



## Report to Policy Committee

**Author/Lead Officer of Report:** Joe Horobin

**Tel:**

**Report of:** *Andrew Jones Director of Children's Services*

**Report to:** *Education, Children and Families Committee*

**Date of Decision:** *September 2022*

**Subject:** *SEND Accelerated Progress Plan Briefing Report: Improving the support and services for young people as they become adults including social care, education and multi agency support including health.*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given?				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: NA				

### Purpose of Report:

- To provide the Committee with an update to the Committee on progress made to improve transitions to adulthood for children and young people through the Multi Agency SEND Accelerated Progress Plan and Project Group.

**Recommendations:**

- *That the Committee note the content of the report.*
- *That the Committee note the progress made to date to improve the Council's approach to supporting young people to adulthood and the next steps for this work.*

**Background Papers:**

- [Link to the One Year Plan](#)
- [Link to the Council Delivery Plan](#)
- [SEND APP Plan and Overview](#)

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Liz Gough</i>
	Legal: <i>Nadine Wynter</i>
	Equalities & Consultation: <i>Adele Robinson</i>
	Climate: <i>N/a briefing report for noting</i>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	<b>SLB member who approved submission:</b> <i>Andrew Jones</i>
3	<b>Committee Chair consulted:</b> <i>Cllr Rooney and Cllr Dale</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Joe Horobin</i>
	<b>Job Title:</b> <i>Director of Integrated Commissioning</i>
<b>Date: 31 August 2022</b>	

## 1. PROPOSAL

### **Background:**

- 1.1.1 This report sets out the background and the Sheffield's education, health and care approach to improving the experience of young people as they move from children's services to adult services. The term 'transition' is used in this report to describe any time in a child or young person's life where there is a planned change that needs to be effectively prepared for, so that they can be happy and fulfilled. This includes transitions across Education, Health and Care. (Definition from Sheffield's Transition Principles).
- 1.1.2 In the context of transition from childhood to adulthood for young people with special educational needs and disabilities (SEND) the term 'children and young people' means up to 25 years old and also covers the terms used in medical health: adolescents (10-19 years) and young adults aged 19 to 25 years.
- 1.1.3 The process of moving from childhood into adult life is a significant one for all children and young people and should be an exciting and positive experience for them and their families or carers. Preparation for adulthood means preparing for:
- Employment - this includes higher education and employment opportunities where appropriate. (Employment opportunities cover supporting young people into work and/or volunteering – including apprenticeships and supported internships).
  - Independent living – this means young people having choice, control and freedom over their lives, the support they have, their accommodation and living arrangements.
  - Friends, relationships, and community - having friends, relationships, and community life.
  - Good health – being as healthy as possible in adult life, both physically and mentally.
- 1.1.4 For young people with SEND and their families and carers however this can be an anxious and challenging time if they do not receive the right support at the right time that enables and empowers them to plan ahead and achieve their potential.
- 1.2.1 ***Ofsted Inspection:*** Ofsted and the Care Quality Commission (CQC) carried out a local area SEND inspection in Sheffield in November 2018. Seven areas of significant weakness were identified. Significant work took place following this to improve services and SEND support. This involved partners in education, health, and care working with children, young people, and their families.

- 1.3.1 **Ofsted SEND Revisit:** Ofsted revisited Sheffield in February 2022 to review the Council's progress against 7 areas of weakness identified at the 2018 inspection.
- 1.3.2 At the time of the reinspection visit our self-assessment recognised that there was still much more work needed to support high quality transition arrangements. Many plans were developing but in their infancy. The pathway to employment group, looking at the transition for individual children had just started to meet. The investment into social care transition teams had been agreed but not yet implemented. Transition principles that will support a collective approach to strong transition arrangements had been developed but not yet implemented.
- 1.3.3 Plans were in place to improve the experiences of children, young people and their families but had either not been or only recently been implemented. This meant that we were not able to demonstrate the impact that we desire.
- 1.3.4 As plans were not yet embedded, children, young people and their families did not have confidence in the systems, reporting a lack of clarity in the processes. Many families reported that transition conversations and arrangements still came too late and that conversations around transition do not start until young people were over 18.
- 1.3.5 On the basis of the above, the inspection revisit identified that while sufficient progress had been made against six of the areas, there was insufficient progress in improvements to the multi-agency approach to SEND transitions in the city. The Department for Education reinspection outcome letter stated that:
- 1.3.6 *Securing effective multi-agency transition arrangements for children and young people with SEND: transition is poor at post-16, post -18, and beyond. Information on transition is not readily and easily accessible for young people with SEND and their families. Little progress has been made to address this area of significant weakness.*
- 1.3.7 Sheffield was asked to complete an accelerator progress plan setting out:
- Governance and accountability structures and processes that will support the next phase of improvement
  - The actions we are now taking (and have taken since the inspector's revisit) to respond to their outstanding concerns
  - The impact measures and milestones to which we are working, being clear on the improvements we will deliver in the next 3, 6 and 12 months.
- 1.3.8 **Accelerator Progress Plan:** The SEND Accelerator Progress Plan was developed during March and April 2022. The process was led jointly by the Head of Commissioning (SCC, Integrated Commissioning) and the Assistant Director of Commissioning for the Sheffield CCG (now the ICB)

with the Parent Carer Forum. We recognise the importance of continuing improvement at all points of transition. This is reflected within this plan through some actions being generic and therefore referring to all transition points. However, an emphasis has been placed on post 16 and post 18 based on feedback from the reinspection visit

- 1.3.9 The Accelerator Progress Plan was signed off by DfE in May 2022 with input from NHS England and sets out the actions designed to lead to rapid improvement for multi-agency transitions to adulthood. The delivery of the plan is sponsored by the Director of Integrated Commissioning (Sheffield Council) and the Director of Planning (Sheffield Place Integrated Care Board – formerly Sheffield CCG) and its critical importance is reflected in its inclusion in the Council’s Delivery Plan (approved 30<sup>th</sup> August 2022).
- 1.4.1 **Governance:** The SEND Transitions Group has been established to drive delivery of the APP. It is a multi-agency group and includes the Sheffield Parent Carer Forum (SPCF) and reports to the Inclusion Improvement Board under the oversight of the Sheffield Health and Wellbeing Board and the Joint Commissioning Committee. The governance arrangements are illustrated in Appendix A.
- 1.4.2 The SEND Transitions Group has day to day responsibility for the delivery of the APP and is jointly chaired by the APP leads – the Head of Commissioning from the LA and the Deputy Director of Commissioning from the Sheffield ICB Place Team. Members of the group provide monitoring, challenge, and support on a weekly basis and through their leadership of respective workstreams. The chair of this group will provide highlight reports on progress and escalate risks to the Improvement Inclusion Board which is also multi agency and includes SPCF representation. The Improvement Inclusion Board will have transitions as a standing item.
- 1.4.3 The SEND Transition Group will make day to day decisions in relation to this accelerated plan. Any decision requiring a financial commitment will be made through individual organisational governance routes. Various task and finish groups (described as workstreams) will report into the group and update on progress.
- 1.4.4 The SEND Transition Group will report into the Inclusion Improvement Board and escalate any risks up to it. The Inclusion Improvement Board will have overall accountability for the delivery of the APP.
- 1.4.5 The Inclusion Improvement Board is a further multi-agency group with representation from all stakeholders. The APP leads and sponsors all sit on this Board. (The Head of Commissioning and Director of Commissioning from the local authority, and the Deputy Director of Commissioning and Director of Commissioning from Sheffield Integrated Care Board). The board is chaired by the Director of Children’s Services.

1.5.1 **Action Plan Workstreams:** The actions are grouped into workstreams aligned to the Council's Inclusion Strategy:

- Planning for Adulthood
- Post 16 Opportunities
- Transition Processes
- Coproduction, Communication and Information
- Workforce Development

1.5.2 The following paragraphs describe these workstream areas for action in more detail:

1.5.3 1. Planning for Adulthood: Effective early identification of needs with appropriate assessments across Education, Health and Care. (*Inclusion Strategy commitment one: Assessment*).

Our work will focus on ensuring preparation for adulthood discussions begin at the earliest opportunity across the local area. This will lead to an earlier identification of need and improve support at key transition points.

Activity will include:

- Building social care transitions capacity and supporting young people's social care transitions at an earlier age.
- Developing the tools to ensure that preparation for adulthood is part of all annual review conversations at all ages.
- Developing and embedding a quality assurance process to ensure high quality conversations take place to support transitions – this will include feedback from children, young people, and their families.

1.5.4 2. Post 16 Opportunities: A wide range of Education, Health and Care services and opportunities that meet the needs of our young people. (*Inclusion Strategy commitment two: Provision*)

Our work will focus on developing a shared and improved understanding of post 16 opportunities and gaps. New opportunities will then be created.

Activity will include:

- New opportunities created to meet young peoples' aspirations - including social activities within the community, employment opportunities, and youth provision.
- Communicating opportunities. (See action 4 below).
- Use of data and business intelligence to identify further gaps to be filled through commissioning activity.

1.5.5 3. Transition Processes: Smooth transition across Education, Health and Care at every stage of a young person's life, and particularly to adult life. (*Inclusion Strategy commitment three: Transition*).

Our focus will be to ensure children and young people have a positive transition experience through strong partnership working.

Activity will include:

- Reviewing, clarifying, and communicating our transition processes and expectations, and ensuring they are accessible to children, young people, and families, and across education, health, and care.

1.5.6 4. Coproduction, Communication and Information

Excellent communication and engagement between young people, families, and Education, Health and Care services including schools. (*Inclusion Strategy commitment four: Communication*).

We will work with the Sheffield Parent Carer Forum (SPCF) and our partners to develop an agreed communication plan. This will optimise the use of all communication channels (including non-digital) to ensure that children, young people, families and across education, health and care understand the transition pathways and post 16 opportunities.

Activity will include:

- Development of communication plan.
- New and improved information (including for the Local Offer website) developed through co-production with children, young people, and families - ensuring that young people are enabled as decision makers in into adulthood.
- New commission to support our engagement with young people.

1.5.7 5. Skilled leader and staff capabilities to deliver the services across Education, Health and Care. (*Inclusion Strategy commitment five: Workforce*).

Activity will include:

- Embedding a new governance structure to ensure this plan is delivered at pace. It will involve all key partners across the local area including SPCF. This new structure will drive the ambition set out in this plan.
- Develop a multi-agency training plan reflecting the outcomes of a skill gap analysis.

1.6.1 **Progress Monitoring:** Each workstream has clear milestones for 3,6, and 12 months and KPIs to track delivery. These are set out in more detail in the plan at appendix B. The focus during the first 3 months of delivery has been on establishing new multi-agency working relationships through the SEND Transitions Group and its workstreams and driving the actions identified in the plan. The first monitoring meeting with the DfE was held in July with positive feedback about the level of commitment and the progress made.

- 1.6.2 The next phase of the SEND Accelerator Plan focuses on embedding the changes, continuing to develop our multi-agency relationships and ownership and evidencing the impact of the new ways of working.
- 1.6.3 The next phase also includes developing a broader programme of work to ensure there is ongoing continuous improvement and development of our approach to transitions in the city for children into adulthood.
- 1.6.4 The impact of the changes and the wider work programme as it is developed will be evidenced through effective coproduction, engagement and the voice of young people, their families and carers and the workforce. Regular monthly review meetings with our DfE and NHS England advisors will be held throughout the life of the plan in order to check and challenge our delivery on a regular basis. The first of these meetings took place in July and our progress received positive feedback.
- 1.6.5 Sheffield will receive a 6-month summative review from the DfE which is expected to take place in November 2022 and is effectively an Ofsted revisit. We will be expected to demonstrate significant progress and impact on the actions within the plan. If sufficient progress is deemed to have been made, then the APP will progress to a second six month phase of 'sustainability'.

## **2. HOW DOES THIS DECISION CONTRIBUTE?**

- 2.1 The delivery of the SEND Multi Agency Transitions Accelerated Progress Plan will contribute to ensuring that every person in Sheffield can achieve their full potential and to delivering on the commitments described in the One Year Plan and the Council's Delivery Plan. The improvements address educational inequalities and support people to stay fit and healthy, so fewer people reach crisis point and families can thrive.

## **3. HAS THERE BEEN ANY CONSULTATION?**

- 3.1 The SEND Transitions Group is fully committed to coproduction across each of its workstreams and has parent carer representation on the group and within workstreams. As the plan progresses, the emphasis will increasingly be on ensuring that the voice of young people and their carers are at the centre of our evidence about whether the actions are improving the experience and outcomes.

Coproduction, engagement and consultation will be via a range of channels, opportunities, forums etc. and in collaboration with a range of partners to ensure the broadest range of voices are heard including those of people with communication support needs and from communities that our services historically have not sought the voices of.



- 3.2 SPCF has been a key partner in informing how we engage with young people and their families and the pathways we need to build. They will play a crucial role in the oversight, monitoring and challenge of this plan and act as a conduit to gaining the voice of families across the city.
- 3.3 Our Youth Service plans to engage more young people with SEND into their committees and volunteer platforms. These will provide an opportunity for engagement and consultation to inform change. A new commission is also being established to better enable the voice of children and young people in developments relating to SEND. This commission will be utilised to ensure their voice is influential in delivering this plan.
- 3.4 We will provide regular plan updates using a variety of communication routes. This will include newsletters, in particular the SPCF newsletter and the LA and CCG's SEND newsletter. This will mean updates are available to a wide range of staff, partners, parents and carers.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### **4.1 Equality Implications**

- 4.1.1 The work described above contributes to tackling inequalities for children and young people moving from children's services to adults services. An initial assessment of equality impact has been undertaken and a further in depth assessment will be made and regularly reviewed through the course of the SEND Accelerator Plan delivery.

##### **4.2 Financial and Commercial Implications**

- 4.2.1 Prioritisation of business change, commissioning and service delivery resources to coordinate the delivery of the plan.

##### **4.3 Legal Implications**

- 4.3.1 There are a number of statutory requirements in relation to supporting children through to adulthood as set out below. The improvements to children and adults social care and the multi-agency approach to SEND transitions will support the Council to ensure it is compliant with these:

- 4.3.2 When a child reaches 18 years of age, they are legally an adult and responsibility for meeting their needs moves from the council's children services to its adult services. The legal basis for assessing their needs changes from the Children Act 1989 to the Care Act 2014. However, councils can decide to treat a children's assessment as an adult assessment and can also carry out joint assessments.

- 4.3.3 Sections 9 and 10 of the Care Act 2014 require councils to carry out an

assessment for any adult with an appearance of need for care and support. They must provide an assessment to everyone regardless of their finances or whether the council thinks the person has eligible needs. The assessment must be of the adult's needs and how they impact on their wellbeing and the results they want to achieve. It must also involve the individual and where suitable their carer or any other person they might want involved.

- 4.3.4 The Care Act 2014 gives councils a legal responsibility to provide a care and support plan (or a support plan for a carer). The care and support plan should consider what needs the person has, what they want to achieve, what they can do by themselves or with existing support and what care and support may be available in the local area. When preparing a care and support plan the council must involve any carer the adult has. The support plan must include a personal budget, which is the money the council has worked out it will cost to arrange the necessary care and support for that person.
- 4.3.5 Section 27 of the Care Act 2014 says councils should keep care and support plans under review. Government Care and Support Statutory Guidance says councils should review plans at least every 12 months. Councils should consider a light touch review six to eight weeks after agreeing and signing off the plan and personal budget. They should carry out reviews as quickly as is reasonably practicable in a timely manner proportionate to the needs to be met. Councils must also conduct a review if an adult or a person acting on the adult's behalf makes a reasonable request for one.
- 4.3.6 Improvements through the SEND Accelerator Plan will ensure that the Council and Health partners are compliant with DfE requirements.
- 4.3.7 Other improvements meet wider statutory duties such as the provision of information and advice regarding, for example, changing funding arrangements and the differing legislative frameworks that apply as young people grow into adulthood. For example, the Mental Capacity Act 2005 that applies to young people at the age of 16, and the National Framework for Continuing Health care 2007 which sets out changes in the availability of Continuing Health Care for children as opposed to adults.

#### 4.4 Climate Implications

- 4.4.1 There are no climate implications for this report.

#### 4.5 Other Implications

- 4.5.1 There are no other implications for this report.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

*(Outline any alternative options which were considered but rejected in the course of developing the proposal.)*

- 5.1 There are no alternative options identified as this work is a requirement of the DfE and NHSE to ensure compliance with regulatory frameworks.

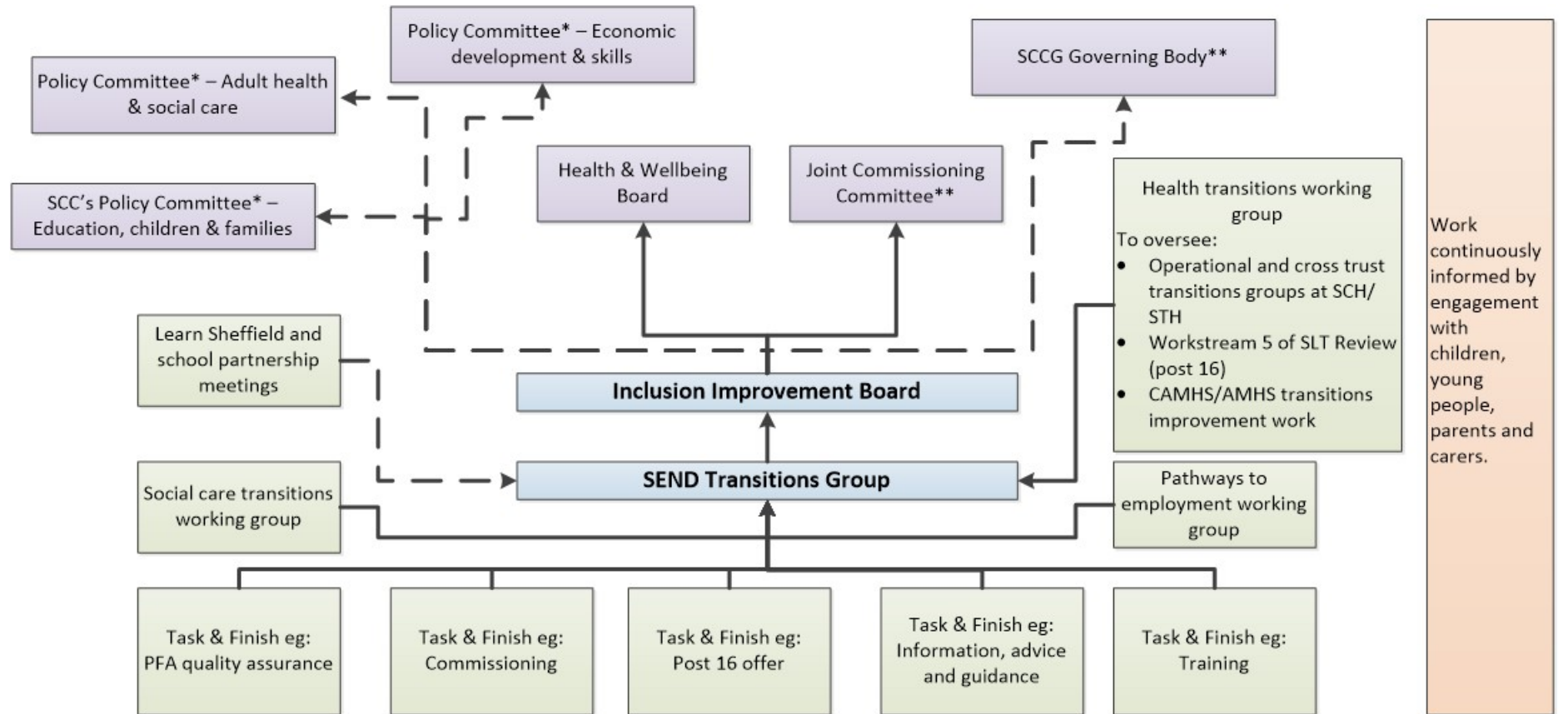
## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The report sets out the commitment of the Council and the Sheffield NHS ICB to continuing to work with children, young people and families as well as our health and independent sector partners to improve the systems and processes that support them through this key journey into adulthood and ensure that there is a wide range of opportunities that they can access and which support the fulfilment of their needs and aspirations for their future.

## **Close of Report**

## Appendix A:

### Governance and accountability structures and processes



\*TBC following confirmation of the Policy Committee workplans. (Policy committees to be operational from May 2022).

\*\* May change following development of Integrated Care Board.

**APPENDIX B: ACCELERATOR PROGRESS PLAN**

- [SEND APP Plan and Overview](#)

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