



Title of paper:	Disabled Children Short breaks Statement	
Report to:	Childrens Partnership	
Date:	18/11/11	
Relevant Director:	Tim O'Neill	Wards affected: City Wide
Contact Officer(s) and contact details:	Viv McCrossen HOS Marie Halford SM	
Other officers who have provided input:	Peter Morley Commissioning Officer	

Relevant Children and Young People's Plan (CYPP) objectives(s):

Stronger safeguarding – With a key focus on ensuring that there are high standards of safeguarding across all agencies and that the Partnership takes a pro-active approach to the elimination of domestic violence.	X
Healthy living – With a key focus on increasing the proportion of children and young people who have a healthy weight.	
Reducing substance misuse – Partnership work to lessen the impact on children of parental drug and alcohol misuse and to reduce drug and alcohol misuse amongst children and young people.	
Raising attainment – Raising the attainment levels and increasing engagement in employment, education and training.	
Improving attendance – Improving rates of attendance at both Primary and Secondary as a key foundation of improving outcomes.	

Summary of issues (including benefits to customers/service users):

Section 25 of the Children and Young Persons Act requires local authorities to provide short breaks for families with disabled children. Regulations relating to this duty which came into force on 1 April 2011, requires each local authority to produce a short breaks services statement so that families know:

- What services are available;
- The eligibility criteria for these services;
- How the range of short breaks is designed to meet the local needs of families with disabled children.

The attached Statement enables parents, carers, disabled children and partners to understand what short breaks are provided and how these are accessed allowing greater transparency for citizens.

Recommendations:

1	The partnership approves the short breaks statement as a partnership document on short breaks provided by the city council, Nottingham City NHS and voluntary/independent sector.
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1. BACKGROUND AND PROPOSALS

The attached Short Breaks Statement has been prepared as part of Nottingham City Councils Aiming High for Disabled Children programme. The Aiming High program ran from 2008 – 2011 and required local authorities to significantly increase the availability and range of short breaks available in preparation for a new statutory duty. The Aiming High program was conducted in partnership with Nottingham City NHS who also received additional funding to ensure short breaks services were increased for those with palliative and complex health needs.

The statement has been based on the information and data collected during the 3 year Aiming High program which included extensive involvement of and consultation with partners, parents and disabled children.

The statement has been agreed with the Aiming High Steering Group which is a partnership between Nottingham City Council and NHS, Futures (Connexions), The Oakfield School, Parent Partnership, Voluntary Sector partners, Rainbows Parents Carers Forum and the Special Peoples' Group. Nottingham City considers this document an active tool in its future development of short breaks services and the statement will be reviewed annually as part of the councils commissioning cycle.

2. RISKS

Statue requires local authorities to produce a statement of Short Breaks by 1st October. Any authority failing to do this will be in breach of its statutory duties.

3. FINANCIAL IMPLICATIONS

No changes to services or policies are being made, the statement is the current position of the council in relation to its needs assessment undertaken as part of the JSNA and it provision of short breaks services to meet the populations needs. There is no financial impact.

4. LEGAL IMPLICATIONS

Section 25 of the Children and Young Persons Act 2008 requires local authorities to provide short breaks for families with disabled children. Regulations relating to this duty which came into force on 1 April 2011, require each local authority to produce a short breaks services statement

5. CLIENT GROUP

Children with permanent and substantial disabilities (Childrens Act 1989) and parent/carers of those children.

6. IMPACT ON EQUALITIES ISSUES

Children with permanent and substantial disabilities (Childrens Act 1989) and parent/carers of those children are effected by the proposals and have been engaged in the development of the strategy. The statement enables parents of disabled children to understand what short breaks are provided to meet local need in Nottingham City.

The voluntary and community sector are both providers of short break and support families to access those breaks. The Statement assists the sector to understand the provision of short breaks and the thresholds applied so that greater consistency is achieved.

7. OUTCOMES AND PRIORITIES AFFECTED

Stronger safeguarding, the provision of short breaks services are critical to the support of families with disabled children. Disabled children are 3 x more likely to experience abuse than non disabled children, more likely to experience poverty, domestic violence, drug and alcohol misuse and family breakdown. Short breaks have been identified by the government as a critical tool in enabling parent carers to carry on caring and improve the quality of care given. New legislation introduced in the form of the Childrens and Young Persons Act 2008 places a statutory duty for the first time on local authorities to make adequate provision for short breaks services.

8. CONTACT DETAILS

Viv McCrossen Head of Service, Family and Community Teams
Marie Halford Service manager, Disabled Childrens Services.

Nottingham City Council Draft Short Breaks Services Information Statement

Background

This information is for families living in the City of Nottingham who have a disabled child aged 0 to 18 years. It describes the way Nottingham City Council has prepared the statement of Short Breaks Services with its partners and citizens.

Section 25 of the Children and Young Persons Act 2008 requires local authorities to provide short breaks for families with disabled children. Regulations relating to this duty which came into force on 1 April 2011 require each local authority to produce a short breaks services statement so that families know:

- What services are available;
- The eligibility criteria for these services;
- How the range of short breaks is designed to meet the local needs of families with disabled children.

Short Breaks provide disabled children and young people with an opportunity to spend time away from their parents whilst enjoying a positive activity. They assist families to have an ordinary family life and they give parents a break from caring to enable them to rest, enjoy their own interests or spend time with their other children. A break should help the main carer to continue to provide care or to do this more effectively.

How the statement has been prepared

This is Nottingham City Council's first statement of Short Breaks Services and has been prepared as part of our Aiming High for Disabled Children programme. The statement has been based on the information and data collected during the three year Aiming High program which included extensive involvement of and consultation with partners, parents and disabled children. The statement has been agreed with the Aiming High Steering Group which is a partnership between Nottingham City Council and NHS, Futures (Connexions), The Oakfield School, Parent Partnership, Voluntary Sector partners, Rainbows Parents Carers Forum and the Special Peoples' Group. Nottingham City considers this document an active tool in its future development of short breaks services and as such is always happy to receive comments on its contents at any time. Any comments may be sent to disabledchildren.team@nottinghamcity.gov.uk. The document will be reviewed annually in September each year and included in the Council's commissioning cycle as an active tool in the ongoing development of short breaks provision to meet local need.

Who is responsible?

The lead officer responsible for preparing this statement is Marie Halford Service Manager, Disabled Children Services who reports to Viv McCrossen, Head of Service, Family and Community Teams. The draft statement will be approved by The Aiming High Steering Group, Rainbows Parents Carers' Forum and the Special People's Group. Once agreed with our partners it will be submitted for sign off to the Children's Partnership Board.

Needs Assessment

The disabled population increased by 70% in the last 30 years (1976 –2006). The fastest growing section of the disabled population is the under-16 age group. The number of disabled children from Black and Minority Ethnic communities will double over the next five years. The number of children born with complex needs and surviving into adolescence and beyond is also increasing (Every Child Matters, 2003).

The Joint Strategic Needs Assessment (JSNA) 2010 www.nottinghaminsight.org.uk/insight/jsna/children provides a comprehensive assessment of local need in relation to disabled children and their families.

The JSNA estimates there are 4,000 disabled children and young people, aged 0-19, of which almost 900 have severe and lifelong disabilities and live within the boundaries of Nottingham City.

The school census data identifies a rising percentage of special educational need and disability (SEND) in Nottingham City. In 2011, there were around 11,439 pupils (29%) with some form of SEND. This is an increase of over 2,558 pupils (28.8%) from 2004. Nottingham City has the highest incidence of SEND across the nine East Midlands authorities. Over 3,600 pupils were categorised as having higher level needs requiring additional support, an increase of over 1,300 (57%) pupils since 2004.

Also of significance in planning services is the impact of age, gender, ethnicity and geography/ socio-demography on prevalence of disability. Males with SEND outnumber females and account for around 62% of all pupils with an SEN Status. This is even starker in the higher need categories; as males who are supported at School Action Plus (SA+) outnumber females by over 2 to 1 and with Statements by almost 3 to 1.

The rise in the numbers of pupils with SEND has been greater within secondary schools than primary, 25% of all primary pupils have a special educational need or disability, the percentage of all pupils with SEND in the secondary phase stands at 35% in 2011 (a 51.5% increase from 2004 levels). In addition to this increase in recorded prevalence in older children, there is also an increase in need in older age groups.

It does not appear as though there is any significant under or over representation within ethnic groups in their overall level of SEND classification

However, analysis of those with higher level needs within each ethnic group as a percentage of that group with a SEND status shows that there appears to be disparity between some of the large ethnic groups in the City. 22.5% of Black African pupils and Pakistani pupils with an SEN Status are categorised as higher need compared to over 28% of all the mixed parentage pupils and almost 36% of White British pupils. This may need further analysis as national data suggests a higher incidence of disability in some ethnic groups particularly South East Asian communities.

There is a direct relationship between SEND levels and poverty within the city. The more deprived wards and neighbourhoods across the City have higher levels of incidence amongst pupils. With St Anns, Dunkirk/Lenton, The Dales, Aspley, Bilborough, Aboretum and Mapperley all having an incidence of SEND of over 30%. Children with the highest level needs at SA+ with an incidence of over 10% are more prevalent in Clifton (North and South), Bilborough and Bridge. It is critical when planning locality based services that resources are targeted to this map of need.

As the disabled population increases, without a commensurate increase in service provision there is a risk that children with a range of disabilities, are excluded from their local community, universal and targeted provision, and from appropriate short breaks services.

Of the estimated 4000 children and young people with SEND, 900 of these have been identified as having severe, permanent and substantial disability. Currently the Disabled Children's Team (DCT) provides services to 530 children. This has risen from 400 since the beginning of the Aiming High programme. Using data gathered from Aiming High it is estimated that the number of children needing and wishing to receive a specialist short break service will rise to 700 by 2011. Given these figures, Nottingham City has constructed a core offer to ensure that universal and targeted services develop the capacity to meet the needs of approximately 3300 children and young people with SEND whilst short breaks have capacity to meet the needs of the 700 severely disabled children. In order to meet this demand Nottingham City has developed a pathways approach to the provision of short breaks which is described in more detail below.

Nottingham City Aiming High project has been successful in increasing the numbers of children accessing a short break from specialist and targeted providers from 268 in 2008 to 1018 by the end of Aiming High in March 2011 (Aiming High Local Area Implementation Plan (LAIMP) data quarter 5, 2011).

Consultation with parents of disabled children between 2008 and 2011 has resulted in the following messages for the future development of short breaks and wider services:

The Aiming High programme has identified a series of gaps in service. Customers have said they require:

- consistent, accessible, flexible and reliable provision

- community youth and play services to be flexible in adapting to the requirements of all cultures in meeting the needs of young people with complex SEND
- accessible transport
- accurate and accessible information
- coordinated assessments where the views of parents, carers and young people are central to defining individual service requirements,
- services that can be purchased with direct payments or individualised budgets.

As part of the Aiming High programme Nottingham City has been successful in increasing the range of short breaks available to families with a disabled child. Nottingham has made significant steps in improving its ability to provide personalised and flexible services for families, which allows citizens to exercise choice of service delivery. Nottingham City has also increased the numbers of families accessing direct payments but recognises that further work needs to take place to develop the market place to allow families to purchase their own services. An individual budget's pilot is being undertaken to inform the Council how to move forward with individual budgets as a choice for all families by 2014 as outlined in the Special Educational Needs Green Paper.

A Whole Life Disability Review is being undertaken in 2011 to develop the Council's objectives for further improvement of short breaks and other services for disabled children and adults, in the context of the current challenging financial environment. Partners, parents and young people will be consulted during this 2-3 year programme. A primary focus of this review will be to remove duplication in existing service provision across, social care, health and education whilst continuing to increase the choice, quality and availability of short breaks services.

Our Aims

Our aim is to ensure that families with disabled children have the support they need to 'live ordinary family lives' (National Service Framework, Standard 9).

We know that both local and national research demonstrates that short breaks are a priority for families with disabled children but alone they cannot achieve our aim unless they are delivered as part of a much broader package of family support services. Nottingham City has developed with partners its Family Support Strategy and Pathway <http://www.nottinghamcity.gov.uk/ics/index.aspx?articleid=14713> which describes universal, additional and extensive provision. This applies equally to disabled children and is critical in meeting our aim.

The Nottingham Aiming High programme had two strands to developing services. By collaborating with Family and Community Teams and other partners we have made universal provision more accessible and inclusive for

disabled children creating a core offer of play and youth provision which entitles all children to 2.5 hours of provision per week. And in addition significantly increasing short breaks resources to ensure it can meet the needs of the 700 disabled children who require additional short breaks services.

Short breaks for disabled children are a broad range of additional services designed to achieve the following:

- Promote positive activities for children
- To give children and their families the opportunity to lives which are as ordinary as possible
- To assist individuals who provide care for such children to continue to do so or to do so more effectively, by giving them breaks from caring.

We want to make sure that families can access short breaks as easily as possible and have therefore created our pathway model of short breaks.

Access and eligibility to short breaks

Nottingham city has developed a new approach to the access and eligibility of short breaks services. This is based on a pathways model which is described in detail in our document entitled Nottingham City Short Breaks Statement – Threshold and access criteria <http://www.nottinghamcity.gov.uk/index.aspx?articleid=1127> .The following is a summary of that approach.

Disabled Children are entitled to a short break service if they have a permanent and substantial disability and are unable to access universal and additional services without significant specialist support.

A child is disabled within the meaning of the 1989 Children’s Act “if he is blind, deaf or dumb or suffers from mental disorder of any kind or is substantially or permanently handicapped by illness, injury or congenital deformity”

This may include a physical or learning disability, a hearing or visual impairment. It includes children with autism and Asperger's Syndrome and children who may have challenging behaviour as a result of their learning disability. It also includes children who have complex needs and who may have palliative, life-limiting or a life- threatening condition.

Whilst all disabled children are entitled to support, the needs of many disabled children can be met through the duties placed on local authorities to provide information, advice and guidance and by the use of universal services or by referral for additional services provided by statutory, voluntary and private sectors. Therefore the level and type of support will depend on a range of factors. These include the unique combination of disability, the circumstances of the child’s home life and the wider social environment. This means all referrals will be assessed on their own merits.

The level of the assessment to be undertaken will be balanced against the likely service required and requested by the family these are called the pathways to short breaks.

Pathway 1 – The basic offer: Nottingham City offers a minimum offer of 102 hours of short breaks per year to all disabled children without the need for a specialist social work assessment, as long as they are in receipt of the highest care component of DLA. This can be accessed via a Common Assessment Framework (CAF) completed by the lead professional to demonstrate services are required to meet the family's needs. If the family are not in receipt of the higher rate care component of DLA but the CAF still identifies them as in need of a short break a referral should be made to the Disabled Children's Team who can undertake a more specialised assessment of need.

Pathway 2 – The Enhanced Offer: This is accessed via a referral to the Disabled Children's Team who will complete an initial assessment of need. This is a short assessment taking seven days and can allocate care over 180 hours per year as long as this does not include overnight care outside of the family home no further assessment will be required and the family will be allocated a worker from the Disabled Children's Team who will review the suitability of the care they receive. If less than 180 hours is allocated the short break will be overseen by the lead professional and the case will not need to remain open to the Disabled Children's Teams

Pathway 3 – The specialist offer: This is for children with the most complex needs who need a very high level of care over 360 hours per year or overnight care in a highly specialised environment. This can only be accessed after a full core assessment (including carer's assessment if agreed) of the child and family's needs and presentation to the short breaks resources panel. This may include overnight care in a family or residential setting if the child's needs cannot be met in any other way. This also includes specialist nurse assessments for the small number of children who have continuing care needs.

Types of Short Breaks

The following short breaks services are currently available in Nottingham via the pathways model. They do not include the many universal, targeted and voluntary sector provision that are available by direct access, referral or via the core offer and are additional to these services. Full information about other services available to all children or specifically to disabled children can be accessed via the Family Information Service on 0800 458 4114 email: fis@nottinghamcity.gov.uk and via the Iris website at www.askiris.org.uk . Iris is an information service specifically for the parents of disabled children.

- **Residential Short Breaks Services:** These meet the needs of children with the most complex needs and are aimed at older children aged 10 – 18. Children attending these units will have severe learning disabilities, significant autism and challenging behaviour or complex health needs as part of a physical disability or syndrome.

- **Family based short breaks:** These meet the needs of children aged 0 – 18 who have complex needs and require care outside their own home. They can provide both day and overnight care
- **Linkwork (befriending):** Working with children aged 5 – 18, this service provides an individual sessional worker to accompany children to activities or to enable them to access the community. This can be a long or short term service for children who cannot access the community without specialist one to one support.
- **Homecare (domiciliary care):** This provides practical support to families with children aged 0 -18 to enable parents to either have a break or to provide essential care under the chronically sick and disabled carers act 1970 when there is no adult who can provide the practical care the child needs. This might be getting the child ready for school.
- **Sitting Services:** This provides staff to care for disabled children aged 0 - 18 in their own home or in the community often whilst parents go out. Sitting services are also provided for children with complex health needs via a specialist nursing team.
- **Daycare:** This provides an activity based fun play scheme or group type setting to children in the local community in the school holiday or weekends. A range of schemes are available depending on the needs of the child. These are provided when the child cannot access mainstream holiday and after school provision. Some schemes are accessible without assessment and via direct referral to the scheme itself.
- **Direct Payments:** Are cash payments made in lieu of the above services and they enable parents or young people over 16 to purchase their own care or employ their own staff. Direct payments cannot yet be made in lieu of health provided short breaks although this may change in the future. Support services are available to assist with employment responsibilities.
- It should be noted that for young people remaining in a special school post 18, children's short breaks services are provided up to the summer term after the young adult turns 19.

Transport

We know that transport is needed by some families in order for their children to get to their short break and for the family to receive the maximum benefit from their break. However we also know that transport is expensive and time consuming. The need for transport is therefore part of any assessment of need and will only be provided when the family cannot reasonably transport the child themselves to the short break or when this would not allow them to gain a benefit from the break.

If children travel from school to their overnight short break and they currently receive home to school transport, this will be arranged to take the child to their short break to prevent the family having to make multiple journeys.

Transition

We want transition from children's to adult's services to be an exciting and optimistic time for young people. We want to support young adults to take their place in the world. As part of Aiming High, Nottingham City has invested in improving its transitions service. A multi-agency transition team will work with all children and young people 16 years and older who require specialist services when they move onto adulthood. This ensures a tailored package of support can be provided via an individualised approach to planning. An individual budgets pilot is specifically looking at how the transition of young people 16 plus can be supported by individual budgets being available earlier. Nottingham City will be considering further how it can develop services for 0-25 as part of its whole life disability review in response to the SEN Green Paper.

<http://www.education.gov.uk/childrenandyoungpeople/sen/a0075339/sengreenpaper>

Measuring impact

We will ensure that our short break services focus on improving the life chances of disabled children and their families through continuing to develop our impact and outcomes monitoring of all services based on the short breaks standards. We know that the views of families, both parents and children are essential for future success. We will therefore ensure our parent forums and children's consultation forums are supported and developed to become independent self-sustaining bodies.

We will ensure that all the short breaks we provide make a positive difference to our young people. We will continue to measure children's and parental satisfaction and use this information to improve services. We will publicise any changes we make in response to consultation or review using Iris our parent information service to do this.

We have invested along with our NHS partners in the development of a comprehensive staff training program to ensure both specialist and universal providers have the skills to work with disabled children. NHS Nottingham City has specifically commissioned nursing support to ensure the health needs of children are met in our specialist short breaks provision. We have invested in the Kids E-learning package to develop all staffs skills in their work with Disabled Children.

Priorities for Improvement

- Ensuring the market place is developed to enable services to be purchased directly by parents.
- Ensuring service capacity continues to reflect the demand for services
- Increasing the numbers of contract carers to ensure families can access family based care
- Further integrating the provision and assessment of short breaks across health and social care.

- Ensuring consistent, accessible, flexible and reliable provision
- Developing a transport policy
- Assisting the Rainbows Parent Carers' Forum and the Special Peoples' Group to become self-sustaining independent bodies.
- Developing and establishing as a permanent service, our specialist outreach program, to support parents of disabled children, with challenging behaviour, in their own home.