

SHORT BREAK NEEDS ASSESSMENT

November 2018

Draft

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1.0 Introduction

- 1.1 This needs assessment has been produced by RMBC Children's Commissioning Team to inform the development of Rotherham's Short Break Services. Needs analysis forms the basis of evidence-based commissioning.
- 1.2 The methods we used to develop the needs assessment were:
- a desktop review of contract performance data and current research;
 - meetings with current service providers;
 - questionnaire/focus groups/ discussions with children; and
 - questionnaire/focus groups/ discussions with parents and carers of children
 - meetings with a number of neighbouring authorities

Rotherham Council's Children's Commissioning

- 1.3 The vision for Children's Commissioning is:
- "We will commission in partnership to offer timely intervention to support the resilience of children, young people, families and communities in Rotherham, promoting wellbeing and positive life opportunities by using all of our collective assets in a creative and innovative way."
- 1.4 Our Approach to the development of Services in Rotherham is based on:
- **One Market** We will make sure that we "right source" our services – whether that means they are provided in-house or externally.
 - **Co-production and Voice & Influence** We will listen to the young people who use our services, their families and carers to get an understanding of what works, what doesn't work and what needs to improve.
 - **Asset and Strength Based** We will adopt an approach that empowers families and helps them to resolve their own challenges and build resilience for the future.
 - **Quality Assurance** We will ensure that commissioned services deliver excellent outcomes for children and young people.
 - **Market Management and Shaping** We will build strong relationships with providers so that we can understand what the local market can deliver.

- **Safeguarding** We will keep our children and young people safe. Keeping children and young people safe and healthy is at the heart of everything we do.
 - **Outcome Focused** We will focus on the differences our services make to children and young people's lives.
 - **Partnership Working** Our newly negotiated dynamic relationship with partners, communities and third sector organisations aims to align our key priorities and make clear what our respective contributions are.
 - **Family and Child Friendly** We will take a strategic approach to the understanding and identification of the future needs of Rotherham children and families, utilising our data and local intelligence to support a life journey approach.
- 1.5 The purpose of this document is to review current provision and provide an evidence base to develop further commission options. The needs analysis also informs the short breaks statement (which is a statutory requirement for all local authorities).
- 1.6 The provision of Short breaks is a statutory duty of the council. Short breaks are a range of services aiming to support parents and carers caring for their child or young person with SEND (Special Educational Needs and Disabilities).
- 1.7 A short break is a good quality positive activity for children and young people with or without their parents or carers. Short breaks can range from an after school club to overnight stay. Short breaks can be evening's weekends or in the school holidays. Short breaks allow the parent or carer to have a break from caring for the child. Short breaks should not be relied upon to allow parents and carers to work.
- 1.8 Short breaks are different to childcare. Childcare is care provided for children to enable their parents or carers to work and is regulated by the Childcare Act 2016.

2.0 National and Local Context

- 2.1 This Needs Analysis is informed by a wide range of current national legislation, the most relevant of which are:

- Chronically Sick & Disabled Person's Act 1970 (CSDPA);
- Children Act 1989, Section 17;
- Carers and Disabled Children Act 2000;
- Children and Young Persons Act 2008;
- Short Breaks Guidance 2011;
- Children and Families Act 2014;
- Care Act 2004;
- Data Protection Act 1998;
- Human Rights Act 1998;
- Care Standards Act 2000;
- Children Leaving Care Act 2000;
- Freedom of Information Act 2000;
- Sexual Offences Act 2003;
- Children & Adoption Act 2002 and 2006;
- Equality Act 2010;
- Education Act 1996 and 2011; and
- Working Together to Safeguard Children 2015

- 2.2 The Council has a duty to make services available to meet the assessed needs of both children and young people with disabilities and their parents/carers.
- 2.3 The Children Act 1989 places a general duty on Local Authorities to provide social care services for children 'in need' for the purposes of safeguarding and promoting their welfare. In order to identify the needs of the child, an assessment is undertaken under Section 17 of the Children Act 1989. However, an individual right to services is only determined by the CSDPA.
- 2.4 Section 2 of the CSDPA (following an amendment as legislated by the Children and Families Act 2014), places a duty on Local Authorities to make necessary arrangements to meet the assessed needs of a child "in need" as defined by the Children Act 1989.
- 2.5 Additionally, when deciding what services to provide to a disabled child, the needs of the parents/carers must also be taken into account. This means the range of services deemed necessary to meet the direct needs of the child (under the CSDPA) may also include services delivered to parents/carers for the indirect benefit of the child, such as those identified in the Breaks for Carers of Disabled Children Regulations 2011.
- 2.6 The most relevant local guidance documents/strategies are:
- The Rotherham Joint Strategic Needs Assessment (JSNA)
 - The Rotherham Children & Young Peoples Plan
 - The Looked After Children's Strategy 2016-2019
 - CYPS Sustainability Plan 2016-2021

- The Early Help Strategy 2016-2019
- CAMHS Local Transformation Plan
- SEND Sufficiency Strategy

3.0 A Demographic Profile of Rotherham 2018

Geography

- 3.1 Rotherham is one of four metropolitan boroughs in South Yorkshire and lies at the centre of the Sheffield City Region. The Borough is divided into 21 wards covering a wide diversity of urban, suburban and rural areas. Rotherham developed as a major industrial centre of coal mining and steel making which have shaped the Borough's character. Following the decline of traditional industries, regeneration has brought new opportunities to the area including service industries and advanced manufacturing. Rotherham is also proud of its environment where 70% is open countryside; there are 3 country parks and numerous urban parks.
- 3.2 The Borough covers 110 square miles and can be divided into three main areas. In the north are the Dearne Valley, Wentworth and Rawmarsh, featuring a number of small industrial communities, rural areas around Wentworth Woodhouse and regenerated industrial area at Manvers. Central Rotherham is a densely populated urban area with a range of commercial, industrial and residential uses, and an ethnically diverse population. The southern half of the Borough has a scattering of former mining communities and suburban villages set in an extensive rural area, which has strong commuting links to the nearby city of Sheffield. Sheffield and Rotherham form a single travel-to-work area with a large joint economy and overlapping housing markets.

Population and Age Structure

- 3.3 Rotherham has a steadily growing population which reached a record level of 263,400 in 2017. The population is growing as a result of natural increase (more births than deaths), net inward migration and increased life expectancy. Rotherham has 161,400 people of working age (61%) which is slightly lower than the English average.
- 3.4 Rotherham has an ageing population whereby the number of older people is increasing fastest, and their health and social care needs place increasing pressure on care and support services at a time of prolonged financial constraint. There are 51,000 people aged 65+ including 6,000 people aged 85+ whose numbers are projected to increase by a third over the next 10 years.
- 3.5 There are 50,900 children aged 0-15 in Rotherham and 26,100 young people aged 16-24. Whilst the majority get a good start in life, child poverty is highly polarised across the Borough and life chances can vary greatly. In the most

deprived areas, 25% of the population are aged 0-15 but in the least deprived, the proportion is only 16%. Rotherham has a lower proportion of young people aged 18-24 than the national average due to people moving elsewhere to study or work. The number of Looked after Children in the Borough has increased from 380 in 2012 to 610 in 2018.

Gender

- 3.6 Of Rotherham's population of 134,000 (50.9%) are female and 129,400 (49.1%) are male. There are more males than females up to the age of 24 as more boys are born than girls. Amongst those aged 69 years and over, women outnumber men as a result of longer life expectancy, so that two thirds of people aged 85+ are women.

Race/Ethnicity

- 3.7 According to the 2011 Census, 20,842 people in Rotherham identified themselves as belonging to Black and Minority Ethnic (BME) groups, or 8.1% of the population. This proportion is well below the national average although the number of BME residents doubled between 2001 and 2011. The number in 2016 probably exceeds 26,000 or 10% of the population. The largest BME group is Pakistani and Kashmiri who numbered 7,900 in 2011.
- 3.8 At the time of the 2011 Census, there were 13,147 people born outside the UK and living in Rotherham or 5.1% of the population, compared with 6,473 in 2001. The number has since increased further through migration, especially from Slovakia, Poland and latterly Romania. New migrant communities and growing ethnic diversity have brought challenges to public services in ensuring equality of access to people from different cultural backgrounds. Pupils from Black and Minority Ethnic (BME) groups made up 16.6% of the school population.

Health and Longevity

- 3.9 Life expectancy for males in Rotherham is 1.4 years below the national average and for females the gap is greater at 1.9 years. However, the gap in healthy life expectancy is over 5 years for both males and females. Health inequalities within the Borough are illustrated by the 9.5 year gap in life expectancy for men living in the most deprived areas and the least deprived, and a 7 year gap for women. Particular health and lifestyle concerns in Rotherham are obesity, alcohol and smoking related illness, cancer smoking in pregnancy and low breastfeeding initiation. Older people in Rotherham are far more likely to be disabled and be in poor health than average.

Disability

- 3.10 The 2011 Census showed that 56,588 (21.9%) of Rotherham's population had a long term health problem or disability and 11.3% said their day-to-day activities were limited a lot by long term conditions (8.3% nationally). In November 2016, 30,306 Rotherham residents (11.6%) claimed Disability Living Allowance (16,680), Personal Independence Payment (6,100) or Attendance Allowance (7,516).

Social Deprivation and Economic Inequality

- 3.11 According to the Indices of Deprivation 2015, Rotherham is the 52nd most deprived district in England, amongst the 16% most deprived. A key feature of deprivation since 2007 is polarisation with deprivation increasing in the most deprived areas and reducing in the least deprived. The 2015 index showed 20% of people in Rotherham living in areas amongst the 10% most deprived in England compared with only 12% in the 2007 index. The central areas of Rotherham and pockets in other parts of the town are very deprived whilst many suburban and rural areas are quite affluent.
- 3.12 Of the working age population, 121,100 (76.1%) are economically active and 114,400 people (71.9%) are in employment, both below the national average. 6,750 people, or 4.2% of working age residents regard themselves as unemployed of which 2,700 were claiming JSA in November 2017. 8.7% of the working age population have no qualifications, above the national average. In 2017, gross weekly pay for Rotherham residents was £494 (full-time) compared with £502 in Yorkshire and Humber and £556 in England (median earnings). Levels of pay are lower than in the region and nationally, especially for women who earn an average of £283 (full and part time) per week compared with £494 for men. Rotherham women earn only 57% of men's pay compared with 66% nationally.
- 3.13 Rotherham is a Borough of contrasts and different parts of the community have been affected by economic change over the long and short term. One in nine people aged 16-64 are workless as a result of either unemployment or long term sickness. The latter affects 10,900 people or 6.9% of the working age population, well above the national average of 4.6%.

4.0 The Needs of Young People in Rotherham

Census Data

- 4.1 The 2011 Census showed a total of 2,376 children aged 0-14 years in Rotherham who had a long term health problem or disability which limited their day to day activities, 5.2% of the cohort. The Census also showed that 1,077 children had their activities limited a lot (2.3%). Of these only 30.5% and 67.4% respectively had registered on the Children's Disability Register. It should be noted, however, that 87 registrations on the Register do not include accurate address information. The Census also showed 3,138 children and young people aged 0-19 with a long term health problem or disability or 5% of all aged 0-19. However, there is no distinction between those limited a little or a lot in this age range.
- 4.2 Of the 2,376 children aged 0-15 with a long term health problem or disability, 2,096 were White British (88.2%), 151 were Asian (6.4%), 69 were multiple heritage (2.9%) and 62 were of other ethnicities (2.6%). In terms of gender, 1,947 were male (62%) and 1,191 were female (38%).
- 4.3 The projected numbers of disabled children and young people in 2018, based on 2011 prevalence rates, would be 2,296 aged 0-14 and 3,134 aged 0-19. These are similar to the 2,356 aged 0-14 entitled to Disability Living Allowance (DLA) and 3,263 either entitled to DLA or claiming Personal Independence Payment (PIP) aged 0-19.
- 4.4 Figure 1 sets out the information from the 2011 Census and 2016 estimates, showing where in the borough disabled children live based on social care locality.

Social Care Locality	Children and Young People with long term health problem or disability	Children and Young People with long term health problem or disability - limited a lot
Rotherham North	803 (2011) 793 (2016)	364 (2011) 359 (2016)
Rotherham Central	1,083 (2011) 1,079 (2016)	491 (2011) 489 (2016)
Rotherham South	1,252 (2011) 1,272 (2016)	568 (2011) 577 (2016)

	3,138 (2011)	1,423 (2011)
Total	3,144 (2016)	1,425 (2016)

Figure 2 shows which areas are included in which locality

Locality	Areas Covered
Rotherham North	Wath, Swinton, Kilnhurst, Brampton, West Melton, Wentworth Rawmarsh, Parkgate, Dalton, Thrybergh, East Herringthorpe, Ravenfield
Rotherham Central	Town Centre, Eastwood, East Dene, Herringthorpe, Broom, Whiston, Moorgate, Kimberworth, Ferham, Masbrough, Thorpe Hesley, Greasbrough, Wingfield
Rotherham South	Brinsworth, Thurgroft, Bramley, Wickersley, Maltby, Dinnington, Anston, Wales, Aston, Kiveton Park, Woodsetts, Treeton, Catcliffe, Waverley, Laughton, Aughton, Swallownest

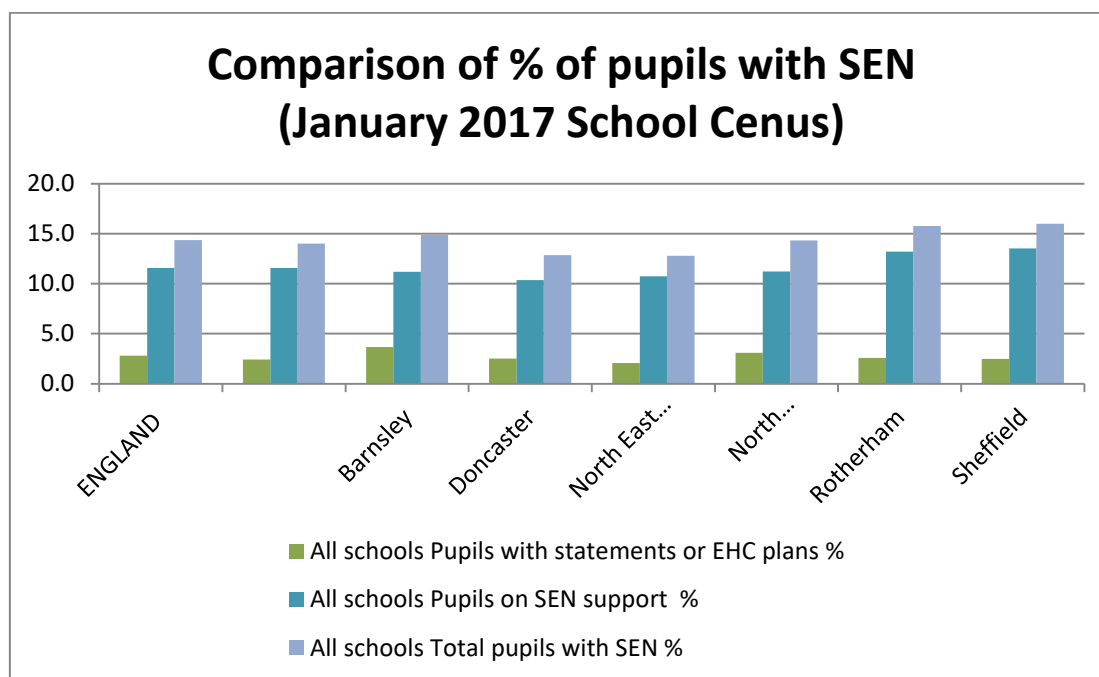
Social Care Locality	Children and Young People with long term health problem or disability	Total no. of Children and Young People aged 0-19
Rotherham North	803 (2011) 793 (2016)	16,053 (2011) 15,850 (2016)
Rotherham Central	1,083 (2011) 1,079 (2016)	20,671 (2011) 20,600 (2016)
Rotherham South	1,252 (2011) 1,272 (2016)	25,506 (2011) 25,920 (2016)
Total	3,138 (2011) 3,144 (2016)	62,230 (2011) 62,370 (2016)

Special Educational Needs

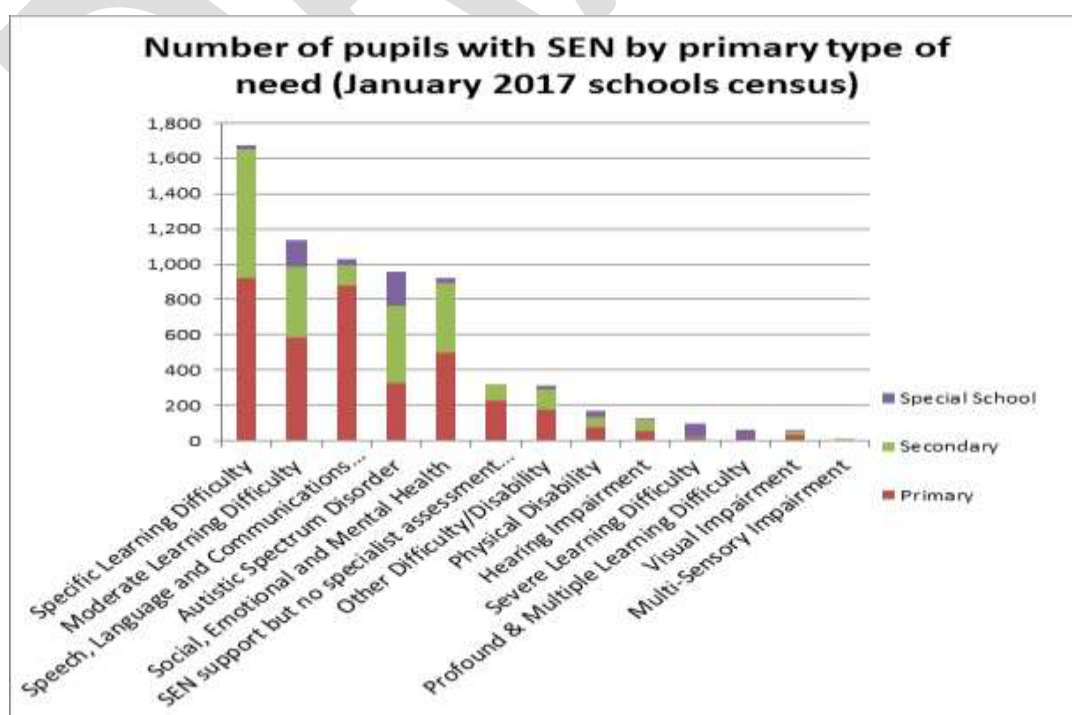
- 4.5 In contrast to the number of children registered as disabled, there are 7,070 children in schools who are identified as being in some form of need for additional help to learn (Special Educational Needs or SEN). Special Educational Needs in schools has the following designations:
- 4.6 Education, Health and Care plan (EHCP) - Some children or young people with more complex educational needs may need more support than what can be provided in a mainstream education setting (e.g. a college, school or nursery). An EHCP sets out what their needs are and the support they will get to help them achieve their goals. EHCP's replaced Statements of Special Educational Need and Section 139 Learning Difficulty Assessments (LDA).

4.7 Special Educational Needs Support- help for children and young people with SEN that is additional to or different from the support generally given to most of the other children of the same age.

4.8 Figure 4 sets out the percentage of children with SEN needs.

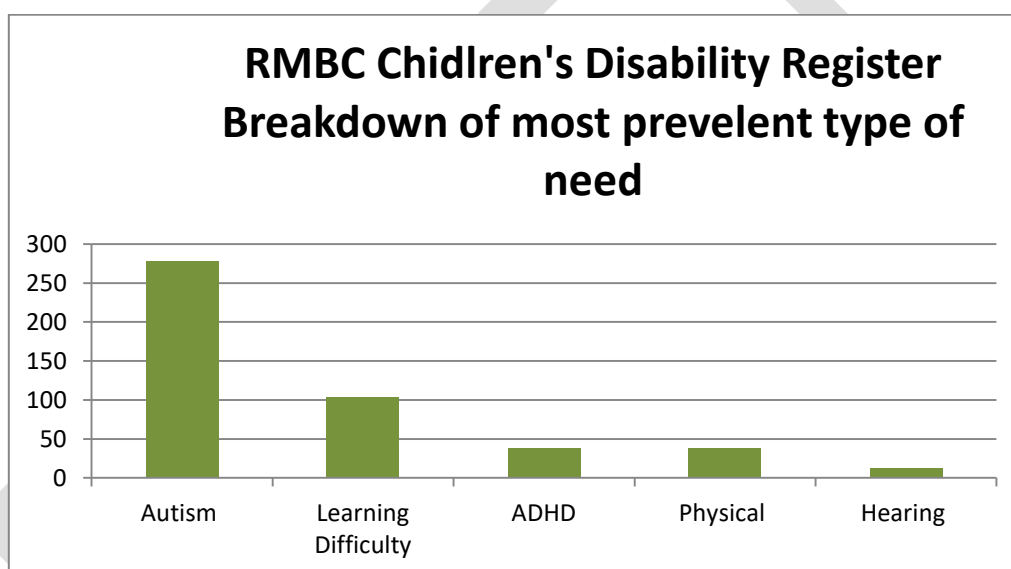


4.9 Figure 5 sets out the primary type of need

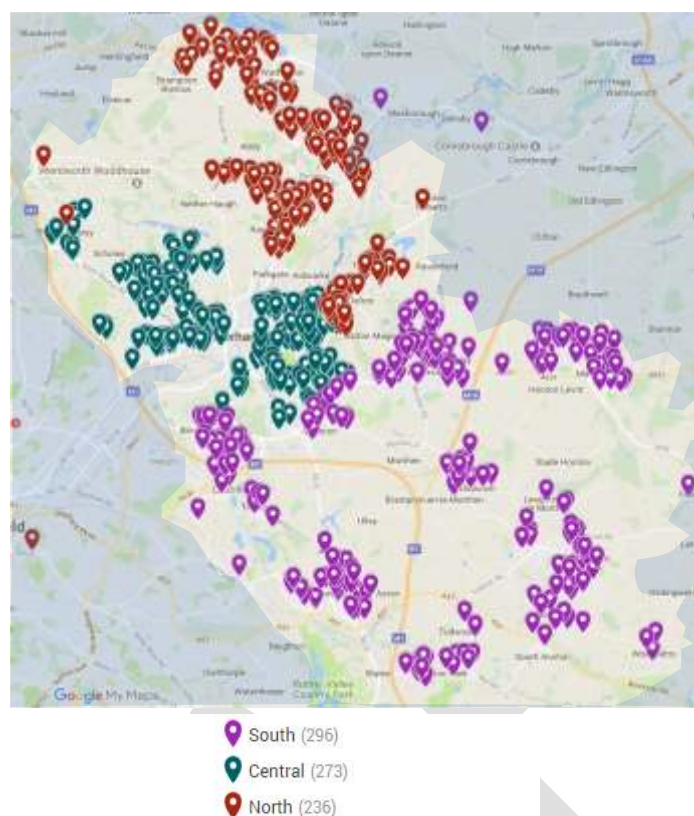


Children's Disability Register

- 4.10 Although there is a statutory requirement under the Children's Act 1989 for local authorities to maintain a register of disabled children, because registration is voluntary it is not a good source of data on the actual prevalence and characteristics of disabled children. At October 2018 there were 840 children and young people registered.
- 4.11 The tables below show a breakdown of registered children by age. As might be expected few children under the age of 4 are identified as having a disability. They also show the type of disability recorded on the disability register as of October 2018.



- 4.12 The type of SEN and Disabilities most prevalent on the Children's disability register is significantly different from the school census data in that more families are registered with autism than reflected in the school population and that the school data shows that there is more young people with a learning difficulty. This could be attributed to a close partnership working between Children Disability Team, CAMHS and the autism family support team.
- 4.13 The map below shows geographic breakdown of the children's disability register into the 3 localities; the graph shows that there is an even split between the localities. The grey shaded area shows Rotherham borough border. This is interesting because some families that live on the border of other local authorities may be able to take up a short break opportunity outside of Rotherham.



- 4.14 The section below provides information on the demographics of children and young people on the disability register. In terms of gender there are significantly more male than female children registered and this would reflect national trends in relation to autism.

Gender	No.
Female	211
Transgender	< 5
Male	628
Total	840

Age Group	No.
Under 1	< 5
1 to 4	34
5 to 9	209
10 to 15	402
16 and over	194
Total	840

Ethnicity Profile		No	%
BME	A2 - White Irish	< 5	0.1%
	A3 - Any other White background	14	1.7%
	A5 - Gypsy / Roma	6	0.7%
	B1 - White and Black Caribbean	6	0.7%
	B2 - White and Black African	5	0.6%
	B3 - White and Asian	13	1.5%
	B4 - Any other mixed background	9	1.1%
	C1 - Indian	< 5	0.2%
	C2 - Pakistani	51	6.1%
	C4 - Any other Asian background	8	1.0%
	D2 - African	< 5	0.5%
	D3 - Any other Black background	< 5	0.1%
	E1 - Chinese	5	0.6%
	E2 - Any other ethnic group	< 5	0.4%
		128	15.2%
Not yet obtained		< 5	0.5%
	E4 - Information not yet obtained	< 5	0.5%
		8	1.0%
White British	A1 - White British	704	83.9%
		704	83.9%
TOTAL		840	

- 4.15 Further work will be taken to promote the Children's Disability Register to parents/carers of children and young people who have learning difficulties. This will be achieved through engaging with special schools, mainstream schools, the children's disability team and health services.

5.0 Current Service Provision

- 5.1 Rotherham offers a range of services for disabled children and families, these services are available across universal to specialist provision. This section offers information on the full range of short breaks available in Rotherham.

Universal Services

- 5.2 Disabled children and families have access to a range of universal activities recreational spaces, clubs, Sports and leisure services across the borough. Universal services are services which are available to everyone.
- 5.3 The Council's Early Years Team provides support to all Ofsted registered childcare providers providing care for children with SEND. Support includes:

- Providing additional funding to enable providers to enhance staffing levels.
- Coordinating individual planning for all staff working with the setting.
- Training for professionals to meet individual children's needs.
- A specialist brokerage service between parents and providers.
- Arranging early transition packages.
- Ongoing individual support to settings to plan, assess and review.

5.4 Universal service providers include; but not limited to

- 32 pre-school playgroups
- 44 Day Nurseries
- 25 out of school clubs
- 14 Holiday schemes
- 75 Breakfast clubs

Commissioned Short Breaks Services

5.5 In 2017 RMBC commissioned a range of short break activities, following the close of a full service contract with YWCA. The current contracts started in August/September 2017 and will expire on 31st March 2020.

5.6 The below table provides a summary of the current short breaks offer. Further description is given below.

Provider	Service Summary	Value per annum
Nexus MAT	<p>After School Activities</p> <p>15 days of Half Term and Easter Holiday provision between the hours of 10am and 2.30pm</p> <p>3x after-school clubs per week to meet the needs of children and young people</p> <p>monthly short breaks activity clubs</p>	£100,000
Nexus MAT	<p>Summer Activities -15 days' provision (10am – 2:30pm) 3 days per week for up to 30 children and young people.</p>	£25,000
Rotherham Parent Carer Forum	<p>Development to increase the number and diversity of short breaks in line with consultation/coproduction with families.</p>	£25,000
RMBC Early Help	<p>Monthly Elephants in Step – group to develop social and emotional wellbeing, confidence and</p>	£22,580

	building positive friendships. (aged 13+) Monthly Tumbe Club – as above but for those under age 13. Mind, Body, Soul 3 residentials per year Weekly Drizzle Pop Drama Group	
Voluntary Action Rotherham	Grants to support the VCFS to develop accessible mainstream activities. Due to start in November 2018	£50,000
Total		£222,580

RMBC Early Help Disability Plus

- 5.7 The Elephant in Step club offer quality activities for young people with disabilities aged 13-25 on a monthly basis. The sessions are fully staffed by qualified youth workers and support staff and include activities such as dance and karaoke, arts and crafts, massage therapy and themed games.
- 5.8 The Tumbe Club is a session for children and young people with disabilities under the age of 13 and supports social and emotional wellbeing, confidence, building positive friendships and socialisation. Sessions take place at Dalton Youth Centre, Magna Lane, Dalton, Rotherham, S60 4HH. Transport can be provided at a cost of £4.

Nexus MAT Short Breaks

- 5.9 Nexus Multi Academy Trust (MAT) - Nexus MAT offer a range of weekly after school and bi-monthly Saturday clubs to meet the needs of children and young people aged 2-19 with severe learning difficulties - specifically profound and multiple learning difficulties (PMLD) and autism spectrum conditions (ASC). Activities include soft play, creative arts, music, arts and crafts, sports and games, multi-sensory room, outdoor learning and computer work. Anyone that is eligible for a short break can access Nexus.
- 5.10 Nexus MAT are also commissioned to offer a minimum of 15 days school holiday short breaks (excluding Christmas) for 30 Children and Young People. All sessions are staffed by a lead worker and support staff and transport can be provided if required. Payment must be made in advance to secure places and transport.

- After school provision: £5
- Holiday provision: £10
- Transport contribution: £5 per session
(No transport available for Saturday clubs)

5.11 Further information can be obtained by emailing ESC@Nexusmat.org or your child's school, social worker or family support worker for details of how to access Nexus MAT short breaks.

Rotherham Parent Carer Forum

5.12 The Rotherham Parent Carer Forum provides a programme of Short Breaks that is based on the needs of children and young people and their families for children aged 0-25. Website: <https://www.rpcf.co.uk/our-events>

The objectives of the Services are to:

- Co-ordinate the Rotherham Parent Carer Forum Disability Short Break activities provision.
- Ensure that the current Rotherham Parent Carer Forum Disability Short Break activities provision is built upon and that there is an increased range of activities available.
- Ensure that the range of Disability Short Break activities provision is self-sustaining.

Inclusive Activities Grant Scheme

5.13 Voluntary Action Rotherham has recently commenced the development of a short breaks grants programme. The aim of the Service is to:

- To widen access to mainstream activities delivered by voluntary, community and faith organisations to children and young people with SEND (Special Educational Needs and/or Disabilities) aged 0-25 years; and
- To increase the universal offer for children and young people with SEND and their families and thereby reduce reliance on specialist/statutory short breaks.

5.14 The objectives of the Service is to administer a grant for voluntary, community and faith organisations to apply for and effectively promote the grant opportunity through a variety of methods.

- 5.15 Further detail on all commissioned short breaks services is also available on the Local offer.

Use of current commissioned short breaks

- 5.16 All commissioned short breaks providers submit quarterly monitoring information with regard to their short breaks services. The table below provides attendance figures for each commissioned short break activity. This table does not show the number of unique individuals attending activity. It includes children and young people who will have attended sessions regularly. Reporting commences from Q2 to reflect when the Commissioned short breaks started delivery. The table includes summer holiday activities delivered in Q2 from all providers.

Attendance at Commissioned Short Breaks Activities					
Provider	Q2 2017/18	Q3 2017/18	Q4 2017/18	Q1 2018/19	Q2 2018/19
RPCF	311	233	265	215	
Early Help Plus	22	74	35	142	91
Nexus MAT	222	127	143	189	314

- 5.17 Monitoring templates changed in Q1 2018/19 to include recording of unique individuals accessing a short break. The table below provides a breakdown of individual children and young people accessing a short break in Q1 and Q2 2018/19.

Unique children and young people with SEND accessing short breaks		
Provider	Q1 2018/19	Q2 2018/19
RPCF	90	106
Early Help Plus	49	48
Nexus MAT	62	80
Total	335	390

- 5.18 In addition Rotherham Parent Carer Forum's short break activities are were accessed by 68 siblings during Q1 and Q2 2018/19 - these are not included in the table at 5.18 above.
- 5.19 Demand for summer activities delivered by Nexus MAT has been significantly higher than set out in the original service specification. Nexus MAT is commissioned to provide 15 days of summer activities for 30 children and

young people. In summer 2018 summer activities were attended by 60 children and young people. Although this was managed within the agreed financial envelope, further consideration is required as to whether this is sustainable and what the offer for summer 2019 should look like given this level of demand.

- 5.20 The original service specification for Early Help Disability Plus also included a monthly Mind, Body, Soul group and a monthly transitions group. These two groups have not progressed due to low attendance and the Drizzle pop drama group has been developed as an alternative in line with feedback from children and young people. However the reduced offer in delivery does need to be considered alongside rising demand elsewhere for short breaks.
- 5.21 In terms of the volume of short breaks delivered by commissioned service providers the table below shows hours of activity per provider. Where actual hours haven't been available and estimate based on the regular programme of delivery.

Short Breaks quarterly activity hours (estimates and actuals where possible)					
Provider	Q2 2017/18	Q3 2017/18	Q4 2017/18	Q1 2018/19	Q2 2018/19
RPCF	36	36	36	46	46
Early Help Plus	11	44	31	54	12
Nexus MAT	104	70	106	259	215
Total	151	150	173	359	273

- 5.22 In terms of value for money of the current short breaks offer we can look at the numbers of children and young people accessing short breaks and the budget provided by RMBC to give a fairly crude estimate. Contributions from parents and carers towards the cost of a short break are not included in this calculation nor are the in-kind contributions from service providers such as specialist equipment. The table below give a rough unit cost for short break assessed by each service provider based on the six month period 01 April 2018- 30 September 2018.

Rough unit cost for each CYP with SEND accessing short breaks from 01 April 2018 – 30 September 2018			
Provider	Number of SEND CYP	6 month budget	unit cost
RPCF	196	£12,500	£63.76
Early Help Plus	97	£11,290	£116.39
Nexus MAT	142	£62,500	£440.14
Total	435	£86, 290	£198.37

- 5.23 It is important to note that the level of need of Children and Young People accessing Nexus Mat short breaks is significantly greater and that the number of hours delivered is higher than the other two short breaks providers. In addition that the short breaks provided by Rotherham Parent Carer Forum are inclusive of a significant number of siblings that are not included in these figures. Also to consider the context that the Early Help offer has reduced from the original service specification agreed.

Specialist Short Breaks

- 5.24 Specialist short breaks are accessed following a referral to early help and assessment by Social Care. The assessment is then considered by multiagency short breaks panel. The panel is able to allocate short breaks (subject to availability and risk assessment of and by the Service provider).
- 5.25 Liberty House is registered under Ofsted (**SC03751**) to provide residential short breaks. Liberty House is a service provided by Rotherham Council. Liberty House provides a warm, homely and safe environment for young people between the ages 8-18 years who experience a severe physical learning disability and/or sensory impairment. Liberty House is currently being accessed by 25 young people from Rotherham. Young people are referred to Liberty House through the Children's disability Team in Rotherham. Liberty House Ofsted report can be accessed; https://files.api.beta.ofsted.gov.uk/SC037521_14.PDF
- 5.26 The Families Together scheme is a team of specialist foster carers recruited, assessed, trained, and supported to look after Children with Disabilities aged between 0-19 years for 'short' periods of time, usually in the carer's home. RMBC have promoted this scheme and its development since 1985 when established foster carers realised the importance of developing a specialised service to support parents look after their children with additional needs.
- 5.27 The table below shows the number of short breaks provided by Families Together from 01 April 2017 to 30 September 2018.

	Q1 2017/18	Q2 2017/18	Q3 2017/18	Q4 2017/19	Q 1 2018/10	Q2 2018/19
Number of short breaks provided	41	38	32	27	26	26
Number of daytime hours	1467.25	1649.25	1046	1074.75	1281.75	993.75
No of overnights	87	12.5	73	51	115	56

No of unique individuals	14	16	12	12	9	10
No with 3 stays per quarter	11	6	6	5	8	7
No with 2 stays per quarter	1	7	6	4	1	2
No with 1 stay per quarter	2	3	0	3	0	1

Other Specialist Short Breaks Services

- 5.28 This section provides information on other specialist services which are not commissioned or delivered by Rotherham Council.
- 5.29 Rainbow House provides respite care; life skills and organisational support to young people aged 10 to 25, with additional needs and learning disabilities. They offer personalised workshops, training and coaching sessions to families whose children may display challenges and complex needs. They provide opportunities for young people to learn practical life and social skills. The service is accessed by direct payments, personal budgets and self-referral.
- 5.30 Amy's House caters for children aged 5-18 and provides Saturday and school holiday sessions, family support, sensory room sessions, support in the home and inclusive activities in a safe and secure environment. Amy's House works to reduce ignorance and prejudice faced by individuals with special needs through increasing awareness and understanding. The centre provides children with social interaction, care, education and exercise in a fun and stimulating environment, amongst a team of passionate and experienced carers who bring joy into their young lives. Amy's House also provides welcome respite for parents and carers who often don't get a well-earned break, and also gives them the chance to concentrate on siblings who may not receive as much focus during the week.
<http://www.amyhouse.org.uk/about-us/>
- 5.31 The Complex Nursing Team provides short breaks for children and young people between the ages of 0 -19 years with complex health needs and who may require palliative care. Services are offered throughout the week, both day and night, and in a variety of settings including the child's own home.

Continuing Healthcare packages are required when a child or young person's needs cannot be met by existing services or specialist services. Further information can be found at

http://rotherhamsendlocaloffer.org/info/11/health/45/nhs_childrens_continuing_care

Contact: 01302 566366

5.32 Bluebell Wood Hospice offers care and support to children and young people up to the age of 25, with a shortened life expectancy and a range of complex medical needs, either in their own home or at the hospice in North Anston. Services include day care, respite care, end of life treatment and care, community support and a young adults group. Support is available for all family members. A transition team is also in place for young people approaching adulthood to ensure that the right support is in place in a variety of ways.

5.33 The Community Nursing Team offers short breaks at a level of 6 hours a week, this can be in any form that suit the family some younger children do 2 x 3 hours sessions. This is available to any child with a technical nursing need e.g. PEG, NG tube, tracheostomy and oxygen to child up to the age of 8. Referrals for this service can be from families themselves or any other professional supporting the family.

Contact: 01709 422717

6.0 Direct Payments

6.1 A direct payment is money from your local authority to allow you to buy the care your child needs instead of having services organised by us. Direct payments offer more flexibility over how your care and support is arranged and provided some of the ways direct payments can be used include:

- employing a personal assistant
- employing an agency to care for your child in your own home
- an activity club session
- having short breaks
- buying equipment

6.2 This list is not exhaustive. Direct payments can be used flexibly providing they are used to meet the assessed need and agreed outcomes for your child.

6.3 To get a direct payment, there needs to be an assessment of your child's and family's needs completed. In Rotherham, this assessment will be undertaken

by the Clinical Commissioning Group (CCG) if it is for a personal health budget, by your Education, Health and Care Plan coordinator if it is to meet education needs or by a member of Rotherham's Children with Disabilities Team if it is to meet a social care need.

Useful link:

http://www.rotherham.gov.uk/info/200593/social_care_and_support/749/direct_payments

<https://www.nhs.uk/conditions/social-care-and-support/direct-payments-personal-budgets/>

Analysis of Direct Payments

6.4 Over the last three years there have been a number of service developments that have had an impact on the levels of spending on direct payments. These include:

- The recruitment of direct payments officer into children services from February 2017.
- A robust audit process introduced as part of the direct payment officer role.
- The use of a resource allocation tool from September 2017, to ensure that families receive the correct level of support and to review packages in a timely way.

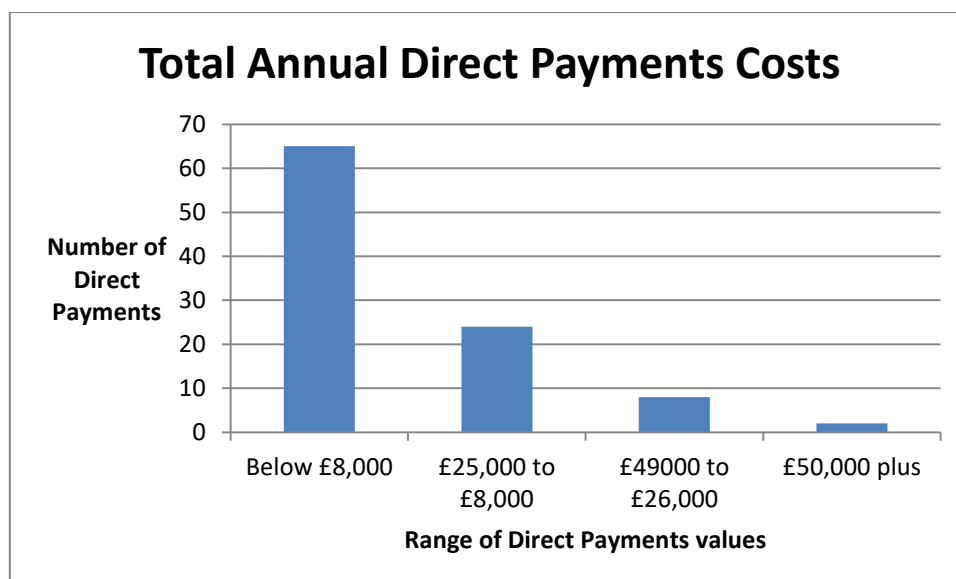
6.5 The table below shows the value of direct payments over the last three years. Unfortunately the quality of data prior to 2015/16 makes it difficult to look further back in time. What we do know is that there has been an increased investment of the allocation and review processes around direct payments in the last three years which has resulted in a better understanding of the spend and increased confidence that the packages are meeting need and are at the right level for families.

Year	Value of Direct Payments for child disability – social care	Personnel Health budgets	Total spend
2015/2016	£296,692.40	£290,741.62	£587, 434.02
2016/2017	£561,893.36	£320,166.72	£822, 060.08
2017/2018	£486,472.69	£283,176.49	£769, 649.18

6.6 As of July 2018, there were 99 Direct Payment packages in place for children in Rotherham. The table below show a breakdown of total annual costs of

direct payment packages. The average cost of a direct payment is £8,000 and there are:

- 65 packages costing below £8,000;
- 24 packages costing between £8,000 and £25,000;
- 8 packages costing between £26,000 and £49,000; and
- And less than 5 (2) packages costing over £50,000.



Types of Direct Payment support

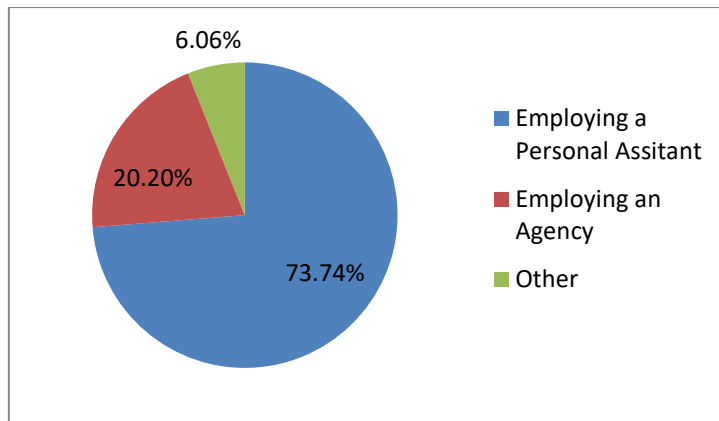
- 6.7 Direct payments were spent on a range of support services which can be broken down as follows:

73 of the 99 packages were used to employ a Personal Assistant – The employment of a PA can be for a variety of different tasks/roles including providing personal care for a young person, supporting young people with their behaviour and keeping them safe, or providing and facilitating access to an activity which enables them to work towards positive outcomes.

20 of the 99 packages were used to employ an agency - An agency is often employed where families are unable to source their own PA, or where specialist training is required i.e. nursing, medical care.

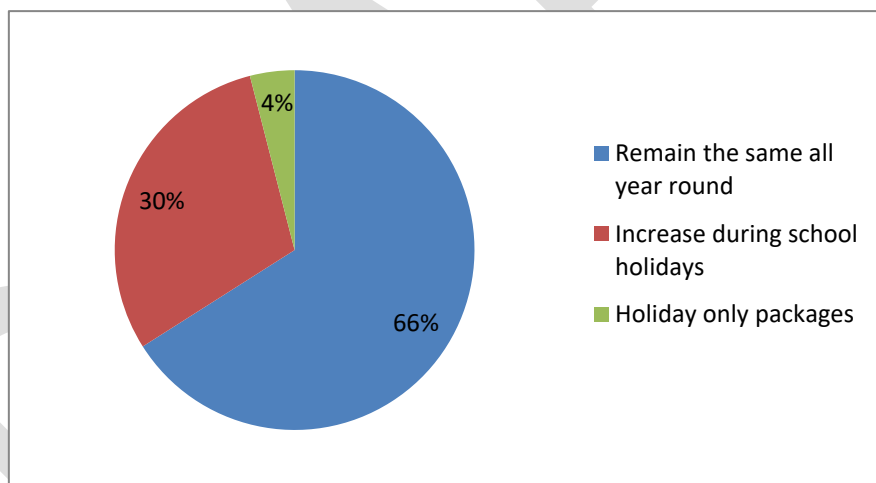
6 of the 99 packages were used in another way. This category includes individual bespoke support including support from an autism assistance dog and support to access personal interest groups such as drama etc.

- 6.8 The graph below shows illustrates how the 99 direct payments were used.



Flexibility of Packages

- 6.9 The flexibility of direct payment packages allows for support hours to be increased during times where extra support is needed. Although 66% of these remain the same throughout the year, there are 30% of packages which increase during the school holidays and 4% of packages are provided only during the school holidays.



- 6.10 Direct Payments can be used to purchase support for during the day as well as overnight care. In Rotherham the breakdown for this support is as follows:

Daytime Support – 87 (88%)

Overnight Care – 12 (12%)

As the local authority also has an overnight short break offer through in house provision including Liberty House and Families Together, this may be influencing the need for direct payments to be used in this way.

- 6.11 The majority of packages are used to purchase support from a personal assistant. The volume of PA hours used increases during the school holidays as is shown in the table below;

	Number of PA hours per week (across 73 packages)	Number of weeks provided	Total number of hours
Term Time Only	967	39	37,713
School Holidays	1,263	13	16,419
Total number of hours per year			54,132

- 6.12 Rates of pay for PA's can vary dependent upon the skill set, training and qualification requirement for each young person being supported. The highest hourly rate is £25.00 and the lowest is £13.00, giving an average hourly rate of pay for support via an agency as £16.68.
- 6.13 Where families employ their own PA's, the average hourly rate of pay is £9.51. The highest rate is £14.00 and the lowest is £7.83.

	Average Rate of Pay	Highest Rate of Pay	Lowest Rate of Pay
Agency	£16.68	£25.00	£13.00
Own PA	£9.41	£14.00	£7.83

Direct Payment Support

- 6.14 Where needed, support services are available for families receiving direct payments. This support may be in the form of payroll, recruitment or managing the account on behalf of the family. There are costs for these services and this is provided from the Direct Payments budget.
- 6.15 Of the 99 packages, 49 were paid directly to families and 50 were managed by an agency on their behalf. The cost for this service is currently £9.00 per week making the annual cost of £468.00 per year per package of support. Giving a total annual cost for 50 accounts £23,400.

- 6.16 There is an expectation that these costs could reduce as families will have a choice of providers within the implementation of the recommended provider list (RPL). This element is managed by RMBC adults commissioning team, where the RPL is currently being developed for use across adults and children's direct payment cases.
- 6.17 There has been a reduction of spend on direct payments by over £75,000, over the last three years which could indicate, or be a reflection, that the current commissioned short breaks activities are meeting the needs of families with less need for direct payments.
- 6.18 In another neighbouring authority there is a PA register in place which is lottery funded and enables families' access to PA details and PA's to promote their availability. (<http://disabilitysheffield.org.uk/pa-register/>)
- 6.19 There is a variation in hourly rates paid to PA's, this reflects a supplier driven market where families appear to struggle to find staff that are available and with the necessary skill set and experience. This fluctuation is not the case in all neighbouring local authorities where some have set a standard hourly rate, unless there is a specific need which requires the higher banding of pay. This could be driving a reliance on higher cost support from agencies where families are unable to find PA's. There is a need to engage with the market to encourage the availability of staff to work via direct payments.
- 6.20 From the data alone it is not possible to say whether the use of agencies is in response to the need for specialist training or because the PA market is not meeting demand – or indeed a combination of both.

7.0 Quality Assurance and Outcomes

Complaints and concerns

- 7.1 No complaints relating to the provision of short breaks were received by Rotherham Council since the start of the current contracts in Summer 2017. The Council's complaints policy can be found at: http://www.rotherham.gov.uk/info/200025/complaints/516/complain_about_council_services.
- 7.2 No contract concerns have been received from within Rotherham Council in relation to commissioned short breaks since the start of the current contracts in Summer 2017.

Quality Assurance Process

- 7.3 All commissioned short breaks providers are subject to a quality assurance framework quality that was implemented in all commissioned children and young people's services in Summer 2017. The quality assurance visits observe short breaks service delivery, checks policies and procedures and discusses and shares good practice with professionals. Each service receives a report following the visit which identifies good practice and any areas for development which are followed up by an action plan and subject to quarterly review. Where required, follow up visits are undertaken to confirm actions taken. As at the end of November 2018 all commissioned short breaks had received a quality assurance visit.

Short Breaks Outcomes

- 7.4 A revised common set of outcome measures for short breaks were agreed in August 2018. These were developed using feedback from the children and young people, parents and carers as part of the short breaks needs analysis engagement work (see section 8.0 for further details) as well as from feedback from Commissioned Short Breaks providers. Other local authority approaches to outcomes monitoring were also considered in development our own outcome measures.
- 7.5 Commissioned Service Providers began to implement recording of these outcomes at the end of Q2 2018/19 and reporting is anticipated from Q3 2018/19 once embedded.
- 7.6 The outcomes are as follows:

For Children and Young People

- How did you feel before coming to [insert name of session/group] (*wellbeing & impact*)



- How did you feel after coming to [insert name of session/group]



- Did you make a friend when you went to [insert name of session/group] (*social isolation*)
- Did you try something new? Are you going to try this again sometime? (*choice, control, independence*)

For Parents and Carers

- On a scale of 1 to 4, how would you rate your wellbeing before your Child/young person took part in [insert name of session/group] ?
1 =Not Coping 2 = Very Stressed 3= Stressed but coping 4= Ok/Well
- How would you rate your wellbeing after?
1 =Not Coping 2 = Very Stressed 3= Stressed but coping 4= Ok/Well
- Anything else you'd like to say about [insert name of session/group]

8.0 The voices of Children, Young People and their families

- 8.1 Children's Commissioned sought views from Children, Young People and family views through a number of methods, which included survey monkey, observations and analysis. Consultation took place throughout July and August 2018. The survey monkey was open during this period and received 42 responses.
- 8.2 Children's Commissioning also asked if any other of the Commissioned Service providers had recently undertaken any engagement or consultation work which could support this needs analysis. The Rotherham Parent Carer Forum have consulted their members on short break provision in February 2017 to help inform the forums short break offer moving forward. The feedback from parents and carers was similar to the responses received by the Commissioning Team in that both identified the need for more activities for older children and for physically disabled children.
- 8.3 The Commissioning Team and Children's Disability Information Officer also observed a number of group activities that was attended by young people, from observations the children gave thumbs up and drew pictures, smiled when they were asked how they liked the provision. The atmosphere and interaction between young people and workers was very relaxed.
- 8.4 The section below summaries the responses received through the survey monkey, a number of questions were asked, however we have concentrated

on responses to inform what is working well and what would make it better. Full access to the responses can be found on Rotherham's local offer.

What is working well?

8.5 A common trend under the above heading is summarised below, these responses are not inclusive. Appendix 1 gives full details in terms of these responses

- *Social –promote peer relationships*
- *Simplicity of direct payments*
- *Established teams, inclusive and accepting*
- *Varied activities*

What would make it better?

- *More activities for physically disabled children*
- *More sessions evenings/weekend*
- *Better information sharing around what is available*
- *Activities for older children*

8.6 Whilst engagement is necessary it is important to note that any change may not be immediately visible. It is important to feedback any changes made from consultation and this will be done through short breaks newsletter in form of 'You said', 'We did'.

9.0 Benchmarking

9.1 In order to inform our needs assessment Children's Commissioning has engaged with neighbouring local authorities around Rotherham. Individual meetings were held with counterparts in Sheffield and Wakefield to get a better understanding of their approach to short breaks. Both authorities are also currently undertaking a review of their short breaks offer.

9.2 Both Sheffield and Wakefield were very complimentary and interested in the short breaks services provided by the Rotherham Parent Carer Forum and the newly developed Inclusive Grants managed by VAR - as both are looking at how they can deliver more short breaks activities from within the voluntary sector. In those local authorities there wasn't anything comparable available to families.

9.3 In both Sheffield and Wakefield there is more residential care provided by the local authority (although Sheffield has a much larger population than Rotherham) and both areas will be considering this as part of their short breaks reviews.

9.4 Following on from initial engagement with other neighboring authorities the Commissioning Team is establishing a sub-regional short breaks network in November 2018 to identify and share best practice. To date Commissioners have identified the follow areas for potential sub-regional collaboration:

- Resource allocation systems (RAS)
- Market engagement (especially in relation to personnel assistance)
- Overnight stays
- Comparisons between approaches to direct payments

10.0 Key Findings

10.1 The key findings identified in this needs assessment are summarised as follow:

What's working well?

- Contributions from parents and carers towards short breaks help towards the sustainability
- Feedback from parents, carers and children and young people suggest a good level of satisfaction.
- A good level of provision is available over the school holidays
- Direct payments are generally working well offering choice and control to families.
- In comparison to other local authorities Rotherham Council delivers a relatively small residential offer through liberty house.

What are we worried about?

- High cost personal budgets for the most complex children and young people may not be offering value for money and may be difficult to manage for parents and carers.
- Current short breaks offer is activity based and analysis of direct payments suggests that personal care/homecare could be an area for development.
- Demand for short breaks at Nexus Mat is above what was originally commissioned – summer activities in particular but across the board generally.

- The short breaks offer from Early Help is below what was originally commissioned. Owing to low numbers booking on, transitions groups and monthly Mind, Body, Soul groups have not progressed.
- Families Together breaks appear to be limited to a relatively small number of children and young people.

What needs to happen next?

- Short breaks outcomes will be reported from Q3 2018/19 and offer additional level of insight to understand impact.
- Delivery of inclusive access grants through Voluntary Action Rotherham to commence in Q3 to increase the range of activities available from the VCFS sector.
- Further market development is required particularly around personal care to understand how the Council can support service providers to expand this area of work.
- Continuation of the Quality Assurance of short breaks to support service improvement.
- Feedback from parents and carers suggests that activities for young people with SEND should be a focus for future commissioning – although this feedback is from a small number of parents and carers.
- Further engagement with parents, carers, children and young people (particularly children and young people with MLD) to widen feedback to a more representative sample to inform commissioning priorities for 2020.
- Further consideration of the infrastructure such as suitable/accessible venues and changing facilities (changing beds and hoists) that supports short breaks provision.
- Conversations with RMBC fostering service to explore how Families Together breaks could be expanded or better utilised.
- Further understanding of Transitions from children's to adults services.