

Integrated commissioning strategy for transitions of young people 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 strategy sits within the strategic framework for children's services which is led by the Devon Children's Trust partnership. The **Devon Children and Young People's Plan (CYPP)** highlighted transitions as a key action area for 2008-11 and this strategy will start to define the delivery framework for that plan.

The transition strategy also aims to act as a Strategic document for all adult services delivered by Devon County Council, Devon Partnership Trust, Devon Primary Care Trust and associated NHS Trusts and organisations involved in further education and employment of children with additional needs.

The first phase of the strategy will aim to define a service specification which will cover all agencies activities with a focus on ensuring the swift and effective transition for all young people with complex needs who meet adult services criteria for support.

The second phase of the strategy will aim to ensure effective transition support for young people with additional needs who will require support into further education or employment.

For children's services, as outlined in the **CYPP**, the strategy will develop tools and processes aiming to have delivery models for person centred transition for all young people with additional needs by 2010.

Executive Summary

Vision

All young people with additional needs, aged 14-25, experience the transition to adulthood as a positive, exciting, and challenging time that assists in them reaching their full potential as an adult. The transition process will be driven by the young person and their family, and not by the agencies surrounding them.

Summary

This strategy document is aimed at key decision makers and organisations in Devon who have a duty or responsibility in ensuring that young people with additional needs have access to the information, support and opportunities needed to make a successful transition to adulthood. It provides a brief outline of existing services and underpinning systems and makes strategic recommendations for change and development in practice and policy, and service provision.

- By adopting the strategy all partner agencies agree to undertake a commissioning process and service redesign, launched in year one, which will deliver transformed services in years two and three.

In the course of the next three years there will be a change in the focus of services so that they are:

- Planned and commissioned across The Children's Trust Partnership
- Devon County Council's adult and community services and Devon Primary Care Trust
- Led by a joint commissioning board and a partnership board to be known as the Children with Additional Needs Partnership Board
- Led by strategic commissioning board for adult and community services
- Led by the needs and aspirations of the young person, and will support and manage the expectations of families and carers
- Evidence informed and consistent with ongoing research, good practice and development in this field
- Provide a consistent journey for children and young people in a timely and responsive way across disciplines and agencies
- All children and young people and their families being actively involved in all decisions affecting them and shaping services
- Support access to quality further education opportunities, meaningful employment, social participation, community engagement, and levels of economic self sufficiency
- Able to ensure that all staff with a duty or responsibility towards this group will have a clear understanding of their role and function
- Able to define and map the amount of resource invested into transitions planning, processes and services.

Definitions

The young people that this strategy and future commissioning work applies to are:

- Young people with additional needs aged 14-25 (where necessary), who have a statement of special educational needs, or who are identified as requiring support through Action or Action plus in school
 - Young people with additional needs, who are likely to require support in adult life to achieve economic independence
 - Young people who may be vulnerable as adults
 - Those young people with long term medical and palliative care and life limiting conditions or long term conditions. All young people with a disability should have a health plan that is integrated with a holistic person centred plan. Health care should be led by the most appropriate health care professional for the young person. The health plan comprises of a self assessment by the young person to identify their day to day needs to discuss with the health professional an action plan to meet those needs and preparation for moving into adult health care provision
- Young carers
 - Where there are complex health conditions such as diabetes, chronic fatigue/ME, surgical or neurological or palliative care conditions there will be close links between children and adult hospital services to ensure transfer to the appropriate adult specialist
 - Where there are issues regarding safeguarding. The Devon safeguarding protocols and procedures will be adhered to.



National Context

Nationally this strategy has been underpinned by much recent policy & legislation, including:

- **Improving Life Chances of Disabled People** (2005 Cabinet office)
- **Removing Barriers to Achievement:** the government's strategy for SEN 2004 DfES
- **Every Child Matters:** Change for children 2004 DCSF
- **National Service Framework for Children, Young People & Maternity Services** 2004 DOH & DCSF
- **Youth Matters/Youth Matters Next Steps** 2005/6 DCSF
- **Learning for Living & Work**, 2006 Learning & Skills Council
- **Aiming High for Disabled Children:** better support for families 2007 HM Treasury & DCSF
- **Valuing People** now updated for people with LD
- **A Transition Guide for all Services** 2007 DCSF/DoH/CDC/NCB
- **Transition – Moving on Well** DOH 2008

All of these documents emphasise the need for young people to be at the centre of plans made to support them, for agencies to work in partnership to ensure best practice, and for a commitment to ensure that young people with additional needs are fully enabled to reach their full potential. In addition, the needs of disabled children have been identified as one of the five key priorities for the NHS this year (Devon PCT & Devon County Council, 2008).

There have also been a series of other national frameworks and guidance, which inform this strategy and provide the outcomes to which we are working.

National Service Framework for Children, Young People and Maternity Services, 2004 DH and DfES

'Local Authorities, Primary Care trusts and NHS Trusts ensure that; Transition planning has as its main focus the fulfillment of the hopes, dreams and potential of the disabled young person, in particular to maximise education, training and employment opportunities, to enjoy social relationships and to live independently. Transition plans take a person centred planning approach, as described in **Towards Person Centred Approaches**-guidance and which is consistent with the **Special Educational Needs Code of Practice.**'

See appendix for further details

A Transition Guide for all Services 2007

Dcsf/DoH/CDC/NCB

For many disabled young people and those with special educational needs (SEN), having access to timely and comprehensive information, advice and guidance can be enough to help them reach their goals. For others, more support may be needed from a range of services to enable them to reach their full potential.'

Every Disabled Child Matters; Local Authority Charter

(to which Devon is signed up)

Including:

- We know how many disabled children live in our area and that all agencies in our area are planning services on the basis of this knowledge
- Parent and carers in our area are getting accurate and timely information and advice on the full range of services available to them and their families
- Disabled children and their families are involved in the planning, commissioning and monitoring of services in our area, including both specialist and universal services

Transition: Moving on Well;

DoH 2008

Young people are supported to make the transition to adulthood and to achieve their maximum potential in terms of education, health, development and well being.

Young people taking responsibility for their own health and making informed choices and decisions regarding their emotional and social development, and health and well-being both now and in the future.



Local Overview

Information contained in this report was obtained through dialogue and consultation with key agencies, young people, and their parent or carers in Devon; as well as researching best practice from elsewhere in England. Statistics and background information were derived from many sources.

This strategy builds on the work initiated by the development of the Devon Children's Trust Transition Protocol (2004) and the subsequent Devon Case Transfer Protocol (2007)

Improved transitions for young people with additional needs has been identified as a priority for all the main statutory agencies, health, social care, and education. Over the past year Devon County Council Scrutiny Committee established a review of Transitions as a result of reports from the Ofsted Joint Area Review, the CSCI Inspection of Physical and Sensory Disability Services, and the Annual Review meeting of Adult Services. The overall purpose of the investigation was to evaluate the transition between children's and adult services at age 18 across the County, and make recommendations aimed at improving the quality of these services.

In addition, Young Devon had been commissioned by Devon Children's Trust and Adult Community Services to:

- Lead the development of the Children and Young People's Transition Implementation Group
- Identify options and support the implementation for children and young people's and adult services directorates regarding the delivery of an integrated transition planning and support function in Devon.
- Identify protocols and processes for transition between the ages of 14-25
- Present delivery options, based on best practice examples, to services for implementing activity between the ages of 16-21.

The findings of this investigation are central to the hypotheses for change proposed in this strategy.

Need Analysis

There is a significant piece of commissioning work to undertake during the life of this strategy to further analyse the actual needs of the populations who are the focus of this document.

The data outlined below will be further developed and analysed, and set against existing services to establish how existing resources are being used in meeting the needs of these young people and their families.

The Commissioners will monitor the changes in service delivery and provision to ensure that they are appropriately meeting these demands.

Below is a range of data that has come from many different sources. The Needs analysis of Devon County Council area indicates a total population of 755,200 (FHSA/ONS) and a total 0-18 population of 164,000.

Children and young people's data

There are currently:

- 164,000 children & young people (0–19) living in Devon
- 6,500 have been identified with some form of special educational need (SEN) or learning difficulty or disability (LDD)
- 2,500 are identified as having received 'school action plus' support
- 2,000 with identified mental health needs.

The majority attend mainstream schools. 800 attend special schools and some in the independent sector (Devon Children's Trust, 2008-2001)



There are 35,000 young people aged 14–18 in Devon. Of that group:

- 23,662 are educated within 35/37 mainstream schools
- 366 are educated within 10 special schools
- 74 are educated within 3 key stage 4 Pupil referral units (PRU's)
There are 7 PRUs in Devon, but those in Key Stage 3 units will still be listed on the pupil role of their school
- 158 are educated other than at school
- 3,343 are educated within 4 FE colleges
- 599 are from out of county but are educated in Devon
This data was provided by Connexions, and while accurate at the time of writing, may differ at the time of publication due to changes in population.

Of the above 35,000 young people aged 14-18:

- 1,326 are assessed as having a statement of Special Educational Need. (3.6%)
- 165 are educated in independent sector providers (out of County placements)
- 711 are assessed as in need of extra support via Action plus (2%)
- 2,328 are assessed as in need of extra support via Action (6.4%)
- 252 are linked to the Youth Offending Team (0.72%)

Of the 1,326 young people with a statement of Special Educational Need.

- 48 are linked to the YOT (19% of all 14+ young people with a statement; which equates to 1 in 5)
- 39 of these young people have been assessed with EBD (81% of young people with a statement and linked to the YOT which equates to 4 in 5)
- 16 are on Action plus and linked to the YOT
- 15 are on Action and linked to the YOT

Currently Devon has 130 children in care aged 14+; of which:

- 72 are with a statement of special educational need (Source: DfES School Census 2007)
- In Devon this represents 55% of the 'In Care' population.

The percentage of young people in receipt of social services who have a transition plan is 75.2% across Devon. This can represent quite small numbers of young people in some localities.

Young adult data

Clients referred for an assessment categorised by age	16	17	18	19	20	21	22	23	24	25	Total
	9	13	142	201	203	205	185	171	200	178	1,410

In 2007/08 1,410 young adults (aged 16 -25) were referred 1,987 times (some were referred more than once during the year) to Adult and Community Services (ACS) & Devon Partnership Trust (DPT).

Classification	Sub-Classification	Client Age at Assessment										
		16	17	18	19	20	21	22	23	24	25	Total
Learning Disability			2	27	15	11	11	5	9	4	8	86
Mental Health				68	130	120	132	121	101	121	106	856
Physical	Dual Sensory loss				1							1
	Hearing Impairment			1	2	1		1	1	1	1	8
	Physical Disability		1	10	14	9	12	7	13	12	12	90
	Visual Impairment		3	1	1	1	2	2	3		1	14
Physical Sub Total		0	4	12	18	11	14	10	17	13	14	113
Vulnerable People			1	2	1	4	4	1	2		1	16
Unknown		1	3	17	12	15	9	2	6	4	7	76
Grand Total		1	10	58	46	41	35	19	35	20	31	1,147

A total of 1,147 then went onto to receive an assessment.

As a result 747 were assessed as eligible for a service.

- 84 with a primary need based on learning disability
- 61 with a primary need based on physical disability
- 602 with a primary need of mental health difficulty.

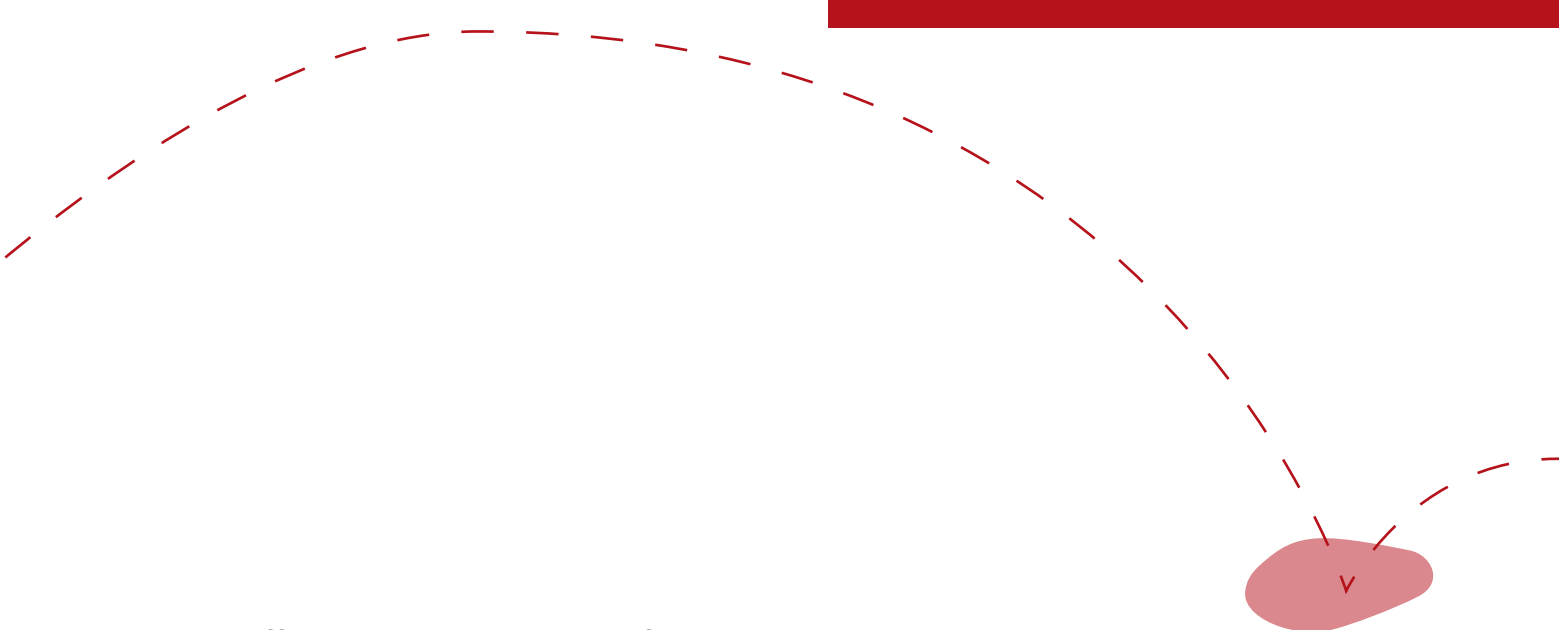
Just over 2,700 people with a learning disability are known to GP's (Devon PCT and Devon County Council, 2008)

There were 1,774 adults with a learning disability that were known to the Local Authority (2005/06) (Devon Children's Trust, 2008 - 2001)

should be noted that this does not demonstrate what level of service was actually offered, or whether it was appropriate for the needs of the young person. Further analysis needs to be undertaken to develop a greater level of understanding of what these figures actually demonstrate.

Outcomes for the adult population with additional needs:

- In Devon (2005/06) there were 1,774 adults with a learning disability that were known to the Local Authority of which:
 - 6% of adults were employed (12% south west region)
 - 57% were living in the community and receiving services (68% south west region)
- In addition:
 - 21% of adults in contact with secondary mental health services are employed (21% south west region)¹.



Current Services

By committing to this strategy we will undertake a comprehensive mapping of current service provision, and full gap analysis, This will be the first priority of the commissioning plan attached to this strategy.

The brief outline below is to give an overview of some of the key agencies who provide a range of services that impact on the lives of young people going through transition.

Transition is no one services core business, but impacts on any organisation or professional working with a young person with additional needs. The major services that have responsibilities to the process and provision in transition are:

Children and Young People's Services

- Education
 - Schools (mainstream and special)
 - County Special Education Team
 - Educated other than At School Services
 - Further education
 - LSC
- Integrated Youth Support Service
 - Youth Service
 - Connexions (who do have the major responsibility for transition)
 - Youth Offending Team
- Joint Agency services (including CAMHS)
- Children in Care/Care Leavers
- Youth Enquiry Services
- Specialist services (e.g. drug and alcohol services)
- Therapeutic services
- Paediatric and other health services.

Adult and Community Services

- Learning Disability
- Mental Health
- Physical disability
- Sensory team
- Specialist health and therapeutic providers
- Employment providers
- The Voluntary and Community sector
 - some work with just children, some with young adults, and some work from across the age range
- Housing providers
- Connexions and a number of youth providers also work with young adults.

This list is not exclusive, but does demonstrate the complexity that is faced by many young people and their families moving through transitions. Without a fully integrated approach, many professionals also struggle to navigate their way through the process.

Below are some (but not all) of the issues that are experienced during transition:

- The transition protocol was accepted in 2004, but is still largely not adhered to, or even widely known about (see Appendix 1).
- The protocol needs updating to be made more explicit in the roles and responsibilities of services, but must then become a working document with governance and monitoring attached to it

- The eligibility criteria for adult services is not always understood, and the referral pathways not always clear
- For many very vulnerable young people there is no currently no appropriate adult service that will meet their needs
- Transition reviews in schools are not always fully integrated, or person centred, or holistic
- The support and respite provided by education is often underestimated, when considering a young person's future needs
- Information does not always pass appropriately between agencies
- The expectations of young people and their families are often not well managed, and they are not always well informed
- Young people are not always adequately supported to develop the independent living skills they require for adult life
- The aspirations and wishes of young people are often not heard
- There is often a very narrow view of which services have a responsibility to support young people in transition.

Strategic Direction

This strategy document will support and inform key decision makers and organisations in Devon who have a duty or responsibility in ensuring that young people with additional needs have access to the information, support and opportunities which they need in order to make a successful transition to adulthood.

All young people will be supported to meet their full potential through a combination of health, education and social support including:

- Integrated, person centred transition planning that begins at year 9, for all young people with additional needs, regardless of their educational status or setting. This will become embedded across children's and adult's services
- Meaningful consultation and user involvement which underpin all decisions, involving young people and their parent/carers
- The locality Young People in Transition meetings (YPIT's) will be comprehensively attended by all services, and there will be governance procedures developed to monitor decisions
- The YPIT's will be used to inform adult services of the future needs of all young people with additional needs
- Alternative, creative, young person led approaches to supporting the acquisition of independent living skills and building resilience will be developed
- Data and information will be accurately recorded and shared where appropriate to support smooth transition
- By 2011 provide clarity of information concerning access to services for young people, their parent carers and professionals
- Existing providers will undertake an in depth needs analysis of services and a full cost analysis of costs and resources associated with transitions.

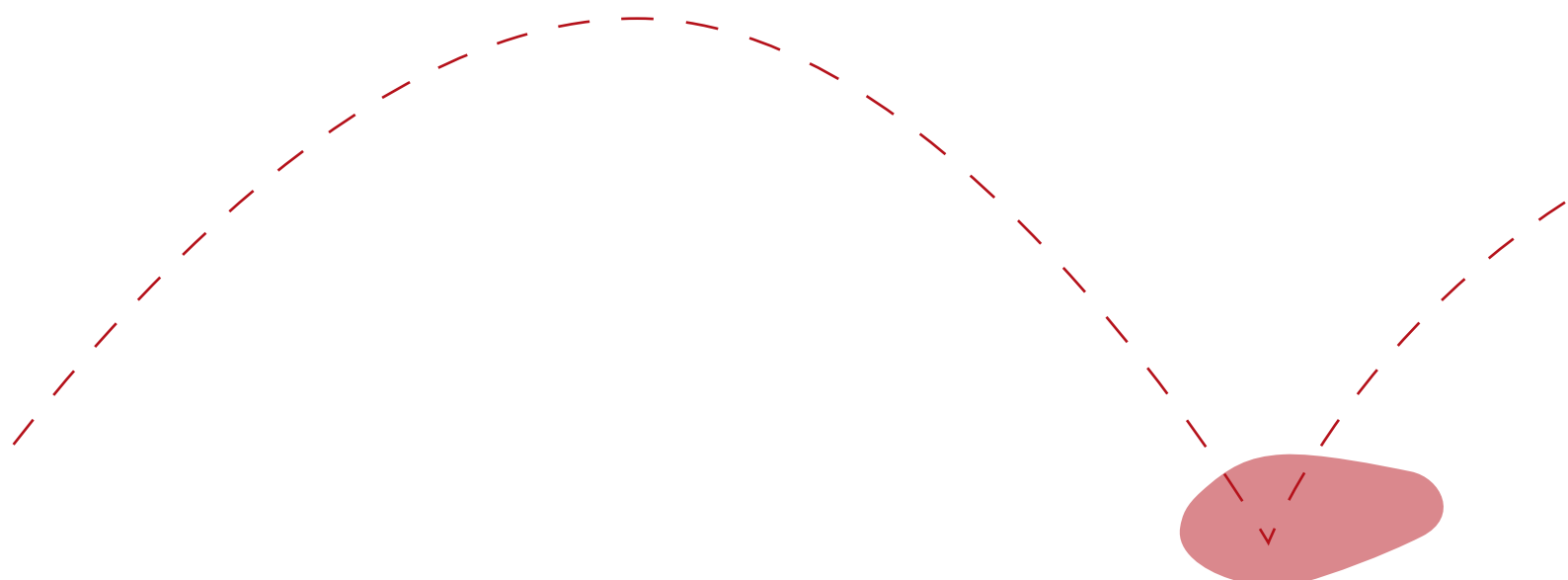
Aims

This strategy forms part of the Integrated Strategy for Children with Additional Needs with the overall aim of improving the delivery of local accessible and equitable needs informed services for children, young people and young adults with additional needs in Devon.

The purpose of this strategy is to build on existing thinking and ensure that:

- a. All young people with an additional need have access to a range of services proportionate to their level of need when they become adults
- b. All services with a duty or responsibility towards this group have a clear understanding of their role and function
- c. Young people and their families are actively involved in the transition process
- d. There is a clear understanding of the resources allocated to transition processes and services, and that there is a comprehensive map of current provision and process, which can be set against actual need.

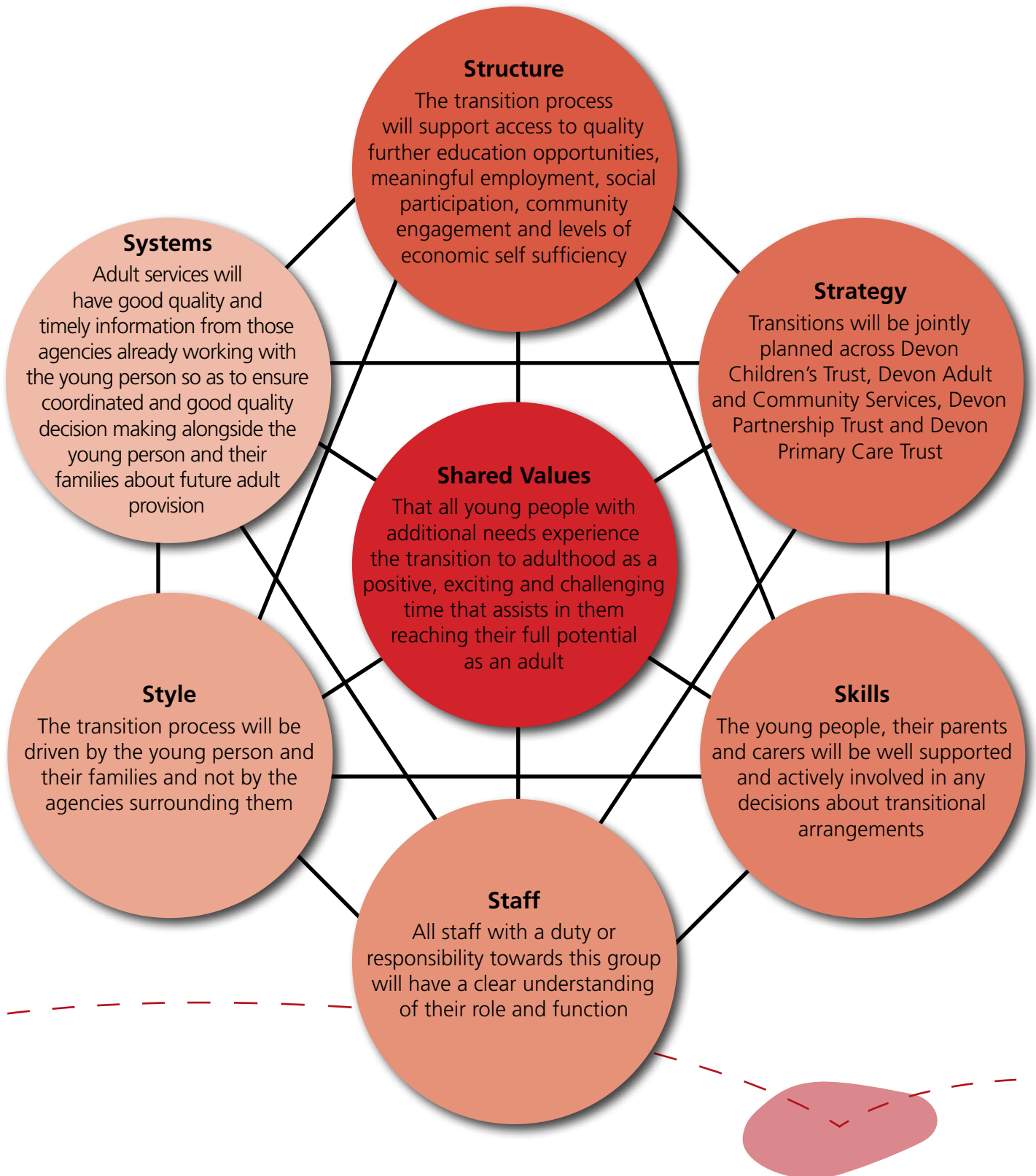
For this group of young people having access to timely and comprehensive information, advice and guidance can be enough to help them reach their goals. For others, more support may be needed from a range of services to enable them to reach their full potential. This strategy has been developed so that all young people with an additional need (as well as their parents and carers) will have a clear understanding of the range of services that may be available when they become an adult and the processes involved in accessing them.



Principles and Objectives

- a. That all young people with additional needs experience the transition to adulthood as a positive, exciting, and challenging time that assists in them reaching their full potential as an adult
- b. The transition process will be driven by the young person and their families, and not by the different agencies surrounding them
- c. The transition process will support access to quality further education opportunities, meaningful employment, social participation, community engagement, and levels of economic self sufficiency
- d. Transitions will be jointly planned across Devon Children's Trust, Devon Adult and Community Services, Devon Partnership Trust and Devon Primary Care Trust
- e. The young people, their parents and carers will be well supported and actively involved in any decisions about transitional arrangements
- f. Adult services will be provided with good quality and timely information from those agencies already working with the young person, to ensure coordinated and good quality decision making alongside the young person & their families about future adult provision
- g. All staff with a duty or responsibility towards this group will have a clear understanding of their role and function
- h. Staff working with young people will balance the needs of the young person for privacy and confidentiality and their wish to take increasing responsibility for their own health care with the need for their parents to have significant information to provide the support young people require.

The vision, objectives, principles and aims above need to be seen as interdependent. As a result their achievement will need a coordinated & holistic approach as illustrated below²:



2. McKinsey's 7-S Framework

Strategy for Change

To improve services we will:

- Undertake in partnership with providers, a comprehensive needs and gap analysis, resource analysis and service map
- Develop a toolkit for education, health and social care staff in person centred approaches and transition planning which supports a continuum of best practice in transition
- Adult services will need to develop future commissioning to respond to needs of those young people who do not currently meet existing eligibility criteria (e.g. high functioning ASD; Aspergers and EBD) and who are unlikely to achieve economic independence
- Devon CYPS, Devon PCT Integrated Children's Services, and, the Integrated Youth Support Service (IYSS) (in particular Connexions) will work with the broad spectrum of adult providers (including the independent, community and voluntary sectors) to ensure young people are able to explore their aspirations and ambitions for adult life, and not be constrained by a lack of knowledge of, and access to, opportunities
- Development of a post 16 protocol that will improve pathways and options for further education, work based training, volunteering, employment (supported where necessary) and work placements
- Housing pathways and provision (together with relevant support and care) will be improved following needs analysis and consultation
- Young people with additional needs will be provided with access to appropriate leisure and social opportunities, and will be part of the targeted youth support offer
- Output and outcome measures will be developed and used that are congruent across children's and adult services
- Adult services thresholds will be open, transparent and consistently applied across the County
- The management of transitions will be seen as a core and collective responsibility of all relevant agencies
- Case transfer protocols will be developed to cover all pathways to adult services (social care, health, further education, employment, housing, leisure etc)
- Timely decisions will be made about funding that will allow for better forward planning as well as reducing anxiety for young people, their parents and carers
- The current arrangements for the support of young carers will be reviewed jointly by children's and adult services to ensure greater continuity of support as they move into their role as an adult carer

- Strategic joint planning will underpin Transitions so that complexity is managed that will result in better communication, coordination and use of resources
- Governance arrangements will be established that will ensure clear lines of accountability for continuously monitoring and improving the quality of transitions across all relevant organisations
- Both adults and children's commissioning teams will respond to the needs of those young people going through transition, and will work jointly to ensure to manage this process
- Clear and accessible Information about all aspects of transitions will be made available in a range of formats at a time when most useful to the young person, parents and carers
- Advocacy will be available to any young person needing support to have their voice heard when decisions about their future are being made
- Families and carers will also be supported to have their voices heard and responded to
- Review and evaluate the use of paperwork trails, assessments and information sharing that takes place between children's and adult's services
- Inter-agency working and the role of transition workers will be developed, supported and maintained as an ongoing commitment from all relevant agencies
- Data collection and collation needs to be established with a high level of consistency and clarity across the range of agencies involved in transitions
- The principle of informed consent will underpin the sharing of data about young people
- A strategic group will be formed to develop service specifications to underpin this strategy; monitor the performance of all agencies, and act as the highest level of accountability
- A 'virtual' transition team will be established consisting of all relevant services to improve consistency, coordination and communication
- Transitions protocol and SOP's need to be re-written to cover all aspects of adult life
- All services will comply with national and local safeguarding expectations
- All staff will be trained and supported in line with national or professional guidance and recommendations, and will be able to adapt and work within inter-agency teams which are appropriate skill mixed
- The needs of young people from Black and Ethnic minorities in transition will be recognised and met, and their participation sought and valued

Monitoring Arrangements

The use of young person centred approaches throughout transition underpin successful outcomes for young people and their families. We will develop a series of measures that compliment the outcomes already outlined in **Every Child Matters** and adult guidance.

The commissioners will require robust and measurable outcomes to be monitored on a regular basis. children and adults services commissioning boards will expect monitoring reports on a quarterly basis with input to the national data performance indicators on a yearly basis.

National outcome measures

In Children's services nationally the focus has been on the five outcomes of **Every Child Matters**:

- Be healthy
- Stay safe
- Enjoy & Achieve
- Make a positive contribution
- Achieve economic well being.

Adult services

Unlike Children's services no set of common outcomes have been developed nationally. However many of those used will have common themes. Listed below are the some of the key outcomes measures used by specific agencies locally (or nationally or both):

6 keys to citizenship (learning disability):

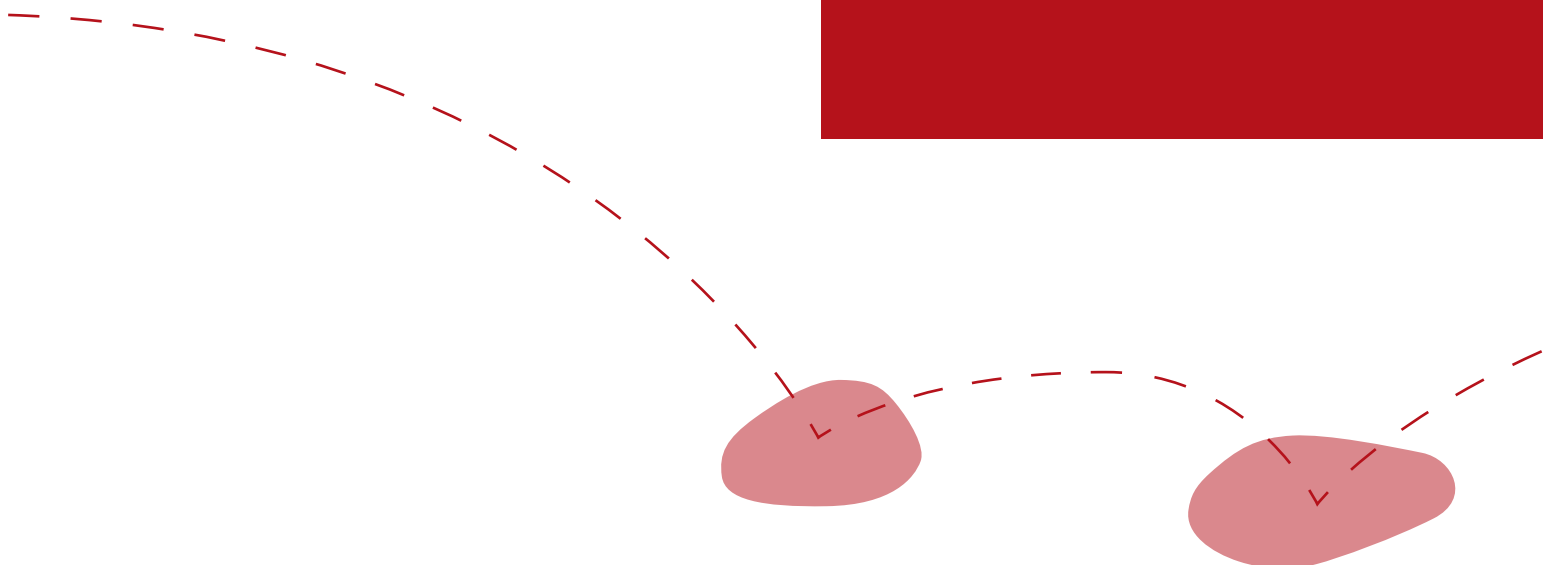
- Self-determination
 - The person being in charge of their own life. Being listened to and making decisions (Advocacy, communication, circle of support)
- Direction
 - What the person wants to do in their life and how to make it happen; setting goals and making changes (person centred planning)
- Money
 - Having control of their life (having their own money, meaningful work or daily activity)
- Home
 - A place to relax and be in control (a home of their own, living with family)
- Support
 - Help to do things that they need help
 - To achieve (have their own staff, supported living)
- Community life
 - Enjoying activities and making a contribution to the community (building on existing relationships, join in community life).

Recovery outcomes (Adult mental health) – piloting in Devon

- My living situation is safe and feels like a home to me
- I am able to both give and receive appreciation and attention
- I have a sense of independence and am in control of important decisions about my life
- I have someone I can trust and whom I can turn to for help
- I have at least one close, mutual (give and take) relationship
- I have privacy, time and space to think about myself and my life
- I have roles and responsibilities which are valued by others
- I have opportunities in my life to use my personal strengths, skills and talents
- I feel of equal value to others
- I have a sense of meaning and purpose in life and feel hopeful about my future.

Outcome measures supporting people – (housing) ensures that individuals:

- Have the life skills they need to live independently, such as cooking and budgeting
- Are given support in gaining and maintaining settled accommodation
- Are given help to identify training and job opportunities
- Are able to access necessary utility services they need in their home
- Are given help to claim the right benefits
- Are given the help they need to ensure their existing accommodation continues to meet their accessibility or safety needs.



Outcomes for the adult population with additional needs:

- In Devon (2005/06) there were 1,774 adults with a learning disability that were known to the Local Authority of which:
 - 6% of adults were employed (12% south west region)
 - 57% were living in the community and receiving services (68% south west region)
- In addition:
 - 21% of adults in contact with secondary mental health services are employed (21% south west region)³
 - Fare Access to Care services (FACS) eligibility data

To help us monitor these outcomes, and the success of processes and provision throughout transition we will:

- Develop clear agreed and shared outcomes based on individual young people. This data will be aggregated to inform the baseline of our performance
- We will develop systems that ensure providers monitor the performance of their systems, processes and outputs. This will include attendance at meetings; use of common assessments; person centred planning processes for key agencies; the development of appropriate services to meet the needs of young people
- We will invest in consultation with young people to hear their views about services, and will support them to participate in the development and assessment of services
- We will use 360 degree assessments to involve all stakeholders and commissioners in evaluating service performance
- We will develop a series of tools that will support us in this monitoring, and will establish governance to ensure performance management.

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