

**ROTHERHAM BOROUGH COUNCIL – Report to Cabinet**

<b>1</b>	<b>Meeting:</b>	<b>Cabinet</b>
<b>2</b>	<b>Date:</b>	<b>18<sup>th</sup> December, 2013</b>
<b>3</b>	<b>Title:</b>	<b>Integrated Health, Education and Social Care Service for Children, Young People and their Families</b>
<b>4</b>	<b>Directorate:</b>	<b>RMBC CYPS Rotherham Clinical Commissioning Group</b>

**5. Summary**

This report is jointly presented by RMBC CYPS and RCCG. The purpose of this paper is to inform Cabinet of a proposal to integrate services across Social Care, Education and Health for children with a Special Educational Need or Disability (SEND) in Rotherham. This proposal is in line with the government requirements for reforms in commissioning and provision for SEND across Education, Health, Social Care and wider partners as set out in the Department of Health's (DH) SEN Green Paper 'Support and Aspirations; a New Approach to Special Educational Needs and Disability and with joint commissioning as set out in the Children and Families Bill (DfE).

This report sets out the improved outcomes for children and their families, legislative requirements for the council, key principles, benefits and potential risks of this integrated approach and that the proposal is in line with the joint Health and Wellbeing Strategy for Starting Well, Developing Well and Living and Working Well.

**6. Recommendations**

That Cabinet:

- 6.1 Endorse the proposal to work towards an integrated children's SEND, social care, education and health service.**
- 6.2 Receive future reports on progress to achieve an integrated SEN service**

## 7. Background

### 7.1 National Context:

The SEN Green Paper 'Support and Aspirations; a New Approach to Special Educational Needs and Disability' set out the following vision:

- **Early Identification** – Streamlining assessment processes and development of the Education, Health and Care Plan.
- **Giving Parents Control** – Creation of a 'Local Offer' covering including the choice for families to opt for a "Personal Budget".
- **Improved Learning and Achieving** – improved outcomes for children and young people across schools and colleges.
- **Preparing for Adulthood** – Seamless service 0-25 years with smooth transition
- **Services Working Together for Families** – development and expansion of joint commissioning arrangements

The required timeline for these reforms to be in place is September 2014.

#### **Definition of Disability**

The 2013 Draft Code of Practice for Special Educational Need (SEN) (Department of Education) defines disability as:

*A child is disabled if he is blind, deaf or dumb or suffers from a mental disorder of any kind or is substantially and permanently handicapped by illness, injury or congenital deformity or such other disability as may be prescribed. Children Act 1989*

*A person has a disability for the purposes of this Act if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. Equality Act 2010*

### 7.2 Current Provision

Currently Social Care and Education provider management responsibilities services relating to SEND in CYPS are shared across the Director for Schools and Lifelong Learning and the Director for Safeguarding Children and Families and between different M3 and M2 managers. There are also health colleagues working alongside the teams but with a different management structure and terms and conditions. The majority of the services are co located at Kimberworth Place and a move to greater integration is the natural next step. However, there is still 'silo' working with little or no integration with partner agencies. Duplication exists and there is no overall strategic approach. There is evidence that documents confusion in the special schools about which service does what.

Most often the first engagement with services for parents or carers of a child with a special educational need or a disability is through health services or educational services separate from social care services. These services are all seen as separate and relationships need to be developed across all services by families or carers to navigate the labyrinth of services this does

not meet any criteria for a high quality service. There should be one access point and a 'one stop shop' service.

There are isolated examples of joint working currently and these include:

- Co-location of services at Kimberworth Place – a hub for Health (TRFT and RDASH/CAMHS); education and social care teams including: Child Development Centre; Physiotherapy, Occupational Therapy, Speech and Language Therapy, Complex Care Nursing Team, HI and VI service, Psychology, Social Care and Aiming High for Disabled Children Short Breaks for both under and over 8s.
- **Specialist equipment provision** - Specialist Equipment panel for high cost specialist bespoke equipment. Funding is split across TRFT and RMBC (Education, Early Years and Social Care).
- **Team around the Child meetings** - joint meetings across Early Years services and SEND services (**Early Years SEN**)
- **The Rotherham Charter for Parent and Child Voice** – Furtherance of the charter implementation
- **CAMHS** - Development of Autistic Spectrum Disorder pathway working with the Child Development Centre

### **SEND services**

Services across SEND are funded by a combination of revenue and Dedicated Schools Grant (DSG); these services are RMBC unless indicated otherwise and include:

- SEN Assessment team
- Children with disabilities outreach team
- Social Care Disabilities team
- Families together
- Orchard Centre
- Early Years Inclusion Outreach Team
- Parent Partnership
- Parent Carer Forum – RMBC commissioned and VCS is provider
- Portage
- Learning Support Service including the Inclusion Outreach Team and Autism Communication Team
- Visual Impairment Team and Hearing Impairment Team
- Education Psychology
- Aiming High for Disabled Children
- Special Schools x 6
- Child Development Centre – RCCG commissioned and RFT is provider
- CAMHS – Tier 2 and 3 RCCG commissioned (RMBC contribution) and RDASH is provider
- CAMHS – Tier 4 NHS England Commissioned
- Moving and Handling service
- Health Therapy services (SALT, OTs, & Physiotherapy) – RCCG commissioned and RFT is provider
- Complex Care Team – RCCG commissioned and RFT is provider
- School Nurses

### **7.3 Integrated Social Care, Education and Health approach**

The approach to deliver improvement in outcomes for children and their families and against the legislative requirements is a service and structural redesign to improve outcomes for all children with additional needs. The approach will be the implementation of a systems leadership approach to an integrated multi-agency, multi-disciplinary, social care, education and health service. This approach will support the implementation of integration in the Green Paper, *Support and Aspiration* and the joint commissioning requirement in the Children and Families Bill.

The key principles enshrined in the legislation are:

- Team around the Child
- Lead Working
- Personalisation agenda
- Birth to 25 years streamlining of CYPS and Adult services
- Rotherham's "Local Offer"

Funding for an interim appointment of a Strategic Lead has been secured and the post is to be jointly recruited with RMBC, CCG and Learners First to lead this critical work over the next 18 months through a robust programme and project management approach. A number of options will be developed to identify the best way forward learning from best practice.

An impact assessment will be completed.

### **7.4 Outcomes for Children, Young People and their families**

An tried and tested integrated approach will deliver against the key principles set out above and improve outcomes through the development of a single pathway of care across Social Care, Education and Health for children into services with less confusion across the professional boundaries for the service user and their families. There will also be efficiencies achieved through reduction of duplicated resources.

A multi agency, multi disciplinary integrated Social Care, Education and Health Service would deliver improved outcomes for service users and their families through a one stop shop access model. A joint commissioning approach would enable a strategic approach to the delivery of the SEND reforms including the development of Personal Budgets.

Implementing this approach will deliver the following:

- Improved outcomes for children and their families
- System change with increased VfM and efficiencies
- Mapping pathways from Portage (0-5 years) through to adult services
- Structural change with streamlined, effective and efficient service delivery with reduced resources
- Stronger governance arrangements
- Strategic approach to future delivery against legislation requirements
- The Council and Health partners are able to set a realistic budget within the identified available resources across a pooled budget and achieve efficiencies

The implementation of Personal budgets will be built on the excellent practice established in NAS; this will include the Resources Allocation System (RAS).

The development of a multi agency multi disciplinary SEND team will require:

- Alignment of priorities across each service
- Joint /integrated commissioning
- Agreed information and data sharing protocols
- Actual or virtual pooled budgets
- An agreed Performance Management Framework
- Strategic consultation and engagement protocol
- Identified governance, decision making and reporting arrangements
- Cultural change
- Support where needed, choice where available and development of the children's SEND market to fulfil this

## **7.5 Consultation**

Extensive consultation has taken place with the Rotherham Parent Carer Forum, parents, the VCS, our colleagues in Health and other forums to arrive at this approach to improving outcomes for children and their families and to meet the legislative requirements. Further consultation will take place once the integrated service model has been developed. We are delighted to report that Healthwatch Rotherham have selected our bid for Healthwatch to undertake a 6 month consultation exercise which will involve families with children with disabilities or special educational needs in the development of the new integrated SEND service. This was confirmed at the Health and Wellbeing Board on 27<sup>th</sup> November.

It is to be noted that this report is presented by both RMBC and RCCG to inform Cabinet of the joint approach to commissioning and providing of services going forward.

One of the priorities of an integrated approach will be co-production and it will be ensured that customers including children, young people and their families, schools and other stakeholders contribute to the re-design and delivery of any new service from the outset, including the recruitment of the strategic lead.

## **8. Finance**

Work to deliver the SEND reforms will be delivered within existing resources. It is anticipated that joint commissioning and integrated provision will achieve financial and resource efficiencies for all partners.

Personal budgets will have an impact across services as well as being a significant change for families.

## **9 Risks and Uncertainties**

1. Any decisions made about the progress of the outlined approach will need to consider that partner organisations will also need to meet governance requirements

2. That any efficiency gains achieved will need to be proportionate across the council and health partners
3. Consideration needs to be given to how staff currently employed by one organisation will potentially work within an alternative management and operational structure
4. Any potential pooled or virtual budget will need to be quantified
5. That all parties need to have the same degree of commitment to make this proposal happen
6. That there could be service user resistance to proposed charges

## **10. Background papers**

- Rewiring Public Services, Children's Services, LGA, 2013
- Evidence for the Frontline, Alliance for Useful Evidence, Dr. Jonathan Sharples, 2013
- Integrated Commissioning Strategy for Early Years services for children with additional needs 2008-2011, Devon County Council, 2008
- The Tail, How our schools fail one child in five: what can be done, Marshall, 2013
- Strategic toolkit for planning integrated working, 4 Children, 2010
- Bright Futures: local children local approaches, LGA, 2013
- Report of the Children and Young Peoples Health Outcomes Forum, The CYP Forum, 2012
- The State of the State 2013, In Search of Affordable Government, Deloitte and Reform, 2013
- Support and aspiration: A new approach to special educational needs and disability, DH, 2012
- Children and Families Bill, DfE, February 2013
- Draft SEND Code of Practice Formal Consultation, DH, 2013

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