

Children & Young People with Disabilities and Special Educational Needs Services Transformation Programme



Delivering the strategic approach for children & young people with disabilities and special education needs for 2015-2018

PROGRAMME BRIEF

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1.1	23/04/2014	R Watson	Initial draft	
1.2	06/05/2014	R Watson	Draft for CWD strategy Group	
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1.13	15/01/2015	R Watson	Incorporate changes suggested by Management Board	2

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1. Purpose

- 1.1 This document sets out the scope and anticipated outcomes for the transformation of services for children and young people with disabilities and special educational needs, and their families, through the key stages of their lives and to prepare them for transition adulthood. This work is one of the five priorities of Herefordshire's children and young people partnership for the next 3-years.

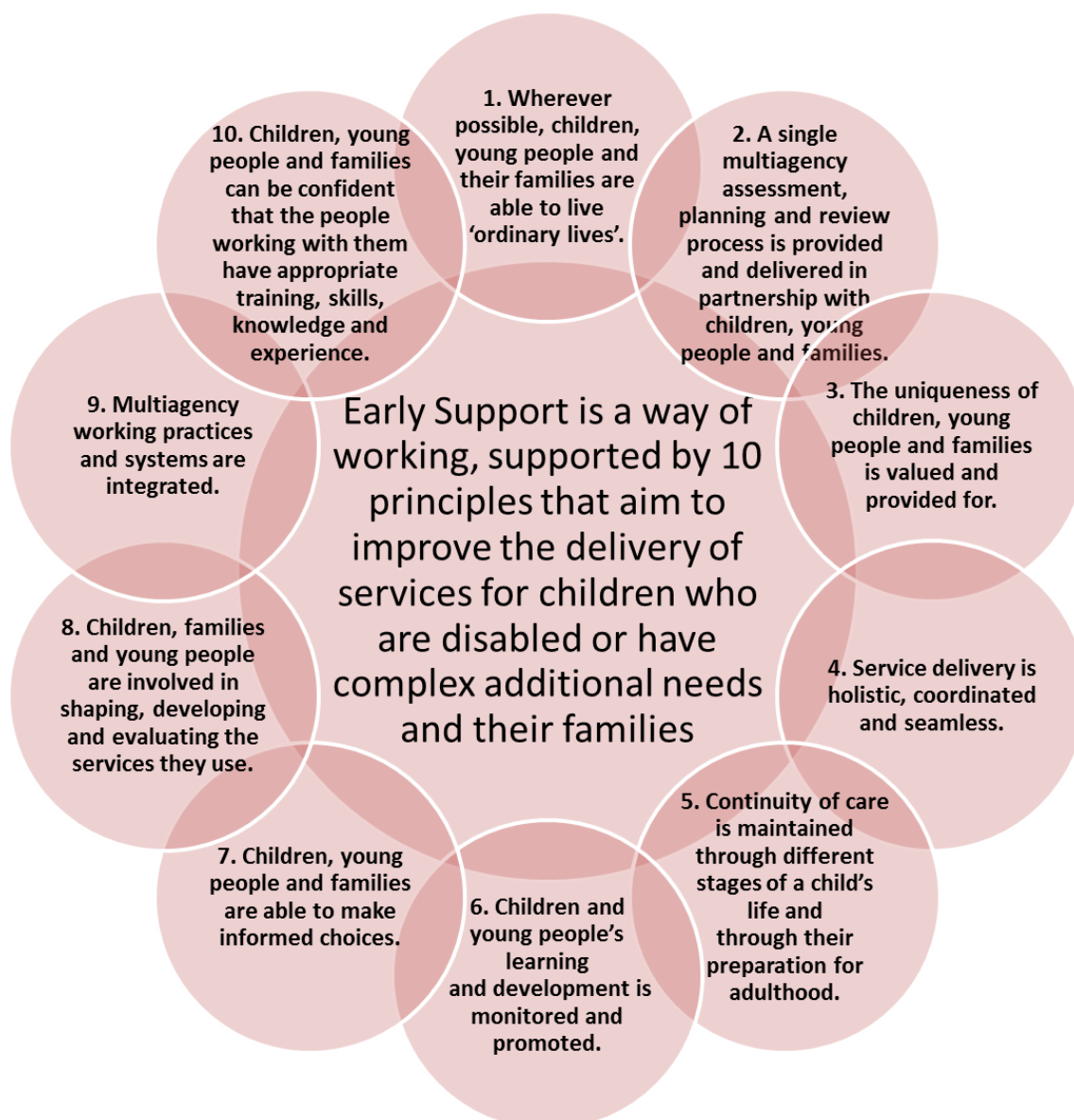
2. Background, Vision and Principles

Our vision for children and young people with disabilities and special education needs is the same as for all of Herefordshire's children and young people.

*This means that they
are healthy, safe and achieve well;
go on to lead happy and fulfilled lives with choice and control;
are supported by families, communities and organisations within sustainable
resources*

- 2.1 Progress has been made in developing support for children with disabilities and their families since the strategic review of 2010. However, families continue to report that accessing some aspects of the support that they need can be challenging and that further work is needed to redesign the way different services and agencies work either individually or in partnership. Agencies across Herefordshire recognise this and are committed to working collectively to address the improvements required.
- 2.2 The Children and Families Act (2014) reforms the systems for adoption, looked after children, family justice and special educational needs. One of the key aims of the Act is to help children and young people with special educational needs and disabilities (SEND) to achieve well in their early years, at school and in college; find employment; lead happy and fulfilled lives; and have choice and control over their support. From September 2014, the SEND reforms provide a new approach which seeks to join up help across education, health and care from birth to 25. The emphasis is on help being offered at the earliest possible point, with children and young people with SEND and their parents or carers fully involved in decisions about their support and what they want to achieve.
- 2.3 Importantly, the Children and Families Act 2014 introduces a system of support which extends from birth to 25, while the Care Act 2014 addresses adult social care requirements for anyone over the age of 18. This means there will be a group of young people aged 18-25 who will be entitled to support through both pieces of legislation. The two Acts have the same emphasis on outcomes, personalisation, and the integration of services. It is therefore essential that the planning and implementation of both of these Acts is joined up at a local level.
- 2.4 The transformation programme set out here has been developed by the children with disabilities strategy group. This group has been led by the council and involved the CCG (clinical commissioning group), NHS providers, adult social care and carer's support. It builds on extensive work over a period of time that has engaged the views of families of children with disabilities and also a range of providers including schools. The consensus from the different stakeholders was that they wanted a clear plan that delivered action and did not want further rounds of consultation.

2.5 Delivery of the vision in Herefordshire is based on the national Early Support principles:



3. Objectives

3.1 By 2017, the way services are provided for children and young people with disabilities and special educational needs will have been transformed so that they:

- a. Offer clear advice, signposting and information to enable children, young people and their families to make informed choices and be supported in arranging education, opportunities and support.
- b. Provide effective early support to prevent needs escalating and reduce the proportion of families that ultimately enter the Child in Need, Child Protection or Looked After systems

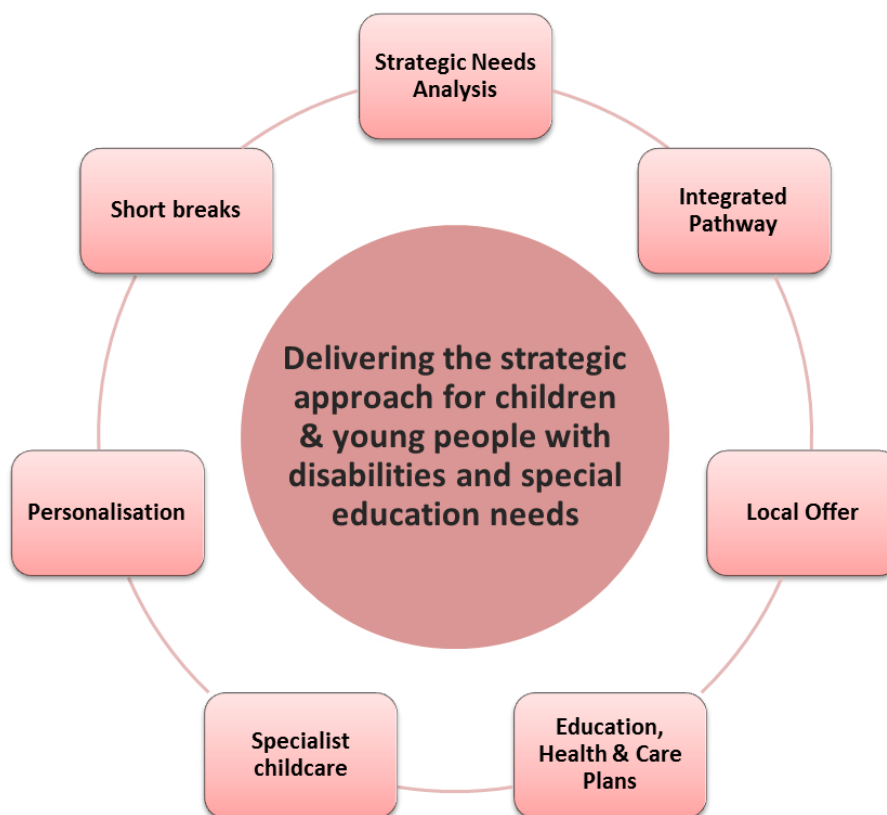
- c. Provide a 'whole system approach' across the child's major transition points, including moves to adulthood that delivers seamless and straightforward pathways and support from the child's and family's point of view
- d. Reduce duplication of effort and promote integration
- e. Are based on a shared understanding of need at the individual and population level
- f. Are judged to be 'good' by relevant regulatory agencies
- g. Are delivered within the resources available

3.2 To deliver these objectives, the transformation programme will coordinate the following work:

- a. Publish and maintain the Herefordshire 'Local Offer' for children and young people with disabilities and special educational needs, live from September 2014
- b. Implement a project to design and deliver integrated multiagency pathway. The pathway will inform service re-design and joint commissioning arrangements within and between partner agencies. It will include the key transition points for children, young people and families, including transition to adulthood
- c. Build on the implementation of new EHC (Education, Health & Care) planning from September 2014 and a plan for conversion of existing Statements and Learning Difficult Assessments within 3 years
- d. Publish initial 'Personal Budgets' arrangements advice and guidance and implement a Herefordshire approach that enables the personalisation of services
- e. Complete phase 2 of short breaks re-commissioning by March 2016 to further develop the use of community or family based, rather than institution based, respite care
- f. Complete needs analysis of specialist childcare requirements and develop provision that meets those needs
- g. Enhance the Children's Integrated Needs Analysis to focus specifically on children and young people with disabilities to inform a joint commissioning strategy to be agreed by September 2015. The updated strategic needs analysis will be informed by a review of Herefordshire's most complex cases with a view to improving multiagency practice and developing early intervention approaches to prevent the need for later residential placement.

4. Programme Deliverables (Final Products)

4.1 The transformation programme will be delivered through seven work streams, illustrated below.



4.2 Table 4.2 (below) provides further detail of what each work stream will deliver. This programme is undertaken through the CHIPP transformation approach. Each work stream will be linked to one or more projects within the wider CHIPP transformation programme.

Table 4.2

Work stream	Deliverable	CHIPP Projects
Integrated Pathway	Children and families experience an integrated pathway that covers different stages of life, including the transition to adulthood, ensuring that they have access to the right information and support at the right time	<ul style="list-style-type: none"> ▪ Design and deliver integrated multiagency pathway that identifies opportunities for improved coordination, integration and service redesign ▪ Review arrangements for the transition to adult life including exploring greater co-ordination of 16+ arrangements across all agencies
The Local Offer	Easy to understand information, advice and guidance about the support available to families in Herefordshire, and how it can be accessed	<ul style="list-style-type: none"> ▪ Enhance the content and usage of local offer including SENDirect and e-brokerage and the links with information advice and guidance for adults

Education, Health and Care Plans	Frontline services work effectively together with children and families to agree a coordinated plan and package of support that will meet their needs	<ul style="list-style-type: none"> ▪ Evaluate the impact of early EHC changes since September 2014 ▪ Develop greater coordination, integration and efficiency within multi-agency assessment within the Education, Health and Care Plan developments
Specialist Childcare	Ensure Herefordshire addresses the need and demand for specialist childcare places	<ul style="list-style-type: none"> ▪ Implement action plan for specialist childcare requirements based on a robust needs analysis
Personalisation	Enable families to have more choice and control of the services that they access through the development of an effective approach to personal budgets and direct payments	<ul style="list-style-type: none"> ▪ Publish initial 'Personal Budgets' arrangements advice and guidance ▪ Develop Herefordshire's approach across agencies, incorporating children and adults arrangements
Short Breaks	Develop the use of community or family based respite as part of the Herefordshire short breaks offer	<ul style="list-style-type: none"> ▪ Review Phase 1 contracts to recommend extension or termination ▪ Produce joint Phase 2 market development and commissioning plan with CCG and deliver revised arrangements from March 2016
Strategic Needs Analysis	<p>Build on the 2010 Children with Disabilities review and the 2014 Children's Integrated Needs Analysis to further understand the:</p> <ul style="list-style-type: none"> ▪ needs of children with disabilities and special educational needs populations ▪ impact of local services on delivering positive outcomes for children and families ▪ alternative evidence based ways of working 	<ul style="list-style-type: none"> ▪ Analyse the needs and trends of the CWD and SEN populations to update the Children's Integrated Needs Analysis to focus more on children with disabilities and inform a joint commissioning strategy to be agreed by September 2015 ▪ Undertake an analysis of the most complex cases with a view to developing early intervention approaches to prevent the need for later residential care

5. Interfaces

- Adult Disability Strategy
- Adult Wellbeing transformation plan
- Anticipatory Care Planning arrangements
- Better care fund
- CAMHS Strategy
- Care Placements Strategy
- Childcare Sufficiency Strategy
- Children's Integrated Needs Analysis (CHiNA)
- Clinical Commissioning Group 2 and 5-year plans
- Complex Needs Solutions arrangements
- Families Strategy (including Early Help for CWD & SEN)
- Healthy Child Programme
- Housing
- Joint Commissioning Strategy
- Looked After Children & Complex Needs Placements Sufficiency Strategy
- Personal Health Budgets arrangements
- SEN Sufficiency Strategy
- Strategic Education Plan
- Voice of the child

6. Constraints

- 6.1 Previous needs analysis work has been based on some assumptions, and is now several years old.
- 6.2 Delivery of Education, Health and Care Plans, the Local Offer and Personal Budgets are required by legislation from September 2014
- 6.3 Requirement to convert Statements and EHC Plans within a 3 year period
- 6.4 There are capacity gaps in particular in relation to the lead and development of personalisation for children and young people
- 6.5 Significant wider transformation programme for children's services and in particular for safeguarding which stretches capacity across agencies
- 6.6 Funding landscape for Council, CCG and partners for next 2-3 years, including funding pressures associated with transition to adult services
- 6.7 Decisions regarding the extension of Phase 1 and commissioning of Phase 2 of Herefordshire's short breaks programme will be dependent upon the completion of social care needs assessments for children already known to social care and/or health services

7. Assumptions

- 7.1 Plans to deliver the transformation programme and individual projects have been informed by the following assumptions:
 - a. Phase 2 commissioning of short breaks provision will continue the Phase 1 joint approach of the Council and Clinical Commissioning Group
 - b. The social care children with disabilities team is undergoing a programme of development that will enhance the quality of its work
 - c. The new intensive placement support model commissioned in Herefordshire in 2014 (known as HIPSS) is targeted at children and young people in the looked after system and is not a suitable model to meet the needs of most children or young people with complex education, health and care needs. A different model will be needed to prevent institutionalised care of children and young people with disabilities.
 - d. Children currently in receipt of a statement of special educational needs (600-800) will all have transferred to new EHC plans by September 2018
 - e. Delivering increasing personalisation will require significant change, which will require a phased and methodical approach to full implementation. It will be important to learn from experience elsewhere, develop proposals and test new ways of working to ensure that families can receive the best experience possible.

8. Business Benefits

- 8.1 Information, advice and guidance for families and professionals is more accessible and useful
- 8.2 Children and their families are enabled to have a greater control and say in the services that support them. They recognise that improvements are being made in Herefordshire
- 8.3 Closer working and collaboration between services and organisations in 'team around the child/family' arrangements

- 8.4 The needs of more children, young people and families will be prevented from escalating further
- 8.5 The proportion of children and young people with disabilities or special educational needs that enter the child in need, child protection or looked after systems will decrease in the long-term
- 8.6 A more coordinated approach with adult services will reduce the current cost pressures
- 8.7 Resources of all agencies can be increasingly diverted to preventative services as the need to support child in need, child protection or looked after child arrangements decreases over time
- 8.8 Reputational benefit of services that are rated as 'Good' by families and regulatory agencies
- 8.9 Development of the local markets will help to achieve social return on investment

9. Preliminary Risk Assessment

- 9.1 Projects focus on process change without making the necessary cultural and practice changes within services that will make a real difference to children, young people and families
- 9.2 Projects focus on implementing change within current resources and structures, missing opportunities for service redesign or integration
- 9.3 Education, Health & Care plans are 'launched' in order to comply with multi-agency sign-off requirements and meet the September 2014 deadline without fully delivering the vision of cultural change
- 9.4 Insufficient resource is earmarked for the delivery of the statutory requirements
- 9.5 Priority setting and project implementation could be delayed as improving social care assessment processes and practice informs strategic needs analysis
- 9.6 Lack of project ownership or project management resources further delays effective delivery of personalisation for children and young people with disabilities or special educational needs
- 9.7 Partnership working at operational and strategic levels is underdeveloped
- 9.8 Governance, awareness of, and commitment to the programme at a senior strategic level is not sufficiently developed
- 9.9 ICT systems are not sufficiently robust to support integrated systems

10. Customer's Quality Expectations

- 10.1 The primary customers of this transformation programme are Herefordshire's children and young people with disabilities or special educational needs and their families. For them, the key product of the transformation programme is improved quality of:
 - a. Early help, information, advice and guidance that provides choice and control
 - b. Multiagency working, so they only have to tell their story once and they aren't 'bumped' around services
 - c. Service delivery, at times and places that meet their needs and of sufficient quality that they are safe and consistent

- 10.2 The secondary customers of this transformation programme are the main commissioning agencies, including the Council and Clinical Commissioning Group. In addition to the key quality products described above, commissioners also need to see the delivery of value for money:
- a. Services are re-designed based on evidence of what works and an understanding of local needs
 - b. Projects and services are delivered within available resources to meet agreed priorities
 - c. The outcomes of projects and services in preventing poor outcomes, and therefore managing cost, is clearly measurable

11. Programme Tolerances

- 11.1 The projects can run at two weeks behind schedule without the need for intervention. If the project reaches two weeks behind schedule the Programme Manager will be notified.

12. Acceptance Criteria

12.1 Phase 1: Development, design & launch from September 2014 – March 2015

- a. Project plans for the key deliverables signed off by strategy group
- b. Launch of initial EHC Plan processes, integrated pathways, local offer and personal budget arrangements
- c. CCG short breaks redesign proposals confirmed
- d. Council decision to extend or re-commission short breaks contracts made

12.2 Phase 2: Implementation September 2014 – September 2016

- a. Implementation of any service redesign or restructuring to deliver the new arrangements
- b. Transfer of children and young people with SEN statements to EHC Plans
- c. Cases of new children and young people follow integrated pathways and receive EHC Plans
- d. Delivery of personal budgets system
- e. Ongoing review and improvement of the Local Offer
- f. Ongoing delivery and review of short breaks needs and provision
- g. Needs analysis and delivery of sufficient specialist childcare places
- h. Refresh strategic needs analysis for children and young people with disabilities or special educational needs

12.3 Phase 3: Evaluation, Acceptance and Forward Planning April 2016 – March 2017

- a. Undertake evaluation of project management and delivery
- b. Undertake evaluation of service delivery and outcomes
- c. Sign off the 2014-17 transformation programme
- d. Draft strategy and programme beyond 2017

13. Outline Programme Plan

- 13.1 Each of the seven work streams described above will have a project plan. Each project plan will be signed-off by the Children with Disabilities Strategy Group. Project plan progress will be reviewed by the Children with Disabilities Strategy Group at least every six-weeks. Project plans will make explicit links to any other internal or external governance requirements that may be necessary before proceeding with full implementation. This forms part of the CHIPP Transformation programme arrangements.
- 13.2 Some of the work streams (table 13.2) have already begun and have delivered some important changes (for example the local offer and education health and care plans). Other work is at an early stage. To help provide improved coordination and accountability, project plans will be updated using the CHIPP framework from January 2015.

Table 13.2

Work stream	Project start date	CHIPP Project Sign-off	Project end date	Project Manager/s
Integrated Pathway	Sept 2014	Jan 2015	First phase July 2015	Head of Additional Needs, Children's Wellbeing Directorate
The Local Offer	Dec 2013	Jan 2015	First phase completed Second phase review July 2015	Head of Additional Needs, Children's Wellbeing Directorate
Education Health & Care Plans	Jan 2014	Jan 2015	First phase completed Sept 2016	Special Educational Needs and Disability Implementation Manager, Children's Wellbeing Directorate
Personalisation	2012	Jan 2015	First phase Sept 2015	Head of Children with Disabilities & Practice Development, Children's Wellbeing Directorate
Short Breaks 2015 onwards	Jul 2014	Jan 2015	Mar 2016	CCG & Head of Commissioning, Children's Wellbeing Directorate
Specialist Childcare	Jan 2013	Jan 2015	Sept 2015	Head of Educational Development, Children's Wellbeing Directorate

Strategic Needs Analysis	Mar 2015	Mar 2015	Mar 2016	Public Health (to be confirmed)
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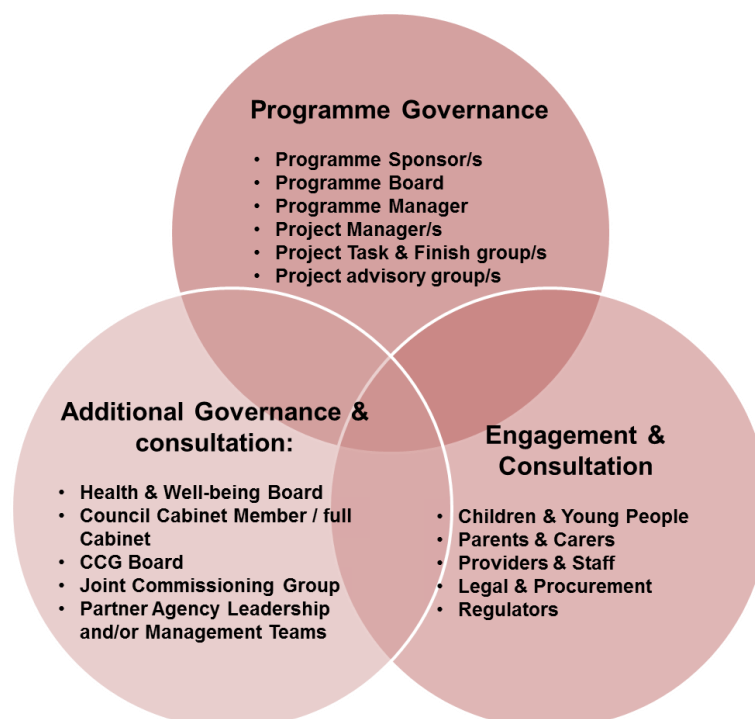
14. Governance and Reporting

14.1 **Approval** of this strategic transformation document will go through several stages:

Sign-off Stage	Timescale
Children with Disabilities Strategy Group	Oct 2014
Children & Young People's Partnership	08/12/2014
Children's Well Being Senior Management Team	10/12/2014
Joint Commissioning Group	18/12/2014
Council Management Board	13/01/2015
Cabinet Member Briefing	22/01/2015
Adults Wellbeing Commissioning Board	28/01/2015
Council Leader's Briefing	29/01/2015
Clinical Commissioning Group STIG	17/02/2015
Cabinet	26/02/2015

14.2 Governance:

Progress will be reported to The Health and Wellbeing Board via the Children & Young People's Partnership. Cllr Miller, Lead Cabinet Member for Children's Wellbeing, and Chris Baird, Assistant Director for Children's Wellbeing are co-sponsors of this strategy. The Children with Disabilities Strategy Group, chaired by Chris Baird, will act as Programme Board. Richard Watson, Commissioning Lead for Children and Families will act as Programme Manager. Where already in place, Project Managers are listed in Section 13 above, or will be appointed by the Programme Board.



14.3 In their action plans, project managers will set out any arrangements for task & finish or advisory groups. Each project plan will also set out any additional governance or consultation requirements that might be necessary before final sign-off can be agreed by the Programme Board. Any projects that have a multi-agency impact are likely to be required to be signed-off by Herefordshire's Health & Wellbeing Board, and may need to follow similar approval stages as those outlined in the table above.

14.4 Reporting:

The reporting arrangements for this transformation programme are that each Project Manager delivers a Highlight Report every 6 weeks to the Children with Disabilities Strategy Group for review and discussion. This should be provided by the Project Manager to the Programme Manager no less than 7 days before a scheduled Strategy Group Meeting, so that an assessment of the project can be obtained, based on past and future progress. The report will also reflect the voices of children, young people and families, and include any issues or risks that have evolved, and be drawn from the project's Risk Log.

15. Financial Requirements

15.1 Initial analysis of the Local Authority and CCG budgets relating to services for Children with Disabilities or Special Educational Needs has identified the following indicative spend for 2014/15:

Local Authority:

SEN Team	£265,133
Short Breaks and Respite	£445,150
Hfds Childrens Disabilities Team	£302,016
Section 17 Disability	£10,000
Direct Payments - Children	£185,000
CWD Respite/Transport	£2,500
Placements Child Dis (CNS)	£1,497,570
Post 19 LLDD education	£637,602
Post 19 LLDD adult care & therapy	£227,796

CCG:

Short Breaks and Respite - CCG	TBC
Placements Child Dis (CNS)	£499,082
Service spend	TBC
Total 2014/15	£4,071,849

15.2 Redesign of any services will have to be achieved within the resources available and there may be a requirement to achieve savings in light of future national government funding and policy changes. CCG short breaks resources will be confirmed.

16. Formal Sign Off

Approved by	Signature	Date
Cllr Millar, Programme Sponsor		
Chris Baird, Programme Sponsor		