

## **ACCESS TO TARGETED SERVICES FOR CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL NEEDS**

### **Introduction**

Leicestershire County Council is committed to delivering improved learning and social outcomes for children and young people and supporting this by providing appropriate and high quality services. The Children and Young People's Plan clearly supports the delivery of more effective services to secure improvements for all in relation to the five outcomes in the Every Child Matters Framework: be healthy, stay safe, enjoy and achieve, make a positive contribution, achieve economic well-being.

The Access and Inclusion review initially began as a review, commissioned by Cabinet, of services that were located within the Access and Inclusion Service of the former Education Department. In April 2006, the Children and Young People's Service was formed. In order to ensure that the best possible services are available for children, young people, families and schools, it is now accepted that the Access and Inclusion review needs to take into account this broader context.

In order to achieve this, the Children and Young People's Service needs to promote closer and collaborative working between schools, council services and a range of related service providers outside the County Council. The aim is to build high quality, co-ordinated and multi-agency services for vulnerable children and young people consistent with the five outcomes of Every Child Matters. Leicestershire's Children and Young People's Plan and the Local Area Agreement provide the direction for this review. The review of areas of work that were formally known as Access and Inclusion will take place in this context.

### **Aim**

To develop corporate ownership and responsibility between schools, the Children and Young People's Service and other relevant services to address and support the needs of vulnerable children and young people and deliver improved outcomes.

### **Principles**

- Promoting and standardising processes within services that are provided for children and young people with additional needs.
- Ensuring that services have a clear focus on their core business with clearly defined roles and responsibilities.
- Developing a clear understanding of the relationships between services and the processes for accessing support.

- Clarifying responsibilities where there is a duty on all partners to co-operate to deliver improved outcomes and to safeguard children.
- Focusing on early intervention and prevention when delivering services.
- Regularly reviewing and monitoring the outcomes for children and young people.
- Encouraging the participation of children, young people, parents and carers in shaping provision.
- Working across boundaries and integrating services where possible.
- Children and young people being and feeling safe and being protected at home, in school and in the community.
- More SEN and disabled children taking part in mainstream and inclusive services in schools and the community.
- Improved transition planning at all stages, including transition from children's to adult services.

## **Drivers**

There are a number of drivers that need to be taken into account. These include:

- Children Act 2004 – Every Child Matters
- DfES 5 year plan for children and learners
- National Service Framework for Children, Young people and Maternity Services
- 13 – 19 Strategy
- Youth Matters Green paper
- Choosing Health – Public Health White paper
- 10 Year Strategy for Childcare
- New Relationships with Schools 2004
- Working Together 2006
- Annual Performance Assessment
- Joint Area Review
- Crime and Disorder
- Local Area Compact
- Local Area Agreement
- Leicestershire County Council Medium Term Corporate Strategy
- Leicestershire Children and Young People's Service Moving From Good to Great Strategy
- Looked After Children Green Paper

There are also a number of other drivers that are influencing the pace and direction of change. These are as follows:

- High national standards and accountability
- Performance management
- Devolution to local level
- Flexibility at the frontline

- Promotion of greater choice and alternative providers
- Accessible services for all
- User involvement

## Outcomes

The overall outcome is to contribute to improved learning and social outcomes for all children and young people and, in particular, to improve the life chances of children and young people with additional needs.

We will know we have achieved this by being able to measure the following outputs:

- improved overall % attendance of secondary school age pupils to 93.375% in academic year 2008/09;
- improved educational progress and attainment of all pupils, especially at KS4 in line with Local Area Agreement so that average points scores rise from 358 in 2005 to 395 by 2009;
- reduced numbers of permanently excluded secondary pupils from a baseline of 114 in 2004-05 to 69 by 2008-09;
- 100% of all excluded pupils having a full time and personalised curriculum of at least 21 hours provision per week;
- improved engagement of 14 -19 year olds in education and training by a reduced percentage of NEET to 4.7% by 2009;
- an increase in the percentage of young people not committing further offences after a reprimand from 64% in 2003 to 70% by 2008-09;
- fewer statements of special educational needs being needed (based on January SEN2 return of total all statements) from the 2005 baseline of 3071;\*
- fewer children placed in out of Authority placements (based on the January SEN2 return of out county statements) from a baseline of 92 in 2005;\*
- fewer parents requesting children to be accommodated (based on numbers of children presented to panels) with an 04-05 baseline of 121.\*

These outputs will be reviewed on annual basis in conjunction with updating Leicestershire's Local Area Agreement.

For Children and Young People's Services staff, other professionals and partners this will be achieved by:

- better integration of services at local levels;
- swifter systems to resolve problems presented by vulnerable children and young people;

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\* All three targets refer to high cost provision for children with exceptional needs. Reductions can only be achieved by ensuring that the appropriate provision is available, and that agencies are able to intervene earlier. While this work is underway it would be inappropriate to set specific numerical targets.

- informal networking and least intrusive approaches used wherever possible with formal meetings reserved for the most complex cases;
- application of the Common Assessment Framework and Lead Professional systems;
- shared understanding of the core business, terminology and thresholds of all services and agencies;
- shared management and performance data across services;
- access to targeted and specialist services not requiring separate referral systems;
- all staff knowing how and where they contribute to the ECM agenda;
- more services and posts being joint or pooled funded;
- greater flexibility in working through multi-agency networks;
- support worker posts having generic and cross agency skills and functions;
- safeguarding and child protection being everyone's business and responsibility;
- adherence to minimum standards of involvement with children, young people and parent / carers with service design and delivery;
- feedback and evaluation systems of user feedback being routinely applied;
- increased multi-agency training events and opportunities.

## Process

**Appendix 1** summarises the drivers for change and the policy and processes that influence practice. It also highlights the complexity of the task. It is proposed that the review focuses on three interrelated elements.

- Area networks where single points of access will be established to aid better integration of services needed to meet the additional learning needs of pupils.
- Specialist services that work in a multi-agency context to co-ordinate support for vulnerable children and families.
- Central based services concerned with support, policy, standard setting and the performance monitoring of services.

Wherever teams are located and managed it is important that services focus on tasks, processes and ways of working together. This provides stability in a time of rapid change. Individual services will still need to be reviewed in terms of impact, outcomes, tasks and methods of delivery and maximise opportunities to deliver services in new ways.

The challenge for the review is to focus resources on services that evidence improved outcomes for children and young people in Leicestershire. The review will reduce duplication, identify gaps in services and modernise aspects of service delivery to best meet the known and emerging needs of children and young people. Some change will be inevitable but there will also be a focus on maintaining areas of demonstrably effective work.

**Appendix 2a** – reflects the proportion of children and young people with different levels of need within Leicestershire.

**Appendix 2b** – describes the process that will enable services to work in a more integrated manner. There is a need to standardise and clarify the processes by which multi-agency support and integrated working systems are delivered in future. This applies to vulnerable children, including children in need.

The model works as a continuum, with lower level needs or concerns being addressed through informal networking and progressing to formal network meetings being held on vulnerable children with more complex needs. Area Placement and Support Panel meetings, which could become multi-agency and multi-disciplinary, would be expected to focus on children in need where a Lead Professional has been identified. The small number of children with the most complex and challenging needs would be addressed by a Joint Complex Case Panel.

There is a need to standardise, clarify and synchronise systems to respond to the needs of children at different levels of concern and avoid schools and services “doing their own thing.” The expectation is that the needs of children and young people will be addressed at the lowest appropriate level and method of intervention. High level meetings will be reserved for children and young people with the most complex needs.

**Appendix 3** – outlines the pathways for children and young people with additional needs across service levels. The process starts with Level 1 (universal services) where the question is posed, “Does the child have additional needs?” If the answer is “yes” the flowchart outlines how the additional needs can be met through co-ordinated single agency responses to multi-agency and highly specialist service responses. It also shows when the Common Assessment Framework (CAF) and a Lead Professional (LP) is appropriate and relationships between CAF networks and multi-agency meetings and forums.

## **Recommendations**

DMT is asked to confirm the following.

- a) To establish a Programme Team for the Access and Inclusion Services Review. The Team would be led by Frances Craven and would report to DMT as the accountable body. The core membership of the Team is recommended to be:  
Rob Wade  
Charlie Palmer  
Sandra Woodward (Bridges)  
4 x Headteachers (representing all sectors)

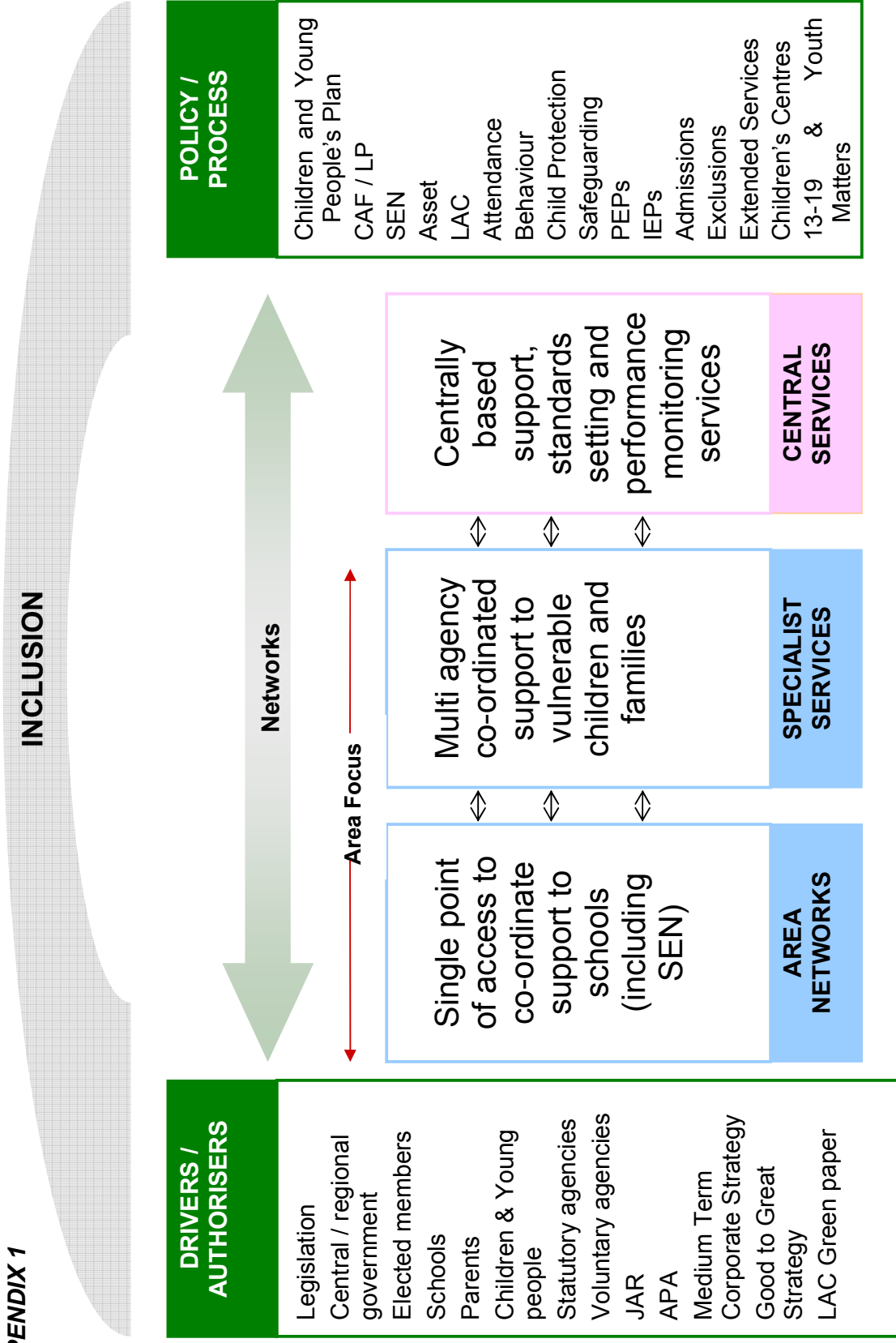
Other staff will be co-opted to the Team as and when appropriate.

- b) The Programme Team is given delegated responsibility to
  - identify and establish a broader stakeholder group to progress the Review;

- establish sub-groups to progress specific areas of work of the Review.
- c) The Programme Team consults on the brief of the Review as presented in this report. It is proposed that consultation is multi-disciplinary and multi-agency and takes place over the Autumn term. Consultation with children and young people and with parents and carers would also take place within this timescale.
- d) The Programme Team develops a communication strategy.
- e) Specific areas and services of the Access and Inclusion Services Review will need to be prioritised and progressed sooner than others. However all services will need to be reviewed within the context of the principles and processes set out in this paper. Leicestershire will undergo a Joint Area Review in 2007. It is suggested that the following areas of work are reviewed in the first twelve to eighteen months. These areas of work are critical to the Review. In some cases, they have been identified as concerns through the Annual Performance Assessment and reflected as targets within the Local Area Agreement.
- Education of Looked After Children
  - Attendance
  - Behaviour (Exclusions, Area Placement and Support Panels)
  - Special Educational Needs (Strategy, 5 Area Special Schools – and related targeted services, monitoring, provision)
  - Safeguarding
- The Programme Team will be responsible for overseeing all of the above and for co-opting key professionals to assist where appropriate to progress the work.
- f) DMT receives a detailed progress report in November 2006 and a full up-date in January 2007.

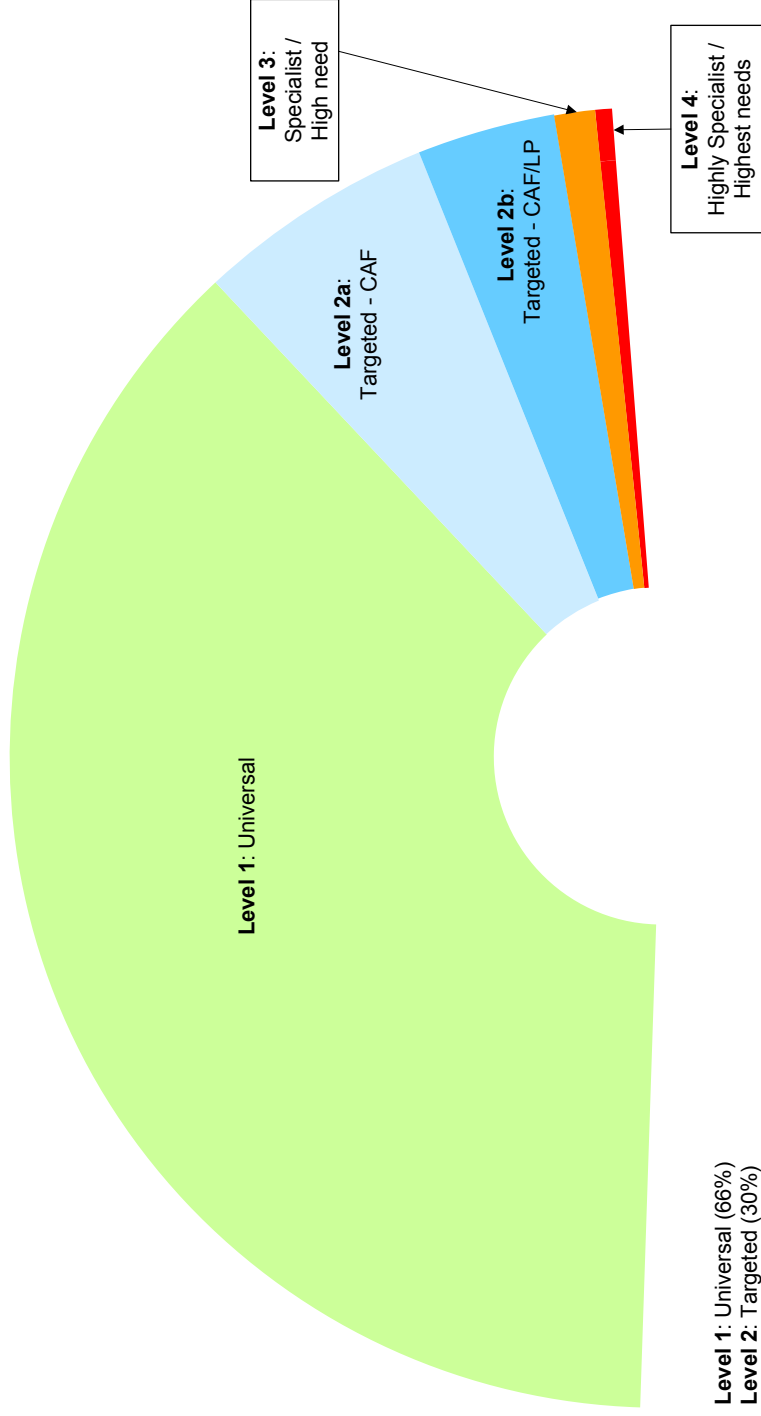
Frances Craven  
Rob Wade  
Charlie Palmer  
Peter Chester  
Sandra Woodward  
19 September, 2006

**APPENDIX 1**



# APPENDIX 2a

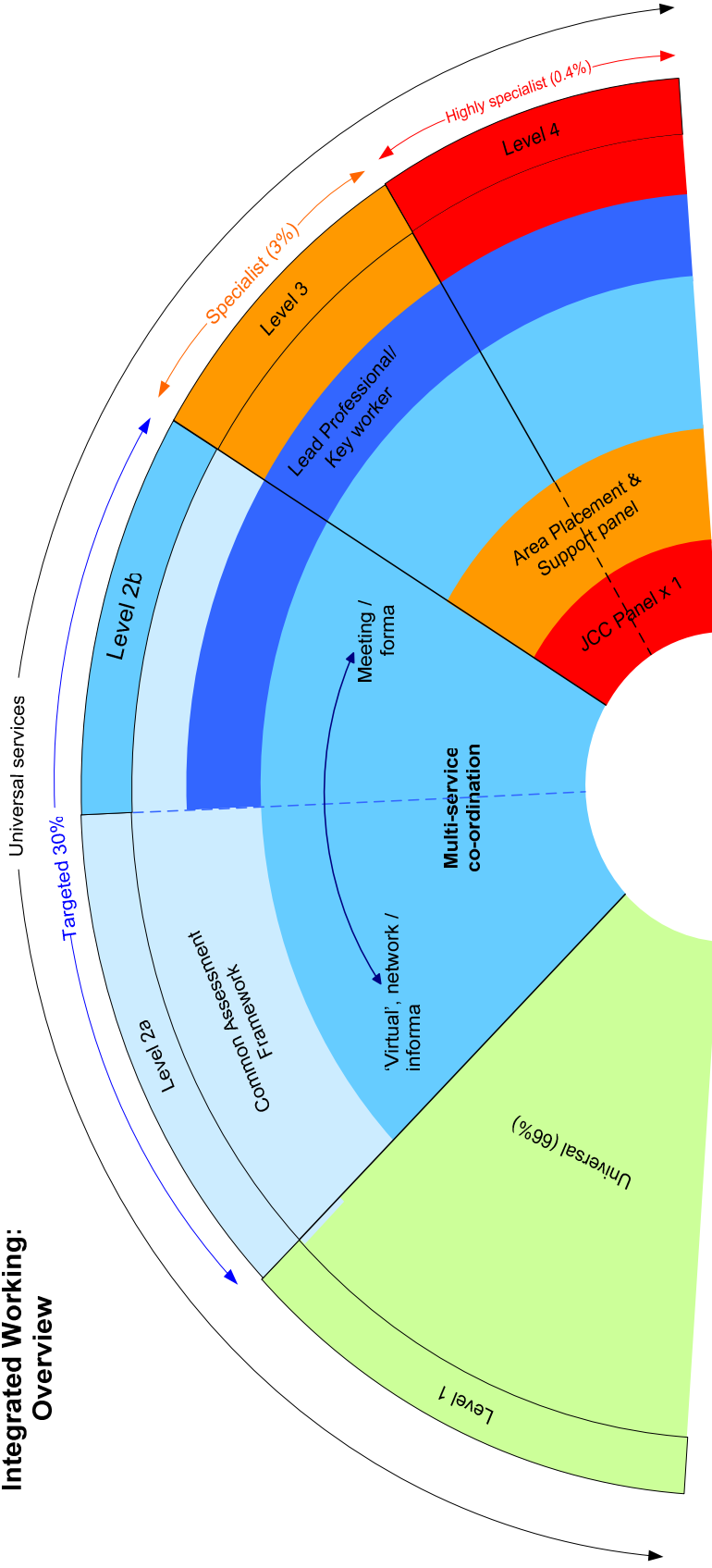
## Integrated Working: Service Levels



**Level 1:** Universal (66%)  
**Level 2:** Targeted (30%)  
Level 2a: Targeted - CAF  
Level 2b: Targeted - CAF/LP  
**Level 3:** Specialist / High need (3%)  
**Level 4:** Highly specialist / Highest needs (0.4%)

## APPENDIX 2B

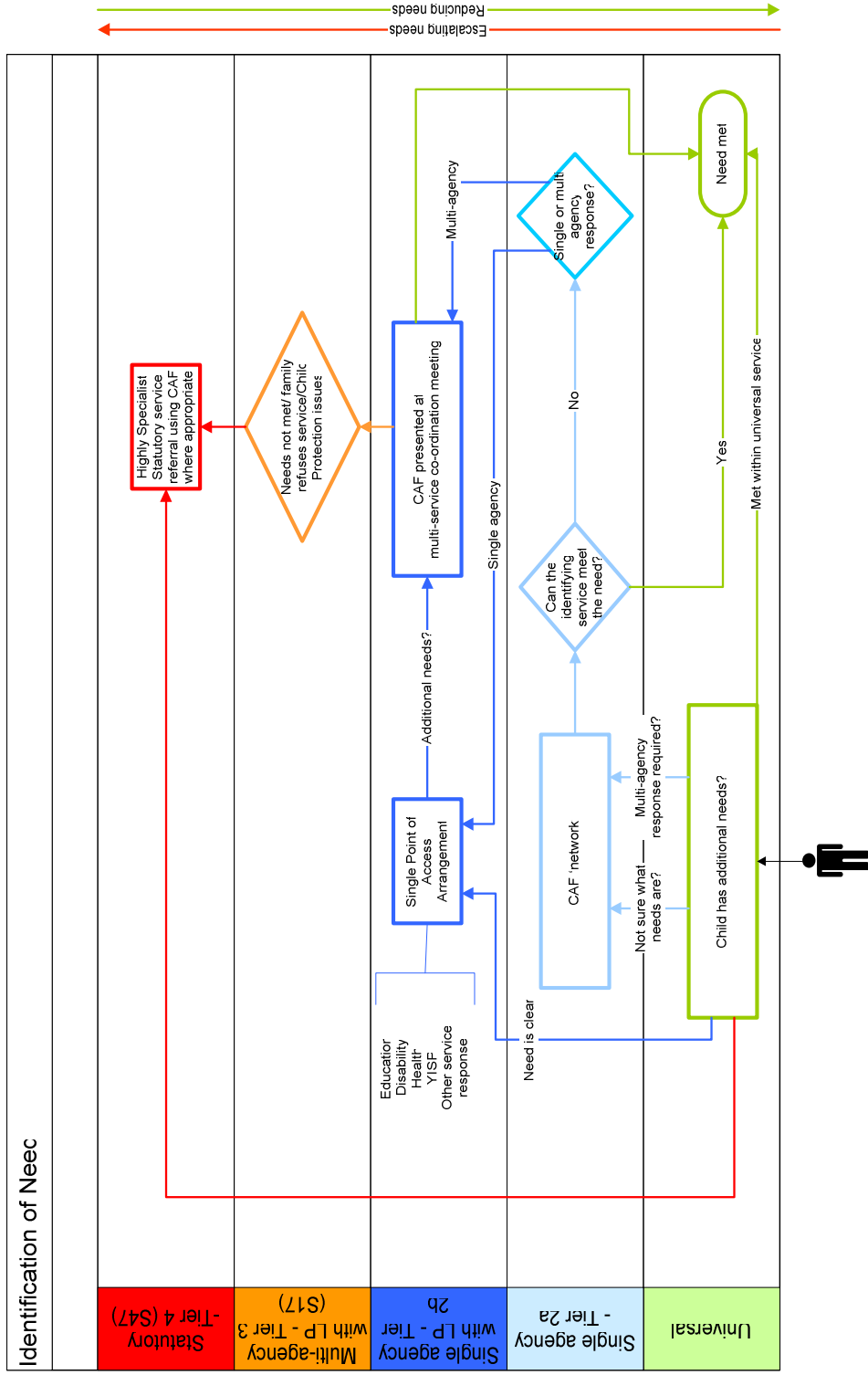
### Integrated Working: Overview



- Level 1:** Universal (66%)
- Level 2:** Targeted (30%)
  - Level 2a: Targeted - CAF
  - Level 2b: Targeted - CAF/LP
- Level 3:** Specialist / High need (3%)
- Level 4:** Highly specialist / Highest needs (0.4%)

- Multi-agency area based networks and area panel meetings
- Area Placement Support panels
- 1 x Joint Complex Case Placement panel

**APPENDIX 3**



## APPENDIX 4

### IMPROVING ATTENDANCE STRATEGY GROUP

Improving Attendance Strategy Group	
<b>Purpose of Group</b>	<ul style="list-style-type: none"> <li>• To take an strategic overview of attendance</li> <li>• To agree priorities and establish a work programme</li> <li>• To delegate work and receive reports</li> <li>• To contribute to achieving targets defined by the LAA, JAR and other inspection frameworks</li> <li>• To be aware and take into account other plans to avoid duplication and identify gaps</li> <li>• To explore and create opportunities for the involvement of children, young people/families and carers</li> <li>• To examine and use data to inform practice</li> <li>• To be aware of national initiatives and implications for the future</li> <li>• To set up systems to share good practice</li> <li>• To take account of equality issues</li> <li>• To act as a sub-group of the Access and Inclusion review</li> <li>• To report outcomes to DMT on a termly basis</li> </ul>
<b>Representation</b>	Education Welfare Behaviour and Attendance Consultant School Development Adviser Connexions Statistics and Information Schools Other i.e. Police
<b>Meeting arrangements</b>	Four times a year: <ol style="list-style-type: none"> <li>1. Sept/Oct to agree work programme</li> <li>2. January to receive reports</li> <li>3. April to receive reports</li> <li>4. June/July to review work</li> </ol>
<b>Priorities for year</b>	<ul style="list-style-type: none"> <li>• Using data and information to plan action</li> <li>• Review and develop local authority's attendance policy and any subsequent action plan</li> <li>• Clarify service roles about attendance</li> <li>• Involvement of schools in the process of improving attendance, particularly those identified as priority schools</li> </ul>
<b>Links to other work</b>	National Strategies, Connexions, Police

## APPENDIX 5: IMPROVING BEHAVIOUR STRATEGY GROUP

<b>Improving Behaviour Strategy Group</b>	
<b>Purpose of Group</b>	<ul style="list-style-type: none"> <li>• To take an strategic overview of behaviour</li> <li>• To agree priorities and establish a work programme</li> <li>• To delegate work to sub-groups and receive reports</li> <li>• To contribute to achieving targets defined by the LAA, JAR and other inspection frameworks</li> <li>• To be aware and take into account other plans to avoid duplication and identify gaps</li> <li>• To explore and create opportunities for the involvement of children, young people/families and carers</li> <li>• To examine and use data to inform practice</li> <li>• To be aware of national initiatives and implications for the future</li> <li>• To set up systems to share good practice</li> <li>• To take account of equality issues</li> <li>• To act as a sub-group of the Access and Inclusion review</li> <li>• To report outcomes to DMT on a termly basis</li> </ul>
<b>Representation</b>	<p>Schools Bridges Police Youth offending Service Social Care Educational Psychology Health School Improvement Education Welfare Student Support Service Connexions CAHMS</p>
<b>Meeting arrangements</b>	<p>Four times a year:</p> <ol style="list-style-type: none"> <li>5. Sept/Oct to agree work programme</li> <li>6. January to receive reports</li> <li>7. April to receive reports</li> <li>8. June/July to review work</li> </ol>
<b>Priorities for year</b>	<ul style="list-style-type: none"> <li>• Data and action – Strategy Group</li> <li>• Early Intervention – Sub-group</li> <li>• Roles and responsibilities – individual services</li> <li>• Panels and Pathways – sub-group</li> <li>• Creating safer schools – sub-group</li> <li>• Professional development opportunities – all</li> </ul>
<b>Links to other work</b>	<p>13-19 Strategy, Extended Schools, National Strategies, SEN Strategy</p>