

ANNEX 1

1. Topic of assessment

Short breaks for Surrey children and young people with disabilities: update	
EIA author:	Sam Morrison, Senior Commissioner, Children's Services, Surrey County Council

2. Approval

	Name	Date approved
Approved by	Ian Banner	16.10.15

3. Quality control

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4. EIA team

Name	Job title (if applicable)	Organisation	Role
Sam Morrison	Senior Commissioner	Surrey County Council	Author
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5. Explaining the matter being assessed

What policy, function or service is being introduced or reviewed?	The joint strategic review of short breaks was a joint project between Surrey County Council and NHS Guildford and Waverley Clinical Commissioning Group (CCG) on behalf of Surrey CCGs. The scope of the review (from the terms of reference, May 2013) was to look at the provision of short breaks for children and young people with disabilities in Surrey, including -			
	 funding and provision of short breaks for children and young people with disabilities in Surrey residential services at the Beeches and Applewood other residential services in Surrey and out of county community based services value for money from services commissioned in all settings. The review focused on options for the future use and funding of			

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Applewood (Surrey County Council) and Beeches (NHS).

Applewood (Tadworth) is a short break facility to support disabled children and young people to remain living at home with their families by offering regular planned short breaks within a child focused environment. It can take up to 6 Children (male or female) between the ages of five and 18. It can cater for a range of needs including autistic spectrum disorder, epilepsy, diabetes, heart condition, learning disabilities cerebal palsy and acquired brain injury.

Beeches bungalow (Reigate) is a five bedded mixed sex respite care home for young people below the age of 18 with severe physical and or mental health and learning disabilities. It provides day care, overnight care, and after school tea visits and provides respite for carers. It is orientated around the school day and school year.

In September 2014 Cabinet received a report and agreed a number of recommendations including negotiations on spot purchasing at Beeches in Reigate. Surrey County Council and Surrey and Borders Partnership NHS Foundation Trust (SABP) that manage Beeches could not agree a spot purchase arrangement. In July 2015 Cabinet agreed to continue consultation on updated options online through Surrey Says:

https://www.surreysays.co.uk/csf-childrens-social-care-and-wellbeing/joint-strategic-review-of-overnight-short-breaks-i

The Cabinet decision was -

Following the negotiations with Surrey and Borders Partnership NHS Foundation Trust (SABP), the earlier consultation be reopened / concluded with the options that Surrey County Council:

- negotiates an acceptable block contract with SABP for overnight short breaks or:
- funds alternative services, which may result in Beeches being closed.

Appended to the September 2014 Cabinet report was the EIA for the options:

http://mycouncil.surreycc.gov.uk/documents/s16750/item%2013%20-%20Annex%201%20-%20EIA.pdf

This EIA is an update of the original EIA taking account of the new options.

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What proposals are you assessing?

Provision at Beeches

Following the consultation on the options, Surrey County Council's Cabinet are deciding which option to agree.

This EIA records the outcomes of implementing the recommendations above, outcome 1, and mitigation needed for outcome 2.

Outcome 1

Children and young people will continue to use Beeches because there will be a block contract in place funded by Surrey County Council.

Outcome 2

The council funds alternative services, which may result in Beeches being closed.

Who is affected by the proposals outlined above?

In outcome 1 access to Beeches will continue so no adverse impact will arise for the young people who use Beeches.

There is likely to be an impact on services for children generally, and possibly an impact on services for children with disabilities as a group, depending on where funding comes from. A further EIA will be needed to assess the impact of future funding decisions.

In outcome 2 there would be impact on the nine young people and their families who currently use the service.

There are duties in the Care Act and Children's Acts which are detailed in the Cabinet report.

Indirectly the proposal may affect -

- 1. Parents and carers of children with disabilities and other family members including siblings.
- 2. Children, young people and families who may wish to use overnight short breaks in the future.

6. Sources of information

Engagement carried out

Throughout the review effort has been made to ensure the inclusion, involvement and guidance of all stakeholders. In particular parents and carers of those children and young people who attend Beeches were consulted.

Engagement activity for the continuation of the review is the online consultation on Surrey Says and face to face meetings with parents:

- Redhill Methodist Church, 26 August 2015.
- Brooklands School, 2 October 2015.

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- Clifton Hill School, 23 September 2015.
- Woodlands School, 22 September 2015.

Data used

To inform the EIA, the team has used:

- consultation data
- minutes from parent carer meetings
- ICS information held on the Surrey County Council database about the needs of children with disabilities who attend Beeches and Applewood
- occupancy data of Applewood and Beeches
- GIS Mapping
- transport and travel data (Google Maps)
- demographic data (ONS).

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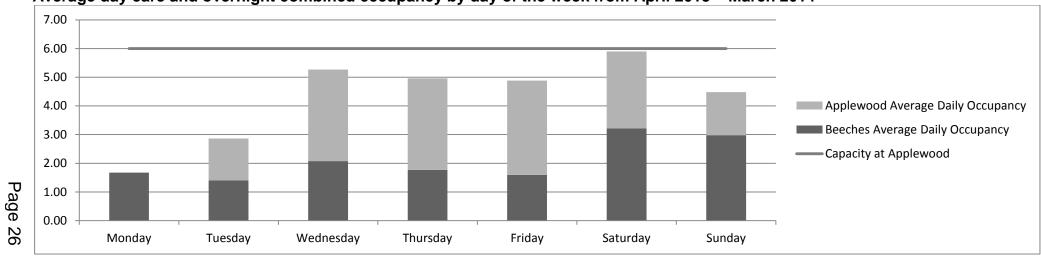
7. Outcomes of consultation on options

- Outcome 1 children and young people will continue to use Beeches under a block contract funded by Surrey County Council. No change in service provision will occur if Outcome 1 is implemented.
- Outcome 2 the council funds alternative services, which may result in Beeches being closed. The EIA will address mitigation that would be needed. There is likely to be an impact on services for children generally, and possibly an impact on services for children with disabilities as a group depending on the decision on where funding comes from.

Occupancy and Current Provision

- 7.1. Outcome 1 will have no impact on the occupancy of Beeches.
- 7.2. Outcome 2 if Beeches is no longer available to parents and their children, the demand for Applewood, which is the most local alternative overnight short breaks provision, would increase.
- 7.3. There is currently overnight provision available in both services. Applewood has staffing for all six beds and 60% occupancy. Beeches has staffing for approximately 2 beds occupancy, although there are a total of 5 beds.
- 7.4. Occupancy varies depending on the day of the week and between school term time and school holidays. Both services also offer day care. The following information assumes that if a young person accesses a day care session, they would take up an available place for that day and evening and "count" as an overnight. Day care is about 40% of use in both services.





The average occupancy at Beeches and Applewood between April 2013 and March 2014 did not exceed 6 beds.

4.42 beds were occupied on average including day care provision. At the time there were 13 users of the Beeches. Applewood was closed on Sunday and Monday nights, however is now open seven days per week. At the time of this EIA there are nine young people using Beeches so there is capacity at Applewood to provide overnight short breaks for both users of Beeches and other young people who have assessed needs for overnight short breaks in East Surrey.

7.5. Not all Beeches users will use Applewood. Families may also opt for Cherry Trees (East Clandon) or Ruth House (Woking) or a bespoke package. The chart above demonstrates, on average, access to both services over a 12 month period did not exceed the capacity of Applewood. Offering those Children and young people similar packages in Applewood will not cause it to exceed capacity overall. The data below from the first EIA included data for 13 users, there are currently nine users. Demand for weekend short breaks will be mitigated by involving families in choosing when weekends are booked and ensuring groups of young people can have their assessed needs met by the staff team.

- 7.6. All new users of the service will be encouraged to take a mixture of weekday and weekend overnights. Five current Applewood users are aged 17 so in transition to adult services which will take place over the next year. Day care can also be provided in alternative environments through play and leisure services and personal support providers. Parents had told the Review team in 2014 that they were unable to attend play and leisure services due to the complex needs of their children. As part of the development of a Short Breaks Framework and tender of short break contracts Surrey specified that providers need to accommodate children and young people with more complex needs and provide at least 40% of 1:1 spaces. 2:1 care is also available from some providers if specifically commissioned. Children with complex needs will be encouraged to use these services.
- 7.7. Population projections modelled against the current occupancy data show that demand will not increase significantly over the next 5 years. If demand increases by 5%, it is estimated that Applewood could meet the predicted demand because more families are choosing alternative support eg personal support.

8 Transport

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- 8.1 Outcome 1 will have no impact on the transport implications of either service.
- 8.2 Parents expressed concerns about the increased travel time if they can no longer access Beeches.
- 8.3 The majority of families who use Beeches live in the east of the county. Approximately 40% of journeys to Applewood and Beeches are from or to school so no impact on parents. For most families their child's daily journey to school in term time for 40 weeks per year is longer than their home to Beeches journey.
- 8.4 For term time weekday visits transport is to and from school is already funded by Surrey County Council. We have estimated that 40% of current journeys to Applewood and Beeches are from or returning to school.
- 8.5 At weekends and school holidays parents make their own transport arrangements for their children and young people.
- 8.6 In Outcome 2 transport would be offered to families who are adversely affected by the recommendations to help mitigate against any potential impact based on assessed need for transport as part of their support plan. Journey times are better in school holidays and weekends than school term time weekdays. The number of journeys, by car or bus, for the children, whether from home to respite or school to respite, will be the same, so any impact is from the length of the new journey.

Distance

- 8.7 The following table details the travel time to Applewood and Beeches from the home address of the children and young people accessing the Beeches.
- 8.8 On average, families would see a 5.7 minute increase for a one way journey (Source Google maps 11.00 27 August 2015)

	Home address	To Beeches	To Applewood	Difference
	Child one	26	32	6
	Child two	20	26	6
	Child three	14	23	9
Ū	Child four	9	24	15
ם פ	Child five	18	23	5
	Child six	19	32	13
22	Child seven	19	13	-6
	Child eight	7	13	14
	Child nine	24	13	-11

8.9 The majority of families who use Beeches would see an increase in travel time if they chose Applewood as an alternative provision. The services are geographically close together (6.7 miles) however traffic, weather conditions and unexpected events could further increase the amount of time spent travelling. Parents report increased time spent travelling can have negative effects on their children.

	Parent concern or perceived impact from the consultation process:	Mitigating action for outcome 2
	Transport and location	
	Increased travel time to and from Applewood will decrease the amount of time parents can spend with siblings Beeches is local to Brooklands school and the nearest provision to Clifton Hill'. This makes it easier for parents to pick up their children and take them to school or home.	During a set transitional period transport will be offered from a family's home to Applewood for those children and young people that currently access Beeches for those that have an assessed need for it. Applewood is only 2.5 miles further from Clifton Hill school than Beeches.
Page 29	Increased travel time will exacerbate the chances of children's health and safety being compromised eg need for restraints, dealing with incontinence or challenging behaviour.	A risk assessment would be undertaken for all of the children's journeys. 1 to 1 or 2 to 1 support will be in place if needed during the transport of children and young people to Applewood or other alternative services based on assessed need. All young people have a risk assessment for home to school transport including for a very small number use of restraints. The additional journey time is a very small proportion of the time spent on transport to and from school and to and from short breaks.
	Beeches is a local provision and allows the children and young people to access the local community.	Applewood actively encourages access to the community and opportunities to engage in activities within the local area.
	Beeches is close to east Surrey Hospital enabling swift access to health professionals.	All children attending Applewood have an all about me document in place which details the action that staff need to take should the child experience a seizure or medical emergency whilst at Applewood. Agreement can be made with the Ambulance Service to access east Surrey Hospital if this is the most appropriate provision.
	Respite needs to be able to close by to reduce the stress on families and maximise respite time.	Respite bookings at Applewood are made following discussion with parents to ensure they meet the needs of families.

Assessed need and staff training

- 9.1 As well as consultation data, the needs of individual children and young people are recorded in data in the Children Social Service Liquidlogic Childrens System (LCS), which is where social workers record assessments, reviews and case notes on individual cases.
- 9.2 The assessed needs of children and young people who use Beeches are similar and comparable to those who use Applewood and can be met by Applewood Staff and building and outdoor space.

Parent concern or perceived impact from **Mitigating Action for Outcome 2** the consultation process: Assessed need and staff training 'Beeches has specialist staff with NHS training ' All staff at Applewood are trained to care for children with disabilities Page 30 including specific health care training delivered by Virgin Healthcare and 'My daughter needs medical care and I would not feel handling medication. All staff are required to be qualified in level 3 comfortable leaving her with alternative providers who do not Diploma in Health and Social Care or required to complete this within 2 have this training. years of commencement of employment. Staff at Applewood will be trained to the same level and in the same way as staff at Beeches

9.3 Personal care needs

The children who use Beeches have complex personal care needs. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis. Personal care needs supported at Applewood include:

- moving and handling
- feeding (including gastrostomy)
- managing incontinence
- challenging and aggressive behaviour

- visual impairments
- severe learning disabilities
- severe sleep difficulties
- no sense of danger
- communication disorder
- deafness.

9.4 Health and medical care needs

The children who use Beeches have health needs that need managing. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis. Support is provided in relation the following health and care needs:

- chest problems build up of phlegm, risk of choking
- epilepsy and seizures
- autism
- asthma
- hyperventilation
- chronic renal failure.

9.5 Equipment

The children who use Beeches have equipment that needs managing. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis. Equipment used includes:

- nebuliser
- gastrostomy
- wheelchair
- management of medication

- hormone injections
- oxygen.

9.6 Mental health and emotional wellbeing

The children who use Beeches have mental health and emotional well being needs that need managing. Applewood staff have received training to meet these needs and would be assessed for their competencies by the registered paediatric nursing team on an individual basis

- anxiety and depression
- autism
- obsessive behaviour
- dependence on routine
- self harming behaviour
- inability to interact with peers.

10. Consultation data

10.1 Some other impacts have been assessed using consultation data from Surrey Says and key findings from stakeholder meetings in three schools in September / October 2015

Theme	Mitigating Action for Outcome 2
 The impact of change on children: Some consultation respondents say that, if Beeches closed, it would have a negative impact on the lives of existing users. Beeches users are reported to have formed attachments to other users of the service, to Beeches staff and to the home. Withdrawal of the service, these respondents say, will lead to sadness, and increased stress and anxiety. 	Response: Prior to accessing any other short breaks provision an 'all about me assessment' is undertaken. This will highlight to staff the individual needs, likes and dislikes of each child and young person and will enable staff to take account of friendship groups when managing placements. Any change period is managed and planned for each young person. For example, a young person can access both

		Applewood and Beeches services at the same time during a short individual transition period based on an individual needs assessment. Staff may support children in both settings for a period of time to ensure there is a 'familiar face' and that the new service fully understands the needs of the young person.
2.	Travel implications: Some consultation respondents say that, if Beeches closed, they would have to use a different respite service, one further from home. Beeches users are said to have conditions that mean long journeys would be very difficult e.g. autism, anxiety, incontinence. Furthermore, there is concern about the rescheduling of existing arrangements (with other family members, employers, etc), and the distance of any of the alternative services from East Surrey Hospital.	Response: A risk assessment would be undertaken for all children's journeys. Based on assessed needs, one to one or two to one support can be arranged whilst children and young people are being transported to Applewood or other alternative services. All children attending Applewood have an 'all about me' document in place, which details the action that staff need to take should the child experience a seizure or medical emergency. Agreement can be made with the Ambulance Service to access East Surrey Hospital if this is the most appropriate provision. Transport will be arranged according to need for families affected and to minimise any difficulties for parents and carers.
3.	Satisfaction with current provision: Some consultation respondents report that Beeches is offering an excellent service. It is reported that the staff at Beeches understand the individual needs of its users. Beeches is also said to be homely and welcoming and it is said to have facilities well suited to the needs of its users.	Response: Surrey County Council notes the level of parental satisfaction with Beeches
4.	Impact on family wellbeing: Many consultation respondents report how Beeches is advantageous to different members of the family	Response: Families will still be able to access the same amount of short breaks. Some children and

and that by offering respite, it helps maintain healthy family relationships. There is concern that the withdrawal of Beeches will result in sleep loss, mental health deterioration, reduced leisure time and fewer family trips and holidays. Beeches is said to both help parents cope at work and siblings find time to do school work.

young people who access Beeches currently will get the added benefit of arranged transport, extending the amount of time siblings get to spend with their parents. New legislation will mean from 2015 young carers can receive their own assessment to indicate what support they need. Applewood offers the same level of support to families as Beeches.

5. Unmet demand: Many respondents suggest there is demand for short breaks in Surrey that goes unmet. It is suggested that families who could benefit from short breaks are not being offered it. Also it is suggested that, if awareness was raised of its services to the community, Beeches could operate closer to full capacity.

Response: Surrey County Council proposes to reassess need and related demand as part of the implementation of its new strategy: SEND 2020.

6. Value for money: Some respondents suggest that Beeches provides very good value for money. Some suggest that because the closure of Beeches would increase other Surrey County Council costs, it is a false economy to do so. These responses all emphasise the quality of the service that Beeches provides.

Response: noted

7. Lack of alternative provision: There is awareness that there are alternative providers of short breaks. Some respondents feel that none of the other services that are available offer the same kind of care that Beeches provides. The issues cited are: care, levels of staff training, location, and facilities.

Response: Surrey spends a significant amount more than comparable authorities on short breaks, including Ruth House, Applewood, Beeches, White Lodge and Cherry Trees. Applewood in particular is able to meet a range of needs catered for at Beeches.

11 Protected characteristic data

- **11.1 Gender**: 56% of the young people that use the Beeches or Applewood are male. Boys are more likely to access residential support services due to:
 - disability is more prevalent in boys
 - as boys get older, challenging behaviour can become increasingly difficult to manage as they can become physically stronger.

	Gender	Children and YP
Beeches	Female	3
	Male	6
	Grand Total	9

- **11.2 Age:** as children get older their behaviour may cause them to have greater support needs for parents and carers to manage due to increased physical size and challenging behaviour of the young person. 1 young person will be transferring to the transition team in Adult Services In 2016.
- **11.3 Ethnicity:** the large majority of those accessing Beeches and Applewood are White British. Cultural needs are taken into account when undertaking assessments to include in their support plan. Ethnicity data has not been explicitly stated due to the small numbers in certain ethnic groups.
- 12.1 Impact of the proposals on residents and service users with protected characteristics

Outcome 1 - children and young people will continue to use Beeches as a block contract set up funded by Surrey County Council.

- 12.2 No change in service provision will occur if outcome 1 is able to be implemented. Surrey County Council will fund through a block contract a service based on children and young peoples' assessed needs from Beeches. Families will therefore see no change in their service provision.
- 12.3 Impact of the proposals on residents and service users with protected characteristics if **outcome 2** occurs:

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	-	No impact	Evidence
Age			•	No Impact expected 1. Applewood can provide a suitable resource for all children and young people up to age 18
Gender Reassignment			•	No impact expected
Disability		•		Positive We have built relationships with parents and carers through this work and will continue to work with CYP and their families to improve the quality of short break services in Surrey. Development of independent living skills: Though change can cause anxiety and unrest for young person, the process of changing service will give young people an experience of adapting to new surroundings. This experience will help prepare children and young with disabilities people for the transition to adulthood. Negative We expect that any change in service could be stressful for children and young people using these services. The consultation highlighted a number

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.			
Equality Group	+ -	No impact	Evidence
			of concerns such as travel time, breaking up existing friendship groups and the skills of staff at Applewood. Strategies would be put in place to address each of these:-
			Applewood staff can manage all the needs of children and young people who attend Beeches.
			Training will be sourced if a new young person has a need where staff have not already received training.
			3. Children and young people and their families will be offered alternative provision which best suits their individual needs.
			4. Complete an 'All about me assessment' prior to accessing any other short breaks provision. This will highlight to staff the individual needs, likes and dislikes of each child and young person and will enable staff to take account of friendship groups when managing placements.
			5. 1:1 or 2:1 support will be in place if needed during the transport of children and young people to Applewood.
			No impact expected.
Sex		•	Applewood is currently accessed by a mixture of boys and girls. Staff can manage the individual needs of both sexes.
Religion and belief		•	No impact expected.
Transformation belief			Applewood takes into account religious needs of children and young

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	-	No impact	Evidence
				people who access the services.
Pregnancy and maternity			•	No impact expected.
				No impact expected.
Race			•	Applewood takes into account cultural needs of children and young people who access the service.
				No impact expected.
Sexual orientation			•	Applewood takes into account needs of children and young people who access the service.
				We expect that any change could be stressful for parents, carers and siblings of young people that attend Beeches. The consultation has highlighted a number of concerns such as travel time, breaking up existing friendship groups, timings of their short break, impact on siblings, and skills of staff at Applewood. Strategies would be put in place to address each of these:
Parent, Carers, and Siblings				Families will be supported through a managed change period.
olollings				2. Children and young people and their families will be offered alternative provision which best suits their individual needs.
				3. Transport will be offered to families who are adversely affected by the recommendations to help mitigate against any potential impact based on assessed need for transport as part of their support plan. Journey times are better in school holidays and weekends than school term time weekdays. The number of journeys, by car or bus, for the children,

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Indicate for each equality group whether there may be a positive impact, negative impact, or no impact. No **Equality Group Evidence** impact whether from home to respite or school to respite, will be the same, so any impact is from the length of the new journey. 4. Applewood is 6.7 miles from Beeches and 2.5 miles further from Clifton Hill School. It provides a similar service and is able to deliver the overnight respite package that parents and families currently receive at Beeches. 5. We will work with parents to ensure a fair and transparent process is in place for agreeing timings for all placements, e.g. weekdays, weekends and holidays. Other equality issues No impact expected. In outcome 2 SABP staff are adversely affected. Managers from SABP when asked about the impact of Beeches no longer being able to provide a service stated -"SABP will look for suitable alternative employment but as this is the last HR and workforce service of its type within the organisation there is little prospect of finding anything. issues The Trust undertakes to treat all staff equally and fairly however if the protected characteristic is disability this may further limit the options available as it may not be possible to make suitable reasonable adjustments to all roles." "Everyone has the right to respect for his or her private and family life, **Human Rights** home and correspondence." We would endeavour to respect the wishes of each individual child, young implications if relevant person and their family and support them to access the best and most

Indicate for each equality group whether there may be a positive impact, negative impact, or no impact.				
Equality Group	+	1	No impact	Evidence
				appropriate short break, which meets their individual needs.

13. Action plan

Page	Potential impact (positive or negative)	Action needed to maximise positive impact or mitigate negative impact	By when	Owner
40	Positive Impacts 1. Development of independent living skills: Though change can cause anxiety and unrest for young person, the process of changing service will give young people an experience of adapting to new surroundings. This experience will help prepare young people with disabilities people for the transition to adulthood.	Supporting Families and Young People to make the transition to Adult Services.	Ongoing	ST
	Negative Impacts 1. Some parents say their child prefers the 'homeliness' of Beeches.	The decoration of communal spaces at Applewood have taken place		

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	2. Families may not be able to access local overnight respite if demand increases.	All the data available suggests that demand is not going to significantly increase.	Review of data taken place	IB
	3. Parents are concerned that they will not be able to access overnight respite on the most popular nights.	Families will continue to be encouraged to access a mixture of weekday, weekend, school term, school holidays overnights. On nights Where there is a large demand, we will work with parents agree a fair and transparent process.	Ongoing, Monitor during change period	ST
	4. Some children and young people may take time to adapt to new surroundings.	Applewood staff to assess which children and young people would fit together if accessing the service at the same time. Children and young people who access Beeches with their friends will be able to access Applewood their friends.	Ongoing	ST
	5. Increase in travel time will reduce the amount of time families spend with siblings.	Surrey County Council to provide financial support for transport, subject to assessment of need, to Applewood to the families affected if they cannot use Beeches.		ST
	6. Lack of services to help children and young people sleep at home.	Review services available to help children and young people to sleep better at home.	December 2015	ST/IB

14. Potential negative impacts that cannot be mitigated

Potential negative impact	Protected characteristic(s) that could be affected
It may not be possible to meet all parents expectations despite all the mitigating actions put in place. We expect that potential change could be stressful for children and young people using Beeches and their families.	Disability Parents, carers and siblings

15. Summary of key impacts and actions

This section will serve as an executive summary of the Equality Impact Assessment and should be copied into the equalities section in decision making reports (such as those for Cabinet, Local Committee or CLT/DLTs). Please use the sub-headings provided.

Information and engagement underpinning equalities analysis	Public consultation and feedback from Parent, LCS Data, Occupancy Data.
Key impacts (positive	Disability and parents, carers and siblings
and/or negative) on people with protected characteristics	We anticipate that any change could be stressful for children and young people using these services and their families. We will work with each individual child or young person and their family to support them to access the best and most appropriate short break, which meets their individual needs and help

		to mitigate against any potential negative impact.
	Changes you have made to the proposal as a result of the EIA	
	Key mitigating actions planned to address any outstanding negative impacts	Transport to be offered to families who currently access Beeches.
	Potential negative impacts that cannot be mitigated	It may not be possible to meet all parents expectations despite all the mitigating actions put in place. We expect that potential change could be stressful for children and young people using Beeches and their families.

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