

**Worcestershire County Council**

**Proposal Paper for Transformation & Restructure**

**Integrating the Young Adults Team Service into**

**New All Age Disability Service (0-25)**

**Document Control**

Project Title	All Age Disability Service 0-25 (AAD 0-25)
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Version	2
Date	20 <sup>th</sup> December 2021

**Summary of Case for Change**

This is joint venture of design and change between Worcestershire's People's Directorate and Worcestershire Children First. The programme is sponsored jointly by the Director for People and the CEO WCF/Director of Children's Services.

From Young people's, Families 'views, external inspection feedback and our own aspirations, we know the experience of children with disabilities and their families is not what we would want it to be. It is often described as disjointed, uncoordinated with multiple barriers of a repeated assessments, repeating one's story and a plethora of meetings and plans. We know this is a particular difficulty at points of transition.

Bringing the services together we can provide a single point of contact. Provide a coherent, holistic, and co-ordinated response to need. Effective earlier identification and longer-term planning being sensitive to both ongoing needs but avoiding dependency by encouragement of independence skills and ambitious aspirations, outcomes for young adults can be improved through greater inclusion and access to local universal services.

Users experience can be greatly improved by having the one point of contact, not having to constantly repeat their "story" and avoid a stop start experience of multiple assessments and intervention plan.

The aspiration is to embrace the original goal of the introduction of Education Health and care plan of a single plan working to shared outcomes.

See Business case for further details of the aspirations and benefits

**Preferred Option**

To effectively deliver this as a coherent All Age Disability service, integrating the teams is the preferred option. That is a single 0-25 service, led by a single strategic lead, with a locality footprint of combined staff of Children With Disability (CWD), Special Educational Needs or Disability (SEND) and Young Adults Team (YAT) under single management. This would provide a consistent and coherent offer with locality flexibility responding to levels of need and locality resources.

Whilst it would be possible to deliver some of the transformations and aspiration by keeping teams and services separate and within their respective directorates, it risks continuation of disruptive difficult

# All Age Disability 0-25 Service Proposal Paper

communication, team management conflict and competing demands and processes, delaying and hindering further progression and transformation in the interest of children, young people and their families and the increased effectiveness and efficiency.

- The relevant workforce from Worcestershire Children First and the People Directorate are brought together in one overall service for All Age Disability, to include the Children with Disabilities Team (CWD), SEND casework (SEND); and the Young Adults Transitions team (YAT) and include the provision of support needs of both Children and Families Act and Care Act including short breaks, respite, and personal budgets
- This service will support and enable people aged 0 to 25 with SEND.
- The alignment of the work of this service with teams working with Vulnerable Learners and Vulnerable adults in the Community teams will be considered carefully when developing process, pathways, and structure.

## 1: Structure

The locality model is seen as beneficial for developing and maintaining local network and responding to the different needs and challenges across the county, whilst maintaining the same aspirations and outcomes for all.

### Not in Scope

- Vulnerable Learners and Virtual School are to be moved under the revised Director of Education portfolio
- Young Adults Team Housing officer is to be moved to Adults Commissioning Team.

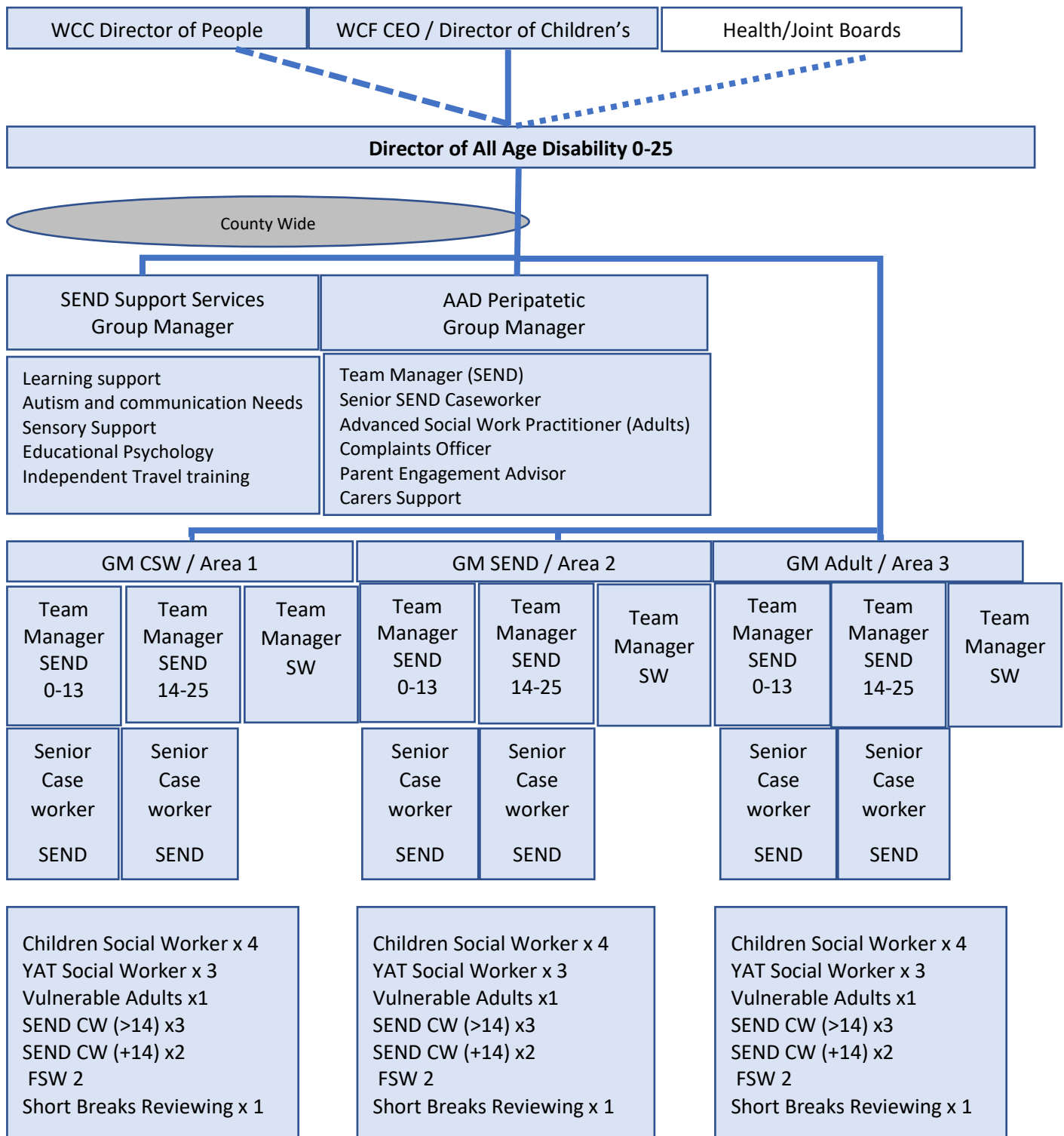
### In Scope

- Agreed SEND Support (Education Psychologists, Autism, Learning Support) and will be moved as is
- SEND Early Years to move from Early years as is and be part of a second stage AAD 0-25 review of SEND Early years
- The County wide SEND Services (Assessment, Review) will be in scope but aligned into the locality model of delivery.
- SEND Locality
- Children with Disability
- Young Adults Team - Vulnerable Adults 0-25 workers are currently in scope, but further work is being completed to confirm or change this recommendation.

At this first stage of an integrated model, for professional identity and the continued different professional disciplines development, it is too big a step to have generic management. It is proposed that Group Managers have a service area lead in conjunction with the locality area. The service will work to 3 geographic areas and have teams within by discipline of Social Work and SEND but recourse to all area Team Managers for individual case issues. An area footprint felt more viable than district teams as it acted against individual discipline isolation, and team viability if it incurred any absences but could be operating to a 'softer' patch model within each area.

# All Age Disability 0-25 Service Proposal Paper

Structure chart follows:



The structure changes should have minimum impact on staffing numbers as much is aligned as is, where there are efficiencies, they will contribute to areas of growth that better serve a locality-based, integrated model. It is anticipated deleted posts holders will be offered a comparable alternative within the new structure.

## 2: Operating Model

Is to a singular management structure and having shared responsibility for the county wide AAD 0-25 service through a leadership teams of GMs that reflect the specialist skills and knowledge of each of the service

# All Age Disability 0-25 Service Proposal Paper

areas within AAD 0-25 (SEND, Social Work and Adults) to deliver to an integrated AAD 0-25 not just their specific service area.

To have a locality footprint with County standards and outcomes and operate within a patch/pod model  
To maintain specialism of frontline staff but to integrate and co-ordinate activity. Introduction of shared tools that all contribute to as relevant. Preparation for adulthood delivery plan, Independence skills audit tool and Independent travel tool.

To support a graduated response to meeting need at the right time with the right help, as close to universal provision as possible. This requires support and guidance to schools, colleges, Special Educational Needs Co-ordinators (SENCOs), and early help. The SEND support Team being a part of the graduated response supporting others to meet need in an inclusive way.

Provide a single point of contact for parent carers and young people, schools, colleges, and other partners  
Work in a co-ordinated integrated manner in both identification and early planning and individual case resolutions.

### 3: Commissioning

This links strongly with both Governance and Budget. Commissioning will be consistent with the agreed Worcestershire Joint SEND Commissioning Strategy 2021-2025 and operate to the three levels:

- Strategic
- Operational
- Individual

It will fulfil Local Authority duties being compliant with both the letter and aspiration of the SEND Code of Practice (2015)

- Co-production and consultation with Parent carers and young people
- Development of the Local Offer to offer greater choice and promote inclusion
- Preparation for Adulthood needs and provision
- To be outcome focused and accountable to delivering them

Compliant with the requirements of The Send Code of Practice the AAD commissioning will

- securing Education Health and Care (EHC) needs assessments
- securing the education, health and care provision specified in EHC plans, and
- agreeing Personal Budgets

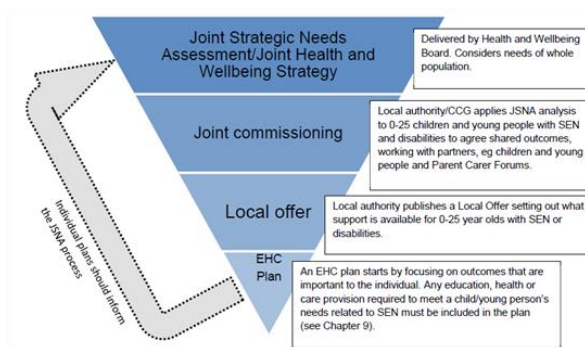
### Strategic

#### Legal framework:

- Section 25 of the Children and Families Act 2014 places a duty on local authorities that should ensure integration between educational provision and training provision, health and social care provision, where this would promote wellbeing and improve the quality of provision for disabled young people and those with SEN.
- The Care Act 2014 requires local authorities to ensure co-operation between children's and adults' services to promote the integration of care and support with health services, so that young adults are not left without care and support as they make the transition from children's to adult social care. Local authorities must ensure the availability of preventative services for adults, a diverse range of high-quality local care and support services and information and advice on how adults can access this universal support.

# All Age Disability 0-25 Service Proposal Paper

- Our Joint commissioning arrangements will enable partners to make best use of all the resources available in an area to improve outcomes for children and young people in the most efficient, effective, equitable and sustainable way.



Strategically, Adult and Children commissioners will be working together to commission services for 0-25 initially deciding if led by children or Adults, decided on by best fit according to scope of the commission but design is with both adults and children and health where possible. To continue work on aligning commissioning cycles and developing an ever-increasing joint commissioning mechanisms. The commissioning intents will be Governed by the New All Age Disability (0-25) Partnership Board making use Joint Strategic Needs Assessments data, which the AAD 0-25 will influence and shape through its link and reports to the Children & Young People Strategic Partnership Board and Health and Well Being Board.

## Operational

Utilising the aggregation of a set of similar needs will be commissioned into contracted portfolio or service areas. These will be fulfilling the aspirations and principles of the All Age Disability 0-25 and SEND Strategy an example would be the commissioning of Worcestershire short breaks for children and young people with disabilities.

These will be managed through new joint authorisation panel, with health for Short Breaks and Complex Needs (including Complex Health Care (CHC) and Child and Adolescent Mental Health Service (CAMHS)) – to be chaired by AAD 0-25 Director.

For 18-25 year olds, the delegated scheme used in Adults services will be operated within the AAD service.

## Individual

This refers to the brokerage of an individual service tailored to meet a particular need. Commissioning at this level will set in place specific arrangements for individuals or small groups of people requiring particular attention (generally beyond the arrangements of universal services). This will include individual placements for education, respite or care and the provision of direct payments and personal budgets.

Case commissioning for Individual children's will be done through the WCF commissioning Hub and for adults using the delegated scheme and current funding panel, although there would be benefit in continuing to develop work towards combining some panels or creating something complimentary for AAD.

Decision making on case for access to these sits in AAD although the budgets will be held as follows:

- 0-18 Placements – Children's Social Care looked after, or educational placements sits in Worcestershire Children's First budget
- 18-25 budget held in WCC - decision placement identification and decision-making sits in AAD bit the service is responsible and accountable for ensuring best practice and consistency of adult services.

# All Age Disability 0-25 Service Proposal Paper

The All Age Disability 0-25 service will further enhance the developments in YAT in better and earlier identification of need to inform commissioning cycle by scheduled multi-disciplinary meetings for the different cohorts and utilising identified needs and destinations from the individuals EHCP annual reviews. All commissioning at the three levels will be consistent with principles, standards, and quality assurance of the Worcestershire Joint SEND Commissioning Strategy 2021-2025

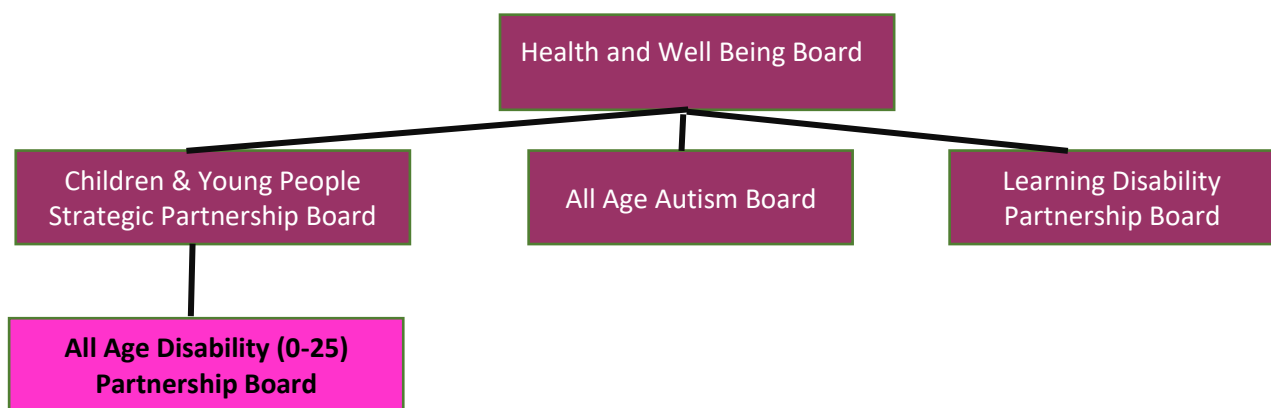
## 4: Governance

**AAD 0-25 Partnership Board** - Reports into the CYPSP and HWBB

This multi-agency board will oversee the AAD 0-25 strategy which will include the SEND strategy / AAD Service and offer/ safeguarding / Links into ICS and the relevant corporate plan priorities for this cohort of people.

AAD Reports to this single All Age Disability 0-25 Board. This will require a New constitution and rebranding of the current SEND Improvement board, and membership in consultation with the current SEND Board.

**Consideration:** The All Age disability 0-25 board relationship with Adult Services, All Age Autism Board and Learning Disability Partnership Board. Similar consideration needs to be given to Health boards especially within the development of the Integrated Care changes.



Monthly Quality Assurance(QA) will take place under WCF wide QA model & system Quality Assurance will be delivered by WCF QA lead who reports directly to CEO/Director of Children's Services. There will be an agreed set of KPI's for this services and a monthly report on those along with a finance reports that will be shared with Director of People's services and the CEO/Director of Children's Services. In additional the service will produce a quarterly report covering Key Performance Indicators (KPI)/Audit/Service User feedback / outcomes and impact, which will also be shared with the AAD 0-25 partnership board – this is in line with the rest of WCF services

## Leadership

Strategic AAD 0-25 lead at Director Level (WCF grade) reporting to Director of Children's Services  
Group Managers report to AAD 0-25 Director

Team Managers report to Group Managers Matrix management for professional standards and development as required.

Case work then subject to 'Pod' allocation

# All Age Disability 0-25 Service Proposal Paper

PODs are cross-functional and multidisciplinary teams that connects design, build, and run in order to deliver the right customer service and provision.

The AAD will be the single point of contact for the three service areas and will be allocated according to need and provision sort. A pod will either be geographic area and/or clustered round schools. Allocating to identified workers from that pod with the right specialisms but with the flexibility to allocate neighbouring 'pod' worker when capacity requires this. Essentially what will be different will be considering the holistic needs at the point of contact and co-ordinating joint work from beginning.

## 5: Budget

A cautious phased approach is to be taken to support package budgets. The budgets for adult care packages can be managed as is, via the cost codes currently used to track and hold to account the decision making and expenditure. Therefore, the budget would not need transferred and will remain in adults' services.

The staff resource will be TUPE across. There will be a calculated contribution to the service delivery management and QA overhead costs. These two cost will create an annual fee from WCC to WCF as part of the contract to deliver services for 18-25 year olds in receipt of dual support.

Commissioning budget for individuals:

- decision making on individual cases will be held in WCF under management of AAD 0-25 Director:
- Specific budgets will remain in WCF/WCC
- 0-18 Placements – CSC looked after, or educational placements sits in WCF budget
- 18-25 budget held in WCC - decision placement identification and decision-making sits in AAD.

There will be regular reporting to demonstrates efficient and cost controlled use of the funding in conjunction with KPI and other QA mechanisms to evidence high quality service that provides best value with good outcomes as outlined above.

## Benefits

Non-Financial
<ul style="list-style-type: none"><li>• Improved user experience</li><li>• Increased independence for young people with SEND</li><li>• Increased options for independent living for young people with SEND</li><li>• Increased access and support for education/training and/or employment for young people with SEND</li><li>• Seamless transition for young people with SEND into adulthood</li></ul>

In addition to the aspirations of improved user experience and outcomes there are also the following benefits:

- Single dedicated strategic leadership, supported by a transformational integrated management team
- Developing a joint independence strategy which includes the following elements: promotion of Independent travel, independent living and Community Access and Engagement. An integral part of the strategy is, within the wider context of improved customer care/here2help developments, is the creation of Independence hub(s)
- Single point of contact for Children, young people with a disability and their families for services, supported and complimented by the Independence hub developments
- By bringing the teams together and co-locating improves communication and shared problem solving and longer-term planning

# All Age Disability 0-25 Service Proposal Paper

- Resolution to challenges is within the one service – reduce blame, hand offs and family frustration of being passed between services
- Efficient use of resources to meet need rather than over processing people
- Smoother handover between professionals, better informed Care assessment and plans with the young person's information 'traveling' with them
- Developing new integrated workings that focus on delivery rather than process, by working through each other, increased co-working to a joint plan and outcomes.
- Increased drive and planning for independence and life in the local community at the earliest opportunities, improving outcomes and reducing costs.
- This will place the WCC & WCF services for disabled children and young Adults in a better position to maximise the partnership with health as it plans the implementation of Integrated Care Systems (ICS), working to place based services and optimising the health investments.

With this benefit focus of early identification, preparation for adulthood integral to all work, the placement of the new service within Worcestershire Children First is the most logical one. This will be supported and challenged by joint WCF & WCC effective accountability, performance management with cost controls.

## Strategic Alignment

**In WCC Corporate Priority:** *"It is our priority, working with partners, to ensure Worcestershire residents are healthier, live longer, have a better quality of life and **remain independent** for as long as possible."*

Under that priority the specific outcomes for people will focus on:

- 1. Good health through life**
  - a.) Increase Healthy Life Expectancy** of our residents by reducing health inequalities, so people live independent, healthy lives for as long as possible.
  - b.) Improve People's Health and Wellbeing** by maximising our local cultural, communities and heritage offer.
- 2. Education to independence through training or employment**
  - a.)** Creating an offer for all young people to fulfil their potential through being active in volunteering, training, education and work
- 3. Belonging to community: friends, healthy relationships, positive activities, being part of community**
  - a.) Empowered Communities** by ensuring the right information, advice and support are in place and easily accessible and people and communities become more resilient and self-reliant.
- 4. Skills for life and independent living**
  - a.) Person Focused Services** developed through collaboration and building on the strengths and capabilities of local communities - ensuring that we make every conversation count consistently across the County's public sector.
  - b.) Evidence Based Decision Making** to ensure that services and support is shaped to meet the needs of Worcestershire's residents, that is responsive to the needs of different communities

These changes will be coherent and contribute to the Single place strategy, 'One Worcestershire' and the 'Here2Help'/Customer care developments – 3 conversation model. Creating a service that is locality facing and by bringing the transition team into a single service it will ease access, along with the joint development of an Independence strategy and Independence hub within the Here2Help offer and embracing the reimagination of the access to services, self-service and self-help and digital strategy



## Key Issues and Risks

Deliver transformation within current structures	continuation of disruptive difficult communication, team management conflict and competing demands and processes
Deliver – with different “hosting” arrangement e.g. secondments and/or co-location	No single point of contact, dispersed strategic leads, complex management problem solving
Adult Services budget control	<p>Increased expenditure, historically children’s services support has been higher.</p> <ul style="list-style-type: none"> <li>• Mitigated by work already done on aligning direct payment rates and process.</li> <li>• Strong Governance and accountability built into the change. Which can include provision budget remaining within Adults</li> <li>• Re-enforced culture of Needs and outcomes rather than service provision and entitlement</li> </ul>
Performance Management and Accountability	This is a joint venture from conception. Robust governance, performance management and accountability are built into the changes
information sharing, single case management and transfer of information across the 3 case management systems currently used (Capita One, Liquid logic Children, Liquid Logic Adults)	<p>This exists within the current system but may become an added barrier to enabling the integrated working.</p> <p>To mitigate we will Review systems and maximise the communication, cross population and data reliability across the 3 systems, we will review the requirements to meet this need as contracts come up for review.</p>
Impact on staff as this is further change and restructure – risk of “Change Fatigue” and anxieties of detachment from Adult services for some	<ul style="list-style-type: none"> <li>- Strong staff communication and engagement – feedback <ul style="list-style-type: none"> <li>o Joint workshops</li> <li>o Regular updates &amp; Briefings</li> <li>o Dedicated Email</li> <li>o Joint senior management at Team Meetings</li> </ul> </li> <li>- so far has been very positive on the principles and objectives. Concerns expressed are on the details of how it will work and the personal impact of where and who they will be working with.</li> </ul>
Public awareness and perception about the change. Does this constitute significant change and require public consultation. Additional risk of expectation of what the new service would be able to deliver from day 1	<ul style="list-style-type: none"> <li>- We are engaging and working with Families in Partnership (FIP) &amp; Worcestershire Association of Carers (WAC)</li> <li>- Regular Updates are going on the SEND Local Offer</li> <li>- Develop some launch events -</li> <li>- We have consulted with legal services and are agreed as there is no change in service offer but only the way we arrange the services, it does not constitute a significant change and a public consultation is not required.</li> </ul>

# All Age Disability 0-25 Service Proposal Paper

## Appendix 1 - Financial Implications:

### The Budget implications:

	Current	All Age Disability 0-25	Difference
WCF (SEND & CWD)	5,795,100		
Young Adults Team	738,400		
<b>TOTAL</b>	6,346,400	6,572,600	226,200

The current draft restructure proposal requires an approximate £230k investment. This is to enable equality of provision across the three geographic areas and ensure sufficient capacity and support for the 3 professional disciplines. This in the first instance is being explored if this can be found within efficiencies in both WCF and Adult services. Overtime, reduction in the use of more expensive out of county residential colleges by an improved holistic local offer will reduce costs and longer-term liabilities of the service.

The specific budgets relating to the children and young people for provision and placements are being worked on to bring together in one place the SEND and CWD current budgets and any Section 75 Health Budget. There is not anticipated any change to these.

A similar piece of work is being completed for young adults, again no anticipation of changes.

The proposal as outlined above is budgets will remain in WCF & WCC respectively all though managed through the AAD 0-25 service.

The activity of the coordinated services, including social care disability services and educational services for SEND will have a significant impact on the High Needs budget within the DSG (Dedicated Schools Grant). The DSG budget is ring-fenced and therefore does not form part of the Local Authority's overall revenue position, however it is Local Authority spend.

The Local Authority High Needs DSG budget provides additional funding for children and young people with SEND has been overspending for the last few years resulting in a deficit of around £16m at the end of 2021/22 which will need to be carried forward into 2022/23 which doesn't impact on the council's financial position at the moment. High Needs deficits are a significant national issue, and the council continues to work with the Local Government Association and other local authorities to seek clarification on both the position once the statutory instrument expires and a sustainable funding strategy for the High Needs budget. However, we must not wait for a national solution and the service will need to formulate a robust High Needs recovery plan to reduce the deficit which is embedded into day to day working of the service which will be aligned to the accelerated action plan resulting from the joint area SEND revisit in November 2021.

The joining up of functions and services will serve to impact positively on effective and efficient spend of this Grant. Several placements for Children and Young People will mature into placements in Adult Services once the children reach Adulthood. Therefore, this programme will consider the potential impact of transitions into Adult Services budgets.