



Healthier Communities Select Committee

Transitions from Children's to Adult Social Care Services.

Date: 07/09/2022

Key decision: No.

Class: Part 1

Ward(s) affected: All

Contributors: Director of Education Services / Operations Director for Adult Social Care

Outline and recommendations

Members are asked to note the contents of the report.

This report provides Members of the Healthier Communities Select Committee with an update on supporting young people with special educational needs and/or disabilities (SEND) aged between 14 and 25 years to prepare for adulthood, since the previous report to the Committee in December 2017.

It recommends continuation of the implementation of the work proposed under the Learning Disabilities (LD) Preparing for Adulthood Transitions Strategy and a recommendation to expand the LD Transitions Strategy to other key cohorts within Children's Services, notably Children Leaving Care, Young People transitioning from Children's to Adults with Mental Health (AMH) Service involvement and Young People transitioning from youth offending services.

Timeline of engagement and decision-making

6th December 2017 – Report to HCSC: Transition from Children's to Adult Services

March 2017 – Report to HCSC: Transition from Children's to Adult Services.

1. Summary

- 1.1. This report provides Members of the Healthier Communities Select Committee with an update on supporting young people with SEND aged between 14 and 25 years to prepare for adulthood, since the previous report to the Committee in December 2017.

- 1.2. It also summaries transitions work across other cohort notably care leavers and young people with mental health issues.
- 1.3. It recommends continuation of the implementation of the work proposed under the LD Preparing for Adulthood Transitions Strategy and a recommendation to expand the LD Transitions Strategy to other key cohorts within Children's Services, notably Children Leaving Care, Young People transitioning from Children's to AMH Service involvement and Young People transitioning from youth offending services.

2. Recommendations

- 2.1. Members of the Healthier Communities Select Committee are asked to note the contents of the report.
- 2.2. It recommends continuation of the implementation of the work proposed under the LD Preparing for Adulthood Transitions Strategy and a recommendation to expand the LD Transitions Strategy to other key cohorts within Children's Services, notably Children Leaving Care, Young People transitioning from Children's to AMH Services and Young People transitioning to from youth offending services.

3. Policy Context

- 3.1. Transition to Adulthood for young people with a Learning Disability is covered by legislation under the Care Act 2014 and Children & Families Act 2014 and is supported by NICE Guidelines (NG43) 2016, in terms of how to fulfil those duties.
- 3.2. **Part 1 of the Care Act**, prioritises individual wellbeing for adults with care and support needs over the age of 18, with a particular focus on person centred practice and outcomes, putting people in control of their care and support. Preparation for Adulthood (PfA) is a key element of the reforms and focuses on:
 - Education and employment
 - Good Health
 - Independent living
 - Friends, relationships and community
- 3.3. **Part 3 of the Children and Families Act** transformed the system for disabled children and young people and those with SEND, so that services consistently support the best outcomes for them. The reforms created a system from birth to 25 through the development of a coordinated assessment and a single Education, Health And Care (EHC) Plan; improving cooperation between all services responsible for providing education, health or social care; and giving parents and young people greater choice and control over their support.
- 3.4. The SEND reforms focused on the following themes:
 - Working towards clearly defined outcomes
 - Engagement and participation of parents and young people
 - Joint Commissioning and developing a Local Offer of support
 - Coordinated assessments and EHC Plans
 - Personalisation and personal budgets
- 3.5. The Local area SEND inspection framework was published in Spring 2016. Ofsted and the Care Quality Commission (CQC) jointly inspect local areas to see how well they fulfil their responsibilities for children and young people with SEND. The local

area inspection judges the effectiveness of Lewisham in implementing disability and special educational reforms, including duties to prepare young people with SEND for adulthood.

- 3.6. On 29 March 2022 the Government published the SEND Review: Right support, right place, right time, a consultation on the SEND and alternative provision system in England. Since 2014 demand for SEND support has increased year-on-year and there are now over 430,000 children and young people with an EHC Plan in England, an increase of 10 per cent or 40,000 in the last year alone.
- 3.7. The increased scope of council responsibilities post-16 was the most cited factor contributing to rising demand and costs for councils. Local Government Association (LGA) commissioned research shows that the post-16 cohort now accounts for 23 percent of EHC Plans and around 17 percent of spending.
- 3.8. The consultation proposed a number of improvements relating to transition:
 - Invest £18 million, over the next 3 years to build capacity in the supported internships programme
 - Improve transition at further education by introducing common transfer files alongside piloting the roll out of adjustment passports to ensure young people with SEND are prepared for employment and higher education.
 - Introduce a new inclusion dashboard for 0 to 25 provision giving a timely, transparent picture of how the system is performing at a local and national level across education, health and care.
- 3.9. The **Children and Social Work Act 2017**, for a child or young person that comes into the care of the local authority, or is under 25 and was looked-after by the authority for at least 13 weeks after their 14th birthday, states that the authority becomes their corporate parent. Included within this legislation are the requirements to:
 - Make sure children and young people are safe, with stable home lives, relationships and education or work
 - Promote high aspirations and try to secure the best outcomes for them
 - Prepare them for adulthood and independent living.

4. Background

Young people with learning disabilities

- 4.1. In 2019, LBL appointed a Programme Manager to develop and define a cross agency Preparing for Adulthood Transition strategy for young people with more complex needs underpinned by the principles of:
 - Reducing inequality - narrowing the gap in outcomes for young people with complex needs
 - Improving the quality of services - Young people should get the best possible start in their adult life by ensuring that they are adequately prepared, supported and informed.
 - Delivering together efficiently and effectively – Costs are minimised by working together to avoid more costly placements and crisis entry to the adult care system in future and value for money is enhanced by ensuring that working practices are efficient and duplication and gaps are avoided.
 - Complying with Legislation and following best practice – Transition to Adulthood is covered by legislation under the Care Act 2014 and Children & Families Act 2014 and is supported by NICE Guidelines (NG43) 2016, in terms of how to fulfil those duties.

This strategy outlined a vision, the intended outcomes, key priorities and indicators to provide a framework for all services in Lewisham working with children, young people and their families with SEND, who are Preparing for Adulthood and applied to the transition from childhood to adulthood, usually commencing at the age of 14 or in school year 9, specifically for those young people who are currently supported within the Children with Complex Needs (CWCN) Team:

- Having an EHC Plan
- Requiring SEN support via the SEND Code of Practice (CoP).

We took an iterative service design approach to developing this strategy ensuring that it was user centric, co-created and holistic. We benchmarked best practice preparing for adulthood approaches with sector specific organisations e.g. National Development Team for Inclusion (NDTI) PFA and other Local Councils, audited Transition Support plans and EHC Plans, conducted 1:1 interviews and focus groups with young people, parents and carers including an on-line People's Parliament in partnership with Lewisham Speaking Up (LSU) and Lewisham College and held a number of multi-agency co-production events for professionals and those with lived experience across Lewisham Council, NHS, Private and third sector organisations and parent/carers representatives.

- 4.3. Following this engagement, we agreed that 'We will work in partnership to create opportunities and deliver pathways to adulthood that enable and support young people to lead fulfilling, unique, inclusive and empowered lives within their communities'. These pathways include:
- Independent living, where young people have choice, control and freedom over their lives and the support they receive, including their accommodation and living arrangements
 - Sustainable and meaningful employment, including pathways through higher or further education.
 - Community Inclusion, including having friends and supportive relationships, and participating and contributing to the local community.
 - Health & Wellbeing, being as mentally and physically healthy as possible in adult life.

Young people leaving care

- 4.4. Lewisham is a signatory member of the Care Leaver Covenant and has high aspirations for our care experienced young people. The dedicated Care Leaver and UASC Service, created in spring 2019 has been continuing to establish itself and this has enabled us to deliver improvements in all aspects of key performance for our service. We ensure that Care Leavers:
- Are better prepared and supported to live independently.
 - Have improved access to education, employment and training.
 - Experience stability in their lives and feel safe and secure.
 - Have improved access to health and emotional support.
 - Achieve financial stability.

5. Preparing for LD Adulthood/Transitions Update

To support the delivery of this strategy, a cross Council Steering Group has been monitoring progress and a number of workstreams have been established:

5.1. Developing Employment Pathways

We want every young person to feel inspired and prepared for the world of work. For children and young people with complex needs finding a job can pose unique demands and challenges. Research shows that the majority of young people with SEND are capable of getting paid employment, with the right preparation and support. However, the unemployment rate for people with disabilities (43%) is nearly three times more than for those without (15%). To support young people to be prepared for employment and to increase employment opportunities in the borough we have:

- Launched a new Supported internship within Lewisham Council, in partnership with Lewisham College to go live in Sept 2022.
- Produced a new Careers Advice for Young People with SEND Best Practice Guidance document for education providers.
- Recruited an Employment Development Apprentice within Adult Learning Lewisham (ALL) to develop employment partnerships and create better links between the college and local employers
- Set up an external provider group to deliver a proposal to bid for UCIL funds to pilot supported internship in the Ladywell Canteen. Initial meetings held with LSU, Ignition Brewery, Mencap and The Three Cs to discuss partnership options. Given the limited funds available we conclude that it was not appropriate to bid, but that network of interested providers remains in place.
- Worked in partnership with Ignition Brewery to launch an ice cream business, Ignition Ice (Ice Cream), run by people with LD to prove the concept. Working out of Ladywell Centre, Ignition Brewery have purchased our equipment and have been working with young people who have LD on product design. They are currently employing two people part time (sales and production) on the London Living Wage as part of the summer placement programme.
- ALL are delivering a supported employment pilot.
- Lewisham Works are now reviewing and supporting LD employment.
- Worked with the Employment Hub to bid for further funds in partnership with Lambeth. The application was unsuccessful, however, there are ongoing opportunities for partnership work around supported employment.
- Ignition Brewery have been in touch with local employers – including breweries – to assess the key skills gaps and requirements.
- Ignition Brewery have created a partnership with Watergate and Brent Knoll Schools to create a Christmas enterprise with students aged 16-18 years.
- Ignition Brewery have offered a paid work-experience placement to work at the brewery.

5.2. Progression and Demand Management

We need to ensure that we have the right services available to support the needs of young people. To do this we have engaged with a range of young people, parent(s)/carer(s), provider and staff to understand what the range of needs are and to quantify the levels of demand for services in the future. This has included:

- Working across multiple IT systems to create a single view of potential demand.
- Modelling and forecasting different housing and accommodation requirements in the future and establishing where the timeline pinch points will be.
- Working with Adult Social Care (ASC) providers to create a progression planning approach to independence.
- Exploring opportunities to secure resource for specialist LD Occupational Therapist (OT) support to maximise independence and progression opportunities.

5.3. Digital Inclusion

Digital Inclusion is critical if young people with LD are to have equal access to services and opportunities and to feel part of the community. To understand the issues and look at how to address a multi provider/agency Digital Inclusion Working Group was set up which over the course of a number of workshops agreed what the key issues were and proposed a number of actions and worked together to trial a digital inclusion tool for people with a LD. This was superseded by a Scrutiny committee being set up to review digital inclusion with a report published in June 2022 and actions agreed in February 2022.

5.4. Development of Youth Services

We have developed a number of youth specific services including:

- Reviewing the specification for Youth First services.
- Exploring the expansion of Rockbourne to support 18 to 25 year olds.
- Lewisham Mencap and Ignition Brewery have created a Wednesday Social Club which, first, identifies young people with learning disabilities and second, has begun to focus on employment.
- The Council has been developing a service consisting of 6 self-contained flats service for young people who are returning to the borough with significant levels of challenging behaviour.
- The Council is in the process of reshaping two other services in borough that will offer shared care and support: the first for four young people with a mild or borderline learning disability who need a longer period of time to learn more socially acceptable behaviour alongside new skills of daily living and who will then move onto other settings as part of the progression agenda; and the second to offer a shared living opportunity for four people with more severe learning disability and challenging behaviour who will need ongoing higher levels of support, but who may over time also move onto lower supported settings.
- LBL is embarking on plans to establish Family Hubs in the borough, which will improve access to services and deliver the fundamental support to families in Lewisham. The vision for Family Hubs is to create a system-wide model of integrated, high-quality, whole-family support services. Family Hubs will be open, accessible, physical and virtual single points of contact, that are welcoming to families, children and young people from pregnancy up to the age of 25. Family Hubs will host multi-agency support services that have been co-operatively designed and developed, and that operate across a shared culture and common language. LBL has also been selected to receive new investment from central Government, known as the 'Start for Life Programme', which will support LB Lewisham to transform local services into a Family Hub model by 2025, and increase provision of essential services in the crucial period from conception to age two.

5.5. New PFA Transitions Pathway Guide

Engagement with young people, parent(s)/carer(s) and professionals highlighted that the transition pathway was complex, confusing and not well documented. We worked across multiple departments including ASC, Occupational Therapy, Education, children and adolescent mental health services (CAMHS) etc. to create a new pathway document which was then tested with young people to ensure that it was written in a user friendly format. This document will be published and available on the web site imminently.

5.6. PFA Goal Setting and Planning Training

An audit of EHC Plans in 2019 demonstrated that the majority of EHC Plans did not have clear goals and outcomes around the four PFA pathways. We have benchmarked best practice planning tools and co-created a new planning document and training programme for schools. The training has been piloted and reviewed ready for roll out in September 2022, following delays due to COVID. We will re-audit EHC Plans following the full roll out and allowing for the new ways of working to be embedded.

5.7. Transitions Team Development

It was our intention to create a new Transitions Team within ASC supporting young people from 14 to 25 years. Budgets were pooled between ASC and CWCN and new job descriptions written, graded and approved. However, multiple recruitment attempts did not allow us to completely resource the team. To reflect the resourcing difficulties, we are now trialling an 'in-reach' approach, initially working with 5 cases with ASC workers working closely with the CWCN social workers to transition them effectively. Currently not all young people transitioning into ASC go into the transition team, some transition through AMH and ASC Neighbourhoods Teams. We will be reviewing learnings before recommending next steps, including whether to include those on the Dynamic Support Registers (DSR) client list. For the remainder we hold regular Multi-Disciplinary Teams (MDTs) and are now looking to include CAMHS/AMH and DSR cases within those MDTs.

5.8. Day Centre Strategy and New Pathway Delivery

Following extensive engagement, a new Day Centre Strategy was proposed and agreed which focused on developing wellbeing and independence pathways, alongside employment pathways. To support the development of these new pathways we developed a new curriculum/course with ALL, developed for those with LD attending day centres starting September 2021. Despite marketing and a taster day, there was no take-up, highlighting the importance of building strength-based relationships with clients and carers to enable effective progression. We have now set up a dedicated progression team within ASC and will use the learnings from that team to expand to transitions clients.

6. Corporate Parenting Care Leavers Update

6.1. We published our Corporate Strategy in 2021 and have been delivering improvements for care leavers to improve transitions to adulthood, including:

- Creation of a dedicated Care Leavers Service, expanded with more Personal Advisors. Pathway Plans re-designed with young people in our CICC, so they had more meaning for the young person.
- Engagement in the I-Aspire programme which 3 neighbouring boroughs.
- Housing Protocol, to improve supported housing pathways and access to suitable accommodation.
- Lewisham has a new Specialist Nurse for Leaving Care, as part of a one-year initiative funded by SLaM and LB Lewisham. The Specialist Nurse will work with young adults Leaving Care to undertake a holistic assessment of health and wellbeing needs, help them navigate the services to meet these needs, and enable them to self-manage their health care.
- Development of a Transitions Service, for those with complex needs.
- Financial Entitlement Policy introduced to provide clarity on available financial support and equity.

- Lewisham works closely with Depaul, 145 of our care leavers are enrolled on the I-Aspire programme. Despite the challenges of COVID there have been some good outcomes achieved: 55 young people entered employment and/or training, 27 completed qualifications and/or entered higher education. 57% of our Care Leavers are in EET an improvement on previous years, and comparable with other LA's but still below our aspirational target of >80%.
- There remains a recognised gap in dedicated health and wellbeing support for YP leaving care. Online counselling services were extended up to 25 years olds in 2021, but where the care of specialist services ends at age 18, there are insufficient transitional arrangements into adult services. The connectivity between children and adult services is a key priority. 92% of our care leavers are living in suitable accommodation, an increase of 21% since 2018 and a project this year has been successfully expanding the continuum of housing options for our care leavers, including staying put and supported lodgings options. We want to further improve our pathway planning and better tailor support for young to be confidently and successfully independent.

7. Other Young People Developments

7.1. LDA Programme and Transition

- The Learning Disability and Autism (LDA) Programme, is how we now refer to the Transforming Care agenda that grew out of the Concordat that followed the Winterbourne View scandal. Alongside other best practice guidance for the development of services for people with a learning disability (e.g. the Mansell reports (1993, 2007)) the programme seeks to improve health and care services better so that more people with a learning disability, autism or both can live in the community, with the right support, and close to home.
- In order to achieve this it is important that each local area understands the needs of people with a learning disability, autism or both who are likely to need additional support. A key part of the programme is the avoidance of inappropriate admissions to mental health hospitals.
- There is a requirement for each Local Authority to develop and maintain DSR, to identify children and adults with a learning disability, autism or both who engage in behaviours that are so challenging or risky, or who have acute mental health presentations, that they are at high risk of hospital admission.
- Where a person is so assessed they will be offered a Care, (Education) and Treatment Review (CETR), to ensure they are safe, receiving the treatment and care they need in the right place, and to consider what plans need to be put in place to support them in the future. By understanding people's needs and recognising early signs that might lead to a crisis, it means that extra support can be put in place quickly.
- Within Lewisham, we operate two separate DSR registers - one for children up to their eighteenth birthday and one for adults aged 18 and above. The children's DSR is monitored on a monthly basis by a panel of professionals from education, health and social care, as well as representatives from Positive Behaviour Service Consultancy and 'Select' - a South East London ICS initiative, who provide support to children and their families to help avoid hospital admission. Together they review cases to assess risk and actions to be taken to avoid admission to hospital.
- The adult DSR is monitored very two months by LD and AMH commissioners, relevant case managers, Social Work leads and CETR Chairs who work together to resolve any problems or issues that are inhibiting people's treatment as an inpatient and/or to coordinate multidisciplinary approaches to care to avoid admission. The Adult DSR meeting also reviews those young people on the Children's DSR from their seventeenth birthday onwards who are likely to transition

to the adults register. A CYP commissioner attends that part of the Adult DSR meeting to support transition planning and ensure continuity of service provision and/ or identification of the appropriate clinical team(s) in adult services.

- 7.2. There are two new roles in AMH and CAMHS to support young people from the age of 17 years and 9 months. A Psychosis transition role for EIS and >3year psychosis intervention and a Child and Adolescent to Adult Mental Health Transitions Practitioner.
- 7.3. The Positive Behaviour Service (PBS) services is currently being re-commissioned and will go live on 1st November 2022. The service is being extended to provide support for those with a learning disability, autism and a mental health concern up to the age of 25, in order to prevent admission to hospital or assist in enabling discharge from hospital. The service aims to support children, young people and young adults with challenging behaviour, so they can continue to live in the community.
- 7.4. There is commitment from across the system leaders for exploring the development of a system-wide approach to the development of a Single Point of Access. This will seek to bring services together through the use of the Thrive needs-based Framework so that the service offer is easier to navigate for children, their families and professionals, helping to ensure that people can access the right support at the right time to promote early intervention and prevention.
- 7.5. There is ongoing work to develop the transitions and PFA area of the Local Offer.

8. Financial implications

- 8.1. Supporting young people to maximise their independence will reduce the need for high cost and long term packages of care. ASC does not have a budgeted expenditure for Adults with Learning Disabilities (AWLD) Transitions so minimising costs, reduces the potential cost exposure to the ASC budget. The total exposure in 2021/22 is an estimated at around £2m.
- 8.2. The investment into Children and Young People Mental Health (across all areas) increased to £8,002m in 21/22. This has further increased this financial year (2022/23) due to investment from South London and Maudsley NHS Foundation Trust (SLaM) into the GP Youth Led Pilot and the Care Leavers Nurse (both supporting young people up to 25 years); NHSE investment into the further expansion of MHSTs and the ICB investment into supporting school based provision. In 2021/22, SEL ICB allocation in the borough for adult mental health is £64,982,000. London Borough of Lewisham contributes an additional 11%. NHSE has also allocated for 2021/22 £1,300,000 in Service Development funding for Lewisham, to be spent on adult community and crisis mental health services, suicide prevention and staff hubs. NHSE has also allocated a total of £1,403,000 of Spending Review Funding to Lewisham to bring forward the Long Term Plan deliverables in the borough.

9. Legal implications

- 9.1. The Care Act 2014 created a new structure for the assessment and provision of care services, encompassing a new approach (also provided for in the Children and Families Act 2014) for child carers and providing for more continuity through the transition, if eligible, of a young person from children's to adult services. There are also new general duties to promote the wellbeing of the individual in the community, and to prevent the need for escalating care and support, by the provision of signposting to relevant services, information and, when considering the delivery of many universal services

across the Borough, whether as part of our duties as the Local Authority or in conjunction with Health and other services.

- 9.2. The particular paragraphs relevant to the transition from children's to adult services are found at paragraphs 58-66. The Local Authority must undertake a Child in Need assessment following a request from a parent / carer of a child. Having completed an assessment, where it appears that the young person is likely to have the same needs at 18 the authority may assess:
- What the young person's needs for care and support are, and
 - What they are likely to be when they become 18.
- 9.3. S17 Children Act 1989 is amended by s66 Care Act and there is a requirement to continue s17 services past 18 until a Care Act assessment is completed. There is a similar provision for CSDPA1970 s2 services.
- 9.4. There are wider duties imposed by the Care Act towards young people with whom the Local Authority are not necessarily directly engaged, for example, young people receiving CAMHS support, involved with Youth Justice, or those with Autism hitherto within the education service only. If there is a significant benefit of such a young person receiving a transition plan then there is a duty to prepare one. It is therefore important to identify such young people and to determine whether a plan would be in their interests.

10. Equalities implications

- 10.1. The actions and proposals in this report would not unlawfully discriminate against any protected characteristics but would positively promote equality of opportunity for children and young people with special educational needs and disabilities.

11. Climate change and environmental implications

- 11.1. There are no specific environmental implications arising from this report.

12. Crime and disorder implications

- 12.1. There are no specific crime and disorder implications arising from this report.

13. Health and wellbeing implications

- 13.1. The actions and proposals would positively promote health and wellbeing through promoting independence and improving opportunities for children and young people with special educational needs and disabilities.

14. Social Value implications [to be completed only when awarding a contract]

- 14.1. N/A.

15. Background papers

- 15.1. LD Transitions Strategy Proposal Document.

- 15.2. Day Centre Strategy.
- 15.3. Digital Inclusion Paper and response.
- 15.4. Lewisham Children & Young People's Corporate Parenting Strategy 2021–24.
- 15.5. CYP and adults Mental Health Transition Roles Document.
- 15.6. Specialist Nurse for young adults Leaving Care aged 18+ Information Guide.

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