

# Respite Care, Scotland 2014

An Official Statistics Publication for Scotland

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## 1. Introduction

This Statistics Release presents information on respite care services provided or purchased by Local Authorities in Scotland over the financial year 2013/14. Respite care is a service intended to benefit a carer and the person he or she cares for by providing a short break from caring tasks. Information is presented for the following age groups of cared-for individuals; young people (aged 0-17), adults aged 18-64 and older people (aged 65+).

Identifying respite care within administrative data sources is recognized as being challenging. Furthermore, due to changes in the guidance under which data has been collected, care must be taken when making comparisons between years. Particular difficulties are associated with comparing the 2013/14 data with that from previous years, due to changes in data recording associated with the roll-out of Self-Directed Support and improvements to local recording systems. **Users should interpret the data contained in this Release in the context of these limitations and with reference to the detailed explanatory information provided.**

This Release makes **estimates** of the real-term changes in respite provision over the past seven years in Scotland. In order to achieve this, the numbers of nights and daytime hours of respite care are converted\* into the **total number of respite weeks** provided each year. This approach focuses on how much care has been provided, rather than the numbers of people who have benefitted from the care. The information in this Release **does not cover all respite care provided in Scotland**, as services are also provided directly through the voluntary sector and Health Boards.

Based on; i) the continuing difficulties associated with obtaining data on respite care that is comparable year-to-year, ii) the fact that these difficulties will likely increase during the roll-out of Self-Directed Support and iii) the relatively high respondent burden associated with the collection of this data, it is anticipated that the future of this publication will be reviewed during 2015.

## 2. Main points

### 2.1 Summary of 2013/14 respite provision

There were 203,090\*\* overnight and daytime respite weeks provided in Scotland in 2013/14. At least a further 12,590 weeks were provided through Direct Payments\*\*\*.

The carers of older people (aged 65+) benefitted from 53% of the respite care provided in 2013/14, those of adults aged 18-64 from 36% and those of young people (aged 0-17) from 11%.

\* Seven respite nights equal one respite week and 52.5 hours equal one respite week.

\*\* All numbers of respite weeks presented in this Release are rounded to the nearest ten.

\*\*\* Only 18 out of 32 Local Authorities were able to submit Direct Payment information, such that these totals will underestimate the true Scotland level figures. Direct Payment expenditure has been converted to an estimated number of respite weeks using a rate of £630 per week (see Section 3 for further information).

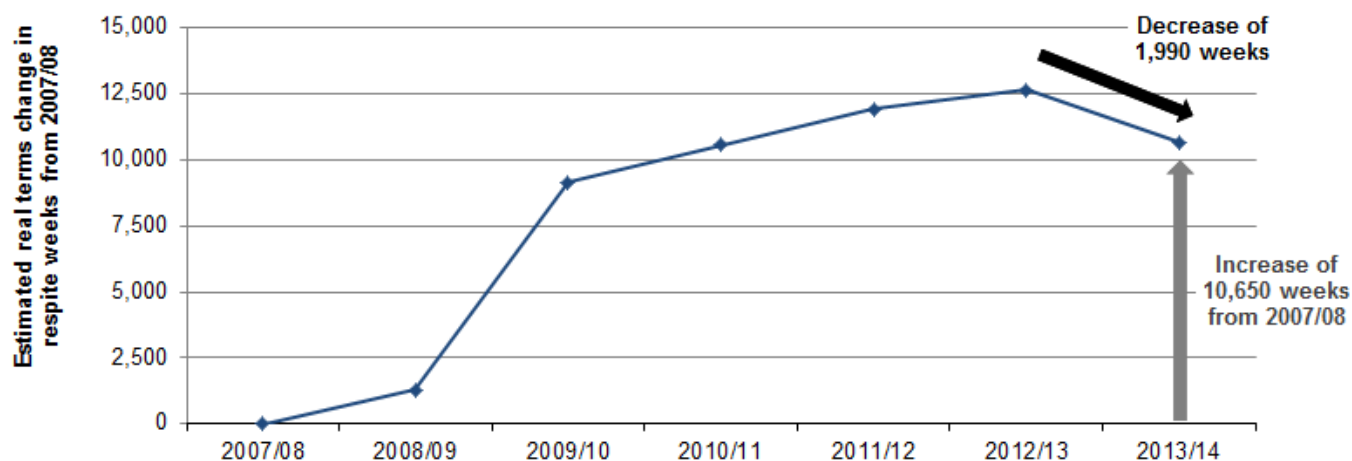
## 2.2 Estimates of real terms changes in respite provision 2007/08 to 2013/14

When comparing respite provision over the past seven years, only changes in recorded levels of overnight care and daytime care are considered. This is because information on respite care provided through Direct Payments; i) has only been available since 2012/13, and ii) remains incomplete in terms of national coverage.

Chart 1 shows that the total overnight and daytime respite provision recorded in 2013/14 continues to represent an estimated real terms increase of 10,650 respite weeks (6.2%) on 2007/08.

Chart 1 shows that real terms increases in total overnight and daytime respite provision are estimated for each year from 2008/09 to 2012/13. This long term pattern of increasing total respite provision arises mainly from the services provided to benefit the carers of older people (aged 65+). However, a real terms decrease of 1,990 weeks (1.0%) is estimated between 2012/13 and 2013/14. Changes in data recording associated with the roll-out of Self-Directed Support and improvements to local recording systems introduce uncertainty into this estimate. However, it is considered likely that service provision has indeed fallen in real terms over the past year (as explained in Section 6.5). At the Local Authority level, by far the largest decreases in recorded respite provision occurred in Glasgow City. The changes recorded by this one Authority are larger than the entire estimated Scotland level decrease.

**Chart 1** - Estimated real terms changes in the provision of overnight and daytime respite weeks in Scotland, 2007/08 to 2013/14



Source: Audit Scotland SPI data 2007/08 - 2008/09, Scottish Government 2009/10 - 2013/14.

Note: Estimated real terms changes are based on changes in methodology between years, as explained in Section 4.

### 3. Summary of 2013/14 respite provision

There are many different types of respite care. It might involve the cared-for person having a short break away from home for a few nights, thus benefitting the carer in that they have time for themselves. Or the carer might have a break away, with services being put in place to support the cared-for person. Some people want to have a break together, with additional support to make this happen. Sometimes the service is provided in the home for the cared-for person, with the carer having time to do something themselves for a couple of hours during the day. This Release looks separately at overnight respite stays and daytime respite care. Respite nights and hours are converted to respite weeks using the rates of 7 nights per week and 52.5 hours per week.

Some people also choose to receive a cash payment (called a Direct Payment) to buy the care services that they need. In order to provide as complete as possible a picture of respite care provision in 2013/14, this section of the Release combines information on overnight and daytime weeks with a preliminary estimate of the number of additional weeks of respite care that have been provided through Direct Payments. This latter estimate has been made by collecting information on the financial values of Direct Payments provided by Local Authorities for the purpose of providing respite care. These financial values are then converted to an estimated number of respite weeks using the rate of £630 per week / £12 per hour derived from estimates of residential care weekly costs made by the Respite Task Group.

Only 18 out of 32 Local Authorities were able to submit 2013/14 Direct Payments information, so the estimated total number of respite weeks provided in this way will be less than the true value across Scotland. Two of the Authorities that did submit Direct Payments information are known to have also supplied the overnight / daytime amounts for the respite care provided in this way. To avoid double-counting of such care, the financial value derived estimates for these Authorities have been excluded from the respite week totals presented in this section. Further analysis of the financial values of the 2013/14 Direct Payments is contained in Section 5 of this Release.

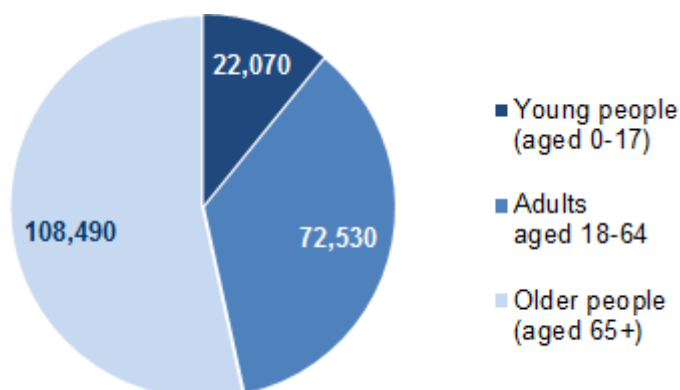
In addition to the 203,090 overnight and daytime respite weeks provided in Scotland in 2013/14, there were at least a further 12,590 weeks provided through Direct Payments.

Chart 2 shows that the carers of older people (aged 65+) benefitted from 108,490 (53%) of the combined respite weeks provided in Scotland in 2013/14, those of adults aged 18-64 from 72,530 weeks (36%) and those of young people (aged 0-17) from 22,070 weeks (11%). These relative proportions would be unchanged (to the nearest percentage point) if the additional weeks provided through Direct Payments were to be excluded.

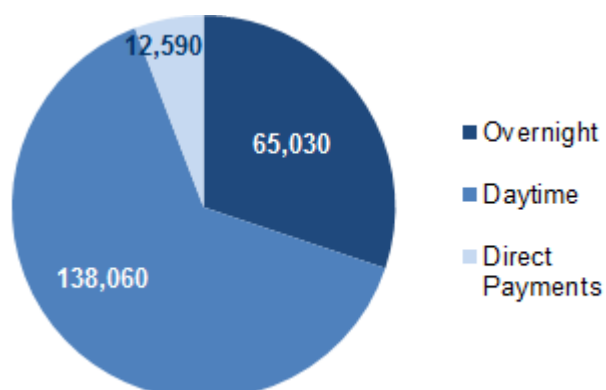
Chart 3 shows that daytime respite care accounted for 138,060 (64%) of the combined respite weeks provided in Scotland in 2013/14. Overnight care accounted for 65,030 weeks (30%) and care provided through Direct Payments for 12,590 weeks (6%). However, it must be remembered that this latter component will be underestimated.

Chart 4 shows that of the combined respite care provided for the benefit of carers of adults aged 18-64 in 2013/14, greater proportions of this care occurred during the daytime (70% of respite weeks) and through Direct Payments (9% of respite weeks) than for any other cared-for age group. Of the combined respite care provided for the benefit of carers of older people (aged 65+), a greater proportion of this care occurred overnight (36% of respite weeks, most of which occurred within Care Homes) than for any other cared-for age group.

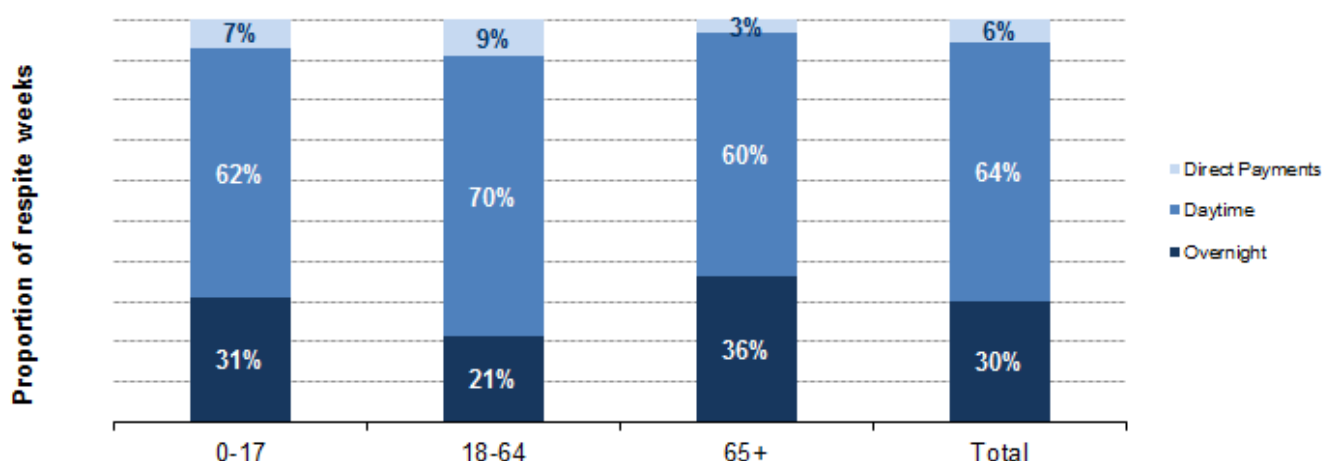
**Chart 2** - Number of respite weeks by cared-for age group, excluding Direct Payments, 2013/14



**Chart 3** - Number of respite weeks by type of care, including Direct Payments, 2013/14



**Chart 4** - Proportion of respite weeks by cared-for age group and type of care, including Direct Payments, 2013/14

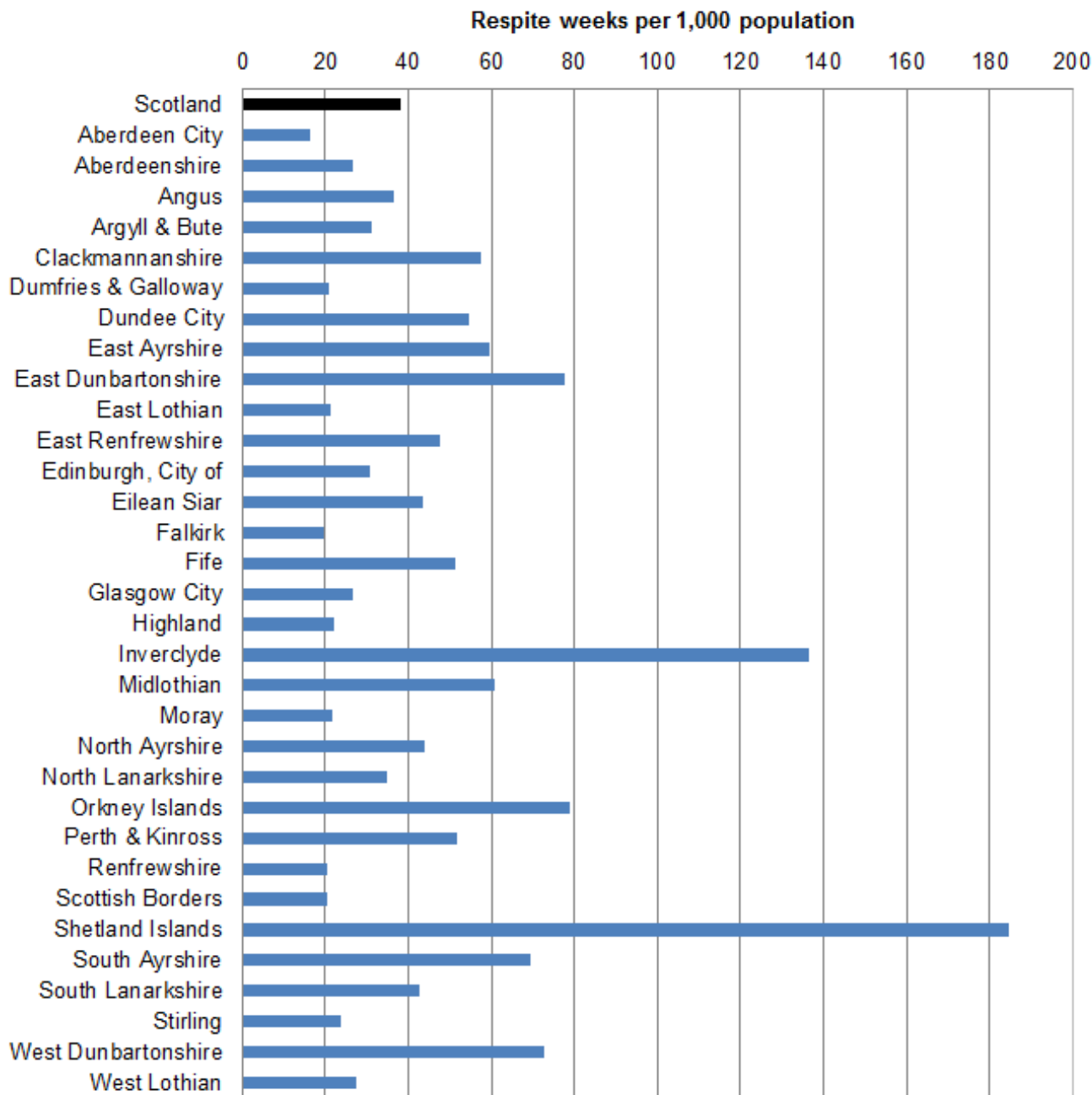


Source: Scottish Government 2013/14

Note: Only 18 out of 32 Local Authorities were able to submit Direct Payment information. Of these, a further two were excluded from the Direct Payments figures in order to prevent double-counting of respite weeks. All of these factors mean that the Direct Payment figures shown on Chart 3 and Chart 4 will be underestimates of their true values.

Chart 5 shows the per-capita rates of recorded overnight and daytime respite week provision in 2013/14, for each Local Authority in Scotland. Any additional weeks of care provided through Direct Payments are excluded from this analysis, on the basis that not all Authorities were able to submit this information. This exclusion means, however, that the chart will relatively under-represent the provision of respite care by Authorities that make greater use of Direct Payments. Furthermore, the different rates of recorded respite provision seen for each Authority will be influenced by the types of respite care they are counting and the methodology they use to calculate hours and nights of care (more information is provided in Section 6.6).

**Chart 5** - Overnight and daytime respite weeks provided in 2013/14, expressed as a rate per 1,000 population, by Local Authority



Source: Scottish Government 2013/14  
 Populations: National Records of Scotland, mid-year estimates 2013  
 Units are weeks per 1,000 population

#### 4. Estimated real terms changes in overnight and daytime respite provision, 2007/08 to 2013/14

When comparing respite provision over the past seven years, only changes in recorded levels of overnight care and daytime care are considered. This is because information on respite care provided through Direct Payments; i) has only been available since 2012/13, and ii) remains incomplete in terms of national coverage.

Over the period since 2007/08 Local Authorities have been improving and refining their data collection methodologies. This means that two different sets of respite figures are presented for most years: i) a comparable figure based on the same methodology as the previous year; and ii) a figure based on the revised methodology, which is not comparable to previous years but comparable going forward. Using this approach has allowed Local Authorities to revise their methodologies, whilst still allowing for real terms changes in respite provision to be identified.

Diagram 1 shows how respite weeks data will be presented in this section of the Release. Over the period 2007/08 to 2013/14, there are five sets of comparable figures (denoted by superscript numbers 0 – 4), each associated with a defined set of national guidance. The comparable sets of figures can then be used to estimate the real terms differences year-on-year.

**Diagram 1** - Example tabular presentation of respite week figures

		Number of respite weeks provided										
		2007/08 <sup>0</sup>	2008/09 <sup>0</sup>	2008/09 <sup>1</sup>	2009/10 <sup>1</sup>	2009/10 <sup>2</sup>	2010/11 <sup>2</sup>	2010/11 <sup>3</sup>	2011/12 <sup>3</sup>	2012/13 <sup>3</sup>	2012/13 <sup>4</sup>	2013/14 <sup>4</sup>
Example weeks		XX,XXX	↑XX,XXX	XX,XXX	↑XX,XXX	XX,XXX	↑XX,XXX	XX,XXX	↑XX,XXX	XX,XXX	↑XX,XXX	XX,XXX
			Comparable		Comparable		Comparable		Comparable		Comparable	

Relatively greater care needs to be used if attempting to use the tabular format shown in Diagram 1 to estimate real terms changes over more than one year. Instead, charts such as Chart 1 may be used to visualize the estimated real terms changes in respite week provision across multiple years. Note that the vertical axes of these charts show the **estimated cumulative real terms changes in respite weeks from 2007/08**. A downward shift from one year to the next represents an estimated real terms decrease in respite weeks between those years, whereas a negative axis value represents an estimated real terms decrease from 2007/08.

The national guidance used to collect respite information from Local Authorities did not change between 2012/13 and 2013/14. As such, Authorities were only asked to return 2013/14 information on the basis of a single set of guidance. However, in the explanatory notes supplied with the data returns seven Authorities identified recording changes related to the roll-out of Self-Directed Support (SDS) and a further six identified specific improvements to their local recording systems over the past year (see Section 6.5 for further details). As a result, an additional degree of uncertainty is associated with making real terms comparisons of Scotland level respite provision between 2012/13 and 2013/14. The likely sense and potential magnitude of this uncertainty is considered in Section 6.5.

Only Scotland level analysis is presented in this section of the Release. Information on respite provision at the Local Authority level may be found in the Annexes. Additional care should be taken when interpreting year-to-year changes within this data, especially in the cases of the Authorities who have experienced known recording changes over the past year.

#### 4.1 Respite weeks provided for the benefit carers of all age groups

The five different sets of comparable figures in Table 1 show an increase in combined overnight and daytime respite provision from 172,730 weeks in 2007/08 to 203,090 weeks in 2013/14. This is an apparent total increase of 30,360 weeks over this time period, of which it is estimated that 19,710 weeks are due to improved data recording and/or methodology changes and the remaining 10,650 weeks are due to a 6.2% real terms increase in respite provision.

**Table 1** - Overnight and daytime respite weeks provided in Scotland, 2007/08 to 2013/14

	2007/08 <sup>0</sup>	2008/09 <sup>0</sup>	2008/09 <sup>1</sup>	2009/10 <sup>1</sup>	2009/10 <sup>2</sup>	2010/11 <sup>2</sup>	2010/11 <sup>3</sup>	2011/12 <sup>3</sup>	2012/13 <sup>3</sup>	2012/13 <sup>4</sup>	2013/14 <sup>4</sup>
Overnight	62,750	62,800	62,730	64,110	64,290	64,650	64,900	66,570	65,880	65,760	65,030
Daytime	109,980	111,230	132,980	139,460	145,510	146,570	138,820	138,500	139,920	139,320	138,060
Total	172,730	174,030	195,710	203,570	209,800	211,210	203,730	205,070	205,800	205,080	203,090
% of respite (Daytime)	64%	64%	68%	69%	69%	69%	68%	68%	68%	68%	68%

Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14

Note: All respite weeks figures are rounded to the nearest ten.

At the year-to-year level, real terms increases in respite provision were estimated for every year up to 2012/13 (including a relatively large increase in 2009/10), followed by an estimated decrease over the past year. The estimated real terms changes between each year are as follows:

- increase of 1,300 weeks (0.8%) between 2007/08<sup>0</sup> and 2008/09<sup>0</sup>
- increase of 7,860 weeks (4.0%) between 2008/09<sup>1</sup> and 2009/10<sup>1</sup>
- increase of 1,410 weeks (0.7%) between 2009/10<sup>2</sup> and 2010/11<sup>2</sup>
- increase of 1,340 weeks (0.7%) between 2010/11<sup>3</sup> and 2011/12<sup>3</sup>
- increase of 740 weeks (0.4%) between 2011/12<sup>3</sup> and 2012/13<sup>3</sup>
- decrease of 1,990 weeks (1.0%) between 2012/13<sup>4</sup> and 2013/14<sup>4</sup>

In terms of understanding the origin of the estimated real terms decrease in respite provision over the past year, it is thought that the likely combined effect of the known recording changes is to mask a somewhat larger real terms decrease in service provision (for the reasons outlined in Section 6.5).

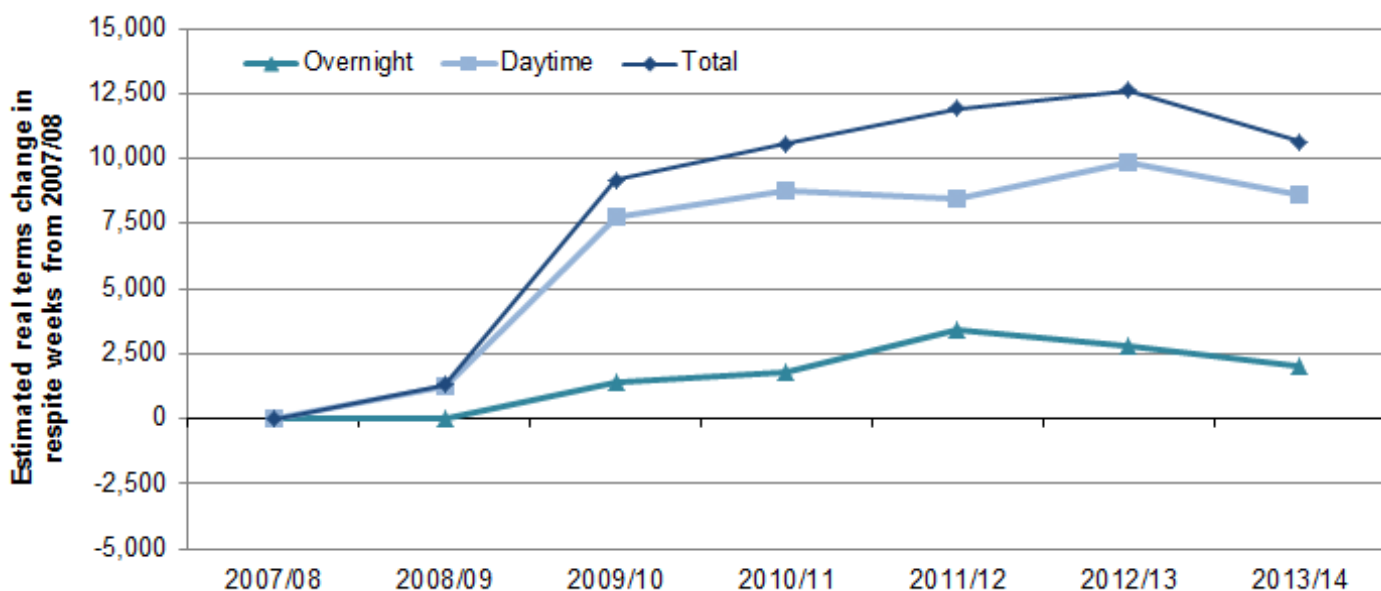
19 out of 32 Local Authorities recorded increases in their total overnight and daytime respite provision between 2012/13 and 2013/14, while 12 recorded decreases. It is not possible to make this comparison in the case of the Orkney Islands, as 2012/13 respite data for this Authority is not available (see Section 6.5). Of those Authorities recording increases, East Dunbartonshire and West Lothian recorded percentage increases of more than 10%. Of those Authorities recording decreases, Argyll & Bute and Glasgow City recorded percentage decreases of more than 10%. The largest recorded percentage decrease, of 23.2%, was that for Glasgow City. Given that Glasgow City is also the most populous Local Authority; it is unsurprising that the recorded decrease of 4,800 respite weeks is by far the largest of any Authority (the next largest being more than seven times smaller).



Recording changes related to the roll-out of Self-Direct Support to young people (aged 0-17) and adults aged 18-64 may have contributed to the large overall decrease recorded by Glasgow City (see Section 6.5). However, the decrease of 2,350 respite weeks associated with the care of older people (aged 65+) is not thought to have been affected by the roll-out of Self-Directed Support. The decrease recorded by Glasgow City for this cared-for age group remains larger than the Scotland level decrease seen across all cared-for age groups. The decrease in respite care provided for the benefit of carers of older people (aged 65+) in Glasgow City is known to be affected by; i) a reduction in the number and length of traditional overnight respite stays in Care Homes and; ii) with the introduction of day care charges, a number of service users opting to cease or reduce their day care hours.

Chart 6 shows that the estimated changes in total respite provision, including the relatively large increase in 2009/10, are mainly accounted for by the changes in daytime provision.

**Chart 6** - Estimated changes in real terms overnight and daytime respite weeks provided in Scotland, 2007/08 to 2013/14



Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14

Note: Estimated real terms changes based on changes in methodology between years.

The number of daytime respite weeks provided in 2013/14 was 138,060, while the number of overnight weeks was 65,030. The balance of overnight to daytime care, with 68% being during the daytime, has remained around the same value since 2009/10, following an increase from 2007/08. This earlier increase is known to have been affected by methodology changes, as Local Authorities generally find it much harder to identify daytime respite.



## 4.2 Respite weeks provided for the benefit of the carers of young people (aged 0-17)

The five different sets of comparable figures in Table 2 show a decrease in combined overnight and daytime respite provided for the benefit of carers of young people (aged 0-17) from 23,950 weeks in 2007/08 to 22,060 weeks in 2013/14. This is an apparent total decrease of 1,890 weeks over the time period, of which it is estimated that 860 weeks are due to improved data recording and/or methodology changes and the remaining 1,030 weeks are due to a 4.3% real terms decrease in respite provision. This estimated percentage decrease in real terms respite provision from 2007/08 to 2013/14 is more than twice as large as the 1.6% decrease in the 0-17 aged population over the same period\*.

**Table 2** - Overnight and daytime respite weeks provided for the benefit of carers of young people (aged 0 to 17) in Scotland, 2007/08 to 2013/14

	2007/08 <sup>0</sup>	2008/09 <sup>0</sup>	2008/09 <sup>1</sup>	2009/10 <sup>1</sup>	2009/10 <sup>2</sup>	2010/11 <sup>2</sup>	2010/11 <sup>3</sup>	2011/12 <sup>3</sup>	2012/13 <sup>3</sup>	2012/13 <sup>4</sup>	2013/14 <sup>4</sup>
Overnight	7,850	8,000	8,050	8,200	8,200	7,470	7,450	7,670	7,470	7,760	7,320
Daytime	16,100	14,830	14,720	15,880	16,140	16,570	15,390	15,300	16,440	16,300	14,750
Total	23,950	22,830	22,770	24,080	24,340	24,040	22,830	22,970	23,900	24,060	22,060
% of respite (Daytime)	67%	65%	65%	66%	66%	69%	67%	67%	69%	68%	67%

Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14

Note: All respite week figures rounded to the nearest ten.

At the year-to-year level, real terms increases are estimated for some years and decreases for others, including a relatively large decrease over the past year. The estimated real terms changes between each year are as follows:

- a decrease of 1,120 weeks (4.7%) between 2007/08<sup>0</sup> and 2008/09<sup>0</sup>
- an increase of 1,310 weeks (5.8%) between 2008/09<sup>1</sup> and 2009/10<sup>1</sup>
- a decrease of 300 weeks (1.2%) between 2009/10<sup>2</sup> and 2010/11<sup>2</sup>
- an increase of 140 weeks (0.6%) between 2010/11<sup>3</sup> and 2011/12<sup>3</sup>
- an increase of 940 weeks (4.1%) between 2011/12<sup>3</sup> and 2012/13<sup>3</sup>
- a decrease of 2,000 weeks (8.3%) between 2012/13<sup>4</sup> and 2013/14<sup>4</sup>

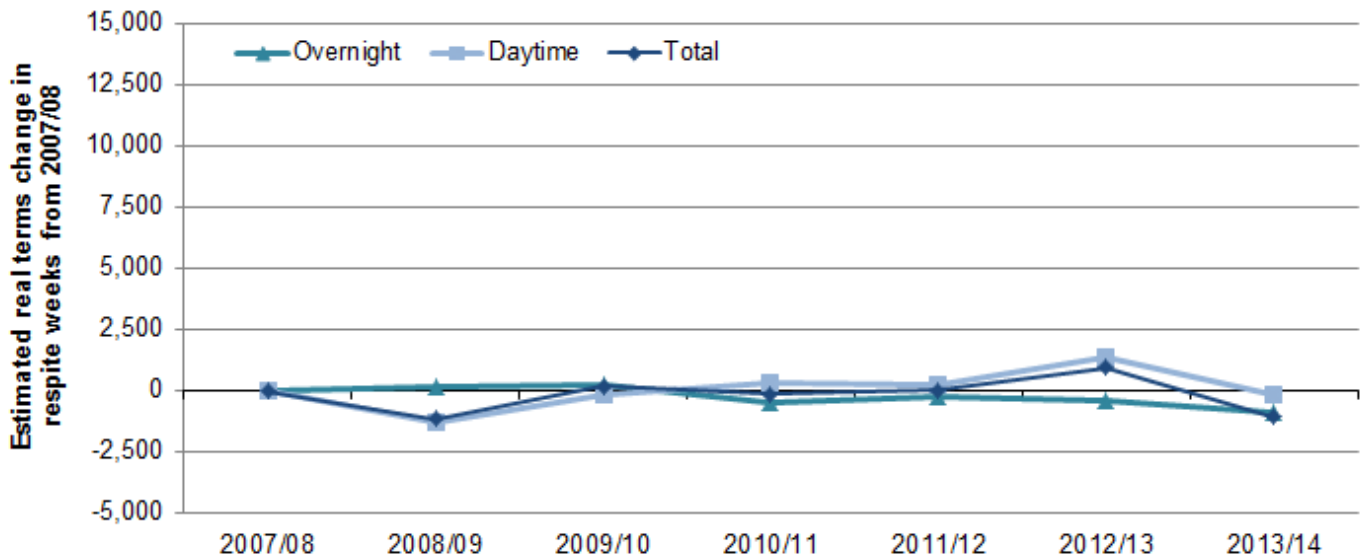
The relatively large year-to-year changes associated with this cared-for age group arise, at least in part, because it contains smaller numbers of clients with larger care packages than the adult cared-for age groupings. The transitioning of small numbers of young people (aged 0-17) clients in / out of this age group (e.g. transitioning out to adult services) can lead to relatively large changes to the recorded provision to the group as a whole.

In terms of understanding the estimated real terms decrease in respite provision over the past year, Section 6.5 outlines how the data related to young people (aged 0-17) is not generally affected by the known improvements to local recording systems. However, several Local Authorities who reported recording changes related to SDS roll-out stated that these changes could affect this data. The local system improvements tend to result in increased recording levels, whereas the SDS-related changes tend to result in decreased recording levels. As such, the estimated real terms decrease over the past year may be due, at least in part, to recording changes.

\* Based on the National Records of Scotland mid-year population estimates (see Section 6.9).

Chart 7 shows that the changes in total estimated respite provision for the benefit of carers of young people (aged 0-17) are mainly accounted for by estimated changes to daytime provision. This chart has the same axis scaling as Chart 6, showing that the changes estimated for this cared-for age group do not generally account for a substantial component of the overall changes, with the exception of the decrease seen over the past year.

**Chart 7** - Estimated changes in real terms overnight and daytime respite weeks provided for the benefit of carers of young people (aged 0 to 17) in Scotland, 2007/08 to 2013/14



Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14  
 Note: Estimated real terms changes based on changes in methodology between years.

The number of daytime weeks provided for the benefit of the carers of young people (aged 0-17) in 2013/14 was 14,750, while the number of overnight weeks was 7,320. The proportion of care that is delivered during the daytime (67% in 2013/14) has remained around the same value since 2007/08.

### 4.3 Respite weeks provided for the benefit of carers of adults aged 18-64

The five different sets of comparable figures in Table 3 show an increase in combined overnight and daytime respite provision for the benefit of carers of adults aged 18-64 from 59,050 weeks in 2007/08 to 72,540 weeks in 2013/14. This is an apparent total increase of 13,490 weeks over the time period, of which it is estimated that 11,900 weeks are due to improved data recording and/or methodology changes and the remaining 1,590 weeks are due to a 2.7% real terms increase in respite provision. The estimated percentage increase in real terms respite provision from 2007/08 to 2013/14 is slightly smaller than the 3.7% increase in the 18-64 aged population over the same period\*.

**Table 3** - Overnight and daytime respite weeks provided for the benefit of carers of adults aged 18-64 in Scotland, 2007/08 to 2013/14

	2007/08 <sup>0</sup>	2008/09 <sup>0</sup>	2008/09 <sup>1</sup>	2009/10 <sup>1</sup>	2009/10 <sup>2</sup>	2010/11 <sup>2</sup>	2010/11 <sup>3</sup>	2011/12 <sup>3</sup>	2012/13 <sup>3</sup>	2012/13 <sup>4</sup>	2013/14 <sup>4</sup>
Overnight	18,030	18,760	18,690	20,180	20,300	19,550	19,850	19,790	18,090	17,750	16,970
Daytime	41,020	39,700	50,380	53,620	56,650	58,090	57,790	56,920	57,080	55,560	55,560
Total	59,050	58,460	69,070	73,790	76,950	77,640	77,640	76,710	75,170	73,300	72,540
% of respite (Daytime)	69%	68%	73%	73%	74%	75%	74%	74%	76%	76%	77%

Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14

Note: All respite weeks figures rounded to the nearest ten.

The estimated real terms changes in respite weeks represents increases for some years and decreases for others, including a relatively large increase in 2009/10 and a modest decrease over the past year. The estimated real terms changes between each year are as follows:

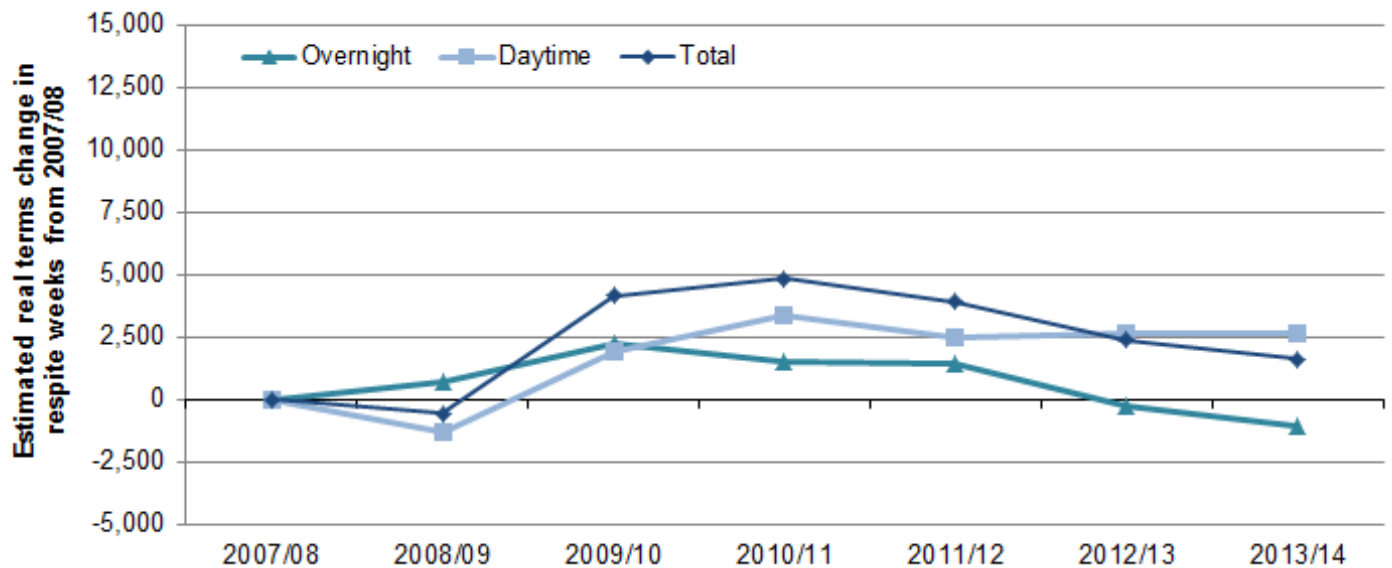
- a decrease of 590 weeks (1.0%) between 2007/08<sup>0</sup> and 2008/09<sup>0</sup>
- an increase of 4,720 weeks (6.8%) between 2008/09<sup>1</sup> and 2009/10<sup>1</sup>
- an increase of 690 weeks (0.9%) between 2009/10<sup>2</sup> and 2010/11<sup>2</sup>
- a decrease of 930 weeks (1.2%) between 2010/11<sup>3</sup> and 2011/12<sup>3</sup>
- a decrease of 1,540 weeks (2.0%) between 2011/12<sup>3</sup> and 2012/13<sup>3</sup>
- a decrease of 760 weeks (1.0%) between 2012/13<sup>4</sup> and 2013/14<sup>4</sup>

In terms of understanding the estimated real terms decrease in respite provision over the past year, Section 6.5 outlines how the data related to adults aged 18-64 is not generally affected by the known improvements to local recording systems. However, several Local Authorities who reported recording changes related to SDS roll-out stated that these changes could affect this data. The local system improvements tend to result in increased recording levels, whereas the SDS-related changes tend to result in decreased recording levels. As such, the estimated real terms decrease over the past year may be due, at least in part, to recording changes.

\* Based on the National Records of Scotland mid-year population estimates (see Section 6.9).

Chart 8 shows that the estimated changes in total respite provision for the benefit of carers of adults 18-64 are accounted for by a mixture of the estimated changes to overnight and daytime provision. This chart has the same axis scaling as Chart 6, showing that the changes estimated for this cared-for age group account for substantial components of the overall increases in 2009/10 and 2010/11 and also of the overall decrease over the past year.

**Chart 8** - Estimated changes in real terms overnight and daytime respite weeks provided for the benefit of carers of adults aged 18 to 64 in Scotland, 2007/08 to 2013/14



Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14  
 Note: Estimated real terms changes based on changes in methodology between years.

The number of daytime weeks provided for the benefit of carers of adults aged 18-64 in 2013/14 was 55,560, while the number of overnight weeks was 16,970. This cared-for age group has the highest proportion of respite that is provided during daytime (77% during 2013/14). This proportion has increased in most years since 2007/08, when it was 69%. These increases are known to have been affected by methodology changes, as Local Authorities generally find it much harder to identify daytime respite.

#### 4.4 Respite weeks provided for the benefit of carers of older people (aged 65+)

The five different sets of comparable figures in Table 4 show an increase in combined overnight and daytime respite provision for the benefit of carers of older people (aged 65+) from 89,730 weeks in 2007/08 to 108,490 weeks in 2013/14. This is an apparent total increase of 18,760 weeks over the time period, of which it is estimated that 8,650 weeks are due to improved data recording and/or methodology changes and the remaining 10,110 weeks are due to an 11.3% real terms increase in respite provision. The estimated percentage increase in real terms respite provision from 2007/08 to 2013/14 is slightly larger than the 10.4% increase in the 65+ aged population over the same period\*.

**Table 4** - Overnight and daytime respite weeks provided for the benefit of carers of older people (aged 65+) in Scotland, 2007/08 to 2013/14

	2007/08 <sup>0</sup>	2008/09 <sup>0</sup>	2008/09 <sup>1</sup>	2009/10 <sup>1</sup>	2009/10 <sup>2</sup>	2010/11 <sup>2</sup>	2010/11 <sup>3</sup>	2011/12 <sup>3</sup>	2012/13 <sup>3</sup>	2012/13 <sup>4</sup>	2013/14 <sup>4</sup>
Overnight	36,870	36,040	35,990	35,740	35,790	37,620	37,610	39,120	40,330	40,250	40,740
Daytime	52,860	56,700	67,880	69,960	72,720	71,910	65,640	66,270	66,410	67,470	67,750
Total	89,730	92,740	103,870	105,700	108,510	109,530	103,250	105,390	106,730	107,720	108,490
% of respite (Daytime)	59%	61%	65%	66%	67%	66%	64%	63%	62%	63%	62%

Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14

Note: All figures rounded to the nearest ten.

A real terms increase in respite provision for the benefit of carers of older people (aged 65+) has been estimated for each of the past six years, including a relatively modest one over the past year. The estimated real terms changes between each year are as follows:

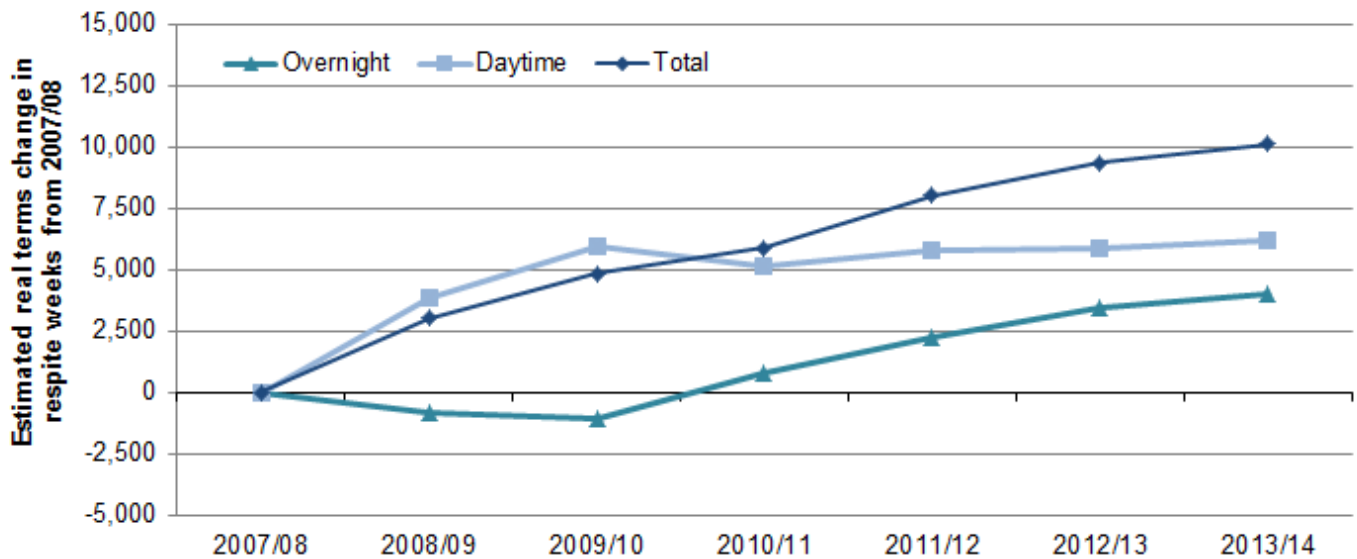
- increase of 3,010 weeks (3.4%) between 2007/08<sup>0</sup> and 2008/09<sup>0</sup>
- increase of 1,830 weeks (1.8%) between 2008/09<sup>1</sup> and 2009/10<sup>1</sup>
- increase of 1,020 weeks (0.9%) between 2009/10<sup>2</sup> and 2010/11<sup>2</sup>
- increase of 2,140 weeks (2.6%) between 2010/11<sup>3</sup> and 2011/12<sup>3</sup>
- increase of 1,340 weeks (1.3%) between 2011/12<sup>3</sup> and 2012/13<sup>3</sup>
- increase of 770 weeks (0.7%) between 2012/13<sup>4</sup> and 2013/14<sup>4</sup>

In terms of understanding the estimated real terms decrease in respite provision over the past year, Section 6.5 outlines how known improvements to local recording systems generally affect the data related to older people (aged 65+). In contrast, recording changes related to SDS roll-out are not generally reported to affect this data. The local system improvements tend to result in increased recording levels, whereas the SDS-related changes tend to result in decreased recording levels. As such, it is at least possible that the estimated real terms increase in respite provision over the past year may be due, at least in part, to improvements in local recording systems.

\* Based on the National Records of Scotland mid-year population estimates (see Section 6.9).

Chart 9 shows that the estimated past changes in total respite provision for the benefit of carers of older people (aged 65+) arise from a mixture of the estimated changes to overnight and daytime provision. This chart has the same axis scaling as Chart 6, showing that the changes estimated for this cared-for age group account for substantial components of the overall increases seen between 2008/09 and 2012/13.

**Chart 9** - Estimated changes in real terms overnight and daytime respite weeks provided for the benefit of carers of older people (aged 65+) in Scotland, 2007/08 to 2013/14



Source: Audit Scotland SPI data 2007/08-2008/09, Scottish Government 2009/10-2013/14  
 Note: Estimated real terms changes based on changes in methodology between years.

The number of daytime weeks provided for the benefit of carers of older people (aged 65+) in 2013/14 was 67,750, while the number of overnight weeks was 40,740. This cared-for age group has the lowest proportion of respite that is provided during daytime (62% in 2013/14). This proportion has generally decreased since a maximum of 67% in 2009/10.

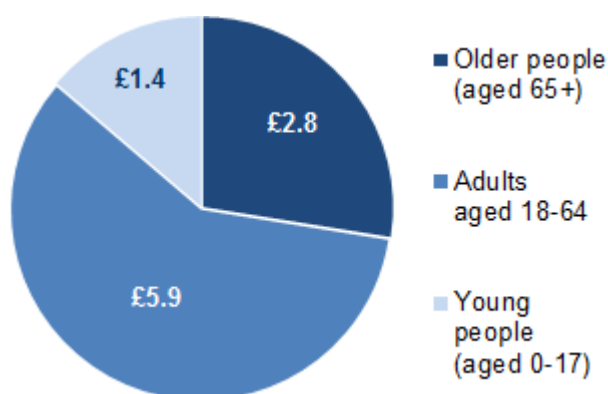
## 5. Financial values of Direct Payments for the purpose of providing respite care

Some people choose to receive a cash payment (called a Direct Payment) to buy the care services that they need. By giving people money instead of social care services, they have greater choice and control over their life and are able to make their own decisions about how care is delivered. From 2012/13 onwards, Local Authorities have been asked to submit information on the financial values of Direct Payments received for the purpose of providing respite care, which may then be converted to an estimate of weeks of care (as discussed in Section 3). Only 18 out of 32 Local Authorities were able to submit Direct Payment information for 2013/14, so the analysis contained in this section should be considered to remain preliminary.

More than £10 million was spent during 2013/14 on Direct Payments for respite care by the 18 Local Authorities who were able to submit such information. Due to the incomplete data coverage, this figure necessarily represents a lower bound estimate to the true amount spent across Scotland.

Chart 10 shows that adults aged 18-64 were the cared-for age group which received the largest total value (almost £6 million) of Direct Payments for respite care in 2013/14.

**Chart 10** - Value of Direct Payments for respite care (£ millions), by cared-for age group, 2013/14



Source: Scottish Government 2013/14

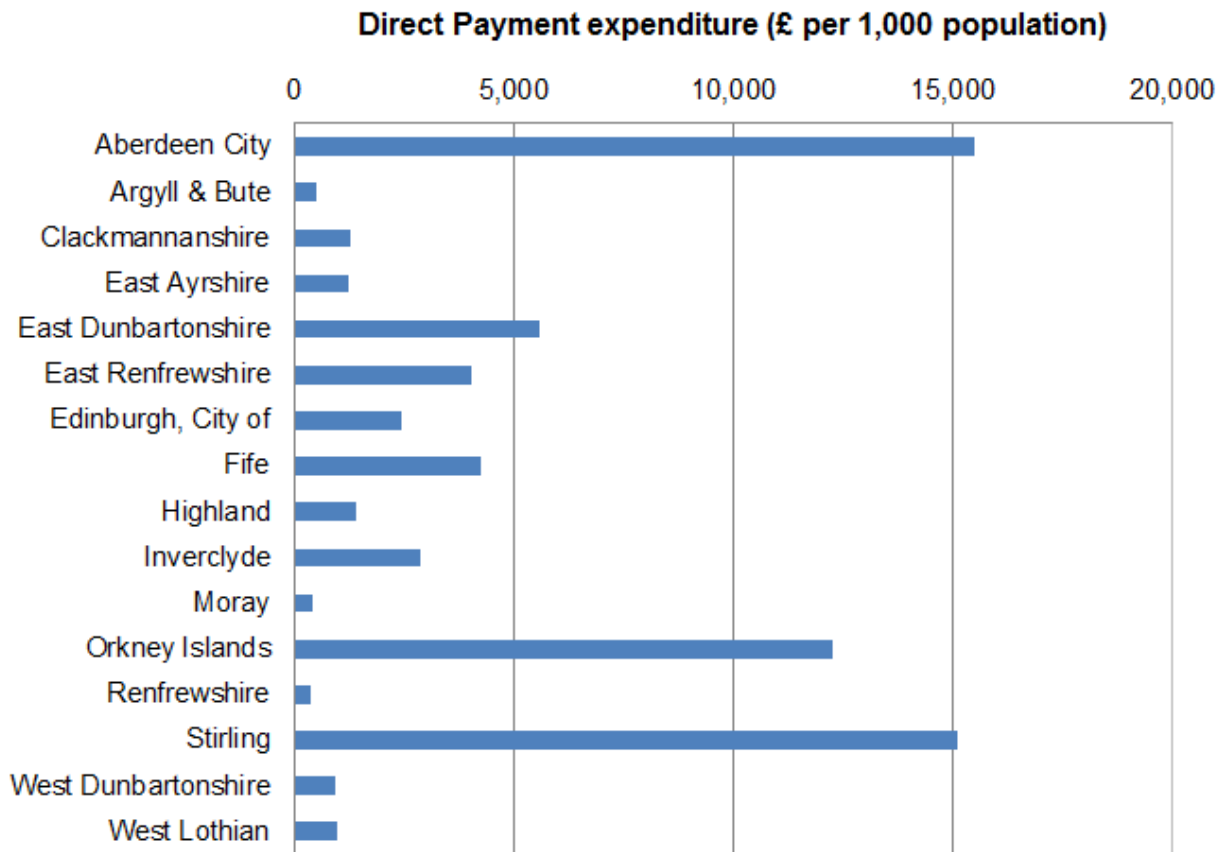
Note: Only 18 out of 32 Local Authorities submitted Direct Payments data, such that the figures shown here are likely to be smaller than the true Scotland level figures. Furthermore, two of these Authorities only submitted partial data, which may affect the proportions associated with the different cared-for age groups.

Units are millions of £ (rounded to the nearest decimal place).



Chart 11 shows the per-capita financial values of Direct Payments received for respite care in 2013/14, for the 16 Local Authorities for whom Direct Payment data was available across all cared-for age groups.

**Chart 11** - Rates of Direct Payments expenditure (£ per 1,000 population), 2013/14, by Local Authority



Source: Scottish Government 2013/14

Populations: National Records of Scotland, mid-year estimate 2013

Note: Falkirk and South Ayrshire were only able to report Direct Payment expenditure for certain cared-for age groups and are not shown in this chart, which is expressed per capita of the entire population of each Local Authority.

Note: No Scotland level figure is shown, due to the incomplete data coverage.

Units are £ per 1,000 population

## **6. Background information on the collection of the data**

### **6.1 Data Sources**

#### **Audit Scotland (2007/07 to 2008/09)**

This data was provided to Audit Scotland by all Local Authorities in Scotland as one of the Statutory Performance Indicators (SPIs). The information was collected and published locally by each council in Scotland. Audit Scotland publishes information about the comparative performance of councils across Scotland in a compendium of all the data. These are available from [www.audit-scotland.gov.uk/performance/index.php](http://www.audit-scotland.gov.uk/performance/index.php), but please note that all respite figures have been superseded with those presented in this publication.

#### **Scottish Government (2009/10 to 2013/14)**

The Scottish Government is now responsible for the collection of respite data. This follows Audit Scotland's decision to discontinue the collection of the SPI data for respite care.

For 2013/14, Local Authorities were given two options for the method used to submit respite data:

1. Aggregated data, returned through a respite-specific spreadsheet.
2. Individual level data, returned as part of the 2014 Social Care Survey.

For 2013/14, aggregated data has been used for 27 out of 32 Local Authorities. Individual level data has been used for City of Edinburgh, Clackmannanshire and Stirling. Perth & Kinross submitted aggregated data for young people (aged 0-17) and individual level data for adults. Fife submitted aggregated data for adults and a number of young people (aged 0-17) who received grant-funded services and individual level data for the remaining young people (aged 0-17).

### **6.2 Understanding the Statistics in this Report.**

All information in this Statistics Release is based on a year from 1st April to 31st March.

In order to provide an estimate of total respite provision across Scotland, respite nights and respite hours have been converted into respite weeks. Seven respite nights equal one respite week and 52.5 hours equal one respite week. This standard method was agreed by CoSLA and the Scottish Government. In order to convert Direct Payments into respite weeks we have assumed that the cost of one week is £630 and the cost of one hour is £12. This rate is derived from an estimate of residential care weekly costs made by the Respite Task Group.

The figures published in this Statistics Release were last published on 29 October 2013.

### **6.3 Changes to figures for previous years**

As part of the collection of the 2013/14 data Local Authorities were given the opportunity to check their previously published respite figures. There have been no changes to the figures published in previous years.

## 6.4 Data Completeness

While every effort has been made to ensure that data is recorded as completely as possible, the following issues should be noted for the figures published in this report. Due to issues with data submission, we are unable to publish 2013/14 data for respite provided for the benefit of the carers of young people (aged 0-17) from South Ayrshire. The most recently available figures, those from 2012/13, have been used as an estimate.

## 6.5 Comparability between 2012/13 and 2013/14 data

Local Authorities were asked to only submit one set of data for 2013/14, as there has been no change to the national guidance since 2012/13. However, it is clear from the explanatory material submitted by many of the Authorities alongside their data submissions that a range of factors other than genuine changes in service provision may also have affected their recorded figures.

It should also be noted that, even were the recording issue described below to be put to aside, direct comparisons between 2012/13 and 2013/14 data should not be drawn for the Orkney Islands, as the published 2012/13 data were estimated on the basis of the 2011/12 figures, which were completed on the basis of different national guidance.

### 6.5.1 The roll-out of Self-Directed Support

As of 1st April 2014, the Self-Directed Support (SDS) Act came into force across Scotland. However, some Local Authorities have been implementing SDS arrangements over the preceding financial year. For the 2013/14 respite data collection, the following Authorities all mentioned that the recorded changes to the stated types of provision may, at least in part, be related to the roll-out of SDS.

Aberdeenshire: overnight respite for the benefit of carers of adults aged 18-64

East Ayrshire: overnight and daytime respite for the benefit of carers of young people (aged 0-17)

Glasgow City: overnight and daytime respite for the benefit of carers of young people (aged 0-17) and adults aged 18-64

Highland: overnight respite for the benefit of carers of adults

Moray: overnight and daytime respite for the benefit of carers of older people (aged 65+)

Orkney Islands: all overnight and daytime respite

North Ayrshire: all overnight respite and daytime respite for the benefit of carers of young people (aged 0-17) and adults aged 18-64

For Local Authorities that are able to identify respite care that has been provided through Direct Payments (which now forms one option under SDS), the SDS roll-out process would be expected to result in a reduction in the recorded number of overnight / daytime respite weeks and a corresponding increase in the total recorded values of Direct Payments. Of the Authorities listed above, such a situation applies in East Ayrshire, Highland, Moray and the Orkney Islands. For example, Orkney Islands indicated that if the SDS Day Care packages had been included as hours rather than values, then the recorded decrease in overnight / daytime provision between 2012/13 and 2013/14 would have changed to an increase.

Not all Local Authorities are currently able to identify support that has been provided for the purpose of providing respite care through Direct Payments (or other SDS options). As SDS rolls out in these Authorities, apparent decreases in the total amounts of respite recorded must also be expected, without necessarily reflecting any change in the level of service provision. Of the Authorities listed above, such a situation applies to Aberdeenshire, Glasgow City and North Ayrshire.

Looking forwards, the continued roll-out of SDS over the coming years will likely mean that the current focus on recorded overnight / daytime provision will cease to be appropriate. However, when also combined with a situation in which the systems used by some Authorities are not able to record respite-related expenditure information for SDS clients, these changes may pose a fundamental challenge to any publication of national level respite data.

### **6.5.2 Improvements to local recording systems**

Several Local Authorities have described what we have interpreted to be substantial changes to aspects of their specific local recording systems over the course of the past year.

Aberdeen City: the recorded decrease in daytime respite provided for the benefit of carers of older people (aged 65+) may in part be due to changes in recording systems, following the transferral of service management to a Local Authority Trading Company.

Angus: the recorded increases in overnight respite may in part be due to an operational review of how respite information is collated and recorded.

East Dunbartonshire: the recorded increases in daytime respite provided for the benefit of carers of adults may be in part due to improved recording of Supported Living services.

Fife: the recorded increase in daytime respite provided for the benefit of carers of older people (aged 65+) may be in part due to information becoming available that was not previously provided by external sources, or was unable to be included due to lack of verification.

Highland: the recorded increase in daytime respite provided for the benefit of carers of older people (aged 65+) may be in part due to Day Care Units now reporting directly on carer break attendance.

West Lothian: the recorded increase in daytime respite provided for the benefit of carers of older people (aged 65+) may be in part due to services being asked to improve their reporting arrangements.

### **6.5.3 The implications of recording changes for national estimates of real terms change in service provision**

Both sets of recording changes described above mean that the 2013/14 data from the cited Local Authorities should not be considered directly comparable, in terms of service provision alone, to that from 2012/13. However, in order to produce the Scotland level estimate of a real terms decrease of 1,990 respite weeks, it has been necessary to include the figures from all of these Local Authorities within the national totals. The potential uncertainties associated with the inclusion of this data may be assessed by re-doing the Scotland level estimates on the basis of only the data that is thought to be unaffected by one / both of the sets of recording changes.

If only data thought to be unaffected by the SDS roll-out were to be used in the national totals, then a real terms increase of 1,050 respite weeks would have been estimated. If, however, only the data thought to be unaffected by improvements to local recording systems were to be used, then a real terms decrease of 6,020 respite weeks would have been estimated. If only data thought to be unaffected by both sets of recording changes were to be used, then a real terms decrease of 2,970 respite weeks would have been estimated.

The two sets of recording changes are seen to both represent relatively large sources of uncertainty, but which oppose one another. This is because the SDS-related changes tend to result in the underestimation (decreased reporting) of overnight / daytime respite weeks, whereas the local improvements to recording systems tends to result in the increased reporting of overnight, and especially daytime, respite weeks. At least on the basis of the sensitivity test approach used here, the

influence of the local improvements to recording systems is greater in magnitude than that of the SDS-related recording changes. It is, therefore, thought likely that a real terms decrease in overnight and daytime respite provision has indeed occurred over the past year.

The sensitivity test approach applied here is based on respite provision data across all cared-for age groups. It is clear from the information in the preceding sub-sections that the two different sets of recording changes will differentially affect these different cared-for age groups. As such, the likely influence of the combined recording changes may well differ according to cared-for age group.

## **6.6 Methodology used by Local Authorities**

The guidance issued to Local Authorities for completion of the 2013/14 survey may be found here: <http://www.scotland.gov.uk/Topics/Statistics/Browse/Health/RespiteCarenew>

Further information on the rationale for this guidance has been provided in a Q & A document: <http://www.scotland.gov.uk/Topics/Statistics/Browse/Health/RespiteCarenew/ShortBreakQA>

Respite data is something that has proved to be very complex for Local Authorities to capture. This means that each Local Authority may use a variety of data collection methods and sources of information to collect the required information as specified in the guidance.

The data is collected from management/financial information systems, from manual records or direct from private/voluntary respite suppliers and is most commonly a combination of these data sources.

The data will also incorporate a number of different services depending on the services available within a Local Authority, examples of the services included are; Day Care, Home Care, Short Breaks/Holiday breaks, Direct Payments and short stays in Care Homes.

## **6.7 Reasons for large increases/decreases in respite provision**

Any large increases or decreases (+/- 10%) in recorded respite provision for overnight and daytime respite weeks were queried with the Local Authorities concerned. Some of the reasons identified within Local Authorities for such changes are detailed below:

Increases in recorded provision:

- Improved reporting systems / under-estimation of figures in previous years (see Section 6.5)
- Day care centres focusing on providing support to older people with higher levels of need
- The introduction of administrative services such as a 'Respite Bed Bureau'

Decreases in recorded provision:

- The roll out of Self-Directed Support / increased use of Direct Payments (see Section 6.5)
- Reductions in residential placements available and / or maximum length of placement stay
- Introduction of charging for Day Care services, leading to reduced demand
- The temporary / permanent closures of care homes / centres
- Reclassification of care home beds from respite to permanent
- Reduction of overnight carers available
- High use service users shifting to supported living arrangements

## 6.8 Cost of respondent burden

To calculate the cost of respondent burden to this survey each Local Authority was asked to provide an estimate of the time taken in hours to extract the requested information and complete the survey form. The average time from 12 Local Authorities has then been used within the calculation below to calculate that the total cost of responding to this survey is £15,800 (rounded to nearest £100). It is also noted that the time taken to respond also varies widely across Local Authorities, from less than 5 hours to more than 350 hours.

$$\text{Cost of responding (£)} = \frac{\text{(number of responses)} \times \text{median time it takes to respond in hours} \times \text{hourly rate of typical respondent}}{\text{X}} + \text{any additional costs experienced by data providers}$$

## 6.9 Other data sources

To calculate percentage changes in population between 2007/08 and 2013/14, the National Records of Scotland mid-year population estimates for mid-2007 to mid-2008 and mid-2013 have been used. This data is reproduced in the table below.

	mid-2007 to mid-2008	mid-2013
<b>Aged 0-17</b>	1,052,278	1,035,394
<b>Aged 18-64</b>	3,227,104	3,345,444
<b>Aged 65+</b>	857,746	946,862
<b>All ages</b>	5,137,128	5,327,700

In order to calculate 2013/14 rates per population, the National Records of Scotland 2013 mid-year population estimates at the Local Authority level have been used. This data is available from the National Records of Scotland website.

<http://www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-estimates/>

## 6.10 Further information

Further details and analysis of the data presented in this Statistics Release are available on request from the address given below. This Statistics Release is available on the Internet:

<http://www.scotland.gov.uk/Topics/Statistics/Browse/Health/Publications>

Information at the Local Authority level is shown in the Annexes to this Statistics Release. Additional care should be taken when interpreting year-to-year changes within this data, especially in the cases of the Authorities who have experienced known recording changes over the past year (as listed in Section 6.5).

This statistics release was published on 28<sup>th</sup> October 2014.

Updated 10 December, 2014: Following the identification of minor typographic errors, an amended version of the publication has now replaced the original. These changes are as follows: i) Chart 2, Page 4 - 'including Direct Payments' changed to 'excluding Direct Payments', ii) Page 9 - '8.0%' changed to '8.3%' and iii) Page 13 - '8,720 weeks' changed to '8,650 weeks', '10,040 weeks' changed to '10,110 weeks' and '11.2%' changed to '11.3%'.

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### How to access background or source data

The data collected for this statistical bulletin

are available in more detail through Scottish Neighbourhood Statistics

are available via an alternative route

may be made available on request, subject to consideration of legal and ethical factors. Please contact [SWStat@scotland.gsi.gov.uk](mailto:SWStat@scotland.gsi.gov.uk) for further information.

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