

Governing Body Meeting in Public

6th February 2020

Item No: 208

Report Title	Public consultation for the long term model for the Integrated Disabled Children’s Residential Short Breaks Service Derby – The Light House
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Paper for:	Decision	x	Assurance	x	Discussion		Information	
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Assurance Report Signed off by Chair

Recommendations

1. To note progress with implementing interim arrangements: Section 1.
2. To be assured of progress on governance arrangements and process to review the health needs of children attending **The Light House**: Section 2.
3. For Governing Body to support the proposed future model of The Light House children’s residential short breaks service which for most children will be care led: Section 3

Report Summary

This paper is in three sections and builds on the previous paper to CCG Governing Body on 1 August 2019 where there was an update on interim arrangements and public consultation for a long term service model was approved. The CCG Clinical and Lay Commissioning Committee on 23 January 2020 supported the outcome of the consultation and the implementation of the proposed long term model. This an 18 month service transformation project due for completion by March 2020.

Background

The Light House is an integrated disabled children’s service which is jointly funded by Derby City Council (the Local Authority) and the CCG. Within the Light House there is a residential short breaks service that provides regular breaks for children and young people from 0 to 18 years of age, with a wide range of disabilities from autism and/or challenging behaviour to complex physical health needs.

Section 1: To note progress with implementing interim arrangements

The Light House has been open for 3 nights per week instead of the usual 5 nights per week from May in order to ensure service safety while staffing levels were below complement. The specialist healthcare provider Nurture Care has provided direct care and training to care staff during this period. Other positive progress has been the:

- Implementation of a new Derby City Council staffing structure so that care staff can take on additional roles and responsibilities.
- Ongoing training for care staff in appropriate health needs. This has been embraced by social care staff.
- Review and updating all individual children's Health Care Plans.
- Developing proposals for the long term model.
- Regular engagement events with parents and carers to discuss service developments.
- New governance arrangements have been formally established within Derby City Council for care staff to administer feeds and medication via enteral routes.
- CCG and Local Authority commissioners continue to work together finalise the contractual arrangements between them for The Light House services through a S75 agreement.

Impact for families and staff

Feedback from parents and carers has been supportive for the interim model providing care is safe and there is continued access to the service. Implementation has been slower than hoped due to delays in recruiting social care staff and subsequent training. This has meant less respite nights than expected for families for a temporary period and created additional pressures for families that many have found difficult. Social care have worked closely with these families and provided extra support where there has been a risk of family breakdown.

Assurances to support the robustness of the interim arrangements include:

1. During a recent combined Ofsted and CQC inspection of SEND services in Derbyshire the Light House pre-engagement programme and consultation plans were highlighted as examples of good practice following discussion and interviews with parents.
2. A spot check inspection by Ofsted in July 2019 under interim arrangements awarded The Light House residential short breaks service a 'Good' rating.

Section 2: To be assured of progress on governance arrangements and process

The Light House children's residential short breaks service is registered with OFSTED. Health care providers previous and current are CQC registered. The interim model has been based on the principle of upskilling social care staff to

provide delegable health tasks as defined by nationally recognised RCN guidance¹ and under the guidance of a CQC registered trainer and assessor organisation. In the long term it is anticipated there will be a continuing role for a CQC registered health provider to support the team with training, governance and assurance in order to ensure the delivery of safe care that is trusted by parents. Specialist support will also be required for children with higher needs.

Policy and Procedure implementation

New governance arrangements have been formally established within Derby City Council for care staff to administer feeds and medication via enteral routes. Appropriate guidelines have been integrated into the Derby City Council Children's Home Medication Policy that was developed and approved through Derby City Council and Derby City Council Southern Derbyshire CCG 2014. The new guidelines have been developed and tested by Derby City Council and CCG Commissioners and jointly reviewed by a children's nurse in the CCG Nursing and Quality team and CCG Pharmacist to provide clinical assurance. Approval through Derby City Council has been through appropriate governance routes. Pending the decision on the final model, further joint CCG and Local Authority work will continue to ensure final governance arrangements through a jointly agreed governance framework.

High needs cohort process

In developing a long-term offer for children with the most complex needs the model needed for these children is not as straightforward due to their complexity. To develop a model, a review process has been established through a professional panel process led by the Nursing and Quality team in the CCG based on clinical need. These children all have very different needs and a package designed to meet their specific needs will be put in place. CLCC were provided with assurance of this approach on 23 January 2020.

Public consultation

The public consultation took place for 90 days from 5 September to 3 December 2019. The CCG worked in partnership with Derby City Council to consult with local people through various face to face channels and is detailed in the report. The outcome of the consultation was submitted to the CCG Engagement Committee on 6th January 2020 and CLCC 23 January 2020. The Committees were assured that appropriate engagement had taken place and robust processes with mitigations were in place to address issues raised by the public and professionals.

The report submitted to the public Improvement Scrutiny Committee is attached and can be access via the following link:

<https://democracy.derbyshire.gov.uk/documents/s2580/Lighthouse.pdf>

¹ Meeting Health Needs in Educational and other Community Settings A guide for nurses caring for Children and Young People Royal College of Nursing 2018

Outcome

Respondents included parents and carers and a range of stakeholders including professionals. Feedback and themes were consistent with the extensive pre engagement phase which yielded invaluable intelligence and helped to shape the interim model. Some of the feedback to the consultation indicated “nothing further to add” with regard to feedback already provided during the pre-engagement phase and this is noted in the report. However the combination of feedback from the pre engagement and new or additional feedback from the consultation has provided a robust core of information which is reflected in the design of the proposed long term model.

Key themes from the feedback were that new service should offer:

- Better continuity of care for all children
- Consistency of service provision with appropriate levels of staffing.
- A sustainable model which will help to ensure the continued operation of the residential short breaks service in the future
- A service that parents and carers are confident in and where they can be reassured that care is safe

The key issues from parents and carers were around the capacity to delivery respite allocations (reduced in the interim to maintain a safe service) and a positive experience for their children.

The main concern from other responders/stakeholders who are not parents and carers was around the level of clinical support for children with the most complex health needs whilst staying at The Light House.

Section 3: To support the proposed future model

The following table outlines the changes in service since May 2019 and the proposed service model. The proposed model from 1 April 2020 has been approved by CLCC and we are now asking for Governing Body approval of the long term model.

The Light House (Derby) Residential Short Breaks Services for Children and Young People with Disabilities December 2019			
Date & Model	Staffing model for 48 children (current)		Outcomes for children
Old Model Until 31 May 2019	Care and social needs met by care staff	Health needs met by nurses	Multiple carers Restricted social experience Increasing service cancellation

Interim Model 1 June 2019 to 31 March 2020	Care and social needs met by care staff	Health needs met by nurses	Reduced service availability Increasing continuity of carer
	Training for care staff to meet some health needs with supervised practice		
Proposed model after consultation From 1 April 2020	All care, social and health needs met by care staff trained in child specific interventions trained and supervised by nurses- 44 children	Children with most complex needs will have a specific package to meet their individual needs	Better continuity of carer Better quality of social experience Improved flexibility and increased availability of service

The new service would mean:

- Better continuity of care – for the majority of children and young people all aspects of their care will be delivered by their main carer who will be well known to them (instead of a split between nurse and social care staff as previously); for those with higher needs there will be tailored specialist support.
- Children with the most complex needs will still benefit from mixing with other children.
- Consistency of service provision – appropriate levels of staffing will mean all staff shifts will be covered eliminating or significantly reducing the need for short notice cancellations.
- A sustainable model that will help to ensure the continued operation of the residential short breaks service in the future.
- A service that parents and carers are confident in and are assured that care is safe.

This would be delivered in conjunction with:

1. Governance within Ofsted/CQC guidance.
2. Robust care plans with clear emergency plans.
3. Health training child specific competency assessments, supervision and access to health advice through a CQC registered provider.

Next Steps

- If approved by Governing Body we would start the implementation process immediately as part of a detailed implementation plan. The intention would be to have the full model embedded by April 2020.
- Commission a CQC regulated training provider to train and competency assess staff under the ongoing long term model.
- Open on care-led nights and increase nights open to families.
- Finalise governance and package delivery model/s for high needs children.
- Prepare detailed finance plan for the long term model and work alongside Local Authority colleagues for contract establishment under a S75 agreement.

Previous and future submissions to committees and approvals to date

Date	Action	Comment/Outcome
Previous Submissions		
13 December 2018	Clinical Lay Commissioning Committee CCG	Interim arrangements and engagement with parents and carers supported
8 April 2019	DCC Improvement and Scrutiny Panel	Present update
April 2019	Update to Cabinet DC Member lead for the Children and Young People	Update on the consultation
1 August 2019	CCG Governing Body	Update on interim arrangements Consultation approved
8 August 2019	Clinical Lay Commissioning Committee CCG	Update on interim arrangements Consultation approved
4 September 2019	CCG Engagement Committee	Consultation approved
3 December 2019	Consultation closed	Start report draft
8 January 2020	Engagement Committee	Consultation report and approved
20 January 2020	Derbyshire County Council Improvement and Scrutiny Panel	Consultation report and approved and long term model supported
23 January 2020	Clinical Lay Commissioning Committee CCG	Consultation report and approved and long term model supported
Planned Submissions		
6 February 2020	Paper to CCG Governing Body	Consultation report and recommendation for approval
24 February 2020	Derby City Council children's Overview and Scrutiny	Consultation report and recommendation for approval

FINANCIAL SUMMARY (MUST INCLUDE TABLE SUMMARY ON FINANCIAL ISSUES)

Once we have a proposed model, a finance analysis will be undertaken of the model and submitted through CCG and LA governance for approval alongside the service model.

Has a Privacy Impact Assessment (PIA) been completed? What were the findings?

Stage 1 completed 20/05/19

Has a Quality Impact Assessment (QIA) been completed? What were the findings?

Went to Panel on 09/01/20.

Passed panel with a request to return to panel in 6 months' time.

Returned to Panel on 07/01/2019.

The panel raised the following queries, to which our response is also detailed:

Query	Response
Who accepts the risk for non-qualified administering interventions?	Interventions will not be undertaken by non-qualified staff. Staff must be signed off by NurtureCare as competent and confident to deliver care to the individual child. Each child has a detailed escalation plan for the carers to follow which ends in dialling 999. A child being cared for under the care-led model is under the responsibility and risk management of the Derby City Council Light House provider.
Light House is registered with OFSTED. Nurture Care (the training provider) are registered with CQC. Supervision of care staff will be the responsibility of Nurture Care during training only. Once signed off as competent Nurture Care will no longer supervise the Carer. During the Care Led Nights a non-qualified senior manager will supervise competency training carers. Currently, a registered nurse will prepare medications on behalf of the carers. The panel expressed concern at the lack of professional supervision and accountability between the Night-Nurse and carers.	The senior manager supervisors will also be signed off as competent and confident to deliver care. The Derby City Council Children's Home Medication Policy was jointly reviewed in the CCG by a children's nurse in the Nursing and Quality team and Pharmacist in the Medicines Management to provide clinical assurance. The policy has also been approved through Derby City as detailed above. Carers are able to prepare medications under this policy. The long term model will consider the issue of accountability

The panel recommended that over the next 90 days up to 31st March 2020, in order to move to a Care-Led model (including nights) evidence/assurance is provided about the current use for advice/guidance/support of the nurse on duty by carers and pathway to escalate. The panel agreed to escalate from Low to Moderate risk until return to panel.

Has an Equality Impact Assessment (EIA) been completed? What were the findings?

Went to Panel on 09/01/2020

Passed panel with a request to return to panel in 6 months' time.

Returned to Panel on 07/01/2019

No EIA Queries or issues raised.

Has the project been to the Quality and Equality Impact Assessment (QEIA) panel? Include risk rating and summary of findings below

Assessed as MODERATE risk

Has there been involvement of Patients, Public and other key stakeholders? Include summary of findings below

Throughout the process the CCG and Local Authority communication teams and senior managers have supported parent/carer and stakeholder engagement from the initial market engagement event through to the patient engagement sessions. Parents and carers have co-designed the public consultation.

Have any Conflicts of Interest been identified/ actions taken?

None Identified.

Governing Body Assurance Framework

This service aligns to following objectives:

Derby and Derby CCG

- Better health outcomes for all.
- Improved patient access and experience.

Derby and Derby CCG Governing Body Board Assurance Framework Strategic Objectives

- To reduce our health inequalities and improve the physical health, mental health and wellbeing of our population.
- To plan and commission quality of a sustainable economy that operates within available resources, achieves statutory financial duties and meets NHS Constitutional standards.
- Work in partnership with stakeholder and with our population.

Identification of Key Risks

There are no risks that require inclusion on the CCG risk register