appropriate Resource Panel.

Respite provision will only be commissioned by the local authority from an organisation regulated by the Care Inspectorate. Individuals may choose their own provider using their individual budget through Option 1, as defined in the Self Directed Support legislation.

4. ELIGIBILITY CRITERIA & ASSESSMENT

Local Eligibility Criteria have been previously set out in the Western Isles Carers Strategy 2019 – 2022. These were developed in consultation with carers and stakeholders. The development of local eligibility criteria ensures that equity, consistency and transparency can be demonstrated both within the decision making process and the allocation of resources. This policy has an enhanced range of indicators built on the foundation of the overall Carers Strategy. Those that will be taken into account are set out in Appendix 2. The application of these indicators involves an exchange of information between all parties and will inform the professional assessment of what level of advice, guidance or provision of formal support is necessary to meet any identified outcomes. The Local Eligibility Criteria are the link between needs, outcomes, resources and risk. Resources are finite and variable, and thus, require to be targeted fairly to those with the greatest need or at the greatest risk.

Key indicators are set out in Appendix 2

By considering these key indicators of need and risk, differing levels of priority are identified; these are Critical, Substantial, Moderate and Low. In respect of respite services, resources will currently only be allocated where at least a substantial or critical level of priority need and risk has been identified in relation to the carer or the cared-for person. The Comhairle will review the eligibility threshold at regular intervals. Eligible social care needs are those that an assessment has identified as not already being met through existing supports or informal support networks which may include family, friends and neighbours.

The Local Eligibility Criteria are fully explained in the 'Local Carers Eligibility Criteria 2018-2021 Comhairle Nan Eilean Siar' document which can be accessed at the following link:

<https://www.cne-siar.gov.uk/media/11243/consultation-local-carers-eligibility-criteria-2018.pdf>

The eligibility criteria will be reviewed every three years.

5. RESOURCE PANEL

Resource panels are a key element of the assessment, governance and quality assurance processes. They not only ensure a fair and equitable distribution of available public resources they also act as a standardisation process to ensure consistency in the quality of assessments being provided to them and in the final conclusions being reached.

If an individual is assessed as being eligible for respite the assessed level of need will be presented to the appropriate Resource Panel. There will be two resource panels; Children's Services & Adult Services. If the request is approved by the panel, the panel will indicate allocated resource in line with the parameters set out in the table attached as Appendix Two.

A decision report will be held of Resource Panel meetings.

If an individual is assessed as not being eligible for respite services they will be provided with information, advice, and guidance on alternative sources of support and how to access them.

If a carer is unhappy with their allocation of respite they should make contact with their allocated worker in the first instance.

If a Resource Panel assess there are exceptional circumstances they can refer the matter to a Director of the Comhairle / Chief Officer IJB or a delegated Head of Service who may make decisions outside the parameters of Appendix 2. Their written decision and rationale will be lodged with the Resource Panel minute.

The two Resource Panels will meet together twice a year to ensure consistency and to review of the commissioned respite related services.

6. SELF – DIRECTED SUPPORT

Carers who are eligible for support to meet their personal outcomes will be able to access support in their own right through one of the four Self-Directed Support options. Self-Directed Support offers greater choice and control to carers who have completed an adult carer support plan / young carer statement and have eligible support needs. The level of Self Directed Support available will be dictated by the processes within this policy.

The four Self Directed Support options are:

- **Option 1** – A Direct Payment whereby the individual is given a payment by the local authority to purchase their own support.
- **Option 2** – The selection of support by the individual but the local authority arranges and makes the payment on the individual's behalf. Where the support is provided by someone other than the local authority, payment can be made to a third party e.g. a provider or an agency.
- **Option 3** – The selection of support and the making of arrangements for the provision of it by the local authority.
- **Option 4** – A combination of any of the above options.

7. SHORT BREAK SERVICE STATEMENT

The [Western Isles Short Breaks Services Statement](#) provides information in relation to the short breaks which are available to carers in the local area and also across Scotland for carers and cared-for persons. The aim of the Short Break Services Statement is to help carers and those with support needs to understand what short breaks are and who can access them.

8. TRANSITION FROM CHILDREN'S TO ADULT SERVICES

It is recognised that the transition from children's services to adults' services is often a challenging time for young people with support needs and their families. It can combine a change of both support services and key professionals at a time where young people are negotiating an already challenging period in their lives. The Comhairle are committed to planning well in advance for these transitions.

This policy is designed to contribute to a smoother transition between children's and adult services. It is recognised that the exact provision or providers of support may change.

As soon as a transition between services can be anticipated and there is likely to be ongoing support needs, including respite, the local authority will work with the young person and their family to ensure that the complexity of their needs and the desired outcomes are included in a holistic support plan. The aim is a gradual transition to the new services. The transition period will begin at approximately 16 years of age and continue through till approximately 19 years old.

9. TRANSPORT

Comhairle nan Eilean Siar is committed to promoting independence across all areas of service provision and seeks to ensure that all service users are able to live and travel as independently as possible. The Comhairle does not have a statutory responsibility to provide assisted transport, therefore it is not normally available, consideration will however, be given in very exceptional circumstances. There is an expectation that service users will use their DWP benefits such as DLA or PIP to aid mobility and meet their own transport needs.

10. EMERGENCY RESPITE

It is recognised that on occasion it may be necessary to arrange short term care or emergency respite due to unforeseen circumstances or if planned contingency arrangements have failed. The Comhairle / IJB will meet their statutory duties in such circumstances and arrange for an appropriate care placement. Given that emergency arrangements tend to have to be put in place at short notice such placements will be wherever care is available. While every effort will be made to place a service user close to their home community the available placement may be in a different part of the local authority or on the mainland.

11. INDICATORS OF NEED

In line with the 'Western Isles Carers Strategy 2019 – 2022' and the subsequent 'Local Carers Eligibility Criteria 2018-2021 Comhairle Nan Eilean Siar' there is Key Indicators of Need Tool. This tool encompasses the salient elements of need which will generally be considered. (Appendix 2) The tool is designed to inform, enhance and compliment the professional assessment

INDICATIVE LEVELS OF RESPITE

Assessed Level of Need	Indicative Maximum of Levels of Funded Respite Provision
Critical	Up to a maximum of 42 nights a year residential or 4.5 hours weekly short-break/outreach respite (or a mix of the two)
Substantial	Up to a maximum of 28 nights a year residential or 3 hours weekly short-break/outreach respite (or a mix of the two)
Moderate	No respite allocation. Information, advice, and guidance will be provided on alternative sources of support and how to access them
Low	No respite allocation. Information, advice, and guidance will be provided on alternative sources of support and how to access them

The Comhairle's current Eligibility Threshold is set at substantial need and / or risk and above. This will remain under regular review.

The indicative maximum levels of funded respite do not guarantee that the maximum will be allocated within any Local Eligibility Criteria banding. It is recognised that even within the Local Eligibility Criteria bandings of substantial and critical there can be a significant variation in the level of need assessed. In coming to a conclusion on the allocation of resources to meet the assessed need the relevant resource panel will take into consideration the views of the carer along with the professional judgement of the worker completing the assessment.

Respite Resources will be allocated per the above table until the service is at capacity and then a waiting system will be operated. In exceptional circumstances, the Chief Officer (Health and Social Care) or a Director of the Comhairle or a delegated Head of Service can overrule the maximum levels of funded respite provision as set out in the above table. This table will be reviewed annually.

Within adult services the amount that a person will be required to contribute towards residential respite will be in accordance with the minimum charge as defined in the Charging for Residential Care Guidance and this will be updated on an annual basis. Any service provided beyond 8 weeks will require a full financial assessment to take place.

APPENDIX 2 KEY INDICATORS OF NEED TOOL



Comhairle nan Eilean Siar

**RESPITE CARE POLICY FOR
CHILDREN AND ADULTS**

Key Indicators of Need Tool

Comhairle nan Eilean Siar
RESPITE CARE POLICY FOR CHILDREN AND ADULTS
Key Indicators of Need Tool

Notes:

Respite is provided to relieve stress on informal caring arrangements. Service-users may benefit from the services provided, however the main reason for arranging respite is to support carers.

Before completing this Key Indicators of Need Tool, it is essential that carers are supported to complete an Adult Carer Support Plan or Young Carer Statement. These should identify how respite will contribute to the personal outcomes for carers.

Once an Adult Carer Support Plan or Young Carer Statement is completed, this Key Indicators of Need Tool should be deployed in the further exploration of the carers circumstances and how respite will help achieve personal outcomes. It will inform the final assessment.

The levels are:

- 4. Critical Need or Risk**
- 3. Substantial Need or Risk**
- 2. Moderate Need or Risk**
- 1. Low Need or Risk**
- 0. No Need or Risk**

Comhairle nan Eilean Siar

RESPITE CARE POLICY FOR CHILDREN AND ADULTS

Key Indicators of Need Tool

Main Carer Details

Name	
Address	
Telephone No.	Home: Mobile
Care first Number	
Has an Adult Carer Support Plan been completed?	
Date of completion	
Has a Young Carer Statement been completed?	
Date of completion	

Service User Details

Name			
Date of Birth		Age	
Care first Number			
Address			

Carer Circumstances

This section applies to the carer.

1. Health and Wellbeing (Physical):

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
Carer's health is showing clear signs of breaking down. <input type="checkbox"/>	Carer has health need that requires attention. <input type="checkbox"/>	Carer's health at risk without intervention. <input type="checkbox"/>	Carer's health beginning to be affected. <input type="checkbox"/>	Carer is in good health <input type="checkbox"/>
			Total Rating:	

2. Health and Wellbeing (Emotional and Mental Health):

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
Carer's emotional wellbeing is showing clear signs of breaking down. <input type="checkbox"/>	Significant impact on carer's emotional wellbeing, but is still able to function effectively as a carer <input type="checkbox"/>	Some impact on carer's emotional wellbeing. <input type="checkbox"/>	Caring role beginning to have an impact on emotional wellbeing. <input type="checkbox"/>	Carer has good emotional wellbeing <input type="checkbox"/>
			Total Rating:	

3. Relationships:

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
The carer's relationship with the person they care for is showing clear signs of breaking down <input type="checkbox"/>	The care being given by the carer is having a substantial impact on relationships <input type="checkbox"/>	The carer has identified issues with their relationship with the person they care for that need to be addressed <input type="checkbox"/>	The carer has some concerns about their relationship with the person they care for <input type="checkbox"/>	The carer has a good relationship with the person they care for <input type="checkbox"/>
			Total Rating:	

4. Living Environment:

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
Carer's living environment is unsuitable and there are immediate and critical risks to the health and safety of the carer and/or cared for person. <input type="checkbox"/>	Carer's living environment is unsuitable and there is some immediate risk to the health and safety of the carer and/or cared for person. <input type="checkbox"/>	Carer's living environment is unsuitable but poses no immediate risk. <input type="checkbox"/>	Carer's living environment is mostly suitable but could pose a risk to the health and safety of the carer and cared for person in the longer term. <input type="checkbox"/>	Carer's living environment is suitable posing no risk to the physical health and safety of the carer and cared for person. <input type="checkbox"/>

Rating:	
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5. Finance

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
Caring is causing severe financial hardship e.g., carer cannot afford household essentials and utilities, not meeting housing payments. <input type="checkbox"/>	Caring is having a significant impact on finances e.g. difficulty meeting housing costs AND utilities. <input type="checkbox"/>	Caring is causing some detrimental impact on finances e.g. difficulty meeting either housing costs OR utilities. <input type="checkbox"/>	Caring is causing a risk of financial strain e.g. some difficulty meeting housing costs and utilities. <input type="checkbox"/>	Caring is not causing financial hardship e.g., carer can afford housing cost and utilities. <input type="checkbox"/>
			Rating:	

6. Access to Breaks/Life Balance:

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
They have no access to breaks and activities, which promote physical, mental, emotional wellbeing or life balance, without which there will be a critical risk to the carer's physical, emotional and wellbeing <input type="checkbox"/>	They have little access to breaks and activities, which promote physical, mental and emotional wellbeing or life balance, without which there will be a substantial risk to the carer's physical, emotional and wellbeing <input type="checkbox"/>	They have access to a few breaks and activities, which promote physical, mental and emotional wellbeing. <input type="checkbox"/>	They have access to a choice of breaks and activities, <input type="checkbox"/>	Carer has regular opportunities to achieve the balance they want in their life; they have a broad choice of breaks and activities, which promote physical, mental, and emotional wellbeing. <input type="checkbox"/>
			Rating:	

7. Future Planning:

Critical (4)	Substantial (3)	Moderate (2)	Low (1)	No (0)
There are severe concerns that the carer will not be able to continue caring, perhaps even in the short term, unless support is provided. <input type="checkbox"/>	There are significant concerns the carer will be not be able to continue caring in the long term unless support is provided. <input type="checkbox"/>	There are some concerns the carer will be not able to continue caring. <input type="checkbox"/>	There is confidence the carer will be able to continue caring. <input type="checkbox"/>	Carer is completely confident about planning but has minor concerns about managing caring. <input type="checkbox"/>
			Rating:	

8. Impact on home environment / family or domestic relationships

(Ascertain the negative impact on other family members within the home environment as a result of the provision of care by carers. Take into account pressure on family dynamics etc.)

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
Daily severe negative impact on family / dynamic and/or the carer has lost touch with other key people in their life. <input type="checkbox"/>	Substantial impact on family / dynamic more than once per week and/or the carer is no longer able to maintain relationships with other key people in their life. <input type="checkbox"/>	Substantial impact on family / dynamic weekly and/or the carer finds it difficult to maintain relationships with other key people in their life. <input type="checkbox"/>	Infrequent impact on family / dynamic and/or the carer's ability to maintain relationships with other key people in their life. <input type="checkbox"/>	Minimal negative on family / dynamic and carer is able to maintain relationships with other key people in their life <input type="checkbox"/>
Rating:				

9. Employment, Training & Education

(Ascertain the negative impact on other family members within the home environment as a result of the provision of care by carers.)

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
Caring is having a critical impact on employment, training & education. The continuation of employment or training or education is at risk. <input type="checkbox"/>	Caring is having a substantial impact on employment or training or education with significant adjustments requiring to be made. <input type="checkbox"/>	Caring is having some impact on employment or training or education. Elements of this are difficult to manage. <input type="checkbox"/>	Caring is having some impact on employment or training or education, however this impact is manageable. <input type="checkbox"/>	Caring is having no impact on the ability to engage in employment or training or education. <input type="checkbox"/>
Rating:				

10. Number of other dependents

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
More than 3 other dependents or if there are one or more other highly intensive additional caring roles <input type="checkbox"/>	2-3 other dependents only <input type="checkbox"/>	1 other child dependent only <input type="checkbox"/>	1 other adult dependent only <input type="checkbox"/>	No other dependents <input type="checkbox"/>
Rating:				

11. Number of other carers providing substantial care

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
Sole carer <input type="checkbox"/>	1 other significant carer <input type="checkbox"/>	2 other significant carers <input type="checkbox"/>	3 other significant carers <input type="checkbox"/>	More than 3 other significant carers <input type="checkbox"/>
Rating:				

12. What weekly formal support is there, which is for the benefit of the Carer i.e. carer support hours, supervision hours. This should include privately purchased provision. This should exclude services primarily designed for the benefit of the person requiring care.

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
No support received <input type="checkbox"/>	1 – 5 hours <input type="checkbox"/>	5 – 10 hours <input type="checkbox"/>	10 – 15 hours <input type="checkbox"/>	More than 15 hours <input type="checkbox"/>
Rating:				

Please give details of this support. Include weekly, monthly or annual patterns. For example school holiday versus term time.

Service-user Circumstances**13. What level of personal care needs to be met by the Carer? :**

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
Severe complex health and social care needs <input type="checkbox"/>	Significant areas of practical and personal care <input type="checkbox"/>	Some areas of practical / personal care <input type="checkbox"/>	Minimal areas of practical / personal care required <input type="checkbox"/>	No support required with practical / personal care <input type="checkbox"/>
Rating:				

14. What level of care from the Carer is required overnight? :

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
Up once or more every night <input type="checkbox"/>	Up once or more 4 – 6 nights per week <input type="checkbox"/>	Up once or more per night 1 – 3 nights per week <input type="checkbox"/>	Up once one night per week <input type="checkbox"/>	Infrequent <input type="checkbox"/>
Rating:				

15. What weekly formal support does the service user receive (excluding day care), including privately purchased provision? :

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
0 – 10 hours <input type="checkbox"/>	11 – 15 hours <input type="checkbox"/>	16 – 25 hours <input type="checkbox"/>	Over 25 hours <input type="checkbox"/>	No needs <input type="checkbox"/>
Rating:				

16. Day care services can provide an indirect benefit to the Carer. How many days a week (or equivalent if receiving alternative to day care hours) does the service user receive. This should include privately purchased provision. This should include early years and education provision.

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
No day care provision <input type="checkbox"/>	0.5 – 2.5 days <input type="checkbox"/>	3 days <input type="checkbox"/>	4 days <input type="checkbox"/>	5 or more days <input type="checkbox"/>
Rating:				

17. What levels of challenging behaviour are evident in the cared-for person?

Challenging behaviours can include such as: Hurting others (e.g. physical and/or verbal abuse to others including the carer); Self-injury (e.g. physical injuries to self i.e. pulling hair); Destructive behaviours (e.g. throwing things, breaking furniture, tearing things up); Environmental (e.g. fire risks, attempting to climb stairs unaccompanied etc.); Risks of leaving environment unaccompanied; and, Repetitive behaviours (continued verbal repetitions, following the carer around house etc.).

Critical (4)	Substantial (3)	Medium (2)	Low (1)	No (0)
Behavioural episodes every day <input type="checkbox"/>	Behavioural episodes more than once per week <input type="checkbox"/>	Behavioural episodes weekly <input type="checkbox"/>	Infrequent <input type="checkbox"/>	No behavioural episodes: provide supervision / safety <input type="checkbox"/>
Rating:				

Total Rating Score:

Assessed level of need per table below:	
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Key Indicators of Need Totals & Local Eligibility Criteria

Total Rating Score	Assessed Need
56 - 68	Critical
39 - 55	Substantial
Below 39	Moderate

An overall assessment within the critical range is based on at least 5 of the key indicators being assessed as critical and the rest averaging within the substantial range or above.

An overall assessment within the substantial range is based on at least 5 of the key indicators being assessed as substantial and the rest averaging within the medium range or above. Overall the assessment is below the critical range.

Model of Respite

Was respite identified in the carer support plan as contributing to personal outcomes?	
What type(s) and configuration of respite was/is identified as being most beneficial to achieve outcomes?	
Current Respite Resource(s) used: (if any)	
Which Self Directed Support Option would the customer prefer for this?	
SDS Option indicated	Option 1
	Option 2
	Option 3
	Option 4

Assessor:	
Team:	
Date:	