



**Stockton-on-Tees**  
BOROUGH COUNCIL

**EFFICIENCY IMPROVEMENT AND TRANSFORMATION PROCESS  
BASELINE REPORT**

**CHILD PLACEMENTS AND RESIDENTIAL CARE**

**RESIDENTIAL AND SHORT BREAK PROVISION FOR CHILDREN  
AND YOUNG PEOPLE WITH COMPLEX AND ADDITIONAL NEEDS**

**August 2009**

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## 1) Introduction

- 1.1 This report focuses on a number of activities delivered by some of the service units sited within the Complex and Additional Needs (CAN) Team.

In particular the work of following teams is highlighted;

- **SEN Section**
- **Hartburn Lodge,**
- **OASIS,**
- **The Children with Medical Needs Team.**

- 1.2 As an aid to Members, the overall structure of the CAN team is detailed in Appendix 1 and Appendix 2 provides the definition of Complex and Additional Needs used within the Borough as was agreed in the 2007 Complex Needs Review..

## 2) Legal context

- 2.1 The activities of these service units are underpinned by a number of legislative frameworks including;

- the Children Act 1989, under which disabled children are defined as "*Children in Need*". Under the Act, Local Authorities have a general duty to "*safeguard and promote the welfare of children in their area who are in need... To promote the upbringing of such children by their families, by providing a range and level of services appropriate to those children's needs*"; In particular Sections 17 and 20
- the Children (Short-Term Placements) (Miscellaneous Amendments) Regulations 1995 defined short breaks as a series of short-term placements in the same place or with the same carer, where no single placement lasts more than four weeks and the total duration of placements is not greater than 120 days in any 12 month period
- The Special Educational Needs and Disability Act 2001 (plus attendant SEN Code of Practice and Regulations)
- the Disability Equality Duty, introduced into legislation in 2005, which requires organisations across the public sector (including schools and hospitals, local and central government) to be proactive in ensuring that disabled people are

treated fairly and are included in all aspects of policy development from the outset;

- Section 19 of the Education Act 1996 which provides that "each local authority shall make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, ...may not for any period receive suitable education unless such arrangements are made for them".
- Access to Education (DCSF 2002) statutory guidance which emphasises that no child should be without any educational provision for longer than 15 working days.
- Aiming High for Disabled Children (AHDC): better support for families (DCSF and DOH 2007) which aims to transform the access of disabled children to universal short breaks. See Appendix 4 for further information.

2.2 In addition local operations are underpinned by the Children and Young Person's Plan and also the Borough's 5 year Complex Needs Strategy (Altogether Better - July 2007)

<b>3) Aims of Services</b>			
<b>SEN Section</b>	<b>Hartburn Lodge</b>	<b>OASIS</b>	<b>Children with Medical Needs</b>
<p>Manages the local authority's statutory responsibility to identify, assess and provide for children with SEN.</p> <p>This includes securing out of borough residential placements for a small number of children and young people whose needs are unable to be met by within authority provision,</p>	<p>Provides targeted short break and overnight provision for a number of children with complex disabilities in order to;</p> <ul style="list-style-type: none"> <li>○ enhance their personal, social and emotional development</li> <li>○ support their families</li> <li>○ prevent children and young people coming into care.</li> </ul>	<p>Provides short break provision (non-residential) in the evenings, weekends and holidays for children with complex needs in order to;</p> <ul style="list-style-type: none"> <li>○ enhance their personal, social and emotional development</li> <li>○ support their families</li> <li>○ prevent children and young people coming into care.</li> </ul>	<ul style="list-style-type: none"> <li>○ provides a continuity of educational provision for children and young people who are unable to attend school due to specific medical and mental health needs.</li> </ul>

#### 4) Description of Service

SEN Section	Hartburn Lodge	OASIS	Children with Medical Needs
<p>is based at Wrensfield House and manages the statutory SEN responsibilities by:</p> <ul style="list-style-type: none"> <li>○ initiating statutory assessments (where appropriate)</li> <li>○ ensuring relevant advice and reports are collated within statutory timescales</li> <li>○ determining whether a Statement is issued</li> <li>○ securing any relevant provision.</li> <li>○ managing subsequent reviews and adjusting provision as necessary</li> <li>○ managing the transition to either an alternative educational provision or post 16/18 provision.</li> </ul> <p>N.B. the placement of young people in independent specialist provision is only a small part of the work of this team whose core duties are primarily focused on schools and provision within the Borough.</p> <p>Residential Special Educational Provision within the borough is provided through Stockton First Federation at Westlands School for</p>	<p>is a residential unit which provides for children and young people aged 6 to 18 who are more challenging to place with short breaks carers. This includes older children who require moving and handling, those with severely challenging behaviour and those with significant disabilities.</p> <p>There are up to 6 beds available per night over 364 days of the year.</p> <p>The duration and frequency of such provision ranges from an overnight stay up to a maximum of 14 continuous nights.</p> <p>This provision is part of a wider package of support available for children with disabilities. The unit provides children with experiences to enhance their development towards independence and also helps to reduce family pressure by providing a break from their ongoing care.</p> <p>The Unit is registered with and</p>	<p>is based in Thornaby and provides evening, weekend and school holiday period short breaks/activities for children and young people aged 8 to 18 with complex needs. The numbers attending each session vary between 4 and 9 with a total of 52 young people accessing this within a four week rolling period.</p> <p>In addition the team also is commissioned by Leisure and Cultural Services and the Aiming High for Disabled Children (AHDC) Grant to provide Summer Holiday Play schemes/Activities for children aged 3 to 18 across four venues (Ash Trees School, Abbey Hill School, Oasis and the Early Support Nursery). In 2009 approximately 140 children attended the play schemes.</p> <p>From 2010 the holiday scheme will be expanded through use of AHDC funds to secure Easter play/activity schemes as well.</p>	<p>is based within Redhill Children's Centre and North Tees University Hospital and provides up to 10 hours per week tuition for children and young people of statutory school age who</p> <ul style="list-style-type: none"> <li>○ are unable to attend school for medical reasons,</li> <li>○ for those suffering from acute anxiety and school phobia</li> <li>○ are pregnant school girls and young mums (n.b. nursery places can be arranged to assist young mums to continue their education up to the end of year 11)</li> </ul> <p>The team aims to secure the best possible educational outcomes, facilitating a phased return to mainstream school (where possible) and supporting young people in their transition to post 16 provision.</p>

<p>children diagnosed with BESD (Behaviour, Emotional and Social Difficulties). Placements are monitored by an annual review of the Statement although in some instances more frequently.</p> <p>This provision is made available for 4 nights per week term time only. It should also be noted that the school also provides a range of extended day activities as a means of keeping youngsters out of trouble, engaged in purposeful after school activities and providing the family with short break activities.</p> <p>Westlands as with any school is inspected by OFSTED and the residential provision has been consistently deemed as excellent.</p>	<p>inspected by OFSTED in accordance with the Children's Homes Regulations 2001 and the National Minimum Standards. In addition to the formal OFSTED inspections, Section 33 and 34 inspections take place monthly.</p>		
<p>Service Unit structure is</p> <p>Manager  Assistant SEN Officer  2 x Admin. Assistants  2.4 x Clerks  1.5 Clerk Typists</p>	<p>Service Unit structure is</p> <p>Manager  Assistant Unit manager  Senior Residential Care Officer  9 x Residential Care Workers  3 x Residential Care Workers (Nights)  3 x Domestic staff  2 x Cook</p>	<p>Service Unit structure is</p> <p>Manager  Senior Support Worker - level 3  7 x Support Worker - Level 2  4x Support Worker - Level 1  Domestic (10 hours)</p>	<p>Service Unit structure is</p> <p>Educational Co-ordinator  Deputy Ed. Co-ordinator  4 x Teachers  1 x Reintegration Officer  1.5 x Teaching Assistants  0.5 Clerk/Typist</p>

<p>Residential placement at Westlands School is determined by Statements Panel when a youngster needs an integrated package of education and care (sometimes described as a 24 hour curriculum). This may be decided at the initial assessment or following a subsequent review.</p> <p>Decisions to place young people in out of authority independent specialist provision are made following consideration by a multi agency placement panel (CMAPP) chaired by the Head of Children and Young People's Strategy. This Panel meets on a monthly basis and has the responsibility for ensuring all possible options to support a young person within the Borough have been explored. Inevitably cases are discussed because such internal options have failed.</p>	<p>Placement within Hartburn Lodge is determined following a specialist social work assessment of their own and family needs. Submissions from such specialist staff are then made to a weekly multi-agency placement panel with decisions being based on clear accessibility criteria which have been recently revised following consultation with users.</p> <p>The unit cost of placement per night is approximately £307 per night based on a 2:1 staffing ratio. This compares very favourably with the independent sector.</p>	<p>Whilst access to the summer play scheme and activities is by parental application, placement on the regular evening/weekend activities is determined through the weekly multi-agency placement panel and is based on clear accessibility criteria which have been recently revised following consultation with users.</p>	<p>Placement decisions are based on clear criteria which have been circulated to schools and in the case of children with physical or mental health needs have to be supported by a relevant medical consultant.</p> <p>Pregnant school girl placement is secured through either the Attendance Service or the Teenage Pregnancy Support Team. N.B. the majority of pregnant school girls remain at their local school and hence this provision is usually for students already disengaged.</p>
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## 5) Financial Information

SEN Section	Hartburn Lodge	OASIS	Children with Medical Needs
<p>For 2009/10 the authority has agreed to fund 15 residential places at Westlands at a unit cost each of approximately £29,000 each. In exceptional circumstances additional funding can also be driven</p>	<p>The budget for 2009/2010 is £624,689.</p> <p>Current expenditure against that budget is projected to be £629,573.</p>	<p>The budget for 2009/2010 is £300,685.</p> <p>Current expenditure against that budget is projected to be £300,684</p>	<p>The budget for 2009/2010 is £296,635.</p> <p>Current expenditure against that budget is projected to be £296,635.</p>

<p>in to provide enhanced levels of support. Such additional funds are up to a level of an extra £54,000 per student and are used to secure additional Care Assistant support..</p> <p>The budget for Out of Borough independent specialist provision in 2009/2010 is £1,402,704.</p> <p>Current expenditure against that budget is projected to be £1,400,273. However, that projection does not include the potential costs for any youngsters identified between now and the end of the financial year as requiring such provision. It is therefore likely that there will be an overspend against this budget.</p> <p>Appendix 3 provides a breakdown regarding children placed out of borough as of 1<sup>st</sup> September 2009, their key needs and individual costs. It should be noted that these youngsters' needs could not be met within borough.</p>	<p>The projected overspend has arisen as a result of a within year increase in sleeping allowance as determined through Job Evaluation</p>	<p>The Summer Play scheme is funded by income of £46,000 and will be fully spent</p>	<p>In order to secure up to 10 hours of tuition additional grant funds of around £35K are utilised.</p>
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## 6) Performance

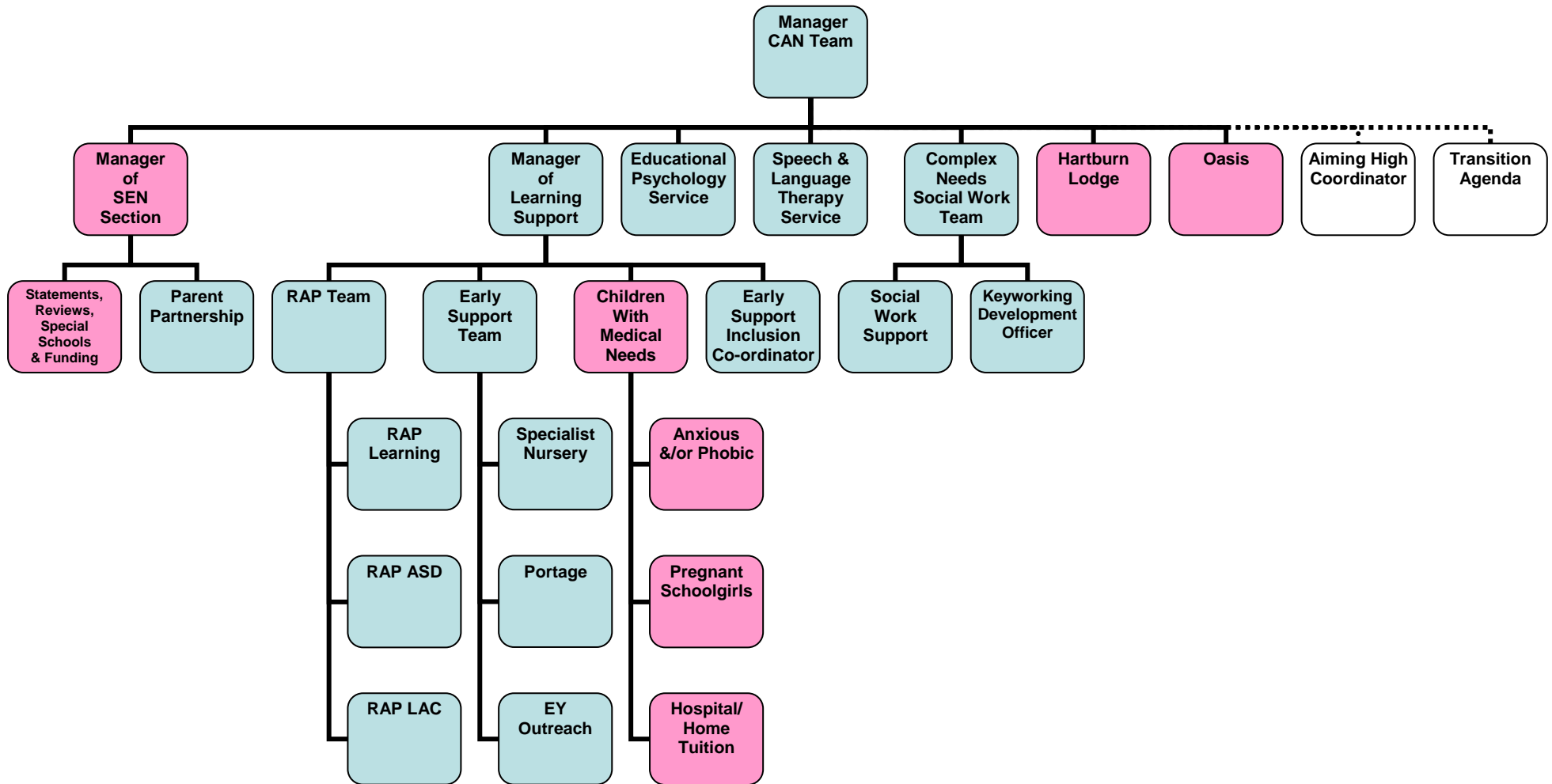
SEN Section	Hartburn Lodge	OASIS	Children with Medical Needs
<p>The Department for Children Schools and Families (DCSF) has set a target that in each local authority 95% of statutory assessments should be completed within 26 weeks in cases where there are no exceptions (NI103a) and 85% of cases where there are exceptions (NI103b).</p> <p>The current Performance is;</p> <ul style="list-style-type: none"> <li>o 100% for NI 103a and</li> <li>o 92.1%for NI103b.</li> </ul> <p>Hence the LA is fully compliant.</p> <p>Services for Children with Complex needs were rated as outstanding in the 2008 Joint Area Review</p> <p>It should be noted that in April 2010 a new National Indicator will be introduced (NI54) which will measure family satisfaction rates regarding the service provided.</p>	<p>The Centre is subject to an annual OFSTED inspection plus a 6 month review. with the exception of one in August 2008 being rated as good all other inspectionse have consistently rated the provision as being Outstanding.</p> <p>Unannounced Section 33 and 34 inspections likewise emphasise the high quality of the provision.</p> <p>User feed back is consistently excellent</p> <p>Services for Children with Complex needs were rated as outstanding in the 2008 Joint Area Review</p> <p>It should be noted that in April 2010 a new National Indicator will be introduced (NI54) which will measure family satisfaction rates regarding the service provided.</p>	<p>The centre is not subject to any external inspection regime but user and family feed back is consistently excellent.</p> <p>The Play scheme is highly regarded and is usually oversubscribed.</p> <p>Services for Children with Complex needs were rated as outstanding in the 2008 Joint Area Review.</p> <p>It should be noted that in April 2010 a new National Indicator will be introduced (NI54) which will measure family satisfaction rates regarding the service provided.</p> <p>A review of records shows that since 2008 the centre has received 4 certificates of merit and no complaints have been logged.</p>	<p>The centre is not subject to any external inspection regime but user, family and school evaluations at the end of each period of tuition are excellent.</p> <p>Services for Children with Complex needs were rated as outstanding in the 2008 Joint Area Review.</p> <p>It should be noted that in April 2010 a new National Indicator will be introduced (NI54) which will measure family satisfaction rates regarding the service provided.</p>

<b>7) Service User Feedback</b>			
<b>SEN Section</b>	<b>Hartburn Lodge</b>	<b>OASIS</b>	<b>Children with Medical Needs</b>
Positive parental satisfaction with assessment processes	Consistently excellent  This year the unit has received 31 compliments and no complaints	Consistently excellent	Consistently excellent
<b>8) Strengths</b>			
<b>SEN Section</b>	<b>Hartburn Lodge</b>	<b>OASIS</b>	<b>Children with Medical Needs</b>
<ul style="list-style-type: none"> <li>○ Specialist and knowledgeable staff</li> <li>○ Low level of SEN Tribunals</li> <li>○ Exceeding DCSF PIS</li> <li>○ Commitment to securing the voice of the child</li> <li>○ Commitment to Multi-agency working</li> <li>○ Ability to think/work "out of the box"</li> </ul>	<ul style="list-style-type: none"> <li>○ Providing sustained high quality support to families</li> <li>○ Exceeding inspection standards</li> <li>○ Being flexible yet providing a consistently safe, welcoming and secure environment for children/young people</li> <li>○ Facilitating transition to adult services</li> <li>○ A well established, stable and qualified workforce</li> <li>○ Being successfully embedded within the broader community</li> <li>○ Maintaining strong multi-agency links</li> </ul>	<ul style="list-style-type: none"> <li>○ Providing sustained high quality support to families</li> <li>○ Being flexible yet providing a consistently safe, welcoming and secure environment for children/young people</li> <li>○ Facilitating transition to adult services</li> <li>○ A well established, stable and qualified workforce</li> <li>○ Being successfully embedded within the broader community</li> <li>○ Maintaining strong multi-agency links</li> </ul>	<ul style="list-style-type: none"> <li>○ Specialist, experienced teaching and support staff who can provide individualised teaching, re-integration and promote access to alternative provision as necessary</li> <li>○ Flexibility and ability to work innovatively and creatively</li> <li>○ Strong multi-agency links</li> </ul>
<b>9) Key Service Challenges</b>			
<b>SEN Section</b>	<b>Hartburn Lodge</b>	<b>OASIS</b>	<b>Children with Medical Needs</b>
1. It should be noted that the budget for out of borough specialist provision is volatile and hence monitored monthly by both Finance and SEN Officers. Such	<ol style="list-style-type: none"> <li>1. Responding to changing national standards set by OFSTED</li> <li>2. An increase in more challenging young people</li> </ol>	1. Providing for short break/nursery provision for pre-school children from 2010 in response to the national increase in nursery hours. This	1. There has been a noticeable rise in secondary aged students with increasingly complex mental health needs being

<p>volatility in 2008/09 led to an overspend of some £161K against this budget. Such arises because;</p> <ul style="list-style-type: none"> <li>○ It is not possible to predict in advance the number of new young people who will require such provision.</li> <li>○ The costs of individual placements are driven by the often changing complexity of need displayed by each young person</li> <li>○ There are a limited range of external providers in the market place hence costs cannot easily be controlled</li> </ul> <p>There is a need to commission an additional range of specialist residential provision both at a local and sub regional level in order that youngsters with low incidence/high level needs can be supported within the locality. Such developments will need to be secured in collaboration with Stockton First Federation (Abbey Hill School and Westlands School), other local authorities, TEWV NHS Foundation Trust and other partners,</p>	<ol style="list-style-type: none"> <li>3. A lack of clarity around the role of provision made by TEWV for young people with major health needs and implications if this should close.</li> <li>4. Competition from the private sector where standards fall below those at Hartburn</li> <li>5. Stimulating the local universal services sector to enable the access of more young people with significant needs to a wider range of universal service short breaks</li> <li>6. Ensuring the implementation of the AHDC Strategy</li> </ol>	<p>is being developed in collaboration with the Early Support Nursery.</p> <ol style="list-style-type: none"> <li>2. Piloting a play scheme for 2 year olds</li> <li>3. Developing after school and day care provision for under 8s.</li> <li>4. Developing additional independence training facilities</li> <li>5. Widening the range of Play Schemes available</li> <li>6. Ensuring the implementation of the AHDC Strategy</li> </ol>	<p>referred which is putting pressure on the provision at Redhill</p> <ol style="list-style-type: none"> <li>2. Providing for an increasingly diverse and personalised curriculum in a range of settings and across a wide range of ages.</li> <li>3. The development of a new single hospital with increased emphasis on community based services will lead to earlier discharges and pressure on access to services</li> <li>4. The building at Redhill not being wholly fit for purpose.</li> <li>5. Implications from the recent White paper especially in respect of raising the school leaving age.</li> </ol>
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# Appendix 1 Complex and Additional Need Structure

Services included in this review are highlighted in



## Appendix 2 What are Complex and Additional Needs?

**Children with Multiple and Complex Needs** have a number of discrete needs - relating to their health, education, welfare, development, home environment and so on - that require additional support from more than one agency.

Their needs are often chronic and may be life-long. These different needs tend to interact, exacerbating their impact on the child's development and well-being.

Children with higher levels of need are often described as children with 'severe and complex needs' or children with 'significant and complex needs'.

Thus, to unpick the above, such children and young people have;

1. A spectrum of need which has been sustained for at least 6 months (and is likely to be ongoing).
2. Needs falling at the severe/profound end of a spectrum of intensity;
3. Needs falling across at least two of the areas below;
  - Acute and chronic medical difficulties,
  - Multiple and profound physical and/or sensori impairments,
  - Behaviour problems which are often challenging,
  - Significant Learning and or Language difficulties,
  - Parenting and Social Needs.
4. Intensive ongoing involvement of at least two agencies, usually drawn from;
  - Therapy services
  - Specialist Educational Services
  - Nursing and Medical Services
  - Social Work Teams (core teams or specialist personnel)
  - Mental Health Services

### Appendix 3 Out of Borough Placements (as of 1<sup>st</sup> September 2009)

	TYPE OF SCHOOL	YEAR GROUP	SEN CATEGORY	ANNUAL FEE	RELEVANT CONTRIBUTION			Day or Residential
					Education	Social Care	Health	
JB	Charity Independent	Y8	ASD	£204,986.00	50%	50%	NIL	Residential
AC	Not charity Independent	Y9	BESD	£132,962.20	50%	50%	Therapeutic costs of approximately £200 per week when required.	Residential
MJD	Charity Independent	Y11	BESD	£96,951.15	50%	50%	NIL	Residential
MG	Not Charity Independent	Y5	BESD	£204,137	50%	50%	NIL	Residential
MAH	Non-Maintained	Y12	ASD	£51,977	100%	NIL	NIL	Day
JH	Charity Non-Maintained	Y9	BESD	£60,137.00	100%	NIL	NIL	Day
TH	Not Charity Independent	Y10	BESD	£164,771.95	50%	50%	NIL	Residential
CH	Charity Independent	Y8	ASD	£186,277.00	66%	NIL	33%	Residential
AJ	Not Charity Independent	Y11	BESD	£31,824	100%	NIL	NIL	Day
AK	Charity Independent	Y12	ASD	£253,244.72	33%	33%	33%	Residential
JL	Charity Independent	Y6	ASD	£39,465	£39,465	NIL	NIL	Day
LM	Not Charity Independent	Y11	BESD	£26,325.00	100%	NIL	NIL	Day
CM	Charity Independent	Y9	BESD	£101,768.07	50%	50%	NIL	Residential

PO	Not charity Independent	Y10	BESD	£135,470.00)	50%	50%	NIL	Residential
HS	Non-Maintained	Y9	ASD	£51,978	100%	NIL	NIL	Day
OR	Charity Independent	Y7	PMLD	£189,541.80	33%	33%	33%	Residential
BT	Not charity Independent	Y10	BESD	£262,860	50%	50%	NIL	Residential
AW	Not Charity Independent	Y9	BESD	£93,883	100%	NIL	NIL	Residential

It should be noted that;

- Of the children above only 2 were placed out of borough during since September 2008 with the other 16 having been there prior that date.
- 33% of the students have an ASD diagnosis and 61% have a BESD diagnosis,
- The average cost for an out of borough ASD Residential place is nearly £215K
- The average cost for an out of borough ASD Day place is nearly £48K
- The average cost for an out of borough BESD Residential place is nearly £149K
- PCT contributes to the funding for 3 youngsters and provides additional therapy for 1 as required

Age distribution

Y5	Y6	Y7	Y8	Y9	Y10	Y11	Y12
1	1	1	2	5	3	3	2

## Appendix 4 Aiming High for Disabled Children – an overview

In *Aiming High for Disabled Children: better support for families* (DCSF May 2007) the government announced a range of measures to transform services for disabled children and their families.

The measures include a core offer setting out national expectations and a national indicator intended to capture parental experiences of local services in respect of those expectations.

AHDC also announced a number of significant investments covering access to childcare, transition support and parent forums. However, by far the largest investment was some £269m of revenue funding over 2008-11 to enable PCTs and Local Authorities to work together to *significantly increase the range and number* of short breaks for Disabled Children. In further support of this, new growth funding has been additionally included in PCT baseline allocations with a clear expectation that this should complement the LA funding.

Notional Funding allocations to the LA over the next 3 years are;

	Revenue Funds (£1000)	Capital Funds (£1000)
2008/09	40	0
2009/2010	251.7	125.6
2010/2011	812.1	293.0

It should be noted that to date there is no clarity as to the level of anticipated PCT investment.

DCSF guidance makes it very clear that this funding should;

- transform services and expand the types of short break provision available,
- increase access to provision,
- provide services in different ways (e.g. personalisation agenda),
- enhance the quality of provision and
- create enhanced access for children suffering from inadequate/lack of provision.



It should be noted that DCSF sees transformed short break services as lasting and that AHDC should not be seen as a time limited initiative. Indeed there will be legislative changes to make short break provision a statutory service with short breaks being not purely for carers in crisis but also to have a preventative/early intervention role by maintaining and improving the quality of care parents would wish to provide. These statutory changes are due from April 2011.

This project is very much driven by governmental imperatives and as such its parameters have been largely pre-determined. Thus

1. The Government has published a draft Core Offer which encompasses standards on 5 elements covering: information, transparency, participation, assessment and feedback. It is expected that all local authorities will provide this by April 2011. (see Draft Core Offer Standards paper - DCSF and DH February 2008)
2. No funding can be carried over.
3. The government has commissioned SERCO and Contact a Family operating together as TDC (Together for Disabled Children) to undertake an analysis of each LA's needs and strategies in order to determine what support will be needed. They will also monitor the progress made by each authority in developing a local transformational delivery plan (which has been duly approved by DCSF) and the use of the available funding in support of this.
4. If it is judged that an authority has undertaken insufficient preparatory work or is not transforming services in line with the delivery plan then funding will be reduced or not be approved.
5. There is a clear expectation that the LA should not automatically assume the role of provider but rather will work with independent providers to secure a diverse market.
6. There is also an expectation that parents, carers, the Voluntary and Independent sector will be major partners in developing the strategy and shaping future provision within the Borough.

One of the conditions of the Aiming High for Disabled Children funding is that we increase the number of short break opportunities available to the disabled children and young people whose needs tend to be most difficult to meet. These children tend to fall into 5 priority groups:

1. children and young people with Autistic Spectrum Disorder who have other difficulties, such as severe learning disabilities or challenging behaviour.
2. children and young people with complex health needs. This includes those who need palliative care, those who are technology dependent and require specialist care, as well as other children and young people with both complex health needs and other physical, cognitive or sensory disabilities.
3. children and young people with moving and assisting needs that will require equipment and adaptations. These children are likely to have physical disabilities, and many of them will also have learning and/or sensory disabilities
4. children and young people where challenging behaviour is associated with other disabilities (e.g. severe learning disability). Their behaviour challenges services or causes injury to themselves or others.
5. young people aged 14+ who are severely disabled and require services that are appropriate to their age