



CITIZENSHIP IN FURTHER EDUCATION: NEXT STEPS IN PERSONALISED TRANSITION

A Discussion Paper in association with ibk
initiatives and Maddocks Associates

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1. INTRODUCTION

The issue addressed in this discussion paper is the difficulty young people with profound and multiple learning disabilities currently have regarding access to Further Education (FE).

A curriculum for citizenship is one of the four pillars of Personalised Transition (Cowen, 2010). (The other three pillars are: Family Leadership; Integrated Funding; Expert Co-ordinated Support). Further Education colleges should be working towards providing effective provision for **all** young people with learning difficulties, including those with the most complex impairments and highest support needs.

This discussion paper outlines the urgent need to do things differently in order to create opportunities for:

- Independence and a meaningful lifestyle for young people with multiple learning disabilities
- Savings – significant cash efficiencies can be made by providing local, high quality provision

Our present system of providing out of area placements means that money coming in to local authorities is being invested in colleges a long way from home. The difference between local and out of city provision is sometimes as much as £200,000 for each student, every year. This money can come from education, social care and health.

We propose redirecting that money so that it is available to develop the local infrastructure. By creating local learning opportunities for a small group of young people who are presently unable to access FE, and therefore eligible for funding for out of city placements, we are paving the way for many more to do the same. This paper outlines how this can happen and how we can help.

2. THE CURRENT SITUATION

Personal development and learning is vital to all of us. But what we need to learn and how we learn varies. This is especially true for people with complex impairments and high support needs:

Whilst their achievements may be measured in much smaller steps, people with profound and multiple learning disabilities (PMLD) continue to learn and develop all their lives. There needs to be a redefinition of learning to include a wider range of non-academic services, outcomes and funding criteria so that people with PMLD can access appropriate FE opportunities.

(PMLD Network, 2006)

Further Education colleges should be working towards providing effective provision for **all** young people with learning difficulties, including those with the most complex impairments and highest support needs.

There is no national data available about the quantity or the quality of FE provision for young people with complex impairments and high support needs, but recent research backs up our experience: young people and families are requesting FE provision that is not commonly offered and can be difficult to put in place:

Since people with learning disabilities have difficulty learning, further education is potentially a very important opportunity for people to continue to grow and develop. Only 14% of people with profound intellectual and multiple disabilities were in further education in 2003/4. Since then, there has been a marked reduction in further education provision for people with learning disabilities.

(Jim Mansell, 2010)

At the moment, young people with high support needs are commonly offered day centre provision rather than opportunities to extend their learning:

J. takes a long time to learn things and develop. I recently met someone with the same condition as J. who has started walking independently for the first time in her life. She is 43 years old. J. goes to a day centre because there is nowhere else for him to go. But I am not happy with the way they treat him

there. In fact I don't let him go alone. He always has one of his Personal Assistants with him. I have talked with the day centre about designing a learning programme for J. but they don't understand. I feel like he has been written off.

(Parent, 2010)

I am not sure if K is happy at the day centre - she has stopped eating. She seems anxious - it could just be the change from the structure school offered to the unstructured environment at the centre. We are not finished yet. If she settles there we won't do anything else, but if she doesn't we will be looking for something different.

(Parent, 2011)

Families are not alone in their dissatisfaction. Professionals too are concerned about the lack of educational provision available to students with complex impairments:

I am concerned that pupils with complex learning disabilities have no opportunity to continue their education Post 19. In general provision in local colleges is designed to meet the needs of pupils working at or above Entry Level 1. Pupils working below this level are directed to Adult Services as if they have no right to continue their education or are incapable of doing so. It is true that progress for young people with complex needs may be very slow and may be about generalising a skill rather than hierarchical progression. However if we accept the premise that we can educate them, there is no reason to draw a line in the sand at 19.

(Head of Post 16, Special School)

The rigid focus on academic progression as a means of demonstrating success in the education system works against many disabled students, particularly those with profound and multiple learning disabilities. The sad fact remains that the majority of students with complex impairments go on to an adult life of dependency and non-participation.

Other groups of young people facing similar challenges with respect to access to local FE are those on the autistic spectrum, those with complex communication impairments and young disabled people attending local mainstream schools (Guardian, 2011).

The traditional response with respect to young people on the autistic spectrum has been to make the case for an out of city placement. Such placements are often encouraged by professionals working directly with young people and families because of the dearth of local alternatives.

The negative impact a long-term placement in a residential school has on the lives of young people is well documented (Morris,1999).This has led to a move away from out-of-authority provision. We do not know of any similar research with respect to residential college placements, but we do have anecdotal evidence that young people are likely to be isolated and disenfranchised when they return to their local communities.

We also have anecdotal evidence of families requesting residential provision for Post 16 education for young people who have been in a mainstream school up to this point. This is because the requirements to show progression and participate in the exam system make it impossible for some young people to stay on at Post 16 in mainstream schools. A local college place is often unsuitable and, in addition, provides a logistical challenge for working parents as a full time college course often adds up to no more than three days a week attendance at college. Unless resources and people are in place to support the young person during the other two days, the only available option appears to be a residential placement.

3. COST EFFECTIVENESS

In respect of young people with complex needs, our education system represents poor value for money. Special education is costly, and yet at the end of 16 or 19 years in full time education very few disabled students go on to FE and/or employment. Residential colleges and care homes cost a great deal, seldom have a positive impact on people's lives, and rarely lead to improved outcomes. Although saving money is not the primary reason for developing a personalised response, it is nevertheless a compelling argument.

In our early work in Sheffield young people with high support needs (young people whose families had been told a residential care home was the only option open to them) are flourishing on personalised learning and support packages (Cowen, 2010). Several young people are now living independently of their families.

Our experience from the young people and families we have met this year in the course of working on Personalised Transition is that young people with PMLD are excluded from FE provision and their options are frequently narrowed down to expensive traditional services such as day care or residential homes. While some families go down this route, others opt out of any available support, and keep their son or daughter at home without any additional help. Although this can be a reasonable short-term solution for some, it almost always leads to a crisis at some point when the main carer becomes too old, or too tired or too ill to care. The service response at this point is likely to be a costly (and unwanted) residential care home.

Although comprehensive national data is lacking, there is evidence that the number of young people with PMLD is rising significantly (Carpenter, 2000; Kirk and Glendinning, 2004). A study in Sheffield in 2006 found that the number of 10-14 year olds with PMLD has increased by 75% in the last 5 years (The Sheffield Care Trust, 2006).

We want to increase opportunities for young adults with complex needs to live meaningful lives in their own communities. The total cost of a personalised package is likely to be less than half the annual cost of residential care. This amounts to significant savings over the lifetime of an individual and when we aggregate these costs the savings go into millions of pounds. In the present climate, this becomes a reason to support people differently.

4. POLICY DIRECTION

With funding for Independent Specialist Providers (ISPs) being transferred to local authorities in 2013, there is an urgent need for local authorities to develop strategies that lead to improved outcomes for young people with complex needs and their families. Creating integrated pathways before this date will ease this transition and set up a positive way forward.

Although young people with the most complex impairments are more likely to remain in school until they are 19 years old, the SEN Green Paper provides opportunities for Further Education colleges to expand their offer to all learners with LDD. Raising the Participation Age (RPA) means that those young people entering Y10 this September will have to engage in education or training until the year of their 17th birthday.

Learning from the Personalised Transition work carried out in the Yorkshire and Humber region earlier this year, alongside exploratory meetings with families, special schools and Further Education colleges suggest all parties are keen to develop provision, but are uncertain about how to take this forward in ways that genuinely produce high quality provision and improved outcomes (Cowen, 2010).

5. OUR PROPOSAL

Our proposal supports the development of local Further Education in order that young people with PMLD, young people on the autistic spectrum and young disabled people going to Further Education colleges at 16/17 are helped to create meaningful and fulfilling lives. Our learning so far is that a truly personalised response creates a greater chance of disabled adults remaining within their communities as opposed to going into residential care homes.

Transition to adulthood is everyone's business and requires a strategic approach across a range of partners, using a common language. The outcomes we are working towards include:

- **All** disabled young people being supported to stay in their own community
- **All** disabled young people fulfilling their potential
- **All** disabled young people being included in local mainstream clubs and activities of their choice or preference

Creating a local personalised education for students with high support needs, alongside increased opportunities to access leisure activities in local community resources are the next stage in the development of Personalised Transition.

The development of supported personalised learning opportunities (on and off college sites) for young people with complex impairments will mean they have opportunities for learning as they enter adulthood. This will inevitably increase their chances of shaping a meaningful and fulfilling life beyond 25.

As the key innovators behind the development of Personalised Transition in Sheffield (Cowen, 2010), we want to continue breaking down the structural barriers around access to FE and to stop the spiralling costs of current trends to out of city/local area placements. We want young people with PMLD to have improved outcomes and better lives.

The table below is based on Mark Friedman's model of Outcomes Based Accountability (OBA) (Friedman, 2005). It gives a picture of what will happen if we carry on working in the way we are currently working. By looking at the history for each indicator and a forecast of likely demand over a three year period, the straight line shows the path we will inevitably follow if we keep doing the same as we are currently doing. In contrast to

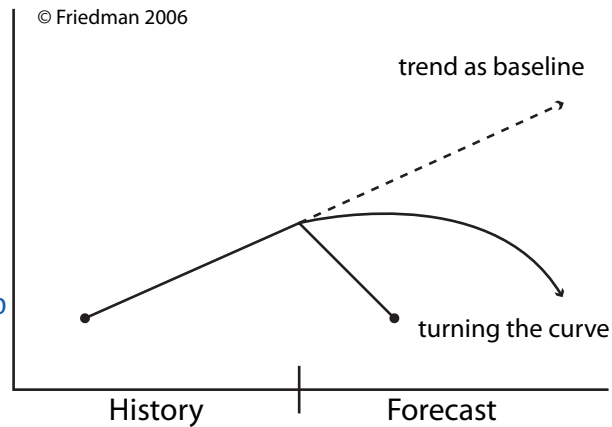
this, the curve demonstrates the changes we will make as we adopt different ways of working. The measure of success is the curve turning away from the baseline.

INDICATORS

The number of young people with PMLD is rising - Sheffield Dataset

Number of disabled young people with PMLD currently in Y&-Y14

The number of young adults with PMLD aged between 18-25 going to live in residential care



We have already brought together schools and colleges in South Yorkshire who want to work differently. These meetings came about because we knew the people across the sub-region interested in developing the agenda and were able to pull them together as a group. As a result of these meetings steps are being taken in Sheffield, Rotherham and Barnsley to enable small groups of young people to explore the possibility of FE. We have begun to turn the curve.

In order to continue building this momentum, we are offering to develop local innovations that include:

- Work with local colleges to widen the range of learning opportunities in order to make FE accessible to all young people, irrespective of impairment or support need
- Individual budgets for FE (these might be stand alone, or be integrated with funding from health and social care)
- Creative learning taking place in community settings (overseen by schools, colleges & Independent Providers)
- Involvement of mainstream providers e.g. Youth Hostel Association, Sheffield International Venues to extend existing local offers
- Work with local schools to prepare a case for the learning needs of all young people with complex impairments and help them put forward a case to the YPLA for each individual confirming that assessed learning needs cannot be met through current provision
- Help agencies work with families to ensure they are involved and informed at the earliest possible opportunity

All our innovations take advantage of the fact that locally designed support and education is likely to be both of a higher quality and more efficient than solutions taking people away from home, family and community.

Our costs depend on your requirements and the number of local authorities working together. Please contact Pippa Murray for detailed discussions about costs: pippa@ibkinitiatives.com

ABOUT US

This proposal is a collaboration between Simon Duffy (The Centre for Welfare Reform), Pippa Murray (ibk initiatives) and Jane Shepherd (Maddocks Associates).

We bring a wealth of experience with regard to developing and supporting innovations; designing new technologies for personalisation; working with young people and their families; supporting professionals to work in ways that empower those they seek to support. Most importantly, our work leads to positive outcomes for young people and their families.

For further information about our work on Personalised Transition, please see:

[Centre for Welfare Reform: Personalised Transition](#)

[ibk initiatives: Personalised Transition & Further Education](#)

For more information about this discussion paper please contact:

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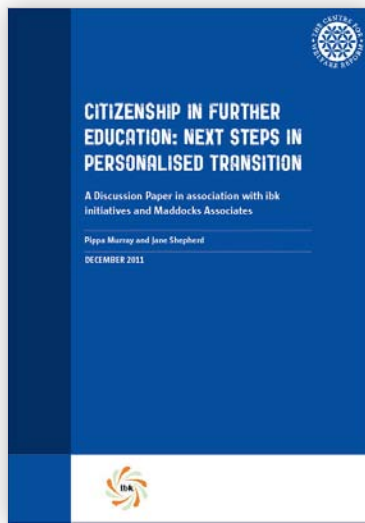
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