

# People and Health Overview Committee

## 2<sup>nd</sup> September 2021

### Birth to Settled Adulthood 2021; Review and next steps

## For Decision

**Portfolio Holder:** Cllr A Parry, Children, Education, Skills and Early Help

**Local Councillor(s):** Cllr

**Executive Director:** T Leavy, Executive Director of People - Children

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**Report Status:** Public

**Recommendation:** To adopt and endorse all recommendations made as part of the Spring 2021 review into the current Transition to Adulthood approach.

- **Recommendation 1 – Deliver a Change Process (Hearts & minds)**
  - o Undergo a Preparation for Adulthood change process delivering 7 suggested workstreams each led by a Head of Service ensuring cross sectional membership from all stakeholders and coproduction. The change process will deliver the implementation plan and work towards creating collaborative working where beneficial.

#### **Workstream 1: Governance**

- Establish a Strategic Transitions Board with an independent chair, Board membership to include Director for Adult Social Care and Children Services Director, Corporate Head of Service, Health and Voluntary Sector representation. Including Parent Carer Council (ensuring the connectivity with the Education for All Board, Health and Wellbeing Board & Strengthening Services)
- To provide strategic governance and management of the improvement journey through the delivery of the implementation

plan developed on the findings in the May 2021 review of Transitions.

### **Workstream 2: Vision and policy**

- What does it mean for Dorset's Children, Young People & families
- Bringing to life the reality that this is not about services but about young people moving to adulthood and what are their opportunities
- Be ambitious for our residents and drive improvement to the lived experience
- What is the transitions vision across the multi-agency partnership
- How can Dorset Council create a platform of opportunities and innovation through this vision
- To provide strategic connections across systems and organisations
- A need to develop a culture and processes setting the ambition to support people to develop Skills, to gain employment and or Volunteering opportunities.

### **Workstream 3: Finance**

- Understanding future demand
- Modelling savings against targets
- Keeping an overview and clear line of sight on spend

### **Workstream 4: Resource**

#### **Phase one**

- Establish a Transitions Panel (chaired by Corporate Head of Service) operational focus as an interim measure with clear terms of reference (particular regard to legislation for Children's services and Adults)
- Sitting alongside the Education Multi Agency Panel (as dispute resolution if required) to discuss, monitor and manage referrals to transitions (future recommendation to review panels as potential to streamline)
- Agree packages of care
- Identify blockers to escalate to the Transitions Board
- Monitor the transitions tracker and developed dashboard
- To develop a case work model on the high need young people as a joint approach with Children services and / or Children Services to explore Transitions Co-workers to be attached to each Children who are Disabled Team to facilitate conversations at annual reviews and when young people reach year 10
- To develop an approach to engage with services outside Children who are Disabled Team i.e. Child and Adolescent Mental Health Service, Care Leavers, Looked after Children, Special Educational Needs Team

- Ensure timely completion of assessments
- Develop a definition of high cost, and risk indicators to enable earlier identification

### **Phase two**

- To consider next steps with regards to the operational resources and delivery model
- Develop a full options paper further for strategic consideration at the Transitions Strategic Board which considers:
  - Future aspirations
  - Models of delivery i.e. 0-25 model
  - Demand management modelling
  - Training across all services in transitions, Care Support assessments, children's and adult's legislation etc

### **Workstream 5: Business Intelligence**

- Using a transition tracker of all young people with a trajectory to adult services, including financial information
- Improvements to recording and reporting making better use of the MOSAIC and Synergy system
- Developing Key Performance Indicators for reporting
- Introducing triggers for caseworkers i.e. transitions questions on MOSAIC at Child Protection conference etc
- Learning from quality and audit reviews of Education, Health and Care Plans

### **Workstream 6: Commissioning**

- To develop a commissioning plan that works to understand the future demand, current demand and opportunities for provision
- The accommodation offer needs to include a wider set of housing options, e.g. increase people in tenancies through general housing and work to promote independent living
- Commissioning role to be developed within the Transitions Panel

### **Workstream 7: Pathway mapping**

- what is the experience and journey of a young person across the multi-agency partnership?
- Fundamental misunderstanding of how EHCPs can enable a smooth transition to adult life, what are the gaps and what are the opportunities with cultural change
- What gaps are emergent
- How can systems and processes be aligned better
- Support the work with Children's to influence education so that clear targets and goals are set for people in childhood that will equip them for adulthood and independence

## **Recommendation 2 - priority action with immediate activity**

- To approach backlog of 93 assessments outstanding and target the additional 77 Young people identified via the finance work to look at early help planning
- To review capacity within Adult Social Care and understand the risks of not ringfencing capacity for work with young people.

### **Reason for Recommendation:**

## **1. Executive Summary**

### **1.1 Ambition**

- 1.1.1 Children and Adult Services recognise that the current operating model to support young people through the transition to adulthood across Dorset has not been delivering the outstanding service that our community require and we as an organisation aspire to. As part of the Strengthening Services and Adults Improvement Programme, it was agreed to jointly commission a review that will identify how;

*Services across People and Place are effectively supporting young people in their Preparation for Adulthood as required by the Special Educational Needs (SEN) and Disability Code of Practice.*

*Young people have their skills, abilities and opportunities maximised and relative strength supported to grow and develop as individuals.*

- 1.1.2 The findings of the review support the feedback received from Young People, Parents, stakeholders, teams, and external partners that the current Transition to Adulthood model is not robust, is not consistent and more importantly is failing our young people.

*'I want to start seeing this as less about the services and more about the right time for our young people, how could we work towards transition at the end of their education setting or when they are 'settled', transitions at 18 is fraught with worry and uncertainty, so much change all at the same time. We are just moving the problem between services, passing the baton rather than thinking about the individual and their family' Stakeholder F 2021*

- 1.1.3 Children and Adult Services are committed to driving improvement as our young people transition to adulthood for those who require longer term support and for those who perhaps just need a lighter touch. Whilst the 'what (is in scope)' regarding services and infrastructure requires further detail, both Children and Adult Services have agreed on the 'why' and 'when'.

## 1.2 Case for Change

1.2.1 Both the Special Educational Needs area inspection in 2017 and the Ofsted Children Services focused visit found challenges and issues with consistency of practice, requiring improvements to planning, strategy and recording. A recent peer review for Dorset on SEN and High Needs found the council provides a compelling vision for the future provision of Special Educational Needs services and High Needs block.

1.2.2 During the Local Area SEND Inspection 2019 families told Dorset that:

- They weren't provided with good information about preparing for adulthood
- The transitions assessment wasn't completed in good time
- The move to adult life was not well-planned  
(Dorset Parent Carer Council survey for the Local Area SEND Inspection 2019)

1.2.3 People with learning disability have also told Dorset what is important:

- Making sure that young people and their families can get the right information
- Supporting access to advocacy services to help people speak up
- Making it easier for young people to move from children's to adult services
- Join up plans for children and young people with Special Educational Needs and Disabilities
- Do more to include support for young people when we think about planning and buying services.  
(Learning Disability Partnership Board Big Plan Workshop 2020)

1.2.4 Currently there are **400** children and young people waiting for specialist school placements under 16, a high proportion of this cohort will require future services from Adult Social Care. The highest number of referrals come from Children who are Disabled Team (CWAD), followed by Social Care (Looked After Children) and then SEN. Following training and awareness there is potential for increased referrals from SEN particularly pre-16, but that currently the referrals to the Transitions Team would only look to increase their existing backlog of **93** cases (June 1st) and may not enable earlier identification or assessment.

## 1.3 Legislation & Regulation Framework

1.3.1 Since 2014 there have been many policy changes that affect the lives of young people with SEN, disabled young people and their families, and will impact on the range and quality of support available to them as they prepare for adulthood.

1.3.2 The Care Act 2014: Transition from childhood to adulthood, places a duty on Local Authorities to conduct transition assessments for children, children's carers and young carers where there is a likely need for care and support after the child in question turns 18 and a transition assessment would be of 'significant benefit' at a point in time. This is regardless of whether the child or individual currently receives any services.

1.3.3 The Education, Health and Care (EHC) plan introduced by the Children and Families Act 2014 aims to ensure that professionals work together to support children with special educational needs and that information is shared between them. This is a consistent theme in much of social care practice. The early identification of young people likely to need care and support as adults can effectively begin with:

- Monitoring Education, Health and Care plans
- Thinking 'whole family'
- Building relationships with young people and their families and with other professionals

1.3.4 The two pieces of legislation that will have the greatest influence on support for disabled young people preparing for adulthood are Part 3 of the Children and Families Act 2014, which focuses on Special Educational Needs and Disability, and Part 1 of the Care Act, which focuses on the care and support of adults with care and support needs. Legislation can be used to create positive outcomes for disabled young people.

1.3.5 When Dorset Council considers the care and support needs of young people, decisions about whether a young person's Education, Health & Care plan should be maintained after age 19 will depend on whether they'll need special educational provision to meet the outcomes set out in their Education, Health & Care plan. If a young person has achieved the outcomes in their Education, Health & Care plan by age 19, then no further special educational provision should be required after that age.

If a young person over the age of 18 continues to have an Education, Health & Care plan, they may have social care and health needs. Dorset's local offer must set out:

- the relationship between the Children and Families Act 2014 and the Care Act 2014
- how the requirements of both acts are being implemented locally

It's critically important that Clinical Commissioning Groups and health providers work closely with Dorset Council to provide a coordinated and coherent offer to young people with social care and health needs after the age of 18.

The Care Act 2014 places a duty on Dorset Council to conduct transition assessments for children or young people, their carers and young carers where there is a likely need for care and support after the young person turns 18.

- 1.3.6 Where young people aged 18 or over continue to have Education, Health & Care plans, and are receiving care and support, this must be provided under the Adults legislation of the Care Act 2014.

The Education, Health & Care plan should be the overarching plan that ensures young people receive the support they need to help them achieve agreed educational outcomes. The statutory adult care and support plan (see part 3 of the Children and Families Act) should form the 'care' element of the young person's Education, Health & Care plan.

#### **1.4 Performance, data sets and reporting**

- 1.4.1 Dorset Council currently supports 922 adults with a learning disability, 172 (18%) of whom are aged 18-25. There are 46 individuals with a primary need of mental health support aged 18 to 25. 143 young people (aged 14-18) were identified in 2020/21 as potentially requiring transition support from Children Services to Adult Social Care and support. Around 70-75% of young people transitioning to adulthood have a learning disability as a main reason for support. 70-75% of young people who go on to receive a package of care from adults have Learning Disability. Referral numbers are roughly 50:50 Mental Health and Learning Disability, with 5-10% of these younger people requiring significant amounts of support. Most people with very significant personal support needs will also require support from the health services.
- 1.4.2 Whilst there is a wealth of information held by teams on spreadsheets, as well as recorded on MOSAIC and Synergy it is really difficult to ascertain the data relating to transitions, we don't know if the data is good enough, or if there are challenges in terms of recording or quality. Whilst it is difficult it is not impossible to overcome this, so has been identified as one of the workstreams under this project. One of the top barriers with any transformation work across Dorset relates to where services are unable to

report on themselves due to lack of monitoring data and therefore the trajectory if improvement.

1.4.3 Improvement work has begun with identified actions to improve performance, data sets and reporting including work on a refreshed transition tracker, containing current & historical provision for identified young people with financial information.

1.4.4 As part of the governance arrangement set in the improvement work, there is a shared aim and ambition to be able to capture and understand the outcomes for the individual young people going through transitions, from a qualitative and quantitative basis as well as a trend data perspective, to improve, iterate and develop better commissioning options for our residents.

## **2. Financial Implications**

2.1 Structurally within Adult Social Care sits the 'Transitions Team', comprising of 3 staff (Manager plus 2 Social Workers) working closely with Transitions Co-ordinator, employed in Adults' Commissioning Team. The Transitions Team do not undertake casework, they complete Care Act assessments for those with 'likely needs' at the point of significant benefit. Assessing likely eligibility and information, advice and guidance, the team works as a gateway to specialist adult services such as Learning Disabilities, Mental Health and Physical Disabilities team.

People with learning disability have also told Dorset what is important:

- Making sure that young people and their families can get the right information
- Supporting access to advocacy services to help people speak up
- Making it easier for young people to move from children's to adult services
- Join up plans for children and young people with Special Educational Needs and Disabilities
- Do more to include support for young people when we think about planning and buying services.

(Learning Disability Partnership Board Big Plan Workshop 2020)

2.2 Strategically savings have been identified that are connected and are intrinsically linked to this workstream. The Adult Services Transformation



- workstream is likely to have savings directly linked to Transitions but are focused on providing the right support to people.
- 2.3 There is further work that needs to be conducted during the Discover and Define phase of the project on both the size of the resource held in both directorates and the functions that they perform, and then use this to define any options going forward. These options could include one directorate hosting a service, a shared team of practitioners under an integrated / joint funded post or both directorates retaining their staff and co-locating them to aid practice.
  - 2.4 For completeness and clarity, the below represents the current resources for the teams delivering the function “as is” and not the requirement of any staffing compliment for a yet to be defined model of delivery.
  - 2.5 The dissemination and understanding of financial monitoring will be critical to the council’s ability to reduce the deficit within its adopted model and measures on this are needed now to realise the council’s ambition. In short, the council must more closely monitor today to take care of tomorrow. As of November 2020, the total weekly cost for 172 young people aged 18-25 was £188,014. It is the case that the costs of this cohort are likely to increase since a number of these young people remain in education. Consequently a proportion of their costs are currently being funded by Special Educational Needs through the high needs budget. Once these young people move out of education, costs for alternative provision may revert to Adult Services, if they remain eligible for social care. These young people do not represent high volume spend, but rather high individual spend. They also represent a long-term commitment in terms of spend, since most of these young people are likely to be in receipt of services of some description for life (so potentially 40/50 + years).
  - 2.6 This reinforces the position that any new model must have an absolute focus and ambition to maximise the independence, life chances and opportunities for young people, whilst reducing the council’s long term financial commitment.
  - 2.7 Finance information pulled together from across Children Services and Education finance data as an indication of the investment for 77 young people aged 14-17, at an average of £81,387 per person. Breaking this down further Children who are Disabled Team are currently supporting 18 young people with short-breaks at an annual cost of £497,167. Short-breaks have moved from internal to external placements. In addition, 6

young people known to the Early Help service are accessing additional funding for bespoke specialist support who do not meet the Children who are Disabled Team criteria. It is currently not possible to identify what young person from the group of 77 could escalate to higher costs within Children's Services, Education or Adult Social Care. Further work will be required to look at the young people within this group to understand the potential for longer term support and or alternative pathways.

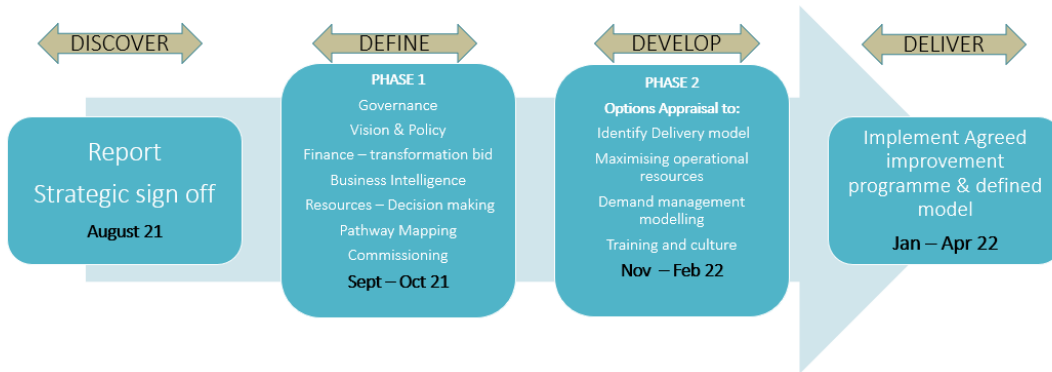
| Young People aged 14-17 with placement costs<br>across Children Services (June 1 <sup>st</sup> 2021) |                  |                             |                  |                         |            |                |                 |                     |                 |            |                 |                                  |
|--|------------------|-----------------------------|------------------|-------------------------|------------|----------------|-----------------|---------------------|-----------------|------------|-----------------|----------------------------------|
| Age  | CWD**            |                             |                  |                         | CWD/LAC    |                |                 | CWD/Direct Payments |                 | SEN        |                 |                                  |
|  | total ind.       | yearly short break forecast | total ind.       | yearly 'other' forecast | total ind. | weekly average | yearly forecast | total ind.          | Yearly forecast | total ind. | yearly forecast | total forecast spend (June 2021) |
| 14   | not avail by age |                             | not avail by age |                         | 4          | £609           | £126,724        | 3                   | £8999           | 23         | £1,145,488      | £1,272,212                       |
| 15   |                  |                             |                  |                         | 8          | £1103          | £8825           | 5                   | £32,876         | 17         | £893,016        | £901,941                         |
| 16   |                  |                             |                  |                         | 7          | £2961          | £20,727         | 6                   | £53,195         | 27         | £1,667,666      | £1,688,393                       |
| 17   |                  |                             |                  |                         | 7          | £2993          | £20,952         | 6                   | £35,604         | 29         | £1,750,065      | £1,771,017                       |
| unknown  | 18               | £497,167                    | 13               | £136,131                |            |                |                 |                     |                 |            |                 | £633,298                         |
| total investment   |                  |                             |                  |                         |            |                |                 |                     |                 |            |                 | £6,266,861                       |

### Adults Learning Disabilities and Mental Health Packages by Age

| Age                | Total Ind. | Total Cost per week | Total cost per annum |
|--------------------|------------|---------------------|----------------------|
| 18                 | 8          | 4,556               | 237,568              |
| 19                 | 24         | 28,749              | 1,499,035            |
| 20                 | 20         | 25,614              | 1,335,573            |
| 21                 | 27         | 38,979              | 2,032,480            |
| 22                 | 30         | 59,390              | 3,096,778            |
| 23                 | 32         | 26,464              | 1,379,906            |
| 24                 | 34         | 26,359              | 1,374,437            |
| 25                 | 35         | 33,500              | 1,746,771            |
| <b>Grand Total</b> | <b>210</b> | <b>243,610</b>      | <b>12,702,547</b>    |

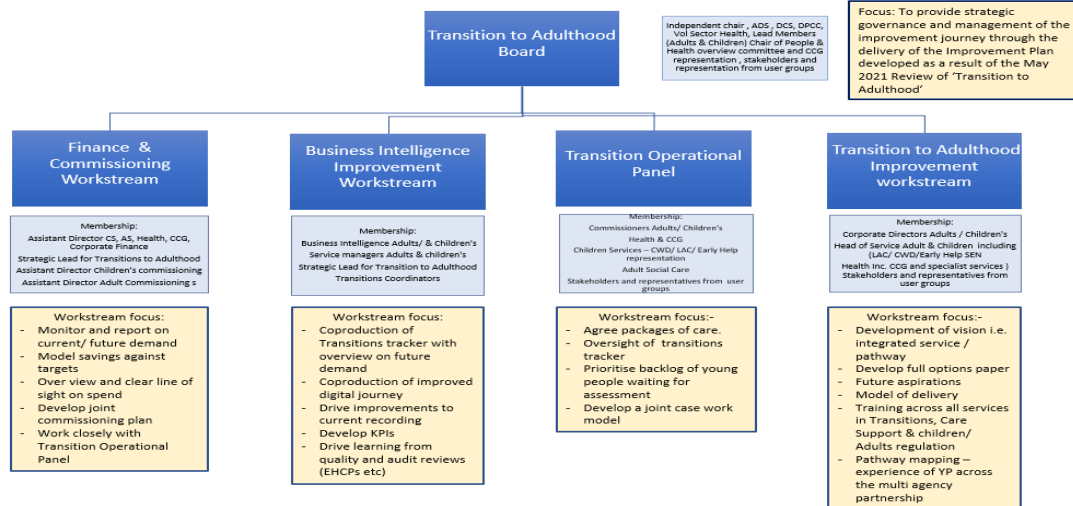
## 2.8 Next steps - Timeline

Agreement to undergo a Preparation for Adulthood change process delivering suggested workstreams based on the recommendations from the recent report, each led by a Head of Service ensuring cross sectional membership from all stakeholders and coproduction (see structure chart above). The change process will deliver the implementation plan and work towards creating collaborative working where beneficial. This will be in two phases:



## 2.9 Governance structure diagram

The diagram below draws together the recommendations of the review, into a structure and organisational diagram, showing how the strategic governance will oversee the improvement workstreams and the immediate work required to review the 93 young people waiting for assessment:



### **3 Well-being and Health Implications**

- 3.1 Emotional health and wellbeing of young people and young adults is a priority for our services. We are working with colleagues across the Clinical Commissioning Group, Health, Dorset Healthcare Trust, and other partners to strengthen our services for our most vulnerable young people and young adults.

### **4 Climate implications**

- 4.1 No climate implications have been identified in this report.

### **5 Other Implications**

- 5.1 No other implications have been identified but it is important to note that this work will continue to be shared across Adult and Children Services (including education)

### **6 Risk Assessment**

- 6.1 Having considered the risks associated with this decision, the level of risk has been identified as: HIGH – consideration of financial strategic priorities, reputation, and responsibilities to meet statutory duties.

Residual Risk:

(Note: Where HIGH risks have been identified, these should be briefly summarised here, identifying the appropriate risk category, i.e. financial / strategic priorities / health and safety / reputation / criticality of service.)

### **7 Equalities Impact Assessment**

- 7.1 EQIA is underway and will follow due process for approval, will be published when agreed.

### **8 Appendices**

## 9 Background Papers

0-Settled Adulthood Jointly Commissioned Review 2021

Please do not delete the footnote.

**Footnote:**

Issues relating to financial, legal, environmental, economic and equalities implications have been considered and any information relevant to the decision is included within the report.