

Report to:	Governing Body (Public Session)	Agenda item:	GOV/14/07/12
Date of meeting:	Tuesday 22 July		

Title of report:	Overnight Short Breaks for Disabled children and Young People
Governing Body Sponsor:	Jacqui Chidgey-Clark, Director of Quality and Patient Safety
Author:	Julia Cramp, Joint Associate Director for the CCG and Wiltshire Council, Children's Commissioning Jacqui Chidgey-Clark – Director of Quality and Patient Safety
Appendices:	Appendix 2: Draft SEND Specialist Carers Specification Appendix 3: Business Case for Specialist Carers Provider Appendix 4: Draft Children's Learning Disability Nursing Service Specification Appendix 5: Consultation Feedback (Draft only) Appendix 6: Equality Impact Assessment Appendix 7: Project

1. Summary of issues (including link to objectives)
<p>Executive summary: This paper provides an update following the CCG Governing Body approval in January 2014 to re-design overnight short breaks services for disabled children and young people, including the intent to close Hillcote, a health-run residential unit in Salisbury providing short breaks.</p> <p>This followed a Joint Review of Overnight Short Breaks undertaken by Wiltshire Council and Wiltshire PCT with the involvement of Wiltshire Parent Carer Council (an organisation with over 1000 parent carer members with a child with SEN and/or disability).</p> <p>The approval was subject to continuing consultation on the proposed new model of care, ensuring every child matters. It was further agreed to establish an implementation group to oversee the proposed changes, to be chaired by the Registered Nurse Member of the Governing Body.</p> <ul style="list-style-type: none"> • The CCG Governing Body approved the following in January 2014: • The intent to close Hillcote on 31st March 2015; • To enable a smooth transition for the five families currently using Hillcote, including the option of Bradbury House (an adult care residential respite unit in Salisbury) for the older young people who would be 18 or close to 18 in early 2015. • To develop a new SEND Specialist Carers service with a minimum of • two SEND Specialist Carers in South Wiltshire; • To increase investment in early intervention for families with a disabled child through the Children's Learning Disability Nursing Service to provide additional support with issues such as challenging behaviour, incontinence and sleeping difficulties. • A choice for families across the county of how to receive overnight short breaks • Improved outcomes for families of disabled children through increasing funding for early support

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- More efficient use of public money and resources
- Sufficient time for a successful implementation of the changes

Following the Governing Body meeting in March 2014, it was decided to change the proposed new service implementation date to the end of June 2015, this enables further consultation to take place on the new models of care.

2. Recommendations (note, approve, discuss etc)

- The Governing Body is asked to endorse the recommendation that Wiltshire Council Fostering Service is asked to deliver the Specialist Carers service.
- The Governing Body is asked to endorse the continued implementation as outlined in the Project Plan and draft specifications.
- In January 2014 the Governing Body meeting noted that there would be a requirement for additional funding to enable the new services to begin before the withdrawal of existing services. The Governing Body is asked to endorse an additional investment of £50,000 in quarter 4 of 2014 -15 and £80,000 for quarter 1 of 2015-16, to enable the new service model to commence.

3. Link to CCG Strategic Objectives

This works links to NHS Wiltshire CCG's Business Plan to improve services for disabled children and young people and to priorities within the CCG's 5 year plan.

4. Legal / Regulatory implications

The approved option for service re-design is in line with the national policy direction set out in the Green Paper 'Support and Aspiration' and the Children and Families Bill. The legislation intends to give families with a disabled child more choice and control, including extending use of personal budgets for a range of support, including short breaks.

5. Risk (threats or opportunities link to risk on register etc)

Following the decision at the Governing Body in January 2014 to intend to close Hillcote and develop a new model of care, the CCG received an initial legal challenge. The CCG considered the situation carefully, listened and responded, agreeing to additional consultation.

6. Resources implications (financial / staffing)

The closure of Hillcote will release approximately £600,000. The service redesign is cost neutral with money to be reinvested in alternative provision for children currently using Hillcote, in a Specialist Carers service and also additional early help for families with a disabled child through the Children's Learning Disability Nursing Service.

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7.	Equality and Diversity
<p>An Equality Impact Assessment has been undertaken looking at the impact to both current children and young people using Hillcote and meeting future need for overnight short break services.</p> <p>Plans are being made for existing users to continue to receive an equivalent level of service.</p>	

8.	Communications (Presentational)
<p>There has been sustained local media interest including articles in local press.</p> <p>The CCG and Wiltshire Council have produced joint statements and been in regular contact with Great Western Hospitals, the service provider. Great Western Hospitals has managed communication with Hillcote staff.</p>	

9.	References to previous reports
<p>Reports to Wiltshire CCG Governing body: January 2014, March 2014</p>	

10.	Freedom of Information
<p>This is public document</p>	

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Overnight Short Breaks for Disabled Children and Young People

Purpose of Report

- 1 This paper provides an update on the implementation of the service redesign for overnight short breaks services for disabled children and young people alongside the intent to close Hillcote, a health-run residential unit in Salisbury providing short breaks. The paper further requests that the Governing Body accepts the recommendation of the Implementation Group to approve Wiltshire Council Fostering Service as the provider of the new Specialist Carer Service.

Background

2. In June 2013, the CCG Governing Body decided to go out to formal consultation on the proposal to move from the current position where all the CCG's funding for overnight short breaks for disabled children and young people is invested in a single residential unit in Salisbury to a different model of overnight short breaks provision (working with Wiltshire Council). Under the proposal, disabled children could continue to access the Council's short breaks unit in Devizes but overnight short breaks would also be available in the homes of specialist carers. In addition, some funding currently spent on Hillcote would be available to increase staffing within the Children's Learning Disability Nursing Service to provide more early intervention for families with a disabled child.
3. The review noted that the number of children attending Hillcote was declining with a forecast of only five children and young people using the service from April 2014. Hillcote was no longer open full time and some of the staff are temporarily undertaking work in other teams within children's community health services.
4. Many other local authorities e.g. Dorset, Gloucestershire and Nottinghamshire have already made a change to less residential provision and more specialist carer provision. The approved alternative model for overnight short breaks will offer more choice; more local overnight short breaks provision for more families, and more investment in early intervention for disabled children and their families. The money saved from closing Hillcote will be reinvested in a health contribution towards the Council's residential unit, specialist carer provision and the Children's Learning Disability Nursing Service.
5. During the consultation period, documents explaining the proposal and an online feedback form were hosted on the Wiltshire Parent Carer Council website. Wiltshire Parent Carer Council has over 1000 parent carer members. Information was also sent out to families accessing overnight short breaks and to local Councilors and MPs. A very well-attended

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public meeting was held in Salisbury to discuss the proposal to close Hillcote and put an alternative model of overnight short breaks provision in

place.

A campaign group was also formed to 'Save Hillcote' and a number of concerns were raised during the consultation period. The campaigners do not see specialist carers as a viable option to residential care.

The Approved Recommendation

6. The CCG Governing Body approved the following:
- The intent to close Hillcote on 31st March 2015*;
 - To enable a smooth transition for the five families currently using Hillcote, including the option of Bradbury House (an adult care residential respite unit in Salisbury) for the older young people who would be 18 or close to 18 in early 2015.
 - To develop a new SEND Specialist Carers service with a minimum of two SEND Specialist Carers in South Wiltshire;
 - To increase investment in early intervention for families with a disabled child through the Children's Learning Disability Nursing Service to provide additional support with issues such as challenging behaviour, incontinence and sleeping difficulties.
 - A choice for families across the County of how to receive overnight short breaks
 - Improved outcomes for families of disabled children through increasing funding for early support
 - More efficient use of public money and resources
 - Sufficient time for a successful implementation of the changes

The approval was subject to continuing consultation on the new model of care, ensuring every child matters. It was further agreed to establish an implementation group to oversee the proposed changes, to be chaired by the Registered Nurse Member of the Governing Body.

*Following the Governing Body meeting in March, it was decided to change the proposed new service implementation date to the end of June 2015; this enables further consultation to take place on the new models of care.

7. Implementing the approved recommendation for overnight short breaks will bring the following benefits:
- A continued investment and commitment to overnight short breaks for disabled children in South Wiltshire
 - A choice for families across the County of how to receive overnight short break
 - Improved outcomes for families of disabled children through increasing funding for early support

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Governance

8. In accordance with the minutes of the 28 January CCG Governing Body an Implementation Group is now overseeing the implementation of the service redesign and includes membership from NHS Wiltshire, Wiltshire Council, South Wilts Mencap and Wiltshire Parent Carer Council. A project plan has been developed (see appendix 1) and the progress of the implementation is being overseen by the Implementation Group. Progress reports are being provided to the CCG Clinical Executive and Governing Body.

Consultation

9. In a press statement dated 4 April 2014 the CCG committed to “continue to consult on the new model of care”. In recognition of the ongoing commitment the following engagement and consultation is happening:
 - Children’s Social Care are engaged with families currently using Hillcote and new care plans are being developed together. For three families, this engagement is part of a normal transition process from Children’s Services to Adult Care.
 - Consultation events were held on 30 June in Salisbury and 4 July in Chippenham. The events were promoted to a large number of parent carers, special schools and interested organisations.
 - It is clear from the feedback at the two events that broadly speaking there are two different views:
 - a) The South Wilts Mencap group (including parents of disabled adults) and some parent carers of young people remain in favour of a residential unit for overnight short breaks for disabled children in or close to Salisbury.
 - b) Many of the other parent carers who attended the Salisbury event, all of the parent carers who attended the Chippenham event and all of the parent carers who were unable to attend so submitted their feedback via phone interview or email are in favour of the proposed new model describing it as a more efficient use of resources and highlighting more support for a wider group of families as important.
 - Notes from the events are attached (appendix 5), the Implementation Group has considered the feedback and will continue to consult, following the decision made at the July Governing Body.

Service Development – SEND Specialist Carers Service

10. A draft service specification for the Specialist Carers service has been

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developed with multi-agency input (appendix 2). A survey of Family Link foster carers has revealed several people are potentially interested in becoming Specialist Carers. The next key steps are to recruit, register (if needed) and train the Specialist Carers.

11. A Business Case for appointing Wiltshire Council as the service provider is provided in appendix 3 which also considers the alternative option of sourcing a third party provider. In summary the Wiltshire Council option is preferable for the following reasons:
- Minimising duplication and cost
 - Accessing built in Safeguarding and Quality Assurance
 - Accessing existing social care and fostering services resources
 - Enabling delivery timescales to be met

Wiltshire Council Legal Services have advised that as this is a collaboration between statutory agencies a tender process would not be required to approve Wiltshire Council in the service delivery role. This has been confirmed by NHS Wiltshire CCG's Chief Financial Officer.

Service Development – Learning Disability Nursing Service

12. A new draft Children's Learning Disability Nursing Service Specification has been developed (appendix 4) to meet the requirement for enhanced early intervention and improved outcomes for families and further and this was consulted on with parent carers at the events during June and July. The current provider – Great Western Hospitals - is supporting this work and the new specification will be finalized by the end of July in time for the Community Health Services retender.

Equality and Diversity

13. See Equality Impact Assessment (appendix 6)

Legal

14. Following the decision at the Governing Body in January 2014 to intend to close Hillcote and develop a new model of care, the CCG received an initial legal challenge. The CCG considered the situation carefully, listened and responded, agreeing to additional consultation.

Finance

15. The January 2014 paper identified that the closure of the service from Hillcote would release approximately £600,000. The proposal remains cost neutral with money to be reinvested in alternative provision for children currently using Hillcote, the specialist carers service and additional early intervention services.
16. To have SEND Specialist Carers and an enhanced Children's Learning Disability Nursing Service in place prior to the closure of Hillcote it will require the CCG to provide additional funding during quarter 4 of 2013/14

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and 2014/15. The additional funding is estimated as follows:

- Q4 2014/15 - £50,000
- Q1 2015/16 - £80,000

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Appendix 2

SERVICE SPECIFICATION

SEND SPECIALIST CARERS

1. Background

This service specification is for the provision of the Wiltshire SEND Specialist Carers Scheme ('the Scheme').

1.1 What are SEND Specialist Carers?

SEND Specialist Carers (also known as Contract Carers) are approved by a fostering panel as foster carers who provide who short breaks on a full time* basis. They are contracted to provide a certain number of nights per week or per year. The children are cared for in the homes of the SEND Specialist Carers.

*In the context of this service full time means approximately 200 overnights per year.

1.2 Why have a SEND Specialist Carers Scheme?

Some families of children with SEND prefer the more personal nature of an overnight short breaks service provided by a SEND Specialist Carer in a family environment. SEND Specialist Carers are able to care for children with more complex behavioural and health needs than occasional Family Link carers. The cost of a SEND Specialist Carers Scheme is less than the cost of providing an equivalent amount of care through residential provision.

1.3 Who is the Scheme is for?

The Scheme is for eligible children age 4-18 with Special Educational Needs and/or Disability (SEND). The Scheme also benefits the parents / carers of the children accessing the Scheme because it gives them a break from their caring responsibilities.

The Scheme is one of a number of options available to eligible families and so not all eligible families will choose to access the Scheme. Some families will choose other short break options for example, Direct Payments, Residential Short Breaks, Family Link or support from Domiciliary Care.

2. Primary Aims of the Service

The Scheme shall provide an efficient, effective, high quality service to meet the needs of Wiltshire's children and young people with SEND.

The overall requirement of this Scheme is that children with SEND will be placed with SEND Specialist Carers who have been assessed and approved to provide a secure, warm, safe and supportive environment for overnight short breaks in which they can develop with all of their needs, including health needs, fully met.

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3. Legal and Policy Framework

The service specification is intended to be read with the The Fostering (England) Regulations 2011: Volume 4; Schemes 2011 Statutory Guidance; and the National Minimum Standards for Foster care. The service specification has been developed with reference to the National Framework Agreement for Independent Fostering Agency placements, where appropriate.

The Scheme shall be part of a registered Fostering Agency and as such will be governed by the terms of the Schemes Regulations 2011 and any subsequent changes.

Arrangements for the placement of children and the recruitment, approval, supervision and review of SEND Specialist Carers supplied by the Scheme shall conform to the Regulations and any other legislation that is applicable.

The Scheme shall act in accordance with the guidance contained in “Working Together to Safeguard Children” (HM Government 2010) and adhere to ‘Wiltshire’s Multi-Agency and Single Agency Child Protection Procedures’ (as amended from time to time, the latest version being available upon request or from the following website www.wiltshire.gov.uk, and Wiltshire Local Safeguarding Children’s Board website at www.wiltshirelscb.org).

The Scheme shall comply with all legislation that is relevant to the operation of its business.

In operating its service the Scheme shall meet the National Minimum Standards for Foster Care.

In carrying out its functions the Scheme shall adhere to the principle contained in the Children Act 1989 that the welfare of the child is paramount.

4. Key Values

Children and young people come first.

Children and young people placed with a SEND Specialist Carer deserve to have short breaks as part of a loving family with carers who, working in partnership with the child’s parents can make everyday decisions as they would their own child and without the child or young person feeling that they ‘stand out’ as cared for child.

Children and young people must be given every support to develop their own identities and aspirations, fulfill their potential, and take advantage of all opportunities to promote their talent and skills. Above all, they should be listened to.

The key values which underpin the Scheme are:

- The child’s welfare, safety and needs are at the centre of their care.
- Children should have an enjoyable childhood, benefiting from excellent

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parenting and education, enjoying a wide range of opportunities to develop their talents and skills leading to a successful adult life.

- Children are entitled to grow up in a loving environment that can meet their developmental needs.
- Every child should have his or her wishes and feelings listened to and taken into account.
- Each child should be valued as an individual and given personalised support in line with their individual needs and background in order to develop their identity, self-confidence and self-worth.
- The particular needs of disabled children and children with complex needs will be fully recognised and taken into account.
- Children placed with SEND Specialist Carers deserve to be treated as a good parent would treat their own children and to have the opportunity for as full an experience of family life and childhood as possible, without unnecessary restrictions.
- The central importance of the child's relationship with their SEND Specialist Carer should be acknowledged and SEND Specialist Carers should be recognised as core members of the team working with the child.
- SEND Specialist Carers have a right to full information about the child.
- It is essential that SEND Specialist Carers receive relevant support services and development opportunities in order to provide the best care for children.
- Genuine partnership between all those involved in the care of children with SEND is essential for the delivery of the best outcomes for children; this includes the Government, local government, Wiltshire NHS Clinical Commissioning Group, other statutory agencies, other health service and the Scheme provider

5. Service to be provided

5.1. Short breaks care

The Scheme is for children and young people in Wiltshire with SEND who are in need of overnight short breaks.

The Scheme shall work in partnership with the child's social work service to achieve positive outcomes for the child placed in line with their assessed needs.

All parties have a shared responsibility for ensuring that the wishes and feelings of the child are taken into account in reaching any decision about that child.

The Scheme shall provide suitable skilled and trained SEND Specialist Carers to ensure that the individual needs of a child or young person are met appropriately. The Service shall provide a placement that is assessed as being in the child's best interest by ensuring that children and young people are carefully matched with a carer capable of meeting their assessed needs and where the care is given is most likely to promote their welfare and to meet their individual needs.

All referrals for the Scheme will come from the Wiltshire Council Children and Young People's Disability Team (social care) who are responsible for determining eligibility based on a holistic assessment of need.

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The Scheme shall be used mainly to support families by providing regular short breaks, to enable them to continue as the primary carers for the child.

The Scheme offers children and young people with SEND the opportunity to have short, planned, regular breaks with a SEND Specialist Carer.

The children and young people may have a significant learning and / or physical disability, sensory loss, behavioural, personal care and /or a severe chronic medical condition. The Scheme will support children and young people with more complex needs than can be managed by Family Link.

The Scheme shall ensure SEND Specialist Carers are carefully matched with a specific child or young person and their family after gradual introductions.

5.2. Support Services

The Scheme shall offer a variety of support services including:

- Support from social workers: practical input, supervision and support to SEND Specialist Carers.
- Support to every child and family using the Scheme, with a guide which sets out the service they can expect to receive, including how to make a complaint and how to contact Ofsted.
- An out-of-hours support line for SEND Specialist Carers to give advice and guidance about urgent issues in placements.
- Access to the Emergency Duty Service
- Access to Crisis Intervention Service to support a crisis in the SEND Specialist Carer's home
- Fostering Network Membership from the time of SEND Specialist Carer approval.
- Independent support and advocacy to SEND Specialist Carers subject to an allegation.
- Counselling support for SEND Specialist Carers who have been profoundly affected by the SEND Specialist Carers experience e.g. death of a child who had been receiving overnight short breaks in their home.
- Recreational support: concessions at local sports, recreation and leisure facilities for SEND Specialist Carers and their families.
- Social events for SEND Specialist Carers including SEND Specialist Carers and their children.
- Regular newsletter for all SEND Specialist Carers including SEND Specialist Carers.
- Access to a training and development pathway.
- Access to support groups for carers including family and friends carers.
- Access to support groups for sons and daughters of SEND Specialist Carers.
- Membership of Wiltshire Fostering Association.

6. Service requirements

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6.1. Matching and Arranging Placements

The Scheme will put in place arrangements for receiving referrals from the Children and Young People's Disability Team and consider whether it has suitable carers to meet the assessed needs of those children.

The child's social worker will share available accurate information about the child within the referral process to facilitate suitable matching. The Placement Request and Risk Assessment Forms will be used.

Where the Scheme intends to place a child with a SEND Specialist Carer who already has a child placed with them, they will consult with the placed child's social worker before making the placement of a further child.

It is the responsibility of the Scheme to advise the Children and Young People's Disability Team of suitable placement matches.

The child's social worker and the Scheme will work together to plan the overnight short breaks placement in the SEND Specialist Carers home in compliance with the Placement of Children Regulations and children in care policies and procedures.

The Scheme shall recruit and maintain four full time equivalent SEND Specialist Carers, including two based in South Wiltshire.

The Scheme and child's social worker shall ensure that children and young people can exercise choice regarding their SEND Specialist Carer placement and are fully involved and consulted on matters regarding their care.

6.2. Care Planning and Review

The child's social worker and the Scheme will work together to ensure delivery of agreed outcomes for the child. These will be specified in the placement referral form and within the Placement Plan and the Care Plan and reviewed regularly.

The Scheme and the SEND Specialist Carer will participate in the child's statutory reviews. The SEND Specialist Carers will supply written information about the child's progress in the placement prior to the review meeting.

The Scheme shall ensure that the SEND Specialist Carer maintains a record of the child's progress in the placement and any significant events. This information will be made available to the child's social worker and to the statutory child care review. The Scheme shall ensure ongoing support for SEND Specialist Carers and their children throughout the child's time in the Scheme through the provision of an allocated worker and appropriate resources.

The Scheme shall work in partnership and plan ahead with the child's family, SEND lead worker and social worker to ensure a smooth transition when the child leaves the scheme.

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The Scheme will provide information for the child or young person and their parents about the Scheme in accordance with the Local Offer and consult with them about the Service.

The Scheme will support the child and family in accordance with the child's Education, Health and Care Plan (My Plan).

6.3. Day to day living and the achievement of key outcomes for the child

The Scheme will ensure that its SEND Specialist Carers treat any child placed fairly and consistently and afford them opportunities for personal growth that are appropriate for their age, level of development and SEND.

The Scheme and the child's social worker must endeavour to ensure that the child is safe and free from all forms of abuse, bullying, harassment and discrimination and that allegations / complaints against SEND Specialist Carers are handled following regulations and local authority procedures.

The Scheme shall work in partnership with all professionals involved with the child / young person to promote their welfare and meet their holistic needs.

The child's social worker and the Scheme will identify risks associated with the placement and agree a risk management strategy to be followed by the SEND Specialist Carers.

The Scheme and its SEND Specialist Carers will enhance the child's emotional wellbeing through the development of friendships, social activities and cultural activities as appropriate which promote their sense of identity.

The child's social worker, the Scheme and the SEND Specialist Carer must work together to ensure that the child is given opportunities appropriate to their age, understanding, stage of development and SEND to express their views and feelings and that these are taken into account when making any decision affecting the child.

6.4. Transport

The Scheme and the child's social worker will together ensure that all children placed have suitable transport arrangements in place to enable the child to access their short breaks with the SEND Specialist Carer.

The Scheme must ensure that anyone working on their behalf holds a full driving license and that all vehicles used to transport children are suitable for the child's needs including any medical needs. The vehicles must be appropriately insured, roadworthy and within current legislation.

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The Scheme must carry out a full risk assessment on any staff member or SEND Specialist Carer who receives a caution or conviction for a motoring offence and manage any risks appropriately.

6.5. Equality, Diversity, Racism and Religion

The Scheme shall demonstrate equality in all aspects of its practice and have clear procedures in place.

The Scheme shall ensure that its staff and SEND Specialist Carers positively embrace the concept of diversity in society and encourage all children placed with them to understand and respect different cultures and lifestyles.

The Scheme shall ensure that its staff and SEND Specialist Carers understand and accept the damaging effects of racism in society and have the knowledge, skill and will to challenge the perpetrators of racism and to support children who may be subjected to racist abuse or attacks.

The Scheme shall ensure that the SEND Specialist Carer has the capacity and resources to help the child to develop a positive sense of their identity.

The Scheme shall ensure that staff and the SEND Specialist Carer have the capacity and resources to help the child to be able to deal with the effects of racism in society.

The Scheme shall ensure that the child's religion is acknowledged and respected.

6.6. Meeting Additional Needs of Children and Young People with SEND

When considering a placement the child's social worker shall assess whether there is a need for specific support, equipment or adaptations and will agree arrangements for the provision and ongoing maintenance of those items.

Where children have complex needs arising from their SEND, the Scheme and the child's social worker shall work with key professionals, including adult services in order to ensure that the child's needs are being met as effectively as possible, both as a child and as they approach adulthood.

6.7. Placement Stability and Placement Endings

The Scheme shall work together with appropriate professionals to ensure stability of placements.

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The Scheme may not discharge or give notice of its intention to discharge a child from a SEND Specialist Carer placement unless it has first discussed with the child's social worker ways in which difficulties in the placement might be addressed.

Where a placement has disrupted, the Scheme and SEND Specialist Carer shall comply with the placement disruption policy.

6.8. Recruitment, training and development of SEND Specialist Carers

The Scheme shall provide high quality care for children and young people in a family setting by following the requirements and timescales of the Foster Carers Regulations 2011 and the Fostering National Minimum Standards for recruiting, approving, training, supporting and reviewing Foster Carers.

The Scheme shall:

- Complete a thorough assessment of all SEND Specialist Carers based on their competencies and ability to meet the needs of children and young people with SEND, regardless of their race, class, age, marital status, sexual orientation or disability.
- Recruit, assess and support prospective SEND Specialist Carers who can provide safe and secure care to children and young people with SEND including a wide range of needs including challenging behaviour and complex health care needs.
- Organise targeted recruitment campaigns to attract prospective SEND Specialist Carers.
- Recruit concurrent SEND Specialist Carers.
- Provide preparation training groups for potential SEND Specialist Carers to prepare them for the role and to fulfill the range of caring responsibilities.
- Provide SEND Specialist Carers with the supervision, support, training and written guidance they need to develop their skills and provide a high level of care to children with SEND.
- Ensure that safe care is practiced within every placement in order that children are protected from abuse and harm.
- Review SEND Specialist Carer's approval at least annually, as required by the Foster Placement regulations.
- Quality Assure SEND Specialist Carers and review their approval and suitability to continue to provide the service where there are any significant issues involved.
- Review SEND Specialist Carers agreements annually.

7. The Scheme shall...

- Maintain all the service specific policies, procedures and documents required by standards and regulations required to deliver fostering services. Where changes are

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proposed the Scheme will work with Commissioners prior to implementing them where there will be an impact on costs, or a negative impact on quality or timeliness.

- Make available other information about its service which the Commissioner may from time to time require, provided that the information requested is relevant to the operation of the Agreement and not excessive.
- Ensure any opportunities for development are fed back to the Commissioners.
- Encourage children, young people and SEND Specialist Carers to contribute to the ongoing development of the Scheme.
- Refer the child, young person or SEND Specialist Carer to any appropriate sources of support / services as required.
- Maintain a working relationship with SEND Specialist Carers based on mutual trust and respect to provide first rate short breaks for all children and young people placed in their care. This relationship will use the principles in Wiltshire's Foster Carers' Charter.

8. Staffing and Management issues

The Scheme shall:

- Ensure that its staff and SEND Specialist Carers have the necessary professional qualifications and experience to deliver the Scheme and that regular supervision and appraisal takes place.
- Recruit, prepare, assess, train, supervise and review SEND Specialist Carers in order to ensure they are capable of meeting the needs of children who access the Scheme.
- Ensure that SEND Specialist Carers have the understanding, skill and resilience required to meet the needs of children and young people accessing the Scheme.
- Take measures to recruit SEND Specialist Carers so as to provide a geographical spread across Wiltshire.
- Ensure that it has a fostering panel that is constituted in accordance with the Regulations and carries out all the functions required of it.
- Ensure that there is a programme of ongoing training for staff and SEND Specialist Carers to develop new skills and competencies and participation is monitored through supervision and review.
- Consider the training and support needs of others living in the SEND Specialist Carers' home, including the sons and daughters of SEND Specialist Carers.
- Ensure that allegations / complaints against SEND Specialist Carers are handled following regulations and local authority procedures.

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9. Safeguarding

The Scheme shall:

- Operate policies and procedures having regard to the need to safeguard and promote the welfare of children and young people and vulnerable adults.
- Operate a child protection policy that is compliant with 'Wiltshire's Multi-Agency and Single Agency Child Protection Procedures'.
- Comply at all times with the provisions of the Safeguarding Vulnerable Groups Act 2006.

10. Relationship with other services

The Scheme shall:

- Have close working relationships with other services including Social Care Teams, Short Breaks Services, GPs, Voluntary and Community Sector Agencies, Health Services, Mental Health Services and organisations representing parent carers of children and young people with SEND.
- Develop protocols with other services and agencies as required to effectively run the Scheme.
- Work in partnership and be creative in negotiating and developing relationships with other services.
- Take a positive problem solving approach.
- Work collaboratively to take advantage of any government or other grant funded schemes.

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Appendix 3

Business Case for Wiltshire Council delivering the Wiltshire SEND Specialist Carers Scheme

1. Introduction

On 28 January 2014, following a public consultation, the Wiltshire NHS Clinical Commissioning Group Governing Body considered a report which made a number of recommendations for developing overnight short breaks provision for disabled children.

One of the recommendations was *“To develop a new Specialist Carers service with a minimum of two Specialist Carers in South Wiltshire.”* (CCG Report, January 2014)

“The Governing Body received and agreed the recommendations in the report.” (CCG Governing Body Minutes 28/1/2014)

2. Purpose

The purpose of this paper is to make a recommendation for implementing and delivering the Specialist Carers Scheme in collaboration with Wiltshire Council. The paper seeks to explain why this option is preferable to the alternative option of sourcing a third party to implement and deliver the service, for reasons of best value, quality, safeguarding and viability.

3. Responsibilities of the CCG and Wiltshire Council

In other counties the local authority is the lead statutory agency for the provision of overnight short breaks. There are no examples of local CCGs commissioning Specialist Carers (or Contract Carers as they are often known) independently of their local authority. ‘A job worth doing’ (Shared Care Network, 2008) noted 31 counties providing Contract Carers with 68% of these provided ‘in-house’ by the local authorities and the remainder provided by voluntary and community sector organisations. It noted the local authorities provided integrated services through their family placement and children’s disability teams, whereas the other services were stand alone.

In Wiltshire the Council is also providing a lead role for the provision of short breaks including overnight short breaks and currently delivers both the service from Canon’s House and the Family Link Scheme. Wiltshire Council also has much of the resources to deliver a Specialist Carers Scheme already in place. The CCG recognises its responsibility to contribute towards overnight short breaks and has an opportunity to work together with the Council as strategic and delivery partners.

4. The Requirement

The following is a summary of the Specialist Carers Scheme requirement.

To Provide:

- Specialist Carers who are approved by a fostering panel as foster carers who provide short breaks to children with SEND
- The service in accordance with the relevant guidance and legislation
- Arrangements for the placement of children and the recruitment, approval,

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- supervision and review of SEND Specialist Carers
- A range of support services for the Specialist Carers, children and their families, including from social workers

In other local authorities existing Family Link schemes have been the primary source of carers for their Contract Carer Schemes. (In Dorset and Gloucestershire all their Contract carers were all recruited in this and Shared Care Network, 2008 states 67% in their study.) As the current provider of the Wiltshire Family Link Scheme, Wiltshire Council is uniquely placed to be able recruit from this pool of carers. A third party could potentially engage with the Family Link carers. However this would carry an additional cost to the CCG and it would be a more fragmented approach.

5. Synergies, Economies of Scale and Practicality

Wiltshire Council Placement Services manages the Family Link Scheme. Family Link is a 'sister' scheme to Specialist Carers and synergies and economies of scale will apply in providing both. Wiltshire Council is in the process of recruiting an additional social worker to support family placement work and will be able to manage and deliver the Specialist Carers Scheme using many existing resources. In other counties (Dorset, Gloucestershire etc.) their Contract Carers Scheme was developed and run alongside their Family Link scheme by the local authority. Using the existing resources and processes in place for Family Link there is a benefit of shared management costs, access to existing social care support and not having to start from scratch – offering a practical and workable implementation and delivery solution. Once fully established it would be possible to consider the pros and cons of outsourcing the Specialist Carers and Family Link Scheme together, however to run them separately would be inefficient and unprecedented.

If a third party is sourced to implement and deliver the scheme it will not be possible to best utilise existing Council resources (including social care) and it will be more difficult to ensure the services are joined up. The third party provider would either need to provide their own social workers, fostering panels, management etc. which would carry a significant cost to the CCG and adding substantially to the lead time for developing the scheme or they would need access to Wiltshire Council resources, meaning they were effectively an duplicated layer of management with the Council providing much of the service anyway.

For reasons of synergies, economies of scale and for practical reasons it makes sense for Wiltshire Council to deliver the scheme.

6. Value for Money

Wiltshire Council sees itself as a strategic partner of the CCG and views the delivery of the Specialist Carers Scheme as a collaborative undertaking. The Council will provide the resources to manage and support the scheme through its Family Placement Service. The Council will not charge the CCG for these resources. Working together with Wiltshire Council, the CCG would have open book costing and would only be charged for direct costs such as payments to Specialist Carers, training for Specialist Carers and home adaptations. Wiltshire Council will absorb the costs of utilising existing resources wherever possible as part of the Council's contribution towards a joint undertaking. There is no commercial interest for Wiltshire Council – this is about the best model for delivering the scheme, joint commissioning and joint delivery.

If a third party provider was sourced to implement and deliver the scheme they would

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charge for the management of this scheme. Typically this would be in the region of 15-20% of the total contract value. (Source: Wiltshire Council, Children's Services contracts). As an indicative figure 20% of a £200,000 contract would be an additional cost to the CCG of £40,000. However, to deliver this service there would also need to be social care supervision and monitoring of carers so the on cost could be substantially higher.

The CCG can best achieve value for money by working together in collaboration with Wiltshire Council.

7. Tendering and the Project Plan Timetable

To source a 3rd party provider the CCG would need to go through a tender process. This would require the following:

- Procurement officer resource to run the tender (this is not in the Council's procurement plan and the Council does not have procurement resource available for this tender)
- Commissioning Support
- Development of the ITT (suite of documents for a tender) involving stakeholders
- Market engagement / advertising
- Time for tenderers to complete their bid
- Tender evaluation including stakeholders
- Mandatory standstill period and contract award

In addition to the resource implications this would require approximately 4 months to complete, meaning the provider would be starting in around September 2014 (at the earliest). This would mean unsatisfactory progress would have been made in developing and implementing the Specialist Carers Scheme by October when the paper for the CCG Governing Body November meeting needs to be completed.

Wiltshire Council Legal Services have advised that if the CCG wishes to collaborate with the Council a tender process would not be required, as provisions exist for statutory agencies to collaborate outside the tendering regulations.

8. Safeguarding and Quality

To ensure safeguarding and quality of service **all** Specialist Carer / Contract Carer schemes are delivered by registered foster carers. In addition the Specialist carers and the Scheme provider will need to work hand in glove with the Children and Young People's Disability Team (social care). They will also need to provide a fostering panel and run the accreditation of new foster carers for the scheme. Wiltshire Council is uniquely placed in having all these resources available in Wiltshire. If provided by Wiltshire Council the scheme will be OFSTED inspected as part of the Council's Fostering Services.

9. Conclusion and Recommendation

There are the following benefits to the CCG choosing to collaborate with Wiltshire Council to implement and deliver the Specialist Carers Scheme:

- Minimising duplication and cost
- Accessing built in Safeguarding and Quality Assurance
- Accessing existing social care and fostering services resources
- Enabling delivery timescales to be met

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The other option to be considered is conducting a tender and potentially appointing a third party provider to deliver some or all of the requirements of the scheme. This option has been considered and rejected as an inferior use of resources and impractical.

The recommendation is that the CCG should instruct officers to complete the necessary paperwork to evidence the decision for the CCG to work in collaboration with Wiltshire Council to implement and deliver the Specialist Carer Service and for the Wiltshire Council to be the lead for the service delivery.

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Appendix 4

Service Specification

COMMUNITY LEARNING DISABILITY NURSING SERVICE

1. National/Local Context

'Valuing People' (2001) included the following definition of learning disabilities:

Learning disability includes the presence of:

- A significantly reduced ability to understand new or complex information, which has a lasting effect on development; and
- A reduced ability to cope independently and also impaired social functioning, which has a lasting effect of development.

Children and young people with a learning disability have an overall pattern of intellectual functioning that is significantly lower than that of the general population, with associated impairments in social functioning. This gives rise to a variety of difficulties for this group of children and young people.

It is well recognised that people with learning disabilities (including children and young people) have poorer health and are more likely to die younger than the general population. This is due to a number of factors:

- Access and potential barriers to appropriate health care.
- Underlying co-morbidity - There are a number of syndromes associated with learning disabilities which are also associated with specific health risks, including seizures.
- Higher level of mental health problems which may not be recognised due to changes in behaviour being seen as part of their learning disability.
- Focus on learning disability and neglect of physical health issues such as dental problems and constipation.
- Increased exposure to common 'social determinants' of poorer health such as poverty and social exclusion.

These differences are, to some extent, avoidable and, as such, they represent health *inequalities* and any model of health care provision needs to focus on prevention.

Actual data on prevalence of learning disabilities is difficult to identify but in England in 2011, an estimated 286,000 children and young people under the age of 18 (180,000 boys, 106,000 girls) had learning disabilities. This means that roughly twenty in every thousand have a learning disability. It is also recognised that the prevalence of severe learning disabilities is increasing in part due to survival rates at birth and in the first few years of life.

It also needs to be recognised that the health needs of carers and parents/ carers/ carers of children and young people with learning disabilities is greater due to the impact of the factors identified above.

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2. Evidence Base

- National Service framework for Children, Young People and Maternity Standards,' 2004 and specifically standard 8.
- 'Every Child Matters,' 2004
- 'Working Together to Safeguard Children,' 2013.
- Disability Discrimination Act.
- Disability Quality Act.
- 'Better Care, Better Lives,' 2008.
- Short Break Services for Children and Young People with a Disability - Transformation Programme Commissioning Strategy 2009-11.
- 'Wiltshire Children and Young People's Plan,' 2008-11
- Transforming Community Services: Ambition, Action, Achievement (Transforming Services for Children, Young People and their Families), 2009
- 'Aiming High for Disabled Children,' 2009
- Valuing People
- The Children Act, 2004
- SEN and Disabilities White Paper, 2013
- Healthy Lives, Brighter Futures - the Strategy for Children and Young People's Health (DH, February 2009).

3. Community Learning Disability (LD) Nurses

Learning disability nurses aim to improve the well-being and social inclusion of people with a learning disability. This is achieved by:

- improving or maintaining their physical and mental health
- reducing barriers
- supporting the person to pursue a fulfilling life.
- promote their autonomy, rights, choices and their social inclusion in the health care system.

They work with people in person-centred ways, promoting their strengths and abilities, championing their rights as equal citizens, optimising their health and promoting their safety. This includes working with the families and carers of people with a learning disability.

Learning disabilities nurses use innovative ways to communicate with people in their care to promote health and educate them in healthy living strategies.

4. Core Principles of Community LD Nursing service.

The overall philosophy of the service is that children who have a learning disability are children above all else, with full and equal rights as that of their peers. The service aims to assists each individual child to meet their optimum physical, emotional and intellectual potential. The child and family will be supported to access universal, inclusive services and are safe from harm.

5. Aims and Objectives of the Service

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Service Aims

The overarching aim of the service is to improve outcomes for children and young people with learning disabilities by working in partnership with parents/ carers/ carers, families and the multi-agency team to provide integrated, person centered, proactive, responsive and evidence based health care.

The focus of the service will be on:

- Holistic assessment of health care needs as part of 'My Plan' or Common Assessment Framework.
- Early intervention.
- Prevention of escalating need.
- Promotion of wellbeing.
- Improving access for children and young people with LD and co-existent mental health issues to specialist services
- Reduction and targeting of inequalities.
- Working in partnership with a wide range of agencies to promote choice for children with learning disability and their families
- Access to short breaks
- Seamless transition to adult services maximising inclusive provision, education, training and employment opportunities.
- Family support and empowering of parents/ carers.
- Safeguarding children.

Service Objectives

- To carry out comprehensive assessments of the health care needs of children and young people with learning disabilities.
- To plan, implement and evaluate delivery of nursing interventions as part of a holistic approach working in a variety of settings.
- To promote the health and wellbeing of children and young people with learning disabilities, and their families.
- To empower and motivate parents/ carers to enable each child to achieve their full potential within their family and in the community.
- To enable children and young people with a learning disability, and their families, to develop strategies that will assist with managing emotions and maintaining appropriate relationships.
- To empower and support parents/ carers to maintain the management of their child/young person within the home environment and thereby reducing family breakdown and stress.
- To support families and children to have positive, enjoyable experiences as a unit.
- To support the service users access to health care as appropriate to their assessed needs.
- To enable children and young people to engage with a wide range of short break opportunities.
- To offer intensive support to children and young people, and their families, at risk of breakdown to reduce their need for 'out of county' placements.
- To work in partnership with a wide range of services in both statutory and voluntary agencies to identify, in particular, mental health needs and provide consultation, advice and training. This would include support to pre-school and school settings, short-term break services and social care support services.
- To ensure staff in mainstream settings fully understand the health care needs of learning disabled children to enable them to assess and meet their holistic needs.

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- Ensuring that all children with LD are supported to access the Healthy Child Programme.
- Ensuring a wider holistic assessment of family health care needs leading to appropriate support and provision of care.
- Ensure children and young people using the service are safe from harm

6. Service Description

The health agenda for children/young people with learning disabilities will be focused on two broad areas; promoting and maintaining good health and the delivery of specialist care to assess and implement specialist interventions, e.g. behaviour management.

Promoting and maintaining good health:

The Community Children’s Learning Disability Nursing service will be available to promote and maintain good health by:

- Training/supporting professionals working within universal services, primary care, short breaks provision and educational settings.
- Offering ‘drop in’ sessions/ clinics in special schools for parents/ carers/ carers/carers. Focusing on behaviour, continence and sleep management.
- Access to advice and support
- Supporting advocacy – supporting children, young people and families to make choices and speak up when they are not happy as well as raising an awareness of the health needs of LD children across agencies.
- Working across agencies to advise on the health needs of children with learning disabilities.
- Ensuring each Wiltshire special school has a named LD nurse and liaising with out of county schools to ensure the health care needs of Wiltshire children are met.

Delivery of specialist care and interventions:

The Community Children’s Learning Disability Nursing service will be available to deliver short term evidence based assessments and interventions in the following areas:

- Emotional wellbeing and mental health – ensuring early identification of anxiety and aggressions.
- Challenging behaviour.
- Continence –focusing on behaviour management and working in partnership with the continence service.
- Management of medications.
- Sexual health.
- Holistic assessment
- Child development
- Communication
- Diet, nutrition and exercise
- Epilepsy
- Family support
- Medication- working closely with primary care and paediatricians.
- Parenting
- Prevention of health problems
- Sensory impairment
- Skills development

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- Sleep: advice and assessment
- Structured transition and support to adult services.

The aim of specialist care and interventions is to support the child and family at times of increased need, and once resolved to ensure the child and family is supported back into universal services.

There will be some cases where interventions by the LD nursing service are not effective and the child requires referral to more specialist services, e.g. CAMHS. The LD nursing team will ensure early identification and referral of underlying health issues.

There is a wider role for the service in ensuring more robust data on the health needs of LD children is collated to inform the commissioning of services going forward.

7. Location(s) of Service Delivery

The service will be provided in a variety of settings across Wiltshire including:

- Homes
- Schools and early years settings.
- Short break settings.
- Clinics.

8. Population covered:

The service will be for children and young people aged 0 – stability. This means the service will support young people who are over 18 if they have not yet transitioned to adult services.

All LD children registered with Wiltshire Clinical Commissioning Group GP practices and all LD children accessing Wiltshire schools will be eligible for the services. For children who access Wiltshire schools but are registered with GP practices outside Wiltshire Clinical Commissioning Group the service will support the child within the school setting but not be responsible for home visits.

9. Access and referral arrangements.

The service will provide a central point of entry and referrals for children and young people with LD will be accepted from professionals and parent carers.

10. Days/Hours of operation

There will be flexible service provision from 7am to 8pm but the core provision will be Monday – Friday, 9am – 5 pm.

11. Service model

The service will be led by registered LD Nurses supported by Health Care Support Workers to provide an optimum skill mix team.

The following is an indicative staffing structure:

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Band 7 x1 wte - team leader
 Band 6 x 3 wte - lead on assessment planning and reviews, case management, training, parental education and mentoring coaching staff. One band 6 to specialise in autism.
 Band 5 x 2 wte – LD Nurses
 Band 3 x 2 wte – Health Care Support Workers
 Band 3 x 1 wte – administrative support
 Psychology support to team – 1 day per week.

In line with the vision for nursing and the “Six C’s”, LD nurses will

- show **care** and **compassion** in how they look after families, children and young people
- find the **courage** to do the right thing, even if it means standing up to senior people to act for the child or parent’s best interests, in a complex and pressured environment;
- demonstrate **commitment** to parents/ carers/ carers, children and the profession
- **communicate** well at all time
- demonstrate **competence**.

12. Safeguarding

The Service Provider shall:

- Operate recruitment and training policies and procedures having regard to the need to safeguard and promote the welfare of children and vulnerable adults.
- Operate a child protection policy that is compliant with ‘Wiltshire’s Multi-Agency and Single Agency Child Protection Procedures’.
- Comply at all times with the provisions of the Safeguarding Vulnerable Groups Act 2006.
- Where the delivery of the Service results in contact with vulnerable adults, the Service Provider will have regard to the “No Secrets in Swindon and Wiltshire” guidelines and the Policy and Procedures for Safeguarding Vulnerable Adults in Swindon and Wiltshire.

13. Interdependencies - Whole System Relationships (list not exhaustive)

The service will work in partnership with other services and agencies to ensure a team around the child approach. Interdependencies include:

- SEND teams
- Schools and Early Years settings – in particular special schools.
- Primary Care Teams
- Other health professionals including paediatricians, health visitors, school nurses, continence service, physiotherapists, occupational therapists, speech and language therapist,
- Child and Adolescent Mental Health Service (CAMHS)
- Voluntary agencies
- Organisations that represent parent carers
- Adult learning disability teams.

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14. Participation and Involvement of Parent Carers

The Service Provider shall ensure:

- Families and parents carers will be involved in developing the Service.
- Feedback from families and parent cares will be collected routinely.
- Good feed-back loops are established so that families and parents are aware of the impact of their feedback and ideas and how this leads to changes in service delivery.

15. Key Outcomes to be achieved by service

- Improved home life and stability for children and young people with LD – fewer placement breakdowns, fewer out of area placements.
- Improved health for children and young people with LD – e.g. fewer emergency admissions or avoidable spells in hospital and appropriate, early referral to CAMHS.
- Improved health of parents/ carers.
- More children and young people with LD are supported to participate in their local community activities and facilities – e.g. access to leisure, access to early years provision.
- Children and young people with LD are kept safe from harm and/or neglect

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Summary report of consultation
events
‘Overnight Short Breaks
for
Disabled Children and Young People’

Monday 30th June 2014

Sarum College, Salisbury

Friday 4th July 2014

Methodist Church, Chippenham

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Consultation meetings on Overnight Short Breaks – Summary Report

1. Introduction

In June 2013, NHS Wiltshire Clinical Commissioning Group, in partnership with Wiltshire council, went out to formal consultation on proposed changes to the provision of overnight short breaks for disabled children and young people of Wiltshire.

The decision to propose changes follows a review of the current service model. The current service includes Hillcote residential unit provided by Wiltshire Community Health Services and Canon's House residential unit and the Family Link fostering service provided by Wiltshire Council.

The proposal is to move from the current model where significant resource is invested in residential short breaks services to a mixed model of residential and family-based provision.

A review of overnight short breaks provision in other parts of England has found a general trend of reducing bed capacity within residential facilities and a move towards greater use of family based support.

2. Current Provision

2.1. Hillcote – ten-bedded unit providing residential short break services for children and young people aged 4 - 18 with a learning disabilities and complex needs. The service is provided by Great Western Hospitals NHS Foundation Trust and commissioned by NHS Wiltshire CCG. The service is available for overnight and day care throughout the year and is run from a Grade II listed house in Salisbury (owned by Salisbury Foundation Trust).

2.2. Canon's House – eight-bedded registered residential home in Devizes which offers short term breaks for children aged 5 – 18 with a disability and complex needs. The home offers short breaks of 24 hours or more over weekends and during school holidays. Overnight breaks are provided during midweek in term time.

2.3. Family Link – family based short break scheme for disabled children. It is designed to give children a regular short break within a family based setting where children are cared for in a family link carer's own home.

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3. Proposal for a New Model of Care

The proposed new model of delivering overnight short breaks would provide a range of services to meet the needs of families in Wiltshire, achieve the best outcomes for children and be a more cost effective use of public funds.

It is in line with both the national and local direction of travel on support for disabled children and young people and their families.

Under the proposals, the Hillcote residential unit would close in June 2015 and the funding used to provide a more family based overnight provision, allowing a wider geographical spread of services and greater equality of provision.

This would also allow for the provision of additional services for families to help with key issues such as sleep deprivation, incontinence, behavioural problems and meal times. These services would work in collaboration with family based carers, Canon's House and Special Schools.

The detailed specification for the new model would be developed with input from relevant families and carers.

3.1 Summary of benefits of the proposed new service:

- Continued access for disabled children and young people from southern Wiltshire to a residential unit in Devizes for overnight short breaks
- A minimum of two specialist carer households in southern Wiltshire who would be contracted to provide around 400 overnight stays
- A minimum of two specialist carer households in other parts of Wiltshire. This would allow some families with disabled children or young people who may otherwise wish to use Canon's House in the future to have a choice between a residential unit and a specialist carer
- Additional funding for the Children's Learning Disability Nursing Service provided by Great Western Hospital NHS Foundation Trust. This would allow greater early intervention for issues such as challenging behaviours, incontinence and sleeping difficulties.

4. Consultation Process

4.1 Previous consultation

All families using the overnight short break services were invited to participate in an online survey, facilitated by Wiltshire Parent Carer Council, as interest in attending a formal consultation event was very low. Families were contacted personally and invited to express their views on the current provision of services and were offered a range of ways to respond.

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A majority of the responses came from families currently using the overnight short break provision at Hillcote with only one of the responses being from a family that uses Canon's House.

Overall the comments that were received from the survey were positive about the quality of the services they currently receive and the following list some of the key points that the families told us:

- The most common reason for using the services from the family perspective was a break from caring
- The most common benefit to the child identified by parent carers was the opportunity for their child to spend time with other young people of a similar age
- The preferred option for those using overnight short break services was a residential home. The least preferred option was an increase in community based activities to replace overnight short breaks. It is worth noting that all respondents to the survey currently use residential short break services.
- There was a strong preference to be able to use services at weekends and during school holidays rather than mid-week and term times.

Parents also identified difficulties that they were experiencing and these included difficulties with sleep, behaviour, continence and meal times and highlighted that these were some of the key issues that lead to the need for overnight short breaks being provided.

However there was concern from the community that the quality and quantity of the consultations carried out to date were insufficient.

4.2 Current consultation

Because of the concerns identified in the above section, it was agreed that further consultation with current service users of short overnight breaks and other members of the public would be undertaken. This was to allow greater explanation about how the proposed changes could be delivered, including the introduction of early intervention to support families and to allow any questions or concerns to be raised and responded to accordingly.

So far, two engagement meetings have been held. The first was held on Monday 30th July at Sarum College in Salisbury and the second event took place on Friday 4th July at the Methodist Church in Chippenham.

The events were promoted widely using a flyer which was distributed to individuals and organisations through different communications streams including; emails, website, twitter, posters and the events was also promoted on local radio.

Current service users and members of the public were invited to attend to hear about the proposed changes and help shape how the new model could be developed to meet the needs of all eligible children, young people and their families in Wiltshire.

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4.3 Salisbury consultation event

27 people attended the event held in Sarum College and participants included parent carers of children and young people, with some of these currently using overnight short break services. Representatives from South Wiltshire MENCAP and other organisations including Healthwatch Wiltshire also attended the event.

The event started with a presentation from Julia Cramp, Associated Director (joint with CCG) of Commissioning, Performance and School Effectiveness, Children Services, Wiltshire Council. Julia set the scene by explain how the current service model works and highlighted the strengths and weaknesses of this model and what the drivers where for the change in how the service is delivered. The new proposed model of service was then explained to the audience.

The next speakers, Matthew Look, Lead Commissioner – Disability, Wiltshire Council and Gill Burtwell, Fostering Services Manager, Wiltshire Council, did a presentation on special educational needs and disability (SEND) specialist carers service. This service is part of the proposed new model, where children and young people will go into a specialised carers home for an overnight short break instead of a residential unit.

The presentation covered:

- What are SEND Specialist Carers
- Is it the same as Family Link
- Why have SEND specialist Carers
- Would families have to switch from residential services
- Is this service realistic
- Recruitment and Assessment
- Support and Monitoring
- Matching children to SEND Carers
- Aims of the Service

The presentation also highlighted some of the feedback that has been received about the SEND Specialist Carers service.

Parents with SEND Specialist Carers commented;

“D (carer) has made all the difference of our family. She understands R’s needs and has even taken him away on a week’s holiday with her family to give us all a break. She has boosted our confidence in caring for R at home and has supported us at school reviews etc”.

“Residential is more like a care home, this is more like a family. It is so much more personal. The thought of going to J is a million times better than a unit or anything like that”.

SEND Specialist Carers commented;

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“We have a 16 year old boy who stays with us and we recently took him to the cinema. He says we are like extra grandparents.”

“Residential doesn’t suit some children. I think there is a place for both residential and contract care.”

4.4 Attendees were then asked, “What would make a SEND Specialist Carers service work for you?” Below is a summary of responses received:

- The quality of the carers and the service itself must be high
- Parents would need to feel confident – therefore need to ensure good communication (information about standards/service)
- Will there be enough provision – needs analysis to ensure adequate number of nights available
- There must be a robust complaints procedure if parents not happy with any aspect of the service
- What happens if the child is ill while in respite [which is] not local [to] parents?
- Will there be enough matching potential if only two SEND carers/families, need to have variety of carers?
- What happens if carer is ill? Need a back-up plan for families/children
- Would there be an emergency element to this service eg parent suddenly unwell?
- Family based care – my child would be part of a family
- High quality training for the families/carers
- Choice – parents being able to choose between residential and SEND carers

4.5 Attendees were then asked to identify the challenges they felt the new model would present. Below is a summary of their key concerns.

- Have we worked out costs of a smaller unit?
- We already have trained staff so how will those skills be used?
- Safety – environment; child; quality assurance
- Backup – what if the carer is ill?
- Are there enough nurses to realistically provide the early intervention service?
- Transition into new service – how will the change be managed?
- Must show this is having a positive impact on more families

4.6 Attendees were then asked to identify the benefits. These included:

- Help before crisis occurs
- A service for 0-25 year olds
- Range of choice
- Equality of access
- Address the issue in the home on a long term basis and not temporarily remove the problem
- Meet needs of families currently falling under the radar
- Not a crisis driven service

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4.7 And finally they were asked to identify opportunities. Below is a summary of those identified:

- Support whole family including siblings
- Educate GPs, paediatricians as well so appointments are a more positive experience
- A responsive service
- The chance to integrate units across the county
- Need single point of contact
- Home based care – could be isolating though.
- Enable us to enjoy being parents
- Can specialist foster carers meet needs of profoundly disabled children with complex needs
- What about children moving into the system?
- Medical care plans

At the time of writing, feedback collated by Wiltshire council from the Chippenham event was not available.

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Appendix 6

Equality Impact Analysis – the EIA form

Title of the paper or Scheme:

Overnight Short Breaks for Disabled Children and Young People

For the record	
Name of person leading this EIA: Julia Cramp, Joint Associate Director, Wiltshire CCG and Wiltshire Council	Date completed: January 2014
Names of people involved in consideration of impact: Susan Tanner (Head of Joint Planning & Commissioning, Children's Services, Wiltshire Council) Matthew Look (Lead Commissioner, Children's Services, Wiltshire Council) Stuart Hall (Vicechair, Wiltshire Parent Carer Council)	
Name of director signing EIA: Jacqui Chidgey-Clark	Date signed: January 2014

1 What is the proposal? What outcomes/benefits are you hoping to achieve?

The proposal is to implement a new model of overnight short breaks services for disabled children and young people alongside the closure of Hillcote, a health-run residential unit in Salisbury providing short breaks. In particular:

- To delay the closure of Hillcote until 31st March 2015
- To enable a smooth transition for the five Wiltshire families currently using Hillcote, including the potential option of Bradbury House (a residential respite unit in Salisbury) for young people over the age of 16
- To develop a new Specialist Carers service with a minimum of two Specialist Carers in South Wiltshire
- To invest in more early intervention in the areas highlighted by parent carers (e.g. challenging behaviour, incontinence and sleeping difficulties).

The purpose of the proposal is to achieve better outcomes for disabled children and young people and their families by:

- Ensuring equity of access across Wiltshire to overnight short breaks for families with a disabled child
- Providing parents and carers with a choice between different types of overnight short break provision (i.e. residential and specialist carer services)
- Ensuring the funding available for overnight short breaks is used effectively, avoiding tying up resource in any provision that is not well utilised

- Reinvesting any savings back into short breaks services (a cost neutral approach) so that families with disabled children can be assured that they will continue to receive effective support
- Increasing early intervention to help families with issues they have highlighted such as sleeplessness, incontinence and difficulties with behaviour

Who's it for?

Disabled children and young people and their families assessed as eligible for overnight short breaks by Social Workers within Wiltshire Council's Children's Disability Teams.

How will this proposal meet the equality duties?

The proposal will provide greater choice and equity of provision of overnight short breaks for disabled children and young people and their families in Wiltshire.

What are the barriers to meeting this potential?

Sufficient time for implementing the proposed model of overnight short breaks, including a specialist carer scheme, is required (hence the recommendation to delay closure of Hillcote until 31 March 2015)

2 Who's using it?

What data/evidence do you have about who is or could be affected (e.g. equality monitoring, customer feedback, current service use, national/regional/local trends)?

Hillcote is currently being accessed by five Wiltshire children and young people, numbers have been in decline over the past few years. The total number of Wiltshire children using overnight short breaks is approximately 85. This figure is fairly static year to year.

Nationally and locally there has been a focus on transforming short breaks (not just overnight short breaks) in recent years under the 'Aiming High for Disabled Children' initiative. In Wiltshire this has included an increase in the range of short breaks available to families. We now have over 1000 children accessing our Short Breaks Scheme which gives eligible families the option of a £600 payment or 90 hours of activities clubs each year without assessment. Annual feedback on the scheme from parent carers and disabled children

shows that about 96% of families think the scheme is good or excellent. Wiltshire's Short Breaks Scheme has increased the number of families with a disabled child accessing any type of short break from about 100 in 2009 to over 1000 in 2013.

Nationally there has been a move away from residential overnight short break provision to alternative service models such as Specialist Carers which offer a more personal service, greater geographical coverage and better value for money. Feedback from families using the two residential overnight short breaks units in Wiltshire is positive and most families want to continue to use residential provision and are concerned about change.

How can you involve your customers in developing the proposal?

Wiltshire Parent Carer Council (WPCC) which represents over 800 families in Wiltshire have been involved from the outset of the review. In addition, the concerns raised during the 3 months consultation period, particularly by the families most immediately affected, have been considered and the proposal has been revised after reflecting on this feedback.

Subject to the proposal being approved, parent carers will be involved in the development of new

services and WPCC will continue to be part of the Steering Group overseeing the implementation.

Who is missing? Do you need to fill any gaps in your data?

The partnership working with WPCC has been recognised nationally as best practice and the consultation has produced additional feedback on the wants and needs of families.

3 Using the information in parts 1 & 2 does the proposal:

a) Create an adverse impact which may affect some groups or individuals. Is it clear what this is? How can this be mitigated or justified?

The consultation highlighted two groups of children and families who could be adversely affected by this proposal: i) current Hillcote children and families ii) disabled children and their families from south Wiltshire who may require overnight short breaks in the future.

- i) The five families using Hillcote have all been offered a meeting with their

Social Worker to discuss options for providing overnight short break support if Hillcote were to close. Two families have indicated that other options would meet their needs. Concerns were raised by the three other families that the proposed range of services in the original proposal would not meet the needs of them and their children. The three families all felt they required a local residential service for their children. In recognition of this feedback discussions have taken place with Bradbury House (a Salisbury residential overnight short breaks unit for adults) about whether this facility is a potential option for older young people. Feedback from the managers of Bradbury House is that the service is likely to be suitable for older young people. Discussions have also taken place with the Care Quality Commission (CQC) which has confirmed that it would be happy for Bradbury House to take young people as part of a planned transition from around a year before they become 18 and confirmed that it would monitor Bradbury House to ensure provision was suitable to meet the needs of young people close to adulthood. The revised proposal would mean that two young people attending Hillcote would become 18 before Hillcote closed and could look at the option of Bradbury House as part of a normal planned process. One of the children would be turning 17 and could also consider this option.

- ii) Concerns were raised that children requiring overnight short breaks in the future who live in South Wiltshire would be disadvantaged by the closure of Hillcote. To mitigate this concern two Specialist Carers would be recruited in South Wiltshire, ensuring the current levels of overnight short breaks being delivered in South Wiltshire remains. For families who would prefer residential provision Canon's House in Devizes would also be an option. Consultation feedback showed there was concern that transport would be a barrier to families from South Wiltshire accessing Canon's House. Support with transport would be provided where needed.

What can be done to change this impact?

The closure of Hillcote should be delayed until 31 March 2015. It is very likely that Bradbury House could then be offered as an option for the three older Wiltshire children currently accessing Hillcote as part of a planned transition. A minimum of two Specialist Carers should be recruited to cover South Wiltshire to provide at least 400 nights of overnight short break care per year locally. Transport arrangements and care plans should be used to enable the use of Canon's House for

families who would like to use residential provision but do not live locally to Devizes.

b) Create benefit for a particular group. Is it clear what this is? Can you maximise the benefits for other groups?

The proposal will benefit:

- Families who do not currently live close to either of the two residential units through the introduction of a Specialist Carers service.
- Families who would prefer to have overnight short breaks provided in a family setting through a Specialist Carers service.
- More families with a disabled child will be able to access early support through the Children’s Learning Disability Nursing Service.

These benefits will be maximised by:

- Ensuring the Children’s Learning Disability Nursing Service works closely with the overnight short breaks services.
- Recruiting Specialist Carers in different of locations across Wiltshire, including at least two in South Wiltshire.
- Ensuring suitable matching between families and Specialist Carers.

Does further consultation need to be done? How will assumptions made in this Analysis be tested?

The consultation process has been completed. Services will be monitored to ensure they deliver the expected level of support and the CCG Clinical Executive or Governing Body will receive regular reports on the implementation of the proposal and the views of families using overnight short breaks.

4 So what?

What changes have you made in the course of this EIA?

The following changes have been made:

- The proposal has been revised for the closure of Hillcote on 31 March 2015 (an additional 12 months for implementation and transition compared to the original proposal).
- A commitment to recruit at least two Specialist Carers in South Wiltshire to maintain the current level of overnight short breaks in South Wiltshire.
- Bradbury House has been added to the mix of services being proposed to allow a potential residential solution for three families currently using

Hillcote who requested a residential service in Salisbury.

What will you do now and what will be included in future planning?

If a decision is made to move to the proposed model of overnight short breaks, the CCG, Wiltshire

Council, Great Western Hospitals and WPCC will work together to:

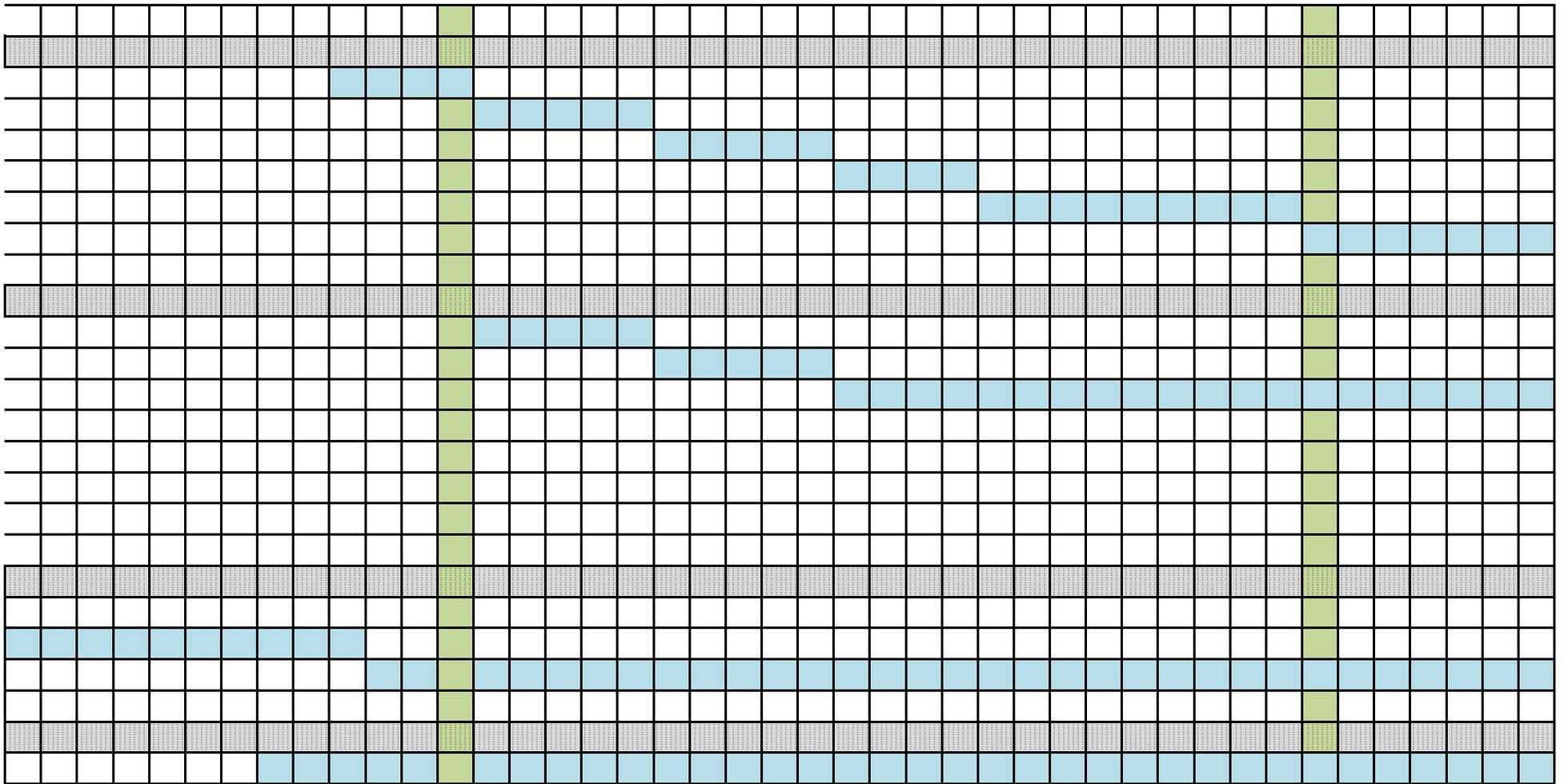
- Develop the new services described in the proposal.
- Begin transition work with the families currently using Hillcote.

When will this be reviewed?

Progress on implementing the new model would need to be reviewed every quarter. The implementation plan would be overseen by the Short Breaks Steering Group reporting back to the CCG.

How will success be measured?

Success will be measured by recruitment of suitable specialist carers and feedback from parent carers on the new services and whether their needs are being met.



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