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To: Social Care and Public Health Cabinet Committee

Date: 16 January 2014

Subject: **Transition from Children's to Adult Social Care Services**

Classification: Unrestricted

Summary:

The purpose of this report is to provide Members of the Cabinet Committee with an update on the transition arrangements for young people in education and social care who will meet the eligibility criteria for adult social care.

The report provides an outline of progress on transition work and some of the key changes and actions that are taking place.

Recommendations:

Members of the Social Care and Public Health Cabinet Committee are asked to:

- 1) To discuss and note the contents of the report
- 2) To agree the planned actions for the Transition Steering Group – particularly:
 - the research and analysis to explore the strengths and weaknesses of different configurations of transition services;
 - the further work regarding adult social care services providing care leaver support to disabled care leavers who meet eligibility criteria for adult social care services;
 - the monitoring and review of a pilot project to streamline Direct Payments for young people going through transition;
 - the continued preparation for the expected changes in the Children and Families Bill (2013) which will have implications for transition arrangements in Kent.
- 3) To note planned workshops relating to mental health services for young people to address pathway plans and the commissioning of services including transition arrangements.
- 4) To receive a report back in 12 months with an update on the transition work

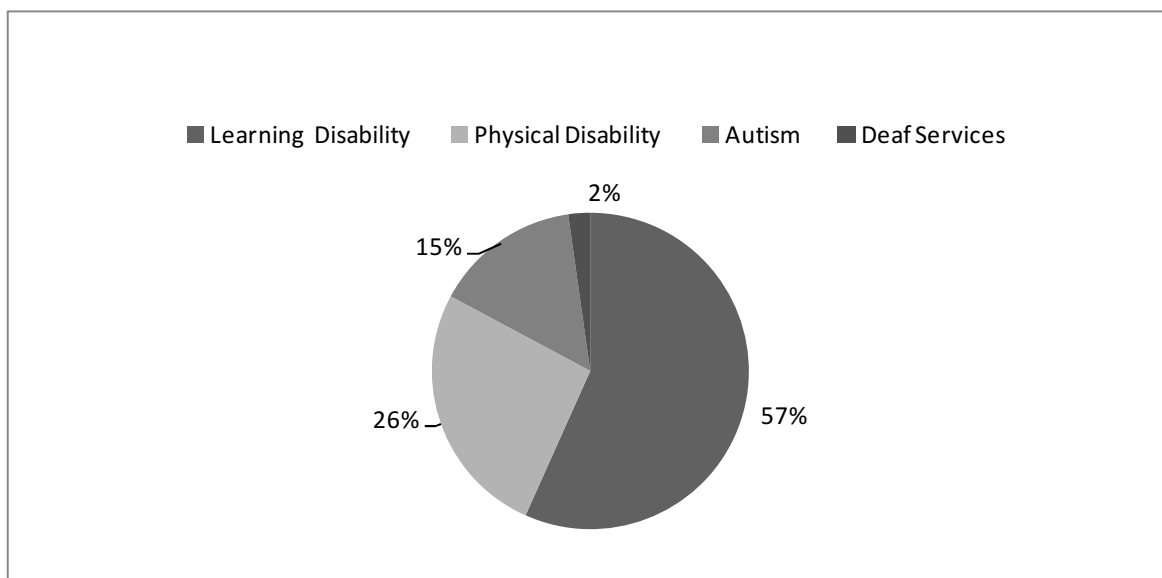
1. Introduction

- 1) The transition from childhood to adulthood is a key point in young people's lives. For young people who have a disability or who are vulnerable or have complex needs, the transition from children's to adult services can be particularly confusing especially where several agencies may be involved. For some young people transition can include gaining independence, accessing employment or further education, changed financial circumstances, and changed health and care providers. Kent County Council's services have a responsibility to ensure the transition process is streamlined and planned in advance – so that service users and their families do not experience a breakdown in services at the point of transition.
- 2) In 2007 a KCC Members Select Committee produced a report entitled "Transition a Positive Future" and one of the KCC Towards 2010 targets was to "Ensure better planning to ease the transition between childhood and adulthood for young people with disabilities and to promote their independence". As a result a comprehensive set of Kent interagency transition protocols were produced. The protocols were well received and helped to shape and improve transition practice. However, the protocols are now dated and although some of the principles are still sound, they do not reflect organisational changes that have taken place. The protocols will also need to be reviewed in the light of forthcoming changes to legislation.
- 3) In 2012 an inter-agency workshop highlighted the considerable breadth of issues that impact on transition arrangements across the various agencies. Following the workshop a transition steering group was established to take forward and address transition issues, particularly for young people with disabilities and complex needs who meet the eligibility criteria for adult social care.

2. Financial Implications

- 1) This report does not ask Members for a decision that will have financial implications.
- 2) The main financial implication on Adult Social Services is the number of young adults moving from children's services. The support that young people transitioning into adults services already have in place varies depending on their assessed needs and circumstances, some young adults already have a package of support in place; others might come to attention through a new referral to adult social care from the family or school. The greatest financial pressure is from young people with complex needs coming through transition.
- 3) As an indication of the costs, in 2013/14 for Learning Disability services only, it is forecast that there will be approximately 147 young adults age 18 or 19 accessing learning disability services at a cost of £2.5m (full year). In 2012/13 there were 165 young adults age 18 or 19 accessing Learning Disability services at a cost of £2.6m (full year cost).
- 4) A report has been compiled regarding young people known to Adult Social Care, who turned 18 during the 18 months from March 2012 – September 2013. During this period

there were 268 service users on the client database, 152 were known to Learning Disability, 70 to Physical Disability and 40 to Autism and 6 to Sensory Services.



Referrals received by Adult Services, by service: March 2012 - September 2013

3. Bold Steps for Kent, Policy Framework and Policy Context

- 1) Transition is a cross cutting issue for KCC and its partners and is referred to in Bold Steps for Kent and other KCC Policy and Strategic documents. Bold Steps refers to the need to continue to improve transitions for young people leaving care or moving into Adult Social Services provision. The 14 to 24 Learning, Employment and Skills Strategy 2013-16 acknowledges that there are a group of young people who experience challenges and who require additional support in order to achieve positive outcomes and make a successful transition into adulthood.
- 2) Facing the Challenge, the authority's blue print for future service delivery, states that service integration must focus on achieving "greater efficiency and redesign our services around the needs of the customer to achieve better outcomes." This emphasises the importance of the service user at the heart of the work of the Local Authority. This is particularly relevant when service users transfer from Children to Adult's services.
- 3) Transition should also be seen in the context of the Transformation agenda to ensure a streamlined commissioning framework across Children and Adult Services and enable consistent practice that is person centred and encourages independence. For some young people a successful transition and support to develop independence skills can reduce longer term dependency on public sector services.

4. Legislative Context

- 1) A range of legislation and statutory guidance applies to transition planning. This includes the Children Act 1989; Children (Leaving Care) Act 2000; Valuing People Now; Our Health Our Care Our Say (2006); National Service Framework for Children, Young

People and Maternity Services (2004); the Autism Act (2009) and the Equality Act (2010).

- 2) The Children Act 2004 requires Directors of Adult Social Services and Children's Social Services to have "adequate arrangements" in place to "ensure that all young people with long term social care needs have been assessed and, where eligible, receive a service which meets their needs throughout their transition to becoming adults."
- 3) The Children and Families Bill (2013) has a number of proposals that will impact on transition. These include:
 - The replacement of statutory assessments of SEN and Learning Difficulty Assessments with single birth to 25 assessments and the replacement of Statements of SEN with single Education, Health and Care Plans. This is to take place by September 2014. The Single Plans will provide statutory protections comparable to those currently associated with a statement of SEN to young people aged 16-25 while they are in school or further education.
 - Every local area will be required to have a "Local Offer", setting out the services available to support children and young people from birth to 25 and the provision that is normally made available in an area, including schools and colleges.
 - The Bill also seeks to improve cooperation between services to support children and their families, particularly requiring local authorities and health authorities to work together.
- 4) Kent is a Pathfinder for the changes envisaged in the Bill, along with colleagues in the SE7 other local authorities; Kent is trialling some of the new processes and is well on track to develop the local offer.
- 5) The Social Care Bill also addresses the issue of Transition and proposes early transition planning, information for young people and their families, flexibility, continuity and greater cooperation to ensure the right people work together to get transition right.

5. Current Transition Arrangements

- 1) Before young people reach the point at which they are able to transition to adults' services; they usually fall into one of the following categories:
 - In education but not known to Specialist Children's Services;
 - In education and known to Specialist Children's Services;
 - In education and known to CAMHS;
 - In education and children in care or children under special guardianship arrangements.
- 2) *Education and Learning*
 - 1) Students with more complex conditions who have a Statement of Special Educational Needs (SEN) can currently remain in school until the end of the academic year in which they reach age of 19. Provision for those who are in Further Education (FE

Colleges) is not subject to the same statutory provisions, but is made through a Learning Difficulty Assessment (LDA). It is estimated that by 2017 there will be 3,700 people attending specialist schools. In addition to 900 SEN resourced places within mainstream schools. Approximately 250 young people leaving specialist schools each year come under the Adult Social Care criteria.

- 2) Where it is considered that a young person will require adult social care support in the future a transition worker or case manager is usually invited to attend the young person's transition or school review meeting.
- 3) For most young people who were subject to a statement of Special Educational Needs before leaving school at 16 or after completing sixth form, the next steps in their education is a local Further Education College. Schools are responsible for providing careers advice about relevant employment and training opportunities e.g. apprenticeships. From Year 10, the school will involve the Specialist Learning Difficulty Assessment (LDA) Officer who can meet with the young person and their families to identify what help they require and how this will be provided in College. A formal assessment is completed by the LDA and sent to the F.E College to help them plan for the transition into College and arrange support while they continue to study.
- 4) A small number of young people cannot be supported by the local college and transfer to a specialist Independent College Provision. A senior manager from Adult Social Care is part of the consideration and decision making arrangements regarding which young people need to be placed in Specialist Independent College Provision.

3) *Specialist Children's Services*

- 1) The Disabled Children's Teams and the Sensory Children's Team have transition schedules for young people aged 14-17. The schedule confirms the child's status such as whether the child is a child in need, child in care, subject to child protection, and the nature of their disability. This also includes the level of current services provided (this might range from short breaks of a few hours through Direct Payments to complex packages of continuing care where the care and costs are shared with health) and the date the case has been referred to Adult Services.
- 2) For example, as of 30 September 2013 a Disabled Children's Team covering a 2 districts area had 30 people on their transition schedule, seven of the 30 clients were aged 17, all but one had been referred to Adult Social Care Services. (Appendix 1 sets out a sample of an anonymised partial transition schedule for this team). Meetings are held with Adult Social Care twice a year to go through the schedule and ensure that planning is in place for transition, including reviews to which adult care managers are invited and joint visits to families where appropriate. If a difficulty arises with regard to allocation in Adult Services this is raised with Senior Managers in Adult Social care.
- 3) There is currently a pilot operating with regard to Direct Payments whereby the existing Children's Direct Payment Services run by a voluntary organisation, the Parents Consortium, is managing Direct Payments for young people up to the age of

25. This is eliminating the hiatus at age 18 for those receiving DPs which had previously been problematic for some families.

4) *Adult Social Care*

1) Once children reach the age of 18, there are 5 currently points of entry into Adult Social Care Services:

- a) Physical Disabilities Services part of Older Persons/Physical Disability (OPPD)
- b) Sensory Services part of OPPD
- c) Learning Disability Integrated Teams
- d) Autistic Spectrum Conditions Team part of OPPD
- e) Mental Health

a) Physical Disabilities

The Older People and Physical Disability (OPPD) teams attend the twice yearly meetings with Children's Disability Services to look at young people anticipated to require on-going support beyond their 18th birthday. A member of staff is allocated shortly after the person turns 17, so that planning for adult social care can commence. Some young people attending mainstream school may not be visible until they leave school, particularly those with Autistic Spectrum Conditions. A process will need to be considered to make the parents, education staff, and young people themselves more aware of the support that might be available and how to access it.

b) Sensory Services

Sensory Services has a transition process in place for d/Deaf and deaf blind young people. Transition meetings are held twice a year between the Children's Sensory Social Care team and the Adult Deaf and Deaf blind teams.

A Care Manager is allocated when the person turns 17 and is involved in reviews and planning meetings. Kent Association for the Blind is involved in the transition process for young people who are visually impaired and have rehabilitation needs.

Some deaf, deaf blind and visually impaired young people not known to the Children's Disability Services are not being identified through this process. A recent consultation which was carried out during the development of the Sensory Strategy highlighted this as an issue for some parents.

c) Learning Disability Services

There is an existing transition process in place with schools, Learning Disability Services and Specialist Children's Services. The information schedule provided by Children's Services and schools allows financial forecasting and planning within Adult Social Care Services. Sharing this information between services as part of transition arrangements has been valuable.

Each locality Learning Disability team has dedicated Transition Care Managers who work with colleagues in Education and Specialist Children's Services to ensure that those who need Adult Social Care support receive a timely assessment and have an agreed personal budget and support plan in place for when they need it.

The Becoming an Adult Delivery Group, which is part of the Kent Learning Disability Partnership has a membership of young people with a learning disability, teachers, council officers and other partners and stakeholders. A major achievement this year was to produce an easy read booklet for young people to help young people move through transition. This is now available on the Kent.gov website:

https://shareweb.kent.gov.uk/Documents/education-and-learning/special-and-additional-education/reviewing-services-children-with-sen/sen_transition_easyread.pdf

Recent feedback had indicated that young people are finding the booklet very useful and are using it interactively on line.

d) The Autistic Spectrum Conditions Team

This is a new service that has been operational since November 2012. The team provides short term intervention and assessment for people with autism. In the first year of the service, many of those referred were young people referred by GPs or families. Some young people find that a crisis can occur for them where they no longer have the structured day of school or college in their lives.

The Autistic Spectrum Conditions Team recognises the need to work closely with colleagues in Education and school settings and sees the benefits for the young person from early involvement in transition planning. The Service is currently undertaking a pilot with Grange Park School, based upon the Learning Disability model of working. This involves working closely with young people in the school who have autism. The pilot aims to ensure that Social Services can get to know the Service User and support them through the difficult transitions from school to college to work so that the young people with high functioning autism can lead fulfilling, economically active and independent lives.

Where young people with autism are not diagnosed early enough it can lead to significant delays in the Adult Diagnostic Service when the young person reaches the age of 18. It can also adversely affect the young person's transition to adulthood if the autism hasn't been diagnosed. The Autistic Diagnostic team, which forms part of the Autism Service, has seen a much larger volume of referrals than expected (800% more) and a Business Case has been submitted to Health Clinical Commissioning Groups for a greater resource.

e) Mental Health

The transition arrangements for young people transferring to adult mental health services are not seamless and this has been identified as an area for further work. The current pathways are unclear with various services and agencies involved including the Kent Integrated Adolescent Support Service, Children and Adolescent Mental Health Service, (to become children and young person's mental health service), Early Intervention in

Psychosis Services, a range of secondary mental health services and the voluntary sector.

There are various initiatives to improve outcomes for young people. One project was the Kent Youth Mental Health Project which was set up to assess the views of Kent's youth population, aged from 14-25, on youth mental health services in Kent. The aim of the project was to investigate what works best for improving mental health outcomes for young people in Kent. The overwhelming response was that young people were not aware of the services that were available to them in Kent. The young people that were aware of the provision felt that there was not enough support for young people at risk and for those currently experiencing mental health difficulties or their carers and relatives, and that accessing such services had too many barriers.

More information about mental health services is now made available on line through the Live it Well website which can be accessed at the following link:

<http://www.liveitwell.org.uk/>

In East Kent, Laura Sandys MP chaired a roundtable meeting on "Closing the Gap" between children and young people's mental health services and adult mental health services. One of the key issues raised was the separate commissioning arrangements based on clinical guidance which can sometimes lead to disconnected provision.

Engaging and seeking the views of young people is important as is making sure useful and accessible public information is available. However, given the current array of service arrangements and with the changed health architecture (with some Clinical Commissioning Groups adopting different models of care) there is a need to achieve a level of cohesion and consistency in the commissioning strategies and arrangements.

Kent County Council is to lead on three workshops involving health colleagues to: take forward the issues raised by young people; identify what services are currently commissioned and what is missing; agree a pathway plan and an integrated commissioning model for Young People's Mental Health Services in Kent; and agree an action plan and monitoring arrangements. One of the workshops will involve the providers of current/future services and the third workshop will involve service users and carers. Improving transition arrangements for young people with mental health problems will be an important part of the pathway planning and commissioning model.

It is evident that there has been a gap between the mental health services provided for children and the adult mental health services. Bringing the commissioners and providers together in the workshops is a step towards bridging this gap and developing clearer pathway plans to enable a seamless transition for young people with mental health needs.

6. The Transition Steering Group

- 1) The Transition Steering Group is Chaired by the Director of Learning Disability and Mental Health Services in Families and Social Care. The steering group provides a forum for stakeholders to consider and address key strategic and operational issues to improve

the transition arrangements for young people who meet the eligibility criteria for Adult Social Care. Attendees include representatives from Adult Social Care (Learning Disability, Physical Disability, Sensory and Autism Services and Policy); from the Disabled Children's Service; from Education, Learning and Skills; and Kent Community Health Trust.

- 2) Transition takes place in a changing organisational and legislative context, consequently there needs to be on-going review to ensure that the processes provide young people with the best opportunity for a smooth transition and support to achieve the maximum level of independence. Key actions for the Transition Steering Group have been identified as follows:
 - a. Work is being done to explore the strengths and weaknesses of different models and configurations of transition services. Initial desk top research has been undertaken to find out how other local authorities configure their transition services. There are various models. Some authorities have a separate transition services for 14 to 25 year olds or 16 to 25 year olds. There are some benefits to this arrangement in terms of providing consistency for the young person as they go into adulthood. The down side is that there are then two transition stages when the person moves in and out of the transition team. Also the legal basis of services changes from children's services to adult services at the age of 18 so it is likely there will still need to be some change for the young person when they move from services delivered under children's legislation to services under adult social care legislation. Further work is to be done to explore the options and implications of the different configurations.
 - b. The support arrangements for Care Leavers in Kent are currently being reviewed. The County Council has a Corporate Parent responsibility for Care Leavers beyond the age of 18. Where Care Leavers meet eligibility for adult social care services and responsibility for their care transfers to adult services, it makes sense for Adult Social Care to pick up the leaving care responsibilities for the young person. The exceptions are where the young people are placed in Kent by other local authorities and the local authority placing the young person should retain responsibility for meeting the care leaver requirements. The Transition Steering Group is doing further work to identify what the requirements would be on adult social care to take on this area of work.
 - c. It became apparent that for some young people and their families there was a gap in the provision of Direct Payments when the young person reached the age of 18. This was due in part to the care and financial reassessments taking place (often the young person's financial position changes at the age of 18 and the services they receive may be subject to charging). To address this issue a pilot project is underway for the voluntary organisation that arranges Direct Payments for children and young people to continue to arrange the direct payment for the young person beyond the age of 18 up to the age of 25. The Transition Steering Group is to monitor and review the pilot scheme to determine if it is effective.
 - d. With the expected changes to the legislation (the Children and Families Bill and the Care Bill) and with organisational changes in Kent, the Transition Protocols and associated strategy document and public information will need to be

reviewed and revised. For example, consideration will need to be given to how the introduction of a single plan for people with special educational needs will relate to the young persons transition and care/support plan if they are receiving services from adult social care. The Transition Steering Group will therefore need to continue to work with partners on the implications of the changes on transition arrangements and the need to review and revise protocols for staff and public information.

- e. The Transition Steering Group will work to streamline arrangements and reduce any gaps in the level of service between children services and adult social care services. An example is the amount and type of respite care that the young person might be assessed as requiring. Also, when a young person is at school they will have a structured day from Monday through to Friday but when they transfer to Adult Social Care, the service will be based on meeting their assessed care needs rather than on having a structured timetable for the week.
- f. Feedback from carers and families has indicated that they would like more information about services and support at the time of transition. The “Becoming an Adult” easy read booklet is a useful resource for the young person to consider options and choices. Also the local offer being developed should make more information available but this is an area for further work to ensure people have the information they require.

7. Young People who do not meet the Eligibility Criteria for Adult Social Care

- 1) Many young people with a special educational need will not require support from Adult Social Care when they reach the age of 18. Some of these young people may have learning difficulties but they would not necessarily have a disability or community care needs.
- 2) Nevertheless, for this group of young people they may still need transition support through school as they develop the life skills for adulthood. As referred to earlier in this report, these young people will have transition or review meetings in their schools where they will consider the options and support they will need. The Learning Difficulty Assessment officer will assess the young person’s needs and produce an assessment (or a single plan under the new framework).
- 3) The Kent 14 to 24 Learning, Employment and Skills Strategy 2013-2016 provides information on how Kent aims to support vulnerable young people and provide assistance for them to access support into education and employment including vocational training and apprenticeships.
- 4) The Corporate Director for Education, Learning and Skills has commissioned further work to understand the needs and outcomes for young people who have a Statement of Special Educational Needs but do not meet the criteria for Adult Social Care. This is to ensure that there are clear transition pathways for the young people and to determine what support is available and to identify any gaps.

8. Conclusions

- 1) Transition from children's services to adult services is multi-faceted particularly where the young person involved in the transition has contact with a number of services. There are different pathways into different services and the service response will vary depending on the young person's assessed needs and circumstances.
- 2) The organisational and legal context for transition has changed and is changing. For example changes have taken place in relation to the Connexions Services and to health commissioning arrangements and the legal framework is changing with the Children and Families Bill and the Care Bill. Within the changing operating environment, the transition processes can not be static but need to be continually reviewed, updated and adapted.
- 3) There are challenges to ensuring that young people have a smooth transition from children and young people services to adult social care services. However there has been significant progress with much closer working between the Disabled Children's Team, Education and Learning Skills and Adult Social Care Teams. There is increased recognition of the benefits of early involvement in the transition planning and in learning disability services in particular, the Transition Workers have assisted in facilitating more effective transitions. As a result most young people have a relatively smooth transition between services.
- 4) Although progress has been made, the Transition Steering Group recognises that there is more to be done and has identified a number of actions that need to be taken forward.

9. Recommendations

Members of the Social Care and Public Health Cabinet Committee are asked to:

- 1) Discuss and note the contents of the report
- 2) Agree the planned actions Plan for the Transition Steering Group – particularly:
 - The research and analysis to explore the strengths and weaknesses of different configurations of transition services;
 - The further work regarding adult social care services providing the care leaver support to disabled care leavers who meet eligibility criteria for adult social care services;
 - The monitoring and review the progress of a pilot project to streamline the Direct Payments for young people going through transition;
 - The preparation for the expected changes in the Children and Families Bill (2013) which will have implications for transition arrangements in Kent.
- 3) Note planned workshops relating to mental health services for young people to address pathway plans and the commissioning of services including transition arrangements.
- 4) Receive a report back in 12 months with an update on the transition work

10. Background documents

Becoming an Adult – Easy Read Booklet for Young People.

11. Contact details

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Sample of part of Transition Schedule for Disabled Children's Team covering 2 districts

XX/YY Districts - Young People aged 14 - 17 open to XX Disabled Children's Team as at 30th September 2013																
Name of Young Person	ID	Date of birth	Age	Sex	Status: Child in Need/ Child in Care/ Child Protection	Home Address	Social Worker	Disability and any other issues	School	Services provided	DP Yes/No	Approximate Current Costs of Services	Referred to Adult Services ? If Yes - date referred or name of allocated team & Care Manager	Comments after meeting held 02/05/13	Notes	
AA			16		CIN		FF	Severe developmental delay. Registered blind. Seizures. Wheelchair user.		Short breaks for approx. 40 nights per year and Direct Payment	Yes	Direct Payments - approx. £4,400 per year.	Yes - 04.10.13		Tunbridge Wells ADC	Referral completed 04.10.13
BB			17		CIN		Duty Social Worker	Severe learning difficulties, cerebral palsy, ASD.		Direct Payments - 3 hours per week. After school	Yes	Direct Payments - approx. £1900 per year	Yes - 06/02/13		Has been referred. Adult social care have complete	
CC			17		CIN		Duty Social Worker	Epilepsy, mild cerebral palsy, speech & language difficulties		Fostering short breaks - two nights per month.	No	Short breaks approx. £1800 per year	Yes - 04.10.13		Co-Ordination Team	Referral completed 04.10.13
DD			17		CIN		GG	Cerebral Palsy, epilepsy, developmental delay, obstructive		Hospice	No	None	Yes - 09.12.11		Needs Continuing Health Care Needs assessment.	
EE			16		CIC		HH	Severe Autism, challenging behaviour.		Child in care. Placed in Residential Children's Home	No	Social Services pay whole cost of placement - currently	Already known to Adult Services		Autism Team	

