

People Scrutiny Commission

Scrutiny Commission

18th July 2019



Report of: Stephen Beet, Deputy Director Adults Social Care

Title: Better Lives Programme Preparing for Adulthood Service

Ward: All

Officer Presenting Report: Stephen Beet

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Recommendation:

To seek endorsement on the Pathway to Adulthood model outlined in the paper.

The significant issues in the report are:

The current model of Preparing for Adulthood does not meet best practice and is resulting in an unsustainable cost pressure within Adult Social Care; discovery work identified the need to improve how this service is delivered.

Preparing for Adulthood 14+ Transitions is now a project within the Adult Services Better Lives Programme; a key aspect of the vision is to improve independence and outcomes for working age adults using strength based approach that has synergies with the strengthening children and families programme delivering the right service in the right place and the right time.

Additional investment has been agreed to enable this service to meet the desired outcomes – this new team is being developed and will be in place Autumn 2019.



1. Summary

This report sets out the context for the proposed changes being made to the Preparing for Adulthood service as part of the Better Lives programme during 2019/20. The report outlines the context and background to the proposed changes, what changes will be delivered, how the changes will be made and the risks/issues associated with this work.

2. Context

- 2.1 Preparing for Adulthood ('PFA') is a strand of the Better Lives Programme. This will deliver the changes that are required to the Preparing for Adulthood pathway process alongside children's services and SEND, to ensure statutory compliance; via the PFA Steering Group.
- 2.2 The current model of PFA delivery does not meet best practice - best practice would deliver a service starting transition planning from 14 years
- 2.3 The Multidisciplinary nature of transition requires leadership and ownership across the transition pathway, to ensure there are no gaps in the support provided for young people, i.e. Children's Services, Adult Services, SEND (and school colleagues,), parents/carers and young people
- 2.4 Within the Better Lives programme, initial commissioned work determined why there was overspend in Preparing for Adult Team budget. They evidenced the need to take a more strengths based approach, increase the use of AT (Assistive Technology) and also identified the need for commissioning work to increase the available market away from high cost residential care outside and within Bristol. This work highlighted the cultural difference between Children and Adult services concluding that this was at the root of the current transition difficulties.
- 2.5 The proportion of adults with learning disabilities in paid employment is low; Young adults are ill prepared for moving into independent living and they require higher level support than may be necessary had they had the strength based, independence focused planning starting at 14 years.
- 2.6 Preparing young people for adulthood is an anxious time for young people and their parents /carers; there is a need to address this, by delivering a pathway that is fully participatory and where the voice of the young person, their parents/carers is heard. However it needs to be underpinned by data and performance outcomes, have independence at its heart, and most importantly is understood by young people, parents /carers and all professionals involved.
- 2.7 Each year approximately 60 young people who are eligible under the Care Act reach 18. Of those we need to raise ambition and aspiration, support progress through education, employment and independence.
- 2.8 Retain young people in Bristol wherever possible meeting their education, development and support needs locally and if they are placed elsewhere outside Bristol, bring them home wherever that is appropriate. This requires us to deliver an expert and specialist Pathway to Adulthood model to ensure the best outcomes for our young people starting at 14. Support for this age group must enable each young person to develop and move along their own pathway towards independence, paid employment and away from reliance on service provision.

2.9 In those Local Authorities where the transition pathway has a good Ofsted rating, they also have a lead for transitional planning to adulthood, strong co-production of plans: needs have been met and parents and young people believe they receive good support and understand the pathway.

2.10 Our schools do not have a consistent approach to transitional planning and Ofsted reports show that when schools have a good understanding of the SEND reforms, they meet the needs of children and young people well.

2.11 A Preparing for Adulthood Options Appraisal paper was presented to People Directorate EDM in May with 2019, with options to deliver the outcomes of the Better Lives Programme which was authorised by Cabinet on 3/4/18, and also to be compliant with a transition pathway from 14 years that sits within the SEND Reforms. EDM approved the recommended option (see appendix for details).

2.12 Details of Recommended Changes to Service

- The agreed model for the new service is to invest in some additional capacity - a Lead professional/Team Manager, 1 x BG13 plus 5 x BG 9 /10 as the most robust solution to create a team of Transition leads, develop tracking and improved processes and strategic work with partners.
- This team will work with young people from 14 years who have a trajectory to requiring services as adults and work within current legislation. They will become experts in their field and work in collaboration with Through Care, SEND, and Disabled Children's Team to wrap around each child.
- The team will ensure there is a clear focus and transition plan at Education Health Care Plan review at 14 years on independence, and follow up at reviews. It will have a clear strategy to work with young people on gaining their views for their future, as well as working with parents carers towards independence as adults.
- The team alongside the DCT, Through Care team, adult social care team and SEND will provide information and support to young people wanting to access further education, training and employment and wanting to live independently in their communities within Bristol.
- The Better Lives at Home-First Home offer is underway to develop provision for young disabled people who will transition from children's services to adult care services, in particular, for young people who have been in residential education provision out of Bristol and are not able to live with their family. This provision will be developed so that these young people can return to the city with appropriate support to maximise their independence in both the short and longer term.
- Three specific supported living schemes are being developed locally by BCC. The council is seeking to refurbish the former Sea Mills children centre to include 6 self-contained homes for people with complex needs that include both learning difficulties and physical impairment. Two of the three schemes will be made available for young people with an autistic spectrum condition and/ or behaviour that challenges. The other two schemes which total 10 flats are

located in the north of the city and are; owned, funded from their own resources and recycled NHS England grant (transforming care programme) and have been developed (one site) by a Homes West Partner for suitable nominees of young people who have learning difficulties, and or autism.

- The young people will be offered Individual Service Funds, an approach to contracting that promotes more personalisation for someone who does not wish to manage a direct payment. They are set out in the Care Act, and local authorities are encouraged to develop this offer. We consider this approach particularly suitable for young adults transitioning, and intend to pilot this approach through a variation to our existing CSS contracts. This will be developed through coproduction, and young people will be able to opt out of this approach if they wish. We will pilot this approach as part of the First Home series of provision for young people transitioning, through a tender process.
- As part of the Better Lives Programme adult care commissioning is working in partnership with Bristol Works to increase the number of working age adults into employment. This provision is in line with “Better Lives” principles by supporting an individual to maximise their independence, and improve their life time outcomes. As part of the first home project, we will work alongside young people, their families and our internal children’s team to identify young people’s aspirations, support needs and employment opportunities.

Focus on how we can reduce the overspend in the service:

- The proportion of adults with learning disabilities in paid employment is low; young adults are ill prepared for moving into independent living and they require higher level support than may be necessary had they had the strength based, independence focused planning starting at 14 years.
- The tracking of young people’s needs, the JAP and the monthly case discussion forum, should allow for a thorough knowledge of their trajectory from an earlier age which will inform service development. The capacity to work with commissioning and the local offer to develop services in line with our ever changing population across the city to secure improved outcomes for young people from 14+ hopefully will reduce the need for high cost services as they transition into adulthood. The work with parent/ carers and young people is vital to ensure a collaborative development and coproduction of any future services
- This solution of working with young adults that happens earlier, more intensively and at pace is needed to stem the significant increases in the cost of individual care packages. The risk without this appropriate level of investment made is that the cost of placements will continue to increase where there is no budget provision.
- This coordinated approach to development and improved services provides the best opportunity to increase independence and reduce costly residential care and to enable better outcomes for young people.

2.13 Next Steps – Project Delivery

The project will focus on the following activities in the short term:

- Recruitment of a team manager and 5 social care practitioners is underway, who will be responsible for the development and delivery of our Pathway to adulthood 14+ transitions offer and who will become a small team of subject experts that lead and take responsibility for ensuring 14+ young people and families have an informed and smooth transfer into adult services. This team will manage and take responsibility for the improvements of the wide network of services needed to provide young people with a service that focuses on aspirations, inspiration and independence focused services.
- Agreement of the service vision and priorities; deliver any training needs; performance goals and trajectories, establish data requirements; create a Pathway to Adulthood Bristol Offer.
- Once the team is established, there will be a continued focus on delivering better outcomes alongside efficiencies and cost avoidance/savings.

3. Policy

The Transition process must be in line with statutory requirements, most importantly the Children and Families Act 2014 and the Care Act 2014. Both acts set out a timetable for transition for young people with Education, Health and Care Plans, and children receiving support from children’s social care services and through care services. They also introduce the requirement to undertake Child’s Needs Assessments, to help meet young people’s needs when they move from children’s to adult services

The Better Lives programme also aligns directly to one of the main themes in the refreshed Corporate Strategy and the related commitments:

- Working with the city to empower communities and individuals, increase independence and help support those who need it.
- Give children the best possible start in life.
- Provide ‘help to help yourself’ and ‘help when you need it’ through a sustainable, safe and diverse system of social care and safeguarding provision, with a focus on early help and intervention.

4. Consultation

a)Internal

All relevant service areas – Children’s Social Care, Education and Adults Social Care are involved in the development of this new service.

b)External

There will be targeted engagement with young people and their carers and families as part of this work.

5. Public Sector Equality Duties

- 5a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected

characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:

- i) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Equality Act 2010.
 - ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
 - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
 - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
 - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
 - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
 - tackle prejudice; and
 - promote understanding.
- 5b) This project addresses the inequality of opportunity of disabled young people and those with long term conditions and to minimise disadvantage and dependence. The goal of the new team is to increase emphasis on supporting independence and increasing choice for young people. An EqIA will be considered as part of the development of the new service.

Appendices:

Appendix A: PFA Decision Pathway Paper

Appendix B: PFA Options Appraisal

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

Background Papers:

None