

CABINET
14 DECEMBER 2017**FUTURE PROVISION OF OVERNIGHT UNIT-BASED SHORT
BREAKS FOR CHILDREN WITH DISABILITIES**

Relevant Cabinet Member

Mr A C Roberts

Relevant Officer

Director of Children, Families and Communities

Local Members

Mr N Desmond

Mr S Mackay

Mr L Mallett

Ms T Onslow

Mr P Tuthill

Recommendation

- 1. The Cabinet Member with Responsibility for Children and Families recommends that Cabinet:**
 - (a) notes the information relating to short breaks provision for children with disabilities contained in this report;**
 - (b) approves the consultation with families, professionals and wider stakeholders on the proposal to redesign the delivery of overnight unit-based provision as outlined in paragraph 19 below; and**
 - (c) delegates the final decision on the future provision of unit-based overnight provision to the Cabinet Member with Responsibility for Children and Families, to be implemented by the Director of Children, Families and Communities.**

Background

2. The purpose of this report is to seek agreement to the launch of a consultation with families, professionals and other stakeholders, on the future delivery of overnight unit-based short breaks in Worcestershire and in particular the future use of the unit in Ludlow Road, Kidderminster for overnight short break provision.
3. Schedule 2 to the Children Act 1989 and the Breaks for Carers of Disabled Children Regulations 2011 require local authorities to provide services which are designed to give respite breaks for carers of children with disabilities in order to assist carers to continue

to provide care or to do so more effectively. In Worcestershire a range of short breaks are available ranging from community-based provision (including holiday and term-time play-schemes) to specialist services including residential and family-based overnight and weekend care. In addition, according to need, families may be eligible for direct payments which enable them to access the support needed to enable them to access a short break in ways that suit the family and young person's needs and preferences.

4. Worcestershire is ambitious for all children and young people and has set out a challenging agenda through its Children and Young People's Plan (CYPP) 2017-2021: Putting children at the heart of everything we do. Taking the lead from the CYPP, the vision within the draft Worcestershire Strategy for Children and Young People with Special Educational Needs and Disabilities is "In Worcestershire we want all children and young people with special educational needs and/or disabilities to be truly seen and respected as individuals and to be the best they can be".

5. Improving outcomes for vulnerable children and young people, which includes those with a special education need and/or a disability (SEND), is a key priority within the CYPP. As part of a wider review of services for children with disabilities a review and re-commissioning of short break provision is underway to ensure that short breaks:

- Provide parents and carers with a break from their caring responsibilities
- Help to support a child or young person's social and emotional development
- Helps to support a child or young person learn new skills
- Provide a child or young person with new experiences.

6. Specialist short breaks are accessed via a social work assessment of need and where possible are provided in a family setting and/or in the community. For a number of children with complex disabilities the assessed need is for overnight respite care which can be provided in the family home, in the home of a host family or in one of four Council funded/commissioned overnight short breaks units. Two of these units (at Providence Road and Moule Close) are delivered by the Council and are registered with Ofsted, and two (at Osborne Court and Ludlow Road) are delivered by Worcestershire Health and Care NHS Trust (WHCT) and are currently registered with the Care Quality Commission (CQC).

7. As part of an ongoing review of all short breaks provision, a Position Statement has been produced (see the attached Appendix) to describe and assess the quantity and use of unit-based overnight provision. The Position Statement has raised a number of questions relating to the commissioning of this provision including value for money and differences in regulation of the four units. In line with published Ofsted guidance it is expected that each of the four overnight units fall under the regulations for Children's Homes. This is currently undergoing further investigation by Ofsted who are in contact with the WHCT and should registration be required there will be a cost associated with the registration and potentially additional costs incurred in meeting Ofsted requirements in relation to these units.

8. As part of the wider review of services for children with disabilities, Council officers have talked to families who stated that they want more choice and control, better information and training (both for themselves and for professionals) and earlier intervention to prevent problems escalating and needing more intrusive interventions. In relation to ALL short break provision parents have said they want:

- **Available Services** – services that can accommodate the growing demand and meet individual needs. High value is placed on the short breaks currently being received but more sessions are needed
- **Accessible Services** – geographically accessible with limited travel times and easy referral processes with broad criteria that are open to all
- **Continuous Services** – enabling a smooth transition to adulthood
- **Flexible Services** – services that respond to need rather than being allocated when it is convenient
- **Information & Guidance** – Easy access signposting about what is available
- **Worthwhile Respite for Child** – where child can develop social skills and independence
- **Worthwhile Respite for Parent** – where parents can have a 'real break' e.g. without the stress of travel, caring for other children etc.

Funding

9. In 2015 a number of proposals were put forward by the then Director of Public Health in response to in-year Public Health Ring Fenced Grant (PHRFG) reductions. Decisions were made, following a period of consultation on the proposals, which confirmed the continued use of PHRFG funding up to March 2018 for Child Development Centres (CDC) and the Orchard Service (Community Children's Nursing Team).

10. The discussions held at the time between the three CCGs and the Council highlighted discrepancies in the use of the PHRFG and CCG funding in relation to Council/NHS statutory duties. Therefore, the Section 75 arrangement was amended to switch funding sources between the Orchard Service and Ludlow Road (overnight short break) for the financial years 2016/17 and 2017/18. This meant that the Orchard Service would be funded by CCGs and all but £78,000 of Ludlow Road was funded by the Council through the PHRFG. This better reflects the statutory duties for each organisation. This was referenced, as part of the Resources Report, at Cabinet in May 2016 and a review of provision for Children with Disabilities commenced.

Current funding of unit-based overnight provision is summarised below.

Funding 2017/18	£	
Moule Close, Kidderminster SBU	405,583	WCC funded
Providence Rd, Bromsgrove SBU	426,396	WCC funded
Ludlow Road, Kidderminster SBU	618,181	540,285 PHRFG funding and 77,896 CCG funded
Osborne Court, Malvern – Main Short Breaks Unit	556,000	WCC funded includes £140k funding for the spot purchase of additional nights and or additional support needs
Acorns Grant	213,839	CCG funded

11. In line with the plans agreed in 2015, the PHRFG funding for Ludlow Road will be removed from March 2018 and further consultation and a decision is now required on the service re-design needed to address this reduction in funding for overnight unit-based short breaks and to ensure that the needs of families accessing unit-based overnight provision continue to be met.

Future Proposals

12. As noted above a full review of short breaks provision (including community and specialist short break provision) is underway and the re-commissioning of 1:1 support and community/school-based activities is in progress using a flexible procurement process to increase the range of provision available in order to meet demand. Current provision of 1:1 support is not meeting demand or providing good outcomes for children as the current provider has not been able to recruit support workers for the current contract – the re-commissioning of 1:1 support is therefore being given priority as availability of this type of support can prevent escalation of need and deliver effective short break provision.

13. The availability of short break provision at Acorns' hospice in Worcester has been taken into account in the review of unit-based provision. This provision is CCG grant funded as part of palliative health care provision and accessed by families (following referral) as part of the overall hospice offer to children with life limiting or life threatening conditions. Where there is an assessed need, additional nights can also be funded by the Council to meet the needs of children requiring a high level of care, and their carers.

14. Whilst the funding decisions described above were in reference to the unit in Ludlow Road, the development of the Position Statement has supported a review of all unit-based provision and the development of the proposal to consult on the proposed changes as outlined in paragraph 19 below.

15. The review of unit-based overnight provision to date has taken account of:

- current capacity (based on the number of beds and nights that units are open)
- current allocation of provision to families
- the suitability of accommodation and facilities available
- the potential to deliver additional capacity at each unit and/or to spot purchase provision at (for example) Acorns hospice
- the average cost of an overnight stay at each provision
- geographical spread of provision and families
- the potential to meet needs through 1:1 support and/or overnight family based provision.

16. Relevant data can be found in the Position Statement (in the attached Appendix) including summary tables detailing average costs per night for each provision, unit occupancy, potential unit occupancy and agreed provision. Across all provision the average number of nights accessed by children and young people is 3 nights per month and ranges from a minimum of 2 nights per month up to a maximum of 7 nights a month (based on an assessment of need).

17. Using the information captured within the review, including feedback from parents, the options considered for funding/commissioning overnight short break provision include:

- Continued funding of all units at current levels (do nothing)
- Ceasing funding of one or more units and providing overnight short breaks to service users of that unit in a different way
- Maximising the capacity available at Providence Road, Osborne Court and Moule Close units in order to meet the needs of families currently accessing the Ludlow Road unit.

18. The review concluded with a set of future service design proposals (outlined in paragraph 19) that now need to be consulted on. These proposals aim to ensure that where unit-based overnight provision is assessed as the appropriate provision, this continues to be available to families who are currently accessing the service and those who may be offered the service in the future, at an appropriate unit. However, the needs of children with disabilities and their carers can change therefore it is also recognised that a review of need should be regularly undertaken to ensure that the needs of carers and children with disabilities continue to be met in the most appropriate way.

19. The future service re-design proposals are:

- Review of the needs of all families currently accessing overnight unit-based (and in some cases other residential provision including residential school provision and/or hospice provision) to ensure that the needs of carers and children with disabilities are being met in the most appropriate way
- Cease the delivery of overnight provision at Ludlow Road, Kidderminster at the end of the summer term 2018 and provide suitable and alternative provision for existing users – this proposal is based on the consideration of the availability of other provision in the north of the county, the need to reduce the number of beds available to four, the potential costs of meeting Ofsted registration requirements and the potential to have more flexible and cost effective provision at Providence Road, which is also located in the north of the county
- Increase the capacity at Providence Road, Bromsgrove by the flexible use of one or two additional bedrooms (subject to the necessary changes to the Ofsted registration) as required
- Review the use of Osborne Court unit in Malvern to ensure that the current capacity (including the use of the two bed emergency and assessment bungalow) is used effectively.

Recommendations and Next Steps

20. Based on the above background and vision for the service, Cabinet is asked to authorise a consultation (with families, professionals and wider stakeholders) on the proposal to redesign the delivery of overnight unit-based provision.

21. The consultation will be launched in early January 2018 and will be open for a minimum of six weeks. Detail on the proposals will be made available on the Council's website and will be circulated to a range of professionals, stakeholders and families.

22. Families currently accessing provision at Ludlow Road will be consulted by holding face to face conversations with each family on an individual basis and, where

appropriate, alternative units will be opened to allow visits by families to take place. An on-line survey will be made available for all those wishing to respond to the consultation. Responses submitted by letter/email and in person will also be accepted.

23. It is recommended that the final decision on the future provision of unit-based overnight provision is delegated to the Cabinet Member with Responsibility for Children and Families, to be implemented by the Director of Children, Families and Communities.

Legal, Financial and HR Implications

24. The statutory duty to provide short break provision is outlined in paragraph 3 above.

25. There are no immediate HR implications for the Council arising from this report. Additional costs and staffing for the proposals for the Council run unit at Providence Road are being finalised and the Council is in contact with WHCT regarding the potential implications for staff at the Ludlow Road unit.

26. The total savings required, as outlined in the report, are £540k per annum. The overall financial impact of these combined proposals will be finalised as part of the consultation, as the impact of meeting the needs of families currently accessing services at Ludlow Road are clarified and the cost of increasing capacity at Providence Road is clarified (subject to Ofsted requirements).

Privacy and Public Health Impact Assessments

27. These proposals have no direct impact on information risk or privacy impact at this stage.

28. A Public Health Impact Assessment of these proposals is required and will be carried out during the consultation period to inform the final proposals.

Equality and Diversity Implications

29. An Equality Impact Screening has indicated that a full Equality Impact Assessment of these proposals is required. This will be completed during the consultation period to inform the final proposals.

Supporting Information

- Appendix – Position Statement for Current Overnight Short Break Provision

Contact Points

County Council Contact Points

County Council: 01905 763763

Specific Contact Points for this report

Debbie Herbert, Lead Commissioner for Vulnerable Children and Families

Tel: (01905) 846831

Email: dherbert2@worcestershire.gov.uk

Background Papers

In the opinion of the proper officer (in this case the Director of Children, Families and Communities) the following are the background papers relating to the subject matter of this report:

Agenda and background papers for the meetings of the Cabinet held on 16 July 2015 and 19 May 2016