



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

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DATE: 8 November 2011

To: All Members of the Council

**The EXECUTIVE PORTFOLIO HOLDER FOR CHILDREN AND YOUNG PEOPLE, COUNCILLOR ERNEST NOAD** will be holding a special meeting to consider the item referred to below at Bromley Civic Centre on **THURSDAY 17 NOVEMBER 2011 AT 2.30 PM**

MARK BOWEN  
Director of Resources

*Copies of the documents referred to below can be obtained from*  
[www.bromley.gov.uk/meetings](http://www.bromley.gov.uk/meetings)

## A G E N D A

### **1 DECLARATIONS OF INTEREST**

To record any declarations of interest from Members present.

### **2 QUESTIONS FROM MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

In accordance with the Council's Constitution, questions to this Committee must be received in writing 4 working days before the date of the meeting. Therefore please ensure questions are received by the Democratic Services Team by 5pm on Friday 11<sup>th</sup> November 2011.

### **3 MINUTES OF THE MEETING HELD ON 20 DECEMBER 2010 (Pages 3 - 8)**

### **4 FOSTER PARENTS ALLOWANCES (Pages 9 - 24)**

### **5 BROMLEY SHORT BREAK SERVICE STATEMENT 2011 (Pages 25 - 72)**

### **6 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000.**

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

**7 EXEMPT MINUTES OF THE MEETING HELD ON 20 DECEMBER 2010 (Pages 73  
- 76)**

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## **CHILDREN AND YOUNG PEOPLE PORTFOLIO**

Minutes of the meeting held at 4.00 pm on 20 December 2010

### **Present:**

Ernest Noad, Executive Portfolio Holder

### **Also Present:**

Councillor Brian Humphrys, Executive Assistant  
Councillor Robert Evans, CYP PDS Committee Chairman  
Councillor John Getgood, Father Owen Higgs,  
Councillor Mrs Anne Manning and Mrs Joan McConnell

### **1 APOLOGIES FOR ABSENCE**

Apologies for absence for the cancelled 5.30pm PDS Committee meeting had been received from Alison Register.

### **2 DECLARATIONS OF INTEREST**

Father Owen Higgs declared a personal interest as Chairman of Governors of St Georges Primary School.

Councillor Anne Manning declared a personal interest as Chairman of the Duke of Edinburgh Award Supporting Committee.

### **3 QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING**

No questions had been received.

### **4 SCHOOLS' BUDGET 2011/12 TO 2013/14**

This item was deferred until January 2011.

### **5 PROPOSALS FOR RESTRUCTURING WITHIN LEARNING AND ACHIEVEMENT SERVICES**

The Portfolio Holder was due to consider a report on the restructuring of Learning and Achievement Services on the Part 2 agenda. Before considering the report in detail in Part 2, the Portfolio Holder received representations about the proposals in public from the Staff Side Secretary, Glenn Kelly, on behalf of staff in Learning and Achievement Services.

Mr Kelly urged councillors to protect front-line services, and emphasised that young people were facing an increasingly bleak future with these proposals, the withdrawal of Education Maintenance Allowance and the increases in university tuition fees. He felt that this was the end of the Youth Service as it had been constituted since the 1960s, that young people would lose their access to safe,

secure environments, and that the church and voluntary sector could not be expected to fill the gaps in provision. For the first time, he argued, the hope of every generation that its children would have better lives than before would not be met. He urged Councillors to re-consider the proposals, and make use of the Council's reserves to support the service. The Portfolio Holder responded that although he would take Mr Kelly's comments into account, he did not consider that any alternative savings had been suggested, and he did not feel that using the Council's reserves would be sustainable. Mr Kelly stated that money did exist at a national level to fund these services, and he urged Councillors to demand money from the government to fund services - if they did, staff would fully support them.

The Director of Children and Young People Services tabled her response to the points raised by staff during the consultation and the Portfolio Holder invited her to explain the drivers behind the proposals. She summarised the drivers for the restructuring which included: the in-year reduction in government grant to Bromley of £1.6m, of which £1.4m fell on the Children and Young People portfolio; the heavy reliance of her department on grants from government, which in real terms constituted 44% grant-funded services; and the fixed term nature of national initiatives, such as the National Strategies to support primary and secondary school improvement, which were due to end in March 2011. As so many factors which affected funding streams were beyond the control of the Council, she felt that it was important to take a proactive approach and re-structure Learning and Achievement Services to ensure that the Council could retain an appropriate level of core service provision to fulfil statutory duties within future funding levels.

The Assistant Director, Learning and Achievement, added that the policy direction regarding school improvement had been made clear in previous and current government policy, and that the funding streams relating to school improvement services were moving to the schools as part of Dedicated School Grant announcements. Staff had been kept informed throughout the consultation process, and there had been numerous meetings with individuals, teams and groups. Many of the concerns which had been raised by staff and their Staff Associations had related to human resources issues, and these were summarised in the Director's response.

The Portfolio Holder invited other Members present to comment. Councillor John Getgood stated that the proposals were not in the best interests of young people – as a school governor he had seen the difference that the Local Authority's school improvement support services had made. He felt that use of reserves should be considered to support services for young people while the proposals were re-considered. Councillor Robert Evans countered that in the national context it was essential to examine all services and ensure that the remaining service was secure.

The Portfolio Holder confirmed that he would take the statement of Mr Kelly and all the other views and comments made into account in making his decision.

**6 PROPOSED ADMISSIONS CONSULTATION 2011/12**  
**Report DCYP10147**

This report was due to be subject to pre-decision scrutiny at a PDS Committee meeting starting at 5.30pm. The PDS Committee meeting had been cancelled due to the severe weather conditions, so the Portfolio Holder agreed to consider the report as a matter of urgency so that the formal consultation could take place within the statutory timescale.

The Portfolio Holder considered a report providing the results of the annual consultation with the Governing bodies of Community and Voluntary Controlled Schools on the proposed Local Authority Admissions policy for 2012/13. Recommendations for changes and clarification of the policy for 2012/13 were also outlined – the main change proposed was that the primary schools add over-subscription criteria for children with social and medical needs. This had been supported by the Local Admissions Forum at its meeting on 8<sup>th</sup> October 2010. The report also gave details of the proposed schemes to co-ordinate admissions to Bromley primary and secondary schools for September 2012.

Members asked about the impact of Academy status on admissions policy; the Council still had a duty to provide admissions coordination, but the picture was still unclear and full details would not be published by the government until February 2011.

**RESOLVED that the amended admissions policy, as set out in the report, be approved for formal consultation as required by legislation.**

**7 CATERING CONTRACT ARRANGEMENTS: EDUCATION**  
**DEVELOPMENT CENTRE**  
**Report DCYP10148**

This report was due to be subject to pre-decision scrutiny at a PDS Committee meeting starting at 5.30pm. The PDS Committee meeting had been cancelled due to the severe weather conditions, so the Portfolio Holder agreed to consider the report as a matter of urgency so that the tendering process was not delayed.

The contractual arrangements for the provision of Catering Services at the Education Development Centre were due to terminate in April 2011. The Portfolio Holder received a report setting out the proposals and timetable for the renewal of the catering provision to ensure continuity of service. The proposed contract offered the opportunity to ensure that the catering available at the centre matched the business profile.

It was suggested that the current Civic Centre catering provider should be included in the tendering arrangements to achieve any benefits from links between the two sites. The proposed contract would be for three years, and it was anticipated that this would include annual break clauses.

**RESOLVED that the proposals for the future catering arrangements at the Education Development Centre be endorsed.**

**8 MEMBERSHIP OF SCHOOL GOVERNING BODIES**  
**Report DCYP10149**

This report was due to be subject to pre-decision scrutiny at a PDS Committee meeting starting at 5.30pm. The PDS Committee meeting had been cancelled due to the severe weather conditions, so the Portfolio Holder agreed to consider the report as a matter of urgency so that the appointments were not delayed.

The Portfolio Holder considered a report outlining Local Authority Governor appointments to two schools in the Borough.

**RESOLVED that the following LA Governor appointments be approved, subject to CRB checks:**

<b>Oaklands Primary School -</b>	<b>Rev Jeanette McLaren</b>
<b>St George's, Bickley, CE Primary School -</b>	<b>Cllr Colin Smith</b>

**9 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000**

**RESOLVED that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.**

**10 RESTRUCTURING: LEARNING AND ACHIEVEMENT SERVICE**  
**Report DCYP10165**

The Portfolio Holder considered a Part 2 report, submitted by the Director of Children and Young People Services, and approved proposals for a significant restructuring within Learning and Achievement Division as reported to the Executive at its meeting on 8th December 2010 (DCYP10161).

**11 COOPERS TECHNOLOGY COLLEGE REQUEST FOR FUNDING TO SUPPORT COSTS IN RESPECT OF REDUNDANCIES ARISING FROM A RESTRUCTURING**

The Portfolio Holder considered the report and approved a request to support the cost of redundancies.

**12 PROPOSED RESTRUCTURE OF BROMLEY CHILDREN AND FAMILY PROJECT**

The Portfolio Holder considered a report outlining proposals for restructuring the Bromley Children and Family Services and approved the recommendations.

The Meeting ended at 5.38 pm

Chairman

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Report No.  
DCYP11123

## London Borough of Bromley

### PART 1 - PUBLIC

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Decision Maker: **Children and Young People Portfolio Holder – Special Meeting**

Date: **17 November 2011**

Decision Type: Non-Urgent Executive Key

**TITLE: Foster Carer Allowances – Revised Report**

Contact Officer: Kay Weiss, Assistant Director Safeguarding and Social Care  
Tel: 020 8313 4464 E-mail: kay.weiss@bromley.gov.uk

Chief Officer: Gillian Pearson, Director of Children and Young People Services

Ward: Boroughwide

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#### 1. Reason for report

- 1.1 On the 11 October 2011, Members of the Executive Working Party: Safeguarding and Corporate Parenting considered a report following an officer review of foster carer allowances which outlined a number of issues and options in relation to current and future payments to London Borough of Bromley foster carers. In considering the report, Members asked for further detailed work to be undertaken on two of the options and the revised report 'Foster Carer Allowances – Revised Report' was presented to the Members of the Executive Working Party on the 14 November 2011.
- 1.2 Given the timescale required for effective consultation with all key stakeholders, it was agreed by the Children and Young People Portfolio Holder to convene a special meeting of the Portfolio Holder to consider this report, and the release of the proposals for consultation.

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#### 2. **RECOMMENDATION(S)**

- 2.1 **The CYP Portfolio Holder is asked to consider the recommendations and options for changes to the Local Authority policy and structure for payments for foster carers as set out in the report Foster Carer Allowances – Revised Report.**
- 2.2 **Endorse the recommended option for the policy and payment strategy – Option 2 – and give authority for officers to progress to formal consultation over a six-week period with London Borough of Bromley foster carers.**

### Corporate Policy

1. Policy Status: N/A
  2. BBB Priority: Children and Young People
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### Financial

1. Cost of proposal: <please select> cost neutral
  2. Ongoing costs: N/A
  3. Budget head/performance centre: Safeguarding and Social Care
  4. Total current budget for this head: £2,618,750
  5. Source of funding: Mainstream
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### Staff

1. Number of staff (current and additional) – N/A.
  2. If from existing staff resources, number of staff hours – N/A
- 

### Legal

1. Legal Requirement: Non-statutory - Government guidance:
  2. Call in: Call-in is applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected) - 119 foster carers  
277 LAC
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments:

### 3. COMMENTARY

- 3.1 The current payment structure for London Borough of Bromley foster carers was introduced in 2002. Since that time there have been changes to case law and statutory guidance in respect of 'connected persons' (previously known as kinship carers), increases in the numbers and complexity of looked after children, difficulties in attracting carers for complex and challenging adolescent and disabled children, and difficulties in administering the current system in a way that is transparent and fully meets the business needs.
- 3.2 The recent Ofsted inspection of fostering services in Bromley recommended that Bromley review its payment structure to meet the requirements of the National Minimum Standards, May 2011.
- 3.3 In addition, the increase in the number and complexity of looked after children is proving to be a challenge to the existing budget and consequently an officer review was commissioned to take account of the various changes and to ensure that future fostering costs can be contained within the current budget envelope.
- 3.4 A report, 'Foster Care Allowances – Proposals', setting out the issues and options in relation to current and future payments was taken to the Executive Working Party: Safeguarding and Corporate Parenting on 11<sup>th</sup> October 2011 for consideration and comment. In considering the report, Members asked for further detailed work to be undertaken on two of the options and the revised report 'Foster Carer Allowances – Revised Report' was presented to the Members of the Executive Working Party on the 14 November 2011. This report is attached as **Appendix 1** and contains the details of the proposals.
- 3.5 In order to achieve a preferred implementation date of the 1 April 2011 and given the timescale for effective consultation with all key stakeholders, it was agreed by the Children and Young People Portfolio Holder, to convene a special meeting of the Portfolio Holder to consider this report, and the release of the proposals for consultation. This is conditional on the consultation response and subsequent recommendations being returned to the Children and Young People Portfolio Holder early in the New Year via the Children and Young People Policy Development and Scrutiny Committee for scrutiny and before any decisions can be taken in respect of implementation.

### 4. POLICY IMPLICATIONS

- 4.1 The Authority is responsible for providing a statutory social work service to vulnerable children to safeguard them from harm and for meeting the requirements of the Fostering National Minimum Standards (2011).

### 5. FINANCIAL IMPLICATIONS

- 5.1 As set out in **Appendix 1**.

### 6. PERSONNEL IMPLICATIONS

- 6.1 Not applicable. Foster Carers are not employees of the London Borough of Bromley.

<b>Non-Applicable Sections:</b>	Personnel Implications Legal Implications
Background Documents: (Access via Contact Officer)	Foster Carer Allowances – Proposals, Safeguarding and Executive Working Party: Safeguarding and Corporate Parenting.

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**Children and Young People Services**

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**To:** Executive Working Party: Safeguarding and Corporate Parenting (Special Meeting)

**Date:** 14 November 2011

**Subject:** *Foster Carer Allowances – Revised Report*

**Chief Officer:** Gillian Pearson, Director of Children and Young People Services  
Email: [gillian.pearson@bromley.gov.uk](mailto:gillian.pearson@bromley.gov.uk) Tel: 020 8313 4060

**Lead Officers:** Kay Weiss, Assistant Director (Safeguarding and Social Care)  
Email: [kay.weiss@bromley.gov.uk](mailto:kay.weiss@bromley.gov.uk) Tel: 020 8313 4062

Ian Leadbetter, Head of Social Care (Care and Resources)  
Email: [ian.leadbetter@bromlet.gov.uk](mailto:ian.leadbetter@bromlet.gov.uk) Tel: 020 8313 4116

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## 1. SUMMARY

- 1.1 Members of the Executive Working Party: Safeguarding and Corporate Parenting considered a paper on the outcomes from the officer review of the Local Authority's policy and structure for foster carer allowances together with recommendations for change at their meeting on the 11 October 2011.
- 1.2 Members considered four options (which are set out fully in the paper for the meeting on the 11 October) and asked for further detailed work to be undertaken by officers on the two options identified for further consideration.
- 1.3 This report addresses the comments made at the meeting of the 11 October and presents in detail the two options favoured by the working party for further consideration.

## 2. RECOMMENDATION(S)

- 2.1 The Executive Working Party is asked to:
  - (i) consider and comment upon this further report
  - (ii) recommend which option they would wish to proceed with

## 3. INTRODUCTION

- 3.1 On the 11 October 2011, Members of the Safeguarding and Corporate Executive Working Party considered a report on foster carer allowances which outlined four options in relation to these payments.
- 3.2 Details of the rationale and thinking in relation these changes are outlined in the main body of the report for the meeting of the 11 October and are not repeated here.
- 3.3 Of the four options, the first being to leave the scheme unchanged, which was not supported, two were identified for more detailed work with a view to further consideration by Members at this meeting.

3.4 Members were keen to ensure that these two proposals were reviewed to take account of the following principles, namely:

- Payments to foster carers are fair and paid in a timely way.
- Foster carers are clear about the fostering service’s payment structures and payments due to them.
- Bromley’s current generous maintenance allowance is reviewed to more accurately reflect the actual cost of caring for a child or young person; broadly in line with those recommended by the Fostering Network.
- That the fee structure for our professional carers reflect any additional demands placed on foster carers who provide placements for disabled children and our more difficult to place young people (typically adolescents) who present with challenging behaviour.
- The recruitment and retention of foster carers is not adversely effected by any change to the payment structures which would mean that Bromley loses any competitive edge over other foster care providers, but does take account of the difficult financial circumstances that the Council is facing over the next few years.

#### 4. CURRENT SCHEME

4.1 Bromley currently pays it’s professional foster carers a weekly payment that is made up of a maintenance element, a professional fee element (per child) and a retainer element that is based on a tiered basis (per fostering household, irrespective of the number of children in placement), at the following rates:

Age	Maintenance		Professional Fee		Retainer
0 – 4	£211.26		£73.85		£86.03 (low rate)*
5 – 10	£221.69	Plus	£73.85	Plus	£104.51 (mid rate)*
11 – 16	£275.94		£73.85		or
16+	£357.35		£73.85		£122.99 (max rate)*

\*Only 1 payment per fostering household

4.2 Members may recall that the criteria used to determine the level of retainer paid to each fostering household has become blurred and the original rationale for these levels which initially were designed to acknowledge the skills of carers, mainly through length of service and therefore an assumption that the greater skilled they became would increase their ability to take more challenging and complex children has not proved to be the case.

4.3 It is therefore accurate to say, that in the main, we have had limited success in placing children with complex needs or adolescents with challenging behaviour with in-house foster carers and have relied heavily on meeting the needs of these children and young people through the independent fostering agency (IFA) network.

4.4 Members may also recall that currently Bromley’s maintenance payments are considered very generous and far exceed the actual costs to meet the day to day living expenses of the child or young person. Recent changes in statutory guidance prohibit the Council differentiating in maintenance payments between professional foster carers and connected person carers. It should be noted that this only applies to the maintenance rates not the professional fees, which we currently and do not propose to pay to connected person carers.

- 4.5 For ease, the table below highlights Bromley's current maintenance rates compared to those recommended by the Fostering Network and that statutory minimum maintenance rate from the DfE.

*Maintenance payments per week*

Age band	Bromley	Fostering Network	DfE
0 – 4	£211.26	£154.30	£132.00
5 – 10	£221.69	£175.90	£148.00
11 – 15	£275.94	£219.05	£167.00
16+	£357.35	£266.01	£197.00

## 5. PROPOSED OPTIONS

- 5.1 **Option One** – Age related maintenance rate and tiered professional fee dependent on the number of children in placement, as illustrated in the table below:

Age	Maintenance		Professional Fee
0 – 4	£154.30		£175 for first child in placement
5 – 10	£175.90	Plus	£135 for second child
11 – 15	£219.05		£100 for third child
16+	£266.01		

- 5.2 The option meets the objective of reducing the maintenance rate in line with that suggested by the fostering network.
- 5.3 Foster carers were consulted on this option earlier in the year and some felt that it was not fair to pay differing rates of professional fee dependent on the number of children in placement. However, it was felt that it could be argued that there are 'economies of scale' when there is more than one child in placement particularly if the children were part of a sibling group or of similar ages.
- 5.4 Carers will see a reduction in payments compared to the current scheme. As an illustration the table below demonstrates what a foster carer would receive currently if they were on the higher rate of retainer (plus current maintenance and fee) and had one child in placement to that proposed under this option:

Age	Current Weekly Total Payment	Option One Total Weekly Payment	£ Difference	% Difference
0 – 4	£408.10	£329.30	-£78.80	-19.3%
5 – 10	£418.53	£350.90	-£67.63	-16.2%
11 – 15	£472.78	£394.05	-£78.73	-16.7%
16+	£554.19	£441.01	-£113.18	-20.4%

- 5.5 This option would see foster carers who only have one child in placement lose between 16 – 20% of their current earnings. Currently approximately 50% of our professional carers have only one child in placement. For those carers with more than one child in placement, the difference is less and in some cases, due to the ages of children they would be a very small increase in their weekly allowance. However, research tells us that children do better (except for sibling groups) if they are the only foster child in placement and therefore the reductions highlighted above are significant.

- 5.6 The current scheme also does not specifically address disabled children or adolescents with complex needs insomuch that the professional fee is set at an amount which is focused upon the number of children in placement rather than the needs of the child or young person.
- 5.7 Based upon an assumption that we would consider young people over the age of 13 as potentially requiring an enhanced allowance of say £75 per week due to their age and challenging behaviour this still represents a small reduction (approx £3) per week for 13 - 15 years old and c£40 reduction for YP aged 16+ against the current allowances.
- 5.8 No additional allowances have been built into this option for disabled children. However, the numbers are relatively small at this juncture (no more than 10 children).
- 5.9 Based on a mock payment run of children in placement on the 5 September, the cost of this option is £47,653 per week against the cost of our current scheme of £53,608, a difference of approximately £6,000 per week.
- 5.10 Of the 127 children and young people placed with in-house carers 31% (N=40) were over the age of 13. If we were to accept that young people over the age of 13 would attract a supplement of £75 per week plus 10 children who are disabled would also attract this supplement this would require an additional £3,750 on top of the £47,653 weekly total.
- 5.11 It should be noted that, administratively, this option will be difficult to apply. Payments to foster carers are made through the CareFirst system by way of a service agreement being created for the child. The maintenance and additional fee is relatively straight forward as once set up will feed through automatically to the payment software. However, in placements where there is more than one child and the positioning of that child may change i.e. in a placement of three children, one moves on which means that the child adopts the second position (and therefore the carer receives a higher professional fee) will require a manual adjustment to the child's service agreement. Given the relatively high proportion of short terms placements together with delays and deadlines in preparing the information for the BACS system, this could lead to a number of overpayments and will therefore require additional administrative support to check payments on almost a daily basis.
- 5.12 **Option Two** – Age related maintenance rate and professional fee paid at the either a standard or enhanced rate, as illustrated in the table below:

Age	Maintenance		Standard Fee		Enhanced Fee
0 – 4	£154.30		£175.00		£250.00
5 – 10	£175.90	Plus	£175.00	or	£250.00
11 – 12	£219.05		£175.00		£250.00
13 - 15	£219.05				£250.00
16+	£266.01				£250.00

- 5.13 This option meets the objective of reducing the maintenance rate in line with that suggested by the Fostering Network.
- 5.14 The modelling in this option has assumed that young people over the age of 13 will automatically attract the enhanced fee as they are the cohort of young people that we often struggle to place with in-house carers.
- 5.15 It is envisaged that children under the age of 13 will not attract the enhanced fee unless they are disabled children with additional needs.

5.16 Carers will see a reduction in payments compared to the current scheme. As an illustration the table below demonstrates what a foster carer would receive currently if they were on the higher rate of retainer (plus current maintenance and fee) and had one child in placement to that proposed under this option with those caring for children up to the age of 13 receiving the standard fee and those caring for young people over the age of 13 receiving the enhanced fee.

Age	Current Weekly Total Payment	Option two Total Weekly Payment	£ Difference	% Difference
0 – 4	£408.10	£329.30	-£78.80	-19.3%
5 – 10	£418.53	£350.90	-£67.63	-16.2%
11 – 12	£472.78	£394.05	-£78.73	-16.7%
13 - 15	£472.78	£469.05	-£3.73	-0.7%
16+	£554.19	£516.01	-£38.18	-6.8%

5.17 This option would see foster carers who only have one child in placement, between the age of 0 - 13 lose between 16% – 19% of their current earnings. Carers of one child over the age of 13 fair better. Currently approximately 50% of our professional carers have only one child in placement. For those carers with more than one child in placement, the difference is less but is still a reduction, except where there are three children in placement (which is rare). However, research tells us that children do better (except for sibling groups) if they are the only foster child in placement and therefore the reductions highlighted above, particularly for the 0 – 13 age range are significant.

5.18 The enhanced fee does not address the issue of additional remuneration for disabled children. For those carers currently looking after children under the age of 13, the enhanced fee does not more than maintain the status quo of their current payments. For those over the age of 13, a small reduction in payments would occur. Until any new scheme is embedded it is difficult to see that foster carers for disabled children would view these changes favourably. This is addressed in 5.21

5.19 Based on a mock payment run of children in placement on the 5 September, the cost of this option is cost neutral with the weekly cost of our current scheme of £53,608, and this option being £53,585.

5.20 This scheme, administratively, is simple to operate.

#### 5.21 **Disabled Children**

5.22 The needs of disabled children are varied and range from those that require low level support and intervention to those who have extremely complex conditions where only a package of additional support will maintain them in community settings. Foster carers, like birth families need to be able to access a range of services to help them manage the placement.

5.23 Financial support, whilst important, is only one of a range of measures that the local authority needs to consider to support foster placements. Of more importance is carers ability to access specialist advice and support such as regular short breaks if a placement of a child with complex needs within a fostering setting is to be successful.

5.24 However, in making the point above it is acknowledged that there can be additional costs associated with the care of a disabled child. Special diets, increased laundry, wear and tear on clothes etc does increase costs for the carer.



- 5.25 It is suggested that all foster carers for a child or young person who has a diagnosed disability be rewarded with the enhanced rate of professional fee. In addition, it is suggested that a disabled child supplement of £50 per week be added to the maintenance element of the payment to meet the additional cost outlined in 5.24.
- 5.26 It should be remembered that disabled children and young people may qualify for Disability Living Allowance (DLA). As this benefit is based on the needs of the child it can be paid to foster carers. This universal benefit has two main parts called 'components'. Generally, the child will need to have had the extra care or mobility needs for three months and be expected to have them for at least six months. This means the earliest DLA can be paid from is three months of age. (Where a child has a terminal condition and is not expected to live for more than six months there are 'special rules', which means the benefit can be paid from birth.
- 5.27 Children who need extra care and attention and have a diagnosed disability are entitled to claim for the care component of DLA. It can be paid at one of three weekly rates dependent upon the extra help that the child needs. Currently the care component is paid at a lower care rate of £19.55 per week, middle care rate of £49.30 per week or the higher care rate of £73.60 per week.
- 5.28 In addition the mobility component can be paid for children who have problems walking or getting around in unfamiliar areas. It is paid at one of two weekly rates.
- 5.29 The lower rate mobility component is for children who can walk but who need someone to supervise or guide them. It is paid from five years of age. Typically, this rate is paid to children and young people with visual or hearing problems, or learning disabilities. The weekly rate is £19.55
- 5.30 The higher rate of the mobility component is for children who are unable to walk or are virtually unable to walk'. The earliest it can be paid is from three years of age. The weekly rate is £51.40
- 5.31 Foster carers for disabled children should be encouraged to claim DLA as this provides an additional income to meet the needs of the child in the range of £39.10 per week for children and young people of the lower rate of DLA to those with the most complex needs who would receive £125 per week at the higher rate.

## **6. COMPARISONS OF PROPOSED OPTIONS WITH OTHER LOCAL AUTHORITIES**

- 6.1 A comparison of Bromley's current fostering rate against those paid by other local authorities was considered and is attached as table 4 in the report that was considered by the Safeguarding and Corporate Parenting Executive Working Party at their meeting on the 11 October.
- 6.2 Members will recall that Bromley was positioned as the highest payer among our neighbouring authorities, although as each authority operates their schemes in slightly different ways it is not possible to undertake like for like comparisons. Also, it was known that Croydon were reviewing their foster carer allowance policy.
- 6.3 The following table highlights comparisons with other authorities whose payment schemes are similar in monetary value to or are immediate neighbours Bromley for both the options discussed in this paper.
- 6.4 It has not been possible to compare LA allowances with those of IFA's as this information will not be shared with us with 'commercial sensitivity' being cited as the reason.

## Local Authority Comparisons

Age	Rate	Bromley Current	Croydon	Lewisham	Lambeth	Greenwich	Bexley	Option One	Option Two
0 – 4	Standard	<b>£408.10</b>	£322.00	£284.16	£351.45	£285.26	£286.70	<b>£329.30</b>	<b>£329.30</b>
	Enhanced		£363.03						<b>£404.30</b>
5 – 10	Standard	<b>£418.53</b>	£322.00	£309.42	£351.45	£312.59	£298.16	<b>£350.90</b>	<b>£350.90</b>
	Enhanced		£389.68						<b>£425.90</b>
11 – 12	Standard	<b>£472.78</b>	£322.00	£333.86	£351.45	£367.20	£361.92	<b>£394.05</b>	<b>£394.05</b>
	Enhanced		£447.45						<b>£469.05</b>
13 – 15	Standard	<b>£472.78</b>	£322.00	£359.04	£386.71	£367.20	£361.92	<b>£394.05</b>	£394.05
	Enhanced		£447.45						<b>£469.05</b>
16+	Standard	<b>£554.19</b>	£394.78	£456.22	£386.71	£426.62	£379.58	<b>£441.01</b>	£441.01
	Enhanced		£479.87						<b>£516.01</b>

Note:

The figures above includes both a standard and enhanced rate (where this information is known). For local authorities that pay one standard rate this is shown as the only payment.

The figures represent the weekly cost of ONE child in placement and include maintenance and professional fee.

Apart from Lambeth (for the 0 – 4 age group) both of Bromley's proposals (options 1 & 2) pay more than our neighbouring authorities.

In the Bromley proposal option 2 highlights in bold the enhanced rate for young people over the age of 13 which is based on the assumption that the enhanced rate of professional fee is paid to carers of this cohort.

## 7. FINANCIAL CONSIDERATIONS

- 7.1 Both option one and two represent allowances that would fall within the current funding envelope and not require any additional funding.
- 7.2 Under both schemes our current cohort of foster carers will lose out financially compared to the current foster carer allowance scheme. This is particularly noticeable for children under the age of 13 who are the only child in placement for both options.
- 7.3 Under option two, carers for single children aged in placement aged 13 and over, where the enhanced fee has been used, fair better and would only see a reduction in their allowances compared to those that they currently receive between 0.7 – 6.8%.
- 7.4 Under option one, the above also applies. However, in addition carers of for young people over the age of 13 will also see a reduction in their current weekly allowance of between 16 – 20%
- 7.5 The number of children within placement under option one does not offset these reductions. A dummy payment run which was undertaken of all children in placement on the 5 September placed with in-house foster carers based on the actual current payment to carers and on the number of children in their care demonstrates that all but two carers will see a reduction of their total weekly payment between £26.41 and £128.56.
- 7.6 Payments to foster carers using the same modelling as 7.5 for option two, demonstrates a more mixed picture with some carers seeing increases but other losing out. However, the value of reduction for some carers is significantly less overall than option one, between £3.73 - £78.73.
- 7.7 A copy of the redacted dummy payment run is attached as **Appendix 1** for further information.
- 7.8 It is clear from the financial modelling that option one is less favourable to our current carers in terms of monetary value compared to our current scheme. It is also complex to administer.
- 7.9 In terms of option two, this model is simple to administer and has less of a financial impact on our current carers. However, in the short term it does not provide any real increase to current payments for young people over the age of 13 and see a reduction in payment to carers for children under the age of 13. I would suggest that once this scheme became embedded and understood by carers, particularly if compared to allowances offered by neighbouring authorities may reduce the impact.
- 7.10 Consideration was given to increasing the standard fee to £200 and enhanced fee to £300 to offset reductions to carers from the current scheme. However, this would require uplift in the base budget of £330,000. In addition, this would also create a scheme that pays considerably more than neighbouring authorities which in the current financial climate would be difficult to justify.

## 8. RECOMMENDATIONS

- 8.1 Based on the extensive work undertaken to review our current foster carer allowance scheme it is recommended that we proceed with option two.

- 8.2 Members may be minded to consider transitional arrangements whereby current foster carers retain their existing payments either until the child moves or reaches a greater payment level. This could be a static arrangement or one that sees a % reduction over time. However, based on the current cohort of children and making an assumption that they will remain in their current placements, the full year effect would require an uplift in the budget of £91,000 for 2012/13.

Appendix 1 – Redacted Dummy Payment Run

Foster Carer	Total Current Scheme	Total Option 1	Variation Current from Option 1	Total Option 2	Variation Current from Option 2
1	£693.21	£618.00	-£75.21	£658.00	-£35.21
2	£431.20	£441.01	£9.81	£516.01	£84.81
3	£472.78	£394.05	-£78.73	£394.05	-£78.73
4	£554.19	£441.01	-£113.18	£516.01	-£38.18
5	£714.07	£661.80	-£52.27	£701.80	-£12.27
6	£371.14	£329.30	-£41.84	£329.30	-£41.84
7	£472.78	£394.05	-£78.73	£469.05	-£3.73
8	£554.19	£441.01	-£113.18	£516.01	-£38.18
9	£435.82	£394.05	-£41.77	£469.05	£33.23
10	£731.36	£704.95	-£26.41	£744.95	£13.59
11	£408.10	£329.30	-£78.80	£329.30	-£78.80
12	£554.19	£441.01	-£113.18	£516.01	-£38.18
13	£656.25	£618.60	-£37.65	£658.60	£2.35
14	£554.19	£441.01	-£113.18	£516.01	-£38.18
15	£1,199.52	£1,070.96	-£128.56	£1,260.96	£61.44
16	£703.64	£640.20	-£63.44	£680.20	-£23.44
17	£535.71	£441.01	-£94.70	£516.01	-£19.70
18	£685.16	£640.20	-£44.96	£680.20	-£4.96
19	£472.78	£394.05	-£78.73	£394.05	-£78.73
20	£714.07	£661.80	-£52.27	£701.80	-£12.27
21	£677.11	£661.80	-£15.31	£701.80	£24.69
22	£554.19	£441.01	-£113.18	£516.01	-£38.18
23	£903.98	£795.06	-£108.92	£910.06	£6.08
24	£703.64	£640.20	-£63.44	£680.20	-£23.44
25	£991.13	£937.70	-£53.43	£1,052.70	£61.57
27	£903.98	£795.06	-£108.92	£910.06	£6.08
28	£822.57	£748.10	-£74.47	£938.10	£115.53
29	£1,089.20	£1,002.40	-£86.80	£1,267.40	£178.20
30	£535.71	£441.01	-£94.70	£516.01	-£19.70
31	£418.53	£350.90	-£67.63	£350.90	-£67.63

Foster Carer	Total Current Scheme	Total Option 1	Variation Current from Option 1	Total Option 2	Variation Current from Option 2
32	£554.19	£441.01	-£113.18	£516.01	-£38.18
33	£554.19	£441.01	-£113.18	£516.01	-£38.18
34	£693.21	£618.60	-£74.61	£658.60	-£34.61
35	£666.68	£640.20	-£26.48	£680.20	£13.52
36	£695.59	£661.80	-£33.79	£701.80	£6.21
37	£749.84	£704.95	-£44.89	£819.95	£70.11
38	£849.73	£751.91	-£97.82	£866.91	£17.18
39	£472.78	£394.05	-£78.73	£469.05	-£3.73
40	£535.71	£441.01	-£94.70	£516.01	-£19.70
41	£785.61	£748.10	-£37.51	£910.06	£124.45
42	£695.59	£661.80	-£33.79	£701.80	£6.21
43	£454.30	£394.05	-£60.25	£469.05	£14.75
44	285.11	£329.30	£44.19	£329.30	£44.19
45	£554.19	£441.01	-£113.18	£516.01	-£38.18
46	£768.32	£704.95	-£63.37	£744.95	-£23.37
47	£454.30	£394.05	-£60.25	£394.05	-£60.25
48	£656.25	£618.60	-£37.65	£658.60	£2.35
49	£554.19	£441.01	-£113.18	£516.01	-£38.18
50	£472.78	£354.05	-£118.73	£469.05	-£3.73
51	£695.59	£661.80	-£33.79	£701.80	£6.21
52	£731.36	£704.95	-£26.41	£744.95	£13.59
53	£731.36	£704.95	-£26.41	£819.95	£88.59
54	£371.14	£329.30	-£41.84	£329.30	-£41.84
55	£408.10	£289.30	-£118.80	£329.30	-£78.80
56	£554.19	£441.01	-£113.18	£516.01	-£38.18
57	£535.71	£441.01	-£94.70	£516.01	-£19.70
58	£535.71	£441.01	-£94.70	£516.01	-£19.70
59	£822.57	£748.10	-£74.47	£863.10	£40.53
60	£980.70	£916.10	-£64.60	£1,031.10	£50.40
61	£408.10	£329.30	-£78.80	£329.30	-£78.80
62	£768.32	£704.95	-£63.37	£744.95	-£23.37
63	£435.82	£394.05	-£41.77	£469.05	£33.23

Foster Carer	Total Current Scheme	Total Option 1	Variation Current from Option 1	Total Option 2	Variation Current from Option 2
64	£554.19	£441.01	-£113.18	£516.01	-£38.18
65	£693.21	£618.60	-£74.61	£658.60	-£34.61
66	£418.53	£350.90	-£67.63	£350.90	-£67.63
67	£822.57	£748.10	-£74.47	£938.10	£115.53
68	£435.82	£394.05	-£41.77	£394.05	-£41.77
69	£999.18	£916.10	-£83.08	£1,031.10	£31.92
70	£535.71	£441.01	-£94.70	£516.01	-£19.70
71	£408.10	£329.30	-£78.80	£329.30	-£78.80
72	£695.59	£661.80	-£33.79	£701.80	£6.21
73	£885.50	£795.06	-£90.44	£985.06	£99.56
74	£685.16	£640.20	-£44.96	£680.20	-£4.96
75	£1,107.68	£1,002.40	-£105.28	£1,267.40	£159.72
76	£408.10	£329.30	-£78.80	£329.30	-£78.80
77	£435.82	£394.05	-£41.77	£469.05	£33.23
78	£554.19	£441.01	-£113.18	£516.01	-£38.18
79	£867.02	£795.06	-£71.96	£985.06	£118.04
80	£472.78	£394.05	-£78.73	£469.05	-£3.73
81	£839.30	£730.31	-£108.99	£845.31	£6.01
82	£677.11	£661.80	-£15.31	£701.80	£24.69
83	£1,063.86	£980.85	-£83.01	£1,095.85	£31.99
84	£685.16	£640.20	-£44.96	£680.20	-£4.96
85	£418.53	£350.90	-£67.63	£350.90	-£67.63
<b>Totals</b>	<b>£53,608.73</b>	<b>£47,653.96</b>	<b>-£5,954.77</b>	<b>£53,585.92</b>	<b>-£22.81</b>

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# Agenda Item 5

Report No.  
DCYP11122

## London Borough of Bromley

### PART 1 - PUBLIC

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Decision Maker: **Children and Young People Portfolio Holder – Special Meeting**

Date: **17 November 2011**

Decision Type: Non-Urgent Executive Non-Key

**TITLE: BROMLEY'S SHORT BREAK SERVICES STATEMENT**

Contact Officer: Bob Garnett, Interim Assistant Director (Education)  
Tel: 020 8313 4146 E-mail: [bob.garnett@bromley.gov.uk](mailto:bob.garnett@bromley.gov.uk)

Mary Çava, Head of Special Educational Needs and Disability  
Tel: 020 8461 7633 E-mail: [mary.cava@bromley.gov.uk](mailto:mary.cava@bromley.gov.uk)

Chief Officer: Gillian Pearson, Director of Children and Young People Services

Ward: Boroughwide

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#### 1. Reason for report

- 1.1 As from 1 April 2011 new Statutory Short Break Regulations provide further detail on how Local Authorities must now perform their duty within the Children Act 1989 to provide, as part of the range of services they provide for families, breaks from caring for carers of disabled children; the purpose of short breaks being to support them to continue to care for their children at home and to allow them to do so more effectively. Within these Regulations is a requirement to produce and publish an annual Short Breaks Services Statement, the first of which must be published by 1 October 2011, or as soon as possible thereafter.
- 1.2 Following consideration by Bromley's Executive Working Party : Special Educational Needs and Disabilities, a draft statement was prepared to fulfil the requirements of DfE. This report is seeking the CYP Portfolio Holder's final approval to the statement following consultation with all key partner agencies.

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#### 2. **RECOMMENDATIONS**

- 2.1 **The Children and Young People Portfolio Holder is requested to approve the attached Short Breaks Services Statement to be published by LB Bromley in line with the required Statutory Duty.**

### Corporate Policy

1. Policy Status: Existing policy: Children and Young People Portfolio Plan 2011-12
  2. BBB Priority: Children and Young People
- 

### Financial

1. Cost of proposal: N/A
  2. Ongoing costs: N/A
  3. Budget head/performance centre: Joint Disability Service - Short Breaks
  4. Total current budget for this head: £1,187k
  5. Source of funding: Early Intervention Grant
- 

### Staff

1. Number of staff (current and additional) – 8.7
  2. If from existing staff resources, number of staff hours – N/A
- 

### Legal

1. Legal Requirement: Statutory requirement: The Breaks for Carers of Disabled Children Regulations 2011
  2. Call in: Call-in is applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected) - N/A
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? N/A
2. Summary of Ward Councillors comments:

### **3. COMMENTARY**

- 3.1 Short breaks provide opportunities for disabled children and young people to have enjoyable experiences away from their primary carers, thus contributing to their social inclusion and personal and social development. They also provide the parents and carers of disabled children with a necessary and valuable break from their caring responsibilities. Short breaks can include day, evening, overnight, weekend or holiday activities. They can take place in the child's own home, in the home of an approved carer, a residential or community setting. Short breaks range from supporting disabled children to access their break within a universal setting, to providing specialist services at a local level.
- 3.2 The requirement for London Borough of Bromley to produce a Short Breaks Statement was reported to members via the Executive Working Party for Special Educational Needs on 27 April 2011. It was agreed that a Statement would be produced for publication in consultation with relevant partners. A Planning Group was to be established involving families with disabled children, local health services, the voluntary sector and schools. A draft Statement was to be produced for consultation during the late summer with approval from the Children and Young People Portfolio Holder to follow after the outcomes of the consultation had been considered.
- 3.3 This Statement has been drafted with the involvement of a multi-agency planning group that included representatives from service user groups, professionals from the integrated Specialist Support and Disability Service, local voluntary partners and third sector providers.
- 3.4 In summary, the Short Breaks Regulations require Local Authorities to do three things:
- To ensure that when making short break provision they have regard to the different needs of different types of carers, not just those who would be unable to continue to provide care without a break.
  - To provide a range of breaks, as appropriate, during the day, night, at weekends and during school holidays.
  - To provide parents with a Short Breaks Services Statement detailing the range of available breaks and any eligibility criteria attached to them.

#### **Summary of Advice from Department for Education (DfE)**

- 3.5 Local Authorities must:
- provide a range of short break services;
  - give families the choice to access short breaks services using a direct payment;
  - publish a statement of their short break services on their website;
  - keep their short breaks statement under review;
  - state in their short breaks service statement the range of short break services available, the criteria by which eligibility for services will be assessed, and how the range of services is designed to meet the needs of families with disabled children in their area;
  - consult parents as part of the review of the statement;
  - consider the legal implications of the eligibility criteria they apply to short breaks services;
  - not apply any eligibility criteria mechanistically without consideration of a particular family's needs.

3.6 Local Authorities should ensure that:

- short breaks are reliable, and regular to best meet families needs;
- they try to reach groups of parents who may be more difficult to engage;
- parents are engaged in the design of local short breaks services;
- short breaks can build on and be offered by universal service providers;
- they are working in partnership with health services to understand the range of short breaks services in their area and to train the workforce;
- short breaks promote greater levels of confidence, competence and independence for young people moving towards adult life;
- those who use short breaks services have the chance to shape the development of those services;
- they continue to develop their workforce in relation to short breaks services.

3.7 A number of initiatives progressed by LB Bromley as part of the previous Aiming High for Disabled Children Programme and the present use of Early Intervention Grant funding for 2011/12, have been recognised by the DfE as areas of good practice.

3.8 The attached Statement of Short Breaks Services confirms Bromley's adherence to the Regulations.

### **Consultation Process**

3.9 The recent development of short break services in Bromley has involved service users (disabled children and young people, parents, carers) in planning and commissioning of services. Information from previous consultations has been used, as well as comments and feedback from evaluations gathered during 2010/11 in the drafting of this Statement. In order to continue to plan and commission services that are seen as a priority by service users, further consultations were conducted during July-September 2011 to ensure that the draft Short Breaks Services Statement became a true reflection of the children's requirements.

3.10 A summary of the draft Statement and an accompanying questionnaire (see **Appendix 1**) was distributed during the consultation period. Following the outcomes of this consultation, a summary of the most recent views of service users has been included as a further Appendix (see **Appendix 3**) to the Statement.

3.11 These outcomes will also be used to inform the future commissioning of Short Breaks for 2012/13.

3.12 Support for the consultation process was provided by Parent Voice and Bromley's Disabled Young Advisers Group, the Specialist Support and Disability Parent Participation Officer, Specialist Information Officer and the 'Advocacy for All' Support Worker.

### **Risks/Considerations**

3.13 In order for the LA to meet this new statutory obligation it is required that this Statement be published by 1 October 2011 and reviewed annually thereafter. Currently, the draft document is displayed on the Bromley website in order to meet the statutory obligation.

### **Next Steps**

3.14 Following approval, the present 'Draft Statement for Consultation' on Bromley's web site will be replaced by this document as Bromley's Short Break Services Statement 2011. It will also be made available to partner agencies for uploading onto their own web sites in order that the Statement is appropriately distributed and available for Borough resident's information and use.

3.15 A limited number will also be produced in hard copy format to be placed strategically in appropriate settings that are regularly used by disabled children and young people and their parent carers.

#### **4. POLICY IMPLICATIONS**

4.1 This Statement reflects the priorities within the Building a Better Bromley (BBB) Community Strategy: 2020 vision that all children and young people should have the best possible start in life and are helped and encouraged to achieve their potential. It also reflects the priorities within the Children and Young People Portfolio Plan and BBB promises for 2011/12 supporting access and inclusion through the co-ordination of services for vulnerable and disadvantaged children and families. Phase V of the SEN Strategic Plan will enhance in-borough provision and maintain the increase in opportunities for short breaks to enable children with special educational needs and disabilities to remain within borough rather than needing to progress to costly out of borough residential placements due to family break down.

#### **5. FINANCIAL IMPLICATIONS**

5.1 Short Break Services is funded from the Early Intervention Grant. This grant is not ringfenced.

#### **6. LEGAL IMPLICATIONS**

6.1 The Breaks for Carers of Disabled Children Regulations places a statutory duty on the Authority to provide certain services to carers of disabled children. The Regulations, which came into force on 1 April 2011, prescribe the manner in which local authorities must make provision for short breaks for carers of disabled children in their area. Local authorities must have regard to (a) the needs of those carers who would be able to provide care more effectively if they had breaks from caring, and (b) the needs of those carers who would be unable to continue to provide care unless a break were offered to them (regulation 3).

#### **7. PERSONNEL IMPLICATIONS**

7.1 The Disabled Children's Social Work and Short Break Team provide services to children who have a permanent and substantial disability. Those that might be assessed by our service as not having this degree of disability could request an assessment and subsequent service by other social care teams.

7.2 If increased requests for assessment and services were received, this would present additional challenges on the staff to complete the assessments and either provide a service or redirect families to mainstream/integrated services.

7.3 Services will need to develop further to promote greater levels of confidence, competence and independence for young people moving towards adult life. To provide a service more focused on these skills, increased training for staff will be required. The expectations of short breaks places increased pressure to provide extensive choice and flexibility for parents.

<b>Non-Applicable Sections:</b>	N/A
Background Documents: (Access via Contact Officer)	

# The London Borough of Bromley

## Short Break Services Statement 2011-12

### Specialist Support and Disability Service



## Contents

- Introduction page 3
- Consultation process page 4–5
- Breaks for carers of disabled children regulation (summarised) page 6
- Definition of Short Breaks and Short Breaks in Bromley page 7-8
- Planning, commissioning and evaluation of short breaks in Bromley page 9-10
- Access and eligibility to Short Break Services in Bromley page 11
- Range of short break services currently available page 12
  - Universal Services page 12-14
  - Targeted Services page 15-18
  - Local Offer page 19-20
  - Additional and Specialist page 21-23
- Transition and Personal Budgets page 24
- Identified gaps in service page 24
- Conclusion page 25
- Next Steps page 26
- Jargon Buster page 27
- Contact Us page 28
- Appendices page 29
  - Appendix 1. page 30 - 33
  - Appendix 2. page 34 – 39
  - Appendix 3. page 40 - 42

### **Introduction**

Paragraph 6 (1) (c) of Schedule 2 of the Children Act 1989 requires Local Authorities to provide services designed to give breaks for carers of disabled children. Regulations relating to this duty came into force on 1<sup>st</sup> April 2011, requiring each Local Authority to produce a Short Breaks Services Statement. The Statement aims to inform families of the services that are available, the eligibility criteria for these services, and how the range of services is designed to meet the needs of families with disabled children in their area.

This Short Break Services Statement was initially produced in draft form for consultation by the London Borough of Bromley in July 2011. This is the final statement which will be presented to Bromley's Children & Young People Senior Management Team on the 11<sup>th</sup> October 2011 for sign off prior to publication.

### **Who is responsible**

The Lead Officer responsible for preparing this Statement in 2011 is Jane Ching who reports to Helen Norris Head of the Specialist Support and Disability Service.

If there are any queries relating to the process for producing and agreeing the statement, these should be addressed to: [jane.ching@bromley.gov.uk](mailto:jane.ching@bromley.gov.uk) and post October 2011 to: [hilary.rogers@bromley.gov.uk](mailto:hilary.rogers@bromley.gov.uk).

The Statement has been produced in partnership with a multi-agency planning group that has included representatives from Service User Groups, Bromley Council (Universal and Specialist Services), Bromley Healthcare, Local Voluntary Sector Partners, Short Break Providers and Commissioners.

### **Reviewing the Statement**

As required, the Statement will be regularly monitored and reviewed via the Disability Strategy Group. Bromley Parent Voice (see page 2) is represented on this Strategic Group. This will enable Bromley Council to align any future consultation processes or reviews with service planning and commissioning cycles, to ensure that the Statement proceeds with a valid mandate.

This final version of the Statement will include a schedule for ongoing consultations and public review.



### **Consultation Process**

This Statement has been drafted using information from parents and carers, and children and young people gathered over the course of the Aiming High for Disabled Children (AHDC) Short Break Transformation Programme, and as part of Bromley's ongoing Active Involvement Strategy that involves service users in the planning, commissioning and evaluation of their Short Break Services.

It was subject to a period of formal consultation during July and August 2011 (see Appendix.3) using existing mechanisms for participation and consultation with parents and carers and disabled children and young people in Bromley, and internal consultation processes with relevant professionals and partner agencies.

**Consultation with parents and carers** was managed by the Specialist Support and Disability Services Parent Participation Officer and Specialist Information Officer working in partnership with Bromley Parent Voice, the forum for parents and carers of disabled children in Bromley. As well as their own membership, they were also able to reach out to the wider population of parents and carers in the borough via their strong links with local schools and voluntary sector organisations, and universal service providers.

**Bromley Parent Voice** is a forum that aims to be a voice to inform service providers of the needs of children and young people with a disability or additional needs and their families by facilitating two-way communication between parents and carers and service providers in the London Borough of Bromley. The Forum works to provide feedback on services, identify unmet needs and shape decision-making and planning for future service provision. Bromley Parent Voice believes that by working co-operatively with local service providers parents can contribute to improvements in the services delivered for disabled children and young people and their families. The forum is supported by there being a Parent Participation Officer within the Specialist Support & Disability Service.

**Consultation with disabled children and young people** was led by Bromley's Young Advisers Group with the support of our commissioned advocacy service, provided by Advocacy for All.

The consultation process provided an opportunity for parents and carers and disabled children and young people to express their views both directly and indirectly via questionnaires (Appendix 1).

### **Consultation with professionals and interested others**

This has taken place and was steered by the representatives on the planning group. It included Social Care and Health Care professionals, Teachers, SEN, Youth and Leisure Services and Extended Service Providers.

Future Statements will inform our commissioning plans for Short Break Services during the coming year 2012/13 and beyond. We envisage it becoming a valuable tool, that will enable us to continually review our Short Break provision, in order that we provide what service users require to meet changing needs, and to assist in making such provision within Bromley by good partnership working with local providers and voluntary sector partners.

Following the consultation process and receipt of comment and feedback from all of the above, the final Statement will be presented to Bromley's Children

and Young People Senior Management Team for sign off and agreement prior to publication in October 2011.

We will ensure that this final draft of the Short Breaks Services Statement is published on the Local Authority website and will be made available in a printed format as required. It will be distributed through our Family Information Service, Schools, Parent and Young People's Forums and other relevant information channels, including local voluntary and private sector providers.

## **Breaks for Carers of Disabled Children Regulations 2011**

A copy of the Breaks for Carers of Disabled Children Regulations 2011 is available for detailed reference via the following link:  
[http://www.legislation.gov.uk/ukxi/2011/707/pdfs/ukxi\\_20110707\\_en.pdf](http://www.legislation.gov.uk/ukxi/2011/707/pdfs/ukxi_20110707_en.pdf)

### **Summary**

In order to meet the requirements of the Regulations, Local Authorities must have regard to the needs of carers in respect of their capacity to care for, or continue to care for, their disabled child and must provide a range of services designed to meet this need. A Short Break Services Statement must be prepared and published annually, outlining how this is to be achieved.

### **Duty to make provision (summary)**

Local Authorities must take into account the needs of carers who would:

- Be unable to continue caring for their disabled child unless breaks from caring were given;

### **Or**

- Be able to give more effective care, if breaks were given to allow them to, for example, attend educational classes or work, meet the needs of other children in the family, or carry out necessary day to day tasks in the household.

### **Types of services which must be provided (summary)**

Local Authorities must, so far as is reasonably practicable, provide a range of services sufficient to meet the needs of carers to care or care more effectively, including;

- Day care in the child's own home and elsewhere
- Overnight care in the child's own home and elsewhere
- Educational or leisure activities for children outside of their own homes
- Services in the evenings, at weekends and during school holidays

### **Short Break Services Statement (summary)**

Local Authorities must prepare a statement for carers in their area setting out:

- The range of services available
- Any eligibility criteria for these services
- How the range of services is designed to meet the needs of carers

This statement must;

- Be published by October 2011
- Be kept under review and where appropriate revised.
- Be prepared and reviewed with regard to the views of carers in the area.

## **A Definition of Short Break Services**

Short breaks provide opportunities for disabled children and young people to have enjoyable experiences away from their primary carers, thus contributing to their social inclusion and personal and social development. They also provide the parents and carers of disabled children with a necessary and valuable break from their caring responsibilities.

Short breaks can include day, evening, overnight, weekend or holiday activities. They can take place in the child's own home, in the home of an approved carer, a residential or community setting. Short breaks range from supporting disabled children to access their break within a universal setting, to providing specialist services at a local level.

## **The Current Position on Short Breaks in Bromley.**

Services providing Short Breaks for disabled children and their carers in Bromley has undergone considerable development and transformation from 2008/9 onwards. As a result of greater investment and more collaborative working with parents and carers of disabled children, as well as more effective consultation processes with the children and young people themselves, Bromley were able to plan and develop new services that have expanded the menu of Short Break Services on offer. These enabled the most severely disabled children to receive an increased level of short break offer, and has also increased the actual numbers of disabled children and young people and their families accessing Short Break Services.

This is supported by our short break data which shows the actual number of disabled children receiving short breaks rose from 318 in 08/09 to 507 in 09/10 and to 700 in 10/11.

Following extensive consultation with service users and professionals during 2008, we were able to respond to some of their wishes and feelings in our development of services during 2009/10 and 2010/11. (Consultation report with outcomes dated 31<sup>st</sup> January 2009 available on Bromley's website). Link: <http://www.bromley.gov.uk> Also please see a summary of the most recent consultation outcomes ( appendix. 3).

Some of the issues that have arisen during consultation were as follows:

- Historically, Bromley had had a heavy reliance on the funding of overnight Short Breaks at a residential unit in Bromley (Hollybank) in partnership with Bromley Primary Care Trust. Since April 2011, Hollybank has been provided by Bromley Healthcare working in partnership with the Local Authority. Although this has always been a much valued service, and remains so, greater development of alternative provision was needed for disabled children and their parents and carers not requiring overnight breaks. Those who did require overnight breaks also wanted access to more family based care, particularly the parents and carers of younger children with complex health needs or challenging behaviour and autism.
- Overwhelmingly parents and carers requested more weekend and holiday club provision. They also wanted holiday clubs to run during all school holidays not just during the summer break.

- Parents and carers were also willing to consider Short Breaks within more universal and inclusive settings if they could be reassured that staff working within these settings had some of the specialist skills and knowledge required to be able to support their children to access such provision.
- Parents and carers also requested more flexibility around the use of Direct Payments.
- Disabled children and young people involved in this consultation highlighted the desire for Short Breaks to give them the opportunity to stay with friends, where they could 'have more independence', 'stay up late', 'play loud music', 'be away from their parents'.
- Those who were either receiving or requiring outreach and day care services emphasised the need for their support workers to be a little closer to their own peer group in age rather than to their parents age group.
- They generally wanted to do the same 'fun things' that their non-disabled friends and siblings were able to do, and be able to access it locally rather than have to seek specialist provision that sometimes involved lengthy journeys and presented them with transport issues.

All of the expressed comments and views assisted us in setting our priorities for Short Break Development during the following years.

## **How did we Plan, Commission and Evaluate our Short Break Services?**

### **Participation and the Active Involvement of Service Users**

Initial consultation exercises were followed by the beginnings of a 'cultural change' within Bromley's disability services where participation and the active involvement of service users started to become embedded in our processes.

#### **Parent/Carers**

A number of parent and carers are employed within our Specialist Support and Disability Service, and other posts within the Council. These posts are diverse and include Parent Participation Officer, Specialist Information Officer and Deputy Key worker Co-ordinator.

The funding of a Parent Participation Officer within the Specialist Support and Disability Service has facilitated the growth of Bromley Parent Voice from a membership of 161 in June 2010 to a current membership of 302 (June 2011). Bromley Parent Voice currently has 20 parent representatives who attend various strategic and operational groups within the Local Authority. The role of a Parent Representative is to represent the views of parents and carers across the borough. In addition 3 parents of disabled children have been involved in the commissioning of new Short Break Services. One parent of a disabled child has also been commissioned as a provider of one of Bromley's Short Break Services.

#### **Disabled Children and Young People**

Since 2009 we have commissioned **Advocacy for All** to ensure that our ongoing consultation processes with disabled children and young people is appropriately tailored to meet their diverse needs. This service has enabled us to consult with, and receive feedback from groups of disabled children and young people in Bromley. Some have commented on services they are already using. Others have helped to identify gaps in Short Break Service provision.

The development of a Young Advisers Group is progressing well. This enables us to support a group of disabled young people to be trained and supported to ascertain the wishes and feelings of other disabled young people across the borough and to represent them in the planning and commissioning of their services.

*'Its great because we changed the way holiday schemes are run'*

(Young Adviser who interviewed the provider of a holiday scheme)

*'It was good because Bromley are listening to what young people have to say'*

(Young Adviser who interviewed service users of a holiday scheme)

The ongoing 'active involvement' of service users within the Specialist Support and Disability Service is strengthened by there being an Active Involvement Strategy Group in Bromley's Children and Young People's Department. Progress reports from Bromley's Active Involvement Disability Group (now chaired by the Parent Participation Officer) are a standing item at these quarterly meetings which are chaired at Assistant Director level.

### **Developing the Market**

As well as ensuring close partnership working with service users, considerable time has been given to developing the market for Short Breaks. This has been made possible by the appointment of a **Joint Commissioner for Disabled Children's Services**, who works closely with providers and potential providers to ensure that Bromley commission services of the highest possible quality that meet identified needs, but remain within a cost effective framework. This has been particularly evident where the appropriate 'joining up' of funding streams across services has prevented duplication and led to some good outcomes (for example: see [Capital Projects](#) and [Mencap Childminding](#)).

### **Development of the workforce**

The development of the workforce across services has involved joint training initiatives. This has included parent led workshops and training, and providers from statutory, private and voluntary sectors working in partnership to develop roles such as dual working across schools and out of school environments, and the up-skilling of the Short Break workforce (for example: joint training on the use of sensory equipment provided to outreach workers, childminders and extended service providers).

### **Progress and monitoring**

The progress of Short Break Service developments in Bromley has been monitored locally by the Joint Disability Steering Group. This was a Strategic Group chaired at Assistant Director level that was formed in 2009 to oversee and monitor the newly formed Joint Disability Service in Children and Young People's Department in Bromley and took the lead in monitoring the progress and developments of the AHDC agenda. From the 1<sup>st</sup> April 2011 this steering group has now been subsumed into the established Joint Disability Planning Group, which will now become the steer and monitor for Bromley's Short Break Services.

### **Access to Short Break Services and Eligibility**

The Disabled Children's Social Work and Short Break Team (DCSW&SBT) provides support for disabled children and young people where the disability has a substantial and long-term adverse effect on the child/young person's ability to carry out normal day-to-day activities. The London Borough of Bromley interprets the definition of disability as described under the Equality Act 2010 and uses this to assist us to provide support to those families with the greatest needs. This is based on a holistic assessment of the child's developmental needs, parenting capacity and family and environmental factors as outlined in the Common Assessment Framework (CAF) Initial, Core or Review Assessments. Children and Young People must be Bromley residents.

Support will be offered as related to the severity and nature of the child's disability. This may include a severe physical or learning disability, visual or hearing impairment. It includes children and young people on the Autistic Spectrum, particularly those who present with challenging behaviour. It also includes children and young people who have complex health needs and who may have palliative, life limiting or life-threatening conditions.

Support can also be provided to families where the need may be greater due to individual family circumstances and not necessarily due to the severity of the child or young person's disability. (Examples of this include; where there is more than one disabled child in the family impacting on the parent's ability to cope, or where additional support is required to safeguard a child).

Children and young people with mental health conditions as the 'primary need' are not eligible for support from the Disabled Children's Social Work & Short Break Team. Information is provided to these families about the CAF assessment process and where necessary, referral made to Child in Need Services within Social Care. We may also provide families that do not meet the threshold for specialist assessments and services with general information and signposting to universal services.

In order to achieve transparency, we have endeavoured to provide Bromley's Short Break Services to meet the needs of children and young people and their families with a level of assessment that is appropriate to those individual needs.

### **These assessments can be broadly seen on three levels**

- Short Break Services within universal and targeted self referral provision are accessible to all disabled children in the borough via service providers applications only.
- Short Break Services at a Local Offer level which are accessed via a CAF.
- Short Break Services at Additional and Specialist level which are accessed via Initial and Core Assessments carried out by the Disabled Children's Social Work Team, and agreed at the Specialist Support and Disability Panel.

It is recognised that families may move between levels of service at different stages in a child or young persons life or when family circumstances change.



## **The Range of Short Break Services Currently Available in Bromley**

### **Universal Services**

The recent appointment of an Inclusion Support Co-ordinator with the **Early Years and Childcare Service** in Bromley is progressing both inclusive childcare provision as well as assisting extended services to ensure that providers make reasonable adjustments to include and support children and young people with additional needs or disabilities.

There are 41 providers of holiday and after school clubs in the borough. Recent research by the Inclusion Co-ordinator for Early Years has identified mainly children with Autistic Spectrum Disorder, or those with emotional and behavioural difficulties as the main cohort of children with additional needs or disabilities using these extended services. In order for these settings to extend their Short Break provision, the Co-ordinator has now identified a 6 point action plan to be incorporated into service plans.

The **Youth Support Service** in Bromley is an active partner in the development of our new co-located service based at the Hawes Down Centre. They are at present running specialist and inclusive provision for 2 evenings a week on the Hawes Down site, as well as it being the base for ongoing Duke of Edinburgh Award Schemes. Recent data collected from the Youth Service indicate that there are 104 young people who describe themselves as having Learning Disabilities or Difficulties (LDD). 71 young people have accessed the Specialist Monday evening provision during the previous 12 months.

### **Training within Universal Services**

Confidence within universal services to become fully inclusive has been enhanced by the provision of specialist training for providers via the Disabled Children's Access To Childcare (DCATCH) project. A large number of childcare, and other universal service providers were able to access relevant training including the following:

- Communication using Makaton, Autism Awareness, Promoting Positive Behaviour and Disability Awareness.
- Some of this training was delivered by parents of disabled children.
- **Superkids Out of School Club** providers and **Chucklebox** Children's Clubs are two such providers who are working in partnership with the Local Authority to further enhance their inclusive provision and are showing examples of good practice.

### **Eligibility and Access**

All disabled children and young people in Bromley should have access to universal services, but may need reasonable adjustments to be made or individual support to facilitate their inclusion in some activities.

## Capital Projects Supporting Access to Short Break provision within Universal Services

With Bromley being the geographically largest of all the London boroughs, Bromley have used, and will continue to use available capital funding to ensure that new Short Break venues have been, and will be developed throughout the borough. The aim of this is to increase accessibility for all areas of our community, and to prevent disabled children and young people having to spend excessive time travelling from their homes to their chosen short break venue.

Examples of these are as follows:

- Joint working between Specialist Support and Disability Services during 2009/10 and the local provider of leisure services in the borough (Bromley Mytime) has led to the provision of a 'Changing Place' facility at one of the borough's leisure centres at the Walnuts in Orpington (completed in January 2011). It has also led to a commitment from the leisure services to incorporate another 'Changing Place' facility within their plans for the redevelopment of the Bromley town centre leisure centre planned for 2012.
- Following a bid for additional funding for a co-located project, the Youth Service, Extended School Services and the Specialist Support and Disability Service have a new co-located site at the Hawes Down Centre in West Wickham. The vision for the Hawes Down Centre is that it will become a 'centre of excellence' with a focus on inclusion of disabled children and young people. By close partnership working across the services located there, it is planned that the centre will provide school age children and their carers with a venue where both specialist and inclusive short break opportunities are provided throughout the year, during weekends, evenings and holiday periods. Having listened to parents and children, the first short break service for disabled children and their siblings to attend was provided during summer 2011 at the Hawes Down Centre.
- An 'Eco lodge' facility is being developed in the grounds of Riverside School (Beckenham). This facility will provide a regular venue for some of the older disabled teenagers to meet and enjoy short break time together during weekends and holiday periods in an area of the borough that has few facilities such as this.
- Specialist play and leisure equipment has been bought for a number of providers by way of small capital grants.
- Funding for Family Days Out to amusement parks, etc. have been provided in the way of 'Merlin Passes' which are administered by Bromley Parent Voice and targeted at those families in most need. This again provides the opportunity for disabled children to enjoy inclusive play and leisure opportunities with their own family members.

**Parents who have used universal services have made the following comments:**

*'K. attends a mainstream school and if she wishes to access any after school activities, I have to be present to deal with her personal care'*

*'I feel that some service providers are fearful of the unknown in inclusive situations'*

*'We have just been down to the roller skating at The Walnuts. K went round in her manual chair, had a fantastic time and the staff were brilliant.'*

(Parent of child with physical disabilities/wheelchair user)

*'Communicating with the providers about my child's complex needs in order that we alleviate any fears and barriers that exist between us and enables my daughter to access a mainstream after school/holiday club'.*

*'She is welcomed and treated like any other child in the group'*

(Parent of child accessing Superkids after school provision)

### Targeted Services

These services have been commissioned by the provision of small grants to a variety of providers, and have proved very popular with disabled children and their carers alike. These Short Break Services do not require assessment beyond the providers own application requirements. The range of services have been commissioned to provide for a range of disabilities. Parents and carers have been fully involved in the commissioning process for these services and disabled children and young people's views sought on preferences.

### Eligibility and Access

Self referral/direct access by disabled children and their parent/carers who live in the London Borough of Bromley. Provider's information and application forms indicate the appropriateness of the resource to meet needs.

- **Bromley Mencap Holiday Club** provides Family Coach trips 4 times a year during school holidays for 15 disabled children with ASD/additional and complex needs, up to the age of 18 years and their siblings, parents and carers.
- **Bromley Mencap Activity Club** provides teenage group workshops and activities.
- **Caspa Junior Youth Club** provides a weekly Youth Club facility for 25 primary age children with ASD /Aspergers.
- **Caspa Play Scheme** provides 16 children with High Functioning Autism/Aspergers aged 5-18yrs with 15 days of activities during the summer holiday period.
- **Kids Crew Fun Days** provides 5 Fun Days during the summer holiday period for 15 disabled children aged 3-8 years with moderate needs and their siblings. Also provides Christmas 'Shop and Drop' sessions.
- **Photo Voice** provides photography workshops for 20 young people aged 12-18 years who have ASD/Aspergers during half term holidays.
- **Vari 8 Messy Play** provides messy play opportunities for 15 children aged 3-8 years with additional needs and their siblings during summer holidays. Also provides Christmas 'Shop and Drop' sessions.
- **Vari 8 Thomas Day Out** provides days out in the summer to 'Thomas the Tank Engine' at Tenterden for 15 children with additional needs aged 3-8years and their parents and siblings
- **NC Adventures-Outdoor Days** provides 4 separate Outdoor Activity Days to 18 children and young people aged 8-18 years who have high functioning autism and challenging behaviour.
- **Petts Wood Playgroup** provides a summer scheme for 15 children aged 0-5 years old with complex disabilities.

- **NC Adventures-Buttermilk Barn Cookery School** provides 3 Cookery Courses of 6 Sessions for 8 young people aged 13-16 years who have High Functioning Autism /Aspergers.
- **Bromley Family Link** provides a Youth Club for 28 young people aged 13-18 years who have complex learning/physical/health needs one evening a week and some weekends.
- **Play Safe and Relax** provides fun days for children with ASD aged 2-10 years and pampering sessions for their parent and carers. There are 10 times 2 hour sessions provided to 7 children and their parents at each session.
- **Maypole Project** provides 'Fun Days' for 20 children and young people aged 1-18 years with complex health needs and their siblings during school holidays.

### **Service users views on some of these services**

*'My daughter is non verbal but her body language expressed sheer delight'*  
(Bromley Mencap Holiday Club)

*'A big thank you for arranging and organising a wonderful family day out at affordable prices'*  
(Bromley Mencap Holiday Club)

*'Takes the stress out of travelling on public transport and everybody understands and does not judge'*  
(Bromley Mencap Holiday Club)

*'Its so nice to have a Saturday off-enables me to spend time with my older child and husband and is always something I look forward to especially during school holidays'*  
(Bromley Mencap Childminding)

*'Our childminder is excellent-we couldn't be without her'*  
(Bromley Mencap\_Childminding)

*'There was something for all children, great resources, so much choice'*  
(Kids Crew Fun Days)

*'Lovely to give the children the opportunity to visit Father Christmas and so many things for the children to enjoy even more than summer!'*  
(Kids Crew Fun Days)

*'More days like this when we can leave children and know they are well looked after and their interests are catered for'*

(Kids Crew Fun Days)

*'The activities are excellent. C has enjoyed himself. All the staff have been wonderful and helpful'*

(Caspa Summer Scheme)

*'Its really wonderful to get M away from the computer and television and out interacting with other young people-the youngsters who are helping to run it seem just right-lively ,jokey and easy going. It's also priceless to know that he is going somewhere where he'll be understood'*

Caspa Summer Scheme)

*'My child finds getting involved extremely hard. He finds social situations very difficult and I was amazed at how certain members of staff have worked together and managed to engage my child in activities that he has never wanted to get involved with before'*

(Caspa Summer Scheme)

*'Felt very welcome and cannot ask for anything better'*

(Play Safe and Relax)

*'The massage brought a lot of tensions out of my body and it was a good treat. My children will also love to come back again'*

(Play Safe and Relax)

*'It was brilliant-very relaxing for all of us and the children had a great time'*

(Play Safe and Relax)

*'The day was very well staffed, they made our son feel warm and welcome; he really enjoyed himself'*

(Parent of child accessing Maypole Project)

*'The service provided is vital to our family. The respite days organised are very important to our little boy with special needs and his 3yr.old sister. She knows she is not alone and can play with other siblings'*

(Parent of children attending Maypole Project for disabled children and their siblings)

*'It could not go unnoticed how much the children were enjoying themselves, how inspiring the supporters and Miss B were ,yet the care and safety of the children was exemplary'*

(N C Adventures Outdoor Days)

*'My son was full of golden opinions on that day and relishes to attend another adventure day'*

(NC Adventures Outdoor Days)

*'Wonderful playgroup and the staff are very attentive to my child's needs'*

(Parent of a child accessing Petts Wood Holiday Scheme)

### **Local Offer Services**

The Local Offer is the minimum level of short break support that is offered to all eligible children and their families.

In March 2011, the Disabled Children's Short Breaks & Social Work Team introduced the Local Offer as a means to providing short breaks to families without the need for additional assessment from the team. This has made the access to short breaks more efficient for families.

Some disabled children and young people who have been referred for a social work assessment may also be granted services at Local Offer level depending on needs.

Regular reviews for children and young people receiving Local Offer services will be conducted by the scheme provider who will provide a brief update on how the child is achieving/enjoying their short break. The scheme providers have also agreed to complete an updated CAF assessment where needs may have changed and additional support is recommended. Only families who receive Direct Payments at Local Offer level will continue to have a review completed by the Disabled Children's Short Break & Social Work Team.

### **Eligibility and Access**

Disabled children and young people are eligible for the Local Offer if they meet the remit of the Disabled Children's Social Work and Short Break Team. These are 'disabled children and young people where the disability has a substantial and long-term adverse effect on the child/young person's ability to carry out normal day-to-day activities'.

Parents and children and young people are able to choose one from the following menu of Short Break Services within the Local Offer:

- **Direct Payments - £1000 per annum**  
Direct Payments are provided to families in lieu of the Local Authority co-ordinating a short break service on their behalf. Families are also able to use this flexibly to 'buy' their short break service from an inclusive setting or by employing a worker as agreed in the care plan. The payments are paid monthly or quarterly as agreed with the family. Support is available to assist families to set up their service.
- **Holiday and Saturday Club Provision - 18 days per annum**  
Families are able to request their preferred dates to attend the scheme. This service is currently provided at the Riverside Schools in Orpington and Beckenham. Activity days run each Saturday in term time and on selected weekdays during school holiday periods. The sessions run from 10am-4pm each day. Children have access to a range of activities and facilities on the site as well as occasional outings. (This is the only short break service provided by the Disabled Children's Short Breaks & Social Work Team that does not require a CAF or social work assessment).



- **Mencap Childminding - 100 hours per annum**  
Bromley Mencap and Bromley Early Years and Childcare jointly fund this service. It provides a 'Childminding Network' of approved childminders within the London Borough of Bromley. They offer trained and registered childminders for children with learning disabilities and additional needs, up to 16 years of age. Bromley Mencap 'Network Plus' childminders can support children with more severe and complex needs on a one to one basis.
- **Mencap Buddying - 100 hours per annum (14 years+)**  
Mencap Buddying is a scheme available for young people age 14-18 years old. Young people are matched with Mencap trained workers to provide short break opportunities in the community. This scheme is not appropriate for young people with complex needs or challenging behaviour.
- **Outreach - 100 hours per annum**  
The Outreach service provides support from trained workers who are matched to individual children to take them out to enjoy community based activities. The arrangement can provide 1 to1 support or small group activities for like minded children.

(It is hoped that a home sitting service will be added to this menu of Short Break Services within the Local Offer during the 2011/12 commissioning process).

### **Service users views on Local Offer concept and from some of those using it.**

The implementation of services at what is now identified as the 'Local Offer' level has been a relatively new initiative. We have ensured that consultation with Bromley Parent Voice has taken place, and the views of parents considered. At present we have 102 children and their families (as of 4<sup>th</sup> October 2011) who are benefiting from services at the Local Offer level. New service users have been particularly welcoming of it.

*'I have found the experience positive and was grateful for the choice of a short break service to meet the needs of my son'*

*'It is great to be offered 18 days at Riverside and for Bromley to fund these for me'*

*'Each room had a plan of the day's activities but it wasn't too rigid or rushed'*  
(Riverside Holiday and Weekend Clubs - observations of Young Advisers)

*'Children and Young People were trusted and given freedom to make their own choices within the day's plan'*  
(Riverside Holiday and Weekend Clubs - observations of Young Advisers)

*'Each child or young person has a named member of staff working with them'*  
(Riverside Holiday and Weekend Clubs- observations of Young Advisers)



*D aged 10yrs said 'I loved it, there's been great activities'*

(Riverside Holiday and Weekend Clubs-observations of Young Advisers)

*N aged 13yrs said 'its been fabulous'*

(Riverside Holiday and Weekend Clubs-observations of Young Advisers)

*B aged 6yrs said 'We had a hilarious time in art when we fell around and made a mess with paint'*

(Riverside Holiday and Weekend Clubs-observations of Young Advisers)

The decision to move the Riverside Holiday and Weekend scheme from a 'self referral' service to a Local Offer service caused some anxieties among some of the parents and carers who had been receiving services under the previous system. Every opportunity has been taken to explain the need for this rather costly specialist resource to be part of the Local Offer menu of services, and we hope that the other newly commissioned 'targeted' services which have replaced Riverside schemes in the 'self referral' menu, will have offered reassurance.

We will be fully evaluating the outcomes and views of the summer provision over the forthcoming months, to help improve the future of Bromley's Short Break Services.

### Additional Specialist Short Break Service

Some families may need additional specialist short breaks beyond the Local Offer level. It is expected that all children requesting short breaks at this level will have had a CAF assessment completed and may have already tried out Short Breaks at the Local Offer level.

### Eligibility and Access

Disabled children and young people meet the remit of the Disabled Children's Social Work and Short Break Team. These are disabled children and young people where the disability has a substantial and long-term adverse effect on the child/young person's ability to carry out normal day-to-day activities.

To receive Short Break Services at this level, it is necessary for a social work Initial or Core Assessment to be carried out by the Disabled Children's Social Work Team. The Eligibility Criteria document (see appendix. 2) is used in conjunction with the written assessment of needs.

This assessment will look in detail at the needs of the disabled child and carers, as well as aspects of family life that may be impacting on the needs of other children or the carer's ability to care. This will include consideration of:

- the severity of a child's needs and how it impacts on family life
- if there is more than one disabled child in the family
- other caring responsibilities within the family
- parental health/disability issues impacting on parenting capacity
- isolation and lack of extended social networks
- concerns about a child or young person's safety
- adopted or other 'looked after' children

The Eligibility Criteria document is used in conjunction with the written assessment of needs to help determine the service that can be provided at the Additional Specialist level.

Managers will decide on the exact level provided based on the needs assessment and recommendation from the worker and incorporating views of the family and child. Services provided at this level may be provided on a time limited basis and are also therefore subject to regular reviews.

It is possible that families may receive support from more than one service at this level.

The following services are included in the menu of Additional Specialist Short Break Services:

- Direct Payments

Direct Payments are provided to families in lieu of the Local Authority co-ordinating a Short Break Service on their behalf. Families are also able to use this flexibly to 'buy' their Short Break Service from an inclusive setting or by employing a worker as agreed in the care plan. The payments are paid monthly or quarterly as agreed with the family. Support is available to assist families to set up/arrange their service.

- **Holiday and Saturday Club Provision**  
 Families are able to request their preferred dates to attend the scheme. This service is currently provided at the Riverside Schools in Orpington and Beckenham. Activity days run each Saturday in term time and on selected weekdays during school holiday periods. The sessions run from 10am-4pm each day. Children have access to a range of activities and facilities on the site as well as occasional outings. (This is the only short break service provided by the Disabled Children's Short Break & Social Work Team that does not require a CAF or social work assessment).
- **Mencap Childminding**  
 Bromley Mencap provides a 'Childminding Network' of approved childminders within the London Borough of Bromley. They offer trained and registered childminders for children with learning disabilities and additional needs, up to 16 years of age. Bromley Mencap 'Network Plus' childminders can support children with more severe and complex needs on a one to one basis.
- **Mencap Buddying (14 years+)**  
 Mencap Buddying is a scheme available for young people age 14-18 years old. Young people are matched with Mencap trained workers to provide short break opportunities in the community. This scheme is not appropriate for young people with complex needs or challenging behaviour.
- **Outreach**  
 The Outreach service provides support from trained workers who are matched to individual children to take them out to enjoy community based activities. The arrangement can provide 1:1 support or small group activities for like minded children.
- **Family Based Overnight Short Breaks**  
 Family Based Overnight Short Breaks are overnight breaks that are provided by a foster carer in the foster carer's home. Children and young people must have a need for overnight care in order to be eligible for overnight family based short breaks.
- **Home Sitting Service**  
 Provided in partnership with Bromley Healthcare Provider Service, mainly to children with palliative care needs and very complex health needs that may involve high levels of personal care or nursing interventions throughout a 24hr period. This includes fully ventilated children.
- **Hollybank Short Break Residential Unit (overnight provision)**  
 Hollybank is a Short Break residential centre jointly funded by the London Borough of Bromley and Bromley Healthcare. It was set up to provide short breaks to children and young people with either complex medical needs or autism and/or learning disability with challenging behaviour.

(At this level there is the facility for 'mix and match' packages of support that may involve more than one service being provided).

### **Emergency Bed Facility at Hollybank Short Break Unit**

This recent development is a welcome addition within our Short Break Services. A small amount of capital expenditure from AHDC funding enabled us to adapt and equip Hollybank to provide this resource.

Although this service sits outside of our planned short break services, it offers great reassurances to parent/carers of disabled children in our borough who may find themselves in a crisis, and where their child is in need of emergency care. See report on this facility and its criteria for use on the following web link: <http://www.bromleyhealthcare.org.uk>

### **Service Users Views and Comments on Specialist Short Break Services**

*'I cannot stress what an important role model the outreach worker is for L.- he is unfailingly calm and kind, he is also great at setting boundaries for L.'*

( L B Bromley Outreach Service)

*'we would like the mix and match of services to be more flexible'*

(Parent User of Direct Payments and Riverside)

*'L. loves going to Hollybank,it is a big highlight in in his life and ours'*

(Parent of child attending Hollybank)

*'J looks forward to his visits to Hollybank and is really happy there'*

(Parent of child attending Hollybank)

*'Going very well. Our daughter loves it. Her buddies are super girls. Whole set up from original introduction evening all well thought through'*

(Parent of young person accessing Buddying Scheme)

*'The effects of the Buddying Scheme have been greater than just having someone to accompany our son out and about. He has greater confidence and even rings his buddy of his own accord to make arrangements or have a chat. Fantastic scheme'*

(Parent of young person accessing Buddying Scheme)

*'Family based respite is great, I have control of when the nights are, I see the carer regularly, I am very happy with S going there ,I do not have to worry and feel very relaxed about the arrangement'*

(Parent of child accessing Family based overnight Short Breaks)

*Hollybank is a place where I can be me, It's a place where I feel free.  
It's a place where I laugh a lot, It's a place where I don't feel like a tiny dot.  
It's a place I love to be. It's a place I'm going to miss when I leave.  
There is no way of explaining how this place makes me feel except: Happy,  
Excited, Part of something bigger than me. When I leave school I want to  
work somewhere exactly like this.*

(Young person accessing Hollybank Short Break Centre)

## **Transition**

In Bromley our aim is that Short Break Services provided to young people between the ages of 16-18 years provide not just fun and enjoyment, but also offer the opportunity for increasing young peoples independence skills. This is done by working in partnership with Adult Services, Schools and local Further Education Colleges to promote Short Break activities that involve community skills trips and include independent travel, life skills training such as cookery, budgeting etc.

## **Personalised Budgets**

During 2010 we worked in partnership with Adult and Community Services (ACS) in Bromley, Voluntary Sector Partners and Paradigm Consultancy on a small project to introduce personalised budgets to some disabled children and young people. The young people were given the opportunity to receive their Short Break Services via a personalised budget and self-directed support. This project had successful outcomes for the young people and was also well received by their parents and carers.

*'It has been so exciting seeing J. open doors for herself'*

(Parent of a young person accessing a personal budget)

*'This holiday has spelt out independence for me'*

(Young person who accessed a personal budget)

Part of the plan for new Short Break developments during 2011/12 is to further develop the opportunity for Personalised Budgets to be offered to some more young people going through transition. We hope that short breaks provided in this way may more easily facilitate the transfer from children's to adult services. (This would only be done at the young persons choice).

## **Gaps in Service still to be addressed**

We are aware that we have not yet been able to increase the Family Based overnight provision as requested by parents and carers in previous consultation. Plans for this were made in partnership with Bromley's in-house Fostering Service, but competing priorities within the Family Placement Team prevented the desired progress in this area. There are now plans in place for a soon to be appointed Specialist Fostering Placement Officer to be seconded from the Family Placement Team into the Specialist Support and Disability Service. We anticipate that this will enable the Placement Officer to work in partnership with others to recruit and train more specialist foster carers to provide short break care for disabled children.

With Bromley being geographically the largest of all the London boroughs there is still a need for us to find a more cost effective solution to transport issues that impact on Short Break Service users. We have encouraged commissioned services to consider the use of venues across the borough that will create greater equity of access for the local communities within the borough.

### **Conclusion on Bromley's Short Break Services**

The London Borough of Bromley in partnership with Bromley PCT (Bromley Healthcare 2011) has had a long history of providing short breaks to some of its disabled children and their carers. As previously stated this was most predominately provided as overnight short breaks in specialist residential units within the borough. With the changing emphasis from the previous reliance on overnight residential breaks to increased day, holiday, weekend, outreach services, etc. we are meeting the needs of many more of our disabled children, and receiving very positive feedback from them.

We are fortunate to have also been able to retain our local residential unit at Hollybank by our continued partnership working with Bromley Healthcare Providers. We continue to review how Hollybank can best be developed to meet the needs of those children and families requiring overnight breaks with a high level of specialist care requirements.

The introduction of a Local Offer model with easy access via assessment at CAF level only has been welcomed by new service users.

We presented the Local Offer model to the Steering Group of Bromley Parent Voice and at a Parent Voice Conference and have welcomed their feedback.

By developing our Short Break Services in this way we are endeavouring to provide the parents and carers of disabled children and young people with a real choice around how they achieve breaks from their caring role, and at the same time ensuring that disabled children and young people access their short breaks in environments that children can relate to and have enjoyable social and leisure experiences in community based settings.

The outcomes of the Short Break Transformation Programme in Bromley, as started within the Aiming High for Disabled Children Programme, and now continued with the support of the Early Intervention Grant Funding are showing that the life chances of disabled children and their parent and carers are considerably enhanced by good quality Short Break Services.

Short breaks support and enable disabled children to remain being cared for within their birth families and to live in their local community.

Such services also provide the opportunity for non-disabled members of the community to gain a greater understanding of the needs of disabled children and young adults. In Bromley we believe this contributes to an environment in our borough where inclusion can be seen as the norm and where attitudes of tolerance and understanding of differences can be enhanced.

## **Next Steps and Future Review of Short Break Services Statement**

- Following the most recent outcomes of consultations (see appendix. 3) the Statement will be presented to Children and Young People's Senior Management Team on 11<sup>th</sup> October 2011.
- Following any further necessary due process the final Statement will be published by the end of October 2011 and will be distributed via the Council and partners web sites, and also available in a printed copy format.
- Continued efforts to improve the production and information on Short Break Services will be seen as a priority area of work by the Specialist Information Officer within Specialist Support and Disability Services working in partnership with partners and providers across the statutory, voluntary and private sectors.
- Production of information will endeavour to be jargon free and may involve 'easy read' versions.
- Consideration will be given to how Short Break Services information could be shared at Children's Annual Review of Statement meetings.
- Outcomes from the most recent consultations held during the summer months of 2011 will inform the Short Breaks commissioning programme from April 2012-13.
- Future annual reviews of Bromley's Short Break Services Statement will be led by Hilary Rogers within the Specialist Support and Disability Services.

# Jargon Buster

- **Aiming High for Disabled Children (AHDC) Short Break Transformation Programme** - launched in May 2007, the national transformation programme for disabled children's services. A commitment confirmed in the NHS operating framework and in the Children's Plan, both locally and nationally. AHDC was supported by substantial funding and measures designed to make the system work more effectively. The AHDC programme aims were to deliver: access and empowerment for disabled children and their families; responsive services and timely support; improved service quality and capacity.
- **Common Assessment Framework (CAF)** - Common Assessment Framework - shared assessment tool for use across all services for children. It aims to help identification of children with additional needs and promote co-ordinated service provisions.
- **CYP** - Children & Young People.
- **Eligibility Criteria** - the Eligibility Criteria document is used in conjunction with the written assessment of needs to help determine the service that can be provided at the Additional Specialist level.
- **Extended Services Provider** – provider of after school clubs, breakfast clubs and out of school activities throughout the year.
- **Inclusion** – the child, young person able to fully participate in all activities within the community.
- **LDD** - Learning Difficulties and Disabilities.
- **Local Authority** – Local council serving their community.
- **Local Offer Services** - in order to meet statutory duty, the Local Offer is being offered to disabled children and young people eligible for a specialist short break. This offer provides a choice for parents and carers from a range of different services.
- **Merlin Passes** – leisure provider for 'family days out'.
- **Personalised Budgets** – following assessment, an individual or someone who acts on their behalf (advocate) being provided with assistance that enables them to choose/buy their own service, e.g. short breaks.
- **Short Break** – a break from caring, can be a few hours or a few days.
- **Targeted Services** - Short Break services via self-referral and providers application only.
- **Transition** – moving from one setting to another, e.g. for young people, from children's to adult services.
- **Universal Services** - Universal services are those services provided to all children, young people and their families, such as children and family centres, youth clubs, extended school activities, leisure centres, child care etc. Universal services may either be part of inclusive mainstream services, or specialist services and are available to all children and young people and their families.



Contact us:

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### Special Educational Needs and Disability Services

The London Borough of Bromley  
Children and Young People Services  
Civic Centre  
Stockwell Close  
Bromley  
BR1 3UH  
Tel: 020 8464 3333  
[www.bromley.gov.uk](http://www.bromley.gov.uk)

**The Bromley Children and Young People Partnership is a partnership of the following organisation**  
Bromley College of Further and Higher Education | Bromley Mytime | Bromley Safeguarding Children Board  
Children and Families Voluntary Sector Forum | Connexions South London Sub Regional Unit  
Early Years Development and Childcare Partnership | Jobcentre Plus | London Borough of Bromley  
London Probation Trust | Metropolitan Police Service (Bromley) | NHS Bromley  
Orpington College | Oxleas NHS Foundation Trust | Primary and Special Schools  
Secondary Schools | South London Healthcare NHS Trust

# **Appendices**

- 1. Questionnaire and accompanying summary of Statement**
- 2. Eligibility Criteria**
- 3. Consultation ( July - September 2011) Process and Outcomes**

## Appendix 1.

# SHORT BREAK SERVICES IN BROMLEY



## YOUR VIEWS MATTER

The London Borough of Bromley has produced a Draft Short Breaks Services Statement. This is a very important document which aims to inform families of the short break services that are available, the eligibility criteria for those services and how the range of short break services are designed to meet the needs of families with disabled children in the London Borough of Bromley.

It is important that the London Borough of Bromley hear about your experience of receiving short break services in Bromley. Following this consultation we will ensure feedback is used to help us improve services and to ensure the support we offer remains both helpful to families, reflects what parents and carers really need, and meets the needs of disabled children and young people.

**It is important that you complete this questionnaire if you are a parent or carer receiving or would like to receive [short break services](#) in Bromley.**

All replies are treated in confidence. You do not need to give your name at the end of the questionnaire unless you choose to do so. You should only complete one questionnaire.

Where a choice is offered, please tick the most appropriate response.

### [Short Break Services](#)

Do you access any short break services for your child/ren?

- Yes
- No

If yes, tell us about the support that you receive or the services you use (tick all that apply):

- Direct Payments
- Outreach
- Mencap Childminding
- Mencap Buddying (age 14+ only)
- Saturday Club and Holiday Scheme at Riverside Beckenham or St. Paul's Cray.
- Hollybank overnight breaks
- Family based overnight breaks
- Other self-referral activities, please state

If no, please tell us why you have not accessed short break services in Bromley:

- Didn't know about the services
- Didn't know how to access services
- I didn't think my child was old enough
- We have just moved into the borough
- Short break services currently offered do not meet the needs of my child.
- Other, please state

ELIGIBILITY CRITERIA

The London Borough of Bromley provides support for disabled children and young people using the definition of disability within the 2010 Equality Act i.e. where the disability has a substantial and long-term adverse effect on the child or young person's ability to carry out normal day-to-day activities. The child or young person must reside in the London Borough of Bromley.

Are you aware of the eligibility criteria?

- Yes
- No

If yes, how easy do you find the eligibility criteria to understand?

- Very easy
- Quite easy
- Quite difficult
- Very difficult

How do you think we can make this easier to understand? Please comment:

.....

.....

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.....

The Local Authority has recently introduced the Local Offer for short breaks as a means to providing short breaks to families without the need for an additional social work assessment.

Are you aware of the Local Offer?

- Yes
- No

A social work or review assessment of the child and family's needs is required to provide additional support for families with the greatest needs.

Overall, do you feel that this is a fair way of allocating additional services for those in need?

- Very fair
- Quite fair
- Quite unfair
- Very unfair

Please explain:

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.....  
[INFORMATION](#)

Have you received clear information about the short break services that are available in Bromley?

- Yes
- No

If yes, please tell us how you access this information (tick all that apply)

- Specialist Support & Disability Service/information officer
- Bromley Council's website
- Bromley Parent Voice
- Schools
- Voluntary Sector
- Bromley's Resource Guides (booklets)
- Social worker/social work assistant in the Disabled Children's Team
- Other, please state

How else can the Local Authority ensure that disabled children and young people are given appropriate information and support to enable them to access short break services?

.....  
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.....  
.....

[GENERAL](#)

Overall, how successful do you think London Borough of Bromley has been in transforming the way that short breaks are delivered? Please feel free to add further comment.

- A great deal
- To some extent
- A little
- Not at all

The London Borough of Bromley listens to parents and carers, and disabled children and young people by partnership working with Bromley Parent Voice, by gaining views via the Young Advisers Group and by obtaining feedback from service users. Are we doing enough to ensure that we listen and respond to the views of parents and carers of disabled children and young people?

- A great deal
- To some extent
- A little
- Not at all

How can we do this better? Have you any further suggestions for improving short breaks for families?

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.....

Thank you for taking the time to complete this questionnaire.

Name (optional) .....

Date.....

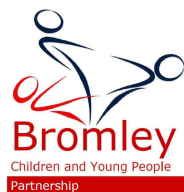
Please return to: Jane Ching, Lead Disabled Children’s Social Work and Short Break Services

Specialist Support & Disability Services  
Kingfisher House  
21 – 23 Elmfield Road  
Bromley  
BR1 1LT

Email:jane.ching@bromley.gov.uk

For further information regarding Short Breaks in Bromley please contact the Children’s Disability and Short Break Team on 0208 313 4511.

**Your comments need to be with us by Friday, 9 September 2011.  
Thank you in advance for giving of your time and sharing your views with us.**



**The Bromley Children and Young People Partnership is a partnership of the following organisations:**  
Bromley College of Further and Higher Education | Bromley Mytime | Bromley Safeguarding Children Board | Children and Families  
Voluntary Sector Forum | Connexions South London Sub Regional Unit | Early Years Development and Childcare Partnership |  
Jobcentre Plus  
London Borough of Bromley | London Probation Trust | Metropolitan Police Service (Bromley) | NHS Bromley | Orpington College  
Oxleas NHS Foundation Trust | Primary and Special Schools | Secondary Schools | South London Healthcare NHS Trust

## Appendix 2.



### Children and Young People Services

Specialist Support and Disability Services

Disabled Children's Social Work and Short Break Team

Joseph Lancaster Hall, Civic Centre, Stockwell Close, Bromley, Kent BR1 3UH

Telephone: 0208 313 4511

Fax: (020) 8313 4400

Internet: [www.bromley.gov.uk](http://www.bromley.gov.uk)

### SHORT BREAK ELIGIBILITY CRITERIA

The Eligibility Criteria is only used in conjunction with a social work assessment or a review assessment of short breaks. This amended version of the Eligibility Criteria reflects the changes to short break services since the last revision in January 2007.

**Child/Young Person's Name:**

**Date of Birth:**

**Social Worker:**

**Social Work Assistant:**

**Nursery/School attended:**

**Residential School:**  **Day**

**Pupil:**

**Date of Assessment:**

**Date form completed:**

Please note that if a child/young person already receives regular care away from home, for example because he/she attends residential school as a weekly or term time boarder, short breaks are likely to be offered at Local Offer level, but will be determined following an assessment. This framework only serves as a guide for what level of short breaks may be offered. This Eligibility Criteria is not necessary for children accessing Local Offer only services.

#### Short Break Levels

<p><b>Universal Services including targeted services:</b></p> <p><i>Score less than 11</i></p>	<p>The team will provide information about services from universal and voluntary organisations.</p>
<p><b>Local Offer Short Breaks:</b></p> <p><i>Score between 11 - 20</i></p>	<p><u>Choice of one of the following per year:</u>            Saturday Club &amp; Holiday Scheme at Riverside: 18 days, or            Outreach – 100 hours, or            Mencap Childminding – 100 hours, or            Mencap Buddying – 100 hours, or            Direct Payments – £1000 per year</p> <p>These requests are agreed by team managers.</p>
<p><b>Additional Specialist:</b></p> <p><i>Any score above 20 or where</i></p>	<p>Short break services provided at this level will be agreed above the Local Offer level in line with the needs recorded in the assessment.</p>

<b>required to safeguard a disabled child</b>	Overnight short breaks may also be considered where there is need for this level of care due to complex needs, challenging behaviour or exceptional family circumstances.  Some requests will have to be agreed by senior managers at the multi-agency Specialist Support and Disability Panel.
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**Overall score:**

**Level of need:**

**SECTION 1: FAMILY AND ENVIRONMENTAL FACTORS –**

Family composition							
No additional childcare issues.	0	Has more than 2 children aged under 5. <b>Or</b> Other issues concerning siblings.	1	4 or more dependent children within the family.	2	More than one disabled child in the family with a permanent and substantial disability.	3
<i>Guidance:</i> This refers to the family composition and how this impacts on family life. Where a score of 1 has been given because of other issues concerning siblings, assessors must be clear as to what the issue concerning the sibling is and how this impacts on family life.							
Additional support							
Good level of support from family and friends.	0	Limited support from family and friends.	1	No extended support from family and friends	2	No extended support from family and friends <b>and</b> additional caring responsibilities.	3
<i>Guidance:</i> The main carer/parent is unable to access care support from friends or family in a regular and routine way. Assessors must be clear why families are isolated from this kind of support. A score of 3 should only be given where no support is available <b>and</b> a parent/carers has additional caring responsibilities <b>outside</b> the family home.							
Parent/carers with additional caring responsibilities							
No difficulties.	0	Providing care/supporting role to parent or close family member within family home.	1	Full-time carer for spouse or close family member with illness (excluding children with disability) living in family home.	2	Recent bereavement of spouse or partner. <b>Or</b> Full-time carer of spouse or partner with terminal illness.	3
<i>Guidance:</i> This refers to a parent/carers having additional caring responsibilities <b>within</b> the family home.							
Effect on siblings							
Siblings coping well.	0	Siblings experiencing some constraints, but are not involved in supporting child/young people in caring role.	1	Difficulty in siblings following appropriate activities. <b>Or</b> Siblings play a significant role in supporting child/young people in caring role.	2	Difficulty in siblings following appropriate activities. <b>And</b> Siblings play a significant role in supporting child/young people in caring role.	3
<i>Guidance:</i> This refers to the how the child/young person's disability impacts on siblings and if they provide a significant caring role. A score of 3 should only be given if siblings have a significant caring role <b>and</b> are unable to access/follow appropriate activities.							
Housing difficulties							
No difficulties.	0	Waiting for adaptations to be made to home. <b>Or</b> Home does not meet child's needs and family are currently waiting to move.	1	Housing situation causing difficulties, e.g. house overcrowded, lack of space to play.	2	Poor housing conditions severely impacting on child or family.	3
<i>Guidance:</i> This refers to the present housing situation. Where a family are residing in temporary accommodation a score of 1 may be given. Where a family is awaiting adaptations to be made to the family home the assessor will need to view a OT report assessing the level of need. Where the OT report indicates the level of need has a significant impact a score of 3 could be given.							
Financial situation							
May have some financial difficulties, but generally does not impact on family functioning.	0	Income benefits level which causes some additional strain on family functioning.	1	Financial difficulties, which moderately impact on family functioning including care of the child.	2	Financial difficulties, which have severe impact on family functioning including care of the child.	3
<i>Guidance:</i> Financial income may come from employment, state benefits or a combination of both. Where a family can meet the basic needs of the child/young person, continue to follow leisure activities but there are some financial worries a score of 1 could be given. Where a family can meet the basic needs of the child, but cannot follow <b>any</b> leisure activities and there are some financial worries a score of 2 could be given. A score of 3 should only be given where basic needs of the family cannot be met.							



Current additional factors							
Domestic violence.	3	Asylum seeking family.	3	Concerns by family of risk of losing family home due to issues concerning neighbours or community.	3	Parent/carer has known drug/alcohol problems.	3
<p><u>Guidance:</u> This refers to additional factors and how they impact on family life. The assessor should clarify what is meant by this and seek appropriate evidence.</p>							

Total score for section 1:

## SECTION 2: PARENTING CAPACITY –

Parents/carers							
Two parent family in stable relationship.	0	Two parent family experiencing some difficulties at present. <u>Or</u> Parents separated or divorced. Both have regular contact with child.	1	Parents separated or divorced. One parent has irregular contact with child. <u>Or</u> Parents separated or divorced. Limited support from one parent.	2	Lone parent household with no support from the other parent.	3
<p><u>Guidance:</u> If one parent is away overnight from the family home on regular basis a score of 2 could be given. A score of 2 may also be given where parents are separated or divorced and limited support is offered with the child/young person, for example support not offered overnight.</p>							
Carers ability to continue caring/risk of family breakdown							
Carers manage well but need some support.	0	Carers manage with direct and active support from multi-agency partners.	1	Carers need regular, ongoing support and there is moderate risk of breakdown.	2	Carers need a high level of support and there is high risk of breakdown.	3
<p><u>Guidance:</u> This refers to the difficulties associated with the caring role and should not be a reflection of the parenting capacity.</p>							
Risk of significant harm							
No apparent cause for concern.	0	Low level concerns, which have not reached CP threshold.	1	Concerns, which are bordering on CP thresholds or child has been deregistered in last 12 months.	2	CP investigation underway or name on Child Protection register.	3
<p><u>Guidance:</u> This refers to whether there are any Child Protection (CP) concerns. Child Protection concerns might be of a physical, emotional, financial, sexual nature or neglect.</p>							
Health of main carer/parent							
No difficulties.	0	Occasional health difficulties, which impact on carers' ability to continue caring.	1	Regular health difficulties, which impact on the carers' ability to continue caring.	2	Permanent and substantial health difficulties, which impact on carers' ability to continue caring.	3
<p><u>Guidance:</u> The main carer/parent must have a recognised diagnosis. This may also include Depression/ mental health difficulties of the main carer. The assessor will need confirmation of this from a medical practitioner.</p>							
Disability of main carer/parent							
No difficulties.	0	Main carer/parent has mild physical, learning or sensory disability.	1	Main carer/parent has moderate physical, learning or sensory disability.	2	Main carer/parent has severe physical, learning or sensory disability.	3
<p><u>Guidance:</u> The main carer/parent must have a recognised diagnosis. The assessor will need confirmation of this from a medical practitioner.</p>							

Total score for section 2:

### SECTION 3: CHILDS DEVELOPMENTAL NEEDS –

Life-limiting illness							
Child has substantial and permanent disability, but not life-limiting.	0	Child has life-limiting illness, condition currently stable.	1	Child has life-limiting illness, condition currently unstable.	2	Child has life-limiting illness in advanced stages.	3
<p><u>Guidance:</u> We acknowledge that many disabilities have associated health difficulties however the child/young person must have a recognised diagnosis of a life-limiting (terminal) illness/condition.</p>							
Medication							
Requires no medication.	0	Self medicates with minimal supervision or family able to administer without problems.	1	Medication administered with considerable effort and support on part of carers.	2	Emergency medication on a regular basis.	3
<p><u>Guidance:</u> The child/young person is prescribed medication, which needs to be administered, by parent or carer. If training is required to administer medication, but does not include the provision of emergency medication a score of 2 could be given.</p>							
Skin integrity							
Has normal skin integrity.	0	Has a regular problem with skin integrity.	1	Moderately reduced mobility and skin is impaired as a result.	2	Skin integrity grossly compromised by limited mobility, which requires regular moving to prevent pressure sores.	3
<p><u>Guidance:</u> This refers to a child/young person whose skin integrity is compromised to some degree by limited mobility. This does not include children with eczema unless there is a severe impact on a regular basis in which case a score of 2 could be given. A score of 3 should only be given if a child/young person's skin integrity is grossly compromised e.g. pressure sores, cracked and infected skin.</p>							
Airway/breathing							
No difficulties	0	Needs monitoring of breathing <b>Or</b> Has a tracheostomy but the airway is stable.	1	Has a compromised airway <b>Or</b> Has tracheostomy requiring regular intervention <b>Or</b> Is oxygen dependant.	2	Dependent on a ventilator day and/or night <b>and/or</b> requires constant supervision.	3
<p><u>Guidance:</u> The child/young person has difficulties on a regular basis and therefore requires ongoing and daily monitoring (not emergency only and during times of crisis). This does not include asthma unless there is a severe impact on a regular basis requiring emergency medical treatment. For additional nursing tasks such as suctioning a score of 2 could be given. A score of 3 points should only be given if a child/young person is ventilator dependent.</p>							
Seizure disorder							
Not known to have any seizures.	0	Has epilepsy/seizure disorder but is well controlled on medication.	1	Has epilepsy/seizure disorder requiring regular intervention <b>Or</b> Has emergency medication prescribed for use in prolonged fitting episode. Used at least once within last twelve months	2	Needs constant or continual attention due to <b>unstable</b> epilepsy/seizure disorder.	3
<p><u>Guidance:</u> The child/young person must have a diagnosed seizure disorder, which could include Epilepsy. A score of 3 points should only be given if a child/young person is having daily seizures that are unstable and/or unpredictable.</p>							
Sensory impairment							
No sight or hearing impairment	0	Mild/moderate sight <b>and/or</b> hearing impairment.		Severe/profoundly deaf <b>or</b> registered blind	2	Severe dual sensory loss	
<p><u>Guidance:</u> The child/young person must have a recognised diagnosis. <u>The assessor will need to view a medical report /letter reflecting this.</u></p>							
Nutrition/feeding and hydration							
Independent/age appropriate.	0	Has some feeding difficulties and needs some help/supervision at meal times.	1	Has a NGT/gastrostomy tube – has bolus feeds mainly daytime. <b>Or</b> Requires feeds overnight. <b>Or</b> Has significant feeding difficulties at mealtimes.	2	Has a compromised airway as vomits after every feed <b>Or</b> Has episodes of vomiting which lead to a compromised nutritional input requiring additional intervention.	3
<p><u>Guidance:</u> The child/young person requires assistance with drinking and/or feeding over and <u>above what would normally be expected of any child of the same chronological age.</u> Assessors need to be mindful that young children may not score in this category because chronological age would normally require the carer to provide this assistance.</p>							

<b>Washing/dressing</b>							
Independent/age appropriate.	0	Requires some adult supervision and monitoring but can achieve with support.	1	Needs regular adult supervision and direct assistance.	2	Totally dependent.	3
<p><b>Guidance:</b> The child/young person requires assistance with washing and/or dressing <u>over and above what would normally be expected of any child of/young person the same chronological age</u>. Assessors need to be mindful that young children may not score in this category because chronological age would normally require the carer to provide this assistance.</p>							
<b>Toileting</b>							
Independent. Uses toilet when required/ age appropriate.	0	Needs regular prompting to go to the toilet.	1	Needs constant help/supervision with toileting. <b>Or</b>  Wears pads/continent products at night or during outings. <b>Or</b>  Occasional smearing.	2	Totally dependent day and night for all toileting needs <b>Or</b>  Intermittent catheterisation <b>Or</b>  Regular smearing.	3
<p><b>Guidance:</b> The child/young person requires assistance with toileting <u>over and above what would normally be expected of any child/young person of the same chronological age</u>. Assessors need to be mindful that young children may not score in this category because chronological age would normally require the carer to provide this assistance.</p>							
<b>Moving/lifting/mobility</b>							
Independent and can walk/move around unassisted/age appropriate.	0	Needs some help or supervision because of either mobility or behaviour.	1	Totally dependent on carer to lift or hoist due to mobility or behaviour, but can change own position in bed.	2	Dependent on carer to lift or hoist due to mobility or behaviour. Needs adult to change position at night on a regular basis.	3
<p><b>Guidance:</b> The child/young person requires a degree of physical care <u>over and above what would normally be expected of any child/young person of the same chronological age</u>. If training is required to develop appropriate skills or techniques to promote safe handling of the child a score of 2 could be given.</p>							
<b>Sleep</b>							
No difficulties. Generally settles well and sleeps through the night.	0	Has some problems with settling to sleep or early waking	1	Some impact on carers – attention at least twice per night and needs adult intervention to settle to sleep due to behaviour or healthcare needs.	2	Severe impact on carers – regular broken sleep pattern needing carer's attention due to behaviour or healthcare needs.	3
<p><b>Guidance:</b> The child/young person has some difficulties with sleeping <u>over and above what would normally be expected of any child/young person of the same chronological age</u>. Assessors should exclude routine toileting.</p>							
<b>Communication</b>							
Able to communicate needs/age appropriate.	0	Able to communicate with some difficulty.	1	Limited ability to communicate or make his/her needs known.	2	Extremely limited ability to communicate or make his/her needs known.	3
<p><b>Guidance:</b> This refers to the child/young person's ability to make their own wishes and needs known. This includes all methods of communication, not just verbal communication for example, Makaton, PECS and sign language. This should not include other people's difficulties communicating with the child/young person, but the child/young person's ability to communicate with others.</p>							
<b>Social/emotional development</b>							
Age appropriate.	0	Has mild delay in social/emotional development.	1	Has moderate delay in social/emotional development. Has moderate impact on child/carer relationship.	2	Severe delay in emotional/social development. Impacts severely on child/carer relationship.	3
<p><b>Guidance:</b> This refers to a child/young person's understanding of social rules together with how they express and understand emotions as well as their ability to interact with others. <u>The assessor needs to consider what would normally be expected of any child/young person of the same chronological age</u> as well as a family's ability to deal with this. A score of 3 points should only be given if a child/young person's social/emotional difficulties have significant impact on their ability to form any relationship either within the family or within the community</p>							
<b>Mental health/well-being</b>							
No difficulties evident.	0	Some difficulties, but parents/carers cope well with some assistance via medication or involvement with local counselling service or CAMHS.	1	Moderate difficulties, which are impacting on the child/young person and family. Not yet stabilised by counselling or treatment. <b>Or</b>  The child/young person is receiving in-patient treatment at time of assessment	2	Difficulties, which have a severe impact on the child/young person and family. This could include child/young person awaiting in-patient treatment. <b>Or</b>  A child/young person self-harming or physical attacks on others on a regular basis	3
<p><b>Guidance:</b> The child/young person must have recognised mental health issues which could include a diagnosed eating disorder. <u>The assessor will need to view a medical report /letter reflecting this</u> as well as confirmation that appropriate support services are either being sought or are in place.</p>							

Challenging behaviour							
No difficulties.	0	Mild behavioural difficulties.	1	Behaviour poses some challenge or risk to others.	2	Behaviour poses serious constant challenge or risk to child or others.	3
<p><b>Guidance:</b> The child/young person must have some behavioural difficulties. Where this includes making verbal threats to others a score of 2 could be given. A score of 3 points should only be given if a child/young person has made physical attacks or injured others or themselves.</p>							
Level of supervision							
Has no additional supervision needs. Age appropriate.	0	Has some additional need for supervision to keep them safe.	1	Needs regular supervision to keep them safe.	2	Needs continuous and high-level of supervision to keep them safe.	3
<p><b>Guidance:</b> The child/young person requires additional supervision <u>over and above what would normally be expected of any child/young person of the same chronological age</u>. Assessors need to be mindful that young children may not score in this category because chronological age would normally require the carer to provide this assistance. A score of 3 points should only be given if a child/young person's behavioural or health difficulties would pose a risk to themselves or others if left alone within the family home.</p>							

Schooling							
No difficulties <u>Or</u> Attending residential school.	0	Some problems accessing school.	1	Reduced attendance at school/high level of absence because of behavioural or health difficulties.	2	Currently out of school because of behavioural or health difficulties.	3
<p><b>Guidance:</b> The child/young person has some difficulties accessing school. This can include problems with school transport and/or problems with locating an appropriate school placement. If a child/young person is attending school part-time because of behavioural or healthcare difficulties a score of 2 could be given.</p>							
Leisure							
No difficulties accessing appropriate leisure activities.	0	Some problems accessing leisure activities.	1	Socially isolated due to difficulties accessing activities.	2	Significantly socially isolated. Difficulty accessing any social activities.	3
<p><b>Guidance:</b> The child/young person has some difficulties accessing leisure opportunities. Assessors need to explore what if any, community resources are being accessed for leisure activities. Where these resources are not being utilised, the assessor will need to explore why this is, for example, these groups will not accept the child/young person without additional one to one support.</p>							

**Total score for section 3:**

## **Appendix 3.**

### **Bromley Short Breaks Statement 2011**

#### **Consultation July – September 2011**

The draft Statement and summarised version were made available on Bromley web site throughout the consultation period.

Questionnaires aimed at Parents/Carers were distributed in hard copy and electronically via Special Schools, Summer Scheme Providers, Bromley Parent Voice web site, BAT and MENCAP websites/newsletters.

#### **Response to Consultation Process**

- There were a total of 65 completed questionnaires returned by individual parents/carers.
- Bromley Mencap and Bromley Parent Voice also responded with feedback from their members.
- 1 response to consultation from another professional.

Of the 65 questionnaires received from individual parents/carers 46 already receive short break services.

Of those who do not receive short break services the reasons given were as follows:-

- Did not know services were available
- Did not know how to access such services
- Some answered no, but then by following answers it was clear they are receiving commissioned services that they have not perceived as part of the statutory short breaks provision. (These included the Riverside Scheme and even Direct Payments.)
- Children not eligible either due to 'pre-diagnosis' status or disability mild/moderate/ADHD etc.

Of those who are already accessing short breaks services 26 are receiving more than one service.

#### **Key Themes/Outcomes from all the responses are as follows:-**

##### **Information**

There is still a need for us to improve getting information about short break out to parents and carers borough wide. Many suggested this could be achieved by partnership working with all the schools and needed to also include mainstream and out of borough schools.

At present the distribution of information is leading to some parents getting it from more than one source and some not getting it at all.

Information needs to be clear and jargon free and also developed in 'easy read' formats.

## **Eligibility Criteria**

Mixed responses to peoples understanding of this and how decisions are made about levels of service provision.

Most accepted the need for trying to allocate resources fairly.

Responses also indicate ongoing difficulties for parents/carers needing support 'pre-diagnosis' or where disability has not been assessed as 'substantial' etc. These parents need better signposting to other services that may offer them support, and also need more support to access universal provision that has been adapted to meet their children's needs.

Introduction of the Local Offer was welcomed by some, but better explanation is still needed when re-assessment may have led to changes in care packages.

Bromley Parent Voice have also asked for representatives to be involved in any future review of the eligibility criteria and tools used in decision making processes.

## **Flexibility in use of provision**

Parents would appreciate more flexibility to be able to 'dip in and out of services' and also be able to pay for additional services if available.

There is also a request for paperwork related to Local level packages to reduce further particularly in relation to Direct Payment Services.

Some parents of physically disabled children would like their children to have greater access to universal provisions that have made the necessary adjustments by providing appropriate environmental changes/adaptations and trained support staff.

## **Transport**

This was brought up as an issue by only a minority of individual parents affected, but is known to be an issue for a wider number from the Bromley Parent Voice response.

## **Transition**

Parents/carers find the 'cut off' age to access short breaks via Children and Young Peoples Services of 18yrs difficult to understand when their children generally remain in school until 19 years.

They would also like to see short break provision tailored to provide opportunities for more independence skill training from 16-25 years and CYP and ACS working in closer partnership to achieve this.

## **Some suggestions / ideas for consideration out of consultation responses**

- 1) Include short break service information/dialogue in the Annual Review of Statement process.
- 2) Use of new CLDD terminology within eligibility criteria in line with new SEN guidance.
- 3) Closer partnership working with all schools in distribution of information related to short breaks.
- 4) Work in partnership with local voluntary partners to produce easy -read, jargon free information.
- 5) Involve Bromley Parent Voice representatives in any review of eligibility criteria and development of assessment tools/materials etc.  
Increase 'self referral' menu with more provision for disabled children who do not have ASD/Aspergers and for those 12-18 years of age. Hawes Down Centre suggested as good venue for development of such services. Also consider parents being able to pay for places at such services.
- 6) Development of home sitting service still seen as a priority need.
- 7) Increase provision and specialist support within universal services so that disabled children can access short break provision there.
- 8) Short break information event during spring term.

I would like to thank all parents/carers, professional and voluntary sector partners for their feedback and active participation in this short break consultation process.

There are some excellent suggestions that I hope will contribute to ongoing short break service planning and development.

We hope that the Bromley Young Advisors Group will also contribute feedback via their own evaluation of summer 2011 services and will become actively involved in the annual review of our Short Break Statement each year.

Jane Ching

Lead for Disabled Children's Social Work and Short Break Services

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# Agenda Item 7

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