Joint Strategic Review:

Short Breaks for Surrey Children and Young People with Disabilities

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Report for

NHS Guildford and Waverley Clinical Commissioning Group

and Surrey County Council

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Contents

1 Executive Summary

1.1 The Joint Strategic Review of Short Breaks is a joint project between Surrey County Council and NHS Guildford and Waverley CCG on behalf of Surrey CCGs. The scope of the Review (from the Terms of Reference May 2013) is to look at the provision of short breaks for children with disability in Surrey, including: -

- Funding and provision of short breaks for children and young people with disabilities in Surrey
- Residential services at Beeches and Applewood
- Other residential services in Surrey and out of county
- Community based services
- Value for money from services commissioned in all settings.

1.2 The Review has focused on options for the future use and funding of Applewood and Beeches short break residential units and will make recommendations for options to be considered in a comprehensive consultation process.

1.3 Children and young people with disabilities and their families are supported with a range of services including short breaks. This Review presents options for consideration in regard to short breaks, so that services are meeting the needs of each individual child and their family (personalised), value for money (making the best use of tax payer funding), and meeting the requirements of the government legislation for children with Special Educational Needs and Disability (SEND) contained in the Children and Families Bill 2013. We want to ensure that we commission a range of services that enable parents to have a choice of short break provision where their child is eligible for support and that these provisions can effectively meet their child's needs.

2 Introduction

2.1 Short breaks are intended to provide children and young people with disabilities an opportunity to spend time away from their parents, relax and have fun with their peers. They can promote positive experiences for children and young people, by encouraging friendships, social activities, new experiences and support relationships with parents and carers. Short breaks also give parents the opportunity to have a short break from the demands of daily and overnight care for their child with disabilities. Short breaks are a lifeline for many families of children and young people with disabilities and act as a preventative service helping to stop the breakdown of families.

2.2 The Review focuses on residential short break provision. We believe this will deliver better outcomes for children, best value for public money and improved clarity for parents/carers.

2.3 Short Breaks are predominantly funded through Surrey County Council Children with Disabilities Service. Local Clinical Commissioning Groups have had responsibility for commissioning local NHS care since April 2013. Other health commissioning responsibilities lie with NHS England (for more specialised services and health visiting) and Public Health. NHS Guildford and Waverley on behalf of Surrey CCGs is committed to review access to health services that would enable families and children to make effective use of short break facilities offered by the local authority. In addition from 2014 onwards Surrey CCGs are required by legislation to develop an option for parents to receive payments in the form of personal health budgets.

2.4 Short break provision is usually arranged through Local Authorities. Beeches is commissioned and funded by Surrey CCGs and 1:2:1's are funded by SCC. We wish to find an option through review of the use and commissioning of all our short breaks provision that would enable us to release this funding stream back to the CCGs to enable reinvestment in additional medical and nursing services across all respite and domiciliary provision for children in Surrey. We believe this will deliver better outcomes for children, best value for public money and improved clarity regarding short breaks for parents/carers.

2.5 The Children and Families Bill which will come into effect in September 2014 is transforming the system for children and young people with Special Educational Need and disabilities, including the introduction of a birth to 25 years Education, Health and Care Plan, offering families a personal budget and requirement for Local Authorities and Health to work together. This includes the NHS developing an option for parents to receive payments in the form of personal health budgets alongside personal budgets from social care that have already enabled families to take more control and develop new choices about how they support their child.

3 Background and Scope

3.1 Background

4.8.1 Following a Surrey County Council Public Value Review (PVR) of Children Services, a paper went to Cabinet on 27th September 2011 which recommended the reconfiguring the Council's provision of residential short breaks. This was part of a review of disabilities with a savings target of £2.48 million over 2011- 2015.

4.8.2 In order to achieve these savings a Member Reference Group for the PVR agreed the recommendation to outsource the management of Applewood to a voluntary or private provider. This work was taken forward by a separate working group.

4.8.3 <u>Applewood</u>

The tender of the management of Applewood went out to the market in May 2012. Although 11 organisations submitted a Pre-Qualifications Questionnaire, only 1 organisation submitted a final bid which was unaffordable. Informal feedback from the providers suggests that their decision not to tender was influenced by the current economic climate and the risks presented to their organisation in taking on the service at the time. Transfer of Undertakings Protection of Employment (TUPE) considerations also made the service very expensive as Applewood staff would have to transfer to the new provider on their existing terms and conditions of employment. It was considered that the project was not financially viable at the time.

4.8.4 Beeches

In February 2012 NHS Surrey proposed to decommission Beeches, a short stay residential unit in Reigate, Surrey, then commissioned by Surrey Primary Care Trust (PCT) and operated by Surrey Borders and Partnership NHS Foundation Trust (SABP). NHS Surrey and subsequently NHS Guildford and Waverley (on behalf of the 6 CCGs) consider short break provision such as Beeches should be commissioned by the local authority in line with Surrey County Councils commissioning of short break provision for children in Surrey and the national legislation (Short Breaks Duty 2011).

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4.8.5 Following concerns expressed by parents of children using the unit, it was agreed by the PCT that a Joint Strategic Review would be undertaken by NHS Guildford and Waverley Clinical Commissioning Group (the CCG leading on children's health services commissioning on behalf of the six CCG's replacing NHS Surrey on 1st April 2013) and Surrey County Council.

3.2 Scope of the Review

3.2.1 The scope of the Review was to look at the provision of short breaks for children with disability in Surrey, including: -

- Funding & provision of short breaks for Children with Disabilities in Surrey
- Residential services at Beeches and Applewood
- Other residential services in Surrey and out of county
- Community based services
- Value for money from services commissioned in all settings.

3.2.2 The Review has focused on options for the future use and funding of Applewood and Beeches short break residential units and will make recommendations for options to be considered in a comprehensive consultation process.

3.3 Linked Projects

3.3.1 These include:

- SEND Pathfinder (piloting new legislation and personal budgets);

- Improve the value for money of services commissioned or delivered by Surrey County Council Children's Services, Surrey CCGs, Surrey County Council Public; Value Programme for Children with Disabilities, and Surrey CCGs Quality, Innovation, Productivity and Prevention (QIPP) requirements;
- Building asset utilisation;
- The existing and developing market for short breaks services in Surrey;
- The development of a new short breaks and personal support framework in Surrey.

3.4 Timescales

3.4.1 The scope and terms of reference were signed off by lead officers in advance of the first meeting of the Children's Health and Wellbeing Group which is a sub group of the Health and Wellbeing Board.

Timescale	Milestone
March-September 2013	Options and evaluation of options
Oct - Nov 2013	Internal governance Surrey County Council and Surrey CCGs
December 2013	Report to cabinet/CCG with options for consultation
January -February 2014	Consultation
March 2014	To cabinet/CCG for decision
April 2015[1]	New service in place

3.5 Key Drivers

Aiming High for Disabled Children 2007 - Empowerment: Offering parents and their disabled children choice and the power to take decisions about their own care - Responsiveness: Early interventions, coordinated and timely support, to bring up standards of provision across the country, easier for families to access holistic support, and prevent conditions deteriorating - Service Quality & Capacity: Boosting provision of services which are vital for improving outcomes for disabled children and their families such as specialist services such as short breaks, equipment and therapists
Short Breaks Regulations 2011 - Offer breaks as a preventive early intervention - Offer a range of services for parents - Publish a statement of those services to parents
Children and Families Bill 2013 - Special Educational Needs and Disability (SEND) The Government is transforming the system for children and young people with

[1] Surrey and Borders Partnership NHS Trust would need 12 months notice if Beeches were decommissioned.

special educational needs (SEN), including those who are disabled, so that services consistently support the best outcomes for them. The Bill will extend the SEN system from birth to 25, giving children, young people and their parents' greater control and choice in decisions and ensuring needs are properly met. It takes forward the reform programme including:

- Replacing old statements with a new birth-to-25 education, health and care plan;
- Offering families personal budgets; and
- Improving cooperation between all the services that support children and their families, particularly requiring local authorities and health authorities to work together.

4 Qualitative and Quantitative Data

4.1 Financial Information

4.1.1 Whilst Surrey CCGs do not hold the responsibility for the provision of short breaks, they currently have funding of approximately £1.3m per annum (see ***Appendix 1***). £565k of this is currently allocated to Beeches which the CCGs would like to reallocate to provide further medical and nursing support for children and young people with disabilities.

4.1.2 Spend by Surrey County Council on short breaks services is over £8m per annum in 2013/14 (detailed in ***Appendix 2***).

4.2 Service User Information

4.2.1 Details of the numbers of service users funded by Surrey CCGs is contained in ***Appendix 3*** and those funded by Surrey County Council are contained in ***Appendix 4***.

4.2.2 Children and young people accessing short breaks have a wide range of needs. In the 12 months April 2012 to March 2013, the council provided approximately 155,000 hours of short break play and leisure services.

- Approximately 2,375 children and young people access short breaks;
- Currently there are 785 (June 2013) children and young people with disabilities who access the specialist services of the Surrey County Council Children with Disabilities Teams;
- There are over 500 children and young people with disabilities who access overnight short breaks (2010-11) funded by Children's Services;
- 52 children with a disability are Looked After (Sep 2013);
- There are 43 (July 2013) children and young people with severe complex health and social care needs requiring joint funding for residential school placement to meet their needs

4.2.3 At present, the biggest pressure on services in Surrey is the increasing number of children and young people with Autism, severe learning disabilities and/or challenging behaviour.

4.2.4 For further detail please see Joint Strategic Needs Assessment for Children with Disabilities.
(http://www.surreyi.gov.uk/ViewPage1.aspx?C=resource&ResourceID=665)

4.3 Eligibility Criteria for Surrey County Council Services Children with Disability Teams

4.3.1 The Children with Disabilities Teams in Surrey provide a specialist service to those children and young people with permanent and substantial disabilities. In this context, to be eligible for a service from the Children with Disabilities Teams a child must be regarded as disabled for the purposes of assessment under the Children Act 1989 and other related legislation. The definition used by the service is as follows:

4.3.2 'A child/young person aged between 0 and 18 years, who has a physical or mental impairment that has a substantial and long-term adverse effect on their ability to perform normal day-to-day activities.'

4.3.3 For example they may experience significant delays in cognitive development, communication, sensory or physical development, or have a serious life threatening or life limiting condition that has lasted (or is likely to last) at least 12 continuous months or more.

4.3.4 To be eligible for assessment for services, in addition to their disability, other factors must be present beyond their diagnosis, which relate to the child's developmental needs, parenting capacity and/or family and environmental factors, such as: -

- Severe challenging behaviour, e.g. behaviour that puts the child or young person or others at risk
- Imminent danger of family breakdown
- Parents or carers capacity to parent impaired by their own health/mental health problems or disability
- Family difficulties e.g. substance misuse.

4.4 Referral Pathway for Surrey County Council Services

4.4.1 Short breaks are available for children:

- Who have a disability and/or additional needs and require support to access social, play and leisure services
- Are aged between 0 – 19 years
- Live in Surrey

4.4.2 However, recognising that not all disabled children and families will require the same level of support, services are delivered under the following categories:

- Universal Services – Services that are provided to, or routinely available to, children, young people and their families. Universal services are accessed by families directly.
- Targeted Services – Services that are aimed at disabled children and young people that require additional support, or may need groups and services that are specifically designed to meet their needs. Targeted services are accessed directly by families who meet the criteria outlined by the provider. Families may also be referred to targeted services by a professional.
- Specialist Services – services for disabled children and young people and their families that are commissioned following a social care assessment and are part of an individual care plan.

4.4.3 Disabled children and young people may access a combination of universal, targeted and specialist services at any one time or move between them according to their age, support needs and family circumstances.

4.4.4 The majority of disabled children and young people will be supported to have their individual needs met by their family and will be able to access short break services directly without the need for a social care referral or assessment. These services are universal and targeted services.

4.4.5 Disabled children and young people and their parents and carers in receipt of direct payments may choose to purchase short breaks from any of the above categories in order to meet their assessed needs.

4.5 What happens when a baby is born with disability/disabilities?

4.5.1 The child and their family would first receive a service from Health, for example through a paediatrician or a health visitor. If parents are unable to cope or there is a safeguarding issue, the child/family will be referred to the Children with Disabilities Teams.

4.5.2 There is also support through Surrey Early Support Service (SESS), in Early Years, for families who need extra help to raise a young child with disabilities and special needs and anyone who works regularly with these children and their families.

4.5.3 They deliver services for children with disabilities aged from 0 to 5 years, who live in Surrey who; -

- Is experiencing significant developmental impairment or delays, in one or more of the areas of cognitive development, sensory or physical development, communication development, social, behavioural or emotional development, or

- Has a condition, which has a high probability of resulting in developmental delay.

4.6 What is the process for a social care assessment?

4.6.1 Once a referral is made to the Children with Disabilities Teams, an initial assessment is completed. At this stage either the case is closed and the family are referred to other services or a core assessment takes place. This would result in a child's individual care plan which sets out the provision of services. From April 2014 the initial and core assessments will be replaced by a single assessment called a Child and Family Assessment.

4.7 Why is the principle in place that children under 10 should not access residential short breaks?

4.7.1 Research has shown that younger children do better (thrive) when placed within family based care, relating to a stable care. Residential care settings, however good, are not able to offer the same continuity of care that is achieved in a family setting, such as short break foster care placements.

4.7.2 However we do recognise that for some children with complex multiple needs, it may appropriate to offer them overnight short breaks in a residential care setting. There are a number of children under the age of 10 years in Surrey who receive overnight short breaks in residential settings (~10 children). All service which are put in place to support children with disabilities and their families are based on individual assessments needs

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4.8 Combining finance and activity data, and key information

4.8.1 The budget for overnight residential short breaks for 2013/14 (includes Ruth House for comparison) is:

Budget	Ruth House £'000	Applewood £'000	Beeches £'000
Staffing	864	470	-
Non-staffing	72	31	-
Income	- 175	-	-
Total	761	501	595

The above excludes overhead costs such as premises, utilities and depreciation for Applewood and Ruth House.

4.8.2 Cost per night for residential short break services 2012/13:

	Cost per hour	Day care (6 hours, 10am-4pm)	Tea visit (3 hours, 4pm - 7pm)	Weekday overnight (18 hours, 4pm-10am)	24 Hour Stay
Beeches	£57	£343	£171	£1,029	£1,372
Applewood	£45	£267	£134	£802	£1,069
Ruth House		£282	£141	£0	£564
Tadworth					£433-543[2]
Cherry Trees					£222
Pastens					£325
White Lodge					£294

4.8.3 Parents do not pay for short breaks which are part of a child's individual care plan. Other targeted services, such as play and youth schemes are subsidised by Children's Services. For example, the true cost of a play scheme is £80 – 90 per day; however parents are only required to pay £18 day.

4.9 Review Team Visits

4.9.1 Surrey County Council In-House Provision:

- Applewood, Surrey County Council
- Ruth House, Surrey County Council

4.9.2 NHS Surrey Contract:

- Beeches Bungalow, Surrey and Borders Partnership

4.9.3 Voluntary Organisations in Surrey:

- Tadworth Court
- White Lodge Centre
- Pastens Action for Children
- Cherry Trees
- Shooting Star CHASE

4.10 Previous Reviews

4.10.1 The messages highlighted from previous review include:

- Residential short break provision is the most expensive provision for children and young people with disabilities and should only be used for those children assessed as having the greatest need.

[2] This is a service for children with the most complex health needs with profound and multiple disabilities.

- Children under 10 years of age should not access residential short break provision unless there are exceptional circumstances detailed in their support plan.
- We must utilise and further develop the use of externally commissioned short break provision.
- Short break residential provision needs to be provided as equitable as possible across the county.

4.10.2 Other local and national research material on short breaks:

4.10.3 Social Care Institute: *Having a Break: Good practice in short breaks for families with children who have complex health needs and disabilities*. 2008

- Disabled children want to lead ordinary lives and relationships with their families and friends are very important to them. They do not always want to have breaks away from home without their families close by.
- Parents want practical, flexible help and may express the desire for a 'breather' from the physical and emotional demands of caring for their child. At the same time, they often express the wish that relationships between themselves and their disabled child could be more 'ordinary' and they did not always have to perform caring, nursing and other role.

4.10.4 Rather than the traditional model of break focusing on residential care solely for the disabled child, the guide describes new types of short breaks which offer the following positive characteristics:

- Flexible and responsive to the whole family's needs.
- Based at home if preferred or in the community to allow the disabled child to feel they are living a more `ordinary life'.
- Ensuring continuity of care, allowing good relationships to be built with staff.
- Offering stimulating and educational activities so that the children benefit as much from the break as parents.
- Family-centred, developed with input from the families using the services.
- Supporting and working with parents.
- Distinct from healthcare services.

5 Opinions of families

5.1 Engagement and Listening Events

5.1.1 A questionnaire for parents was carried out in July 2013 and there were 63 responses (details set out in ***Appendix 5***).

5.1.2 An offer was made by the Review team to visit 11 Surrey maintained Special Schools, two have invited the Review Team to visit:

- The Strategic Review team visited Ridgeway School in Farnham on Thursday 11th July 2013. The Chair of Governors, the Head Teacher and parents attended the meeting.
- A meeting took place in Brooklands School, Reigate on Tuesday 15th October 2013.

5.2 Feedback from Listening Events and Surveys (Details in Appendix 5)

5.2.1 Key opinions, this includes responses by email, paper forms returned and notes of meetings :

- Majority of children and young people who access services are between 5-16 years
- The most common primary disability of children accessing services is children with Autistic Spectrum Disorder (35% compared with 14.5% children with Severe Learning Disability which was the second highest group).
- **30%** of respondents rated the choice of short breaks in Surrey as 'okay' and **28%** rated short breaks as 'good' or 'very good' 41.5% of respondents felt the choice of short breaks were 'poor' or 'very poor'.
- **27%** of respondents 'strongly agree', 'agree' that children under 10 should usually receive overnight care within a family environment, **11%** 'neither agree nor disagree' and **13%** 'strongly disagree' or 'disagree' with this statement.
- 81% of families felt that the price they paid for short breaks was fair or cheap.

5.2.2 This mirrors previous regular surveys conducted annually by Surrey County Council

5.2.3 NHS Guildford and Waverley remains committed to working with Surrey County Council to ensure that short breaks are funded consistently across the county and NHS resources are deployed to the medical and nursing requirements to support children in these provisions. This includes sharing parents opinions of the Beeches and any opportunities there may be in keeping this or similar provision open.

6 Equalities Impact Assessment

6.1 No adverse impact was identified in carrying out the review.

6.2 The full Equalities Impact Assessment is contained in ***Appendix 6***.

7 Commissioning Services

7.1 Commissioning Outcomes

- Families are supported through receiving services which help to build resilience.
- Families receive good quality services, the majority of which deliver good value for money.
- Families are able to access a good range of services to meet their individual needs.
- The physical and emotional health needs of children and young people with disabilities are met.
- Children and young people feel safe, secure and are protected from harm, abuse and bullying.
- Children and young people are happy and have experience of a range of fun, enjoyable and age appropriate activities.
- Children and young people are supported to reach their full potential.

7.2 Residential Services for Children and Young People with Disabilities in Surrey

Name of Provider	Description of Service
Applewood, Surrey County Council	Service: Provides 6-bed short break services to meet the needs of children with a wide range of disabilities across the whole of the Surrey, ages 5-19 years. The service is currently used by 30 families whose children receive a range of overnight sessions, day care sessions and tea visits. Location: Tadworth Number of children: 30 (Nov 13)

	Capacity used: 23% (2012/13)
Beeches, Surrey and Borders Partnership NHS Foundation Trust	Service: 5-bed unit catering for children and young people with various disabilities including challenging behaviour from 5-18 years. Younger children can be placed on an emergency basis. Surrey and Borders Partnership NHS Foundation Trust is the trust responsible for the running of Beeches. Location: Reigate Number of children : 16 (Jan 2014) Capacity used: 29% (2012/13)
Ruth House, Surrey County Council	Service: Residential children's home providing short breaks for children and young people aged 5-19 yrs on the autistic spectrum The building comprises of 4 flats. The building is adjacent to Freemantles School a Surrey County Council (SCC) maintained day special school in Woking, which provides education for children and young people with Autistic Spectrum Disorder (ASD) Location: Woking Number of children: 67 (2012/13) Capacity used: 67%
Children's Trust Tadworth Court, Voluntary Organisation	Service: The Children's Trust in Tadworth is a national charity working with children and young people aged 5-19 years with brain injuries, multiple disabilities, complex health needs and profound and multiple disabilities. Range of short breaks services including overnights, palliative care, holiday schemes and Saturday clubs. It also provides nursing and medical care, rehabilitation (both residential and in the child's local community), outreach nursing and special education. Location: Tadworth Number of children: Spot purchased as required (9) Capacity used: Not applicable because purchased as required
White Lodge Centre, Voluntary Organisation	Service: White Lodge is a registered charity providing a range of activities and services for children, young people and adults with disabilities. As well as support for their families and carers. 6-Bed

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	short breaks service; day care; overnights; tea visits; and holiday play schemes in Runnymede, Chertsey, Walton and Spelthorne. Location: Chertsey. Number of children: 53 (2012/12) Capacity used: Not applicable because purchased as required
Pastens Action for Children, Voluntary Organisation	Service: Action for Children (Pastens) provides short breaks service children and their families. They help families deal with complex needs and challenging behaviour. 3-bed short breaks service, overnights and 1: 1 support. Location: Oxted Number of children: Spot purchased as required Capacity used: Not applicable because purchased as required
Cherry Trees, Voluntary Organisation	Service: Cherry Trees provides 14-beds short breaks service for children with a disability. It can also accommodate an additional 4 children in the day. This organisation provides a service for children up to 19 years of age. Some of the bedrooms are shared which can reduce the flexibility of use. They provide range of short breaks, day care, tea visits and overnights. Location: East Clandon (near Guildford). Number of children: 77 (2012/13) Capacity used: Not applicable because purchased as required
Shooting Star CHASE, Voluntary Organisation	Service: Shooting Star is a registered charity offering hospice services for children and young people with life limiting conditions. Planned short breaks; hospice at home; day care, education and special activities; family support and therapies; symptom management and paediatric palliative care; short notice support for families in a crisis; care at the end of a child's life; bereavement care and support for all the family. Location: Shooting Star has 2 hospices, Christopher's in Guildford and Shooting Star House in Hampton. Number of children: Spot purchased as required Capacity used: Not applicable because purchased as required

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7.3 Value for money concerns

- Neither Applewood nor Beeches are currently offering value for money.
- Neither Applewood nor Beeches services are able to meet the needs of children with complex behavioural needs.

- Both services are costly to run and limited in scope.
- In comparison the voluntary sector is delivering high quality services which deliver better value for money.

8 Options for Consultation

8.1 The Joint Strategic Review highlights that the voluntary sector is delivering high quality services which deliver good value for money. Ruth House has a separate project focusing on the future use of services. Therefore the Review will focus on options for the future use and funding of Applewood and Beeches.

8.2 Any future changes to residential short breaks will need to meet the current need in services for children and young people with autism, severe learning disabilities and/or challenging behaviour.

8.3 All options are based on the assumption that: -

- Surrey County Council will retain Ruth House with mix of short breaks and longer term placements (52 weeks) and continue to commission services from the voluntary and private sector.
- Any options will include future working with Adult Services to develop inclusive provision for 0-25 year olds.
- The current need is for children with complex health needs and challenging behaviour.
- The outcome of the consultation may be the approval of more than one option.

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	Options	Detail
Beeches Options	Option B1:	Beeches remains open and responsibility for future commissioning and funding of the service transfers to Surrey County Council.
	Option B2:	NHS decommissions Beeches, funding is reallocated to meet the health needs of children and young people with disabilities in the community. Care packages for children using the service transfer to alternative providers.
Applewood Options	Option A1:	Applewood remains open and Surrey County Council develops an improved in-house service.
	Option A2:	Surrey County Council closes Applewood and makes alternative provision for children and young people who use the service.
	Option A3:	Surrey County Council outsources the management of Applewood, to a private or voluntary organisation.
Combined Option	Option C1:	Decommission both Beeches and Applewood and develop a new service based on Applewood or an alternative site.
Other Option:		Option for public to recommend an alternative option

9 Option Appraisal

Option	Description	Strengths/ Advantages	Weaknesses/ Disadvantages	Implications
B1	Beeches remains open and responsibility for future commissioning and funding of the service transfers to Surrey County Council.	• Children and Families of Beeches could continue to use existing services.	• Continued inability to place Children and Young People with Severe Learning Disabilities and challenging behaviour or complex health needs in Beeches. • Additional £595k pressure per year to SCC. • £595K for 5 beds does not represent good value for money • SCC would be unable to fund both Applewood and Beeches. • The Beeches Bungalow is not suitable for teenagers and offers limited scope and opportunities. • The services would continue to provide poor value for money. • Unable to free funding resources to create alternatives to high cost of spot purchase arrangements.	Financial: Additional pressure £595,000 SCC. NHS Surrey saves £595000. Services: Current services would continue to fail to meet the need of children with complex needs. NHS Surrey would be able to invest money saved in community health services. Children and Young People affected: 0
B2	NHS decommissions Beeches, funding is reallocated to meet the health needs of children and young people with	• Children and young people could receive overnight short breaks in Applewood or other provision in the voluntary sector or receive a direct payment.	• Public perception regarding the closure of Beeches. • Lack of provision in voluntary sector would mean that there would be	Financial: Cost to SCC of providing Beeches care packages in voluntary sector. Estimate ~ £200,000 to £500,000.

Option	Description	Strengths/ Advantages	Weaknesses/ Disadvantages	Implications
	disabilities in the community. Care packages for children using the service transfer to alternative providers.	• CCGs could re-invest the money from the closure of Beeches in community nurses and training for staff in the voluntary sector to work with children with complex health needs. • Savings to revenue budget by commissioning care packages from private/voluntary providers who provide better value for money.	limited alternative choice. • Reduction of service in east of the county where there is already a lack of provision. • Change for parents could be significant depending on location of new services. • Negative reaction from parents who use Beeches. • SCC would need to fund alternative provision in the voluntary sector.	NHS Surrey saves £595,000. Services: NHS Surrey able to invest more money in community services Children and Young People affected: 16
A1	Applewood remains open and Surrey County Council develops an improved in-house service.	• Could commission a different service from Applewood to meet current gaps in services, e.g. short breaks for CYP with Complex Health Needs. • Improve services for children young people and their families. • Children and Families of Applewood could continue to use existing services.	• Applewood building is purpose built for children and young people with severe physical disabilities. However small living area means that it would be difficult to accommodate more than a couple of children and young people with autism and behavioural problems at any one time.	Financial: Not financially modelled, but could result in cost avoidance or savings depending on the services the children and young people were previously in receipt of. Services: Children and Young People affected: 0
A2	Surrey County Council	• Children and young people could	• Public perception regarding the	Financial: potential to

Option	Description	Strengths/ Advantages	Weaknesses/ Disadvantages	Implications
	closes Applewood and makes alternative provision for children and young people who use this service.	receive overnight short breaks in Beeches or other provision in the voluntary sector or receive a direct payment. • Savings to revenue budget by commissioning care packages from private/voluntary providers who provide better value for money.	closure of Applewood. • Lack of provision in voluntary sector would mean that there would be limited alternative choice. • Limited market for Direct Payments. • Reduction of service in east of the county where there is already a lack of provision. • Change for parents could be significant depending on location of new services. • Negative reaction from parents who use Applewood. • SCC would need to fund alternative provision in the voluntary sector.	make savings/avoid future costs through placing CYP in alternative provision. SCC may need to pay dual costs during transition period. Services: Further work would need to be done Children and Young People effected: 30
A3	Surrey County Council outsources the management of Applewood to a private or voluntary organisation.	• New services could provide more flexible and creative packages of care enabling more children and young people with disabilities to benefit from short break provision. • Expansion of services offered will enable a wider range of	• This option was tried in 2012; only one provider bid and the prices were unaffordable. • Management structure if top heavy compared to voluntary sector. • Voluntary sector could be put off	Financial: Unknown until go out to open market but estimate at least £500,000. Services: NHS Surrey able to invest more money in community

Option	Description	Strengths/ Advantages	Weaknesses/ Disadvantages	Implications
		disabilities to be accommodated. • Use of direct payments with the new provider will offer greater choice and freedom to the service user when booking services. • The option to expand to young adults market may be provided. • An opportunity could be given for service users to become actively involved in the re-commissioning process.	by TUPE costs. • Staff and Unions would be concerned about risk to jobs. • Service could be destabilised by staff leaving. • Families could be concerned that services will be delivered by a new provider. • Potential political reputational risk around the outsourcing of a Surrey asset.	services. Children and Young People affected: 30
C1	Decommission both Beeches and Applewood and develop a new service based on Applewood or an alternative site.	• New services could provide more flexible and creative packages of care enabling more children and young people with disabilities to benefit from short break provision. • Expansion of services offered will enable a wider range of disabilities to be accommodated. • Use of direct payments with the new provider will offer greater choice and freedom to the service user when booking services.	• Potential change for both children and families who use Beeches and Applewood. • Risk that an alternative site would not be available or too costly. • Staff from both Beeches and Applewood would have major change to their jobs and risk that they may lose their jobs.	Financial: Economies of scale could be greater through combining these services but not financially modelled as too many variables at this stage. Could improve occupancy rates which should reduce costs, but SCC likely to pick up full costs of new services, previously paid for by NHS Surrey. Capital costs not known (or who

Option	Description	Strengths/ Advantages	Weaknesses/ Disadvantages	Implications
		• The option to expand to young adults market may be provided. • An opportunity could be given for service users to become actively involved in the re-commissioning process. • TUPE and Employee Assistance Programme provide protection and support for staff.		would pay for them). NHS Surrey saves £595,000. Service: Opportunity to design a new service which meets current and future needs of children and young people with disabilities. CYP Effected: 46

10 Recommendations and Next Steps

10.1 The options for public consultation are approved by the CCG Collaborative and Surrey County Council.

10.2 Consultation arrangements to be agreed with a timetable for feedback to NHS Guildford and Waverley CCG / Surrey County Council.

10.3 The public consultation is conducted in February and March 2014.

10.4 Preparation of a joint report with recommendation/s following consideration of the consultation responses.

10.5 CCG Collaborative and Surrey County Council Cabinet agree implementation plan for the recommended option/s including communication plan in May 2014.

11 Appendices

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Appendix 1
Surrey CCGs budgeted spend on short breaks for children with disabilities 2013/14

Appendix 2
Surrey County Council spend on short breaks for children with disabilities 2013/14

Appendix 3
Occupancy Data for Beeches 2002 - 2013

Appendix 4
Occupancy Data for Applewood 2012/13

Appendix 5
Summary of Feedback

Appendix 6
Equalities Impact Assessment

12 Glossary of Terms

CCG	Clinical Commissioning Group
CWD	Children with Disabilities
CWD with complex needs	Children with profound and multiple disabilities, challenging behaviour
CYP	Children and Young People
EIA	Equalities Impact Assessment
LAC	Looked after children
PCT	Primary Care Trust
QIPP	Quality, Innovation, Productivity and Prevention
SABP	Surrey and Borders Partnership NHS Trust
SEND Pathfinder	Special Education Needs and Disability Pathfinder: Local Authority, Health and community organisations working together to test core elements of reforms within the Children and Families Bill 2013
Transfer of Undertakings (Protection of Employment) TUPE	Requirement that staff carrying out the same work transfer to the new employer with the same terms and conditions of employment.
Tender	A public body buying a service or product from a private or voluntary organisation for the benefit of the local population.

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Appendix 1 – Surrey CCGs budgeted spend on short breaks for children with disabilities 2012/13

Current funding allocations to 'short breaks' - funded by the NHS are detailed here:

NHS Services Budget 2013/14	**£'000**
Currently allocated to short breaks where children require nursing and medical care on site	607
Allocated via the Short Breaks team to contribute to health support	99
The Beeches Bungalow	595
Total Spend	**1,301**

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Appendix 2: Surrey County Council Spend on Short Breaks and support for Looked After Children excluding placement costs (Children's Services) 2013-14

Short Break Spend 13/14 - as at 31st October 2013	(£'000)
CWD Spend on Short Breaks (including LAC, Non LAC, Team Spend and Short Breaks Contracts	6,377
Surrey Dom Care Service	390
Applewood	473
Ruth House	1,030
Total	**8,270**

Appendix 3: NHS Service Users using Beeches

	Number of children and young people accessing service	Children aged under 10	Overnights	% Occupancy Overnights (Based on 50 week availability)	Day Care	Tea Visits	1-1s
2002	57	13	1217	70%	381	229	11
2003	54	10	1088	62%	393	223	11
2004	50	8	876	50%	395	184	15
2005	52	5	947	54%	395	192	11
2006	41	3	808	46%	368	114	12
2007	46	6	921	53%	397	158	15
2008	34	6	687	39%	410	42	15
2009	35	8	753	43%	367	38	15
2010	30	5	660	38%	334	50	15
2011	29	3	632	36%	328	38	15
2012	24	1	502	29%	316	59	12
2013	16	0	*	*	*	*	*

* Data not available yet.

Appendix 4: Surrey County Council Service Users using Occupancy Summary Applewood for 20/13

Stays	Overnight (16:00-10:00)	Day Care (10:00-16:00)	Tea Visits (16:00-19:00)	Occupancy %
Apr-12	37	56	12	21%
May-12	32	34	17	18%
Jun-12	19	26	11	22%
Jul-12	31	39	18	18%
Aug-12	44	62	0	29%
Sep-12	27	41	7	20%
Oct-12	30	52	21	18%
Nov-12	47	51	13	38%
Dec-12	33	35	20	22%
Jan-13	22	33	21	24%
Feb-13	35	45	20	28%
Mar-13	37	37	26	26%
Total	**395**	**512**	**186**	**23%**

Appendix 5: Summary of Feedback

Questionnaire re: Joint Strategic Review of Short Breaks

A questionnaire for parents of children that access the short breaks service was carried out in July 2013. 62 responses were provided and an overview of these is provided below.

- The **majority** of respondent's children who access short breaks are aged between 5 and 16 years of age.
- The majority of respondents had a child with **autism spectrum disorder** (35.5%, compared with 14.5% with severe learning disabilities, which was the second highest group). It should, however, be noted that it was not possible for respondents to list more than one disability so these figures may not be fully reflective of service users' disabilities.
- **30%** of respondents rated the choice of short breaks in Surrey as 'okay' and **28%** rated short breaks as 'good' or 'very good' 41.5% of respondents felt the choice of short breaks were 'poor' or 'very poor'.
- **27%** of respondents 'strongly agree', 'agree' that children under 10 should usually receive overnight care within a family environment, **11%** 'neither agree nor disagree' and **13%** 'strongly disagree' or 'disagree' with this statement.
- Respondents who felt that short breaks in Surrey were 'poor' or 'very poor' gave a variety of reasons for this scoring. **Key feedback** from these respondents included insufficient access to respite services, lack of services in their area and during holidays, and difficulties in accessing medical support.
- **89%** of respondents rate the support provided by staff at the short breaks service they use as 'okay', 'good', or 'very good'. **11%** rated the support as 'poor' or 'very poor'.
- Nearly **three quarters** of those who responded think the price of the short breaks service they use is 'fair'.
- The **majority** of respondents felt that information available on short breaks in Surrey is 'okay'. However, **over a third** felt that information is 'poor' or 'very poor'. When asked to expand on this response several **key issues** emerged. Respondents felt information could be more proactively provided and more widely and consistently distributed. It was suggested that information could be distributed via email, post, in doctor's surgeries and schools and through utilising existing distribution lists. It is perhaps telling that **almost 30%** of respondents access information on short breaks from other parents. Respondents also called for more clarity over the eligibility criteria for Carers Break Payments and for a reduction in bureaucracy in this process.
- When asked if there is anything they would like the services to do differently respondents often gave very specific requests. **Key themes** that emerged were the need for respite care *before* parents/carers had a breakdown, more availability of services, especially during holidays, and the need for an improved booking process for Disability Challengers. **Positive feedback** on the service was also received: *"The staff vary at each location. On the whole very good"*, *"LinkAble is well*

organised", *"We have been given a Merlin Pass for our daughter, which was wonderful and a huge help to us as a family, so please do not stop that."*

- **53%** of respondents answered 'okay' when asked how well they thought that short breaks in Surrey are meeting the needs of children and young people with disabilities, **20%** felt that short breaks met the need 'quite well' or 'very well' and **27%** of respondents chose 'not well' or 'not well at all'. When given the opportunity to expand on this answer several respondents gave **positive feedback**: *"Short Breaks in Surrey is very good for children with Disabilities and is well organised and professional meeting the needs of the children.",* "*The Fun Days are brilliant, it is so nice to do something that includes the whole family. They are always well planned with lots to do."* Most other feedback was similar to that given throughout the rest of the questionnaire; however, a number of respondents did take the opportunity to call for more overnight care.

Engagement Roadshows for Children and Young People August 2013

Listening events were held during August 2013 to seek the views of Children and Young People to find out their views of Short Breaks Services. These were facilitated by Barnardos through a series of road shows across Surrey.

Key opinions:

- Most popular activities children and young people like are;- bowling, music, cooking, trampolining, theme parks, cinema, walking and seeing friends
- Things which are important to young people are; -
  - Having fun
  - Making friends
  - Making decisions
  - Being listened to
- The majority of children and young people wanted to go to places for disabled and non-disabled children.

Aiming High Consultation on Short Breaks (2009)

- The biggest need of disabled CYP is to have safe places to meet where they can just have fun and socialise with each other. CYP people with a Disability/special needs are often still living with parents
- Parents and carers are not able to access as many short break services for their disabled child as they would like
- They feel that there are insufficient places available at play schemes to meet demand. They would like to access more short break services
- They felt that it was important for their child to learn to develop independence skills, and to develop their own interests with their peer group. The child builds confidence and learns independence whilst in the play settings and this helps with their development and transition to adulthood

- Parents and carers find it difficult to access information about services available to them. Most families either do their own research, or find out from other parents and carers with disabled children
- The most popular short-term break activities for CYP are: swimming, trampolining and bowling. The most popular outing is the cinema, eating out, and going to the seaside
- Parents value the offer of social interaction, fun time for children with their peers, meeting friends/peers outside family structure
- Parents value 1:1 support
- Siblings benefit as parents are able to spend more time with them
- Summer activities were praised as making a welcome break from routine for their children
- The respite for parents helps to avoid family breakdown and the need for more acute services such as out of county placements. Overnight care is particularly valued

2012 NHS Surrey Listening Event

NHS Surrey hosted a listening event for parents of children attending Beeches who were concerned as the proposal to close Beeches.

- 20 parents of children who used Beeches at that time in addition other supporters of the Beeches provision attended. Whilst the number of children accessing this provision is relatively small the parents of children who do use this provision expressed their confidence in the provision and the value that having such a short break was to their family.
- Parents also raised concern that short break provision is not routinely available for children under 10.
- These findings were shared with Surry County Council

Appendix 6: Equalities Impact Assessment

1. Topic of assessment

EIA title:	Joint Strategic Review - Short Breaks for Children with a Disability

EIA author:	Diane McCormack, Head of Complex Needs including CAMHS NHS Guildford and Waverley CCG; Ian Banner Head of Commissioning Children's Social Services Surrey CC

2. Approval

	Name	Date approved
Approved by[3]	CSF Directorate Equalities Group	Endorsed 09/12/13

3. Quality control

Version number	3	**EIA completed**	
Date saved	Nov 2013	**EIA published**	

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4. EIA team

Name	Job title (if applicable)	Organisation	Role
Ian Banner	Head of Children's Social Care and Well-being Commissioning	Surrey CC	
Diane McCormack	Head of Children with Complex Needs including CAMHS	NHS G&W CCG	
Sandy Thomas	Service Manager, Children with Disabilities	Surrey CC	
Holly Beaman	Commissioner	Surrey CC	

[3] Refer to earlier guidance for details on getting approval for your EIA.

5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	This is an equality impact assessment of the Joint Strategic Review of Short Breaks for Children and young people with disabilities in Surrey. The review terms of reference include detail of the scope of the review. The purpose of the Review is to develop options for consultation on the future commissioning of short breaks services for children and young people with disabilities by Surrey County Council and the six Clinical Commissioning Groups in Surrey. The service covers: • Preventative and universal access services for 2375 children accessing short breaks, funded by Surrey County Council (July 2013); • Specialist support services for 785 (open cases June 2013) more severely disabled children including residential short breaks, short breaks in the child's own home or fostering, and day support services. The former services are discretionary the latter statutory following assessment of needs and meeting threshold for eligibility for health and /or social care support by health and/ or social care professional staff.
What proposals are you assessing?	• The specific changes being consulted on are detailed in the review. • The implications of commissioning new services and possible closures/changes to some services depending on what decisions are agreed (following consultation on options). • The review recognises that the responsibility to meet individual child's assessed health and social care needs must be met in accordance with the legislation in the Children & Families Bill sections in children with special education needs and disabilities. In particular the requirement for an Education, Health and Care Plan with a personal budget that meets the disabled child's assessed needs.
Who is affected by the proposals outlined above?	• People affected by the joint strategic review are Children and young people with disabilities and their families in Surrey. • Other affected people are Council staff, and staff employed in public, private and voluntary sector organisations providing short breaks services.

6. Sources of information

Engagement carried out
Evidence from previous strategic reviews of the need for short breaks, the cost benefits of short breaks and the evidence of better quality of life for children and their families, using surrey data and national reports and research evidence. The Joint Strategic Review terms of reference includes seeking the views of parents; - • A questionnaire for parents was carried out in July 2013 and there were 63 responses. • SCC also offered to meet parents in 10 Surrey Special Schools. Two schools have taken up the offer so far; - - The Ridgeway School, Farnham – July 2013 - Brooklands School, Reigate – Oct 2013 Options arising from the review will be consulted on before decision by Surrey County Council and NHS Clinical Commissioning Groups in Surrey. The review looks at the needs for short breaks for all children and young people with disabilities , but particularly those children with complex needs - autism, challenging behaviour or profound and multiple disabilities.
Data used
In addition to data gathered from engagement activity, there is extensive qualitative and quantitative data regarding the needs for short breaks services for children and young people with disabilities. We have used: • National research by charities, think tanks or lobby groups. • Surrey-i, the local data and information portal and Joint Strategic Needs Assessment, • Service monitoring reports. • User feedback from previous consultations • Questionnaires to parents/families

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7. Impact of the new/amended policy, service or function

In the tables below we have brought together our equality analysis and set out how the new/amended policy, service or function will affect children and young people with disabilities and their carers and staff. This analysis considered how the policy, function or service would:

- advance equal opportunities;
- eliminate discrimination; and
- foster good relations between people that share protected characteristics and those that do not.

You should think about the potential equality impact on all of the protected characteristics listed. Remember that:

- Our analysis and evidence gathered was proportionate to the likely scale of impact on children and young people with disabilities, their families and staff sharing protected characteristics.
- Analysis was based on the information gathered from the data and engagement activities listed in section six. The options in the joint strategic review and this draft equality impact assessment will be consulted on and the results of any consultations will be taken into account in finalising the EIA and subsequent reports on implementing the decision taken. Specific details and comments that are relevant for protected characteristics are included in the EIA.
- We have listed every possible way the change might conceivably impact on children and young people with disabilities and their families.
- Our analysis did not identify that the proposal needs to be amended in order to deal with the equalities implications identified in this EIA.
- Our analysis identified mitigating actions or ongoing monitoring required when the consultation is completed, and decision on the options is agreed.
- We consider that there will be no impact on particular protected characteristics for the reasons stated.

11 Annex 1 contains detailed guidance about the issues we considered when assessing impact of the joint strategic review.

7a. Impact of the proposals on residents and service users with protected characteristics

Protected characteristic[4]	Potential positive impacts	Potential negative impacts	Evidence
Age	• Ensure a range of short break services are available to children and young people up to 18 years of age. Any options will include future working with Adult Services to develop inclusive provision for 16-25 year olds.	none	
Disability	• The review objective is to achieve better outcomes for children and young people with disabilities and their families. • Working together with NHS Guildford and Waverley Clinical Commissioning Groups, should lead to a more co-ordinated service.	If proposals put forward lead to the closure of a service this could have an adverse impact on CYP with disabilities and their families such as increased travel etc.	
Gender reassignment	none	none	

[4] More information on the definitions of these groups can be found here.

Pregnancy and maternity	none	none	
Race	none	none	
Religion and belief	none	none	
Sex	none	none	
Sexual orientation	none	none	
Marriage and civil partnerships	none	none	

7b. Impact of the proposals on staff with protected characteristics

Protected characteristic	Potential positive impacts	Potential negative impacts	Evidence
Age	none	none	
Disability	none	none	
Gender reassignment	none	none	

Pregnancy and maternity	none	none	
Race	none	none	
Religion and belief	none	none	
Sex	none	none	
Sexual orientation	none	none	
Marriage and civil partnerships	none	none	

8. Amendments to the proposals

Change	*Reason for change*
No changes were identified by the Equality Impact Assessment	

9. Action plan

Potential impact (positive or negative)	*Action needed to maximise positive impact or mitigate negative impact*	By when	Owner
If proposals put forward lead to the closure of a service, this could have an adverse impact on CYP with disabilities and their families.	• Parent/Carer Panel set up to ensure that the views of parents and carers are fully considered and to work together to agree proposals for wider consultation in the New Year. • Wide public consultation process • Options appraisal to understand full impact of any options put forward.		

10. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
None identified	

11. Summary of key impacts and actions

Information and engagement underpinning equalities analysis	National and Local Data from previous reviews and the Joint Strategic Review
Key impacts (positive and/or negative) on people with protected characteristics	The Review is to achieve best outcomes for children and young people with disabilities and their families.
Changes you have made to the proposal as a result of the EIA	None
Key mitigating actions planned to address any outstanding negative impacts	Not applicable
Potential negative impacts that cannot be mitigated	None

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