

Decision Maker: CHILDREN, EDUCATION AND FAMILIES PDS COMMITTEE
AND ADULT CARE AND HEALTH PDS COMMITTEE

Date: 13 September 2023

Decision Type: Non-Urgent Non-Executive Non-Key

Title: 0-25 PROGRESS REPORT

Contact Officer: Mark Smith, Head of Service, 0-25 Service
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**Chief Officer/
Sponsor Lead:** Director of Children's Children Education and Families

Ward: All Wards;

1. REASON FOR REPORT

- 1.1 To update the CEF PDS and ACH PDS Committees of the progress of a 0-25 service launched on 1st September 2022
- 1.2 The Council's [Transforming Bromley roadmap for 2019 to 2023](#) sets out the Children's Services and Education workstream but is cross cutting with Adults, Housing and Health and Commissioning.

This includes the following statements:

- *Statement 5* - Review transition plans and service pathways *and Statement 6* - Explore opportunities for developing an integrated 0 – 25 service offer for children and young people with SEND (Special Educational Needs and Disability).
- 1.3 Mark Smith has been appointed as the Head of Service, of the new 0-25 Service. On the 1st September 2022, the initiation of a 0-25 Service became a reality.
 - 1.4 This report provides a summary of key developments since the meeting of Children, Education and Families PDS Committee on 14 March 2023 and highlights areas for development over the next 6 months.
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2 RECOMMENDATION(S)

- 2.1 That the update on the new 0-25 Service be noted.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The 0-25 Service has a significant impact on the support provided for children and young people with SEND and their successful transition into adulthood.
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Transformation Policy

1. Policy Status: N/A
 2. Making Bromley Even Better Priority
 - (1) For children and young People to grow up, thrive and have the best life chances in families who flourish and are happy to call Bromley home.
 - (2) For adults and older people to enjoy fulfilled and successful lives in Bromley, ageing well, retaining independence and making choices.
 - (5) To manage our resources well, providing value for money, and efficient and effective services for Bromley's residents.
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Financial

1. Cost of proposal: Not Applicable
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: N/A
 4. Total current budget for this head: £N/A
 5. Source of funding: N/A
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Personnel

1. Number of staff (current and additional):
 2. If from existing staff resources, number of staff hours:
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Legal

1. Legal Requirement: Statutory Requirement Non-Statutory - Government Guidance None: Further Details
 2. Call-in: Not Applicable: No Executive decision.
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Procurement

1. Summary of Procurement Implications: Not Applicable
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Property

1. Summary of Property Implications: Not Applicable
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Carbon Reduction and Social Value

1. Summary of Carbon Reduction/Sustainability Implications: Not Applicable
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Customer Impact

1. Estimated number of users or customers (current and projected):
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

- 3.1 The 0-25 Service is only approaching its first year of development and is a shared service across children and adult services. The Service incorporates Social Work, Short breaks, Occupational Therapy and Preparing for Adulthood Social Care support. This report provides an update on all areas of work, although provides a more detailed focus on Preparing for Adulthood work.
- 3.2 It is widely acknowledged both nationally and locally, that the transition from children to adult services can be a 'cliff edge'¹. In Bromley, through collaborative working, we have always endeavoured to ensure that pathways are understood, and families and young people's anxieties are minimised. However, we also recognise that we can do more to improve this. We wish to improve transition with a 'smooth pathway', which resulted in the development of the 0-25 service, whilst being more pro-active in our approach to support better individual planning and strategic commissioning.
- 3.3 The changes in the Children and Social Work Act 2017, where the Local Authority is responsible for young people up to the age of 25 and the Children and Families Act 2014 establishing the responsibility to support young people with SEND up to 25, highlights the benefits of a 0-25 Service.
- 3.4 Within children services, there is a collaborative approach with parent/carers and the child. However, when a young person reaches the age of 18 and accessing adult services, the focus rightly moves to the young adult. The service has started this journey of cultural change, discussing how the preparing for adulthood can be owned by all departments and agencies as the children of today become tomorrow's adults. The service has now been initiated, however, at the early stages of cultural change and adult commissioned services gradually changing to have a greater focus on young people from 18-25. It is paramount that we ensure parent/carers and most importantly young people, are part of this process and work together to support this change, prior to the young person acquiring adulthood status.

Vision:

- 3.5 Our vision was set out in our [SEND Strategic Vision and Priorities for 2019 to 2022](#):
- 'That our children and young people have their needs met locally, as far as possible, growing up alongside their peers and able to live, learn and work in their local community'*.
- 3.6 The collective vision for this project (now the service) was agreed at the 0-25 Governance Board:
- To recognise the vulnerabilities of our children and young people who have SEND and consider the safeguarding issues when reviewing all aspects of this project.
 - To develop meaningful relationships with our children and young people, their parents and carers, our colleagues, and the wider community.
 - To have a strength-based approach, identifying the positive contribution our children and young people who have SEND offer to society.
 - To be aspirational and to support our children and young people to take appropriate risks to reach their full potential.
 - To achieve excellence.

¹ <https://cerebra.org.uk/wp-content/uploads/2020/11/transition-in-england.pdf>

- To embrace the 'Preparing for Adulthood Pathways (PfA)² which are Employment, Independent Living, Community Inclusion and Health.
- To address all forms of discrimination and disproportionality, recognising that children and young people with a SEND are likely to need support and empowerment to achieve, without having to deal further with prejudice and discrimination. The project will need to embrace the nine protected characteristics of the [Equality Act 2010](#).

3.7 The voice of children, young people and their parents are at the centre of [Children and Families Act 2014](#), clearly set out in the principles in [Section 19](#). This dictates that children, young people and their families should be involved in decision making at every level of the system. These values and requirements are key to the service.

Present Structure and Progress:

- 3.8 Following recommendations made to the Transformation Board, an agreement was reached on the development of a new 0-25 Service. The new 0-25 service was initiated on the 1st September 2022.
- 3.9 The plan remains that the service will include 4 teams within a 0-25 Service: Social Work team for Children with Disabilities, Short Breaks team, a Preparing for Adulthood Team and the Occupational Therapy (social care) team.

Children's Disability Team:

- 3.10 The Social Work team for Children with Disabilities continues to focus on supporting children and families requiring the most support. This includes Children with Disabilities with a severe/profound disability who need to be safeguarded, Children who are Looked After and Children in Need (where a high level of support is required to prevent a child needing to be looked after, emerging issues of harm and/or complex issues which require a higher level of multi-agency support). The team is also responsible for the completion of children and family assessments.
- 3.11 Since the last progress report, completed at the end of January 2023, a large focus of the work has been on the development of managerial oversight within the service. At an operational level the Group Manager and two Team Managers have changed since the beginning of February 2023. For the Group Manager position, we recruited an experienced manager with disability and preparing for adulthood experience and who was also a previous employee of the Bromley Disability Service. One team manager has been an internal promotion and we have recruited an experienced agency team manager.
- 3.12 There has been a recent review of cases held within the Children's Disability Team, leading to a new categorisation of short breaks. This aids in understanding the level of input required for each child, therefore providing a performance framework to review against. This now includes 'CIN' status which is equivalent to other CIN cases held within social care where the highest level of monitoring is required. 'CIN Support' (level below CIN) identifying children and families where there is complexity, requiring regular visiting and meetings. The remainder are 'CIN Short Breaks' where there is a lower level of monitoring with a minimum of a yearly review.

Short Breaks:

- 3.13 This team continues to develop and still has some work to complete until we are satisfied that it is affective as we aim to be, with the role of reviewing and short breaks being managed within

² <https://www.preparingforadulthood.org.uk/SiteAssets/Downloads/y1fzx4tn636398691202503873.jpg>

the Children's Disability Team. There are two Social Work Assistants and Specialist Information Officer who have focus on lower level short breaks. However, a significant portion of assessing and reviewing of short breaks (which includes the on-line assessments) still remains with Social Workers. As and when specific issues arise regarding safeguarding or complexity with a family receiving low level short breaks, they are transferred to qualified Social Workers.

- 3.14 The aim for short breaks is to develop the short break offer for all children and young people, including improvements for young people 14-25. This year it has been possible, in addition to the [Holiday and Activities Programme Fund \(HAF\)](#), to offer more Short Breaks for children with SEND. This summer there will be 1295 places available over a total of 54 days of provision with four different providers: [Riverside School](#), [Sport Works](#), [Bromley Children and Families Forum](#) and [Family Link](#). This represents an 8% increase in places offered, achieved via an increase in total spend of 12% on the figures for summer 2022 when only 1201 places were offered. We are to work with some of these providers to consider offering support for young people post 18, accessed via direct payments.
- 3.15 These providers now have long-term contracts to provide Short Breaks in Bromley following the Short Breaks Framework tender completed in July 2023 and the re-tendering of the Holiday and Saturday Short Breaks service completed in December 2022.
- 3.16 In order to further decide whether the short breaks team is viable, a review of Local Authority statistical neighbours and Local Authorities where it is possible to compare caseloads of workers within Children's Disability Teams, will be completed. There continues to be difference of opinions by Local Authorities on the level of monitoring required for children and young people receiving short breaks. A number of Local Authorities have decided that due to a status of being classified as Children in Need under [Section 17 of the Children Act 1989](#), they will complete at least 6 monthly review assessments and visits `at least 4 visits per year for all children receiving short breaks. At present, Bromley are of the view that more proportionate reviews of children with disabilities is appropriate. The work Bromley completed in 2015 with the Department for Education and the [Council for Disabled Children](#), recommended proportionate assessments for children with disabilities, recognising the [European Convention of Human Rights - Article 8](#) the right to respect family and private life, without interference from public authority. Bromley interprets that having a child with disabilities and benefiting from short breaks, requires a proportional intervention.
- 3.17 The Bromley recommendation is that a low level short break case, which totals 243 cases warrants, at a minimum, a yearly review. Many children receive short breaks via an on-line assessment which has not warranted visits to the child, but the completion of self-assessments, reference to the child's EHC plan and a conversation with family and verifier. This is viewed as sufficient for the provision of low level short breaks.

Occupational Therapy:

- 3.18 The Occupational Therapy (OT) Social Care team will remain within the present structure in children's social care but are part of the 0-25 service. The primary focus of the service is to assess and review a child's home environment and to consider interventions, aids and adaptations to improve the child/young person's outcomes. The team continue to provide a quality service for the children and young people requiring their support. This requires close working with housing and grants colleagues to support the most cost effective adaptations, whilst ensuring positive outcomes can be achieved for the child and their family. With the OT team being part of the 0-25 service, this supports joint working with families, which is regularly needed as there is a significant overlap of the teams working with the same children and young people.

- 3.19 There is ongoing work between the Integrated Care Board (ICB), the Local Authority and commissioners to ensure the holistic offer of OT support is as seamless as possible for our children and families. The present OT health support is via Bromley Healthcare, whom we are working with to ensure some areas of present overlap are developed and clarified through joint working and reviewing current contracts.
- 3.20 The transition to adult OT is managed well at 18 years of age, with an appropriate transition protocol in place. There is flexibility between teams that if the consistency of support needs to continue for a period within the Children's OT team, this can be managed internally.

Preparing for Adulthood:

- 3.21 The Preparing for Adulthood (PfA) team are working with young people from 14-25. From 14-18 this is alongside the childcare Social Workers, thereafter, taking full case responsibility from 18 years of age. The PfA workers are holding case responsibility whilst an Education Health and Care Plan (EHC) plan is in place and until there is transition into adult care services. Once a care package in the home has been implemented or alternative accommodation in place, (such as supported living), a 6 weekly review will be held to ensure the support is meeting stated outcomes and thereafter adult services will take on responsibility. Due to EHC plans potentially going up to 25 years of age, the transfer could occur from 18 years of age up to 25. The PfA Pathways are a key focus of their work, which are Employment, Independent Living, Community Inclusion and Health.

Impact of PfA team:

- 3.22 There has been the recent agreement and recruitment of a third Social Worker joining the PfA team from the end of May 2023. Within the past 2 months we have been able to address cases waiting for transitional planning. Moving forward this will support more pro-active planning for young people, including those approaching 18, as well as those leaving school or college placement and needing support with their adult life. Until the recent recruitment this has remained a challenge to complete this pro-active planning.
- 3.23 There are approximately 130 young people aged from 17 to 25 that require active work to support them on their journey into adulthood. Recent performance management in the last 2 months has identified cases being presented and agreed at Practice Review Group (PRG) from 17.5 years of age. Prior to the implementation of the 0-25 service and performance prior to May 2023 highlighted this was not achievable.
- 3.24 Since the last PDS committee, the 0-25 service are now in a position to support the PfA work whose primary need is a physical disability. Although in relatively small numbers, for example a young person with muscular dystrophy or acquired brain injury, would now be supported into adulthood via the 0-25 service. This is a positive development, making pathways clearer and seamless for the majority of young people with a severe/profound disability.
- 3.25 The vision remains to support earlier planning, at least from 14 years of age. This will need all members of the 0-25 service to embrace the PfA pathways and will therefore include all Social Care Workers working with young people and families to make them aware of options and processes for young people from 14 years of age. However, more detailed input will be provided through the PfA workers as young people approach 18. As part of this work, a service day was held on the 24th March 2023, which has encouraged improved joint working and sharing of information between teams within the 0-25 service. A key focus of the day was ensuring there is a shared vision for the service, with a key focus being preparing young people for their journey into adulthood. Practitioners within the service have shared that sharing the same office space supports improved communication and shared vision. An example is workers working across

their previous age barriers. PfA workers have supported with work prior to 18, with issues of deprivation of liberty and Social Workers in the Children's Disability Team are working post 18 to support placement options for children looked after.

- 3.26 The work with adult commissioners is ongoing, with a key area being the development of targeted support for young people transitioning. A key focus has been ensuring the overnight short break provision in adults can offer a similar level of short breaks offered to young people/families as provided prior to 18 years of age. Coffee mornings have been arranged for the parents of 17 year olds currently using Hollybank to visit Widmore Road. It is recognised that there are issues being raised by families and young people regarding the need for adult services, including respite, to be more focused on young people; being able to support young people who might present with behaviours which challenge; having relevant equipment, including sensory stimulation for those young people transitioning, whilst achieving the correct balance to support them as young adults.
- 3.27 Day opportunity providers offer more targeted offers that are attractive to young people, whilst also offering more day opportunities both at weekends and holidays. There needs to be more information and correctly targeted at young people who will have 'care and support' needs as an adult to ensure they are aware of the local opportunities available, instead of opting for more expensive out of borough provision. To date there has been two transition events since the launch of the project. These will continue as this has been an important forum for sharing information and local opportunities available within Bromley and the surrounding area. The inaugural Transition Working Group will lead on organising a future transition event.
- 3.28 At the time of writing, a comprehensive data exercise is being completed to support future commissioning. This is identifying all young people from 14 years of age who are likely to have care and support needs. This will include further information on likelihood of children needing to access a form of residential support, supported living or residential college. This includes young people known to other social care teams, as well as reviewing all those with EHC plans from 14 years of age. The longer term plan is to implement the Transition Plan document for completion at 14 years of age, which will support individual planning and strategic commissioning.

Development areas of the 0-25 Service (next 6 months):

- 3.29 The commissioning service have identified numbers of young people 18 to 25 that are accessing these services and although numbers are relatively low, there is marked increase in young people accessing local day opportunities. For example, of the 60 attendees to Astley Day Centre, 7 are aged 18-25. This will be an ongoing piece of work to attract young people to the positive day opportunities and provisions that are available post school/college. It is recognised that some out of borough providers have been a preferred option rather than localised provision, which needs further work to consider how this can be replicated locally.
- 3.30 A new Transitional Working Group has been set up with the inaugural meeting held on the 17th July 2023. This was attended by colleagues from children and adult social care, SEN, local area representatives, voluntary agencies and health colleagues. We are in the process of establishing parent and young people participation. The group will focus on the PfA pathways, as well as looking at all children with SEN Bromley, which is approximately 9000. The meeting will be held bi-monthly. The next scheduled meetings will identify each one of the pathways and invite appropriate representatives to review the present offer and consider how this information is shared and identify any gaps in provision which need addressing. The group will report into the SEND Governance board. The group will also develop the present SEND action plan, to have greater focus on the PfA pathways, which is shared with the SEND Governance board.

- 3.31 The transfer of budgetary responsibility is being discussed in further detail, with the proposal of a portion of the adult budget to transfer to the 0-25 service, to support levels of monitoring and accountability. The present process is that all decision making is made at the Practice Review Group, chaired by adult services and attended by the 0-25 Head of Service, each Friday. It is acknowledged that as yet significant savings have not been possible, with the present growth of young people meeting the Care Act Criteria. However, the long term aim remains that more cost effective options will be provided for young people, alongside supporting better outcomes of our young people in Bromley.
- 3.32 Additional training sessions continue to be provided for members of the Children's Disability Service not yet trained in Mental Capacity Assessments. This is alongside relevant work shadowing opportunities through the PfA team, Deprivation of Liberty and Adult Learning Disability Service. The Liberty Protection Safeguards (LPS) have now been confirmed are delayed at least until a new Government is formed. Therefore, the 0-25 Service will continue to review all young people where there is a deprivation of liberty and ensure there is the appropriate authorisation from the courts.
- 3.33 The transition for young people whose primary need is a mental health condition will remain the same, whereby if a young person meets the threshold for intervention for adult mental health they will transition on to a well-established multi-agency community mental health team based within Oxleas Foundation NHS Trust at 18. Although as part of the work on transition development, we will need to ensure that the same key performance indicator of completion of Care Act Assessments at 17.5 is adhered to.
- 3.34 The Learning Disability Transition Nurse continues to fulfil her role in supporting young people with learning disabilities to support their health transition into adulthood. Although meetings have been held, a decision is still required as to how this work can be strengthened through working with the 0-25 service. She is a representative on the Transition Working Group. Bromley Healthcare have a transition working group and their work will link in with the Transition Working Group to ensure holistic support to young people with disabilities. There is also continued joint working with the [LeDeR](#) lead (Learning from Lives and Deaths of people with a Learning Disability and autistic people) to ensure the safeguarding of young people with disability is a priority of the service.

Governance Arrangements:

- 3.35 The Head of Service, 0-25 Service reports to Vicky West, Assistant Director for Specialist Services in Children's services, whilst having scheduled discussions with Dirk Holtzhausen, Assistant Director, Safeguarding, Practice, Provider Relationships, Adult Social Care.
- 3.36 The SEND Governance Board is now responsible for reviewing the progress of the 0-25 service, which is attended by relevant senior managers/directors and local area representatives.
- 3.37 The newly formed Transition Operational Working Group will report progress as well into the SEND Governance Board.
- 3.38 In addition, there has been oversight through approximately 3 monthly meetings with the Chief Executive and Directors to ensure the service is progressing in the right direction of improving outcomes, whilst being a cost effective development.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

- 4.1 The Impact of the work of the 0-25 yrs service has been set out in detail within the above report. In summary the focus of Service is designed to make a positive impact on the following key areas;

- Improving Transition arrangements between Children's Services and Adult Services.
- Ensuring stronger communication and planning for people with a disability
- Strengthening the engagement of parents and carers
- Promoting independent living options where it is safe to do so and reducing reliance on costly residential care.

Non-Applicable Sections:	Policy/Financial/ Personnel/Legal/Procurement Implications
Background Documents: (Access via Contact Officer)	[Title of document and date]