

1st October 2012**Agenda Item: 9****REPORT OF THE SERVICE DIRECTOR, PERSONAL CARE AND SUPPORT
–YOUNGER ADULTS****SERVICES TO SUPPORT YOUNG PEOPLE IN TRANSITION****Purpose of the Report**

1. To inform members of current developments in services which support people in transition from children and young peoples services to adult services, and to request approval for closer working relationships between the Adult Social Care, Health and Public Protection (ASCH&PP) department and the Children, Families and Cultural Services department (CFCS).

Information and Advice

2. Each year there are a number of young disabled people who are in receipt of services from the Children's services who reach the age of 17 and who then require services from Adult social care services. These young people can be said to be 'in transition'. Over the last few years, on average in Nottinghamshire, around 60-80 young people will move from children's services to adult services.
3. Planning for this transition should start when the young person is aged around 14 years and should include working together with families, health services, education services as well as social care services.
4. This can be a particularly difficult time for young disabled people and their families; however Nottinghamshire has a very good track record in delivering transition services.
5. There is an existing Transitions policy and protocol in use within the County which has guided staff and organisations in respect to individual roles and responsibilities across agencies.
6. However, it has been recognised that improvements could be made to the transitions process and a number of initiatives have commenced both within the authority and at a regional and national level to review current activity, systems and processes.
7. The Special Educational Needs Green Paper, 'Support and aspiration: A new approach to special educational needs and disability - A consultation' published in March 2011¹, requires the development of a single assessment and support plan across social care, health and education, together with personalised budgets for young people with special educational

needs from birth to age 25 by 2014. As a Pathfinder authority, Nottinghamshire is planning to develop these by April 2013.

8. The Regional Efficiency and Improvement Programme, supported by the Directors of Children's services and the Association of Directors of Adult Social Services has prioritised transitions services for improvement work this year. Nottinghamshire County Council is involved in a number of projects to improve the effectiveness of transitions services whilst delivering services in a more efficient manner. Specific areas of work which we are involved in include, improving procurement through the development of the Care Funding Calculator, promoting cultural change through the use of person centred planning, and improving the transition experience for people with complex needs.
9. Within the County Council, the ASCH&PP and the CFCS departments commissioned a feasibility study earlier this year to consider the potential to improve the current transitions process through the development of a joint transitions service across the two departments.
10. The study considered how transitions services operated within the county, and also looked at practice in other local authority areas. Five options for future service development were tested and appraised:

a. **Option1 - Do nothing**

This is the existing model for transitions which identified that transitions workers are based in ASCH&PP in the localities and become involved in planning from aged 14 onwards. Budgets are managed separately across the two departments and there is no joint mechanism for agreeing service packages as young people reach 18 years. Transitions co-ordinators can co-work cases and take the lead in co-ordinating services.

Services for young people aged 0-17 years in Nottinghamshire with the most complex needs are provided by the Children's Disability Service, qualifying for the service because they meet the Pathway to Provision Tier 4ⁱⁱ requirements for social care rather than their primary disability.

The support young disabled people, 18 years and above, receive in Adults Social Care is determined by a Self Directed Community Care Assessment (SDCA) using the Fair Access to Services (FACS) eligibility criteriaⁱⁱⁱ.

b. **Option 2 - Develop a joint transitions service within the County Council to meet the needs of people aged 14 – 25 years**

This option brings together existing staff working in adults and children's services with young people aged 14-25 years. There is a dedicated team with its own manager which is located together on one or two sites and covers the whole county. The team includes a transitions support worker whose role is to develop information, public information, user involvement and links with other agencies and providers. The team works on a lead professional model and operates to jointly agreed eligibility criteria that focus on those with the most complex service delivery needs drawing in other services as required. Overall, responsibility is held by adult services with links to the Transitions Implementation Group. Budgets are retained in adults and children's services but there is a joint resource allocation process which agrees support packages for all young people

aged 16 years and over. All young people involved with the service have a transitions plan which is reviewed regularly.

c. **Option 3 - Develop a joint multi agency transitions service to meet the needs of people aged 0 – 25 years**

This brings together staff from a number of key agencies who work with children and young people aged 0-25 years. Staff are seconded to the team and are matrix managed by the team manager who carries out day-to-day supervision and their parent organisation which provides clinical supervision. The team covers the whole county and may be centrally located or spread over 2-3 sites. The team includes a transitions support worker whose role is to develop cohort information, public information, user involvement and links with other agencies and providers. The team works on a lead professional model and operates initially to existing eligibility criteria which are expected to develop and change as the team becomes more experienced. The team falls under the line management of children's services but there is a multi-agency group responsible for dealing with inter-agency operational issues and monitoring the effectiveness of the service. There is also a link to the Transitions Implementation Group which provides the strategic overview. In this model budgets are pooled (adults and children's and others if feasible) and there is a resource allocation process which agrees support packages for all young people aged over 15 years. All young people involved with the service have a transitions plan which is reviewed regularly.

d. **Option 4 - Develop a co-located transitions service within the County Council**

This model keeps staff within the management of either children's or adults services but co-locates them on one or two sites. Staffing is drawn from those identified as mainly or wholly working with children and young adults already. The team works on a traditional case accountable model with some co-working during the core transitions period. The team includes a transitions support worker whose role is to develop cohort information, public information, user involvement and links with other agencies and providers. Enhanced policies and procedures are developed to promote consistency. Line management remains in adults and children's services but there are regular meetings between managers in the two services to monitor and plan service development. Budgets are retained separately but there is a resource allocation process which agrees support packages for all young people in transition. All young people involved with the service have a transitions plan which is reviewed regularly.

e. **Option 5 - Develop a virtual transitions service across Adults and Children's Services within the authority.**

This model is a "virtual" transitions team that remains as it is currently but has a transitions co-ordinator post responsible for convening planning and review meetings across the county. Staff who currently work with young people aged 14-18 and 19-25 are identified and ring-fenced but they remain sited and managed in their current structures and locations. The team includes a transitions support worker whose role is to develop cohort information, public information, user involvement and links with other agencies and providers. An operational group comprising of managers from adults and children's services, the co-ordinator and the development worker would meet to monitor and plan the work. Budgets are retained separately but there is a resource allocation

process which agrees support packages for all young people aged over 16. All young people involved with the service have a transitions plan which is reviewed regularly.

11. The above options were appraised against an agreed set of business drivers and business requirements as follows:

Business Drivers

- a. Due to advances in medical practices many more young people with complex health needs are surviving into adulthood. Therefore transitions is becoming an increasing issue for all services as these young people require a wide range of support when they progress into adulthood.
- b. The following lists the key business drivers for developing an improved transition service for young disabled people in Nottinghamshire:
 - Reductions in public sector expenditure together with the requirements set out in the Governments White Paper '*Putting People First: A shared vision and commitment to the transformation of adults social care*^{iv}'; and the Green Paper, '*Support and aspiration: A new approach to special educational needs and disability - a consultation*'
 - The Personalisation Agenda which dictates that services are tailored to the needs of individuals and promotes independence and self reliance among individuals and communities
 - The need to manage expectations of families and provide realistic choices and information on the services they can expect to receive
 - More effectively manage the disjuncture of service provision for children and young adults to avoid a sudden disparity in services at 18
 - Managing and reducing the £1.5m - £2m service commitment that transfers across to ASCH&PP each year.

Business Requirements

- c. These business requirements have been identified during the course of the project and will need to be implemented alongside the development of the transition service to improve outcomes for young disabled people in Nottinghamshire:
 - Opportunities for staff working with young disabled people in transition to acquire the appropriate skills and knowledge and to develop awareness of each others services provision
 - The development and implementation of operational processes and protocols to provide a more coordinated approach across the county
 - Development of a Performance Management framework and targets to focus working practices

- Further analysis of Special Educational Needs cohort information collected during the project to improve case and service planning and commissioning
- Improved ways of collecting and analysing transitions data to improve planning, commissioning and forecasting
- Review the use of The Nottinghamshire Multi Agency Protocol and the Transitions Pathway to ensure that it is more comprehensively used by all agencies involved in transitions in Nottinghamshire
- Review of the transitions criteria to ensure that all disabled young people who need a transition service are entitled to receive one including young people with Autism Spectrum Disorder and Asperger's Syndrome
- Conduct a mapping exercise to identify all the projects and initiatives in Nottinghamshire which relate to transitions. These project can then be more effectively monitored and any findings incorporated into the development of a new service (if applicable)
- Explore how to work with service providers to shape the market to provide more local services that young adults and their families want to access
- Develop a communications strategy that will ensure young disabled people and their parents and carers receive realistic timely information, advice and guidance that will clearly explain the transitions process and the services available to them.

12. The respective departmental Leadership Teams within ASCH&PP and CFCS determined that at this time option 4 (above) was likely to lead to better outcomes for young people and families. This decision was based on an understanding that the national and local policy agenda within adults and children's services is currently not well aligned. For example there are nationally defined differences in eligibility criteria for services, the two service areas have different legislative and policy frameworks in relation to safeguarding, and there are different outcome measures assessed by separate regulatory bodies. Further there is a need to develop more cultural symmetry across the two departments prior to embarking on structural change, for example, the current transformation programmes taking place need to be embedded within the respective departments, the development of personalised services is at different stages and there is a different approach to risk management across the services.

13. Alongside the proposed development of a co-located transitions service, there are other initiatives within the County Council which over the course of the next one to two years will address the issues noted above. The continued work to develop and implement the One Council Vision and approach together with the establishment of a think family approach will bring more synergy across adults and children's services, alongside the greater emphasis and Council leadership of the Health and Wellbeing agenda and Joint Strategic Needs Assessment.

Other Options Considered

14. As noted above, the feasibility study carried out in 2011/12, considered 5 options for future service development within Nottinghamshire. The full feasibility study is available as a background paper to this report.

Reason/s for Recommendation/s

15. These recommendations are made to enhance the transitions service within the County Council and thereby improve outcomes for young people and families. The recommendation will also help the authority to meet the requirements of the Special Educational Needs Green Paper.

Statutory and Policy Implications

16. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder, human rights, the safeguarding of children, sustainability and the environment and those using the service and where such implications are material they are described below. Appropriate consultation has been undertaken and advice sought on these issues as required.

Implications for Service Users

17. Children, young people and families will experience a smoother transition from children's services to adult services.

Financial Implications

18. There are no significant, additional financial implications of this report. Any costs arising from the co-location of adults and children's staffing to create a countywide transitions service will be met from within the existing revenue budget allocations for adults and children's social care. These costs are expected to be minimal.

Human Resources Implications

19. The staff currently undertaking transitions services within the Community Learning Disability Teams and Physical Disability Teams will be required to change work base and adopt new line management arrangements. Where there is no one individual designated to carry out this duty within a team, a number of hours of work appropriate to the task will be identified and transferred to the co-located transitions team.
20. At this stage the numbers of staff to be enabled into the new co-located team has not been identified. Scoping will be necessary to determine the numbers of staff involved in the transitions work and then subject to consultation with the staff affected an enabling procedure be undertaken in order to assimilate staff to the new team.

RECOMMENDATION/S

It is recommended that members:

- 1) agree to the co-location of adults staffing with the children's disability services to create a co-located transitions service across Adult Social Care, Health and Public Protection and Children, Families and Cultural Services departments
- 2) endorse further work to be undertaken across both departments to scope out the how the service will operate, and the development of joint assessment and support planning

tools across Adult Social Care, Health and Public Protection and Children, Families and Cultural Services to ensure a smooth transition for young people and families.

- 3) Receive a further report detailing the progress made within the next six months.

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Constitutional Comments (LMc 20/0/2012)

21. This report appears to fall within the remit of more than one committee. Whenever this arises, the Constitution allows for the report to be presented and determined at the most appropriate committee or if this is not clear, then the report will be discussed and determined by Policy Committee. It is therefore appropriate that the Adult Social Care and Health Committee may approve the recommendations in the report.

Financial Comments (RWK 12/09/2012)

22. The financial implications are set out in the report.

Background Papers

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

- a. Nottinghamshire County Council Transitions Feasibility Study 2011.

Electoral Division(s) and Member(s) Affected

All.

ASCH54

Reference Documents

ⁱ [Support and aspiration: A new approach to special educational needs and disability - A consultation](#) – March 2011 – Department for Education.

ⁱⁱ Pathway to Provision – Multi Agency Threshold Guidance – [Leaflet](#).

ⁱⁱⁱ [Prioritising need in the context of Putting People First: A whole system approach to eligibility for social care Guidance on Eligibility Criteria for Adult Social Care, England 2010](#) – Department of Health

^{iv} [Putting people first: a shared vision and commitment to the transformation of adult social care](#) – December 2007 – Department of Health.