

CREATING OPPORTUNITIES AND TACKLING INEQUALITIES COMMITTEE	Agenda Item No. 7
16 MARCH 2010	Public Report

REPORT OF THE DIRECTOR OF CHILDREN'S SERVICES

Report Author: Jansy Kelly, Interim Service Manager – Integrated Children with Disabilities
Contact Details: Telephone 01733 863853

DEVELOPMENT OF INTEGRATED SERVICES, INCLUDING TRANSITIONS, FOR CHILDREN WITH DISABILITIES

1. PURPOSE

- 1.1 This paper provides an update on integration from a previous report to this committee: *Integrated Children with Disabilities Service and Aiming High for Disabled Children, March 2009*. It also reports on developments regarding integration of transition arrangements, services to disabled children whose first language is not English and gives an overview of services and activities available to children, young people and young adults during holiday periods.

2 RECOMMENDATIONS

- 2.1 To consider and comment on the development of Integrated Services, Including Transitions, for Children with Disabilities.

3 LINKS TO CORPORATE PLAN, SUSTAINABLE COMMUNITY STRATEGY AND LOCAL AREA AGREEMENT

- 3.1 The development of the integrated service for children with disabilities links directly with the national indicator NI 54 within the local area agreement: services for disabled children, measured by an annual survey as an assessment of parents of disabled children's general experience of services.
- 3.2 The provision of an integrated children with disabilities service, the improvement of services and the improvement of health of children with disabilities is central to a number of strategic priorities including Public Service Agreement 12 (Health and Wellbeing), NI 54 (Services for Disabled Children), NHS England: Operating Framework 2008/09, Aiming High for Disabled Children: Better Support for Families (2007), Children's Plan: Building Brighter Futures 2007, National Service Framework for Children and Maternity Services: Disabled Children and Young People and those with complex health needs (Standard 8) 2004, Our Health, Our Care, Our Say 2006 and Healthy Lives, Brighter Futures, the strategy for Children and Young People's Health 2009.

4. BACKGROUND

- 4.1 The Disability Discrimination Act defines disability as "a physical or mental impairment which has a substantial long-term adverse effect on his or her ability to carry out normal day to day activities". This definition is generally recognised as the most appropriate for services to adopt. However, it is necessary nevertheless for services to define eligibility criteria and pathways to access services, so that disabled children and young people, parents and carers have a clear understanding of what services are available and how to access readily those services which meet their assessed need.

- 4.2 Integrating services for disabled children provided by health, and the different divisions within Children's Services (Learning and Skills, Social Care, Family and Communities) is part of the 'Every Child Matters' agenda to ensure that children and families receive a co-ordinated assessment of need and appropriate services to meet those needs. Avoiding duplication of assessment and providing clear pathways for children and families to access universal, targeted and specialist services are key elements of integrated service delivery. For disabled children, this means ensuring that they and their carers are provided with support to remain at home; to be able to access universal services such as community leisure facilities and extended schools; that there are targeted services specifically designed to meet moderate levels of need and that there are highly specialist and well coordinated services to meet complex needs of children with profound disabilities.
- 4.3 On 17th September 2008, the Children's Trust Partnership Board mandated the development of the children with disabilities integration project in its current form. It was agreed that the project would be delivered through a shadow management board which was initially jointly chaired by Brenda Town, Assistant Director Community Health Services and Maureen Phillips, Assistant Director Family and Communities, supported by a dedicated project manager.

5. KEY ISSUES

- 5.1 There have been a number of significant developments in relation to the integration of the disabled children's service since the report to this committee in March 2009. For example:
- A service directory of provision to disabled children, young people and their families has been developed and links are being established between this directory and the Family Information Service;
 - A variety of care and service pathways have been established for disabled children and young people.
 - A pathway model has been developed to identify the various services available to children and young people with disabilities and their families. This links with the Vulnerability Matrix.
 - Work is underway to link the work of the Child Development Clinic to integrated processes and common assessment

The shadow management board has continued to meet on a monthly basis, now under the chair of the Interim Service Manager for Disabled Children.

- 5.2 The most significant development is that, following a number of pre-consultation sessions and two service design workshops with staff from across the City Council and Health services, an agreement was made to formerly consult staff and partners upon a model that integrated Peterborough Children's Services for disabled children with Peterborough Community Services to children with complex health needs. This formal consultation was an element within the *Transforming Children's Services* Consultation Document in December 2009.
- 5.3 The proposal is to enhance provision of services to this complex group of children and young people. Historically, children's services had serviced those children with the most complex and profound needs very effectively with high performance and excellent joint working in evidence. The outcomes for the group of children and young people with moderate to complex needs have not been as successful, and by building on excellent joint working practice and extending the membership and remit if this planned service, it is intended that outcomes for this wider group of children will be improved. The plan is to combine the management and budget accountability of the complex health needs service (in PCS) with the line management of the disabled children's service (PCC).
- 5.4 Joining the budgets for disabled children and young people has been shown to be a complex and time consuming process: the complexity of budgets for disabled children within health has resulted in a delay in moving forward with pooled budgets and developing further integration

plans. However, specific project time has been allocated to this issue since December 2009 and clear progress is now being evidenced.

- 5.5 There remains much work to undertake prior to realising this new integrated service, particularly in light of the new challenges presented to PCS staff regarding their financial and employment positions. However, it is noteworthy that both PCS/NHSP and the PCC remain fully committed to the development of the integrated service.
- 5.6 The development of transition support services has also received substantial attention over the past year. As evidenced in our second self assessment questionnaire (SAQ2), completed in December 2009, we have received formal feedback that we are achieving greater statutory compliance in our transition work as an authority and that we have improved our inter-agency and collaborative working practices. As an authority we have been upgraded in relation to our national status and now sit at Development stage 2 – this brings with it 10 days of support, a budget of £25k and the opportunity to bid for projects up to another 20K
- 5.7 Both Children's and Adults' services have been debating the necessity to integrate their relative transitions services and a formal planning meeting has been established. The plan to integrate transitions services will enhance and support the multi-agency work already underway.
- The multi-agency Transition Review Group (TRG) meets on a quarterly basis. The group is made up of professionals from Adult Social Care, Children's Social Care, Health, Education, Children and Young Peoples Service (Connexions). This group focuses on identifying individual young people post 14 years of age (Year 9), who have social care needs and are identified as being children with a disability/statement of educational need (SEN).
 - A 'Children's to Adult' services 'Referral' form has been devised enabling any worker in Children's Services to refer a young person to the responsible team manager in adult services. This referral is made at age 17 years and can be made by any professional including the Looked after Children's and Leaving Care Teams.
 - A Toolkit providing guidance to professionals involved in transition is in the process of being updated. This is being contributed to by a range of professionals from Children's Services, Adult Services, the voluntary sector and parents/carers.
 - The Transition Strategy Group which includes primarily managers of services (Children's, Adult's, Health, Education, Voluntary sector) and parents/carers meets quarterly to develop and update appropriately the Transition Strategy for Peterborough, the Transition Protocol and the 'Cross Boundary' Protocol.
 - Adult Social Care have committed an individual social care practitioner within the Adult Community Learning Disability Team who works primarily on transition cases and liaises with professionals in Children's services; in Children's Services a social worker has a key responsibility in relation to transitions.
 - Team Managers within both Adults' and Children's Services have responsibility for transition planning and coordination.
- 5.8 The previous report on the integration of disabled children's services alerted this committee to a number of staffing issues which had lead to considerable delay in progressing the integration project plan. However, the momentum gained through the development of natural alliances within the Transforming Children's Services agenda, coupled with a consistent project manager (who has a dual role as Interim Service Manager for the disabled children's service in the City Council) since May 2009 has significantly improved the pace of delivery on this project. More recently the appointment to the Assistant Director – Community Health role within Children's Services has further strengthened the personnel required to deliver the integration agenda.

6. IMPLICATIONS

- 6.1 The implications for integrating the services for children with complex health needs and disabilities will likely include financial, ICT and human resource issues. The joining of budgets

and commissioning arrangements are significant pieces of work. Considerations around the potential for co-location will have ICT implications and whilst PCS negotiate their longer-term employment issues, there remains the potential for human resource issues to be resolved.

- 6.2 Services to disabled children and those with complex health needs are all city-wide services, some of which are delivered within individual wards.

7. CONSULTATION

- 7.1 There has been considerable engagement and consultation undertaken with families during 2009/10. Consultation with parents and carers took place in January 2009 with regard to transition and the residential respite review (drawing upon proposals from an earlier consultation in 2008). Further consultation with parents took place in March 2009 in parents' forum meetings organised by the Peterborough Voluntary Sector Forum. A stakeholder event of service providers was held March 2009 to confirm the commissioning strategy and arrangements for further engagement of service providers in developing services to add capacity to those already provided.
- 7.2 Family Voice established itself as Peterborough's parents' forum during the summer months of 2009 and is fast becoming an effective partner to Children's Services in order to contribute to developments and to identify representatives to become members of several groups. For example parent representatives are integral members of the following groups and meetings: the shadow management board for disabled children; the aiming high short breaks partnership; the transition strategy group and several short life working groups.

8. SERVICES FOR YOUNG PEOPLE WITH DISABILITIES AND ENGLISH NOT AS THEIR FIRST LANGUAGE

- 8.1 Delivery of services to children, young people and adults who's first language is not English is a requirement, with the legislative and statutory guidance framework being provided through Valuing People (Disability White Paper 2001), Every Child Matters (2003), The Children act 2004 and Aiming High for Disabled Children.
- 8.2 Within adult services consideration is given to appropriate provision to meet these needs via interpreters, culturally appropriate domiciliary care provision and Individual Budgets/ Direct Payments to enable young people and their families to have control over who provides the care required and how. Adult Learning disability services in Peterborough also offer a specific service 'Awaz' to service users of identified ethnic origin to meet cultural need.
- 8.3 In Children's Services, appropriate language support to children and young people where English is not their first language is secured through commissioned interpreting services. There are also professionals such as Teaching Assistants in the special and enhanced resource schools who have a high level of expertise that is often sought to support services to children and young people where English is not their first language.
- 8.4 In addition to the use of interpreters, families of children whose first language is not English have access to a number of specific services to provide support. For example, there is a group of parents who first came together when meeting the readiness criteria for Aiming High for Disabled Children in 2009 – they continue to meet as a group and call themselves 'The Aiming High Group'; there is a polish group at the Orton children's centre (Jigsaw) which is not specifically for disabled children but includes everyone; there is a drop in at the Jigsaw for those who are newly arrived in Peterborough and New Link also offer support for new arrival's (again this is not exclusively for disabled children, but is an inclusive service).
- 8.5 Within individual services, it can be a challenge to provide staffing to meet the diverse range of linguistic needs of those using the service. For example, within our residential provision to disabled children and young people there are young people using the service where the language spoken at home is either not English or both English and another language; these young people do not themselves have any verbal communication; currently there are no workers

amongst the residential team who can speak the families' chosen language. The residential team address this issue through regular use of interpreters for communication with the families and also ensuring there is regular access to the Teaching Assistants at the Phoenix School who are able to speak the chosen language.

- 8.6 Language and culture specific services have an important role to play in ensuring services are made available to all those in need living within Peterborough. They can achieve this through the delivery of appropriate advice and information; building confidence and communication between minority ethnic groups and service providers and consulting upon and contributing to the development of services.

9 SUPPORT AND ACTIVITIES FOR CHILDREN AND YOUNG ADULTS WITH DISABILITIES DURING HOLIDAY PERIODS

- 9.1 A range of activities are provided to children and young people during holiday periods, some of which will be activities specifically targeted at children and young people with disabilities and others will be more general access activities. Information sharing about future activities is becoming increasingly reliable with the Family Information Service and recently printed service directory for services specifically aimed at disabled children young people and their families.
- 9.2 Examples of holiday activities for children and young people with disabilities are the play schemes delivered through the special schools; extended day care and activities delivered through the short break and residential units and Link scheme - these specialist settings are able to provide both specific activities for disabled children and young people within their specialist settings, but also to support disabled children and young people to access their communities and undertake activities available to all:
- Swimming
 - Theatre
 - Cinema
 - Aromatherapy
 - Firework Fiesta
 - Parks/woodland walks/country parks/theme parks etc
 - Weekend breaks such as Centre Parcs, Thomas Centre and Butlins
 - Bowling
 - Restaurants/cafes/family pubs
 - Seaside
 - Steam railway
- 9.3 The disability sports programme is now delivering a full range of sporting opportunities for children and young people with disabilities and their families. The use of Aiming High for Disabled Children – Short Breaks has also brought an increase in holiday activities and groups.
- 9.4 All Children's Centres have a responsibility of ensuring that parents with children (under 5) with a disability and their children have the opportunity to access services. For example, Orton's Children Centres working closely with the Health Visitors identified 26 children with a disability living in the catchment area. 89% of these families accessed children's centre services including the "extraordinaries" group. All parents with children with a disability are being targeted across the south locality in order for them to access services.
- 9.5 A project worthy a specific mention is the creative 'Forever Summer' project: this has run for the past two years and has provided a week's activities during the summer holidays, aimed at young people with special needs who are leaving school and moving to another school/college. The project is called 'Forever Summer' and has been delivered through a partnership between the Young People's Service (Youth Workers and Additional Needs Personal Advisors - ANPAs), Marshfields School and Inspire (an organisation who run arts/creative courses with accreditations).

The background to Forever Summer is that ANPAs recruited older young people as peer leaders and worked with them to devise a programme of activities, which was submitted as an application to Youth Bank for funding. Young people with additional needs were then recruited via referrals

from schools (last year some came from Marshfields and Heltwate, others from mainstream schools who were going to Marshfields for post 16).

The two years have been great success - much enjoyed by all the young people. Both years they have produced a DVD and gained informal accreditations for taking part. It has helped peer leaders gain skills and confidence for finding work training and overall the young people have gained in confidence and in meeting new people which has helped them make a more successful transition into post 16. Other real benefit has been youth workers gaining experience and confidence in working with young people with disabilities - 2 of these youth workers now regularly work in Nenegate School on a media programme with Year 10/11 students, and we are working with Marshfields for youth workers to deliver projects there from Easter onwards. ANPAs are now starting to plan for this summer.

- 9.6 Young adults with disabilities have access to a range of services within the adult social care arena which includes; access to day opportunities from a 'day centre' base during holiday periods, community support provided via either a commissioned service or a Direct Payment as part of their individual Budget to be supported access to activities either in the community or to develop daily living skills from the family home.
- 9.7 Activities are offered via both the Peterborough Regional College and Brook St College of Adult Education during longer holiday periods which can be accessed by young adults with support as required.
- 9.8 A number of activities are provided for young people and young adults with sensory impairments via Sense, RNIB and the local branch of National Deaf Children's Society. These range from specific holidays for congenital deaf blind people through to vacation holiday schemes and activities.
- 9.9 There is also a range of provision for young people and young adults with disabilities during holiday periods that is organised by specific charities related to conditions / diagnosis. Children, young people and their parents/carers are often sign-posted to these opportunities, although many are aware of them through earlier contact and utilisation of their services.

10 EXPECTED OUTCOMES

- 10.1 That the committee will review and comment on the proposals and current service delivery set out within this paper in order to inform the ongoing development of an integrated service for children and young people with disabilities.

11 NEXT STEPS

- 11.1 Plans for the development of an integrated service for children and young people with complex health needs and disabilities will continue to be developed as part of the 'Transforming Children's Services' agenda. These plans will be cognisant of the discussion held by this committee.

BACKGROUND DOCUMENTS

Healthy Lives, Brighter Futures. The strategy for children and young people's health. A commitment from The Children's Plan. DCSF and DH February 2009 (Chapter 6 Services for children with acute or additional health needs)

Transforming Children's Services Consultation: How we will deliver integrated services to children, young people and families in Peterborough. December 2009.

Transforming Children's Services: Interim Response to Consultation. January 2010.