

DfES/HM Treasury Joint Policy Review on Children and Young People.

Annex B1 Terms of reference (prevention strand)

Key Questions:

What should be the role of universal services in providing access to protective and preventative support, risk assessment and referral?

The role of universal/preventative youth support is key to the delivery of effective services both for all young people, and for those in need of targeted support. Within the current Business Rules of the District Personal Adviser Network, all young people 13-19 have a named PA to whom they are caseloaded. This has the potential to form the basis of across the board Lead Professional arrangements for Bradford District. This PA is responsible for tracking and gathering information from a range of sources about that young person's need, providing support and undertaking assessment (APIR/CAF) and referring to specialist services where appropriate. This structure provides an excellent foundation for enabling preventative work, both through the identification of need communicated between professionals working with young person, (sometimes without the young person's direct involvement), and through direct contact with the young person. Services for young people 13-19 are already underpinned by this structure. In Bradford this network comprises of PAs (Lead Professionals) from Careers Bradford and a range of other agencies (including many in the voluntary sector).

Essential to effective delivery of both universal/preventative and targeted help is the local usage of a comprehensive youth database. The universality of the database allows both basic information, and details of interactions with the PA (Lead Professional) to be recorded and tracked. Details of assessment and risk are also gathered to ensure coordinated approaches. The use of the database also allows the forensic use of data to identify potential vulnerability to risk. In Bradford this has been used effectively to identify young people statistically at risk of becoming NEET and to target support to them.

The work undertaken by universal/preventative services with the entire cohort contextualises work undertaken with those in need of greater support. Within Bradford there are examples of how the intermingling of universal and targeted support to 13-19 year old, has been successful in both addressing need, and in reducing the NEET figure for the District.

In general terms the role of universal/preventative services is to ensure that the whole cohort is covered in terms of checking whether targeted support is necessary, being delivered and is timely.

How can targeted and specialist services intervene earlier to address problems before they become acute?

A universal/preventative service that uses a comprehensive database and has contact with young people becomes the "eyes and ears" of specialist services

and allows them to intervene earlier. The forensic use of data allows predictions of vulnerability to ensure that the universal/preventative service keeps good contact with these young people to look for early signs of need.

Within Bradford this type of predictive/preventative work has been undertaken based on universal service delivery, with year 11 cohorts. Data from a range of sources (schools, colleges, PRUs, Leaving Care Services, Looked After Team, Youth Offending Team and free school meals) has been used forensically to analyse vulnerability to NEET and to make this information available to PAs to enable them to target support to those most likely to be in need, and to facilitate referral to specialist services where appropriate.

It must be noted that if early referral is encouraged/facilitated, then specialist services need to be available and prepared to take referrals before the situation becomes acute.

How can the impact of intervention to prevent children, young people and families with complex needs repeatedly move in and out of contact with targeted services be sustained?

It is the intermingling of universal/preventative and targeted service that ensures sustained and appropriate contact with children and families over time. Robust Business Rules (see earlier reference) are needed across agencies to ensure standards of referral and information sharing are maintained.

The role of universal services and information sharing is pivotal. The role of the Lead Professional in supporting children and families as they move between and in and out of services is key in providing consistency and in reducing repetition and waste in the delivery of specialist services. The framework for this role exists for 13-19 year olds in the PA Network. Consideration would need to be given to the resource implications of extending this support to the family.

How can rights and responsibilities for individuals, families and communities be integrated into services to improve the lives of children and young people?

Models for the involvement of young people in the delivery of 13-19 services exist in the delivery of PA support and services. The Youth Charter underpins the young person's rights and responsibilities. Involvement in the recruitment of staff and the design of services has enabled young people to 'own' services.

What would be the impact of more preventative services and early intervention on the life chances of children and young people and on the value for money of public spending on children, young people and families?

In relation to NEET young people, it has become clear that measures and new ways of working to prevent NEET (better interagency work, liaison with education and community groups, early outreach and close follow up as the

school leaving date approaches) have been successful in bringing down NEET in areas such as South Bradford. This approach has been cost effective, as it is largely delivered through the PAs with larger caseloads, rather than through the more expensive intensive support PAs working with young people who are already NEET. Clearly there is still however a need for both aspects of support.

There is clear evidence that good practice by Careers and other PAs with universal caseloads, working in partnership with colleagues in extended schools, and specialist agencies, has a large impact in preventing NEET. Within Bradford this focus on preventative work has been welcomed and embraced by schools. The role of the universal service professionals is in many cases to broker more specialist support for the young people, and advocate for its deployment. This enables specialist support to be targeted effectively and to be timely in its impact, thus helping to get the best value from specialist support.

Supplementary questions:

What evidence is there of major barriers to developing a preventative system? Are there examples where you have overcome these barriers?

Information sharing between agencies is key, and could be improved in some cases, particularly in relation to health. The multi agency PA network and framework in Bradford brings together PAs from a range of agencies, and has enabled more effective information sharing. The inclusion of basic social services data about looked after children and young people, with YOT and free school meals and other data onto the Core+ database in Bradford has overcome initial barriers and greatly enhanced the ability to forensically examine data and trends.

Another example of effective partnership working comes from the Bradford E2E partnership, which additionally delivers E2V training places for young people. Within the partnership effective information sharing has informed a network of agencies delivering provision to young people who are vulnerable to NEET.

What evidence is available on how funding can be freed up at the acute end of provision to spend on preventative services?

In youth support, the funding at universal level will always need to be balanced by the need to support young people with complex and multiple issues.

There may be potential to free up funding from the silos of short term programmes that each come with their discrete terms and administrative requirements, and give consideration to funding long term universal/preventative work.

How can we build the capacity of parents, families and communities to shape the design and delivery of services for children and young people?

Capacity for parents, families and children to shape services can be achieved in a variety of ways. Successful examples in the District include the emerging extended schools, and in involving young people in the design and delivery of PA network services. Delivery of support services within community settings is another example. Within Bradford, the development of effective locality based multi agency teams, using shared data, will lead to delivery within the community itself. This will have a greater impact than one off flying visit events. Strong links from universal services to communities and to families is important. Information for parents and young people about services and how to become involved is also key.

Annex B2: Terms of reference for the Review of Disabled Children

Objective:

To improve outcomes and life chances of disabled children through the development of effective and accessible services for disabled children and their families.

The scope of the review will cover:

- services specifically for disabled children, including how specialist services for disabled children support access to universal services, specialist services provided in a universal setting and how universal services refer children to specialist services;
- childcare services, which are of particular importance in the early years for children's development and to support their parents;
- appropriate support for disabled children during the school years and in making the transition into adulthood;
- how expenditure by one service/department can avoid or reduce concurrent or later expenditure by another department.

The Government recognises that financial support and benefits have played an important role in reducing the risks of poverty and delivering economic wellbeing. This provides the foundation on which families, communities and government can work together to secure better outcomes for disabled children and their families. Although financial support and benefits will not be a focus, the review will consider the interrelationship between poverty and service delivery needs.

The review will consider the actions that can lead to better outcomes for those children already with a disability, including family support e.g. respite provision, rather than prevention and risk factors, which will be considered as part of the wider Children and Young People's Review.

The key questions the review will address include:

The changing profile of disabled children, for example, due to increases in complex disability and rise in Autistic Spectrum Disorders, profound and multiple learning disabilities and low birth-weight babies and the challenges this poses to services.

What progress has already been made in addressing the needs of disabled children and their families?

Within Bradford each young person has a named PA who has undergone training to work with young people with learning difficulties and disabilities. Within this team in the District, 1.5 PAs have developed a specialism in supporting ASD young people around the transition point at 16. The Healthcare Trust has created a Transition Officer post which has had a beneficial effect in terms of supporting young people and their parents. Liaison between the Transition Officer and the LDD PAs has increased the chances of young people getting a service suited to their needs, with joint planning going on between these workers, young people and their families.

What are the barriers currently restricting access to services and therefore effective intervention?

There are still some gaps in provision when it comes to transition from school (both within the Healthcare Trust day provision and within work based learning and colleges) for young people with complex health needs, Severe learning disabilities and those with behavioural difficulties who are on the autistic spectrum.

Are services sufficiently co-ordinated at local level to allow families to access sufficient support to meet their needs?

The split between children's and adult services can make it difficult for other professionals and parents to make sense of what is available. This can result in adult services becoming involved at a later stage that would be ideal.

How does the system of support for disabled children and their families compare across the country and abroad? Are there lessons we can learn to improve outcomes?

What family support services i.e. key workers, short breaks, sibling support, behavioural management are currently available and how do these relate to other services?

Specialist PAs in the District are linking with a number of support teams and agencies and individual instances of good multi agency practice do exist. PAs do signpost families on, where appropriate to additional support.

What are the most cost effective interventions in delivering better outcomes?

Interventions based around the use of a coordinating PA have the capacity to deliver joined up, and therefore cost effective services to young people. There is still a need for local provision and flexibility of provision, to meet young people's needs in a way that is both best for them and also cost effective for the District.

Are there interventions which, if made earlier, could reduce more costly interventions later? How can we identify the need to intervene earlier?

Early contact with a PA and use of the APIR/CAF assessment tool could identify at an early stage appropriate and lower level interventions.

What lessons can we learn from the legal frameworks in other countries that might inform the review?

Annex B3: Terms of reference for the Strategy for Youth Services

Objective:

To review the current provision of youth services and support for young people with a view to identifying longer term policy directions that will bring about improvements in the life chances of young people.

The scope of the review will cover:

the services / support provided for young people in the following areas:

- positive activities to engage young people and also places for young people to go;
- opportunities for active citizenship such as mentoring or volunteering;
- young people's access to youth activities and places, for example their location and consideration of transport needs;
- the current role and practice of the youth worker and the support and advice they provide as an integral part of youth activities.

The review will examine existing provision, the impact of different services and support on outcomes for young people and how outcomes could be further enhanced. The review will also consider the role and opportunities for children and young people's participation in the design of services and decision-making.

The key questions the review will address includes:

What is the current distribution of youth services and youth engagement activities available across the country? How is that likely to evolve following the Youth Green Paper?

Within the District there are a range of statutory, voluntary and community organisations delivering the breadth of youth services. This broad ranging partnership has delivered to the Connexions agenda as well as to a range of separately funded initiatives.

The coordination of activities within the District, for example the District PA and NEET Coordinators has offered a model of evolving good practice for the future in bringing disparate organisations together to deliver services to young people.

Under Youth Matters agenda Youth Cafes are being piloted in the District as one possible model to bring activities/partners together to deliver services.

Building on the Youth Green Paper, is there more that could be done to improve and sustain the effectiveness in the delivery of existing services and activities?

A longer term model needs to reflect the range of contributions to youth services, which include statutory and other services, universal and targeted

services. The contribution of PA support in delivering both universal and targeted services needs to be acknowledged. It is important that youth work is seen not just as positive contribution, but also in the other every child matters outcomes in including economic well-being, enjoy and achieve and staying safe.

What are the particular barriers faced by different groups of young people, including disabled young people, in accessing services, and what are the policy issues that arise?

Within the District robust efforts are made to work towards accessible services. The PA services are universal, with specialist PAs available for targeted groups of young people including those with LDD, and from other vulnerable groups such as care leavers and YOT supervised young people. Further resource to ensure that key groups have access to PAs with realistic caseloads is important.

What is the national and international evidence on the effectiveness of different types of services and activities in terms of better life outcomes?

How can we best combine demand led provision for young people with provision that is planned and structured to have the best impact on outcomes for children and young people?

A key to planned services is the forensic use of data on a District wide basis (see earlier comments) that comes from the gathering of data from universal service delivery.

The forensic use of data allows predictions of vulnerability to ensure that the universal/preventative service keeps good contact with these young people to look for early signs of need.

Within Bradford this type of predictive/preventative work has been undertaken based on universal service delivery, with year 11 cohorts. Data from a range of sources (schools, colleges, PRUs, Leaving Care Services, Looked After Team, Youth Offending Team and free school meals) has been used forensically to analyse vulnerability to NEET and to make this information available to PAs to enable them to target support to those most likely to be in need, and to facilitate referral to specialist services where appropriate.

This needs to be balanced with robust processes for involving young people and ensuring demand led provision that meets the need of individuals and groups as expressed by them, in addition to that defined by professionals.

What more can we do to support and enable young people to exert a strong demand side influence on provision? What would we expect in return from young people – their rights and responsibilities?

Models of good practice exist within the District for young people influencing services both in Connexions Centres and through schools delivery. Pilot

schools have undertaken a young people led delivery agreement for the delivery of Careers/connexions services.

There is very active youth involvement at a strategic level in the Economic Well Being Outcome group and the Positive Outcomes Group .We need to ensure this is carried through to all Outcome Groups.

There needs to be continued recognition that youth involvement sits with all Partners and is not the exclusive remit of any one.

What principles and priorities should guide the allocation of current and future resources? And who do we need to target?

The principle of breadth of provision across different sectors, and the acknowledgment that youth work is undertaken by a range of agencies, including those like the careers/connexions service who have moved towards the delivery of broad services, some of which are curriculum based and all of which focus clearly on supporting individual young people and enabling them to support themselves.

What measures and milestones need to be in place to ensure that performance can be assessed and delivery monitored at a local level.

Measures and milestones need to focus on outcomes such as participation, achievement and NEET, as well as looking at inputs to ensure a District wide provision that offers services that improves the lives of young people.

Supplementary questions posed as part of the 'call for evidence':

- What are the barriers and enablers of effective Third Sector provision, including statutory commissioning capability?
- What can be done to improve the ability of universal provision to identify and provide a service to those with greater needs?

The role of the PA in identifying the needs of those who need more in addition to providing services to those who need less is pivotal to the delivery of effective services at both levels. Further funding would allow realistic caseloads for PAs working at both levels to ensure that young people do not slip through the net.

- Which projects and programmes in the last five years have had a proven and sustained impact and brought innovation to delivery of services for young people?

The role of the PA Network Coordinator and the NEET coordinator working across multiple agencies in the District has improved the outcome and coherence of services for young people. These post enable best value to be obtained from multi agency partnerships.

- What encourages young people to try new and different kinds of activities from those they already do?

Young people need both access to activities and support from youth support workers to encourage and support them to access opportunities. Without this support and brokerage young people may not be able to take full advantage of what is on offer. Communication is highlighted again and again by young people as being key to their involvement with many saying they don't know what is available. If this can be improved along with support to try new activities then there should be a rise in participation rates.