

# Integrated Commissioning Strategy for Children with Additional Needs 2008 – 2011



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This strategy has been produced by Devon County Council and Devon Primary Care Trust for Devon Children's Trust.

Devon Children's Trust is a partnership between social care, education, health, community, voluntary and justice services working together to make a difference for Devon's children and young people.

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## Introduction

This new strategy continues a process which developed from the seventh phase of the **Strategy for the Planning and Delivery of Health, SSD and Education Services for Children with Special Needs and their Families** which was originally approved by Devon County Council (DCC) and the former North and East Devon Health Authority in November 1998.

We are now moving the strategy forward under the guidance of the **Devon Children's Trust Partnership** and the arrangements for service delivery outlined in the **Devon Children and Young People's Plan 2008-11 (CYPP)**. This change is reflected in the new title: **Integrated Strategy for Children and Young People with Additional Needs**.

It reflects the aspirations of a fully integrated service delivery across the single Devon Primary Care Trust (PCT) and Children and Young People's Services area.

It will attempt to include a wide range of cross-cutting issues, which include complex healthcare needs including:

- mental health
- palliative care

- specific chronic illnesses
- life-limiting conditions
- and the addition of aligning the refresh of the **Devon Strategy for Inclusive Education**.

The document reviews the progress made in putting in place the original agreement, and sets new targets for the 2008-11 period under the CYPP. This document follows the aims, objectives and terms used in the CYPP for children with additional needs.

Devon County Council and its duty to co-operate partners in children's services have been operating as a Children's Trust and the governance of this strategy will be overseen through the Children's Trust governance arrangements.

This strategy maintains a commitment to an integrated model for children and young people with physical, sensory, learning, social emotional and behavioural, mental health needs, and complex health issues. It provides a framework for detailed strategic plans in the areas of disability, special needs and comprehensive Child and Adolescent Mental Health Services (CAMHS).

## Vision

### Changing the focus of services

We want to change the focus of services over the course of 2008–2011 so that they are:

- planned and commissioned across Devon PCT and Devon Children and Young People's Services, through the Devon Children's Trust Partnership
- planned and developed at all stages through active participation from parents, carers, children and young people in Devon
- supported by the Devon Children with Additional Needs Partnership Board, which brings together the Emotional Health and Wellbeing and the Children with Special Needs Partnership Boards
- commissioned through a Joint Commissioning Board for children with additional needs linking all existing and developing functional strategies
- informed by needs rather than service driven, with a focus on the CYPP vulnerable priority groups
- accessible, fair and acceptable to all who need help, particularly people from more vulnerable or marginalized communities, so that services are available when children and young people need help and are delivered in less stigmatizing places and ways
- evidence-based and consistent in their approach to interventions, with ongoing research and development at their core
- providing a consistent journey for children and young people in a co-ordinated way across disciplines and agencies
- clinically effective and cost efficient, as measured by improved outcomes for children and young people aged 0-18.



## National context

This strategy is set in national guidance and local strategic agreements.

- ***The National Service Framework for Child Health and Maternity Services***
- ***Every Child Matters: Change for Children***
- ***Aiming High for Disabled Children 2007***
- ***Better Care Better Lives 2008***
- ***SEN Code of Practice, The Education Act 1996*** and subsequent guidance on meeting special educational needs
- ***Removing Barriers to Achievement 2004***
- ***The Children Act 1989, Vol. 6, Guidance and Regulation, Children with Disabilities***
- ***The Children's Act 2004*** and ***The Carers and Disabled Children's Act 2004***
- ***Devon County Council's Inclusion Guidance 2005***
- ***Devon Joint Strategy for the Emotional Health and Wellbeing of Children and Young People in Devon 2008-11***
- ***Devon Children and Young Peoples Plan 2008-11***

## Local overview

Every child will be enabled to reach their full potential through a combination of health, education and social support.

Through structured events we have talked to more than 200 parents and professionals with a high level of engagement. They want to see:

- a single strategic lead for children with special and additional needs who will put in place the joint commissioning strategies
- improved information and advice available to parents and carers
- the Early Support Programme available to parents of children under 5 years old who have additional or complex needs
- the availability of carers' breaks developed and expanded to meet the Full Service Offer required by Department of Children, Schools and Families (DCSF) and Department of Health (DOH) through ***Aiming High for Disabled Children and Better Care Better Lives***
- integrated teams of specialist staff which are co-located in children's centres mainstream and special schools

- work with families where children have complex needs done through key workers or lead professionals
- better person-centred planning developed for transition to adult life in partnership with adult services and providers
- continue to support parents of children with special needs to access benefits
- establish a strategy to support young carers effectively and consistently
- refresh ***Devon's Strategy for Inclusive Education***
- develop a Families First approach for integrated assessment and support across Children and Young People's Services and Devon Primary Care Trust.



## Strategic direction for Devon

By 2011 services in Devon for children and young people with additional needs will:

- achieve an appropriate balance between early identification and prevention, and specialist and therapeutic interventions
- provide clear information and access to services for children and young people, their parents and carers and professionals
- make sure that needs are identified in an appropriate, systematic and co-ordinated way at individual and population levels, based on the development of AXS clusters
- provide timely intervention at a level appropriate to need
- make sure children, young people and their parents and carers are involved in planning, putting in place and monitoring services
- support innovative practice which is responsive to local need
- be fully integrated as part of an integrated Joint Agency Service
- have clear strategies identifying a continuum of support in education.

## Aims

This document will provide the strategic overview for taking forward a set of strategies which are aimed at making sure Devon children with additional needs receive a service which meets local and national requirements.

This strategy identifies and defines the multi-agency involvement in identifying joint resources, and delivering the comprehensive services across all levels of identified provision using the AXS levels as indicators.

The strategy identifies a formally agreed joint investment plan which will identify how the CYPS and Devon PCT finances are used to deliver the change agenda over 2008-2011.

## Objectives

Service delivery for children and young people in Devon will be developed to:

- provide a local accessible information service to children, young people and families
- support health promotion
- identify need early using common assessment protocols and tools
- give improved access to more specialist services through a single point of entry in each locality
- develop a multi-disciplinary service for children and young people with the most complex health care, social care and educational needs
- develop joint planning and commissioning across social care, education and health under the governance of the Devon Children's Trust to promote educational and social inclusion
- respond to the needs of children and young people in areas like age, gender and ethnicity
- have a diverse skill mix and a confident workforce
- work in a performance management framework.

## Principles

This strategy reflects the principles and values, shared by the participating agencies children and young people with special needs and their families represented, where appropriate, by the voluntary sector.

### A comprehensive and integrated service for children with additional needs and their families

All children and families who require services will have their needs assessed and met through arrangements which align all services. This will be achieved by close joint working at locality and cross-locality levels by professional staff and operational managers, with a joint commitment to meeting as many needs as possible through early interventions at level 1 and 2 of the AXS pathway.

### A locality based service

The needs of children and their family will be met in their own locality as far as possible.

### An accessible service

Families will be able to access the service of all relevant agencies through a single entry point.

### A service with clear information

Information about the range of services from participating agencies will be prepared and published jointly, and will be clear about how children and families can contact the services, and what they can expect to happen.

### A needs-led service

Service planning and provision will follow a thorough assessment of the individual needs of children and their carers. Service provision will be tailored to meet individually assessed needs.

### A service which promotes the independence and empowerment of the people who use it

Children, young people and families will be encouraged to take responsibility for their own care and treatment and will be supported by the principles of personalised services, such as Direct Payments and parent carer key working.

### A service which recognises the separate needs of carers and families

Parents and carers will be able to have their own needs assessed separately from those of their child. Any potential conflict of interest between child and parents or carers will be dealt with sensitively.

### A service which involves the people who use it in its planning and delivery

Children and their families will be fully represented at locality and cross-locality levels in planning and delivering services.

### A service which is committed to all aspects of anti-discriminating practice

The participating agencies will have clear policy and procedures to support anti-discriminatory practice.

## Definitions

### Strategic Planning Framework

**The Strategic Planning Framework for Children with Additional Needs** breaks down into six comprehensive work streams, covering:

1. Joint Strategy for Emotional Health and Wellbeing of Children and Young People in Devon

Comprehensive CAMHS and Perinatal Infant Mental Health

2. **Stepping Stones:**

Devon Strategy for Inclusive Education

Devon Strategy for Special Schools

Education Out of School - including hospital education

Specialist Advisory Teaching Service

Multi-agency Core Offer to Special Schools

3. Integrated Commissioning Strategy for Early Years Services for Children with Special Needs AXS level 2 and 3

Specialist child assessment centres

Children's centres

Pathways of identification, assessment and intervention

4. Integrated Commissioning Strategy, Aiming High for Disabled Children and Better Care Better Lives

Carers' breaks, shared care and residential respite services

Invest to Save in special schools

Shared care and residential services for children with special needs

Long-term conditions

Palliative care

Joint Strategy for Communication and Participation

Joint Strategy for Allied Health and Social Care Professionals

Therapy services

Sensory Services Rehabilitation Officers for Visually Impaired Children

Joint equipment and adaptations

5. Joint Commissioning Strategy for Transitions of Young People with Additional Needs

Strategies for integrated pathways including Stepping Stones:

- a. Integrated Assessment
- b. County Special Education Team and Joint Agency Service
- c. Autistic Spectrum Disorders and Attention Deficit Hyperactive Disorder
- d. Sensory
- e. Physical Disability
- f. Integrated Youth Support Services
- g. Children in Care
- h. Children Special Needs in Acute Settings

6. Sub-regional Commissioning of Special Schools

## Range of services

The range of services and their settings should reflect the needs and range of the children and young people who require services.

The strategies will apply to children and young people who are:

- registered with a Devon GP
- living in the boundaries of Devon in the Devon Primary Care Trust and Devon County Council area and are eligible for Devon Services.

The aims and objectives of the CYPP outline three main localities for delivering services and integrated management structures.

### ***The Joint Agencies Services Framework***

will be managed in the new integrated management arrangements between Devon Children and Young People's Services and Devon Primary Care Trust, and will also provide staffing framework and governance arrangements for staff working at level 1 and 2 of the AXS clusters.

## Client definitions

There are 164,000 children and young people aged 0-19 living in Devon. Of those the CYPP is describing children with additional needs who fall under Levels 1, 2 and 3. This strategy will work to those descriptions.

- Children and young people with **level 1** needs such as:
  - needing extra help from the school for Special Educational Needs (SEN)
  - living in temporary accommodation
  - not being in education, employment or training.
- Children and young people with **level 2** needs such as:
  - needing School Action Plus for Special Education Needs (SEN)
  - being a young carer
  - being accepted as homeless
  - being under 16 and pregnant
  - having a disability
  - having emotional health and wellbeing needs
  - being from minority and ethnic groups, traveller families, asylum seekers or refugees
  - having English as a second language
  - being at risk of exclusion.



- Children and young people with **level 3** needs such as:
  - having a statement of Special Educational Needs (SEN)
  - having a complex disability
  - having mental health needs
  - receiving treatment for substance misuse
  - being permanently excluded from school
  - being supported by social care services because of their needs.
  - being chronically ill with a long-term condition
  - requiring palliative care
  - being in care.

## Workforce and skills

The professional mix in specialist services and teams should be balanced to make sure the appropriate representation of skills are available, in particular professional and team isolation should be avoided in all services.

Staff have the skills, competencies and capabilities that are necessary. All services should make sure they can:

- work across agency boundaries and in a variety of settings
- engage children, young people and families who have difficulty accessing services
- deliver interventions based on the best available evidence.

Services need managers with enough knowledge, understanding and executive authority to be able to support the effective and efficient multi-agency delivery of children and young people with additional needs.

The administrative workforce should be enough to make sure that all necessary administrative functions, including data collection, can be fulfilled.

Commissioners, working with specialist providers should support the development of expertise for children and young people with additional needs.

## Training and development

Clear supervisory arrangements and structures should be in place to make sure there is accountable and safe service delivery.

Multi-professional training and consultative work done in and across agencies is essential. This will include:

- cultural competencies
- multi-agency safeguarding
- domestic violence
- all statutory training requirements.

The necessary resources to support the training and development requirements of the children with additional needs workforce should be available.



## Organisational arrangements

Agreed protocols will be in place to manage waiting lists and times according to need.

Services should be accommodated in buildings fit for supporting all the expected functions, including the integrated use of community settings such as children's centres, mainstream schools and special schools as hubs of the community.

The equipment and accommodation used for direct work with children should make sure that children's safety is of the highest concern. IT resources and equipment to support high-quality care and monitoring and evaluation services should be available in all appropriate settings.

Where interfaces exist between services, such as between adult and children's mental health services and acute paediatric services, arrangements should be negotiated to make sure there is clarity and effectiveness for separate and joint service responsibilities and smooth transitions of care.

Clinical governance arrangements should make sure that all staff are trained, supported and able to deliver sound, ethical and safe services.

## Outcomes

Children, young people and their parents and carers should have ready access to a single, comprehensive integrated service, delivered on behalf of all relevant agencies in their locality which includes:

- information to families which helps them access services relevant to their current and future needs
- information about decision-making processes and personnel in their locality
- service users, carers and referring organisations having consistent, reliable and effective means to identify, contact and access services
- more equitable service provision available countywide
- a continuum of integrated provision which allows parents and carers to access the right service at the right time for their child
- children, young people and their families being supported by an appropriately trained workforce
- safeguarding children and young people remains the highest priority for all services.

## Strategic direction and priorities

To take this work forward each of the identified work streams will develop an inclusive integrated strategy that adheres to the principles and values outlined in this document and clearly outlines the strategy for that work stream.

The four initial priorities are:

- Integrated Commissioning Strategy for Emotional Health and Wellbeing of Children and Young People, including Infant and Perinatal Mental Health
- Integrated Commissioning Strategy for Children with Additional Needs
- Integrated Commissioning Strategy for Early Years Services for Children with Special Needs
- Stepping Stones Integrated Commissioning Strategy for Integrated Service Provision.

## Resources framework

The collective resources of Devon PCT and CYPS will be used to support the Joint Commissioning Framework to take this work forward. CYPS estimates a budget framework of £66 million and Devon PCT of £18 million.

Fully costed plans will accompany the individual strategies.



## Devon context

The detailed needs analysis, done as part of the DCC and PCT Strategic Review in autumn 2007, has mapped general population needs across Devon. Detailed analysis and review needs to be on-going and co-ordinated to make sure we have evidence-based practice and service development. This section of the document relates to the detail held in the **Devon Needs Analysis** document.

**Table 1** total population by area

Area populations	Total
East Devon	<b>127,778</b>
Exeter	<b>140,330</b>
Mid Devon	<b>103,340</b>
North Devon	<b>162,111</b>
Teignbridge	<b>118,365</b>
South Hams and West Devon	<b>112,073</b>



**Table 2** estimated population figures

Area	Total children	0-4	5-9	10-14	15-19
Exeter	25,164	5,120	5,922	7,144	6,978
East	30,987	6,842	6,671	7,070	10,404
Mid	23,520	5,305	5,664	6,317	6,234
North Devon	35,784	7,614	8,293	9,847	10,030
Teign	25,230	4,923	5,931	7,072	7,304
South Hams and West Devon	24,228	5,105	5,602	6,612	6,909

## Commissioning strategies

An overview of the local context has identified that the priorities vary depending on the needs of the population.

Exeter, Teignbridge and North Devon have higher levels of deprivation, which has attracted several targeted, funding initiatives to meet the need, including:

- Sure Start
- first wave of Children's Fund
- regeneration projects.

The geographical spread and impact of these initiatives is limited to small pockets, although development in the Children's Trust of Children's Fund programmes will see service delivery more broadly aligned.

Each strategy in the Children with Additional Needs Planning Framework will use the DCC and PCT Strategic Needs Assessment, with specific reference to the needs assessment information which relates to that area of strategic development.

### ***Joint Strategy for Emotional Health and Wellbeing of Children and Young People in Devon 2008-2011***

To make sure we deliver a comprehensive CAMHS framework for all children and young people in Devon.

To develop and deliver a Perinatal Infant Mental Health Strategy to make sure there is early identification and effective intervention in multi-agency environments for families at risk.

### ***Stepping Stones Strategy for Integrated Service Provision 2009-2011***

To refresh the Devon approach to inclusive education to make sure that inclusion is at the heart of every community, and is delivered through multi-agency co-operation keeping the child and family at the centre of services. The development of the **Stepping Stones** model will identify a continuum of support for children with special and additional needs.

To develop a Devon Strategy for Special Schools to make sure that special school provision is:

- fit for the 21<sup>st</sup> century
- at the heart of the inclusion strategy for Devon children
- aspiring to achieve local provision for children and their families.

We will develop the ambition of co-located 'campus through school' approach where developments allow us to, with mainstream schools and alternative provision.

To review Education Out of School, including hospital education, and to increase local community multi-agency practice to make sure that all children and young people are supported by, and in, those communities.

### ***Integrated Commissioning Strategy for Early Years Services for Children with Special Needs 2008-2011***

To develop three specialist children's development centres working in a multi-agency, local area environment with common objectives and a common specification to deliver equitable and accessible services.

To work with the Early Years and Childcare Strategy in developing children's centres to provide a step on the child development assessment and early intervention pathway. To develop integrated services including maternity, public health, paediatric and therapy services.

### ***Integrated Commissioning Strategy for Carers Breaks, Shared Care and Residential Services***

To develop a set of comprehensive multi-agency strategies to meet the principles and values of the CYPP and national directives for:

- shared care and residential services for children with special needs
- long term conditions
- palliative care
- Joint Strategy for Transitions
- Joint Strategy for Communication and Participation
- Joint Strategy for Allied Health and Social Care Professionals
- therapy services
- sensory services
- joint equipment and adaptations.

### ***Joint Strategy for the Transitions of Young People with Special and Additional Needs***

To develop an integrated approach with adult services in DCC and the PCT. To develop a pathway and process for young people with complex care needs and a phase 2 pathway and process for young people with additional needs.

To develop case transfer protocols for all young people with complex needs including care leavers and Children in Care. Develop shared strategic responsibility with adult services and give clarity to the role of Connexions personal assistants and data IT system.

### ***Strategies for Integrated Pathways – Integrated Services Commissioning***

To make sure there are a set of multi-agency pathways established in service specifications for provider services to include:

- integrated assessment process
- County Special Education Team (CSET) and Joint Agency Services
- Services for children with Autistic Spectrum Disorder or ADHD
- Sensory services
- physical disability services
- Integrated Youth Support Services
- services for Children in Care
- services for children with special needs in acute settings.



## Notes

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