



Special Educational Needs and Disability: Report to Scrutiny on progress towards the ambition set out in the Integrated Children and Young People's Commissioning Strategy

Background and context

Nationally, the Special Educational Needs and Disability (SEND) integration agenda has been identified as an area of opportunity for families and services. Locally, children, young people & families affected by SEND and complex health needs, have told us that the delivery of a single system of service, where joined-up services will meet their needs is their priority. The SEND reforms introduced in September 2014 were designed to improve this situation. These reforms, linked with the Children & Families and Care Acts 2014, provide the principles for future service design.

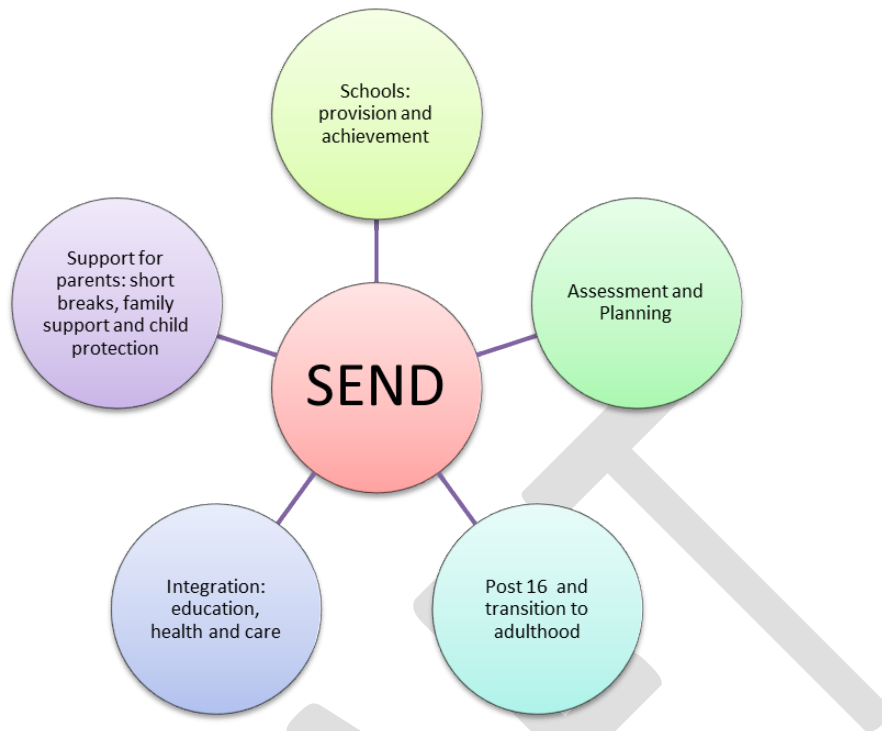
The Integrated Children and Young People's Commissioning Strategy and the SEND Review of Education Provision both highlighted growing demand and complexity of children and young people with SEND in their needs analyses.

Our analysis of demand is clear that the system of services is currently predicated on getting help through assessment and/or diagnosis, with a high rate of referrals to specialist services. Many children and young people who are referred for assessment wait for long periods of time, only to discover that the specialist threshold for assessment is not met, or indeed their need has escalated and requires a higher level of intervention whilst waiting for a service. It is also not always made clear that a 'diagnosis' does not necessarily mean an offer of intervention from specialist services is required.

There is a need to ensure greater support to families, community based services and schools to enable them to manage need through Early Help and the SEND Local Offer.

The SEND Local Offer is a statutory requirement and an essential tool in the SEND system's ability to sign post to services that offer early and alternative interventions. This advice is a core component of delivering a collaborative model of support for children, young people, families and carers affected by SEND.

In response to these drivers, the SEND Strategic Steering Group identified five core themes that set out work plans to meet both national and local requirements (see diagram on page 2)



The Integrated Children and Young People’s Commissioning Strategy set out the ambition to:

1. Ensure every contact counts to support reduction in hospital admissions and medicine optimisation
2. Develop greater join-up of the Short Break Offer
3. Develop greater choice and quality for post-16 Education Placements for Children with SEND
4. Ensure specialist education provision for education matches need
5. Fully integrate specialist education support services, health services and Social Care Service to create a core offer for children with SEND, and provide a core component of delivery for a collaborative model of support for vulnerable children

The report below sets out an update of these pieces of work.

Ambition 1: Ensure every contact counts to support reduction in hospital admissions and medicine optimisation

Progress:

Hospital admissions:

The prevention and response to crisis hospital admissions has become a focus for a new inter-agency working group.

The vulnerable children and young people’s System Optimisation Group (SOG) is undertaking this piece of work which is centred on preventing vulnerable CYP from entering hospital and to maintain their stability either at home or in care placements.

Our data tells us that a high proportion of young people in our social care system, using tier 4 mental health units and presenting at the Emergency Department have SEND and the work of the SOG aims to identify who these young people are in order for earlier help to be put in place.

A number of organisations, including PCC Children, Young People and Family Services, Plymouth Hospitals NHS Trust, CAMHS and the Police will be reviewing how we work together differently and can change our responses to help prevent crisis and to improve the support offered post-crisis.

As part of CAMHS transformation plans additional resource to work with families with children with ASC has already been identified so that support can be given earlier, when a family start to experience difficulties rather than waiting for crisis.

Medicine Optimisation:

Work with the Medicine Optimisation Team will take place as part of the re-design of specialist services - see ambition 5.

Further Information Available: Recommendations available 13 October – to be developed for implementation timescales TBC.

Ambition 2: Develop greater join-up of the Short Break Offer

Progress and next steps

In Plymouth our vision for short breaks and support services is to reinforce the family as the primary unit in delivering care and support to their children. It is vital that families have choice and control of their short break services and to achieve this we need to continue to develop the consultation and feedback systems and processes that are in place to ensure parents and children's involvement in all commissioning activities.

A full review of the Local Offer and the Short Breaks statement has been carried out with families, providers and professionals to ensure that the services that are commissioned reflect the ambitions and continue to meet the needs of disabled children and their families.

The review provided the detailed feedback and information required to develop The Short Break Commissioning Plan which was agreed in Jan 2016.

This categorised the into 4 tiers and outlined the plan as follows:

Tier 1 Universal activity that offers places for disabled children.

Under the Aiming High for Disabled Children agenda significant work was undertaken with universal providers of holiday activities for children and young people to build their capacity to improve access for and include Disabled Children and children with SEND. Universal services continue to offer support for children and young people with SEND and include them in activities wherever possible. They all have duties under the Disability Discrimination Act (DDA) and will be supported to understand and deliver their services within the legislation. Where specific training is needed to support individual young people this will be delivered within the Tier 2 services as part of an inclusion programme.

Tier 2 Enhanced support holiday and leisure activities and a training and advice offer to universal providers.

Tier 3 Targeted Short Breaks Services including some Direct Payments, and the Inclusion Support Service

This includes targeted holiday and leisure activities and targeted holiday short break provision in special schools. Tier 2 & 3 services are set for re-design as described in the commissioning plan for short breaks and this is on target and will be complete by this autumn. This includes the inclusion services which are currently delivered in-house. The learning from the transition process in place for this year's holiday activities will provide the groundwork for the final redesign.

Tier 4 Specialist Short Break Services

This includes the Specialist Holiday and Weekend Activities, Residential Short Breaks, and Family Based Foster Care, (both in house and from the independent fostering market)

The specialist holiday and weekend activity service was re-tendered and awarded last March. Services are in place for brokering this support as part of a "wrap around" package of support for families

The residential offer for children with SEND is part of the short break review. The Plymouth residential short break provision is being evaluated to better understand the level of demand currently and in the next four to 6 years. An options appraisal will be concluded for consideration by senior managers by the end of September.

Further Information Available: The Commissioning Plan for Short Breaks

Ambition 3: Develop greater choice and quality for post-16 Education Placements for Children with SEND

Progress and Next Steps:

The majority of young people with SEND move through the transition from school to further education with almost no additional support. They are able to find and access the right course which leads them on to employment in a sector that they enjoy and are well suited to. There are however, a small number of young people that require significant additional support to be able to move successfully through the transition process.

To make an informed choice most young people simply require advice from an independent expert to guide them through the wide variety of courses and career paths they can choose from. Others will find that in addition to information they require a person centred plan which will support them to make their choice at a time that is right for them. The pilot with Careers South West to ensure quality Education, Health and Care plans on transition to further education for those who need this support is now complete. It has been very successful and the learning from this will now be mainstreamed into the service offer.

In addition the local authority needs to maintain the level of choice in the market place so that all young people with SEND can receive a high quality education package whether it is in school, college or an independent provider.

Following the SEN review work has been completed this year on raising the quality of the Post 16 independent market in Plymouth through the implementation of a quality assurance framework alongside developing clearer pathways for young people with SEND into employment.

The local authority now has a greater understanding of the gaps in the market and plans are being developed to develop services locally to meet the needs of the young people with the most complex needs.

A process for Post 16 planning has been agreed and is now being implemented which includes a robust options appraisal process to ensure that all options have been considered before any out of city placement is made.

Further Information Available: Quality Assurance Framework for post 16 education places

Ambition 4: Ensure specialist education provision for education matches need

Progress: The SEND Review and Framework for education provision 2015-18 was presented for scrutiny on 6th July 2015 and approved by Cabinet on 7th July 2015 to progress the work To ensure SEND education provision is appropriate and sufficient to meet needs children and young people in Plymouth. This three year programme of work meets the following agreed outcomes:

- Commissioners will have accurate, up to date and relevant data to inform decision making regarding future demand for specialist support and provision and workforce skills development
- We will have clear policies in place to ensure children and young people can access the appropriate support and provision
- Outreach support for mainstream schools is accessed in a transparent way and is available to all schools
- Support Centres : where appropriate children are included in a mainstream school but with the additional specialist support of a support centre
- Special Schools : for some children with complex, long-term and enduring SEND, there will be special school provision in place
- 14-25 provision for young people with SEND meets their needs and supports their progress towards independence and employment
- Families and young people are confident in the education and support services for children and young people with SEND

Activity against the plan so far:

Accurate information: We have developed a more accurate data set drawing on wider sources beyond education (local, regional and national data) to inform the analysis of future demand. As this information is shared through SEND Strategy Steering Group there is increased engagement the reviewing policies to improve the stages of decision making which lead to the allocation of appropriate support and provision.

Workforce Development: There is evidence that that the status of SEND has increased

in schools and Plymouth currently have 100% achievement of SEN Coordinators having completed the national qualification within the prescribed timeframes. Plymouth SEND Officers are designated trainers for the national award and this has supported the excellent commitment across schools to achieve this outcome.

Support Centres: Working with schools, focussed work has been completed in reviewing support centres in Plymouth. As a result, contracts and service level agreements with schools have been revised and a robust quality assurance framework agreed and piloted. This is now being fully implemented across support centres and will monitor outcomes for pupils within support centres in relation to progress, inclusion and the use of resources.

14-25 provision: Please see greater choice and quality for post-16 Education Placements

Special Schools: The review of 38 and 52 week specialist residential provision is being undertaken on a Peninsula level with the Heads of SEND across the Peninsula reviewing the current and future demand data alongside existing provision to determine future delivery of services locally and commissioning of specialist placements at a Peninsula level. The review will be concluded by the end of November.

Engagement of families and young people: Parental and young people's engagement continues to be promoted throughout SEND development work. While there is still more to do, there is evidence to demonstrate improvement in successful engagement allowing us to assess family and young people's confidence in the support being provided. There has been parent participation in SENCO briefings and the national award programme. We have undertaken an evaluation with families of their experience of the education, health and care plan process which reported that parents had a positive experience of the EHC process. The report details five critical success factors which describes parents views of the process

- being listened to and parents views valued,
- provision of support for parent carers throughout the process
- an integrated approach and co-ordinated multi-agency work throughout the process
- timeliness of all meetings and issuing of the paperwork
- implementation of the support identified in the EHC

There is now representation of young people on the steering group and a young people's forum that meet regularly and are supported by the Plymouth Information and Advice for SEND service.

Further Information Available: SEND Review and Framework for Education Provision 2015-18

Ambition 5: Fully integrate specialist education support services, health services and Social Care Services to create a core offer for children with SEND, and provide a core component of delivery for a collaborative model of support for vulnerable children

Progress and Next Steps:

A draft business case is currently being developed that sets out the vision for a new model of service:

The ambition is to deliver earlier support to prevent needs escalating, with a focus beyond

diagnosis to the right interventions to achieve the following outcomes:

- Enable parents to meet the needs of their children
- Keep children living at home, where possible
- Enable children and young people to achieve their maximum learning potential
- Ensure a positive transition to adulthood that maximises the independence of children and young people

The following areas are considered 'in-scope' of integration:

- Plymouth Hospital NHS Trust (PHNT) Community Paediatrics and Children's Community Nursing (CCN)
- Livewell Southwest (LSW) Child & Adolescent Mental Health Services (CAMHS) and Speech & Language Services (SALT)
- Plymouth City Council (PCC) Special Education Needs & Disability Service (SEND)

It is proposed that there are four clear offers:

Offer 1: Providing advice & capacity building into the Community Offer – to prevent referrals

Offer 2: Assessment and short term evidence based short term intervention or support managed as part of an early help plan accessed via SPOC

Offer 3: Longer term support for those with multiple and complex need, to ensure CYP remain in the community

Offer 4: On-going care and, where possible, supporting the return or re-unification with families of CYP placed in 52 week full time residential school placements or young people with disabilities in care (In line with the NHS Transforming Care Partnership agenda).

Children and young people with SEND will have their long term needs met through an integrated pathway of support, with core elements including:

- Integrated Triage (coordinated by The Gateway)
- Integrated Assessment
- Outcome based planning (including: education, health and care planning)
- Integrated Review

CAMHS in its entirety is considered in scope for the integrated model. The rationale for this is that:

- The prevalence for a diagnosable psychiatric disorder is 36% in children and adolescents with learning disabilities, compared with 8% of those who did not have a learning disability.
- CAMHS play a crucial role in an integrated approach to diagnosis and support for children with neurological disorders, and without integration we risk on-going disruption of pathways and multiple referral processes.
- Conversely, many children and young people who have long term and enduring mental health may benefit from the integrated response across health and education support services.

It is clear, however, that there are other cohorts of children other than those in SEND pathways, such as Children in Care or in the youth justice system, who are very vulnerable to mental health problems. The needs of these young people fall into the integrated

approach being developed for Vulnerable Children and Young People and the CAMHS model with reflect these requirements.

The development of a final model of service for CAMHS, which will be a consistent offer across the whole of Devon, is still under consultation. It will reflect the current evidence base from NICE, Future in Mind and CAMHS Transformation ambitions.

Achieving the vision

Current systems design work is taking place to improve the experience of children and families, to ensure organisational boundaries do not impede on patient experience and service delivery and to review how earlier help can be given.

The focus of these technical working groups is in the critical areas of:

- Autistic Spectrum Conditions (ASC) – expected to be complete early 2017
- Communication (speech and language services) – early 2017
- Early years’ complex disability – end 2016

The learning from these groups is informing future integration design.

The ambition for future Community Health and SEND Support Services is to ensure the delivery of an integrated service under a single service specification.

No decisions about future contracting arrangements have been made. NEW Devon CCG who is currently in a pre-procurement phase in respect to all Children’s Community Health Services across the whole of Devon. In Plymouth, this will be overseen though the Integrated Commissioning Governance.

Time frame for activity

Activity	Date
Stakeholder, Public and Patient Engagement	Via SEND Steering Group and SDG technical working groups – ongoing
Open Market SDG - Service Design and Specification	SDG - 29 th Nov ‘16
Final scope and vision	ICB – 16 th Sept ‘16
Contracting and procurement option appraisal and local sign off	CIB - 7 th Dec SIG – 20 th Dec ‘16 ICB – 21 st Dec ‘16
Cabinet sign off	Jan ‘17
NEW Devon CCG Board	Jan ‘17

Further Information Available: CAMHS Transformation Plan (Published NEW Devon CCG)