

**Children and Young People
Overview and Scrutiny Committee**

26th September 2013

Call-in – Integrated Disability Service

Recommendations

That the Children and Young People Overview and Scrutiny Committee consider the call-in request and the issues and decide what action, if any, it wishes to take from the following three options:

- 1) Set out its concerns in writing and ask the decision-taker to reconsider;
- 2) Refer the matter to Full Council; or
- 3) Decide to take no action

1.0 Report to Cabinet

- 1.1 On 12th September 2013, Cabinet considered and agreed the proposals as outlined in the Integrated Disability Service report. A copy of the report to Cabinet is attached at **Appendix A**.
- 1.2 A copy of the minutes of the Cabinet meeting is attached to the end of this agenda.

2.0 Reasons for Call-in

- 2.1 The following reasons for the call-in were submitted by the members on 17th September 2013:
 - The material used in the consultation document (i.e. the matrix) has changed in the version that went to Cabinet.
- 2.2 The matrix document is attached to the Cabinet report.

3.0 Recommendation

- 3.1 A copy of the call-in process, which includes the options available to the Overview and Scrutiny Committee, is attached to this agenda. The Committee must consider the issues, in light of the reasons for the call-in, and decide what action, if any, it wishes to take from the following three options:

- 1) Set out its concerns in writing and ask the decision-taker to reconsider;
- 2) Refer the matter to Full Council; or
- 3) Decide to take no action

Cabinet

12 September 2013

Changes to the Integrated Disability Service

Recommendations

The following recommendations are made:

- 1) That the principles underpinning the new Local Offer that enable the service to operate within a reduced budget whilst minimising the risk to children and families are approved and endorsed.
- 2) That the new Local Offer for Short Breaks and Social Care for disabled children and their families should be implemented with immediate effect.
- 3) That the WCC Short Breaks Service is decommissioned by 31 March 2014. The support currently delivered by the service will instead be delivered from a framework contract of external providers.
- 4) That services for short breaks and overnight short breaks for disabled children and their families are re-tendered alongside the tender for adult disability services. The tender exercise is to begin in the autumn of 2013 with new services ready to commence on 1 April 2014.
- 5) That the capital assets are disposed of as recommended in Appendix G
- 6) That the Strategic Director for People be authorised to enter any contracts to give effect to the new arrangements for Short Breaks and Social Care for Disabled Children on terms and conditions acceptable to the Strategic Director for Resources.

1. Background

- 1.1 The Integrated Disability Service (IDS) currently works with disabled children and their families. As part of the County Council savings programme, IDS has been set a savings target of £1.786m.
- 1.2 This paper sets out the business case for change, the proposed changes to IDS, and feedback from consultation. Recommendations are made on the future delivery of the service known as the Local Offer for Short Breaks and Social Care for disabled children.
- 1.3 The proposed changes only affect particular parts of the service:
 - Short breaks services (including overnight short breaks)
 - The Family Key Worker role
 - Social care service

IDS Teaching and Learning services and NHS funded services have **not been** affected by these proposals (e.g. Child Development Service, Autism - Teaching and Learning, Occupational Therapy). The Young Carers service also did not form part of the consultation.

- 1.4 It is estimated, using a national formula, that Warwickshire has a disabled population of 3,726 to 6,706 children (0 to 19) living in the County. By 2022 it is estimated that there will be a disabled population of 4,086 to 7,355 children living in the County. During 2012/13 a total of 5,188 referrals were received by the IDS in respect of 2,390 individual children with a disability.
- 1.5 Members should be mindful that the local authority has a statutory duty to provide short breaks and to make appropriate provision for children in need. Under section 17 Children Act 1989 the local authority has a general duty to safeguard and promote the welfare of children within their area who are in need and to promote the upbringing of such children by their families, by providing a range services appropriate to those children's needs. Schedule 2 of that Act requires those services to include services designed 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. These provisions were supplemented by the Breaks for Carers of Disabled Children Regulations 2011 which require a local authority so far as is reasonably practicable to provide, a range of services which must include in particular
 - (a) day-time care in the homes of disabled children or elsewhere,
 - (b) overnight care in the homes of disabled children or elsewhere,
 - (c) educational or leisure activities for disabled children outside their homes, and
 - (d) services available to assist carers in the evenings, at weekends and

during the school holidays.

- 1.6 As part of the national Aiming High for Disabled Children Strategy there has been significant investment in short breaks services in recent years. The provision of short breaks support is critical to ensure that parents and carers do not reach breaking point. As Mencap has noted: *'When we use the term short breaks, we are referring to services that give family carers the emotional, physical and psychological break needed to enable them to care for their son or daughter, brother or sister, without which there would be no enjoyment of family life and many would simply be unable to cope.'*¹ Local authorities are obliged to publish the services they provide through a short breaks statement. Further information about statutory duties is attached at Appendix A.
- 1.7 The Council must under the Equality Act 2010, have due regard to the need to (a) eliminate discrimination, harassment and victimisation, etc (b) advance equality of opportunity and (c) foster good relations. . The particular protected characteristics dealt with by the Act are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation. Members must consider the effect that implementing a particular policy will have in relation to equality before making a decision and must have an adequate evidence base for its decision making. Careful consideration of the outcomes of Equality Impact Assessments are one of the key ways in which members can show "due regard" to the relevant matters. The duty is a continuing one and Equality Impact Assessments are attached as Appendix B.

2. Business Case for Change

2.1 Service modernisation - Responding to national policy drivers

The Children and Families Bill 2013, based upon the Special Educational Needs and Disability (SEND) Green Paper, sets new expectations on local authorities in their provision of services for disabled children and families. These changes necessitate a redesign of the current service. The key elements of the reforms are:

- A new integrated assessment and education, health and social care plan (EHC-single plan) which is person centred, outcome focused and supports a smooth transition to adulthood.
- The publication of a 'local offer' of services
- That there is more choice and control to families regarding the services they receive including the option of a 'personal budget'

¹ *Short breaks support is failing family carers*, Mencap, 2012, p.11.

- That the local offer to be extended from 0 up to 25 years of age

Nationally there is work being undertaken to improve the 'Pathways to Adulthood' www.pathwaystoadulthood.org.uk offering guidance on how to improve services for young people in transition particularly for young people 14-25. The Care Bill 2013 has a section on transition for children to adult care and support services. Where a person is over 18 the 'care' part of the Education and Health Care Plan will be provided for by the Care Bill. A transitions project is already underway. Service redesign will incorporate the extended provision of services for young adults up until 25.

2.2 **Service modernisation - Responding to local challenges**

A key component in delivering change overall is the need to develop a fair, consistent and transparent system for the allocation of resources across IDS. Current service allocation may not be seen to be equitable, being primarily based on historical levels of provision which have not been amended in response to changing pressures. The Aiming High for Disabled Children grant enabled enhanced levels of services to be offered, however this grant is no longer available. The resulting effect is a service that experiences pressures as a result of growing demand but does not realign the allocation of resources in response to those pressures.

- 2.3 We also need to be able to respond to the changing demographic of disabled children across Warwickshire. Analysis of IDS social work caseloads shows that the disability types which are presenting most frequently are autism (162 cases in June 2013), learning disability (146) and communication (113). The number of autism cases has increased by 51% during the period September 2010- June 2013. An All-Age Autism Strategy is scheduled to be presented to Cabinet early next year.

2.4 **Savings programme**

As part of the WCC's current Medium Term Financial Plan (MTFP) significant savings must be found from children's services. This follows reductions in a number of central government grants including funding for *Aiming High for Disabled Children*. To this point, services for disabled children have been protected. However, the financial pressures upon the WCC require that resources are targeted at those most in need and are achieving value for money.

- 2.5 It is worth noting that many other local authorities are also revising their local offer to disabled children and their families. When researching different models of provision with statistical neighbours, many responded that they were either undertaking a process of service redesign or plans were being made to revise the current offer of provision.

3. Aims and Objectives

3.1 Our key aims and objectives as stated in the Physical Disability and Sensory Impairment Strategy², approved by Cabinet in February 2013, are:

1. To ensure that customers and families are able to make informed decisions through accessible sources of information and advice
2. For customers and families to live in their own homes in the community, accessing locally based services appropriate to their needs
3. To ensure that those with the most severe needs receive effective and timely reablement and crisis response services within the home
4. To empower customers and families to control their own lives and choose from a range of options through personal budgets
5. To allow customers and families to define their own needs and to “help themselves” to services, where appropriate
6. To sustain and increase levels of independence and to access local work, education and recreational opportunities
7. To identify impairment in children at the earliest opportunity with appropriate assessment and timely access to services
8. To ensure that young people are prepared for adulthood and are supported at key transitions
9. To work together with families, supporting disabled parents to fulfil their parenting roles and supporting families with disabled children

4. IDS Current Arrangements

4.1 Short breaks services

Short breaks take a number of forms including:

- 1 to 1 support in the home
- 1 to 1 activities outside the home (eg. leisure, independence skills)
- Group and community activities (eg. playschemes, workshops)

4.2 Short breaks services are currently delivered by the internal WCC Short Breaks Service and by external providers such as Take-a-Break, ILEAP, and Action for Children. The current framework contract for external provision is due to end in March 2014. In total, 1,087 children and young people accessed some short breaks either provided or commissioned by WCC.³ 468 of those children and young people accessed regular short breaks support (WCC Short Breaks Service or Take-A-Break).

² WCC Physical Disability and Sensory Impairment Strategy: Strategic Intentions 2013-2016

³ Excludes those accessing short breaks provision via direct payments.

4.3 External providers and special schools also often deliver playschemes and group activities independent of local authority funding. These are often funded by private contributions from parents and carers.

4.4 **Overnight short breaks**

There are currently two types of overnight short breaks: residential provision (John Waterhouse Project, Rouncil Lane) and fostering provision (Family Link). Overnight short breaks are an important part of the care package for families with disabled children with high and complex needs. In many cases, the provision of overnight short breaks is essential to stop the family falling in crisis. Placements are made by a multi-agency placement panel in accordance with assessed need.

4.5 The local authority commissions one residential unit for children run by Action for Children called the John Waterhouse Project (JWP) in Rouncil Lane, Kenilworth. This is a four bed unit with 36 children in receipt of this service. Most children receive an allocation of 40 nights per year. The occupancy rate in 2012/13 was 93%. The provision has been rated as 'Outstanding' by Ofsted and is highly valued by parents and carers. Additionally, the NHS provides overnight short breaks provision where the primary need is health related at no cost to the local authority.

4.6 Fostering overnight provision is provided by the Family Link foster carer scheme. Currently 26 children access the service.

4.7 **Family Key Working Role**

Family Key Workers provide families with a single point of contact, enabling them to have easy access to information, support and services to meet their needs by:

- Taking responsibility for working together with the family and with professionals from other services
- Ensuring delivery of an Inter-Agency Care Plan for the child, young person and family
- Acting as an advocate for the family
- Providing emotional and practical support
- Supporting the family with housing issues
- Supporting the family with transitions

The Family Key Working Service supported 251 families in 2012/13 offering up to 48 hours per year support (5 hours per month). 31 families received support from both a family key worker and a social worker.

4.8 **Social Care Team**

The social care team currently manages 352 families in receipt of services. All cases meet the S17 Children Act 1989 social care criteria of Children in Need (CIN). Statutory framework assessments are undertaken to identify need and a CIN support plan is put in place which is reviewed every 6 months. The team also oversees care plans for S20 LAC children (25). The team has recently been restructured.

4.9 **Individual budgets and direct payments**

By 2012/13, 99 families had taken part in the individual budgets (IB) pilot. Families complete an online self- assessment called the Resource Allocation System (RAS) and have an allocated IB of up to £3,000. This compares favourably with other local authorities. A further 67 families receive direct payments. The Children and Families Bill sets clear expectations for the increased use of personal budgets.

5. **Proposals for public consultation**

5.1 Changes that affect frontline services are subject to public consultation. A public consultation was carried out between Wednesday 15 May 2013 and Thursday 8 August 2013.

5.2 The proposed changes are consolidated into a new Local Offer for Short Breaks and Social Care. The Local Offer is a requirement of the Children and Families Bill and sets out what support families can expect to receive dependent on their circumstances.

The Local Offer has two key purposes:

- To provide clear, comprehensive and accessible information about the support and opportunities that are available; and
- To make provision more responsive to local needs and aspirations by directly involving children and young people with SEN, parents and carers, and service providers in its development and review

The government has indicated that there will be some resources made available to local authorities for a lead professional to develop the Local Offer.

5.3 Changes are being proposed to the thresholds for accessing different types of support and the level of support available, dependent on assessed need. A summary of the proposed Local Offer is below:


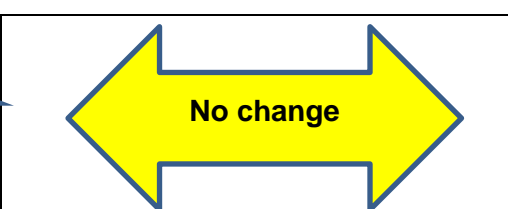

- **Specialist Offer** – for families experiencing unacceptable risk (estimated at 200). Access to social work support, short breaks activities, overnight short breaks and personal budgets.
- **Targeted Offer** – for families experiencing unacceptable pressure

(estimated at 300). Access to family key worker support, short breaks activities, and personal budgets.

- **Early Help** – for families with additional needs. Access to support via the Common Assessment Framework (CAF).
- **Minimum Offer** – information and advice; signposting to community events.

- 5.4 As a result of these proposals some families will receive different or reduced services and some families with lower level needs will no longer receive direct support services. Due to fewer resources being available, we propose not to continue to offer the enhanced packages of support that we have offered in the past. Enhanced packages are those which have provided additional support to the assessed needs of the child. Sometimes this has taken the form of an uplift in support (eg. offered more hours than the assessment required because resources were available). In other instances this has been in the form of an allocation system (eg. 48 hours of support for children accessing WCC Short Breaks Service, 40 nights per year for children accessing JWP).
- 5.5 We have used ‘average packages’ to help people understand our calculations and the impact of the change to the service offer. However, actual service provision will depend on assessed need (see Matrix of Need at Appendix D) with packages of support differing from child to child.
- 5.6 We are confident that the proposed Local Offer will get the most from resources available and these resources are equitably distributed in order to support disabled children, young people and their families across Warwickshire.
- 5.7 We still expect 500 families to receive support from social workers or family key workers. These families are expected to receive a range of packages including access to short breaks (approx. 400 families) and access to overnight short breaks (approx. 65 families). There will be increased use of personal budgets. Those families who do not meet the thresholds for this support will be able to access other forms of support via the CAF. Our proposals also include improved information, advice and signposting.
- 5.8 With regard to overall short breaks activity, WCC currently commission or provide directly 45,770 hours of regular short breaks support (day opportunities) at an overall cost of £925,000. The new model is expected to deliver 26,440 hours of regular short breaks support at a cost of approximately £446,000. The reduction of 19,370 hours is expected to achieve a saving of £479,000 on short breaks activity.

Summary of impact of proposed Local Offer for Short Breaks and Social Care (post consultation)

			
Specialist Offer	<ul style="list-style-type: none"> More families to use individual budgets and direct payments 	<ul style="list-style-type: none"> 200 families expected to meet the threshold for Specialist Offer consistent with the current number of families assessed with 'unacceptable risk' (150 accessing short breaks) 	<ul style="list-style-type: none"> All cases to be reassessed. Packages of care to be aligned to need with enhanced elements withdrawn. Each individual package of care will differ dependent on need. Average entitlement of short breaks hours is expected to be 96 per year. This equates to an overall reduction of approximately 6,000 hours.
Targeted Offer		<ul style="list-style-type: none"> 300 families expected to meet the threshold for Targeted Offer consistent with the current number of families assessed with 'unacceptable pressure' (250 accessing short breaks) 	<ul style="list-style-type: none"> All cases to be reassessed. Packages of care to be aligned to need with enhanced elements withdrawn. Each individual package of care will differ dependent on need. Average entitlement of hours to be 48 per year. This equates to an overall reduction of approximately 7,000 hours.
Early Help Offer	<ul style="list-style-type: none"> More families to receive support via the CAF (eg. parenting programmes). It is anticipated that up to 120 families will request a CAF in the first year. 		<ul style="list-style-type: none"> All cases current Family Key Working cases and WCC Short Breaks Service cases to be reassessed. 65 families no longer expected to be entitled to family key working support due to change in thresholds 120 families no longer expected to be entitled to regular short breaks support. This equates to an overall reduction of approximately 6,000 hours.
Minimum Offer	<ul style="list-style-type: none"> More families to receive information and advice via FIS More families to receive information and advice via www.myfamilyvoicemyfamilychoice.co.uk 		<ul style="list-style-type: none"> Approximately 600 families who accessed WCC commissioned ad hoc short break group activity in 2012/13 (but not regular short breaks support) will now no longer receive this support. Families will be signposted to playschemes and group activities provided by schools and community organisations.

6. Feedback from consultation

- 6.1 We wanted to ensure that parent/carers and young people were engaged in the consultation process and involved in future service planning and delivery. Warwickshire Parent/Carer Forum, 'Family Voice' assisted us with the design of the consultation document and their ideas and comments will continue to help shape service delivery. The Wacky Forum helped us with gaining the view of young people in Special Schools and we also sought the views of children and young people with SEN and disabilities who attend mainstream school.
- 6.2 The 12 week consultation closed on 8 August 2013. A survey enabling both quantitative and qualitative response was available online and on paper. In total there were 163 separate responses, however the highest number of responses for a single question (other than question 1) was 135. In addition, 15 postings were made on the online forum, 10 responses were received via email and letter and 86 people attended the seven public consultation meetings that were held. All responses to the consultation have been made available to all elected members. The full analysis of consultation responses is available at Appendix C.
- 6.3 This consultation provided valuable information about areas of the service which could be improved and the services that families most value. Service efficiency ideas have helped inform the savings plan further and identify areas where we could make additional savings.

6.4 General comments

The new Local Offer proposed changes to thresholds to access short breaks and social care support. The consultation stated that due to less resources being available, the Council propose not to continue to offer the enhanced packages of support that have been offered in the past. Packages of support will depend on assessed needs and applied more stringently. 'Average packages' were used to help people understand the overall impact. It was made clear that as a result of these proposals some families will receive different or reduced services and some families with lower level needs will no longer receive direct support services. The use of resources will be assessment led.

6.5 Responses to the consultation told us:

- *Families generally acknowledged the need for savings but most disagreed with the level of the savings target*
- *Families thought these savings would lead to more families falling into crisis and therefore would lead to increased costs in the longer term*
- *Families wanted assurances that all children would be reassessed before any changes are made to their packages of care*

- *That the definition of ‘unacceptable risk’ and ‘unacceptable pressure’ was unclear and as a result some families were unable to identify which part of the Local Offer they would fit into and were anxious about future support*
- *Some families have a lack of confidence in the current assessment system*

We therefore intend to:

- Ensure that changes to services are fully assessed and children are not placed at ‘risk’ or families experience unacceptable risks or pressures. We can provide assurance that all cases will be formally reassessed. Staff will be trained in applying the new Local Offer to ensure that new thresholds for support and the assessment of need will be applied consistently. Packages of care will be verified by a Quality Assurance Panel.
- Use the terms ‘complex needs’ rather than ‘unacceptable pressure’ and ‘acute/severe needs’ rather than ‘unacceptable risk’ in line terms used by Warwickshire Safeguarding Children Board.
- Publish the detailed matrix of need providing further definition to each threshold (see Appendix D).
- Monitor whether the changes do lead to an increase in intensive interventions.

6.6 Minimum Offer

The Council proposed to increase the information and advice available to families with disabled children through the Family Information Service via a range of different communication methods. **67% of consultation responses stated a preference for online information.**

6.7 Responses to the consultation told us:

- *Finding information was still an issue for some families*
- *1 to 1 advice is highly valued*
- *Online information should be in one place*

We therefore intend to:

- Ensure that information is readily available and targeted appropriately to help parents to be able to navigate their way easily around the system.
- Continue to provide 1 to 1 support via the Family Information Service (FIS), as well as IDS staff
- Bring our online information together in one main place

6.8 Early Help Offer

The aim of the Early Help Offer is to prevent families moving into crisis and into social care services. The intention is to ensure that any child or young person in Warwickshire with additional needs, who do not meet thresholds for intervention by statutory services, is provided with an opportunity through the Common Assessment Framework (CAF) at the earliest possible stage to have a holistic assessment of their needs undertaken by a practitioner who is already involved with them.

6.9 The Council proposed developing opportunities for families requiring low level additional support by increasing the use of the CAF to support families with disabled children. **57% of consultation responses agreed with this proposal. 26% disagreed with this proposal.**

6.10 Responses to the consultation told us:

- *Getting professionals to attend CAF is often difficult.*
- *That there were concerns about there being capacity, resources and workforce to deliver increased numbers of CAF's*
- *CAF workers and lead professionals must be appropriately trained in issues of disability*
- *Many families were unaware of the CAF. Therefore the CAF and what it offers needs to be clearly communicated to all parents and information should be readily available.*
- *The CAF will place increased demand on schools.*

We therefore intend to;

- Ensure there is capacity to support any increase in referrals (potentially 120 families), by investing in further training of lead professionals and dedicated CAF Family Support Workers (including specialist workers at transition).
- Work with other agencies to ensure engagement in the CAF process.
- Develop the existing volunteer scheme and look at how volunteers can support families at the early help offer.
- Proactively facilitate the community offer of short breaks by working with schools, leisure services and community groups.

6.11 Targeted Offer

The Council proposed that the short breaks and sitting services will only be available as part of our 'Targeted Offer' to families who are assessed as being under unacceptable pressure. The average allocation of short breaks support is expected to be 48 hours per year. IDS funded play schemes and activity days would also now only be available as part of the Targeted Offer. Short

breaks will no longer be available to families with lower level support needs. **32% of consultation responses agreed with this proposal. 60% disagreed with this proposal.**

6.12 The Council also proposed that Family Key Workers will only be available to families meeting the threshold for the Targeted Offer. **34% of consultation responses agreed with this proposal. 57% disagreed with this proposal.**

6.13 The Council also proposed that IDS funded play schemes and activity days should now only be available to those children who are assessed as being under unacceptable pressure (Targeted Offer) to ensure that these opportunities are targeted at those families most in need. **29% of consultation responses agreed with this proposal. 65% disagreed with this proposal.**

6.14 Responses to the consultation told us:

- *The withdrawal or reduction of short breaks from this group of families would increase the levels of unacceptable pressure on families*
- *Family Key Workers are highly valued, offering practical and emotional support.*
- *Many felt that short break group activities should be available for all*
- *Some parents were willing to pay for group activities, but only if they were affordable.*
- *For many children out of school activities provide opportunities for interacting with their peers. It was felt that less regular sessions will make these relationships more difficult to maintain.*

We therefore intend to:

- Ensure that our assessment is robust so that all families requiring a short break will receive access to support. Our limited resources must be targeted at those most in need.
- Invest in dedicated CAF Family Support Workers
- Reconfigure the IDS social care team to include more Family Key Workers.
- Work with schools, leisure and community based services to develop more universal short breaks opportunities for disabled children.

6.15 **Specialist Offer - Overnight Short Break Provision**

The Council recognise the need for overnight provision both residential and fostering (Family Link). Some children have complex needs that are best supported through residential provision. Alternatively other children can be matched with short break foster carers who can meet their needs and provide respite within a family setting. We currently have more families supported in residential provision than in fostering provision. It was proposed that further

investment should be made in fostering provision for overnight short breaks (Family Link). **28% of consultation responses agreed with this proposal. 48% disagreed with this proposal.**

6.16 The Council also proposed that the average allocation of nights in residential provision should reduce from 40 to 35 nights per year. **21% of consultation responses agreed with this proposal. 55% disagreed with this proposal.**

6.17 Responses to the consultation told us:

- *Whilst it was acknowledged that Family Link was appropriate for some families, many respondents considered this inappropriate to meet the needs of their own child.*
- *Families who accessed JWP felt strongly that their residential provision should not be reduced. They felt that if this was reduced this would result in them experiencing more pressure.*

We therefore intend to:

- Withdraw the proposal to reduce the average number of nights for residential overnight short breaks provision. Further assessment has shown this proposal may put families at risk of falling into crisis. However, rather than a flat allocation of a specific number of nights year on year, allocation will be based on a social work assessment of need which is regularly reviewed every six months in line with the Children in Need (CIN) Plan.
- Clarify that those children with highly specialised needs will continue to be provided for through a residential setting.
- Increase the use of Family Link for those families where this is appropriate and will prevent more intensive interventions being required.

6.18 Transport

The Council proposed that transport to short breaks activity will no longer be provided unless exceptional circumstances apply. **57% of consultation responses agreed with this proposal. 35% disagreed with this proposal.** It should be noted that Disability Living Allowance (DLA) includes a mobility component to support families with transport.

6.19 Further to this, it was proposed that families are now asked to travel to meetings in WCC offices and community venues unless it is more appropriate for the meeting to take place in the family home. **65% of consultation responses agreed with this proposal. 23% disagreed with this proposal.**

6.20 Responses to the consultation told us:

- *In principle this was a reasonable proposal. However, activities should be available locally and exceptions should be made for families without*

transport.

- *It was still important for social workers and family key workers to visit children in their home environment.*
- *We need to ensure accessibility in terms of visitor parking to IDS offices.*

We therefore intend to:

- Only provide transport to and from short breaks activities in exceptional circumstances where it is unreasonable to expect the family to provide transport. Families accessing overnight short break residential provision are also exempt from this proposal.
- Arrange some meetings with families at offices and community venues with appropriate parking.

6.21 Personal budgets

In line with the Children and Families Bill, the Council intend to accelerate the use of personal budgets for families with disabled children. This will build on the current Individual Budget (IB) pilot scheme. The Council asked what families thought about the increased use of personal budgets, what they would like to spend a personal budget on and what support they might need (if any) in order to manage a personal budget. **64% of consultation responses agreed with this proposal. 32% disagreed with this proposal.**

6.22 Responses to the consultation told us:

- *Some families are anxious about the use of personal budgets and want reassurance there will be assistance with managing these if required.*
- *Some families said they were already struggling to manage day to day activities and felt that looking for services would be an additional pressure .*
- *WCC need to ensure that there is a marketplace of providers in order that there is range and choice over support services purchased through personal budgets*

We therefore intend to:

- Develop the marketplace further to increase choice of provision before accelerating the roll out of personal budgets. A Personalisation Planning Group has been established to oversee this.
- Commission/provide brokerage services to help families manage personal budgets
- Clarify that no family will be made to administer a personal budget if they wish not to.

6.23 Other comments

A number of other themes also emerged in response to the consultation:

- *Support at transition stage has always been an issue for some parents, particularly between the ages of 16-18. The transition from Disability Living Allowance (DLA) to Personal Independence Payment (PIP) has also caused difficulties.*
- *Concerns were raised about the impact on siblings of living in a household with a disabled child. Short breaks enable parent/carers to spend time with siblings and it was felt that if short breaks were reduced demand for services provided for siblings will be increased.*

We therefore intend to:

- Develop a seamless transition pathway between children's and adults services. A transitions project is already underway and improvements are outlined in the Warwickshire Adult Learning Disabilities Transition Improvement Plan 2013/2014.
- Ensure as far as possible the systems and processes for children's services are similar to those used in adult services.
- Continue to commission support groups for siblings (part of the Young Carers review).

6.24 Feedback from disabled children and young people

Responses by disabled young people to the consultation told us:

- *It is ok because the young people that need the most support are still able to do activities.*
- *Not fair that some young people can attend and others can't.*
- *Some young people don't like having new staff.*
- *Some young people are vulnerable when meeting new people.*
- *Everyone should be able to have a short break no matter how much support they need for their disability.*
- *We want to be involved in choosing short breaks at school.*

We therefore intend to:

- Work with special schools and other organisations to facilitate community short breaks
- As far as possible, ensure a smooth transition and handover where children and young people are to experience a change in staff support.

6.25 Following the responses to the consultation we have revised the proposed Local Offer in the ways noted above. The Local Offer, following consultation, is detailed in Appendix D. In summary:

- All cases will be reassessed with support allocated in accordance with

need and not historical level of support

- We will improve our information and advice as part of the minimum Offer
- We will increase the use of CAF for disabled children and their families as part of the Early Help Offer
- Only families that meet the social threshold for the Targeted Offer or Specialist Offer will be entitled to short breaks
- We will work with schools, leisure and community based services to develop more universal short breaks opportunities for disabled children.
- Proposals to reduce provision for overnight residential short breaks have been withdrawn
- General support for transport to and from short breaks activities is to be withdrawn, other than in exceptional circumstances (including overnight residential short breaks) where it is unreasonable to expect the family to provide transport.
- The use of personal budgets by families with disabled children will be increased

7. Steps towards implementation

7.1 If the service redesign is to be implemented a number of changes need to be made in the way the service is commissioned and organised. A number of efficiencies have already been identified that do not affect frontline provision. Savings of £0.9m are expected to be achieved by changes to management and staffing structures, the integration of back office functions and the re-negotiation of contracts.

7.2 The following changes would be required:

- The future of the WCC Short Breaks Service
- The tender for short breaks services and the transfer of capital assets

7.3 The WCC Short Breaks Service

It is recommended that the internal WCC Short Breaks Service is decommissioned. The high unit cost makes the service prohibitive (£22 per hour against market rate of approximately £14 per hour). Even, if a reduced unit cost can be achieved, there is still concern that running an internal service maintains an un-level playing field and therefore makes Warwickshire unattractive to potential external providers. Further to this, conditions on the use of direct payments restrict the ability of parents and carers to buy back local authority services. As the strategic direction is to increase the use of personal budgets and direct payments, the internal Short Breaks Service will increasingly become unviable as parents and carers will be restricted in buying this service. It is not anticipated that TUPE will apply due to

fragmentation of the market through increased use of a framework contract with multiple providers. The full options appraisal is at Appendix F.

7.4 We recognise the skills of these workers and will explore options for retaining these skilled workers. Proposals regarding service redesign include the addition of a number of family key workers. We anticipate that some short breaks staff may want to apply for these new positions.

7.5 **The tender for short breaks services and the transfer of capital assets**

A number of WCC contracts for disability services expire during the period December 2013 to March 2014. These include the framework contract for Community Based Short Breaks for Disabled Children and Families and the contract for Overnight Short Breaks for Disabled Children and Young People.

7.6 These contracts are to be re-tendered. Each contract is intended to run for five years (April 2014 – March 2018). The anticipated value of the framework contract is up to £2.3m over the five years. The value of the contract for overnight short breaks is expected to be in excess of £2.5m over the five years. It is proposed that these are tendered alongside the tender for adult disability respite services to ensure minimal costs for the tendering process and to generate maximum interest from the market.

7.7 As part of the tender it is recommended that IDS transfer the following capital assets, adapted for use by families with disabled children, to successful providers:

- 4 static caravans
- 1 holiday lodge
- 1 motorhome

These capital assets have been purchased by the Council in order to increase the range of short breaks opportunities to disabled children and their families. Their combined value is estimated at up to £408,000. Following a review, it is now considered that these assets should be transferred to external providers who are commissioned to provide short breaks opportunities in Warwickshire. Further information is available at Appendix G.

7.8 Further details of the contract and a timetable for procurement are in a separate Cabinet report on 12th September entitled: 'Commissioning of Short Break Services for Disabled People'.

8. Summary of IDS Savings

- 8.1 A summary of IDS savings is below. Further budget information is available in Appendix E.

Item	Savings (£m)
Staffing	0.439
Review and retendering of contracts	0.121
Costs legitimately funded by DSG funding	0.163
Review of internal SLAs	0.146
Reduction of short breaks (Targeted/Specialist)	0.460
Reduction of short breaks (Community)	0.090
Expected reductions through review of packages of care (includes full time residential spend)	0.281
Review of SLAs with NHS	0.070
Transport costs	0.016
Total	1.786

9. Appendices

- 9.1 Appendix A: Statutory Duties and Powers (children's disability services)
Appendix B: Equality Impact Analysis
Appendix C: Analysis of responses to IDS consultation
Appendix D: Revised Local Offer following consultation
Appendix E: IDS Budget 2012/13
Appendix F: Options Appraisal for WCC Short Breaks Service
Appendix G: Options Appraisal for Capital Assets

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IDS Short Breaks and Social Care – Local Offer Framework

	Level 1- Minimum Offer	Level 2- Early Help Offer	Level 3-Targeted Offer	Level 4-Specialist Offer
Threshold	For all children with a disability, but whose needs which can be met through universal services	For children with additional needs who require early intervention/ prevention support	For children with complex needs who require targeted support	For children with acute/severe needs who require statutory/ specialist intervention
Assessment needed to access services	No assessment required in order to access services	Assessment through a Common Assessment Framework (CAF)	Social Care Assessment (Self-assessment)	Social Care Assessment
Local Offer- Menu of Opportunities	<p><i>Promoting and signposting to activities and groups in school, children’s centres and the community</i></p> <p>Family Information Service (information and advice)</p> <p>Online information: - www.myfamilyvoicemyfamilychoice.co.uk / Warwickshire Resource Directory</p> <p>Signposting to activities such as;</p> <ul style="list-style-type: none"> • Community activities • Early years settings and children’s centres • Childminders and day care • Leisure community and youth services; • Voluntary organisations • After school, weekend and school holiday clubs • Peer support (eg; Family Voice) 	<p><i>Support as Minimum Offer plus:</i></p> <p>Specialist training and support for parents and carers (eg. Autism Parent Training, restraint) and parenting programmes (eg. Triple P)</p> <p>Volunteer Support from volunteer scheme</p> <p>Referral to and partnership with;</p> <ul style="list-style-type: none"> • IDS Health • IDS Teaching and Learning <p>Facilitate access to other early help such as;</p> <ul style="list-style-type: none"> • Key health professional advice/counselling • After school, weekend and school holiday clubs • School based services <p>Other opportunities and help as identified through the CAF such as support services for health, education, money, housing and bereavement.</p>	<p><i>Support as Early Help Offer plus:</i></p> <p>Family Key Workers</p> <p>Short Breaks support (average 48 hours)</p> <p>Personal budgets (including direct payments)</p> <p>Home Care/Personal Care Support</p> <p>Access to more frequent individual day care</p>	<p><i>Support as Targeted Offer plus:</i></p> <p>Social Work Support</p> <p>Short Breaks support (average 96 hours)</p> <p>Overnight short breaks – Residential/Family Link</p> <p>Residential/foster care placements</p> <p>Specialist education provision</p>

Plan	No Plan	CAF Plan	CIN / EHC Plan	CIN / EHC / CP / LAC Plan
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MATRIX OF NEED

Local Offer of Short Breaks and Social Care for Disabled Children

The Integrated Disability Service - Matrix of Need should be used alongside WCC 'Thresholds for Intervention' Document (2013). The Matrix of Need will be completed as part of the initial assessment and at six monthly Children in Need review. The Matrix is based upon the *Framework for the Assessment of Children in Need and their Families* (Dept of Health 2000). Criteria in the majority of sections MUST be met to access services at that level. Decisions on the overall level of need will require the exercise of professional judgement by the social worker and team manager.

Area of Need (assessed as age appropriate)		Early Help Offer <i>(Children with Additional Needs)</i>	Targeted Offer <i>(Children with Complex Needs)</i>	Specialist Offer <i>(Children with Acute/Severe Needs)</i>
Child's Developmental Needs	Health	<ul style="list-style-type: none"> Requires minimal nursing care 3 days or less p/week. Routine medical appts. / Treatment. Regular medication. Special equipment – self operated. Health is variable with health plan / support. Disability requires 0-2 days per week regular therapy. 	<ul style="list-style-type: none"> Requires nursing care 3 – 5 days per week. Regular specialist medical appts. / Treatment. Complex medication. Specialist equipment - carer operated. Health is variable with significant 1:1 support. Disability requires 3-5 days per week regular therapy. 	<ul style="list-style-type: none"> Requires nursing care 5- 7 days per week. Regular hospital admissions for treatment Delivery of pain medication. Specialist equipment - professional operated. Health condition likely to deteriorate. Disability requires 5-7 days per week regular therapy.
	Physical Dependency	<ul style="list-style-type: none"> Self-led mobility needs (inc. wheelchair). Some supervision of personal care. Some supervision to access toilet / bath. Drinks and eats with some assistance. Some vision / hearing impairment. Minimal incontinence / toileting issues. 	<ul style="list-style-type: none"> Carer-led mobility needs (inc. wheelchair). Constant supervision of personal care. Constant supervision to access toilet / bath. Occasionally requires feeding. Moderate visual / hearing impairment Child requires pads for toileting. 	<ul style="list-style-type: none"> Fully dependent on mobility and lifting. Requires personal care intervention. Must be lifted to toilet / bath. Always requires feeding support. Severe visual/hearing impairment- non-mobile. Child doubly incontinent and ongoing toileting issues (smearing public display, etc.).
	Communication	<ul style="list-style-type: none"> Moderate speech difficulties Some difficulty to verbally communicate. Limited ability to understand simple direction. Limited communication can affect behaviour. 	<ul style="list-style-type: none"> Severe speech difficulties. Regular difficulty to verbally communicate. Poor ability to understand simple direction. Limited communication always affects behaviour. 	<ul style="list-style-type: none"> Unable to communicate or make needs known. Unable to use verbal communication. No ability to understand simple direction. Limited communication causes aggression.

	Emotional/ Behavioural	<ul style="list-style-type: none"> • Behaviour presents occasional risk to self / others. • Requires close supervision to be safe. • Requires regular behaviour management to be safe. • Has some difficulty with peer/sibling relations due to disability issues. • Sometimes displays Sexually Inappropriate. Behaviour. • Occasionally anxious / emotionally upset due to disability issues. 	<ul style="list-style-type: none"> • Behaviour presents consistent risk to self and others. • Requires close 1:1 supervision at majority of waking time to focus / stay on task. • Requires constant behaviour management to be safe. • Constant difficulty with peers/sibling relations. • Frequently displays Sexually Inappropriate. Behaviour and challenging to manage. • Often anxious and emotionally upset. 	<ul style="list-style-type: none"> • Behaviour presents serious risk to self and others. • Requires 24 hour monitoring and supervision to be safe. • Requires specialist professionals to manage behaviour and be safe. • Unable to process peers / sibling relations. • Displays Sexually Inappropriate. Behaviour which is a risk to self / others. • Factors relating to the child's disability or family functioning result in persistent emotional difficulties.
	School and Social Inclusion	<ul style="list-style-type: none"> • Requires some 1:1 additional support in school to achieve learning goals. • Requires close supervision in a social group setting. • Accesses some family or community activities. • Some absences from school. • School programme usually meets educational needs. 	<ul style="list-style-type: none"> • Needs constant 1:1 support in school to achieve learning goals. • Needs 1:1 supervision in a social group setting. • Restricted access to family or community activities. • Child has regular absences from school. • School programme with additional specialist support to meet educational needs. 	<ul style="list-style-type: none"> • Needs 2:1 and personal care support in school to achieve learning goals. • Needs 2:1 supervision in a social group setting OR child is not experiencing social inclusion activity. • Never accesses family or community activities as a result of their disability or carer disregard. • Absence from school is linked to issues other than scheduled medical treatment / illness. • School is not meeting educational needs.
Family and Environmental Factors	Family and Social Relationship	<ul style="list-style-type: none"> • Some economic / financial difficulties. • Limited supportive family / friend network or lone carer. • Stressed parenting skills. • Low or medium DLA - care or mobility. • Child w/ disability has no siblings and is only family member with a disability. 	<ul style="list-style-type: none"> • Moderate economical / financial difficulties. • No local family / friend network and lone carer. • Sufficient or stressed parenting skills but child unable to engage and this is affecting family functioning. • High rate DLA - care or mobility. • Child with a disability and has up to two siblings. 	<ul style="list-style-type: none"> • Serious economical / financial difficulties. • No supportive family / friend network and lone isolated carer. • Limited parent skills leading to family breakdown or sufficient parent skills but child unable to engage / significant impact on family functioning. • High rate DLA care requiring a specialty vehicle. • Sibling / adult in family have disability and Carers Allow. or DLA or more than 3 siblings.
	Physical Environment	<ul style="list-style-type: none"> • Direct aid to climb stairs / cannot freely move about. • Some dependence on household aids / adaptations to be safe. • Some concerning risks in home identified. 	<ul style="list-style-type: none"> • Dependant fully to move about environment. • Higher dependence on household aids / adaptations to be safe. • Continued concerning risks in home identified. 	<ul style="list-style-type: none"> • Unable to move about environment without mechanical lifting / health support / machinery. • Requires constant aids / adaptations to be safe (hand rails / lift bed / hoist /rails gates / ramp etc). • Child's home is not safe due to physical environment.
Parenting Capacity	Parenting Capacity	<ul style="list-style-type: none"> • Some impact from recent bereavement, mental illness, disability, alcohol / drug-use, abuse or violence. • Limited awareness or struggling to come to terms disability needs of child. • Some evidence of parent fatigue is present. 	<ul style="list-style-type: none"> • Concerning impact from carers' own care history, mental illness, disability, alcohol / drug-use, abuse or violence. • No awareness of child disability needs. • Parent fatigue is always present and unsupported. 	<ul style="list-style-type: none"> • Unacceptable impact from carers' mental illness, disability, alcohol / drug-use, abuse or violence. • Unable to meet the disability needs of child. • Parent fatigue is evidenced as critical breakdown / concern.

	Supervision Needs	<ul style="list-style-type: none"> • Some additional supervision required during the day as a result of disability. • Regular supervision when out in the environment - poor road safety skills. • At least twice weekly night time disruptions / child rises early. 	<ul style="list-style-type: none"> • Constant supervision needed by carer during the day. • 1:1 constant supervision when out in the environment – poor road safety skills – requires hand holding / restraint to control wandering about in public. • Night time disruptions 5 nights or less / child rises early. 	<ul style="list-style-type: none"> • Constant 1:1 supervision needed at all times day / night. • 1:1 constant supervision when out in the environment. No road safety skills. Requires constant restraint to be safe / control wandering as likelihood to run is high. • Constant night time disruptions 5 – 7 nights p/week.
	Safeguarding	<ul style="list-style-type: none"> • Complex disability that requires CAF support to be safe. • There is some evidence of growing stresses around potential family / care breakdown linked to the child's disability. 	<ul style="list-style-type: none"> • Child w/ disability exposed to dangerous lifestyle / adult / Social Care led professional monitoring. • There is evidence of risk of potential family / care breakdown linked to child's disability. (Parenting capacity, poor housing, isolation in community, poor extended support, etc.). 	<ul style="list-style-type: none"> • Child w/ disability should be considered to be subject to a complex CIN or Child Protection Plan where vulnerability of risk or abuse is clearly identified. • There are serious indicators of risk / abuse to the child or another family member or the child's care is breaking down and is very vulnerable as a result of their disability.