

Manchester City Council
Report for Resolution

Report to: Audit Committee – 10 December 2019

Subject: Transitions – Children to Adult Services

Report of: Executive Director of Adult Social Services
Strategic Director of Children and Education Services

Summary

It is the role of the Audit Committee to monitor the implementation and outcomes of the Council's internal audit programme and this includes the implementation of Audit recommendations.

During 2017/18 Internal Audit reported limited assurance over four audits completed within Adults Services and the Audit Committee have monitored the implementation of recommendations arising from these.

Management updates were provided to Audit Committee in September 2018, March 2019 and October 2019. This report updates the current position in respect of actions that remain overdue for the Transition Service.

Recommendations

Audit Committee is requested to consider the assurance provided through the actions which have been taken to date to address the risks noted in the audit of the Transition Service.

Wards Affected: All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Audit Committee: Outstanding Audit Recommendations Report 30 July 2019
- Adult Social Care Improvement Programme Report 15 October 2019

1. Introduction

- 1.1. Adult Social Care services are a core part of the integrated health and care services provided by Manchester City Council through the Manchester Local Care Organisation (MLCO) partnership and play a key role in the delivery of the Our Manchester Strategy and the Locality Plan, 'Our Healthier Manchester'.
- 1.2. A report from February 2018 provided limited assurance that effective arrangements were in place to support young people transitioning from Children's to Adults' Services.
- 1.3. This report provides an assurance update on the progress made in responding to outstanding issues arising from the Internal Audit report on the Transition Service.

2. Context

- 2.1. A key priority of the Our Manchester Strategy is to radically improve health and care outcomes, through public services coming together in new ways to transform and integrate services. This involves putting people at the heart of these joined-up services, a greater focus on preventing illness, helping older people to stay independent for longer and recognising the importance of work as a health outcome and health as a work outcome. The Locality Plan, 'Our Healthier Manchester', represents the first five years of transformational change needed to deliver this vision.
- 2.2. Since 1 April 2015 the Care Act required Local Authorities to conduct a transition assessment for children and their carers requiring or requesting an assessment; and young carers who are likely to have care and support needs after turning 18. Local Authorities are expected to establish mechanisms for proactively identifying such children as early as possible in order to plan for and prevent the development of care and support needs.
- 2.3. Effective person-centred transition planning is essential to help young people and their families prepare for adulthood. Transition to adult care and support comes at a time when a lot of change can take place in a young person's life. It can also mean changes to the care and support they receive from education, health and care services, or involvement with new agencies such as those who provide support for housing, employment or further education and training.
- 2.4. The years in which a young person is approaching adulthood should be full of opportunity. Some of the life outcomes that matter for young people approaching adulthood and their families, may include but are not limited to:
 - paid employment
 - good health
 - completing exams or moving to further education
 - independent living (choice and control over one's life and good housing options)
 - social inclusion (friends, relationships and community)

- 2.5. The wellbeing of each young person or carer must be taken into account so that assessment and planning is based around the individual needs, wishes and outcomes which matter to that person. Historically, there has sometimes been a lack of effective planning for people accessing children's services who are approaching adulthood. Early conversations provide an opportunity for young people and their families to reflect on their strengths, needs and desired outcomes, and to plan ahead for how they will achieve their goals.
- 2.6. Based on local consultation the following principles will continue to influence and guide the development of the Transition Service. These are:
 - A coordinated approach to forward planning.
 - The timely and seamless transition of young people and their families as they approach adulthood.
 - The expectation of family/carers to manage and minimise disruption and anxiety in the transition to adulthood.
- 2.7. For young people with special educational needs (SEN) who have an Education, Health and Care (EHC) Plan under the Children and Families Act, preparation for adulthood must begin from year 9. For the vast majority of young people this will include a focus on their aspirations, the provision of career information, advice and guidance, discussion on their future education options and how to achieve skills so they can live as independently as possible. Manchester has a particularly good offer around access to work experience and work placements for young people with SEN and in 2018/19, over 70 young people with SEN accessed supported internships on leaving education. Equally for those young people with special educational needs/disability but without EHC plans, early conversations with young people and their families about preparing for adulthood are also essential.
- 2.8. A transition assessment should be undertaken as part of the annual statutory review of the EHC plan which focuses on preparing for adulthood, and should inform the transition from Children's Services for those children and families who have been accessing support, to adult care and support.

3. Internal Audit Report 2018

- 3.1. An Internal Audit report issued in February 2018 provided limited assurance that effective arrangements were in place to support young people transitioning from Children's to Adults' Services and identified the following areas as requiring improvement:
 - There was no overarching strategy or vision in place to describe how transition would be delivered in line with Care Act requirements.
 - The Transitions Board was not operating at a strategic level, making it more difficult to influence direction and ensure engagement with key stakeholders, and with limited independent challenge.
 - Regular management information and reporting arrangements to provide assurance and escalate risks to senior management were not in place.
 - Limited evidence of engagement with specific eligible cohorts identified in the Care Act, including some special schools (education), young carers and carers, resulting in gaps in fulfilling statutory responsibilities.

- A lack of clear and formal pathways for referrals both into and out of the Transition Service.
- There was no formal offer document and some partner agencies and Council Services lacked clarity over referral criteria.
- Records on MiCare demonstrated limited management oversight and challenge, although we did see further evidence in manual records held by individual managers.
- Procedures within the Transitions team for casework were limited and had not been formalised and we found limited evidence of using documentation required by the Care Act.

3.2. Audit made five recommendations and target dates were agreed with the then Executive Director for Strategic Commissioning and Director of Adult Social Care Services (DASS). Two of the recommendations have been implemented and Internal Audit have confirmed this to be the case. Three major priority recommendations remain overdue based on original target dates as follows:

Recommendations	Target Date
The Interim Deputy Director of Adults Social Services should develop a clear transitions strategy and vision in conjunction with Children's Services and other key partners, in line with Care Act requirements. Once developed the strategy and vision should be used to inform the development of a clear service offer for transitions. This offer should be clearly communicated to confirmed key stakeholders including service users. Advice could be sought from other Local Authorities including the Council's Adults Services improvement partner, and differing approaches considered.	30 April 2018
The Interim Deputy Director of Adults Social Services should ensure that within six months an operational plan is in place for delivering the revised transitions offer in line with the agreed strategy and vision. This plan should include the formalisation of policy and procedure, roles and responsibilities and the use of transition specific documentation referred to in NICE guidance.	30 October 2018
To support day to day performance management the Interim Deputy Director of Adults Social Services should introduce a suite of Key Performance Indicators. This should be defined once the strategy and vision in place. A long term solution should be considered and built into Liquid Logic to help identify performance trends and provide assurance to senior management.	30 June 2018

4. Progress to Date

4.1. This section details progress to the end of November 2019

- 4.2. The Transition Board has been reconfigured and is now chaired by the Assistant Director of Adult Services with support from the Deputy Director Children's services. This ensures that any developments are signed off by officers of sufficient seniority to influence change within their respective directorates. There is an expectation that other partners represented on the Board are also of suitable seniority in their respective organisations.
- 4.3. The terms of reference for the Board have been reviewed, amended and agreed and reflect the aims of the Board to develop the transition offer across Manchester. They are informed by the shared principles that have been established as part of the extensive consultation that has taken place. The Board meets 6 times yearly but much of the work to progress the transition offer across Manchester is expected to take place outside of these meetings to ensure the continued service improvement. The Board membership has also been reviewed to include representation from Parent/Carer Forum and representation from education and health services, including acute and community, mental health services. This is to ensure representation across the sector to influence and implement change.
- 4.4. Consultation about what a good transition service might look like has also been taking place across Manchester in the period March to September 2019. This has included a number of one to one sessions with partners of the Board and also some focus group and forums including attendance at a second carer's forum in March 2019. The group provided good feedback about how the transition offer needs to develop across Manchester to be more accessible, informative and inclusive to all young people regardless of their disabilities. The group welcomed being involved in the consultation and are happy to comment further on the draft policy document. It is scheduled for the group to be revisited again in December 2019 with the draft policy document for their feedback about key stages of the process.
- 4.5. The majority of young people referred to the Transitions Service will have an EHC plan which is a key document that pulls all relevant information together in a single plan. this includes the young person's aspirations strength and what is important to them, parent/carer views, outcomes to be achieved and outlines how services, family members and the young person will work together to ensure that the young person will be prepared for adulthood. A Quality Assurance process is in place to ensure good quality personalised plans are in place for children and young people with special educational needs in Manchester.
- 4.6. In July 2019, consultation took place with practitioners within the Transition team. This identified their experiences, the positives and barriers to person centred working with young people, their families and then the young adults as they reach 18. Some of the feedback was about being seen as the Mental Capacity Act assessment team, late referrals affecting the work they are able to do in a planned way and positive experiences of working with the Children With Disabilities Team. This was the last group consulted with. Partners involved in earlier consultations have been Greater Manchester Youth Council, Parent carer forum, parent care champions, a learning exercise which included, education, leaving care, Child and Adolescent Mental Health Service (CAMHS), Adult Mental Health Services (AMHS), Children's social care and learning disability health colleagues.

- 4.7. From July 2019 Adult Care also launched a new database across all services. Eventually this database will be used across health, education and social care. Pertinent to the transition offer, and following a number of consultations the database now includes a transition specific plan. Several meetings took place as part of the Manchester specific-design of this database to assure information transferred from the children's database to the adult's database. This was to assure that key information was able to be populated as the young person moves from Children's to Adults Services. This will also support a better understanding of demand to enable Adult services to respond more effectively to changing needs.
- 4.8. Process design sessions were completed between adults and children's services in September 2019 as well as the establishment of the Transition Board to provide system wide and strategic leadership where a number of key priorities have been agreed. The process design will, by the end of 2019, focus on ensuring that there is clarity of process and pathway for young people between children's and adult's services and will identify some key performance indicators aimed at providing assurance back to the Board. Following finalisation of the design, communications will be co-produced with young people, parents/carers and practitioners across the system. A better understanding of demand is also a priority for the Board to enable services to respond more effectively to changing needs. The process design sessions resulted in the development of an action plan and a working group to drive forward progress on this plan.
- 4.9. Key links have also been forged across the Greater Manchester Network. More recently work has commenced through the Greater Manchester Health and Social Care Partnership to understand how the transition offer has developed across the region. This work will also include in house support to the Transition Planning Team that will include training on person centred practices, strengths based approaches to assessment and ensuring the person is at the heart of the decision making processes. This will complement the work already started within adult social care in regard to strength based assessments and making assessment and support planning about the person. This strengths based approach also aligns with work in Children's Services in respect of positive risk management, adoption of the Signs of Safety approach and exploring the THRIVE model. THRIVE is a strength based approach, using shared language across all services to ensure the right support is identified for the family and to reduce barriers across thresholds. This alignment is important to ensure the process of proportionate support starts at a much earlier point, rather than there being a stark change in approach from children to adult services at age 18.
- 4.10. Work has commenced over this period to develop better information for young people and carers. During the consultation with the Parent/Carers Forum it was recognised that, prior to the school year 9 review, relevant information about what happens next would be really useful to inform what will happen at the review and beyond. This includes information leaflets that will be available in January 2020.
- 4.11. The Transition Team is also piloting more proactive approaches to engage with special schools. The team has recruited a link worker who will work closely with special schools, including attendance at EHC reviews. This role will ensure the

facilitation of clear communication across the partnership and a point of contact for education into the transition team.

- 4.12. Audits of casework have been undertaken to support the improvement and further development of the Transition Service. Some light touch audits have informed the understanding of pathways into the transition team and more in-depth audits of cases have provided a clearer view of what has not worked well. Lessons learned from these audits are being used to inform the development of a good practice model which can then be adopted by partners. Other work includes actively looking at the numbers of people coming through from the SEN Disabilities report and identifying the gaps in information.
- 4.13. Work has been completed with commissioners informed by the lessons learned from the case audits. This work is ongoing and includes working together to gain an understanding of what types and locations of accommodation options in the future which may be required for young adults in Manchester. The Board is exploring opportunities for joining up some of the contracts between children and adults so that the "falling off a cliff edge" feeling is minimised. The supported employment contracts are an example of this. There is also ongoing work to consider suitable accommodation options for young people including within a number of new build developments so they are settled before they are 18.
- 4.14. Ongoing work is linking the THRIVE model from children's services to the strength based approach and how this can be supported from 14-18 to ensure practitioners from both services are working consistently to support young people to be as independent as possible and we want to be able to report on activity of the workers during this period. It is important that there is a greater understanding of the legal frameworks and other changes such as benefits and charging that happen during this time.
- 4.15. An interim officer has been appointed to focus on transition so that this work can move this forward at pace. An improvement plan will be produced to support this work with recommendations for the development and growth of the team. This will become a permanent position in the new structure for Adult Services.

5. Outstanding Audit Recommendations

- 5.1. The areas identified as outstanding are indicated below as is evidence of progress with clear timescales for completion.

Outstanding Audit Recommendations – Current Status and Planned Actions

Matters Arising	Progress to date	Next actions
<p>There was no overarching strategy, vision, or core offer to describe how the Council's transition arrangements would be delivered in line with Care Act requirements.</p>	<p>Strategic plan Significant work has been completed since March 2019 to influence and inform the strategic priorities of the Transition offer across Manchester.</p> <p>Three transition planning workshops have been undertaken which considered the key priorities to develop what a good Transition offer would look like across Manchester.</p> <p>The work shops were attended by key partners including representatives from children's, adults, mental health, health (community and Trust), and carers.</p>	<p>Strategic plan A formalised strategic plan will be drafted based on the extensive discussions and consultations to date including identifying key principles agreed at the transition planning workshops.</p> <p>This will be consulted upon and signed off in January 2020</p>
<p>Operational delivery (1) The following issues were identified in relation to operational delivery:</p> <ul style="list-style-type: none"> • There were no formal transition related policies and procedures in place within the Transitions Planning Team. • A lack of clearly defined roles and responsibilities across Children's Services, Adults Services, partner agencies and the Transitions Planning Team to outline 	<p>A draft Transition policy has been developed that has been presented to the Transition board and is currently within a consultation period and out to key stakeholders as above.</p> <p>The policy includes a pathway that clarifies the roles and responsibilities of key partners and at defined stages of the pathway The consultation will be for a limited period and any changes as a result of the consultation will be considered and if</p>	<p>The draft policy is currently out to consultation to key partners, the deadline for feedback is end November 2019. A formal presentation of the policy to a local carers forum is booked to take place on 9 December 2019 The feedback from this forum will be required by 20 December 2019 Deadline for policy sign off 31 January 2020</p>

Matters Arising	Progress to date	Next actions
expectations for each in relation to transitions and support a consistent approach.	<p>appropriate completed with one week of the deadline dates.</p> <p>This will be reviewed by the agreed governance process for sign off by mid-January. The policy includes links for health transition and the journey into mental health services so follows a multi-agency approach.</p> <p>The policy has been benchmarked against other demographically similar transition policies.</p> <p>The Transition Action plan (appendix 1) forms the delivery plan for implementation of the agreed actions to develop the Transitions offer across the service.</p> <p>An Information leaflet for families is being collated based on leaflets that have been deemed effective in providing families with the right information</p>	<p>Communication, Implementation and training.</p> <p>Following policy sign off via the agreed governance processes, the policy will be launched and disseminated across Manchester.</p> <p>Timescales 28 February 2020.</p> <p>A training plan for relevant staff will be implemented to ensure the workforce are informed and equipped to work to the process within the policy.</p> <p>Timescales 28 February 2020</p> <p>Accessible information formats will be considered in relation to all documentation as outputs from the Transition board</p> <p>A draft leaflet will completed in January 2020, consulted upon and distributed /made available (on line/download) from February 2020</p>
Operational delivery (2)Transition planning Team <p>Case-loads within the transitions team were high in comparison to other adult service teams.</p>	<p>Average cases per worker has reduced significantly in comparison to the period of audit.</p> <p>There has been staff changes over the preceding 12 month period so work has been</p>	<p>A separate transition planning team operations plan will be collated to address any current or ongoing areas of risk.</p>

Matters Arising	Progress to date	Next actions
<p>There was little ongoing activity on some of these that were stable and were mainly subject to an annual review.</p> <p>There was no transitions specific documentation built into MiCare such as transitions assessments and plans as recommended in statutory guidance.</p> <p>Therefore, records to support transitions activity on MiCare was often limited and inconsistent.</p> <p>Cases were often referred to the Service at the age of 16 but actions were not generally taken until 17. Conversely, there were a number of cases that had been in the Service for seven to eight years, and had periods of dormancy between annual reviews.</p>	<p>ongoing to train and support new staff members including three newly qualified social worker, apprentice social worker. Staff shortages have been back filed with agency staff.</p> <p>The new adults database now has a transition specific documents included on the database.</p> <p>All staff are aware of the case recording policy</p> <p>The pathways are identified in the draft policy.</p> <p>Cases are discussed as part of informal and formal sessions including supervision.</p> <p>Staff are being supported to identify times of stability following assessment, support planning and review as to the appropriateness of transferring cases to ongoing teams.</p> <p>Adult care has reviewed and signed off an updated supervision policy. Staff training is being provided from the beginning of December 2019</p> <p>Roles and responsibilities are in draft policy.</p>	<p>The plan will include audits of specific areas requiring improvements, this will evaluate the impact of the changes to date and where required will identify ongoing plans to address any areas that remain a high risk to the successful functioning of the team in meeting the statutory demands of the Care Act 2014.</p> <p>Action by Service Manager, Transition Planning Team by 31 January 2020</p>

Matters Arising	Progress to date	Next actions
<p>To support day to day performance management a suite of Key Performance Indicators should be devised. This should be defined once the strategy and vision in place.</p> <p>A long term solution should be considered and built into Liquid Logic to help identify performance trends and provide assurance to senior management.</p>	<p>Key areas identified for performance include the following;</p> <p>Quantitative</p> <ul style="list-style-type: none"> ● % of young people referred to the transition planning team at ages 14.15.16.17 <18 birthdays ● Source of referral ● Of referrals how many produced a transition plan ● Of referrals how many young people were signposted to other service ● Of referrals how many young people met the Care Act criteria and were supported by the Transition team ● How many young adults were transferred to ongoing services and at what age <p>Qualitative</p> <ul style="list-style-type: none"> ● Feedback from young people, their families or professionals about clarity of the transitions pathways in Manchester 	<p>Performance framework to be devised and reported via a dashboard to each Transition Board meeting</p> <p>The performance measures put in place will reflect agreed measures from all partner agencies within the transition process</p> <p>Draft framework to be developed by Service Manager, Transition Planning Team by January 2020 and operational from 1 April 2020.</p>

6 Conclusion

- 6.1 The Transition offer within Manchester has previously not developed at the pace expected, however given the dedicated extra staff member to oversee and continue to develop this service area it is anticipated that a strategic vision, robust delivery plan and team operations/improvement plan will drive the required changes and improve the experience and outcomes of young people and carers

7 Recommendations

- 7.1 Audit Committee is requested to consider the assurance provided by the update on actions taken in addressing risks noted in the Transitions Audit.