

For General Release

REPORT TO:	CABINET 20 October 2015
AGENDA ITEM:	8
SUBJECT:	Single 0-65 disability service
LEAD OFFICER:	<i>Paul Greenhalgh, Executive Director of People</i>
CABINET MEMBER:	<i>Councillor Alisa Flemming, Children, Young People and Learning; Councillor Louisa Woodley, Families, Health and Social Care</i>
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT

In the context of a single disability service in the People department the 0 – 65 Disability development Framework that is being drawn up supports the Independence strand of the Corporate Plan 2015-18 and is intrinsically linked to the Independence Strategy 2015-18. The Independence Strategy has a focus on developing services shaped around the needs of those who use them. This focus is reflected in the Framework with its underlying principles of clear and fair access to services; preventing, reducing delaying the need for interventions; giving people control of their lives; promoting well-being; better choice of services and providers.

The principles will guide the development of integrated services and life-long planning, as identified in the Independence Strategy. Services will continue to protect vulnerable people, working with them to understand their needs and involving them in shaping services. At the same time service users will be encouraged and supported to take responsibility for managing their lives and gaining resilience. They will have access to high quality information and advice and early interventions to reduce crisis management and maximise independence. Services will be re-aligned to support outcomes and provide value for money as part of promoting longer, healthier lives. The principles also align to those in the Care Act 2014 and the Children and Families Act 2014.

AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS: The 0 – 65 Disability Framework will focus on understanding needs and developing clear pathways from birth to 65 for children with Special Educational Needs and Disabilities and adults with disabilities and their families. As such it is firmly embedded within the Independence strand of Ambitious for Croydon. The framework will guide the development of a Target Operating Model based on the design principles above. The Target Operating Model will drive the creation of a 0-65 Disability Service which will secure the outcomes that the council and its partners are seeking to deliver. The Framework will enable Croydon to be more inclusive of disability in all aspects of our services such as planning, transport, housing and the local environment.

FINANCIAL IMPACT

There is no financial impact from the development of the 0 – 65 Disability Framework.

FORWARD PLAN KEY DECISION REFERENCE NO.: This is not a key executive decision.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

1. RECOMMENDATIONS

The Cabinet is recommended to

- 1.1 Approve in principle the establishment of a 0 – 65 Disability Service within the People Department
- 1.2 Approve in principle the 0-65 Disability Framework for consultation.
- 1.3 Agree that the Executive Director, People, in consultation with the Cabinet Member for Children, Young People and Learning and the Cabinet Member for Families, Health and Social Care, be given delegated authority to consider the responses from the consultation, the ScrunityReview Panel and the full equality analysis and make any changes considered necessary to the Framework.

2. EXECUTIVE SUMMARY

- 2.1 In order to improve outcomes for children and adults the People department is developing a holistic service for children and adults with disabilities. In order to support this process a 0- 65 Disability Framework is being developed. The purpose of this report is to highlight the developing 0- 65 Disability Framework in order to secure agreement on the direction of travel over the next 5 years. The Framework supports the council's Independence Strategy priority 5 – to enable children and adults to maximise their independence and ensure they are safe from harm through provision of high quality specialist services. The Independence Strategy includes a commitment to integrating services for children and adults to support lifelong planning and seamless service pathways. The Framework will therefore be used to guide the development of a Target Operating Model that will inform a reshaping of services over the next 12 months to meet future service developments and improvement – including commissioning.
- 2.2 The Framework outlines the design principles and outcomes on which future service developments will be based. The principles and outcomes have been tested and developed through co-production workshops with staff and other stakeholders such as service users, carers and the voluntary sector. Previous engagement with children, young people and families for the SEND reforms has been used as a starting point. Key enablers for change have been identified. It should be noted that the Framework is still in development therefore it currently

includes emerging themes and priorities at universal, targeted and specialist levels. These may change as a result of further consultation feedback.

3. CONTEXT

3.1 The Children and Families Act 2014 introduced a range of reforms for children and young people with Special Educational Needs and Disabilities (SEND). The reforms included a single assessment process for integrated education, health and care plans that reflect aspirations as well as needs; options for personal budgets to give families choice and control over their support; joint commissioning of services to meet needs; publication of a Local Offer of services to provide information on the range of services available ; new statutory protections for young people aged 16-25 in further education and a stronger focus on preparing them for adulthood.

The Care Act 2014 impacts on how the local authority provides social care. Carers have the right to be assessed for support so that their needs and the needs of the person they care for are viewed holistically; the use of personal budgets and direct payments is encouraged so that individuals and carers have choice and control; integrated working with health, social care and the voluntary sector; an information and advice service to be available for everyone in the local population; preventative services to be provided that avoid or delay the need for emergency interventions.

Clearly there are important links between the two pieces of legislation and the local authority needs to take account of the opportunities offered for the integration of services. The process has already begun with the creation of the People department.

3.2 0 – 65 DISABILITY FRAMEWORK

The purpose of the framework is to secure agreement on the direction of travel over the next 5 years and to inform a re-shaping of services over the next 12 months that will underpin future service improvement.

Outcomes

The framework will guide services to meet the following outcomes:

- Progress at school and in learning
- Making friends, having relationships, being part of the community
- Good health
- Living an independent life
- Employment
- Being safe.

These outcomes are based on what children and young people with Special Educational Needs and Disabilities have said are important for them¹. When discussing transition to adulthood recurring themes from young people centred on independent travel, attending college, getting their own home, having a family. They knew they needed support – help with finding work experience and employment, and mentoring to plan for their independence. They wanted

¹ In workshops, focus groups and surveys for SEND reform

planning for adulthood to start as early as possible in order for them to achieve these outcomes.

The outcomes need to be tested more widely with adults with disabilities but there is broad agreement from this cohort and their carers that the outcomes are relevant.

Design principles

The principles of the 0 – 65 Disability Framework are derived from those of the Care Act and the Children and Families Act:

- Clear and fair access to services
- Promoting well-being
- Giving people control of their lives
- Providing better choice of services and providers
- Preventing, reducing, delaying the need for interventions
- Good value quality services.

The principles were tested in co-production workshops with stakeholders who were encouraged to explore how the principles might work in practice.

‘Clear and fair access to services’ was thought to include transparent eligibility criteria, policies and decision making as well as available information and advice. ***‘Promoting well-being’*** included services that offer continuity from childhood to adulthood and personalised programmes that give opportunities to live healthier, more positive lives. ***‘Giving people control of their lives’*** centred around support for independence and building resilience through involvement in planning and decision making, use of personal budgets. ***‘Providing better choice of services’*** identified the need for services across education, employment, health, housing, leisure and opportunities for participation in community life. ***‘Preventing, reducing, delaying the need for interventions’*** highlighted the need for widely available information, advice and advocacy to help people to help themselves. Seamless planning for transition points was also seen as essential so that young people could progress to adult provision without delays. Similarly for older people who may need extra support with personal care in old age and those who need help due to the onset of illness or through accidents. ***‘Good value quality services’*** linked to the fair and equitable use of resources based on identified need, and potential pooling of funds across services.

Case studies will be developed to show more explicitly how principles may be turned into successful practice. The principles will be used as the basis for a Target Operating Model for a 0 - 65 Disability Service.

Key Enablers

The Target Operating Model for a 0 – 65 Disability Service will need to take account of a number of key enablers – some of which sit outside of the services to be re-shaped but which are integral to success.

- **A commitment to continuing engagement and co-production.** Fostering clear and transparent communication between service users, providers and agencies to build mutual trust; testing and reviewing provision to keep it flexible and relevant.

Engagement to date has worked well – the challenge will be to ensure that this enabler is embedded in business as usual activity and reflected in role profiles for the new service.

- **Ways of working and developing staff roles – embedding a culture where** assessments are streamlined; support plans for clients are personalised and outcomes focused; key working is a core function within all case management roles; staff are given the tools and skills to manage difficult conversations and signpost service users appropriately.

These ways of working will be reflected in role profiles and professional development opportunities.

- **Commissioning to deliver service improvement and value for money.** Commissioning the right provision that is responsive to changing needs is vital for enabling creative packages of support to be put in place. There are gaps in local provision for clients with complex needs, particularly in relation to post-19 learning, supported employment, supported housing and lifelong learning.

The Framework highlights the commissioning requirements identified to date such as specifications based on current need and projections and commissioning across the age range to ensure continuity and smoother transitions. Plans are being developed to increase the readiness of the local market to deliver. There are also plans to publish a comprehensive statement of commissioning intentions as part of a market shaping strategy.

Croydon's Integrated Commissioning Unit is in a strong position to review the range of provision available locally. There will be a requirement to take account of the views of young people and adults with disabilities and offer them choice and control over their services through use of personal budgets and direct payments.

- **Information Management.** There are currently at least three separate ICT systems set up to meet different statutory requirements across the different domains of social care and education and also the age range.

There is a need for ICT interfaces to be developed to allow for the transfer of information to support case management, service planning and commissioning. A project is under way to find solutions.

- **Accountability Framework.** The safeguarding of children and adults is fundamental to the authority's service provision. There are particular challenges in managing this in a single service with different underpinning legislation and statutory guidance.

Appropriate accountability and supervision arrangements will need to be in place to satisfy the requirements of both children's and adults safeguarding boards.

3.3 PRIORITIES FOR CHANGE

Improving outcomes for children, young people and adults with Special Educational Needs and Disabilities is the responsibility of the whole community, reflecting the social model of disability. The 0 – 65 Disability Framework includes priorities for change linked to the design principles. The priorities were identified through the co-production workshops and have been set at universal, targeted and specialist levels. These reflect the current staged approach used by early intervention and support embedded in children’s services. The universal level ensures the inclusion of the whole community in playing its part to meet the needs of this often hidden group.

The priorities should be seen as emerging not confirmed. When the draft framework is circulated for consultation there will be key questions based on the priorities to test whether they are fit for purpose in shaping a 0 – 65 service. Particular areas to note are:

- the need to manage transitions from childhood to adulthood more effectively through earlier and lifelong planning for young people with complex needs
- streamlining the assessment process to allow services to concentrate on complex cases
- broadening the offer of services available through a personal budget
- developing a ‘whole team’ approach to working with families – with a key named person at each stage to offer advice.
- Bringing together the Local Offer and Care Place information to provide accessible information and sign posting to services so that individuals and families can help themselves.

3.4 PUBLISHING THE FRAMEWORK

The intention is to publish the final framework in October/November 2015 as a live document that will inform service provision.

4. CONSULTATION

- 4.1 In mid-June 2015 briefings were sent on behalf of Ian Lewis (Director of Children Family Intervention and Children’s Social Care) and Edwina Morris (Interim Director of Adult Care Services) to their teams and also to key stakeholders in the community. The briefings served to introduce the reasons for developing the framework and the opportunities for all stakeholders to be involved in its production. Presentations were made to the Learning Disability Partnership and the Mobility Forum. Seven co-production workshops with staff and external stakeholders were held in July. Representatives from the following services attended the workshops: 0-25 SEND , social workers across adults and children’s services, Communication Support Service, Parents in Partnership, Children’s Physiotherapy, Children with Disabilities, Independent Living, Care Planning, Croydon Mobility Forum, Croydon Adult Social Services User Panel, St Giles Special School, a family carer, Health watch Croydon, Croydon Care Solutions, Community Learning Disability team, Learning Disability Health team, Sensory Impairment team, Early Support Programme. The workshops were used to test the basic design principles, identify opportunities for re-design and to highlight changes that would have a high positive impact.

The outputs from the workshops have been used to shape the 0 – 65 Disability framework – including amending one of the design principles from stating **‘Providing wider choice of services and providers’** to **‘Providing better choice...’** as workshop delegates felt that the term ‘wider’ did not necessarily imply quality.

- 4.2 At this stage there has been a focus on the 0-25 service and further work now needs to be undertaken to explore implications for adults aged over 25 years, both those who are born with or acquire a disability and those who develop health and social care needs in adulthood due to the onset of a degenerative condition or complex long-term conditions. The outcomes of this further work will feed into the framework.
- 4.3 Once the framework has been drafted more fully it will be circulated to staff and stakeholders in the community for comment. A questionnaire (which will be provided in as many formats as needed) will also be used to seek the views of stakeholders on key aspects of the framework including any obvious gaps and further opportunities for development. The feedback will be used to finalise the framework - which will then be used to shape a Target Operating Model for the re-shaping of services.

5 FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

5.1 There is no direct financial impact from developing the 0 – 65 Disability Framework.

5.2

1 Revenue and Capital consequences of report recommendations

2 The effect of the decision

There are no direct financial implications from the development of a 0 – 65 disability framework. The framework will pull together priority areas for development which will inform commissioning opportunities and the re-shaping of services as separate activities. Improved use of resources will lead to better outcomes for service users/carers/families. This could result in financial benefits to the Council in the future.

3 Risks

- i) Raised expectations amongst individuals and families that cannot be delivered. The framework will clearly show the different levels of provision from universal through to targeted and specialist. The provision of Information Advice and Guidance (IAG) will ensure that eligibility criteria are published and will signpost to sources of support in the community
- ii) Lack of engagement and support from carers and parents of disabled children and adults. The briefings and workshops were well received and the intention is to continue to be open, transparent and work in a spirit of co-production to maintain the framework as a live document. This will

ensure that commissioning and service pathways remain relevant to the changing needs of the community.

4 Options

The option to develop a framework was agreed by People DLT as a good basis for engaging with service users and other stakeholders so as to understand current concerns and future opportunities to develop services across the age ranges. It would be possible to move directly to re-shaping services and commissioning priorities without the framework but there would be a lack of clarity and intelligence that the framework will provide for the Target Operating Model.

5 Future savings/efficiencies

Once the framework is in place it will inform a Target Operating Model that will include the identification of more efficient ways of working and commissioning services. One of the key design principles is that of good value quality services and there is a key enabler around commissioning to deliver service improvement and value for money.

6 Approved by Lisa Taylor, Head of Finance and Deputy S151 officer.

6. COMMENTS OF THE BOROUGH SOLICITOR AND MONITORING OFFICER

6.1 The Children and Families Act 2014 introduced a range of reforms for children and young people with Special Educational Needs and Disabilities. The reforms particularly emphasised the need to integrate services through the use of Education Health and Care Plans; the provision of a Local Offer of services for families to use in identifying services available to them; extending statutory protections to age 25 with a stronger focus on preparing for adulthood; the requirement to offer a Personal Budget and extend choice and control for families.

6.2 The Care Act 2014 impacts on how the local authority and care providers provide care. The Act includes a requirement to provide Information, Advice and Guidance service that is accessible to everyone in the local population; preventative services to be provided to avoid the necessity of crisis management; a duty to provide a personalised care plan and the right to receive a Personal Budget.

6.3 There are clear synergies between the 2 above Acts around the duties of the local authority. The 0 – 65 Framework brings all these requirements together to ensure that the different legislation for children and adults is adhered to. At the same time the framework will also identify opportunities for joint commissioning and services afforded by the legislation.

6.4 Approved by Jacqueline Harris-Baker, Head of Social Care and Education Law on behalf of the Borough Solicitor & Director of Legal & Democratic Services.

7. HUMAN RESOURCES IMPACT

7.1 The 0 – 65 Framework does not directly impact on staff. It serves to inform future options for the re-shaping of services through a yet to be developed Target Operating Model. As such, any HR implications will be identified during the detailed development of the proposals and will be managed in accordance to Council policy and employment legislation.

7.2 Approved by: Debbie Calliste, on behalf of the Director of Human Resources

8. EQUALITIES IMPACT

8.1 The draft 0 – 65 Disability Framework is based on fundamental principles such as clear and fair access to services and giving people control of their lives. The framework will be a driver for positive change based on the requirements of the Care Act 2014 and the Children and Families Act 2014. It will influence for the better the way in which services are commissioned and delivered to meet identified needs and outcomes. The priorities for change will be based around universal, targeted and specialist levels of provision so that people from a range of ages and needs can be signposted to appropriate services.

8.2 There are inequality issues for people with disabilities around educational attainment and employment. The framework will inform a Target Operating Model that will provide a clear direction of travel for service development and improvement for people with SEN and disabilities. The TOM will be based on social inclusion outcomes such as independent living; employment; making friends, having relationships, being part of the community. Regarding community cohesion there will also be an acknowledgement of the part that the wider community can play through access to high quality information and advice that is available to everyone. The TOM will also deliver social value through maximising the opportunities for individuals to gain paid employment and achieve independence.

8.3 The framework has been developed to drive change to advance equality of opportunity for children and young people with SEND and adults with disability. Supporting people to be self-reliant, resilient and economically active will contribute towards tackling any forms of harassment or victimisation that might still exist in the borough. Providing opportunities for improved life outcomes will bring people together and foster understanding around the capabilities that people with disabilities can bring to employers and their local community.

8.4 Although the framework will be used to develop a Target Operating Model for a service re-structure it does not directly impact on equalities issues for staff.

8.5 An initial equality analysis has been completed that indicates that the proposed change is likely to have a positive impact on service access for some groups that share a “protected characteristic” – namely age and disability. The delivery of the 0 – 65 Service frameworks is also likely to promote:

- Social inclusion – through support for outcomes for independent living; employment; and aiming to address isolation through friends, relationships, being part of the community

- Community cohesion – through developing a wider understanding of community needs through access to high quality information and advice – also early interventions to reduce crisis management and maximise independence
- Delivering social value – through maximising the opportunities for individuals to gain paid employment and achieve independence.

8.6 A full equality analysis of the 0 – 65 Service Framework will be completed before the implementation starts. This will enable us to examine any equality and social inclusion implications and take actions to address these. The full equality analysis is currently under way but will not be completed until wider engagement with stakeholders has been completed to inform the finalised 0 – 65 Disability Framework – estimated to be by November 2015. The analysis will be published on the council website.

8.7 The delivery of the 0 – 65 Service Framework will enable the Council to ensure that it delivers the following objectives that are set out in the Council's Equality and Inclusion Policy:

- Make Croydon a place of opportunity and fairness by tackling inequality , disadvantage and exclusion
- Encourage local people to be independent and resilient by providing responsive and accessible services offering excellent customer care
- Foster good community relations and cohesion by getting to know our diverse communities and understand their needs.

9. ENVIRONMENTAL IMPACT

9.1 There are no perceived environmental impacts arising directly from the development and publication of a 0 – 65 Disability Framework. Activities arising from the framework will be assessed separately as they take shape e.g. new school buildings, SEND transport. The framework will be an electronic document which will be accessed in formats suitable for people with disabilities to access. There is no intent to publish paper copies.

10. CRIME AND DISORDER REDUCTION IMPACT

10.1 The framework will inform a Target Operating Model which will need to take note of particular challenges for safeguarding in a single service with different underpinning legislation and statutory guidance. Appropriate accountability and supervision arrangements will need to be in place to satisfy the requirements of both children's and adults safeguarding boards.

11. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

11.1 The 0 – 65 Disability Framework is still being developed as there will need to be wide consultation with stakeholders to secure agreement on the direction of travel over the next five years. Cabinet members are part of the consultation and their views will be crucial in supporting future developments. It will be helpful to receive their feedback before the document is circulated more widely.

12. OPTIONS CONSIDERED AND REJECTED

- 12.1 The draft Framework has been developed in order to allow discussion for options as to how a future service might develop. Consultation with stakeholders will inform a Target Operating Model that will lead to an options paper for a 0 – 65 Disability Service.
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BACKGROUND PAPERS: Initial equality analysis

Appendix: Draft 0 - 65 Disability Framework