



Cabinet

18 APRIL 2011

**CABINET MEMBER
FOR CHILDREN'S
SERVICES**

*Councillor Helen
Binmore*

**SHORT BREAKS FUNDING FOR DISABLED
CHILDREN**

**Wards:
All**

The Council is committed to retaining services to disabled children at the current level. To achieve this a funding gap needs to be bridged, given the reduction in central government grants to the Council.

CONTRIBUTORS

AD Children's Social
Care
ADLDS
DFCS

**HAS A EIA BEEN
COMPLETED?
YES**

**HAS THE REPORT
CONTENT BEEN
RISK ASSESSED?
YES**

Recommendations:

- 1.: That additional funding of £270,000 for Short Breaks, as set out in para. 4.3 of the report, be approved.**
- 2. That authority be delegated to the Cabinet Member for Children's Services in conjunction with the Director of Children's Services, to decide on the specific allocation of this additional funding between the various services outlined in Appendix 3.**

1. BACKGROUND

- 1.1. The Council is committed to maintaining the services to disabled children at the current level in recognition of the importance these services have to families in the borough and the need for disabled children to have the same opportunities as their peers. To achieve this a funding gap needs to be bridged. This gap has arisen as a result of the central government reduction in funding through the Revenue Support Grant and the Early Intervention Grant. This report seeks agreement to additional funding of Short Break services for families with disabled children.
- 1.2. Short Breaks are an important support to families with disabled children. Many disabled children need a high level of one to one attention from their parents throughout the day and sometimes for periods during or throughout the night. This puts pressure on the parents who value even a short time away from providing the direct care to their child to enable them to recharge their batteries or give attention to other members of their family.
- 1.3. Short Breaks can range from 1 – 1 support in the child’s home for a few hours to residential respite care overnight, and include direct payments enabling families to purchase their own break, specialist play provision, family based breaks with specialist carers, 1 – 1 support from specialist carers in the child’s home or the community.
- 1.4. The government previously supported the expansion of Short Breaks provision through the 3 years of the Aiming High grant (ending March 2011). From April 2011 the financial support for Short Breaks is included in the Early Intervention Grant. The EIG is 12.5% lower than the sum of the grants it replaced – see Appendices 1 and 2.
- 1.5. In order to maintain Short Break services at the current level, it is necessary for an additional £270,000 to be allocated for Short Break services from contingency funds.

2. SHORT BREAK SERVICES

- 2.1. Using Social Care and Health data, it is estimated that there are 475 disabled children with high levels of need in Hammersmith and Fulham.
- 2.2. Each child is different and so are their support needs. The disability may vary from a communication disability like autism to a physical disability like cerebral palsy.
- 2.3. The type of service valued by families will vary. The residential respite service at the Haven is used by families where the children have a high level of need and where an overnight break is important to the family. Some families prefer to arrange the care themselves and through the “direct payment” provision ask that the money that would have been

spent on providing the service is given to the family for them to purchase their own break.

- 2.4. In addition, families with disabled children often find it hard to access the mainstream play and day care provision that other children and their families can access. So Short Breaks can provide either support to enable the disabled child to attend a mainstream service (by providing a 1 – 1 carer) or can enable access to specialist play services for disabled children.
- 2.5. The key aim of Short Break services is to enable children to remain at home and the family to stay together. For some families the strain of caring for their disabled child is too much and the request that their child is looked after by the Council. Of the 22 children currently in residential care, 7 are disabled children (therefore disabled children are 33% of the looked after residential care population compared to 1.5% of the general Hammersmith and Fulham child population). So Short Breaks are an important preventative measure to keep families together and also a positive cost reduction measure if children can be kept out of residential care.

3. COST OF SHORT BREAKS

- 3.1. The cost of Short Breaks varies according to the type of provision, with direct payments (£12.32 per hour) and 1 – 1 support in the home (£18.50 per hour) the least expensive, and the high support provision at the Haven the highest at £35 per hour.
- 3.2. The total packages of care that families receive varies according to their level of need but is usually between £5k and £10k per year.
- 3.3. The cost of residential care for disabled children is significantly higher and is between £100k and £200k per year with the current children in placement costing an average of £155k.

4. BUDGET GAP RE EXPENDITURE ON SHORT BREAKS

- 4.1. The range of Short Breaks provision and the £2.5m overall expenditure in the year ending March 2011 on Short Breaks is shown in Appendix 3.
- 4.2. Given the reduction of central government funding through the Revenue Support Grant and the Early Intervention Grant there is a gap between the cost of maintaining the level of service and the current budget allocation for disabled children for the year 2011-2012.
- 4.3. The gap is £270,000. Hence the request through this report for additional funding to be release from the contingency. Without this gap being covered there would be an impact on support to families with disabled

children as services would have to be reduced from the current level.

- 4.4. In order to reduce the dependency on Council funding the commissioning section of the department is working with voluntary providers to help them become self sufficient through obtaining other sources of funding.

5. RISK MANAGEMENT

- 5.1. The key risk is the likely increased risk of children needing to become looked after if there was a reduction in preventative Short Breaks services.

6. EQUALITY IMPLICATIONS

- 6.1. One of the aims of Short Breaks services is to ensure that disabled children have the same opportunities as non disabled children. The opportunity to remain living at home with their parents, to have access to play and leisure facilities and to socialise with their peers.

7. COMMENTS OF THE DIRECTOR OF FINANCE AND CORPORATE SERVICES

- 7.1. As part of the approved 2011/12 Budget, a contingency of £2.4m was established. This funding was not confirmed until the Local Government Finance Settlement was published and the Council wanted more time to properly consider how use of such resources should be prioritised.
- 7.2. Authority is now sought to draw down £270,000 from the contingency to enable the department to continue with the current level of support provision for families with disabled children. This funding will be in addition to the revenue funding in the 2011/12 estimates and will allow the Council to spend £2.5m in total.

8. COMMENTS OF THE ASSISTANT DIRECTOR (LEGAL AND DEMOCRATIC SERVICES)

- 8.1. Local authority provision for short breaks has previously been made under legal powers under s17(1) Children Act 1989 which provides that every local Authority has a duty to safeguard and promote the welfare of children in need within their area. The Children Act 1989 as originally drafted did not contain an explicit provision as to short breaks.
- 8.2. Section 25 of the Children and Young Persons Act 2008 introduces a specific provision by inserting at para 6(1)(c) Schedule 2 Children Act

1989 a duty to assist individuals who provide care for such children to continue to do so, or to do so more effectively, by giving them breaks from caring.

8.3. Section 25 comes into force on 1st April 2011, as on the same date do The Breaks for Carers of Disabled Children Regulations 2010.

9. RECOMMENDATION

- 9.1. Agreement is given for an additional sum of £270,000 to be released from the contingency to fund Short Breaks respite care services in order that services can be maintained at their current level.
- 9.2. Authority is delegated to the Cabinet Member for Children's Services in conjunction with the Director of Children's Services to allocate the funding as appropriate between the various services outlined in the Appendix 3.

LOCAL GOVERNMENT ACT 2000 LIST OF BACKGROUND PAPERS

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	Aiming High for disabled children	Steve Miley. 2300	Children's services. Cambridge House
CONTACT OFFICER:		NAME: Steve Miley EXT. 2300	

APPENDIX 1 EARLY INTERVENTION GRANT ALLOCATION

	2010-11 Current Funding streams Early Intervention Grant replaced	Early Intervention Grant 2011-12 allocations	Early Intervention Grant 2012-13 allocations
Grant to Hammersmith and Fulham	£10,8m	£9,5m	£9,64m 79
% reduction in the EIG		12.5%	10.9%

APPENDIX 2 FUNDING STREAMS EIG REPLACED

Former funding streams for Children, Young People and Families

The new Early Intervention Grant replaces a number of former funding streams. These are:

Grant Name	2010-11 Allocation £m
Sure Start Children's Centres	1,135.148
Early Years Sustainability- including funding for sufficiency and access, quality and inclusion, buddying, holiday child care and disabled access to childcare	238.044
Early Years Workforce - quality and inclusion, graduate leader fund and every child a talker	195.701
Two Year Old Offer - Early Learning and Childcare	66.757
Disabled Children Short Breaks	184.647
Connexions	466.732
Think Family	94.196
Youth Opportunity Fund	40.752
Youth Crime Action Plan	11.975
Challenge and Support	3.900
Children's Fund	131.804
Positive Activities for Young People Programme	94.500
Youth Taskforce	4.344
Young People Substance Misuse	7.002
Teenage Pregnancy	27.500
Key Stage 4 Foundation Learning	19.882
Targeted Mental Health in Schools Grant	27.818
Contact Point	15.000
Children's Social Care Workforce	18.156
Intensive Intervention Grant	2.800
January Guarantee	6.000
Child Trust Fund	1.325
DfE Emergency Budget Reduction	-311.000
Total Grants	2,482.982

APPENDIX 3

FULL LIST OF SHORT BREAKS PROVISION/EXPENDITURE 2010/2011*

	service	type of provision	age range	expenditure for 2010/2011 and for 2011/2012
1	Haven residential respite	Residential care overnight and day care for those children with the highest levels of need.	9 – 18	£668,723
2	Shared care	family based respite care – can be overnight or day care	All	£144,839
3	Sessional support at home or the community	Short periods of flexible 1 – 1 support that can be used in the family home, taking the child out, or for emergency situations over night in the family home.	All	£50,000
4	Agency support at home or the community	Similar to sessional care but the carer comes from an agency and not recruited by the Council.	All	£940,346
5	Direct payments	The equivalent cost of support is provided to the family to purchase their own packages of support in the way that best meets their needs.	All	£499,778
6	1 – 1 support to enable access to in mainstream play services	1 – 1 worker attends the play service with the child in situations where the child would otherwise not be able to attend.	Under 5	£50,000
7	Queensmill play scheme	Day play scheme at weekends and holidays.	9 +	£77,800
8	HAFAD summer scheme	1 – 1 support for children to attend the holiday play scheme during school holidays.	5-19	£42,000
	TOTAL EXPENDITURE ON RESPITE CARE SERVICES			£2,473,486

* Expenditure includes full staffing costs as well as the direct cost of provision.