

OUTCOMES AND INDICATORS FOR SHORT BREAK AND BREAK FROM CARING SERVICE DEVELOPMENT



Introduction

The purpose of this paper is to provide a set of outcomes and indicators which promote the development of effective short break and break from caring services, and support the improvements described in the Scottish Government's forthcoming guidance on Respite Care.

The outcomes and indicators can be used to focus and measure service development by, for example, incorporating them within strategic action plans, local outcome agreements or other service planning processes.

The format used is similar to that recommended for the development of local authority Single Outcome Agreements. Links between the Scottish Government's National Outcomes and Indicators are highlighted to demonstrate convergence. Sources of information for evidencing progress are also provided, where these exist, as well as suggestions new data collection.

The involvement of carers, service users and other stakeholders in the outcome development process is essential to ensure there is agreement and that the measures proposed will deliver the benefits intended. The outcomes and indicators provided in the paper should therefore be regarded as a starting point for discussion and they would be changed to reflect local needs, issues and priorities.

Don Williamson
Shared Care Scotland

www.sharedcarescotland.org.uk

October 2008

Relevant National Strategic Objective

Promote a 'Healthier' Scotland through tackling inequalities; providing support for the elderly and tailored services for families and children; and supporting healthier, more active lives.

Relevant National Outcomes	Relevant National Indicators
<ul style="list-style-type: none"> • We live longer, healthier lives • We have improved the life chances for children, young people and families at risk • We have tackled the significant inequalities in Scottish society • Our public services are high quality, continually improving, efficient and responsive to local people's needs 	<ul style="list-style-type: none"> • Reduce proportions of people ages 65 and over admitted as emergency inpatients 2 or more times in a single year. • Increase the % of people aged 65 and over with high levels of care needs who are cared for at home. • Improve the quality of the healthcare experience. • Increase the proportion of people needing care or support who are able to sustain an independent quality of life as part of the community, through effective joint working <u>(note this final indicator is taken from the menu of local outcome indicators (no.29) and is designed to link to the Community Care Outcomes and Measures – see next.)</u>

Relevant National Outcomes for Community Care ¹	Relevant Measures
<ul style="list-style-type: none"> • Improved health • Improved well-being • Improved social inclusion • Improved independence and responsibility 	<ul style="list-style-type: none"> • % of users and carers satisfied with their involvement in the design of care package. • % of carers who feel able to continue their role • % of community care service users feeling safe • % of users satisfied with opportunities for social interaction

Scottish Government Guidance on Short Break and Breaks from Caring (2008)

<p>The purpose of the guidance is to help local service planners improve respite provision in line with the overall principles of enabling self care and working with carers as partners in care, by:</p>	<ul style="list-style-type: none"> • Improving respite planning • Shifting the balance towards preventative support • Personalising support to improve outcomes for both carers and those with care needs
---	--

¹ A suite of 16 underpinning measures has been developed with councils and NHS partners. From April 2008 these will be promoted as the gold standard for evidencing improvement in relation to this (Community Care) indicator.

Recommended Local Outcome Measures	Local Indicators	Data Source
<p>Carers will feel supported and better able to continue their caring role through timely access to a choice of short break services which are responsive to their needs and circumstances.</p> <p>Service users will feel supported through timely access to a choice of short break services which are responsive to their needs and circumstances.</p>	<p>1 Degree to which carers are reporting that services received have contributed to maintaining or improving their quality of life and ability to continue caring.</p> <p>1.1 Degree to which service users are reporting that services have contributed to maintaining or improving their quality of life.</p> <p>Quality of life indicators: physical, mental and emotional health, sense of well-being, confidence and safety, improved social inclusion.</p> <p><u>Ideas for improvement targets:</u> develop service feedback and evaluation systems for local monitoring and benchmark year 1, aim for % improvement in satisfaction levels from year 2 on.</p>	<ul style="list-style-type: none"> • Local surveys of carers and service users (<i>see end</i>) • User Defined Service Evaluation Tool - UDSET (<i>see end</i>) • Analysis of relevant sections in community care assessments for carer & service user - particularly at the review stage. • Reports from inspectorates and other agencies including Care Commission, SWIA and local carer organisations
Comments		
<p>Important to take data from a range of sources rather than rely on one source. Outcomes for carers and service users may need to be measured separately. Clients should be able to give feedback anonymously if they choose, and perhaps via an independent advocacy organisation. Validate results by comparing to any statutory service inspections. It is likely that local authorities and their partners will have to develop new systems to improve monitoring and evaluation of short break services. This will however lead to improved, more cost effective services in the medium to long term, delivering better outcomes to carers and care recipients.</p>		

Recommended Local Outcome Measures	Local Indicators	Data Source
<p>Carers will feel supported and better able to continue their caring role through timely access to a choice of short break services which are responsive to their needs and circumstances.</p> <p>Service users will feel supported through timely access to a choice of short break services which are responsive to their needs and circumstances.</p>	<p>2 Proportion of carers/service users receiving services measured against the total number known to the local authority.</p> <p><u>Ideas for improvement targets:</u> set annual target % increase for nos. of carers/s.users receiving short break services against known nos. of carers/s.users.</p> <p>Targets can be set for each client/care groups. Services to minority ethnic carer /s.user population should also be monitored.</p>	<ul style="list-style-type: none"> • Census information on nos. of carers and hours of caring provided. 2001 census figures available for total no. of people providing unpaid care, unpaid care 1-19hrs, 20-49hrs and 50+ hrs. • Census information on ethnicity of carers/s.users. • Locally collected information on nos. receiving services per care group and ethnic profile.
Comments		
<p>Services may be targeted at highest priority groups, i.e. those caring 50+ hours a week and 20+ hours a week. However, important that support is determined by assessment/review as some carers caring less hours may still be at high risk. Comparing the number of carers receiving services to total number of carers (perhaps within 50hrs+ & 20hrs+ groups) will give an indication of the 'reach' of services.</p> <p>The Race Relations (Amendment) Act 2000 and Government policy requires public services to show that they are promoting racial equality and reducing ethnic inequalities.</p>		

Recommended Local Outcome Measures	Local Indicators	Data Source
<p>Carers will feel supported and better able to continue their caring role through timely access to a choice of short break services which are responsive to their needs and circumstances.</p> <p>Service users will feel supported through timely access to a choice of short break services which are responsive to their needs and circumstances.</p>	<p>3 Evidence of increasing volume and choice of services.</p> <p><u>Ideas for improvement targets:</u> % increase in volume of services provided. % increase in services provided not in a care home or day care setting. % increase in carers responding positively to 'appropriateness' of service received.</p>	<ul style="list-style-type: none"> • Audit Scotland PI's: total overnight respite nights provided; % overnight respite nights not in a care home; total hours daytime respite provided; % daytime respite hours provided not in a day care. The indicator reports on both the volume of respite provided and the extent to which that respite is provided out with 'institutional' settings for children, adults and older people. • Information from carer/care assessments on service gaps and/or unmet need • Audit of range of respite service options provided • Reviews of carer /respite care strategies and action plans • Service user feedback
Comments		
<p>Will relate to Scottish Government target of an extra 10,000 weeks of respite care across Scotland. Local targets will be needed. Also relates to 2008 Scottish Government Guidance on Respite Care. This aims to improve respite planning, shift the balance of care towards preventative action and promote more personalised methods of support.</p> <p>Important to distinguish between planned respite care provision and emergency or crisis support. Support provided for emergency situations would not generally be regarded as respite as the intended outcomes would be different, i.e. there may be little choice, flexibility or control over the service provided.</p>		

Further Indicators of Effective Service Provision

Surveys of carer/service user satisfaction with services received should include questions which produce feedback on all aspects of the service, from the initial stages of assessment, information gathering and planning, to experience of the service, follow-up and evaluation.

The **User Defined Service Evaluation Tool (UDSET)** has been developed to enable health and social care partnerships to gather data to determine whether they are delivering good outcomes to service users and carers. This data can be used to include user and carer experiences in performance management, planning, commissioning and service improvement. Shared Care Scotland will be looking at ways of using UDSET to specifically evaluate short break and break from caring services.

The column on the right provides guidance on the areas that should be addressed when evaluating services from a carer/service user centred perspective. The feedback will be largely qualitative. The topics have been identified by carers and service users as key determinants of effective services.

- Level of carer and care recipient satisfaction with the **choice** and **accessibility** of short break services.
- Level of carer and care recipient satisfaction with their **involvement** in planning and reviewing their short break.
- Level of carer and care recipient satisfaction with the **frequency, length and reliability** of the short break episodes received.
- Level of carer and care recipient satisfaction with the **appropriateness** and **quality** of the short break services received.
- Level of carer and care recipient satisfaction with how **service information** is promoted including eligibility criteria and routes to accessing the short break service.

Reference Links	
Scottish Government Joint Improvement Team – User Defined Service Evaluation Toolkit – links to information and toolkit resources	http://www.jitscotland.org.uk/action-areas/themes/involvement.html short url: http://tinyurl.com/4pacvz
Scottish Government /local government Concordat. Links to information on strategic priorities and national outcomes and indicators	http://www.scotland.gov.uk/Publications/2007/11/13092240/concordat short url: http://tinyurl.com/4p89bn
Scottish Government Joint Improvement Team Website – links to details of Community Care National Outcomes Framework	http://www.scotland.gov.uk/Topics/Health/care/JointFuture/NationalOutcomes short url: http://tinyurl.com/4t7so8
Improvement Services Website – links to detailed information on Single Outcome Agreement development process, including menu of local outcome indicators	http://www.improvementservice.org.uk/component/option,com_docman/Itemid,43/task,cat_view/qid,537/ short url: http://tinyurl.com/3raawz
Scottish Government Guidance on Short Breaks and Breaks from Caring (2008)	TBC
Scottish Government Statistics Website – links to information and details of Scottish Household Surveys	http://www.scotland.gov.uk/Topics/Statistics/16002/14484 short url: http://tinyurl.com/42zjm3
General Register Office for Scotland – links to census information and data analysis	http://www.gro-scotland.gov.uk/census/censushm/index.html short url: http://tinyurl.com/4pwqwd