



Report of the Chair of People Policy Development Committee

People Policy Development Committee – 17 April 2019

Transition for Children and Young People with a Disability

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| Purpose: | This report is a summary of the work on transition as undertaken by the People Policy Development Committee (PDC), as part of the work programme agreed for 2018/19. |
| Policy Framework: | Additional Learning Needs and Education Tribunal (Wales) Act 2018 Well-being of Future Generations (Wales) Act 2015 Social Services & Well-being (Wales) Act 2014 |
| Consultation: | This report was prepared after work undertaken by elected members and officers attending the People Policy Development Committee. |
| Recommendation(s): | It is recommended that:- <ol style="list-style-type: none">1. The report is received by the People Policy Development Committee.2. A new policy for the transition of young people to adulthood is prepared to replace the existing version (dated 2011). The development of the new policy is overseen by the PDC and with the expectation that it is completed by September 2018.3. Key stakeholders will be engaged in the development of the policy. A Participation and Children's Rights Officer will lead a piece of work to ensure Children, young people and families are fully involved. A report detailing their feedback will accompany the policy when it is circulated for sign-off. |
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| Finance Officer: | Chris Davies |
| Legal Officer: | Lucy Moore |
| Access to Services Officer: | Rhian Millar |

1. Introduction and background

- 1.1 Children with disabilities and/or additional learning needs will experience change in a number of areas as they reach 18 and move into adulthood: from Child and Family Services to Adult Services, paediatric to adult health services, school to higher education or work, and childhood dependence to adult autonomy. For young people these changes can be difficult, frightening and stressful. If these are not properly managed there is a risk of the young person experiencing poor outcomes. It can also cause considerable stress for families and impact family relationships.
- 1.2 The term 'transition' is used in this context as it describes a process of moving or changing from one thing to another. Transition is therefore different from a transfer, which is a discrete event, as it needs to be a gradual, purposeful and goal oriented process. It should start well before transfer and enable young people and families to understand the service changes they can expect.
- 1.3 This report examines proposals to improve the quality of transition arrangements in Swansea, with a particular focus on how the voice and choice of citizens will influence our policy and practice. The vision for our future policy framework is, in broad terms, to promote the formation of seamless services and a less complex process which is better co-ordinated for the individual, that enables joint working and close professional integration, and avoid changes which create uncertainty for the young person and their family. The policy should also maximise opportunities for efficiencies that help deliver value for money.

2. Policy Context

- 2.1 Transition is a highly topical subject for a wide range of organisations. Welsh Government is hoping to transform the expectations, experiences and outcomes of young people with additional learning needs (ALN) in Wales. The legislative framework for this transformation is the Additional Learning Needs and Education Tribunal (Wales) Act 2018. One of the key changes that this will introduce when it comes into force – it is to be introduced in stages starting in 2020 - is the extension of education responsibilities to support eligible young people up to the age of 25.
- 2.2 While the Social Services and Well-being (Wales) Act 2014 makes little express mention to transition, one of the underpinning ideas of the Act is that the Council's responsibilities should run from 'cradle to grave'. Another cornerstone of the Act is the greater recognition given to the role of carers, which includes parents of young people with a disability. The Well-Being of Future Generations (Wales) Act 2015 reinforces many of the themes within the Social Services and Well-being Act and requires public services to work together to provide people with a flexible service that works for them.

- 2.3 In 2018, the Children's Commissioner published a report examining transition. It was critical about the limited impact of the Social Services and Well-being Act 2014 and the Well-Being of Future Generations (Wales) Act 2015. Although the principles were said to be sound, in practice it was not thought to be consistently leading to improved experiences. The Commissioner reported that in too many cases, young people did not feel part of decisions and families had difficulties in accessing the information and support they need.
- 2.4 The existing multi-agency policy for transition in Swansea is dated November 2011.

3. Current Research

- 3.1 The National Institute for Health and Care Excellence (NICE) published guidance on transition in 2016 based on the latest research available at the time. At an operational level, the Guidance states that transition support must:
- be developmentally appropriate, taking into account, amongst other things, the person's maturity, cognitive abilities, psychological status, communication needs etc;
 - be person-centred;
 - be provided in a strengths-based approach;
 - consider the holistic needs of the young person and their parent carer;
 - involve the young person and their family or carers in decisions; and
 - have agreed goals which are periodically reviewed.
- 3.2 At a more strategic level, it is advised that services and managers work together proactively to support young people transitioning to adult services. This work could involve the creation of a joint mission statement, common policy and information-sharing protocols. It also requires a detailed planning activity to ensure services are aware and prepared for young people who are forecast to have support needs in adulthood.

4. Work undertaken by the People Policy Development Committee

Within the work programme 2018/19, the People Policy Development Committee (People PDC) looked at how the Council could improve transition arrangements. In undertaking this work, People PDC considered the following three policy issues:

- How does transition currently work across the Health, Social Care and Education system, particularly focussing on citizen experience?
- Current plans to improve transition.
- Potential proposals to improve matters particularly focussing on voice and choice of citizens.

5.1 How does transition currently work across the Health, Social Care and Education system, particularly focussing on citizen experience?

5.1.1 In addressing this question, Christopher Francis, Principal Officer for Business Development and Commissioning, Child and Family Services gave a presentation to the People PDC exploring the potential scope of transition. This led to a discussion about how the work of the PDC may differ depending on decisions as to; (i) which subject area to choose, and (ii) the age band for consideration. Reference was made to the report by the Children's Commissioner, and it was ultimately agreed that the PDC should focus on the transition to adulthood for those young people with a disability.

5.2 Current plans to improve transition

5.2.1 In considering this issue, the People PDC looked further at how the current arrangements operated, strengths and weaknesses, the drivers for change and the existing governance arrangements for implementing change. The PDC heard information on the effective support provided to many young people in Swansea, but it was acknowledged that there was room for improvement. The existing 2011 policy was outlined and the PDC determined that it needed to be revisited for the reasons set out:-

- It no longer reflects the statutory responsibilities of the respective signatory agencies.
- It was only ever intended to be an interim document while a more ambitious document was agreed. Unfortunately, the replacement policy was not signed-off by all organisations so it remained in place by way of default.
- Over the intervening years there have been several changes to the local transition process which are not reflective of the policy.

5.2.2 The PDC discussed that the authors of a future policy would need to answer a number of questions, not least:

- Does it minimise the challenge of working with multiple services?
- Does it ensure the voice of the young person and parents are properly heard?
- Does it give confidence to parents that they continue to play an important role after their child turns 18?
- Is there suitable information available for families to help them through the process?
- Does it enable timely decisions to be taken and for planning of services?
- Does it allow practitioners to give due weight to 'What Matters' to the family?

5.3 Potential proposals to improve matters particularly focussing on voice and choice of citizens

5.3.1 In considering the third and final question, the PDC discussed the overarching need for the Council and society to reduce the social exclusion associated with

disability and welcome young people with disabilities as equal members of our schools, workplaces and communities. Notwithstanding this wider need, the PDC felt that social services and partners should review and improve their transition arrangements. As part of this work, the PDC held that it was fundamentally important to capture the views of the following stakeholders:-

- Professionals across a range of organisations.
- Parents and carers.
- Children and young people. The PDC reaffirmed the right for children and young people to participate in decision-making (Article 12 of the Convention on the Rights of the Child 1989), and that we must ensure children with disabilities have the right to express their views freely on all matters affecting them, their views being given due weight in accordance with their age and maturity, on an equal basis with other children, and to be provided with disability and age-appropriate assistance to realize that right (the UN Convention on the Rights of Persons with Disabilities – Article 7).
- Third sector partners.

5.3.2 As well as meeting our important equality responsibilities, the PDC concluded that it would only be by virtue of involving young people and families that we would ensure the future policy is fit for purpose. Recognising that some of the young people may have higher support needs and communication barriers to participation, it was agreed that sufficient time and resources is given so that they are able to meaningfully participate. Some future expectations regarding engagement were also discussed.

- The recently established Parent Carer Forum should be explored as a vehicle to support this work where possible and appropriate.
- The subject and how we take forward the engagement activity will be raised with the Local Offer Group. This is a new group which first met in January 2019. Sitting under the Children and Young People Partnership Board, its purpose is to be the strategic forum for child disability issues.
- There is a need for a multi-faceted approach to capture the views of many young people as possible.

5.3.3 The PDC also considered the potential outcomes of this work. Aside from the development and implementation of an agreed policy, it was suggested that it would enable children and young people to have a better knowledge of their right to be heard and the opportunities that exist for them to share their views.

6. Recommendations

6.1 Members are asked to agree the following recommendations:-

- that the Council lead on the development of a new transition policy for children and young people with disabilities to replace the protocol from 2011;
- that this policy needs to be developed in collaboration with key stakeholders in order to ensure the voice of children and families is at

- the fore (a report detailing the feedback will be produced in June 2019); and;
- that the policy development is overseen by the PDC and is presented to members for sign-off in September 2019.

7 Update and Way Forward

7.1 Since the last presentation a number of activities have taken place:-

- The subject has been discussed with the coordinator and members of the Parent Carer Forum. Members from partner services were also present at the initial Local Offer Group and the subject is on the agenda again for the second meeting in April;
- The first multi-agency Transition Meeting has been convened. In essence, this is an operational meeting for managers (from social services, health and education) to oversee the plans for transition more efficiently and effectively. The meeting will hopefully provide managers with the opportunity to take a more systematic approach that ensures transition plan are as thorough and robust as possible. This meeting is suspected to be an important development that has the potential to address a number of shortcomings with the existing policy. Without wishing to make any assumptions prior to the outcome of the engagement and participation activity, it is anticipated that the meeting, possibly in a slightly revised form, will be included in the future policy arrangements;
- A Participation and Children's Rights Officer has been identified to lead on the participation activity with young people. They will be supported by the Child and Family Services Planning Officer and the Participation Champion for the Child Disability Team.

7.2 The Participation and Children's Rights Officer has proposed the following plan as a way forward for their aspect of the task:-

Themes for discussion

What is transition?

Is there a distinct start-middle and end?

Are there too many services / key workers?

Were Young People involved in decisions?

What is most important to Young People?

Who supports young people and what are the expectations on families?

What are my hopes for the future?

Where will we go to discuss with young people?

Child Disability Team – bespoke young person group session

Pen-Y-Bryn – Work with Pen Y Bryn school council/6th Form

Dylan Thomas STF

Mixt Up Young People group

Interplay Participation group

Survey

An adaptable and observational survey will be developed. It will be circulated to partners who will be asked to promote its completion. This will help to ensure we capture the voice of young people not attending participation activities/days.

- 7.3 The Participation and Children's Rights Officer has advised that his work will be finalised and written up by June. The timescales previously discussed involved the potential completion of the entire policy by this date. This is not now going to be possible or appropriate without this feedback. Moreover, at the first Transition Meeting - held since the last presentation to the PDC - the author has learnt that Welsh Government has tasked the Ministerial Advisory Group To Improve Services For People With Learning Disabilities to consider the subject of transition. It is important to acknowledge that the future policy in Swansea should be aligned with the work by the Welsh Government. It is therefore recommended that the timescales for the policy are extended to September 2019. In the interim the author will be in touch with Welsh Government to understand more about their work and how we can potentially influence it.

8 Equality and Engagement Implications

- 8.1 The Council is subject to the Public Sector Equality Duty (Wales) and must, in the exercise of its functions, have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - Foster good relations between people who share a protected characteristic and those who do not.

Our Equality Impact Assessment process ensures that we have paid due regard to the above.

- 8.2 The Transition policy aims to improve social inclusion and to reduce the impact of disability for young people and their families when engaged with public services. The intention is that the future policy will learn from the feedback of young people and that a full Equalities Impact Assessment will be carried out before the policy is finally signed-off.
- 8.3 An Equality Impact Assessment Screening Form has been completed (see Appendix 1). A full Equality Impact Assessment will be opened and populated alongside the development of the policy.

9 Financial Implications

- 9.1 Whilst there are no immediate financial implications arising from this report, acceptance could result in additional expenditure at a future time. Acceptance does not mean that additional resources will be made available and it should be assumed that future spending needs will need to be contained within existing budget provision and have full and due regard to the budget principles set out in 'Sustainable Swansea – Fit for the Future' and the likely levels of future budgets.

10 Legal Implications

- 9.1 There are no legal implications in addition to those already set out in the body of the report.

Background Papers: None

Appendix 1: Equality Impact Assessment Screening Form

Equality Impact Assessment Screening Form – 2017/8

Please ensure that you refer to the Screening Form Guidance while completing this form. If you would like further guidance please contact the Access to Services team (see guidance for details).

Section 1

Which service area and directorate are you from?

Service Area: Child and Family Services

Directorate: Social Services

Q1(a) WHAT ARE YOU SCREENING FOR RELEVANCE?

| Service/ Function | Policy/ Procedure | Project | Strategy | Plan | Proposal |
|--------------------------|-------------------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

(b) Please name and describe here:

Multi-agency policy describing the arrangements for transitioning young people with a disability as they reach adulthood.

Q2(a) WHAT DOES Q1a RELATE TO?

| Direct front line service delivery | Indirect front line service delivery | Indirect back room service delivery |
|---|---|--|
| <input checked="" type="checkbox"/> (H) | <input type="checkbox"/> (M) | <input type="checkbox"/> (L) |

(b) DO YOUR CUSTOMERS/CLIENTS ACCESS THIS...?

| Because they need to | Because they want to | Because it is automatically provided to everyone in Swansea | On an internal basis i.e. Staff |
|---|------------------------------|---|---------------------------------------|
| <input checked="" type="checkbox"/> (H) | <input type="checkbox"/> (M) | <input type="checkbox"/> (M) | <input type="checkbox"/> (L) |

Q3 WHAT IS THE POTENTIAL IMPACT ON THE FOLLOWING...

| | High Impact (H) | Medium Impact (M) | Low Impact (L) | Don't know (H) |
|------------------------------|-------------------------------------|--------------------------|-------------------------------------|-------------------------------------|
| Children/young people (0-18) | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Older people (50+) | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Any other age group | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Disability | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Race (including refugees) | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Asylum seekers | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Gypsies & travellers | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Religion or (non-)belief | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Sex | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Sexual Orientation | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Gender reassignment | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Welsh Language | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Poverty/social exclusion | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| Carers (inc. young carers) | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

| | | | | | |
|------------------------------|---|--------------------------|-------------------------------------|-------------------------------------|--------------------------|
| Community cohesion | → | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| Marriage & civil partnership | → | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Pregnancy and maternity | → | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

Q4 WHAT ENGAGEMENT / CONSULTATION / CO-PRODUCTIVE APPROACHES WILL YOU UNDERTAKE?

Please provide details below – either of your planned activities or your reasons for not undertaking engagement

Before the policy is prepared in August 2019, we will undertake a range of engagement activities. In terms of young people, participation sessions will be held with a group open to the Child Disability Team, Ysgol Pen-Y-Bryn and Dylan Thomas STF, plus the Mixt Up Young People group and the Interplay Participation group. An adaptable and observational survey will also be developed. It will be circulated to partners who will be asked to promote its completion. This will help to ensure we capture the voice of young people not attending participation activities/days. In terms of parents and carers, the Council has recently commissioned a Forum, which is in part to support these engagement exercises. We have started discussions with the Forum with regards to our need to reach out to a large number of carers.

Q5(a) HOW VISIBLE IS THIS INITIATIVE TO THE GENERAL PUBLIC?

| | | |
|---|--|--|
| High visibility <input type="checkbox"/> (H) | Medium visibility <input checked="" type="checkbox"/> (M) | Low visibility <input type="checkbox"/> (L) |
|---|--|--|

(b) WHAT IS THE POTENTIAL RISK TO THE COUNCIL'S REPUTATION?
(Consider the following impacts – legal, financial, political, media, public perception etc...)

| | | |
|---|--|--|
| High risk <input type="checkbox"/> (H) | Medium risk <input checked="" type="checkbox"/> (M) | Low risk <input type="checkbox"/> (L) |
|---|--|--|

Q6 Will this initiative have an impact (however minor) on any other Council service?

☒ Yes

☐ No

If yes, please provide details below

This is a multi-agency policy which will have particular implications for Education. The policy can only be developed with the input of education and other interested service areas.

Q7 HOW DID YOU SCORE?

Please tick the relevant box

MOSTLY H and/or M → HIGH PRIORITY → ☒ EIA to be completed
Please go to Section 2

MOSTLY L → LOW PRIORITY / → ☐ Do not complete EIA

NOT RELEVANT

**Please go to Q8 followed
by Section 2**

Q8 If you determine that this initiative is not relevant for an EIA report, you must provide a full explanation here. Please ensure that you cover all of the relevant protected groups.

An EIA will be opened to help inform the future shape of the policy.

Section 2

NB: Please email this completed form to the Access to Services Team for agreement before obtaining approval from your Head of Service. Head of Service approval is only required via email – no electronic signatures or paper copies are needed.

| |
|---|
| Screening completed by: |
| Name: Chris Francis |
| Job title: Principal Officer for Business Development and Commissioning |
| Date: 09/04/19 |
| Approval by Head of Service: |
| Name: |
| Position: |
| Date: |

Please return the completed form to accesstoservices@swansea.gov.uk