



---

## Report of the Director of Adult Social Care

### Adult Social Care Scrutiny Board

Date: Wednesday 13 January 2010

Subject: Transitional Arrangements for Disabled Young People into Adult Social Care

---

#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

---

### Executive Summary

For disabled young people with long-term needs and their families the transition from Childrens Services to Adult Services is often described by them as one of the most challenging and anxious periods of their lives.

Transition is the point where young people transfer from children's services and general education; at this point there are significant changes to their lives. They leave school, lose their Children's social worker, have to transfer from a paediatrician if they are receiving medical care. In order to help them manage this change, transitions teams 'reach into' children's services at age 14 and begin working with the young person and their family carer whilst they are still in receipt of children's services. The transitions workers acts as a information provider to inform them of the services available in Adults services and helps them to navigate the changes that may take place. Research into the transitions process has informed us that parents often say that they don't know what services are available in adults services and the lack of information feels for them like 'falling off a cliff'. Transitions workers aim to bridge this gap with timely information and support in making choices around services – they act as a bridge between children's and adults to help people manage the changes that take place at age 18 to 19.

With the separation from a general Social Services Department into Children's and young People Social Care and Adult Social care, it was recognised that the gap between the two directorates needed to be recognised and parents and young people supported through the process.

This report highlights the work that has been undertaken to deliver this in social care and the proposed developments to ensure a comprehensive system is in place for young people and their carers.

## **1.0 Purpose of this Report**

1.1 The report aims to inform members of the Scrutiny Board of the need for change and improvement in the Transitions Experience and how both Children and Young People Social Care (CYPSC) and Adult Social Care (ASC) have worked to improve the process. The report highlights some specific issues requested by the Scrutiny Board, notably Self Directed Support, Safeguarding, Eligibility Criteria and Performance and considers the work to be developed over the next 12 months to continue to develop the service.

## **1.0 Background Information: Establishing the Transitions Service**

1.1 The first Children's Transitions Team was formed in 2000 following recommendations made in an inspection of children services in 1999 which highlighted a lack of Future Needs Planning for young disabled people.

1.2 Since then, Adult Social Care (ASC) and Children and Young People Social Care (CYPSC) both identified a number of issues that impacted on the smooth transition of care.

- currently, the transition process ends at 18 whilst good practice recommends a process from the ages of 14-25
- there were no agreed outcomes, standard or performance targets to measure success
- different eligibility criteria and resources between CYPSC and ASC can result in different levels of funding or service in packages of care: this can result in uncertainty around future delivery of service
- Information wasn't provided to carers in a timely manner
- inadequate systems in place to collect and collate data to inform service commissioning or budget planning for adult services

1.3 As a result of these concerns the Social Care Services Board requested the establishment of a Joint CYPSC / ASC Transitions Project Board.

1.4 National guidance underpins and informs us around standards for transition of services and informs the work of the Project Board. 'Aiming High for Disabled Children' and 'Valuing People Now' highlight the importance of providing timely information to families, good multi-agency planning and practice in providing the support required by young people and their parents and carers at this time.

1.5 An audit report commissioned by ASC and published in March 2009 made a number of recommendations around the transition experience.

## **1.6 Audit Report Findings**

1.6.1 The process whereby Children's services notified Adult services of young people in transitions didn't work well.

1.6.2 The transitions team weren't routinely invited to the year 9 (age 14) school reviews as they should have been.

1.6.3 Within the transitions team no evidence could be found of good multi-agency transitional planning for a small number of sample cases.

1.6.4 Adult Social Care weren't always notified of the young people they could expect to support and consequently, weren't able to plan for their services.

1.6.5 Some eligible children were missed out from the process altogether.

## 1.7 Audit Report Recommendations

- 1.7.1 That a new approach should be made to the transitions process with full engagement of both adults and children's services in transforming the process and that a Board be established to implement all the recommendations from the Adult report. The main issues are identified below.

## 1.8 **The Establishment of the Transitions Board**

- 1.9 The Social Care Services Board recommended the establishment of a Transitions Project Board. This Board was to oversee the development of a new joint transitions team operating with the 14 – 25 age-group and hosted in Adult Social Care (ASC). ASC was chosen as the host as it was felt it had the key role in facilitating young people to be supported into Adult services.

## 2.0 **Management of transitions**

- 2.1 Currently the Team manager for the Transitions Team reports to Children and Young People's Social Care. In April 2010 when the transitions team is fully established, reporting arrangements will change to reporting through Adult Learning Disability Services to the Director of Adult Services.

The reason Learning Disability Services was chosen is that people with learning disabilities made up 70% of cases currently dealt with by the Transitions Team; the Chief Officer, Learning Disabilities will liaise with the Chief Officer, Access and Inclusion who has responsibility for Mental Health and Physical Disability services. The arrangement will be reviewed once the team has been operational for 12 months.

## 3.0 **Developing a Multi-agency Approach**

- 3.1 The purpose of the CYPSC / ASC Transitions Project Board is to ensure that Social Care has a joint board to ensure there is a smooth transition process in place.

However, from the outset it was clear that external agencies' roles are so entwined with the social care transitions function it was essential to have those agencies engaged in this social care focussed work. Consequently the Transitions Board has been expanded to include representatives from NHS Leeds, Education Leeds and Connexions.

- 3.2 In addition to the Project Board, a multi-agency Strategic Commissioning Transitions Board has been established. The work is being led by the Deputy Director (Commissioning) ASC and the first meeting was held in December 2009.

- 3.3 With regard to inter authority sharing and benchmarking the Transitions Regional Forum has been re-established and the Leeds Transitions Team has been invited to attend.

## 4.0 **Policy and Practice Workstream**

- 4.1 This project workstream was set the remit to consider the policy and practice framework for the new Transitions Team. As the new team will be working across both Childrens and Adults services, it was necessary to ensure attention was paid to the processes used for transition and also the issue of personalisation and self directed support.

- 4.2 The Transitions Procedure, currently in draft, covers ten areas (see Appendix 2).

- Document control (it is particularly important to be clear about document status in multi-agency protocols)
- What is Transition
- Who does the Transitions Procedure Apply to
- How is Transitions managed
- Transitions Procedure
- Transitions Service Entry and Exit Criteria
- Procedure Flowchart
- Table of Transitions Assessments
- Self Directed Support and Resource Allocation
- Legislative Framework

## **5.0 Establishing the Team Workstream**

- 5.1 Following the decision by the Social Care Services Board to expand the remit of the Transitions Team, it was evident that the size and function of the original team would have to change.
- 5.2 The Project Board agreed that adult services would mirror the commitment that children's services have made to the team and fund the creation of four transitions worker posts and one admin post. The new transitions team would be managed within adult services and fall under the Learning Disability line management structure.
- 5.3 Following the development of the new transitions workers job descriptions a recruitment process was undertaken and interviews are scheduled for January 8 2010.
- 5.4 A two week in depth induction for the new team is being planned to ensure familiarity for workers. This will include sessions on team building, legislation, safeguarding, Mental Capacity Act and Deprivation of Liberty, transition and assessment process, Self Directed Support and Person Centred Planning, and budget and financial procedures.

## **6.0 Self Directed Support and Direct Payments**

- 6.1 Both Adult Social Care and Children and Young People Social Care are engaged in pilot projects exploring self directed support. Currently, the CYPSC project is in the process of identifying young people to be part of the pilot to begin early next year.
- 6.2 The Adult Social Care SDS pilot includes young people all of whom are now beginning to introduce their support packages.
- 6.3 The ASC and CYPSC pilots work closely together and agreement has been reached that the adult self assessment tool will be used for all young people aged 16 plus to ensure a smooth transition of their support packages post 18.
- 6.4 Direct payments have been provided by both ASC and CYPSC for some time. These figures give an indication of individual or families who may wish to transfer or take up individual budgets.
- 6.5 Direct Payment uptake:
- |         |                           |
|---------|---------------------------|
| 18 – 25 | 75 disabled young people  |
| 14 – 18 | 98 disabled young people. |

6.6 One of the functions of the new transitions team is to promote personalisation and to assist young people in exploring more creative care packages that will support them in adult life.

## **7.0 Communications and Involvement Workstream**

7.1 The principles underpinning the development of transitions have been underpinned by two pieces research commissioned by the council from Leeds University. The research was carried out by disabled people and involved disabled people.

7.2 A further Consultation and Involvement programme with disabled young people and their parents and carers regarding the implementation and monitoring of the new transitions process is to start from January 2010 onwards.

7.3 The workstream has representation from a range of child and adult services and parent carers.

7.4 The Family Hub Leeds is to develop its website and other information systems to include sections on transitions. Hyperlinks will take families through the stages of transition and the key agencies that can offer help and support through the process. The Family Hub will also link into adult services information networks for example, 'Through the Maze'.

7.5 A new Transitions Team leaflet has been developed along with a generic multi-agency leaflet.

7.6 The Transition Team will continue to seek feedback from young people and their parents and carers about team performance and transitions issues. These on-going consultations help to review the service.

7.7 Young people and their parents and carers will also continue to be involved and offer their views and contributions through on-going case assessment and care planning, young people and parents forums, and the annual Buzz Convention.

7.8 Young people and their parents / Carers will also be involved in the review of the new transitions service one year after implementation.

7.9 A letter and questionnaire has recently been sent by the Transitions Service to families asking how information about transitions can be improved. This has also been presented to parent / carers through the Parent Involvement Unit and we await feedback early in the New Year.

7.10 The new Transitions Team will be launched and promoted through a series of events and road shows which will include young people and parents groups.

## **8.0 Eligibility Criteria**

8.1 The Children Act 1989 defines a category of Child in Need for whom Children and Young People's Social Care should provide services. One of the definitions of this is a disabled child, therefore the criterion for access to the social work service for children and young people with disabilities is "a child is disabled if he is blind, deaf or dumb or suffers from mental disorder of any kind or is substantially and permanently handicapped by illness, injury or congenital deformity or such other disability as may be prescribed".

8.2 Disabled young people with an allocated social worker are able to access transitions team support, advice and guidance. All other young people with additional needs can access information, advice and guidance through Connexions Personal Advisors.

## **9.0 Performance Measures**

9.1 There are no specific performance measures in adult social care or children's social care in relation to transitions however the transitions process is one which CQC has

included in the Self Assessment Survey for Councils and is an area where they are keen to see progress.

- 9.2 A customer satisfaction measure is complaints and compliments. Last year, 38 compliments and 2 complaints were received about the Transitions Service.
- 9.3 The National Transitions Support Team conducted a national survey of local authorities' transitions services in December this year. The feedback we have had so far is very positive about the new service developments and multi-agency working and we are awaiting feedback in order to look at the process in other areas.
- 9.4 Currently there are 154 young people between 14 – 18 known to the transitions team and in the transitions process.
- 9.5 There are approximately 700 young people who are either statemented or funded for Inclusion who will require a Year 9 review. Of these only a small percentage will have significant disabilities or complex needs that will require transitions assessment / future needs planning from the Social Care Transitions Team. The Team will be attending 60 of these reviews.
- 9.6 Other young disabled people or young people with additional needs will be supported through the Connexions Service. Connexions have a small team of specialist personal advisors that can offer information, advice and guidance to this group.

## **10.0 Safeguarding**

- 10.1 The legal framework for providing services generally changes when a young person turns eighteen. As an adult a young person has rights to independence with the choice and control that accompanies it. In transitions work it is expected that from the age of sixteen, partners prepare young people to take on more responsibility for their own decisions in readiness for becoming an adult. Some legislation supporting services for adults, therefore, is effective for young people aged sixteen and above.
- 10.2 One such piece of legislation is the Mental Capacity Act (2005). This supports the principle that a person has the mental capacity to consent to decisions made about them, including protective measures, unless proven otherwise. It is therefore essential to include young people aged 16 or above in discussions about how to protect them from the risks they face from abusive situations. Where young people aged sixteen and above lack the mental capacity to consent to protective measures, they have rights under the Mental Capacity Act, which are not applicable for younger children.
- 10.3 It is essential to ensure that there is a clear strategic overview of both safeguarding processes to ensure they dovetail together well, and operational familiarity to ensure that safeguarding procedures are applied to best effect in the lives of individual young people and this is an area that the transitions team are actively working on to ensure robust arrangements are in place.
- 10.4 In Leeds at a strategic level, there is a reciprocal arrangement between the Leeds Safeguarding Children Board and the Leeds Safeguarding Adults Partnership Board; also The Leeds Safeguarding Adults Partnership Support Unit work with the Child Protection coordination team to ensure that interface issues can be jointly managed.
- 10.5 A corporate project led by Children's and Adult Safeguarding staff has developed joint procedures and training for Leeds City Council staff to ensure that front-line staff recognize abuse of vulnerable people and know what to do to report it when they come across it.
- 10.6 If a safeguarding allegation is made whilst the young person is going through transitions, it is good practice for Children's and adults (transitions) staff to work with

the young person to ensure protective measures are in place, if necessary, and that the investigation is planned with the involvement of both children's and adults staff. Staff from Adult Social Care can attend strategy meetings to advise about adults procedures and to contribute to the planning of the investigation and the development of protective measures however before the age of 18, the process would be undertaken under child protection procedures. Once a young person turns the age of eighteen, arrangements would be made under adults safeguarding procedures.

## **11.0 Implications For Council Policy And Governance**

11.1 The Scheme of Delegations has been amended to make the Director of Adult Social Care responsible for Transitions.

## **12.0 Legal And Resource Implications**

12.1 The new proposed service structure will enable both ASC and CYPSC to better meet statutory obligations.

12.2 The funding for the extended Transitions Team and accommodation has been addressed within CYPSC and ASC existing budgets.

12.3 The development of a joint service will mean that the team will work to a wider range of legislation covering both children and adults than was the case with the original transitions team based in CYPSC. This has been reflected in the job descriptions, induction and governance arrangements.

## **13.0 Conclusions**

13.1 The importance of Transition has been recognised by CYPSC and ASC and this has led to joined-up strategy and procedures being developed.

13.2 Further work needs to be done to ensure all agencies involved in transitions are full partners to the transition process

13.3 Apart from local drivers for change existing and new national drivers are taking more prominence. Whilst at this stage there are no specific performance indicators for transitions this is not likely to remain the case.

13.4 The planned launch event for the new team for March 2010 and other events including road-shows for young people including their parents and carers will give an opportunity for consultation, involvement and generally raising the profile of Transitions and the new personalised approach.

## **14.0 Recommendations**

14.1 To continue to develop the service with the new staff in place during 2010

14.2 To review the performance of the team in January 2011

14.3 The service to become involved in the Regional transitions forum to ensure that Leeds is embedding current practice and thinking in its transitions service.

14.4 The service continues to develop the role of the strategic commissioning board to ensure that all agencies are actively involved in the transitions process.

## **Background Papers**

None