Public

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Agenda Item No.6 (x)

DERBYSHIRE COUNTY COUNCIL

CABINET

11 March 2021

Report of the Executive Director for Children's Services

Derbyshire Short Break Principles Proposal

1 Purpose of Report

To outline to cabinet the findings from reviews of Derbyshire's short break offer for disabled children and their families.

To propose a vision from which to develop Derbyshire's short break strategy and offer to meet the future needs of children and families.

To seek Cabinet's approval to commence engagement and consultation with Stakeholders on proposals to develop the Council's short break strategy for disabled children and their families.

To seek approval to delegate decision making on the application of the service to the Cabinet Member and Executive Director, Children's Services.

2 Information and Analysis

Recent reviews have identified a number of opportunities to improve efficiency, impact and appropriate service delivery to support the changing needs of disabled children and their families in Derbyshire. A summary of relevant reviews and opportunities identified are outlined below.

2.1 ISOS review 2018/19 titled 'support, services and provision for children and young people with high needs in Derbyshire'.

This review identified several opportunities with the potential to improve outcomes for families and children's outcomes and improve service delivery. Those that are most relevant to the Short Break strategy are identified below.

- Preventative support to increase capacity across the system.
- Develop services to meet future needs across education, health and care services.
- Improvements in transparency and communication of high needs support.
- Supporting children and young people across ages and transitions to a successful and fulfilling life.

2.2 Newton review 2019, titled 'transformation of the older adults & whole life disability pathways across Derbyshire'.

This review identified several opportunities with the potential to improve outcomes for families and children's outcomes and improve service delivery. Those that are most relevant to the Short Break strategy are identified below.

- Develop a culture promoting independence.
- Develop support that recognises and supports individual's life-long care, enabling children to remain in the care of their families.
- Enabling Derbyshire services to be less paternalistic.
- Ensure more efficient use of workforce capacity whilst enabling greater access to wider community support networks.
- Involvement of all stakeholders to deliver any change in delivery and culture.

2.3 2019/2020 internal review investigating Short Break services.

The review investigated Short Break services and Derbyshire's offer to children and families in Derbyshire.

Services included the support provided by Derbyshire's in house overnight short break provision at Peak Lodge, Spire Lodge and The Getaway. The review considered the role of the Outback service and disabled children's social work team.

Data was analysed to identify the current profile and potential future needs profile of disabled children and young people in Derbyshire.

An engagement was held which included meetings with parent support groups, private and voluntary organisations and public engagement which gathered the child's voice and adults view. Key findings are outlined below.

2.3.1 Public engagement during Spring term 2020 gathered the views of adults and children regarding the 'current' short break offer in Derbyshire.

Parents/carers of disabled children tell us they require robust packages of individualised flexible support to develop their resilience, support lifelong needs, and develop skills & knowledge to support them with the care of their child in the home environment.

Children told us about the range of activities they enjoy, how this helps them to make new friends, have fun and learning new things. This reflects the parents view in supporting the child to develop independence and life skills.

2.3.2 Data and future needs

Data indicates that over the next 10 years no significant changes to the current number of disabled children and their diagnosed primary needs in Derbyshire. Although local professionals suggest that there is an increase in the identification of more complex and challenging needs (Appendix 1).

2.3.3 In-House overnight short break provision:

This is currently provided in Derbyshire by Ofsted registered provision at Peak Lodge, The Getaway and Spire Lodge.

The Spire Lodge building has reached the end of its useful service and has become uneconomical to maintain. This was highlighted previously to cabinet in 2016 and 2018 (Appendix 3).

On reviewing the different current in-house facilities, Spire Lodge design is clearly not conducive for future service delivery and demands, therefore a like for like replacement is not appropriate. The impact of any future design upon service delivery and flexibility is clear, evidenced when reviewing Spire's layout compared to the more modern two bed hub and spoke build at Peak Lodge.

Findings identified the need for ongoing high quality flexible overnight provision facilitated with packages of support for high need / complex children and families.

It is proposed that consultation explore the development of Spire Lodge's replacement which may be on a different site and require the closure of current provision. If the closure of current provision is required all efforts will be made to ensure continuity of service. This provides an opportunity to make more efficient and effective use of bed capacity and develop a potential flagship opportunity, providing packages of support to prevent family breakdown and crisis.

The consultation will also consider the opportunities for further creation of joined up social care and education provision. Including the potential for future usage of the Childrens Services site at Ashbrook which is located next to Ashgate Croft School. Childrens Services are working with PSP Derbyshire

LLP (Public Sector Plc Derbyshire Limited Liability Partnership) to undertake initial feasibility studies of suitable sites.

2.3.4 In-House overnight short break emergency provision:

The current in-house short break service offer provides no dedicated emergency bed capacity. The need for swift accessible placement provision to support families in crisis is placing pressures on current services. Analysis shows that Derbyshires requirement to provide emergency provision impacts upon the current use of Spire Lodge and reduces bed capacity by up to 26% per year (See appendix 2).

Children in receipt of overnight provision at Spire Lodge have complex needs, often with diagnosed challenging behaviours. These children and young people find it difficult to cope with any change, especially change at very short notice. The families also must manage and cope with the short notice change in overnight support. These factors place the whole family in increased risk of crisis and family breakdown.

Analysis and feedback suggests that disabled children and their families require significant levels of support from several different services when they are in crisis. The consultation will explore whether the development of a dedicated emergency provision will facilitate and support families to work through the crisis where possible without the child needing to be accommodated full time permanently; and support the family post crisis to continue to build their resilience and skills.

2.3.5 The Outback service

The Outback service is a Care Quality Commission ("CQC") registered provision that works closely with the disabled children's social work team to provide a flexible and responsive service which meets the needs of Derbyshire's young people and their families. This support is focused largely on the North of the county.

The types of support and intervention provided by The Outback service include statutory/court directed work such as supervised family time and parenting assessments, 'short term pieces of work' that support children in need and child protection plans and crisis support.

The Outback aims to provide young people and their families with bespoke, individual packages of support that are designed to achieve identified aims/outcomes, based upon assessed need. Offering this type of support in family homes, can be effective in supporting the prevention of family breakdown by empowering families to build their own skills and resilience. This type of intervention is consistent with the findings from recent service review and evidenced to be effective in preventing the need for more dependency developing care. Consultation will explore the development of this service to be county wide and identify further possible high need support that could target and support families.

2.4 Derbyshire offer and short break statement

There is a statutory requirement to review and update the short break statement. There are opportunities to improve the transparency of assessment and communication of Derbyshire's offer to children and families, improving empowerment and independence as well as ensure services consider whole family and whole life support. This will be considered within the engagement and consultation process.

2.5 Challenges and opportunities

The key findings outlined above identify several challenges brought about by current and potential future demands on services. Services that are supporting some of our most complex children and families, improving outcomes and life-long opportunities. Challenges for services to support our disabled children to lead 'ordinary lives' through the improved independence and reduce dependency on Childrens and then Adult Services.

Future service provision has an opportunity to benefit from cultural and operational change, adapting service provision to the future needs of children with disability, families and communities across Derbyshire.

The opportunities identified above offer the potential to deliver services that support families and children with a whole family approach, ensure support packages provide a long-term view which enables families to be independent, supported and enabled. Empowering families and children by ensuring greater transparency of service provision and support.

3 Vision and principles

The future vision to be consulted upon seeks to:

- Strengthen whole families with a lifelong view, rather than simply providing 'care' for the children.
- Supporting independence.
- Increasing stability and resilience in families and communities to enable disabled children to continue to grow and develop within their own families and communities.
- Enable families to provide sustainable empowered care into adulthood as would be the case with any other child.

Service development needs to be responsive to children's and families changing needs. Consultation on any change needs to be carried out in partnership with stakeholders to understand needs, engage service users and ensure transparency of future service delivery.

The lack of a strategic emergency placement provision and ageing provision at Spire Lodge has a significant impact on service delivery, staff, families, children and cost in Derbyshire. Current and future demand requires a flexible and dynamic high quality in-house overnight provision which is supported by a high need offer that provides targeted packages of support. This has potential to develop whole family resilience, prevent crisis as well as support out of crisis thus enabling county wide high need support that is responsive to need, engaging and empowering the whole family, and developing lifelong independence.

Opportunities currently being investigated and will require engagement and consultation with all stakeholders within the vision are identified below:

- The proposed vision for short break services
- The supporting short break statement
- Spire Lodge site replacement, redesign
 - possible flagship build that supports future service demands and family needs as well as provide emergency provision and crisis support). Closure of the Spire site, potential build opportunities at a number of different venues which require full investigation. Potential opportunities to develop links with local special school, share resources, skills and knowledge.
 - Consult and investigate options at the Ashbrook Site, opening a dialogue with Ashgate croft school.
- A flexible dynamic overnight short break bed offer, supporting independence, family resilience and meet our statutory responsibilities.
- Emergency overnight provision strategy
- Processes and assessment utilised by the disabled children's social work team, that support families to access services.
- Development of the outback services county wide and investigate other high need packages of support to reduce the risk of family breakdown and crisis.

Appendix 5 provides the outlined for the 12 weeks consultation plan

Appendix 6 illustrates current thinking regards a potential flexible dynamic home and potential flagship build strategy.

Further detail will be provided when these proposals are developed and shared with cabinet when appropriate.

4 Financial Considerations

Cabinet previously approved capital of £4.125M on the 26th January 2016 and 25th January 2018 to replace the Spire Lodge and Outback services and remains earmarked for any work on the services provided (Appendix 3).

Further detail will be provided when these proposals are developed and shared with cabinet when appropriate.

5 Legal and Human Rights Considerations

Appendix 4 provides a summary overview of the relevant legislation that will be considered as any proposal is developed. Considerations will be made and shared with cabinet when appropriate.

There must be a participatory approach to commissioning decisions in relation to short breaks involving children, young people and families at every stage of the decision-making process. In addition to the Common Law duty to consult, S.19 of the Children and Families Act 2014 requires regard to the views, wishes and feelings of children, young people and their parents in decisions that affect them

6 Human Resources Considerations

Any impact upon Derbyshire workforce will be investigated fully and reported as appropriate. Where staff engagement is referenced within this report, refers to engagement within any operational review and improvements that will improve outcomes for children and families.

Considerations will be made and shared with cabinet when appropriate.

7 Equality of Opportunity Considerations

Development of all these proposals and potential Short Break developments will require extensive partnership working with families, children and providers to ensure their views are considered.

Any changes will consider and develop appropriate Equality Impact Assessments which will be shared with cabinet when appropriate.

8 Property Considerations

PSP involvement in supporting the initial feasibility study of the Spire Lodge and Outback Site.

Any impact upon Derbyshire property assets will be investigated fully and reported in due course.

9 Other Considerations

The vision outlined above requires significant engagement and consultation with a wide range of stakeholders to ensure future service delivery, the proposed consultation will provide a comprehensive picture of the service and the needs of service users which in turn, will enable clear decision making regarding further plans, by the Cabinet member.

Appendix 5 outlines a draft strategy for potential consultations that will continue to be developed. The purpose of this principles paper is to gain cabinet approval to move forward and develop further this vision and potential proposals with authorisation to carry out consultation and engagements as required to enable the service to report back to cabinet with final proposals and plans to realise the vision.

10 Key Decision?

No

11 Is it necessary to waive the call-in period?

No.

12 Executive Director's Recommendation

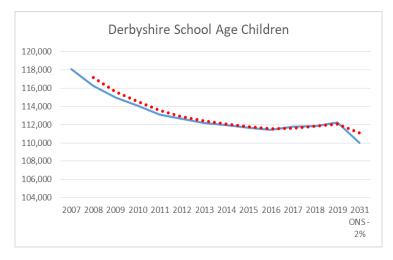
That Cabinet agrees:

- 1. key principles of the Community Offer Proposal
- for the programme of consultation on proposals on all three areas, regarding the Council's short break strategy as detailed in the report to be commenced and the consultation outcomes and conclusion to inform and support the decision making as detailed below
- 3. Cabinet delegate all decision making of the service delivery arrangements to Cabinet Member and Executive Director of Children's Services.

Jane Parfrement Executive Director for Children's Services

Appendix 1

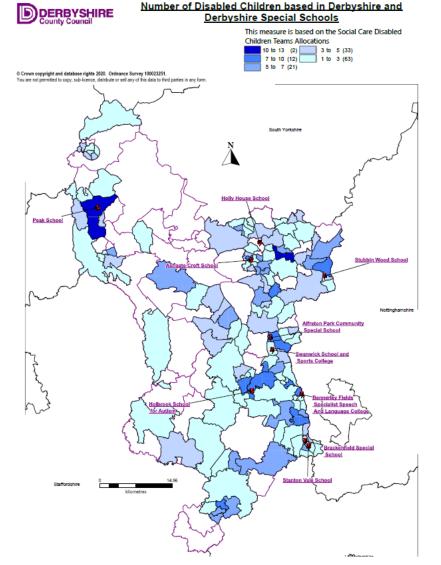
A number of internal and external reviews, including consultation with parents and children has identified the following:



Population: The number of school age children is expected to reduce by 2% by 2031 as reported by the Office for National Statistics (ONS).

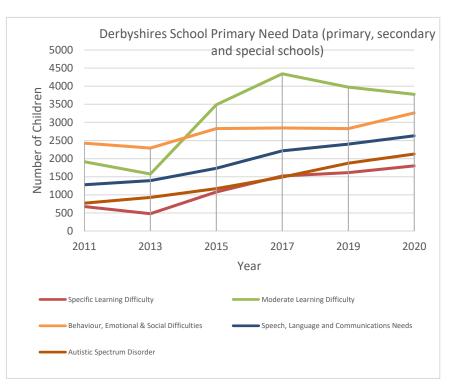
March 2020 a map of disabled children identified the strategic advantages of overnight short break service provision in areas with greatest potential demand.

This reflected the localities of the current in house provision high peak (Peak Lodge), Chesterfield / Bolsover and North East (Spire Lodge) and Amber Valley / Erewash (The Getaway)



SEND primary needs: By reviewing the annual SEND return from schools the variation in primary needs over time for children and young people in Derbyshire reflects the national trends.

Future pressures on Childrens Services, Derbyshire data show only gradual increase or decreases in key diagnosis.



Families when spoken to request more community-based support to build whole family resilience, lifelong support, information and peer support. This reflected feedback from services, previous studies and consultations.

Operationally it was reported that over recent years pressures on services had changed towards individuals with more complex needs and challenging behaviours.

Public engagement took place during Spring term 2020 including the following results.

Summary of Parent Feedback

Group activities, PA's and one to one support came out as the most needed type of short break.

Parents want their children to experience new things, grow in confidence and make friends outside of the family unit.

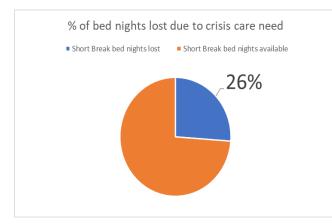
Parents are clear that short breaks are needed in school holidays and weekends and that they need to be held locally and at appropriate times or funding is in place to pay for PA's or one to one support to take them further afield.

Parents feedback that there is a lack of information regarding short breaks, funding and access criteria / frameworks. Parents feel this is due to poor websites, lack of advertising and the lack of knowledge within schools or social care.

- Meetings with Support Groups and Parents 5 support groups arranged by four different organisations across the County and met with 32 parents and carers.
- Short Break Survey Children and Young People 25 responses
- Short Break Survey Adults 31 responses

Appendix 2 Emergency Care provision for children with disabilities

Spire Lodge is utilised as a crisis home for children with disabilities. Emergency provision requires the immediate the cancellation of some or all short breaks offered to young people and families at Spire Lodge. During these times of cancellation, the families are offered alternative provision with reduced nights and community outreach support.



The impact of a crisis placement at Spire Lodge are summarised below.

Between April 2018 and November 2020 26% of **all** short break bed nights were lost due to emergency / crisis provision.

Impact on families / young person creating an increased risk of crisis.

- Increase in challenging behaviour
- Parents/carers not able to spend quality time with other siblings or partners putting strain on family relationships
- Parent/carers felt that they had no rest from the '24hr' care they gave their child.

Challenges felt by staff

- Change of use in the home for particularly challenging individuals
- Supporting families and children with changes in routine and support

Costs

- Private companies with specialist skills are brought in to support the individual
- Staff expenses, different methods of service delivery

Regulatory

• Dialogue with Ofsted regarding registration

Appendix 3

26 01 2016 Cabinet extract

Spire Lodge - \pounds 1.9m Spire lodge is the poorest facility the Authority has that houses children with Disabilities. It has a backlog of maintenance in excess of £150,000. Further improvements would be required to meet current standards but there would remain fundamental deficiencies. This project is to provide a purpose built facility on a new site.

https://www.derbyshire.gov.uk/site-elements/documents/pdf/council/meetingsdecisions/meetings/cabinet/26-1-2016-prudential-code.pdf

25 01 2018 Cabinet extract

Spire Lodge - £2.225m

The existing facilities at The Outback and Spire Lodge are not suitable to meet the need of disabled children with more challenging behaviour and complex needs. The proposed integrated Spire Lodge facility will enable children with these needs to be accommodated by the authority. Children with these needs are currently placed in private, often out of county facilities, that can cost up to £500,000 per child. Typically, these children require support packages costing £300,000-£350,000 per year. This scheme will deliver cost efficiencies. The two additional high needs long term beds will generate an annual saving to the authority of £200,000. A business case demonstrating this is being finalised. <u>https://www.derbyshire.gov.uk/site-elements/documents/pdf/council/meetingsdecisions/meetings/cabinet/2018-01-25-prudential-code.pdf</u>

Appendix 4 Legal Summary

Chronically Sick and Disabled Persons Act 1970 section 2(4)

Short breaks to be provided where an assessment shows that they are 'necessary' to meet the child's needs.

Once deemed necessary Local Authority has a duty to provide an appropriate level of support to meet those needs, this can be discharged through direct payments.

'Direct payments should be sufficient to enable the recipient lawfully to secure a service of a standard that the council considers is reasonable to fulfil the needs for the service to which the payments relate'.

Children Act 1989 (para 6)

Sets out a range of support services including the right to permanent or temporary residential accommodation, if a child needs it. It forms the legal basis for residential short breaks.

Section 20(1) relates to 'specific' duty to residential short breaks where families are at crisis point.

Section 17(6) or section 20(4) references 'not specific duty' to residential short breaks for non-crisis families.

'Direct payments cannot be used to purchase prolonged periods of residential care (being capped at a maximum of four consecutive weeks in any period of 12 months)'.

Definition of 'disabled' in section 17(11), which reads as follows; 'a child is disabled if he is blind, deaf or dumb or suffers from mental disorder of any kind or is substantially and permanently handicapped by illness, injury or congenital deformity.' para 6 of schedule 2 provides that (emphasis added):

(1) Every local authority shall provide services designed—

(a) to minimise the effect on disabled children within their area of their disabilities;

(b) to give such children the opportunity to lead lives which are as normal as possible; and

(c) 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.'

Education Act 1996 section 507A

Requires local authorities to secure 'sufficient recreational leisure-time activities which are for the improvement of their well-being' for 13-25 year olds with learning difficulties or disabilities, subject to the same 'so far as reasonably practicable' qualification as found in regulation 4 of the 2011 Regulations.

Human Rights Act 1998 section 6

It is unlawful for a public body (including a local authority) to breach the rights enjoyed by their residents under the European Convention on Human Rights ('ECHR'). These rights include the right to be free from inhuman and degrading treatment (Article 3 ECHR) and the right not to be discriminated against in the enjoyment of the other Convention rights (Article 14 ECHR).

Children Act 2004

Refers to the need both to safeguard and to promote children's welfare. Section 11 of the 2004 Act will therefore be relevant to all commissioning decisions in relation to short breaks, in particular the level of budget to be allocated to this area compared with other areas

Children and Young Persons Act 2008 section 25

'to assist individuals who provide care for [disabled] children to continue to do so, or to do so more effectively, by giving them breaks from caring.'

Equality Act 2010

Section 149 local authorities of the needs specified under the 'public sector equality duty' PSED when budgets are set and commissioning decisions are taken.

'Due regard' to a series of needs, specifically being the need to:

- Eliminate discrimination
- Advance equality of opportunity; and
- Foster good relations between different groups.

The Breaks for Carers of Disabled Children Regulations 2011

1 Requires local authorities to have regard to the needs of carers: **Regulation 3** (a) at crisis point, and

(b) who would be able to provide care for their disabled child more effectively if breaks from caring were given to them to allow them to:

(I) undertake education, training or any regular leisure activity,

(ii) meet the needs of other children in the family more effectively, or

(iii) carry out day to day tasks which they must perform in order to run their household'

2 Local Authority Sufficiency Duty: Regulation 4

'provide, so far as is reasonably practicable, a range of services which is sufficient to assist carers to continue to provide care or to do so more effectively' Sufficiency duty, a local authority must know:

• the population of disabled children in its area and the level of need in that population, and

• the level of service currently available to meet that need.

Informed by this evidence the local authority must exercise its judgment as to whether the range of services is:

'sufficient to assist carers to continue to provide care or to do so more effectively'. Range of services must include:

- day-time care in the homes of disabled children or elsewhere
- overnight care in the homes of disabled children or elsewhere
- educational or leisure activities for disabled children outside their homes

• services available to assist carers in the evenings, at weekends and during the school holidays.

3 'short breaks services statement' **Regulations 5**

This is an important aid to transparency and fairness in the allocation of short breaks. Through the statement, families should know:

- the range of services provided
- any eligibility criteria

• how the range of services is designed to meet the needs of carers in [the] area.

The statement must also show that the sufficiency duty imposed by Regulation 4 has been met – by setting out:

'how the range of service is designed to meet the needs of carers in [the] area'. 'updated when necessary, for example when any eligibility criteria change'

Section 8 gives local authorities a power to assist any person who provides childcare, including by providing financial assistance. This would allow local authorities to meet the additional costs of childcare for disabled children, where these go beyond what providers ought to accommodate under their reasonable adjustment's duty under the Equality Act 2010.

Children and Families Act 2014.

Section 5 local authorities to shape the market in services in their area. As such local authorities must take steps to ensure there is a sufficient supply of short breaks to meet local need as disabled young people transition to adulthood.

Section 27 'process duty' adds is a clear requirement to consider the question of sufficiency in all relevant decision making, including budget setting.

Section 36 - EHC assessment, advice being obtained in relation to the child's social care needs

Transition to adult hood - A number of duties to carry out transition assessments, including duties in relation to children and their family carers as the child approaches their 18th birthday. Important duties to ensure the continuation of provision from children's services until the full process of transition under the Care Act 2014 has been completed.

Section 19 requires regard to the views, wishes and feelings of children, young people and parents in decisions which affect them.

UN Convention on the Rights of the Child ('UN CRC') 1989 and the UN Convention on the Rights of Persons with Disabilities ('the Disability Convention') 2006.

Important for local authorities to keep in mind:

• the duty to ensure that disabled children's best interests are treated as a primary consideration in all decisions which affect them

- children's rights to age-appropriate play, leisure and recreational activities
- the right to support for disabled children's full inclusion and participation in the community

Appendix 5

Draft Short Break Services and potential 12 weeks consultation strategy **Consultation and engagement planning template**

1. Introduction and overview

During 2021 the Short Break programme of service developments will require consultation and engagement on a number of interdependent proposals.

These include:

- The proposed vision for short break services
 - Clear direction, provide transparency
- The supporting short break statement
 - Statutory duty
- Spire Lodge site replacement, redesign
 - possible flagship build that supports future service demands and family needs as well as provide emergency provision and crisis support). Closure of the Spire site, potential build opportunities at a number of different venues which require full investigation. Potential opportunities to develop links with local special school, share resources, skills and knowledge.
 - Consult and investigate options at the Ashbrook Site
- A flexible dynamic overnight short break bed offer
 - supporting independence, family resilience and meet our statutory responsibilities.
- Emergency overnight provision strategy
 - Solution to a gap in service identified
- Processes and assessment utilised by the disabled children's social work team, that support families to access services.
 - Improve transparency and whole family involvement within decision making
- Develop the outback services county wide and investigate other high need packages of support to reduce the risk of family breakdown and crisis.
 - Solution to a gap in service provision identified and potential additional high need support services

2. Timescales

Considering the number of consultations proposed and the amount of interdependence of the individual items it is proposed that all these are consulted on at the same time. The benefits of this approach are that any work groups and forums that are accessed or set up can benefit all areas being investigated. Due to the level of interdependency between the issues it would be more challenging and difficult to develop and understand by holding these items in separation. E.g the overnight provision will be impacted by decisions on the emergency provision and additional high need support and this will impact upon how any flexible bed model many work, this in turn will influence any supporting assessment and referral procedures and will need to be communicated through the short break statement.

Currently timescales for 2021 are to consult during Summer term and report any findings and proposals to cabinet in the Autumn term.

Section		Methods	Stakeholders				
In house overnight short break	Currently 3 homes across Derbyshire • Service delivery • Potential flagship build replacement for Spire lodge	 Public consultation, Targeted General Staff 	 Families with a disabled child Children with disability Parent carer voice Parent groups 				
Outback service High need support Short Break statement Derbyshire's	Targeted high-level family support Preventative support reducing family crisis etc Statement and wider offer to disabled children and families Graduated	engagement,ForumTask groups	 Private voluntary and independent providers Derbyshire Staff Social care team Operational teams of current service Wider Children's Service's 				
offer to families	response, assessment, support		PublicLocal communities				
Social care	Statutory assessment, transparency, link age to high needs support						

4. Stakeholder identification and mapping continued													
Consultat					on method			Communications					
Groups consulted	Public consultation:	*Targeted – service users	*General – wider public	Staff engagement	Forum	Task groups	DCC Website	Social media channels	Local Offer website		Internal communications	Partner publications / Communications	
Families with a disabled child		x	x		x	x	x	x	x			x	
Children with disability		x	x		x	X	x	x	x			X	
Parent carer voice		X	x		x	X	x	X	x				
Parent groups		x	X		X	X	х	X	x			X	
Private voluntary and independent providers		x	x		x	x	x	x	x			x	
Derbyshire Staff									-				
 Social care team 				x	x	x					x		
 Operational teams of current service 				x	x	x					x		
 Wider Children's Service's 				x							x		
 Education (Schools – Ashgate Croft) 				x									
Dublic													
Public			X				X	X				<u> </u>	
Local communities			X				X	X					

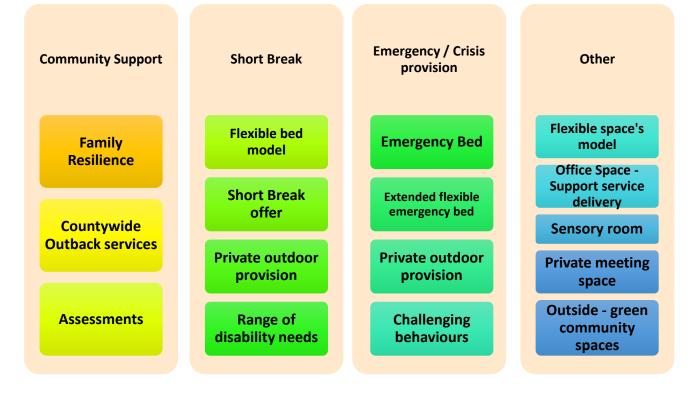
5. Equalities

Full Equality Impact Assessments will be developed

6. Monitoring and review

Regular checks will be made throughout the year with update, changes and recommendations passed via the Short Break Board group and communicated as and when required

Appendix 6 Potential flexible dynamic home



Potential flagship build strategy

