

Notice of meeting of

Decision Session - Executive Member for Children & Young People's Services

To: Councillor Runciman (Executive Member)

Date: Tuesday, 11 January 2011

Time: 4.00 pm

Venue: The Guildhall, York

AGENDA

Notice to Members - Calling In:

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democracy Support Group by:

10:00 am on Monday 10 January 2011, if an item is called in *before* a decision is taken, *or*

4:00 pm on Thursday 13 January 2011, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

Any written representations in respect of the items on the agenda should be submitted to Democratic Services by **5.00 pm on Friday 7 January 2011**.

1. Declarations of Interest

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on the agenda.

2. Minutes (Pages 3 - 6)

To approve and sign the minutes of the Decision Session of the Executive Member for Children and Young People's Services held on 14 December 2010.

3. Public Participation

At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is **5.00 pm on Monday 10 January 2010.**

Members of the public may register to speak on:-

- An item on the agenda
- An issue within the Executive Member's remit
- An item that has been published on the Information Log since the last session.

**4. Proposals to Establish an Advice, (Pages 7 - 24)
Assessment & Early Intervention Service (The
"New Front Door")**

This report outlines proposals to establish new, integrated arrangements for customer access to services across Children's Social Care and the YorOK partnership of providers, including local schools. The new service has been provisionally titled the Advice, Assessment & Early Intervention (AA&EI) Service – more commonly referred to as the "new front door".

**5. Childcare Sufficiency Assessment 2011 to (Pages 25 - 58)
2014 Update and Proposals for Action
Planning**

This report provides initial findings on the second full Childcare Sufficiency Assessment (CSA). The Executive Member is asked for a decision and feedback on options for developing the CSA into the final assessment document alongside developing an action plan for addressing any identified gaps in childcare provision.

**6. A Council 'Pledge' to Looked After (Pages 59 - 74)
Children in York**

This report presents the work of York's Children in Care Council known as the "Show Me That I Matter" Panel, to develop a Council Pledge to Looked After Children.

7. Urgent Business

Any other business which the Executive Member considers urgent under the Local Government Act 1972

Information Log

No items have been published on the Information Log since the last Decision Session.

Democracy Officer:

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
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Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

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The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
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City of York Council

Committee Minutes

| | |
|---------|--|
| MEETING | DECISION SESSION - EXECUTIVE MEMBER FOR CHILDREN & YOUNG PEOPLE'S SERVICES |
| DATE | 14 DECEMBER 2010 |
| PRESENT | COUNCILLOR RUNCIMAN (EXECUTIVE MEMBER) |

24. DECLARATIONS OF INTEREST

The Executive Member was invited to declare at this point in the meeting any personal or prejudicial interests she might have in the business on the agenda. None were declared.

25. MINUTES

RESOLVED: That the minutes of the Decision Session held on 9 November 2010 be approved and signed by the Executive Member as a correct record.

26. PUBLIC PARTICIPATION/OTHER SPEAKERS

A representative from UNISON spoke in respect of agenda item 4 – “New Business Model for the Schools Peripatetic Music Service” (minute 27 refers).

The trade union representative expressed concern that support staff had not been fully involved in the consultation on the proposed changes. She stated that the business support function carried out by these staff did not relate solely to the music service and that staff were also involved in supporting other aspects of arts provision. She requested that the proposed changes to staffing be considered as part of the wider review of support staff for the Communities and Neighbourhoods directorate that was currently taking place. The speaker also drew attention to the link with extended service provision.

The Executive Member thanked the union representative for her comments.

27. NEW BUSINESS MODEL FOR THE SCHOOLS PERIPATETIC MUSIC SERVICE

The Executive Member received a report that asked her to agree a new business model for the peripatetic Music Service in order to support the Council's commitment to a cultural entitlement for young people and to

create a flexible business model that could adapt to changing funding from central government.

The Executive Member was asked to consider the following options:

Option a: To cease the service and distribute the Standards Fund grant to schools. The funding would be ring fenced for the provision of whole class instrumental teaching.

Option b: To move the core service to a whole class Wider Opportunities model and retain a restructured York Arts Academy. In addition the council would maintain an approved teacher scheme, open to all freelance instrumental teachers to join, and providing quality assurance for pupils and schools and professional development opportunities for freelance teachers.

Officers gave details of the options that had been considered, as outlined in the report, and explained that the recommendation that Option b be approved was for the reasons detailed in paragraph 19 of the report.

In response to the issues raised by the speaker, the Executive Member stated that she supported the request that had been put forward that the business support function of the music service should be seen in the wider context of the review of support staff for Communities and Neighbourhoods. She also acknowledged the comments that had been made in respect of extended services and also the Me2 funding.

The Executive Member stated that she was pleased to confirm that the York Arts Academy would continue to provide the opportunity for enhanced musical learning.

The Executive Member expressed her appreciation of the work that the peripatetic music teachers and other members of the arts team had carried out.

RESOLVED: That the new business model for the Music Service, set out as Option b in paragraphs 16 to 18 of the report be approved.

REASON: To support the council's commitment to a cultural entitlement for young people and to create a flexible business model that can adapt to changing funding from central government without council subsidy.

28. LOCAL AUTHORITY (LA) SCHOOL GOVERNOR APPOINTMENTS

The Executive Member received a report that provided information about the current position with regard to vacancies for LA seats on governing bodies, listed current nominations for those vacancies, as detailed in Annex 1 of the report, and requested the appointment, or re-appointment, of the listed nominees.

RESOLVED: (i) That the appointment and re-appointment of LA governors, as proposed in Annex 1 of the report be approved.

(ii) That thanks be recorded to governors for the tremendous amount of work that they carry out to support schools and for the time they give to the role.

REASON: To ensure that local authority places on school governing bodies continue to be effectively filled.

Councillor C Runciman – Executive Member
[The meeting started at 4.00 pm and finished at 4.20 pm].

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Executive Member Decision Session for Children and Young People

11 January 2011

Report of the Director of Adults, Children and Education

Proposals To Establish An Advice, Assessment & Early Intervention Service

Summary

1. This report outlines proposals to establish new, integrated arrangements for customer access to services across Children's Social Care and the YorOK partnership of providers, including local schools. These proposals are currently out to consultation with staff and key partners and will be finalised by late January 2011. The new service has been provisionally titled the Advice, Assessment & Early Intervention (AA&EI) Service. It is more commonly referred to as the 'new front door'.
2. The AA&EI Service will bring together, under a single line management structure, the current functions of the Children's Trust Unit's Integrated Working Team, including management of the Child Index, the Children's Social Care Referral & Assessment Team, and the Education Welfare Service. The new Service will provide a single point of contact for professionals and members of the public who have a concern about a child or young person, or wish to seek advice and/or information about available services (see **Annex 1** for detailed information and **Annex 2** for the proposed organisational structure of the new Service).
3. The Executive Member is asked to note the progress of work to establish the new AA&EI Service by 1 April 2011.

Background

4. Proposals for the new Service have been developed over an extended period in discussion with key agencies across the YorOK Partnership (see *DMT Briefing Note – New Arrangements for Access to Services for Children in York*, dated 2 March 2009). There has been a growing recognition across the Partnership that, whilst there should be 'no wrong door' to services, there are currently too many doors provided for customers – both service users and other professionals. This creates confusion about the most appropriate service to approach and is, in part, reflected by a lack of coordinated service response across all levels of need throughout the city.
5. A large number of professional colleagues, including many Head Teachers, have offered views about the strength of existing contact, referral and

assessment arrangements. They have also highlighted some important gaps and areas for further improvement. Key messages have included:

- some uncertainties about how best to approach some agencies with concerns about children and young people;
- worries about triggering processes that may not be warranted;
- a continuing perception that the collection of agencies who provide support for children and young people are not always as joined up as they themselves would want to be;
- a desire for a more consistent response to apparently similar concerns;
- sometimes inconsistent feedback about actions that have been taken;

but perhaps most overwhelmingly

- the need to be able to talk through, formally or informally, with a sympathetic skilled and knowledgeable professional concerns about individual children and young people.

6. The proposals have also been developed in the context of the current Government's re-iteration of the importance of early intervention. They seek to build further on local progress on multi-agency integrated working arrangements, including a significant increase over the past 18 months in the use of the Common Assessment Framework (CAF) and the Lead Practitioner role. There is a strong fit between these proposals and many of the twenty-five priorities of the Children & Young People's Plan, 2009-12.

Consultation

7. As already noted above, these proposals have been developed over an extended period in discussion with key agencies across the YorOK Partnership, where there is already a good understanding at a senior management level of the potential and the longer-term potency of a more integrated, multi-agency approach to service delivery.
8. The re-modelling of services will see the deletion of a number of existing posts across the three predecessor services and the creation of at least five new posts to better reflect the role and remit of the new AA&EI Service. Accordingly, a formal process of consultation with the twenty-five staff affected by the service restructure has already begun under the Council's HR procedures.
9. Discussions are also taking place, or are planned, in a number of partnership forums, including the Integrated Working Implementation Group, the YorOK Board, the Safeguarding Children Board and the YorSafer Partnership. In addition, there has been recent dialogue with managers in the Youth Offending Team and Young People's Services, with health service colleagues, and the beginnings of a dialogue with Head Teachers, which will be developed further early in the New Year. All of these discussions are likely to continue throughout the period of implementation and beyond.

10. It will be important to ensure that the governance arrangements for the new Service provide for an accountability to key partners through the medium of the YorOK Board, as well as to the City of York Council.

Options

11. The proposals for the new AA&EI Service have been developed in the context of the loss of grant funding from central Government that has hitherto supported the Child Index and the Integrated Working Team, plus the need to deliver service efficiencies and achieve the most cost-effective arrangements possible in the light of the current financial climate.
12. Three main options were initially considered, ranging from an organisational structure which would have seen the complete loss of any capacity to support and sustain multi-agency integrated working arrangements, through to the retention of all current capacity, but within a new organisational configuration. The three initial options are set out in a paper to the Adults, Children & Education Directorate Management Team on 2 September 2010 (*DMT Briefing Note: Integrated Arrangements for Access to Services for Children*).
13. More recently, a further option has been developed which looks to incorporate the functions of the Education Welfare Service within the new organisational arrangements. This approach is consistent with the longer-term potential of the new AA&EI Service to act as a 'front door' to a much wider range of services to children and young people, including specialist services provided by other key partners. Bringing the three current services together within a single organisational structure also offers the potential for achieving financial efficiencies through economies of scale.

Analysis

14. Details of this fourth and recommended option are attached at **Annex 1** and **Annex 2**. In arriving at this option, a careful balance has been struck between an approach which would have been unsustainable in the current financial climate, and the inter-related imperatives of addressing significant service pressures within the Children's Social Care Service and of retaining the capacity to support and build further on the strength of local integrated working arrangements.
15. The workload of the Referrals & Assessment Team continues to rise. As recognised by Ofsted Inspectors at the most recent Unannounced Inspection of Contact, Referral and Assessment Services, heavy workloads can diminish the capacity of social workers to maintain high practice standards and to complete high quality assessments in accordance with national performance targets.
16. At the same time, the complete loss of strategic and operational capacity to support, maintain and further develop the effectiveness of local integrated working arrangements would, arguably, lead to even greater pressure on the Referral & Assessment Team, and would heighten the risk of more vulnerable

children and young people "falling through the net", with no offer of support. Accordingly, the option of a minimum necessary level of service cannot be supported.

17. The recommended option retains both a focus and some capacity to undertake the strategic and developmental work currently carried out by the Integrated Working Team. Accordingly, management roles within the new structure will carry a mix of operational and strategic responsibilities. It will be important for the new management team to hold these potentially competing responsibilities in balance, although there will always be a risk that the balance will necessarily be tipped in favour of operational imperatives. However, the retention of dedicated strategic management capacity (as per the current Integrated Working Strategy Manager post) is not a sustainable option in the current financial climate.

Corporate Objectives

18. The development of the new AA&EI Service is part of the second phase of a re-modelling of the Children's Social Care Service through the More for York programme. The new Service will also hold great significance for members of the YorOK Partnership and for the continued strength of inter-agency joint working arrangements.

The new Service will contribute to the achievement of many of the priorities in the Children & Young People's Plan, 2009 – 2012.

The new Service will also contribute to the Council's corporate priorities by helping to reduce the risk of poor outcomes for children & young people in respect of their safety, health and well-being, and to reduce the incidence of criminal and other anti-social behaviours.

Implications

19. Detailed information on the implications of the proposed service restructure will be dependent on the shape of the final proposals. As a guide, the following indicative information is offered.

Financial

20. The new structure has the potential to make an indicative saving of around £170,000 on the current staffing budget, including posts that were established with funding from central government through the ContactPoint grant. This grant has now been withdrawn.

Human Resources

21. There are twenty-five staff whose current substantive posts fall within the scope of this restructure and who are therefore at risk of redundancy. Based on work to date, the new structure is likely to require a staffing establishment of twenty-one full-time equivalent posts. Although there will be opportunities to

assimilate or redeploy many existing staff into new roles, there is obviously the potential for some level of redundancy.

Equalities

22. A key aim of the AA&EI Service is to ensure that there is an increased focus on the early identification of vulnerability and social need and on co-ordinated multi-agency action to address those needs at the earliest opportunity. It is hoped that a continued focus on the value of current integrated working arrangements will ensure that the right help is delivered to the right children and young people at the right time.

Legal

23. There are no specific legal implications arising from these proposals, which are consistent with the existing statutory responsibilities of the Council.

Crime and Disorder

24. Early action to identify and respond more effectively to the needs and circumstances of children and young people who may be vulnerable or at risk is likely to contribute over time to a reduction in the number of children and young people who come to official attention for criminal and other anti-social behaviours. Colleagues in the Police and the Youth Offending Team believe that the new arrangements can also strengthen work to divert young people from the criminal justice system.

Information Technology (IT)

25. The new AA&EI Service will be supported, in the medium term, by current IT systems. However, the provider of the Children's Social Care database (the CareWorks RAISE system) is planning a major upgrade of the system within the next twelve months, after which time the RAISE will no longer be supported. This opens up the possibility of procuring a new system which will provide a higher level of integration than the current separate systems. It should also be noted that the national roll-out has begun of a new electronic system to support the use of the Common Assessment Framework (e-CAF) - the cornerstone of effective integrated working arrangements. In the event of a local decision to adopt the e-CAF, there are likely to be implications for systems development and support activity.

Property

26. Accommodation within 10/12 George Hudson Street has already been secured for the use of the new Service.

Other

27. No other implications have been identified at this time.

Risk Management

28. The recent unannounced inspection by Ofsted of the Council's contact, referral and assessment arrangements reinforced that the remit of the current Referrals & Assessment Team must remain focused on delivering a high quality service to the most vulnerable children and young people. The new 'front door' arrangements should support that objective by strengthening the effectiveness of existing inter-agency arrangements for responding to concerns at an earlier stage. There are obvious risks to achieving improved outcomes for children and young people if the capacity of the new AA&EI Service is insufficient to maintain and further develop integrated working arrangements, and if the workload pressures on the new Assessments Team cannot be controlled.

29. Within the new Service, the role of the Practice Manager, Advice & Early Intervention, will be critical in ensuring that all enquiries to the Service receive a timely, appropriate and proportionate response, and that cases involving risk to children and young people are quickly identified and fast-tracked to the duty social worker. Accordingly, it will be vitally important that the Practice Manager is a suitably qualified practitioner, preferably a registered social worker, with a background in, and significant experience of, delivering a children's social care service.

Recommendations

30. The Executive Member is asked to consider the outline proposals set out in **Annex 1** and **Annex 2** to this report and to endorse them as a basis for moving forward to final proposals by 31 January 2011.

Reason

These plans represent an effective and efficient way to improve the delivery of targeted and integrated services to some of York's most vulnerable children and young people.

Contact Details

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Report Approved

Date 22.12.2010

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Wards Affected:

All

For further information please contact the author of the report

Background Papers

DMT Briefing Note: New Arrangements for Access to Services for Children in York, dated 2 March 2009

Interim Arrangements for Access to Children's Social Care Referral and Assessment Services, dated 14 September 2009

DMT Briefing Note: Integrated Arrangements for Access to Services for Children, dated 2 September 2010

Annexes

Annex 1 - Proposals for an Advice, Assessment & Early Intervention Service

Annex 2 - Advice, Assessment & Early Intervention Service

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Proposals for an Advice, Assessment & Early Intervention Service

The Context

Proposals for the development of integrated arrangements for customer access to services across Children's Social Care and YorOK partner providers were first considered by the Directorate Management Team (DMT) in March 2009.

The case for change has been driven by a number of considerations:

National social policy drivers

- The current Government continues to support the emphasis in Every Child Matters on prevention & early intervention and the use of the Common Assessment Framework (CAF).
- The national roll-out of an electronic version of the Common Assessment Framework (eCAF) has commenced.
- Although there is still no clarity about a replacement for ContactPoint, it is expected that some form of national signposting system for vulnerable children will eventually emerge.
- The recent unannounced Ofsted inspection of the City of York Council's contact, referral, assessment and safeguarding arrangements has validated our plans for a new 'front door' service.

Local policy drivers

- There is a recognition that a more co-ordinated and integrated approach is needed across the YorOK partnership of providers, in order to ensure that there is truly 'no wrong door' to services.
- The revised YorOK Integrated Working Threshold Guidance emphasises the contribution of all agencies and practitioners to improving outcomes for vulnerable and at risk children and young people.
- Although impressive progress has been made over the past eighteen months in the take-up and use of CAF to co-ordinate Tier 2 services, further work is needed to ensure the growing strength and effectiveness of integrated working arrangements across the YorOK partnership of agencies.
- It is important that we build on the learning from the YorOK Broker project and the related information sharing arrangements with schools.

- There is a continued commitment across the YorOK partnership to supporting a range of Tier 2 services that are targeted on vulnerable children, young people and their families.

Performance and service delivery issues

- Current arrangements do not fully allow for information about children and young people to be gathered, considered and responded to in a way that consistently ensures a well targeted, proportionate and timely response across all the providers who make up the YorOK partnership.
- Current arrangements for referral to the Children's Social Care (CSC) Service and other Tier 3 services do not place enough emphasis on the value of earlier interventions to support vulnerable families.
- Over the year 2009/10, CSC were contacted with concerns about the welfare of 2360 children & young people. Only 1280 of those concerns met the threshold for an assessment for a Tier 3 intervention.
- It is likely that no additional services were offered to many of the remaining 1080 children & young people, indicating the need for a more effective, constructive and supportive response to those children & young people whose needs do not meet the threshold for a Tier 3 intervention, and to make optimum use of the range of universal and Tier 2 services that are available across the City.
- For those children & young people who are judged to be most vulnerable, there is room for further improvement in the quality and timeliness of initial & core assessments of need.

The Vision for the new Advice, Assessment & Early Intervention Service

It is proposed to establish new integrated multi-disciplinary arrangements for access to services at tiers 2 & 3 of the Pyramid of Needs that will:

- bring together under one line management structure the functions of the current Children's Social Care Referrals & Assessment Team, the Children's Trust Unit's Integrated Working Team and the Education Welfare Service;
- provide a single point of contact for professionals and members of the public who have a concern about a child or young person, or wish to seek advice and/or information about available services;
- ensure an effective, proportionate and co-ordinated response to identified and/or assessed need;
- deliver the right help to the right children and young people at the right time; and
- maintain the development of integrated working arrangements across YorOK partner agencies.

The Core Business of the Advice, Assessment & Early Intervention Service

The proposal is to combine, in a single Service Unit, the functions that have been separately undertaken by the Children's Trust Unit's Integrated Working Team, including management of the Child Index, the Children's Social Care Referral & Assessment Team, and the Education Welfare Service.

The Service's core business will be:

- to support and further strengthen multi-agency integrated working arrangements, in order to ensure that children & young people whose circumstances and/or behaviour are giving rise to early professional concerns receive timely and appropriate professional support;
- to facilitate access to appropriate services for vulnerable or at risk children and young people, with a presumption that, in accordance with existing integrated working arrangements, partner agencies will have attempted to address causes for concern at tier 2 before an exploration of the need for tier 3 services is pursued.

As a general rule, practitioners will be expected to offer evidence of an early intervention at tier 2 (e.g. multi-agency CAF and action plan), and indicate why intervention at that level is no longer considered sufficient to promote and/or safeguard the child or young person's welfare, before a tier 3 service is considered. However, it is acknowledged that there will always be circumstances, such as safeguarding concerns, that will require an immediate tier 3 response.

The Service Manager, Advice, Assessment & Early Intervention, will be a registered social worker, with a background in children's social care and substantial experience of safeguarding practice, but with a sound knowledge and strategic understanding of the early intervention agenda and of integrated working arrangements.

The Service Manager will have overall operational responsibility for the effective functioning of the Advice, Assessment & Early Intervention Service. The two Practice Managers will report directly to the Service Manager.

The Service Manager will also have a key strategic role in promoting and further developing local integrated working arrangements across the YorOK partnership.

The Core Business of the Assessments Team

- delivering a fast track response to child protection concerns – undertaking child protection investigations under s.47, C&YP Act 1989, including the completion of core assessments; and taking immediate protective action, as necessary
- undertaking initial and/or core assessments of need in more complex cases where children & young people may require longer-term support from a tier 3 specialist service

- following assessment, transferring appropriate cases to the Children's Social Care Service for longer-term support; or taking cases back to the daily meeting for consideration of a brokered support package at tier 2; or taking no further action
- responding to other enquiries that might require the attention of a social worker but not an initial assessment of need (e.g. access to files requests; background checks on behalf of Cafcass and Ofsted, or in connection with public protection issues)

The Practice Manager, Assessments, will be a registered social worker, with a background in children's social care and substantial experience of safeguarding practice.

Practitioners in the Assessments Team will be registered social workers, preferably with prior experience in a children's social care setting.

The Core Business of the Advice & Early Intervention Team

- making the first response to all enquiries/expressions of concern
- determining with the caller the most appropriate and proportionate response to identified need, including:
 - providing advice & information about available services and the operation of local integrated working arrangements, including completion of CAFs
 - signposting to universal services
 - fast tracking child protection concerns, or other complex family situations that might require an immediate social work response, to the duty social worker in the Assessments Team
 - checking the Child Index, RAISE and other customer databases, as appropriate
 - inputting information on the RAISE database and the Child Index
 - tracking the progress of all on-going work across the Service
 - brokering package of support at tier 2, and encouraging the completion of a single or multi-agency CAF and the identification of a Lead Practitioner;
 - accepting referrals for a tier 3 service for discussion in the daily meeting
- promoting and supporting the engagement of the YorOK partnership of providers in the continuous improvement of effective integrated working arrangements
- providing named workers to act as a first point of contact for schools

In effect the Advice & Early Intervention Team will offer a triage service, with practitioners undertaking the full range of roles and tasks that are outlined above.

The Practice Manager, Advice & Early Intervention, will be responsible for ensuring that all enquiries to the Service receive a timely, appropriate and proportionate response, and that cases involving risk to children and young people are quickly identified and fast-tracked to the duty social worker. Accordingly, it is likely to be a

requirement that the Practice Manager is a registered and experienced social worker, with a background in children's social care.

Given the breadth of the role, **practitioners** may come from a variety of disciplines within the children's social care field, but will have a good understanding of the early intervention/integrated working agenda and will be able to deal confidently and authoritatively with a wide range of practitioners and managers from agencies across the YorOK partnership. Ideally, practitioners within the Team should have some experience of brokering/delivering packages of support to vulnerable children & young people and of delivering training.

Administrative & ICT Support to the new Service

It is envisaged that the Advice, Assessment & Early Intervention Service will have dedicated administrative support, within the overall administrative arrangements for the Children's Social Care Service. Decisions about the nature and extent of support to the Service will be determined through the on-going review of current administrative arrangements under phase 2 of the Children's Social Care re-structure.

Maintenance of the Child Index and its interface with other systems, the monitoring of integrated working arrangements, and the maintenance of the Integrated Working web pages are currently supported by the ICT Project Co-ordinator post. This post is jointly funded by the Children's Trust Unit and the Family Information Service. The Trust will not be able to sustain its contribution to the costs of the post beyond 31 March 2011, and discussions are currently in progress to explore how the management information functions of the post might be picked up by the Management Information Service. Further work will be needed to ensure that the other functions of the post are also picked up.

Functions currently undertaken by the Education Welfare Service

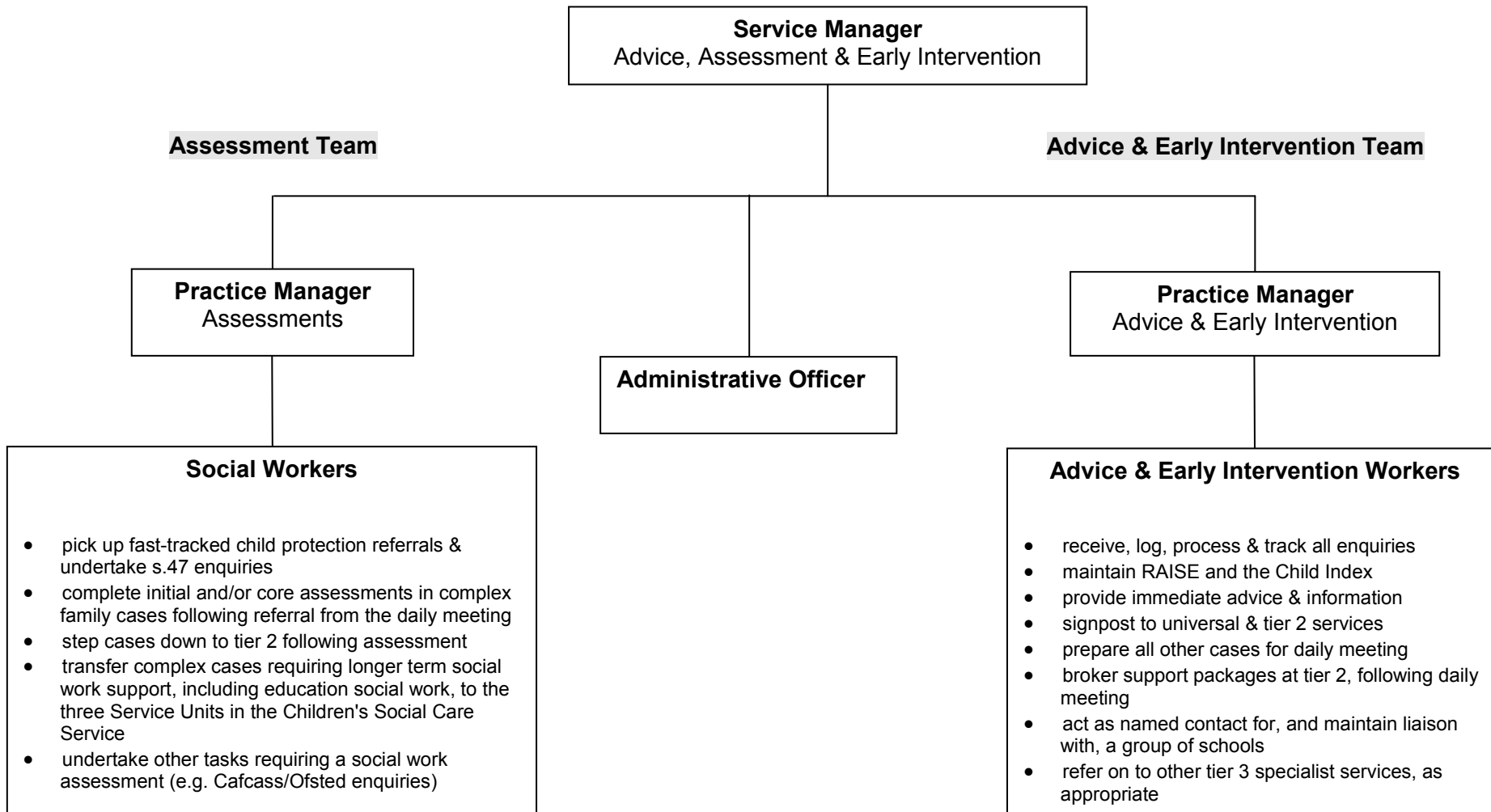
Consistent with the ambition to start moving towards the creation of a single 'front door' for a much wider range of services for children & young people, a decision has been made more recently to integrate the functions of the current Education Welfare Service within the new 'front door' arrangements from 1 April 2011.

Work is on-going to explore how best this integration might be achieved, consistent with the remit of the new AA&EI Service. The advice, guidance, signposting and brokerage elements of the current Education Welfare Officer role sit very well within the remit of the Advice & Early Intervention Team. However, there are other aspects of the role (e.g. longer-term casework with children and young people who are regularly absenting themselves from school; enforcement activity; other specialist functions such as the EOTAS role) which do not sit easily within the remit of the A&EI Team. Quantifying the nature and level of activity around these functions, and determining the best organisational arrangements for supporting them, will be key discussion points through the formal consultation process.

Accordingly, and subject to further exploration of the options, the current proposals envisage a transfer of some, but not necessarily all, of the Education Welfare Service's functions to the Advice & Early Intervention Team. Work is continuing with EWS colleagues to clarify this aspect of the proposals.

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Advice, Assessment & Early Intervention Service Organisational Structure



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Executive Member Decision Session for Children and Young People

11 January 2011

Report of the Director of Adults, Children and Education

Childcare Sufficiency Assessment 2011-2014 update and proposals for action planning

Summary

1. York is currently part way through completing its second full Childcare Sufficiency Assessment (CSA). This paper and its annex provide initial findings to date and will be accompanied by a more detailed presentation delivered at the decision session itself.
2. The Executive Member is asked for a decision and feedback on options for developing the CSA into the final assessment document alongside developing a robust and achievable action plan for addressing any identified gaps in childcare provision.

Background

3. The Childcare Act (2006) requires Local Authorities to carry out an assessment of the sufficiency of childcare in their area. Sufficient childcare is defined as 'sufficient to meet the requirements of parents in the local authority area who require childcare in order to enable them:
 - a. to take up, or remain in, work
 - b. or to undertake education or training which could reasonably be expected to assist them to obtain work"
4. As well as the overall availability of places in childcare attention should also be paid to assessing if the childcare is flexible, good quality, affordable and inclusive in a way that meets local families' needs.
5. A full Childcare Sufficiency Assessment (CSA) involves gathering data around the supply of childcare and also consulting families and a wide range of partners to judge levels of demand. A Childcare Sufficiency Assessment (CSA) is carried out in full once every three years with lighter refreshes on an annual basis.
6. In 2010-2011 York is carrying out its second full CSA that will cover 2011-2014. This assessment will be accompanied by an action plan highlighting key

steps to be taken locally to address identified gaps in childcare provision. A summary of the timeline for the assessment and action planning is shown below.

- a. November 2009 – February 2010: Establishing the project approach and consultation materials.
 - b. March 2010 – May 2010: Produce consultation materials and set up data systems.
 - c. June 2010 – August 2010: Public consultation
 - d. September 2010 – December 2010: Childcare providers audited and consulted. Data analysis work carried out on public consultation responses initially to identify any groups that may be under-represented.
 - e. December 2010 – January 2011: Draft Childcare Sufficiency Assessment produced. Any groups not fully picked up as part of the consultation exercise engaged for feedback.
 - f. January - February 2011: Consultation on draft Childcare Sufficiency Assessment and action planning.
 - g. February – March 2011: Final Childcare Sufficiency Assessment and action plan produced.
 - h. 31st March 2011: Childcare Sufficiency Assessment and Action Plan published.
7. Due to the required timings for submitting this report the full draft assessment has not yet been completed. However the full draft assessment and proposed next steps will be presented and discussed at the decision session itself. Initial headline messages from the consultation exercise have been provided as annex A. **It is very important to note though that these figures only represent the responses to the written consultation.** Far more information from face to face work and consultation with other groups will be drawn together to form the final sufficiency assessment.

Consultation

8. Effective consultation is a core element of the Childcare Sufficiency Assessment. To ensure an open and inclusive consultation a variety of different channels have been used to gather responses. The methods used for each of the target consultation groups is shown below
9. **Children and Young People** – The consultation with children and young people focussed on the experiences of using childcare and accessing positive activities rather than other aspects of sufficiency. Consultation has taken place with children and young people through a number of key channels.
 - a. Through York Youth Council

- b. Through the York Youth Festival held in 2010
 - c. Through the YorOK website
10. **Parents and representatives** - Consultation channels used with parents, carers and representatives were:
- a. Online
 - b. Face to face through the Family Information Service (FIS) outreach work
 - c. Consultation form sent home through schools to years 6, 8 and 10.
 - d. Through key partners (Children's Centres, Libraries, Jobcentre Plus, Family Learning, Future Prospects etc)
 - e. Direct mailing to those registered on the Family Information Scheme and the TalkAbout panel.
11. There were 618 families that took part in the written part of the consultation exercise providing information on the childcare needs of 1,038 children. Given the number of households with children and young people we can be confident to within 3.9% of our results.
12. Now that the written element of the consultation has been completed, additional sessions will be held to gather views from groups that are under represented in the sample. These will be groups that may be more marginalised, which could include groups such as young parents, traveller groups but also specific geographical areas. So far the CANDI group for parents of disabled children has been the first to be consulted in this way.
13. **Childcare Providers and representatives** have been consulted through the annual Early Years Audit/Census and the Places and Sufficiency Group¹. It is proposed that a forum be held in February to discuss the findings of the draft CSA and to allow for partnership action planning to address identified issues.
14. **Employers and representatives** have been consulted online and through a telephone survey of the Economic Development Units' panel of top local employers.
15. **Jobcentre Plus and the Local Safeguarding Board** are being consulted on a one to one basis through existing channels.
16. There is naturally an expectation to work closely with **Neighbouring Local Authorities and representatives** to ensure cross boundary issues can be addressed. This has previously been facilitated by the now defunct Government Office for Yorkshire and Humber. However a sub regional partnership of FISs will continue to provide a forum to ensure this work can

¹ The Places and Sufficiency Group was originally a sub-group of the Early Years Development and Childcare Partnership but has continued to discuss how to address issues relating to childcare sufficiency.

continue. Local authorities also agreed to ask a set of key questions as part of the parental consultation to allow direct comparison across the region.

Options

17. The options below present a range of choices over how to progress to a final assessment of childcare sufficiency and develop a robust and achievable action plan.
 - a. Hold an extended Places and Sufficiency Subgroup in February.
 - b. Send a one-off email to the YorOK newsletter subscribers.
 - c. Writing to all registered childcare provision.
 - d. Feedback walls for parents or carers in children's centres and key community hubs.
 - e. Make information and opportunities for feedback available through the YorOK website.
 - f. Linking action planning to the review of the Children and Young People's Plan and the Anti-Poverty strategy.

Analysis

18. All of the options detailed above are considered to be positive steps that could be taken to encourage a dialogue around the sufficiency of childcare and how a partnership approach could address identified gaps.
19. The disadvantages of each approach purely focus on the officer time and resources required to carry them out effectively. A wider issue is the backdrop of reductions in overall levels of funding and uncertainty over national policy direction and expectations. These could all impact on the possible actions that can be taken to address identified gaps in childcare provision.

Corporate Objectives

20. The assessing and ensuring of sufficient childcare relate to a number of corporate priorities and objectives. Having sufficient, high quality childcare so that families can work, train or study supports the themes of;
 - a. Thriving City
 - b. Learning City
 - c. Inclusive City
 - d. City of Culture
 - e. And Effective organisation

Implications

Financial

21. There are no direct financial implications as a result of this paper. However the ability to shape the local childcare market will be influenced by overall budget discussions.

Equalities

22. This paper does not have any direct implications in relation to equalities but the overall process of assessing and ensuring the sufficiency of childcare does. An Equality Impact Assessment has been produced covering the assessment process to ensure it is as representative and inclusive as possible.

Other Implications

23. There are no HR, legal, crime and disorder, IT or property implications.

Risk Management

24. The options and recommendations detailed in this paper do not present any significant risks. A broader risk associated with the assessing and ensuring of childcare sufficiency is the impact this has on families' abilities to work and the wider local economy. The risks relating to the assessment of sufficiency have been managed through a risk log as part of the project management and delivery.

Recommendations

25. The Executive Member is asked to comment upon the contents of this report and the more detailed presentation of findings that will be available at the briefing.
26. It is recommended that the options of a to e are taken to ensure there is an open discussion of key messages from the Childcare Sufficiency Assessment and that action planning on a partnership basis is commenced to address identified gaps.

Reason: to meet a statutory requirement of the local authority

Contact Details

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Chief Officer Responsible for the report:
Pete Dwyer
Director of Adults, Children and Education

Report Approved **Date** 22.12.10

Specialist Implications Officer(s) n/a

Wards Affected: All

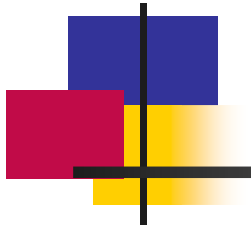
For further information please contact the author of the report

Background Papers

Childcare sufficiency assessments guidance
(<http://publications.education.gov.uk/default.aspx?PageFunction=productdetails&PageMode=publications&ProductId=DCSF-00274-2010&>)

Annexes

Annex A – Initial findings from parental consultation exercise.



Annex A – Initial findings from parental consultation exercise

Childcare Sufficiency Assessment 2010

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Market Research Team

Performance & Improvement

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Background & methodology

City of York Council's Family Information Service (FIS) were interested in understanding the views of parents and carers who currently use childcare or would like to use childcare in the city.

A paper survey was sent to known childcare users and were also available at care centres across the city. Respondents also had the option of completing the survey online via the council's website.

The survey asked about opinions of childcare, reasons for not using childcare and individual's childcare needs.

A total of 618 completed questionnaires were returned, giving a response rate of 3%.

Data-processing was carried out by an independent research agency. The report was written by the market research team, Performance & Improvement.



Statistical reliability explained

Based on statistical rules, the *overall results* from this survey are accurate to within +/- 3.9% at the 95% confidence level.

This means that if the exact same survey was carried out 100 times, 95 out of 100 times the results would not be more or less than 3.9% from the figures in this report.

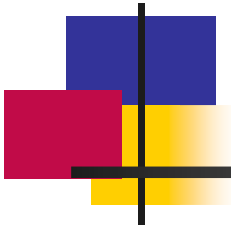
This level is superior to the accepted industry standard of +/- 5%.

The statistical accuracy of *results at sub-level* will vary. As a guide, a base size of 100 will have an accuracy level of +/- 9.8% at the 95% confidence level, 300 at +/- 5.6% and 500 at +/- 4.3%.

This report shows the figures for respondents who gave a definite response to each question so base sizes will vary where questions have not been completed.

Where responses do not add up to 100%, this is due to multiple coding (respondents could choose more than one option) or computer rounding.

All reported differences are statistically significant unless otherwise stated.

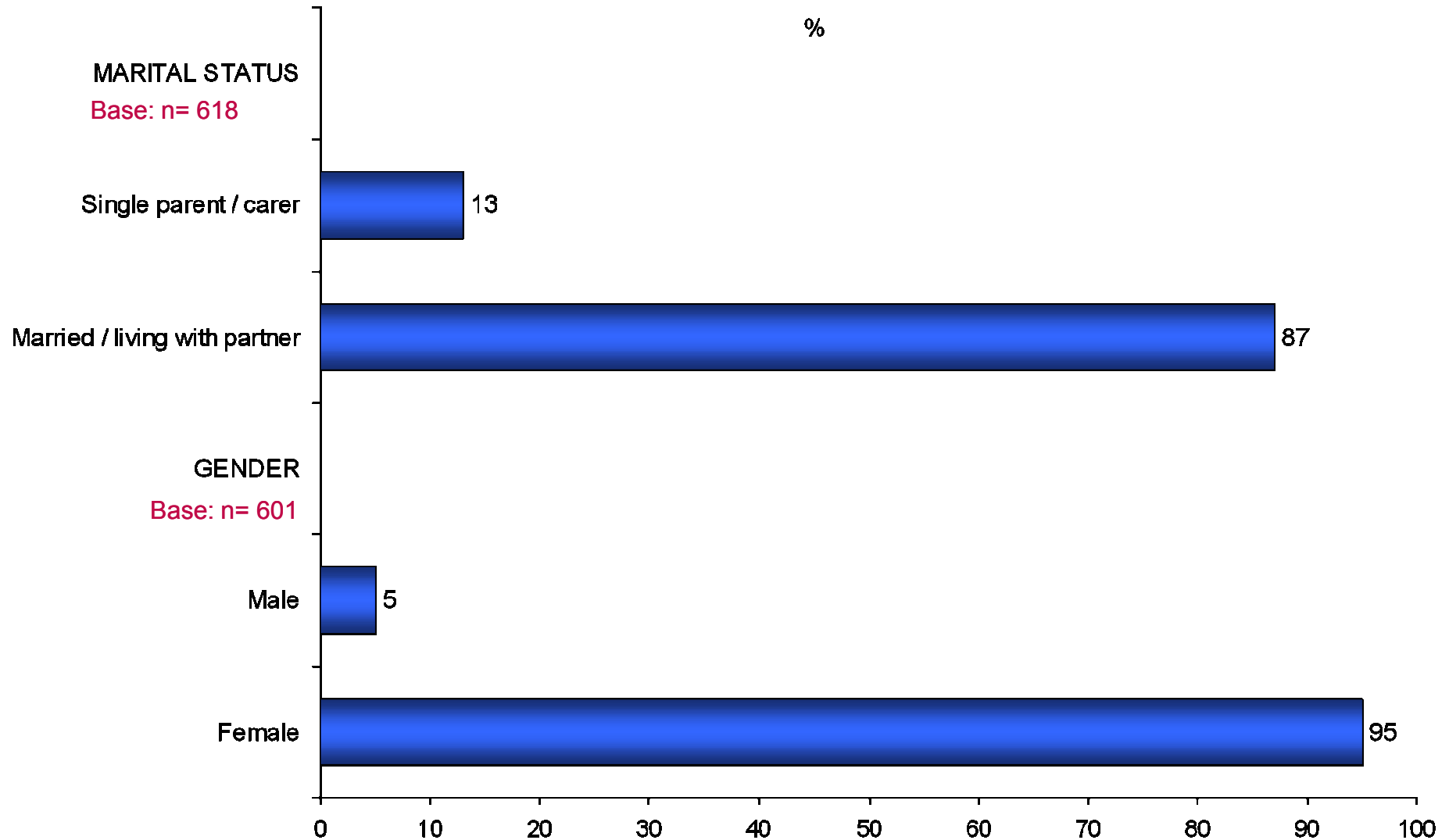


Sample profile



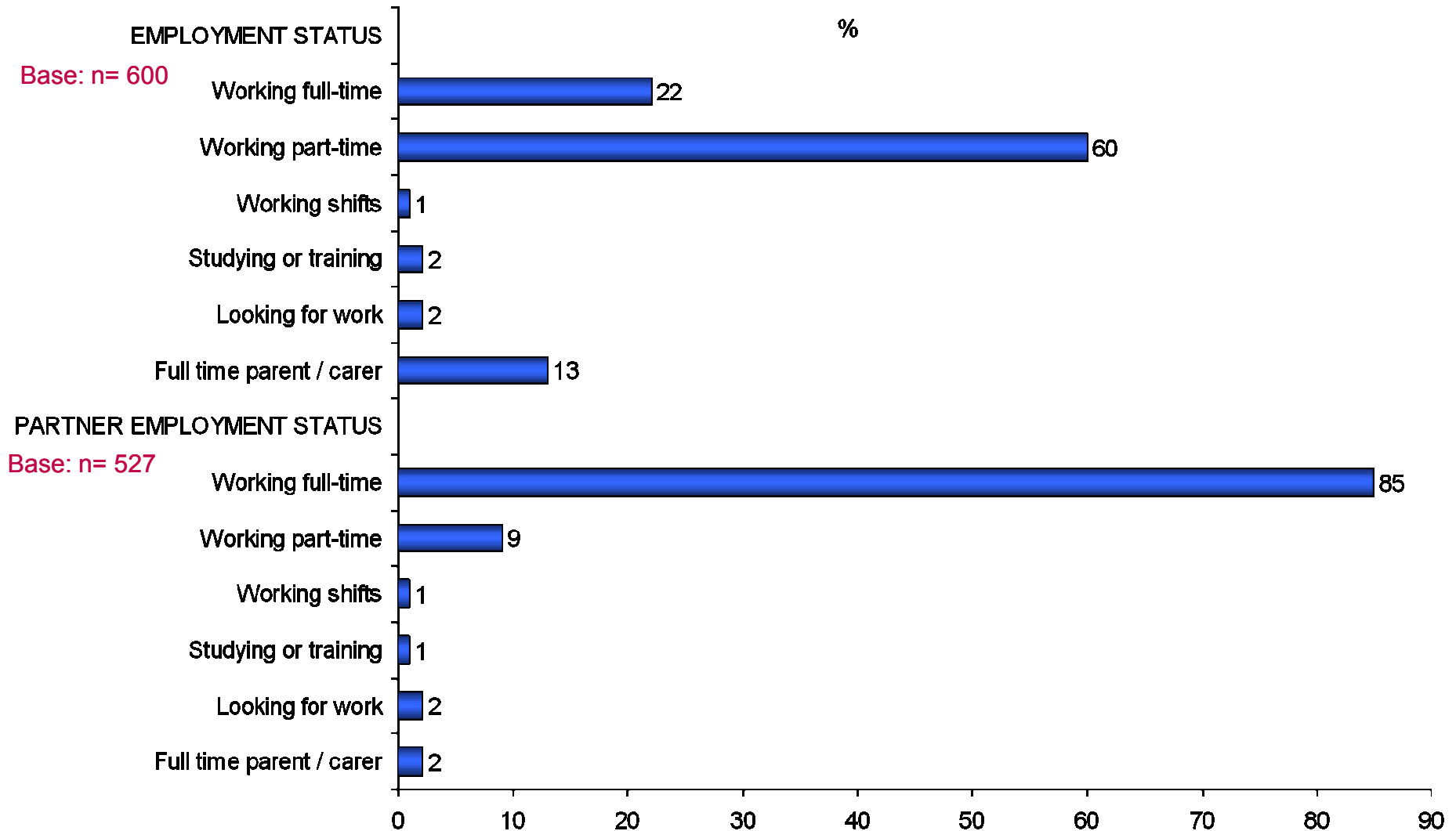
The overwhelming majority of the sample are female (95%) and either married or living with their partner (87%).

Base: all respondents who answered the question



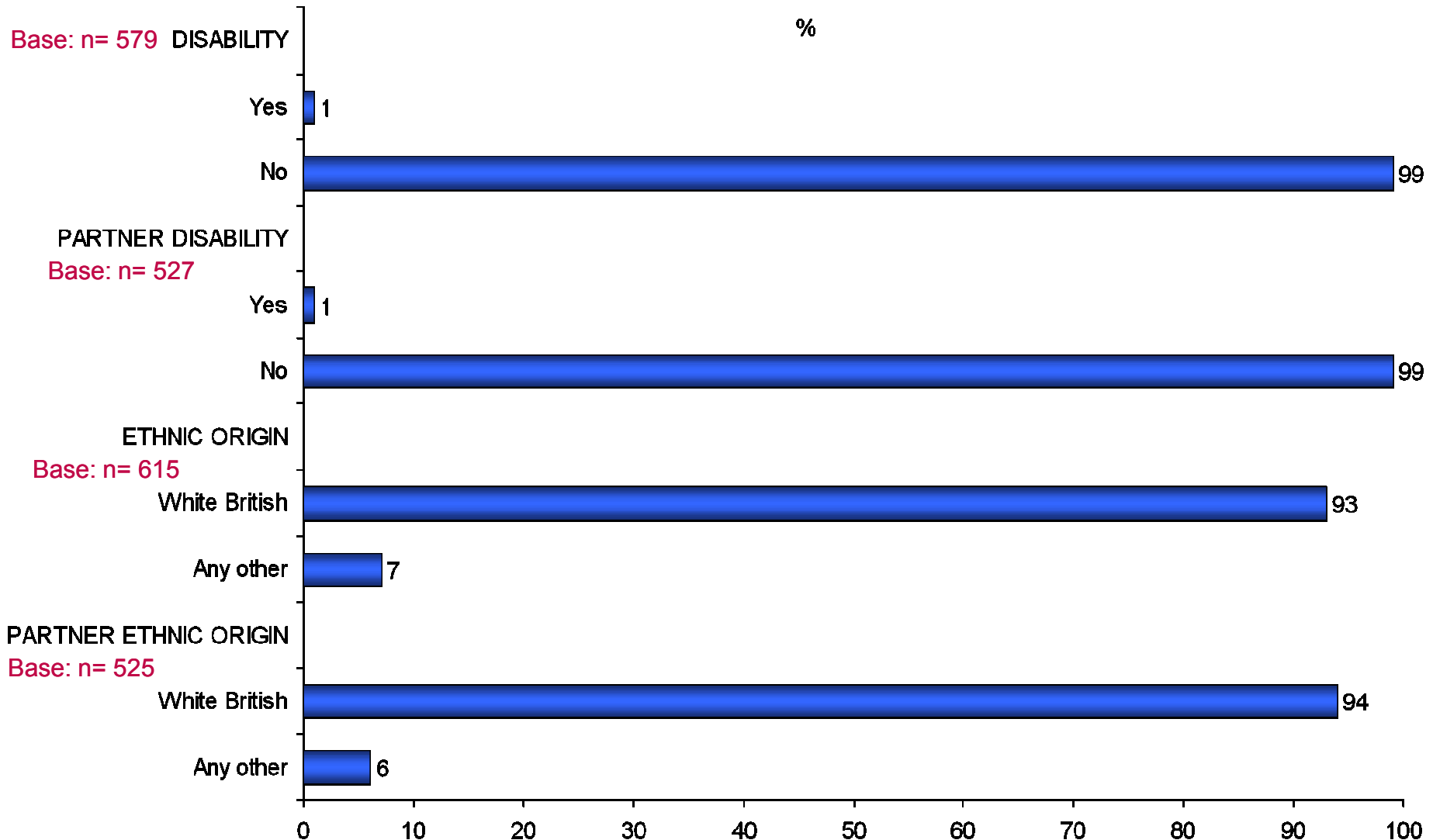
The majority of respondents are currently in employment (83%). However a higher proportion of respondents partners are in employment (95%) and more so in full-time employment (85%).

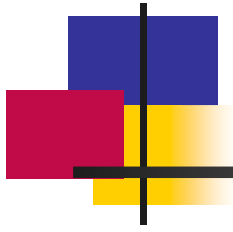
Base: all respondents who answered the question



The overwhelming majority of the sample do not have a disability (99%) and are White British (93%). Results for respondents partner are very similar to that of the sample.

Base: all respondents who answered the question



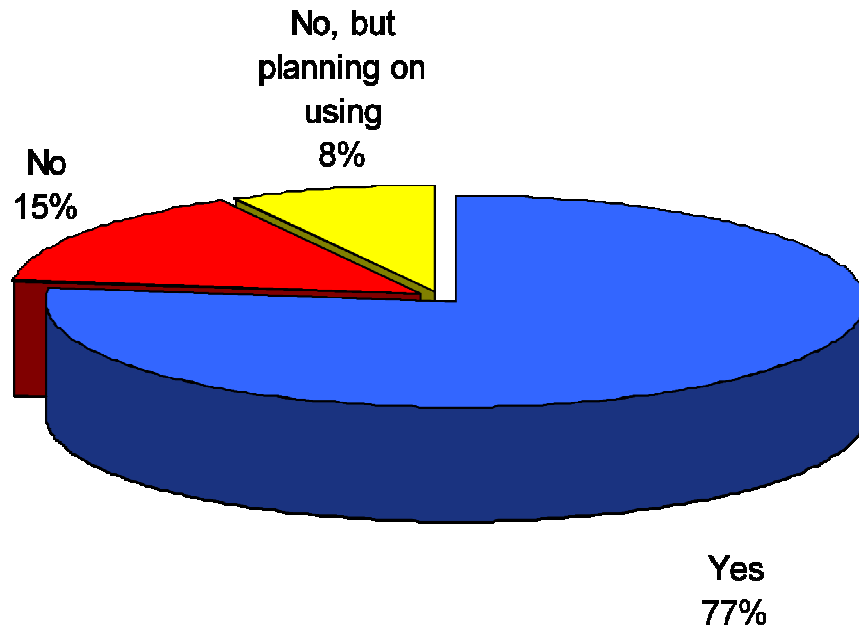


Views on childcare

Using childcare

Are you currently using childcare or have used childcare in the last 12 months?

Base: all respondents who answered the question (n= 616)



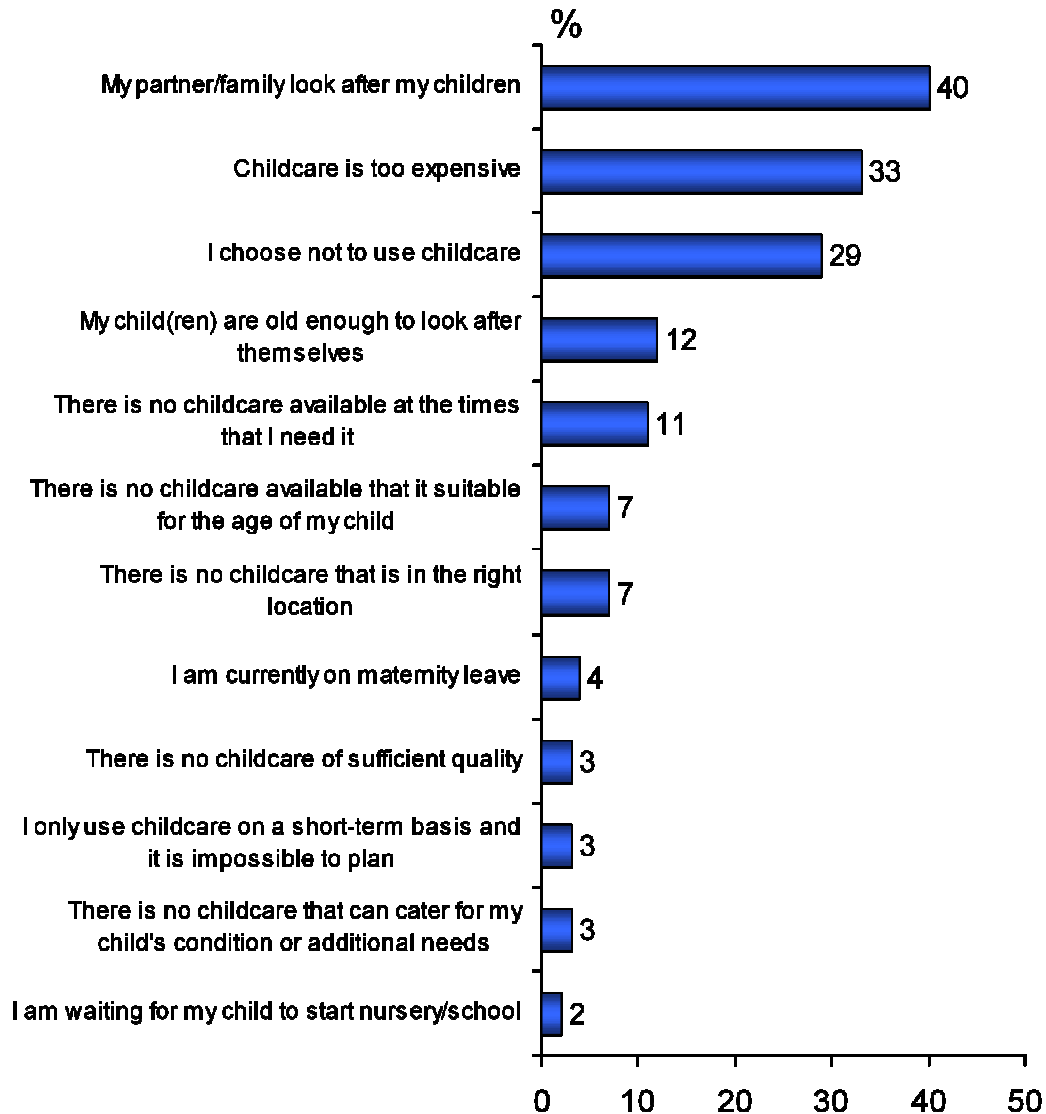
More than three-quarters (77%) of the sample are currently using childcare or have used childcare in the last 12 months.

Of the remaining respondents 15% are not using childcare and 8% aren't currently using childcare but are planning to do so.

Reasons for not using childcare

If 'no' which of these reasons best describes why you do not use childcare.

Base: all respondents who answered 'no' to currently using childcare (n= 119)



The main reasons for not using childcare are that family look after the children (40%) or that it is too expensive (33%).

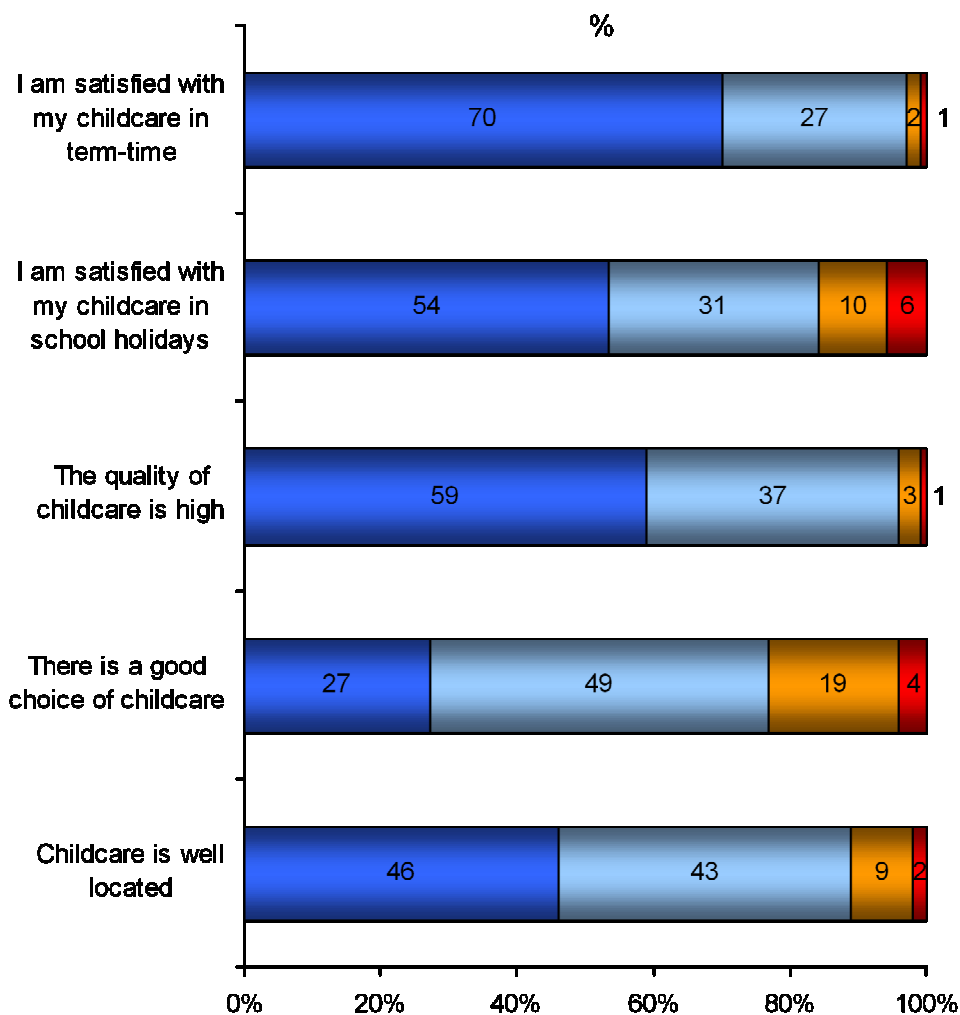
Availability of and the quality of childcare are mentioned far less by respondents as reasons for not using childcare.

Opinions of childcare

Thinking about all the childcare you use for your children, how much do you agree with the following statements:

Base: all respondents who answered 'yes' to currently using childcare (n= 360-462)

■ Strongly agree
 ■ Tend to agree
 ■ Tend to disagree
 ■ Strongly disagree



Respondents were more likely to be satisfied with childcare in term-time than in school holidays (97% compared to 85% total agree).

There is strong agreement that the quality of childcare is high (96% total agree) and that it is well located (89% total agree).

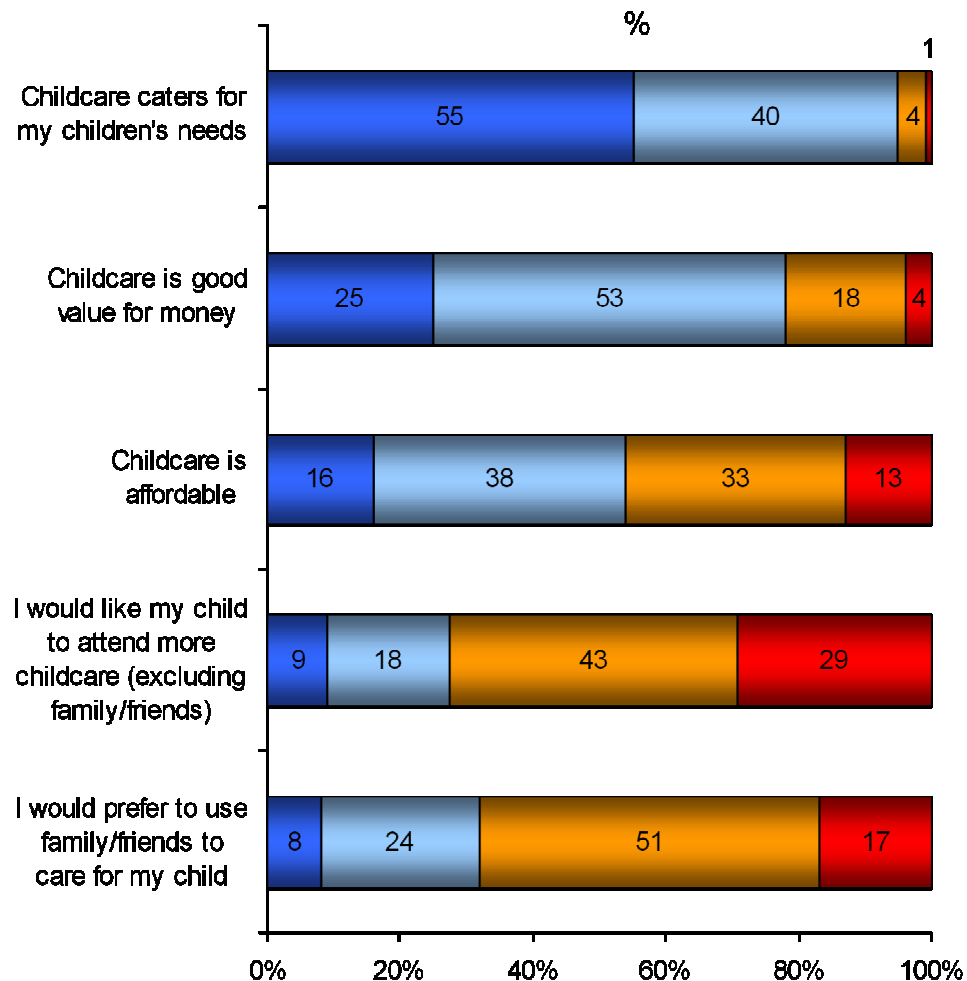
Respondents were less likely to agree that there is a good choice of childcare (76% total agreed).

Opinions of childcare

Thinking about all the childcare you use for your children, how much do you agree with the following statements:

Base: all respondents who answered the question (n= 392-460)

■ Strongly agree ■ Tend to agree ■ Tend to disagree ■ Strongly disagree



Although just over half (54% total agree) of the sample agreed that childcare is affordable, a larger proportion agreed that it is good value for money (78% total agree).

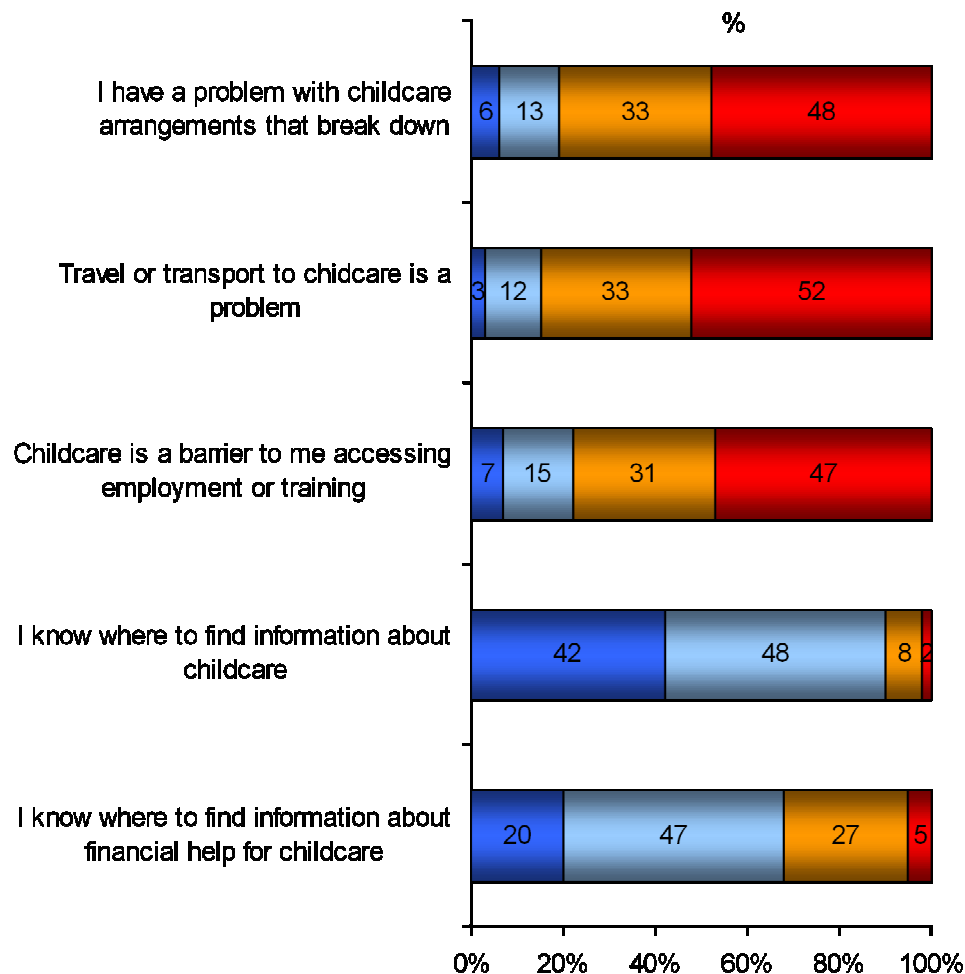
Respondents were less likely to agree that they would like their child to attend more childcare (27% total agree) and that they would prefer family or friends to care for their child (32% total agree).

Opinions of childcare

Thinking about all the childcare you use for your children, how much do you agree with the following statements:

Base: all respondents who answered the question (n= 370-460)

■ Strongly agree
 ■ Tend to agree
 ■ Tend to disagree
 ■ Strongly disagree



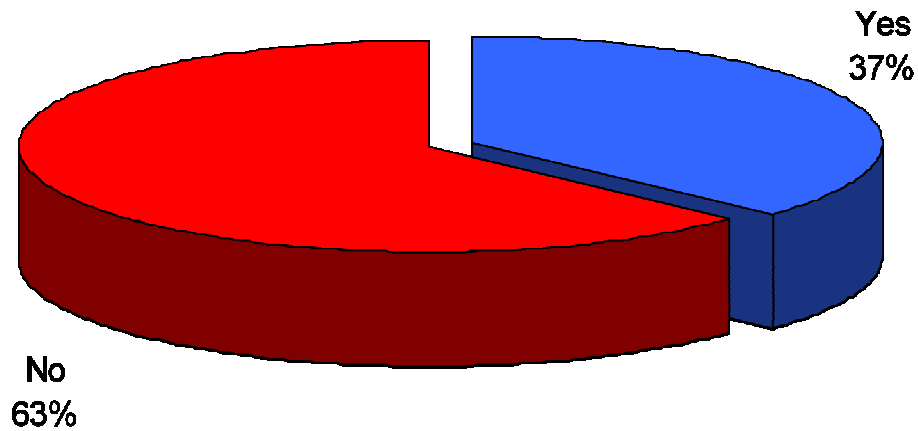
Respondents were more likely to disagree with statements regarding problems with childcare, including; childcare arrangements breaking down (81% total disagree), travel or transport to childcare (85% total disagree) and childcare as a barrier to employment or training (78% total disagree).

Parents / carers appear to be well informed about where to find information about childcare and financial help, with this more likely to be the case for general childcare information (90% total agree) than financial information (67% total agree).

Paying for childcare

Do you claim the childcare element of the working tax credit?

Base: all respondents who answered the question (n= 468)



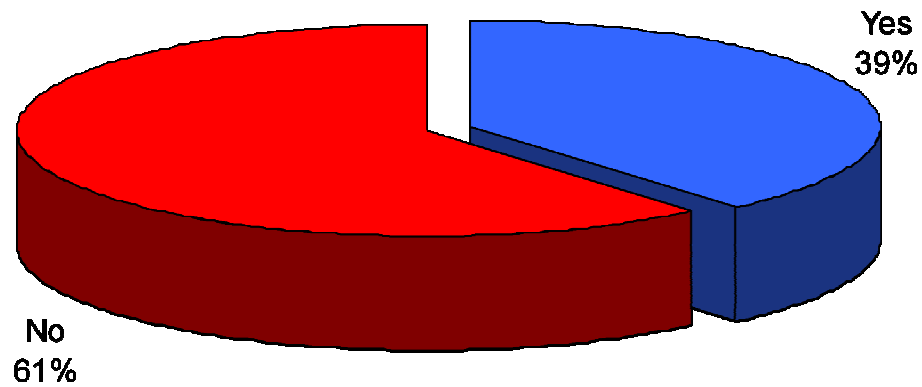
More than a third (37%) of the sample do claim the childcare element of the working tax credit, however the greater majority (63%) do not.

The main reason given for not claiming the childcare element of the working tax credit is that individuals do not qualify, mainly because their income is too high.

Early Years Entitlement

Do you currently claim Free Early Years Entitlement for 3 and 4 year olds or for any of your children?

Base: all respondents who answered the question (n= 449)

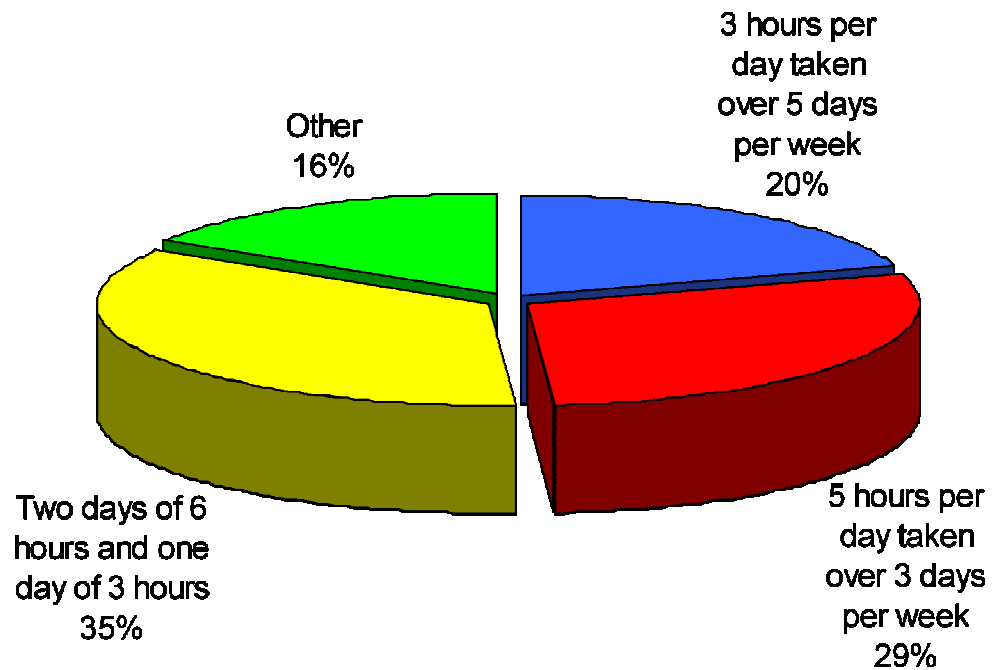


More than a third (39%) of the sample do claim Free Early Years Entitlement, however the greater majority (61%) do not.

Early Years Entitlement

Which of the three options would you most likely want to use?

Base: all respondents who answered the question (n= 354)



Respondents were told about 3 options for taking the Free Early Years Entitlement more flexibly and asked which they would be most likely to use.

The largest proportion of the sample would prefer to take Free Early Years Entitlement over two days of six hours and one day of three hours (35%).

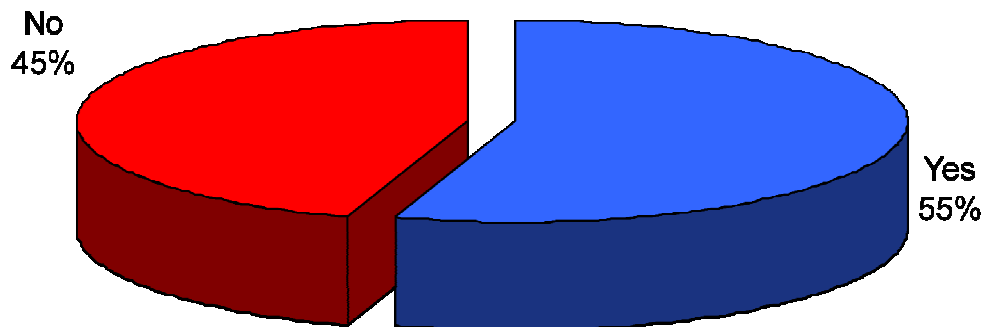
Early Years Entitlement

Would you want the option of stretching your overall numbers of hours over more than 38 weeks?

Base: all respondents who answered the question (n= 401)

Respondents were then told about the possible option of allowing people to take less hours per week but stretching them over more weeks of the year to cover outside of school term time.

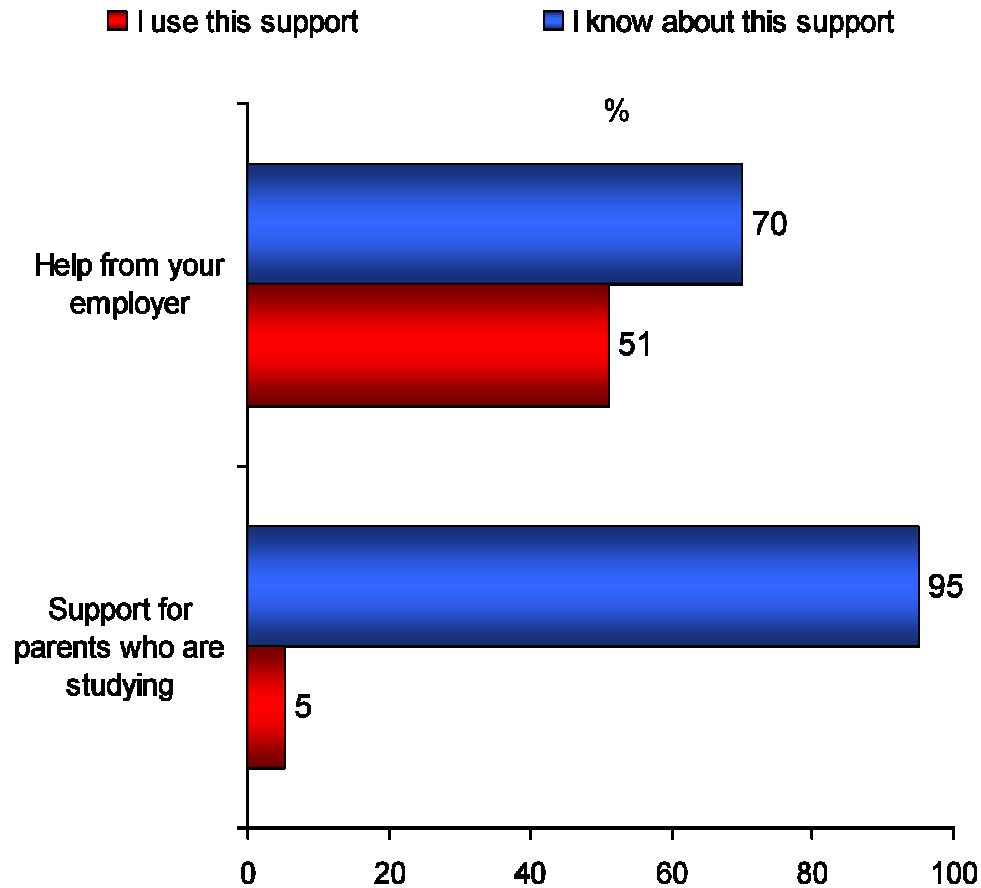
The sample is roughly split over the idea of stretching the overall number of hours over more than 38 weeks, with 55% agreeing and 45% disagreeing.



Help paying for childcare

Which of the following forms of helping paying for childcare do you 1) know about and 2) use?

Base: all respondents who answered the question (n= 109)

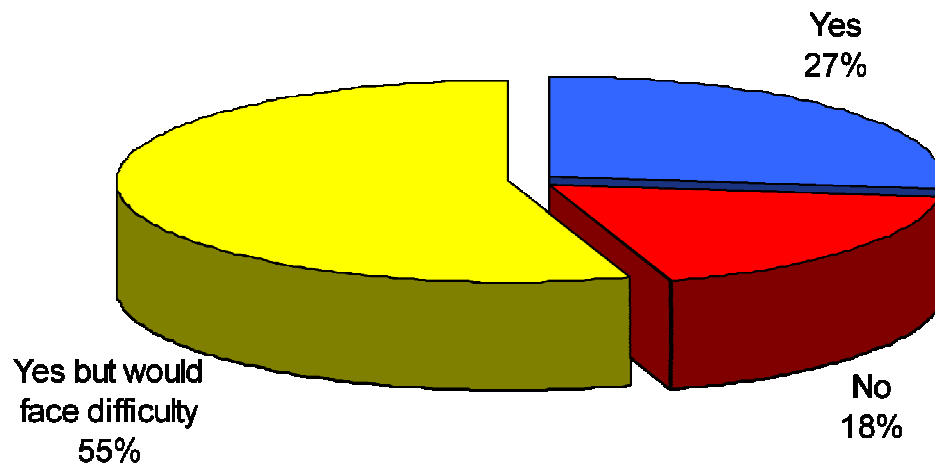


Reflecting the overall sample, in that 83% of respondents and 95% of respondents partners are currently in employment, respondents were far more likely to use help from their employer, such as childcare vouchers (51%).

Rise in cost of childcare

Would you be able to continue to use childcare if costs rose?

Base: all respondents who answered the question (n= 448)



Respondents were more likely to say that they would be able to continue using childcare if costs rose, but that they would face difficulty (55%).



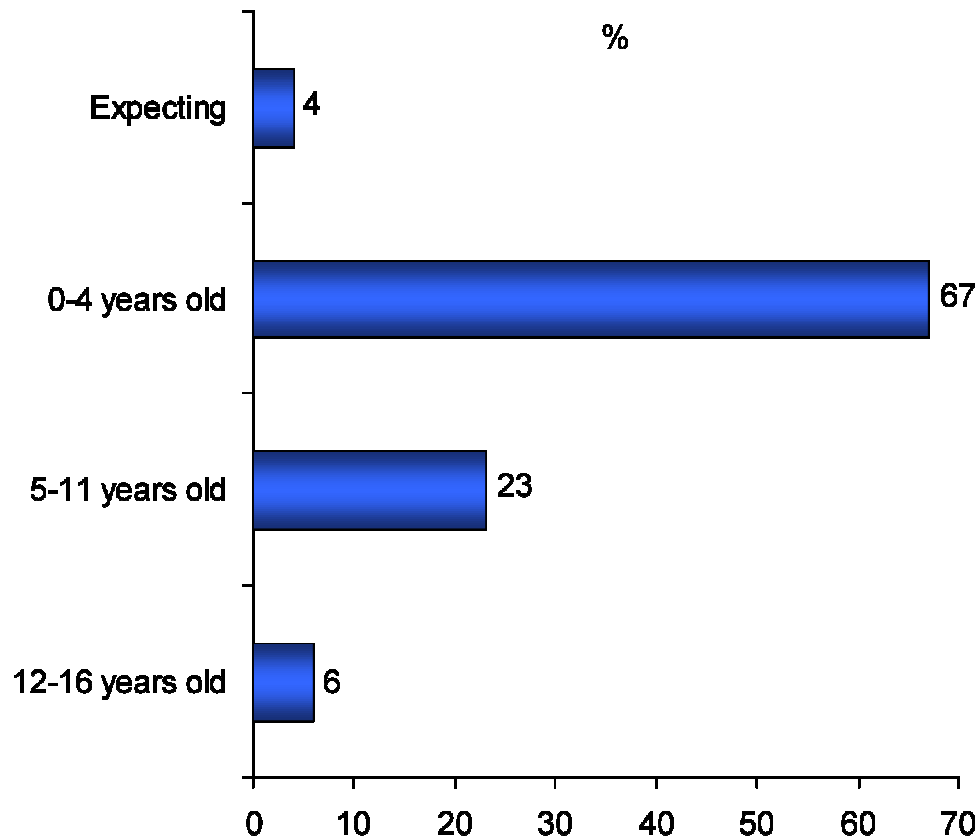
Children and childcare

Results for children and childcare section are based in the total number of responses for children, which could be more than one child per questionnaire. Therefore the sample size for the children and childcare section is a total of 1,038 responses.



Age or due date

Base: all respondents who answered the question (n= 1014)



The overwhelming majority (90%) of the sample are aged 0-11 years old, with two-thirds (67%) aged 0-4 years old and nearly a quarter (23%) 5-11 years old.



Types of childcare

The table below shows for each type of childcare the percentage of respondents currently using it, planning to use it and wanting to use it but can't.

*Please note that those respondents who are currently using a type of childcare may also have responded to say they are planning to use this childcare in the next two years.

| | Base | Currently using | Planning to use in the next 2 years | Wanting to use but can't |
|-------------------------|------|-----------------|-------------------------------------|--------------------------|
| Childminder | 171 | 64% | 38% | 9% |
| Private Day Nursery | 426 | 76% | 30% | 5% |
| Nursery School / Class | 171 | 34% | 63% | 9% |
| Pre-School Playgroup | 306 | 44% | 32% | 29% |
| Before School Club | 157 | 39% | 56% | 17% |
| After School Club | 236 | 43% | 52% | 15% |
| Other school activities | 111 | 44% | 52% | 15% |
| Holiday Scheme | 193 | 39% | 57% | 16% |
| Friend or relative | 375 | 72% | 32% | 10% |



Rating the quality of childcare

Those respondents who currently use a friend or relative to care for their child were most likely to rate the quality of care as excellent (84%). The quality of care at after school clubs or holiday schemes was least likely to be rated as excellent (41% and 42% respectively).

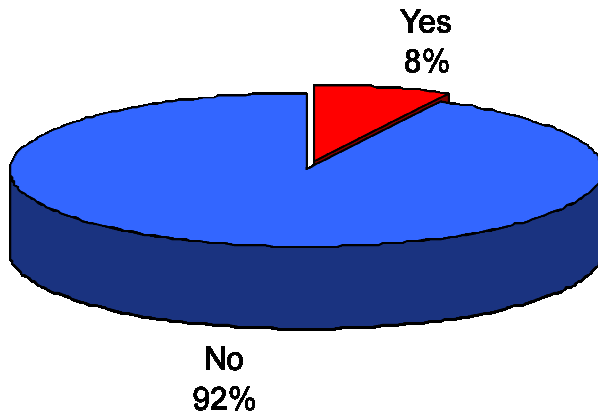
| | Base | 1 = Poor | 2 | 3 | 4 = Excellent |
|-------------------------|------|----------|-----|-----|---------------|
| Childminder | 92 | 1% | 3% | 21% | 75% |
| Private Day Nursery | 426 | 1% | 3% | 29% | 66% |
| Nursery School / Class | 171 | 0% | 0% | 33% | 67% |
| Pre-School Playgroup | 306 | 0% | 7% | 32% | 61% |
| Before School Club | 157 | 0% | 11% | 34% | 55% |
| After School Club | 236 | 0% | 8% | 51% | 41% |
| Other school activities | 111 | 0% | 0% | 39% | 62% |
| Holiday Scheme | 193 | 0% | 17% | 41% | 42% |
| Friend or relative | 375 | 0% | 2% | 15% | 84% |



Disability or additional needs

Base: all respondents who answered the question (n= 905 and 773 respectively)

Do you feel this child is disabled or has additional needs?

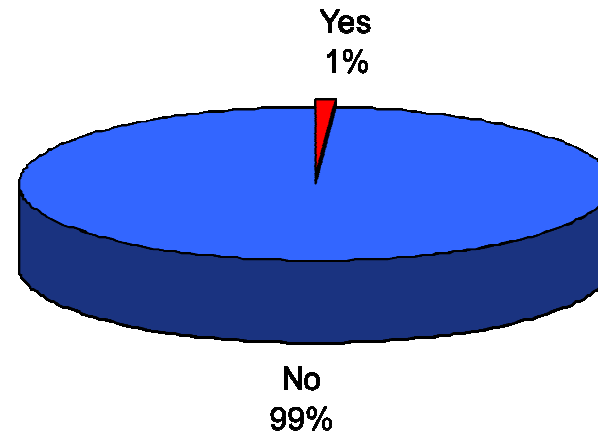


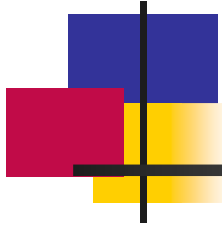
The overwhelming majority (90%) of the sample feel that their child does not have a disability or additional needs.

Do you feel they are unable to use childcare because of their condition or additional needs?

Again an overwhelming majority of the sample (99%) believe that their child's condition or additional needs are not a barrier to using childcare.

*NB respondents who answered that their child does not have a disability or additional needs may have also answered this question.





Current childcare – start times and days

The table below details the current start times of childcare for each day from Monday to Friday. Weekends have not been included due to extremely small respondent base numbers (12 respondents for Saturday and 4 for Sunday).

| | Monday | Tuesday | Wednesday | Thursday | Friday |
|-------------------|--------|---------|-----------|----------|--------|
| | 389 | 442 | 423 | 440 | 353 |
| 7.00 - 7.29am | 1% | 1% | 2% | 1% | 2% |
| 7.30 - 7.59am | 6% | 4% | 5% | 7% | 7% |
| 8.00 - 8.29am | 42% | 45% | 42% | 43% | 40% |
| 8.30 - 8.59am | 13% | 13% | 11% | 13% | 13% |
| 9.00 - 9.29am | 18% | 15% | 16% | 15% | 16% |
| 9.30 - 10.29am | 2% | 3% | 2% | 3% | 3% |
| 10.30- 11.29am | 0% | 0% | 1% | 0% | 1% |
| 11.30am - 12.29pm | 2% | 2% | 4% | 2% | 2% |
| 12.30- 1.29pm | 4% | 4% | 4% | 4% | 4% |
| 1.30- 2.29pm | 0% | 0% | 0% | 0% | 0% |
| 2.30- 3.29pm | 7% | 8% | 9% | 6% | 8% |
| 3.30- 4.29pm | 4% | 4% | 4% | 6% | 4% |
| 4.30- 5.29pm | 0% | 0% | 0% | 0% | 0% |
| 5.30pm or later | 0% | 0% | 0% | 0% | 1% |



Current childcare – finish times and days

The table details the current finish times of childcare for each day from Monday to Friday. Weekends have not been included due to extremely small respondent base numbers (9 respondents for Saturday and 4 for Sunday).

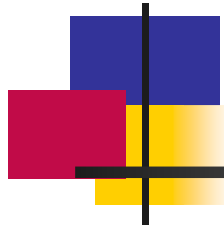
| | Monday | Tuesday | Wednesday | Thursday | Friday |
|-----------------|--------|---------|-----------|----------|--------|
| | 394 | 445 | 425 | 441 | 355 |
| Before 8.30am | 1% | 0% | 1% | 1% | 1% |
| 8.30 - 9.29am | 5% | 5% | 5% | 5% | 5% |
| 9.30 - 10.29am | 3% | 4% | 4% | 5% | 3% |
| 10.30 - 11.29am | 4% | 4% | 2% | 5% | 5% |
| 11.30 - 12.29pm | 17% | 14% | 16% | 15% | 15% |
| 12.30 - 1.29pm | 16% | 16% | 16% | 14% | 16% |
| 1.30- 2.29pm | 1% | 2% | 2% | 2% | 1% |
| 2.30- 2.59pm | 1% | 0% | 0% | 1% | 1% |
| 3.00- 3.29pm | 4% | 4% | 3% | 2% | 3% |
| 3.30- 3.59pm | 7% | 6% | 5% | 5% | 4% |
| 4.00- 4.29pm | 2% | 2% | 1% | 2% | 2% |
| 4.30- 4.59pm | 2% | 3% | 3% | 3% | 5% |
| 5.00- 5.29pm | 14% | 15% | 16% | 15% | 14% |
| 5.30- 5.59pm | 8% | 9% | 8% | 9% | 9% |
| 6.00- 6.29pm | 15% | 16% | 18% | 17% | 14% |
| 6.30-6.59pm | 1% | 0% | 0% | 1% | 1% |
| 7pm or later | 0% | 1% | 1% | 0% | 1% |



Would like to use childcare – start times and days

The table below details the start times respondents would like for childcare for each day from Monday to Friday. Weekends have not been included due to extremely small respondent base numbers (7 respondents for Saturday and 5 for Sunday).

| | Monday | Tuesday | Wednesday | Thursday | Friday |
|-------------------|--------|---------|-----------|----------|--------|
| | 231 | 259 | 252 | 241 | 213 |
| Before 7am | 1% | 1% | 1% | 1% | 1% |
| 7.00 - 7.29am | 4% | 4% | 4% | 5% | 6% |
| 7.30 - 7.59am | 9% | 8% | 8% | 10% | 9% |
| 8.00 - 8.29am | 34% | 36% | 37% | 35% | 33% |
| 8.30 - 8.59am | 10% | 11% | 14% | 14% | 10% |
| 9.00 - 9.29am | 19% | 21% | 17% | 17% | 21% |
| 9.30 - 10.29am | 6% | 3% | 4% | 3% | 5% |
| 10.30- 11.29am | 1% | 1% | 1% | 0% | 1% |
| 11.30am - 12.29pm | 3% | 1% | 1% | 1% | 1% |
| 12.30- 1.29pm | 1% | 2% | 4% | 2% | 1% |
| 1.30- 2.29pm | 0% | 0% | 6% | 0% | 0% |
| 2.30- 3.29pm | 7% | 9% | 2% | 6% | 9% |
| 3.30- 4.29pm | 4% | 4% | 3% | 5% | 4% |
| 4.30- 5.29pm | 0% | 0% | 0% | 0% | 0% |
| 5.30pm or later | 2% | 0% | 0% | 0% | 0% |



Would like to use childcare – finish times and days

The table details the finish times respondents would like for childcare for each day from Monday to Friday. Weekends have not been included due to extremely small respondent base numbers (6 respondents for Saturday and 4 for Sunday).

| | Monday | Tuesday | Wednesday | Thursday | Friday |
|-----------------|--------|---------|-----------|----------|--------|
| | 228 | 259 | 254 | 241 | 210 |
| Before 8.30am | 0% | 0% | 0% | 0% | 0% |
| 8.30 - 9.29am | 1% | 2% | 2% | 2% | 1% |
| 9.30 - 10.29am | 0% | 0% | 0% | 0% | 0% |
| 10.30 - 11.29am | 0% | 0% | 0% | 0% | 0% |
| 11.30 - 12.29pm | 11% | 10% | 6% | 10% | 13% |
| 12.30 - 1.29pm | 5% | 6% | 5% | 6% | 6% |
| 1.30- 2.29pm | 3% | 2% | 2% | 2% | 3% |
| 2.30- 2.59pm | 3% | 0% | 1% | 0% | 3% |
| 3.00- 3.29pm | 5% | 5% | 7% | 5% | 6% |
| 3.30- 3.59pm | 4% | 4% | 3% | 3% | 2% |
| 4.00- 4.29pm | 3% | 2% | 4% | 3% | 3% |
| 4.30- 4.59pm | 2% | 4% | 3% | 5% | 2% |
| 5.00- 5.29pm | 19% | 21% | 19% | 15% | 17% |
| 5.30- 5.59pm | 11% | 12% | 11% | 13% | 11% |
| 6.00- 6.29pm | 26% | 28% | 29% | 29% | 24% |
| 6.30-6.59pm | 2% | 3% | 4% | 4% | 3% |
| 7pm or later | 4% | 3% | 4% | 4% | 6% |

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| Executive Member Decision Session for Children and Young People | 11 January 2011 |
| Report of the Director of Adults, Children and Education | |

A Council 'Pledge' to Looked After Children in York

Summary

1. This report presents the work of York's Children in Care Council known as the "Show Me That I Matter" Panel, to develop a Council Pledge to Looked After Children. The pledge describes a series of undertakings by the Council about the nature and quality of care Looked After Children in York can expect. The report will also set out how York's Strategic Partnership for Looked After Children will ensure that the Pledge is delivered and monitored.
2. The Executive Member is asked to formally endorse the Pledge and approve the proposals for the promotion and delivery of this undertaking.

Background

3. Nationally "Care Matters" guidance outlines local authorities duties to develop a pledge or set of promises outlining the support, services and care that children and young people looked after can expect. Government guidance requires that local authorities must consult with children and young people when doing this.
4. York's Children in Care Council, the "Show Me That I Matter" panel, were keen to play an active role in writing a pledge for Looked After Children in York and therefore set up a young people's working group.
5. A small amount of funding was secured from the University of York (£1,200) to support the group and enable the University to carry out research into the participation of looked after children.

Young People's Working Group

6. The young people's working group began meeting in March 2010 to consider together what should be included in York's Pledge. The group also considered what form this Pledge might take and how it should be promoted and distributed to all Looked After children and young people in the City.

The Approach

7. The young people's working group were particularly interested in looking at the care experiences of looked after children and focused on specific aspects of care such as parenting and the support needed for looked after children to have 'the same life chances as other children and young people in York'.
8. The group met regularly to plan the project and to agree how they could best consult with their peers across the age range.
9. The group initially focused on raising young people's awareness about the benefits of developing a pledge. They considered examples from other authorities and shared ideas about how to consult the wider group of looked after children and young people in York. In part the group were very interested to learn how the views of 'harder to reach' children and young people were considered.
10. Interviews were carried out with 35 children and young people (aged between 9-19 years) and included disabled children, young people placed out of authority, those who had experience of being cared for in a residential setting and care leavers. From the information gathered, key themes were identified and combined with the messages we already had from looked after children and young people in York (outlined in the Corporate Parenting Research, the Have Your Say consultation and the Charter written to Show Me That I Matter).
11. The group also spent time considering how the pledge should look. They recognised the importance of creating a document that is accessible to all Looked After Children in York. The group spent a lot of time and care considering how to present their work in a meaningful and child-friendly format.
12. Following extensive consultation with their peers through specially arranged events and meetings some key messages emerged:
 - The pledge should be bright, attractive, easy to read and understand and not too long.
 - It should be presented in various ways, including as a leaflet, poster and a DVD, so that it is appealing to children and young people.
13. An activity-based consultation for children and young people was organised to consult on a final draft of the pledge and thank the young people for their contribution to this important document. The event took place at Carlton Lodge and was attended by 13 children and young people, and included children's social care staff, foster carers and children and young people in care.

Presentation and Distribution

14. The young people's group decided that two versions of the Pledge should be made available, a summarised version and a full version, detailing specific promises around the care and support they require.

15. The young people wanted the full version to be available in leaflet format and the summarised version being displayed on a poster.
16. In addition and prompted by feedback from a variety of children and young people the group also decided to produce a DVD about the Pledge (including some basic information for children and young people when they first come into care) that will be distributed to all looked after children and young people.
17. The DVD and accompanying leaflet will become part of the ***Information Pack for Looked After Children*** that is distributed to children and young people when they first become looked after, to ensure that all children and young people have access to it. The Information Packs are currently being updated to reflect further the feedback and and valuable information gleaned through the consultations undertaken to develop the Pledge.
18. All publication, including the DVD, will be completed by January 2011.

Delivering and Monitoring the Pledge

19. The development of the Pledge has been supported throughout by the Strategic Partnership for Looked After Children group. This partnership group comprises senior representatives from across the multi agency network of services who support Looked After Children.
20. The partnership has met with members of the SMTIMP on several occasions to track the progress and emerging messages from the young people's working group.
21. Once the Pledge has been formally endorsed, the strategic partnership will use this information to inform and shape a refreshed strategic plan to further support improved outcomes for Looked After Children in York. Progress against this plan and in turn against the priorities described in the pledge will be monitored and reviewed regularly by the Partnership and annual report presented to the YorOK Board.

Options

22. The draft pledge has been presented to and agreed by the Strategic Partnership for Looked After Children. The Executive Member is asked to endorse this work on the basis that it will inform and shape the strategic priorities and future direction of the Council and its partners work to improve the outcomes for all Looked After Children and Young People.

Analysis

23. It is striking that the final version of this Pledge, developed by Looked After Young people for Looked After Young people focuses on those important issues central to children and young people achieving their maximum potential.

24. A review of similar work from other areas demonstrates that often projects such as this are prone to be drawn towards more peripheral issues such as 'pocket money and bedtimes' to name a few. This group however, demonstrated a maturity and thoroughness of approach that has delivered a valuable document that will undoubtedly help the Council and its partners to work together on those crucial issues that really will make a difference.
25. Put simply, the Pledge directs officers within the Council along with colleagues from across the multi agency network to focus on those issues that will improve the life chances of every looked After Child and Young Person in York

Corporate Objectives

26. Improving the outcomes for Looked After Children is a key corporate objective. The Pledge helps to shape and inform the delivery of services to this vulnerable group of children and young people.

27. Implications

- **Financial**
There are no financial implications beyond the Council's statutory responsibilities for meeting the needs of Looked After Children in York
- **Human Resources (HR)**
There are no specific HR implications although the pledge does invite the Council to consider every opportunity to secure work experience or more permanent employment within the Council.
- **Equalities**
The Pledge helps to ensure that the Council discharges its responsibilities to its Looked After Children and Young people in a manner that takes account of their specific needs. In particular, it highlights the critical importance of recognising the uniqueness of every child and young person whilst recognising their particular needs and vulnerabilities by virtue of their need to be Looked After'
- **Legal**
There are no legal implications.
- **Crime and Disorder**
There are no specific Crime and Disorder implications
- **Information Technology (IT)**
There are no specific IT implications
- **Other**
Not applicable

28. Risk Management

A failure to ensure that the care afforded to Looked After Children is not of the highest quality carries considerable financial, human, reputational and potentially legal risks. In responding positively to the opinions of young people themselves the council has an opportunity to further offset those risks.

Recommendations

29. The Executive Member is asked to endorse the Pledge to Looked After Children in York on behalf of the Council.

Reason:

This is a document that will shape and inform the strategic priorities and work to support improved outcomes for Looked After Children

Contact Details

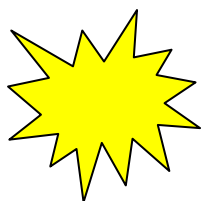
| | | | | | | |
|---|---|---|-------------|------------|------------|--|
| Author: | Chief Officer Responsible for the report: | | | | | |
| Nikki Wilson Childrens Rights Officer Adults,Children and Education, City of York Council 01904 555617 Eoin Rush Assistant Director (Children's Specialist Services) Adults,Children and Education 01904 554212 | Peter Dwyer Director Adults,Children and Education 01904 554200 | | | | | |
| | Report Approved | ✓ | Date | 28/12/2010 | | |
| Wards Affected: <i>List wards or tick box to indicate all</i> | | | | | All | |
| | | | | | | |
| For further information please contact the author of the report | | | | | | |

Annexes

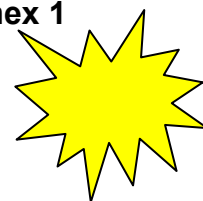
Annex 1 – The Pledge (Short Version)

Annex 2 – The Pledge (Detailed Version)

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The Pledge



1. Good quality placements will be found for all children and young people that need them.
2. We will help you to keep in contact with family and friends wherever possible.
3. You will have your own social worker who is reliable, trustworthy and who will listen and treat you with respect.
4. We will support and encourage you with your learning, education and training.
5. We will respect difference and support you as an individual.
6. We will arrange your child care reviews in a way that best suits you and covers the things that are important to you.
7. You will be made aware of your rights, choices and the things that you are entitled to, including your right to complain if you are unhappy.
8. We will support you to lead a healthy and happy life.
9. We will support any interests you may have and encourage you to take part in any activities that would be good for you.
10. To help with your move into adulthood we will support you with training, housing, managing your money, and will make sure that you have someone to talk to about the things that are important to you.

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The Pledge

1. Good quality placements will be found for all children and young people that need them.

What this means:

- The right foster family will be found for you based on the care you need.
- If a placement in a residential home or school would be better for you then it will be as much like a family home as possible.
- Whenever possible, moving to a new placement will be planned with you and you will get the chance to visit and meet your carers before you move. If this can't happen then you will be told where you will be living and who will be caring for you before you actually move.
- Your placement will be close to your school, family and friends, wherever possible.
- Your placement will feel like a family home and you will be able to agree with your carers important things such as your friends being able to visit, having a set pocket money allowance and being allowed overnight stays.
- Your carers will help you to keep safe the things that are important to you, such as photographs and personal belongings, as we understand that these can be really important when looking back at your childhood.
- We will do our best to keep you placed with your brothers and sisters unless it's not safe to do so. If you can't live together we will do our best to try to keep you close by to each other.

- You will only have to move placements if this is absolutely necessary. If you need to move from your carers for a short time to give you or your carers a break then, whenever possible, this will be planned with another carer you know.
- We will listen to you if you are unhappy with your placement and do everything we can to make things better for you. If we can't sort things out and you are still unhappy, we will find you another placement.
- If you need taxis to get to school or contact with family, we will make sure that they arrive on time and that the drivers are friendly. However, wherever possible you will be helped to travel independently or with your carers.

2. We will help you to keep in contact with family and friends wherever possible.

What this means:

- We will make sure that you can stay in touch and regularly see your family and friends, as long as it is safe to do so.
- You will know when, where and how often contact will take place.
- We know that contact with brothers and sisters is really important and will listen to you about how this should happen.

3. You will have your own social worker who is reliable, trustworthy and who will listen and treat you with respect.

What this means:

- We will make sure that your social worker sees you regularly, that they are reliable and that they will take you out or speak to you alone when they see you. We will not change your worker unless it's absolutely necessary.

- You will know how to get in touch with your social worker or another member of their team if they are not at work. You will have a mobile number for your social worker and if you leave a message they will get back to you as soon as possible.
- Your social worker will talk to you about why you are in care and will let you know what is happening throughout your time in care. You will have your chance to say what you think whenever any decisions are being made about you.
- If you don't get on with your social worker and ask for another one, we will listen and take you seriously. If it isn't possible to change your worker we will explain to you why.
- Your social worker will support you throughout your time in care and they will act upon your wishes and feelings wherever possible.

4. We will support and encourage you with your learning, education and training.

What this means:

- Wherever possible, you will stay at the same school you were attending.
- You will not be made to feel different from your friends and your school will have all your information but they will keep it confidential. This will be part of your Personal Education Plan, which will be looked at regularly to make sure you are getting the right support.
- We understand that at times when things have been unsettled you may find it difficult to concentrate at school. You will be able to get support from a Designated Teacher or pupil support worker if you want this.
- You will have a say in how to spend any money that is there to support you with your learning (e.g. Personal Education Allowance).

- Opportunities for work experience will be available within the Council, or we will try to set these up with another employer if you would prefer.
- If you apply for a job within the Council and meet the essential criteria, you will be guaranteed an interview.

5. We will respect difference and support you as an individual.

What this means:

- Everyone has different needs because of age, ethnic origin, religion, gender, sexual orientation or any disabilities we may have. We will recognise and respect those differences and treat you as an individual.
- You will always be treated as an individual and not as a group of children and young people.

6. We will arrange your child care reviews in a way that best suits you and covers the things that are important to you.

What this means:

- You will be encouraged to come to your meetings and you will get a say in where the meeting is held, how it is run, who attends and what is talked about. You can chair your own meeting alongside your Independent Reviewing Officer (IRO) if you would like to do so.
- We will do our best to make sure that you are included as an equal in the meetings and that you feel comfortable and supported enough to have your say. You can ask for someone to come to the meeting with you to support you or talk on your behalf if you would prefer. An independent advocate can do this.

- Meetings will be held in a way that makes you feel comfortable, able to say what you want and understand all the things that are talked about. The meetings will not just focus on the things that have been difficult but also on the things that have gone well for you.
- You will be able to speak to someone before the meeting to discuss these things, either your social worker, IRO or an independent advocate.

7. You will be made aware of your rights, choices and the things you are entitled to, including your right to complain if you are unhappy.

What this means:

- You will be able to have your say when any decisions are being made about you and about the services you receive.
- You can contact the Rights and Advocacy Service if you want more information about your rights whilst in care, or if you want someone to help you to speak up or complain if you are unhappy about something.

8. We will support you to lead a healthy and happy life.

What this means:

- You will be registered with a local G.P., dentist and optician to make sure that you are healthy.
- If you want help in coping with any difficult feelings or memories that you may have, we can arrange for you to talk to someone about this (a specialist CAMHS worker).
- We will make sure that you have all the advice and support that you need to lead a healthy and happy life, whether that be

about fitness, healthy eating, or information about sexual health or alcohol and drug misuse.

9. We will support any interests you may have and encourage you to take part in any activities that would be good for you.

What this means:

- We will help you to continue with any hobbies you enjoy and support any talents you may have. We promise to celebrate and acknowledge achievements you make on the way.
- We will encourage you to take part in social and cultural activities or groups that may help you feel more confident and good about yourself and will help you make new friends.
- You will be able to use the City of York Council's leisure services, free of charge.
- We will help you to learn to drive when and if you want to.
- You will be able to use a computer and Internet services in your placement to help you with your learning.

10. To help with your move into adulthood we will support you with training, housing, managing your money, and will make sure that you have someone to talk to about the things that are important to you.

What this means:

- With you, we will put together your pathway plan to make sure you are clear about the support you will get with training, housing, finance and emotional support when it is time for you to leave care.

- You will be given support in deciding what housing option would be right for you, such as taster flats, staying put choices or help to find independent accommodation.
- We will support and guide you in developing your independence skills if you need this.
- We will help to prepare you and support you emotionally with managing to live on your own, we will ensure you always have someone to contact and know how to access this support.

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DECISION SESSION – EXECUTIVE MEMBER FOR CHILDREN & YOUNG
PEOPLE'S SERVICES

TUESDAY 11 JANUARY 2011

Annex of additional comments received since the agenda was published.

| Agenda Item | Report | Received from | Comments |
|--------------------|---|----------------------|--|
| 4 | Proposals to Establish an Advice, Assessment & Early Intervention Service (The "New Front Door") Pages 7 -24 | UNISON | The written representation received from UNISON is in the form of a report . The report is attached. |

Report of Unison

Proposals To Establish An Advice, Assessment & Early Intervention Service

Summary

1. This report outlines concerns relating to certain aspects of the proposals to establish new, integrated arrangements for customer access to services across Children's Social Care and the YorOK partnership of providers, including local schools.
2. There are concerns around some of the detail of the proposals as set out by Ken Exton, in particular issues around the late inclusion of the Education Welfare Service into its scope and the impact this will ultimately have on children's attainment and the level of support schools, pupils and partner agencies will receive in future.
3. It is to be noted that Unison support the principles of the proposals and accept that a more streamlined referral system is established in order to swiftly and efficiently manage those referrals by experienced and competent staff. It is further agreed and accepted, that all partner agencies need a clear and consistent mode of referral into a system that is open and accessible.
4. These proposals, for the more commonly referred to, 'New Front Door', are currently out to consultation with staff and key partners and will be finalised by late January 2011. Key staff within the scope of the proposals were first made aware in November 2010 of the proposal yet informed this was a 'pre-consultation and not part of any formal consultation process. This did not happen until December 2010.
5. It is further noted that Unison are not aware that there has been any meaningful consultation with School Heads as no evidence of consultation actually happening has been provided, albeit general reference in the DMT Briefing notes referenced by Mr Exton. A letter was sent to School Heads by Eoin Rush, Assistant Director for Adults Children and Education, in December 2010 outlining the new proposals, only a few days prior to the Christmas break. Which, then goes on to suggest that they meet in the New year to discuss further. It therefore appears very unclear what meaningful consultation has in fact taken place directly with key agencies which will be affected by these proposals.

Background

6. It is highlighted that one of the key messages from Head Teachers is, *'The need to be able to talk through, formally or informally, with a sympathetic skilled and knowledgeable professional concerns about individual children and young people'*.(P5)
7. It is questionable how schools will know whether or not the workers they are talking to are as skilled or any more skilled than those who currently support schools and their pupils from the specialist Education Welfare Service. Or indeed other workers supporting pupils and schools such as Connexions.
8. It is of concern that as yet there is no clarity as to whether there will be any scope for the current Education Welfare Workers to continue long term face to face direct work with schools and pupils, it appears that their role will primarily be that of identifying and brokering services, something Schools may not be aware of.
9. At P6 of Mr Exton's report, reference is made to the priorities of C&YP plan 2009-12. One of them being to ensure that behaviour and attendance in York schools is even better. It is unclear how the proposals support that target.
10. The Education Welfare Service has supported a reduction in levels of Persistent Absentees (PA's - those missing 20% more of their possible attendances) from over 6% in secondary schools to 4.8%. In actual terms this means that approximately 120 pupils have ceased to be persistent absentees in the last year. The target set for 2011 was in fact met a year early directly as a result of the support and strategies offered to schools by the Education Welfare Service along with others such as Behaviour and Attendance Consultants.
11. Increasing attendance in schools is vital to supporting attainment. We have 10 secondary schools with only one in low attendance category as judged by Ofsted. However, one or two are on verge of this and there is a risk that if two schools move into this category we then have 30% of our secondary schools in this category, a status which would not be acceptable. There are clear and explicit links between attendance and attainment.
12. Attendance in our primary schools has been consistently among the very best nationally. Should the Education Welfare Service be effectively disbanded and their primary functions diminished, in order that they fit within the scope of these proposals, it is questionable within the New Front

Door service what direct face to face support will be in place to enable schools to maintain their positive performance so far.

13. **See Appendix A, Key Messages**, which outlines research and evidences the importance of maintaining the Education Welfare Service functions.

Consultation

14. It is accepted that these proposals have been developed over an extended period, *'in discussion with key agencies across the YorOK Partnership, where there is already a good understanding at a senior management level of the potential and the longer-term potency of a more integrated, multi-agency approach to service delivery.'* (P7)
15. It must be noted however that the Education Welfare Service itself was not brought into the scope of these proposals until after the presentation of them to DMT 2 September 2010. In fact the staff directly affected were not consulted until November 2010 and schools were not informed formally of the proposal until a few days before the Christmas break. The information schools have received does not explain at all how the functions of the EWS will be met nor indeed which functions will cease to be undertaken. This has offered no time for meaningful consultation with schools or the Education Welfare Service about these proposals before presentation of Mr Exton's Report to the Executive Member.
16. In formulating these proposals the views of School Head Teachers and the Education Welfare Service are paramount. It would have been expected that these would have been thoroughly sought before presentation to DMT in September 2010 and submission of Mr Exton's report to the Executive Member and not only be at the stage of , *'the beginnings of a dialogue with Head Teachers, which will be developed further early in the New Year.'*(P8)

Options

17. Mr Exton claims that the more recent incorporation of the Education Welfare Service is consistent with, the longer-term potential of the new AA&EI Service to act as a, *'front door' to a much wider range of services to children and young people, including specialist services provided by other key partners. Bringing the three current services together within a single organisational structure also offers the potential for achieving financial efficiencies through economies of scale'* (P13)

18. However, there are other aspects of the role (e.g. longer-term casework with children and young people who are regularly absenting themselves from school; enforcement activity; other specialist functions such dealing with, EOTAS, Children That Are In Education Otherwise Than At School, (i.e. young people that have been permanently excluded, attending Danesgate / ALPS, Alternative Learning Provision and may be waiting to be re-integrated into a new school or will remain on Danesgate roll if not deemed able to attend a mainstream school.), which certainly do not sit easily within the remit of the A&EI Team.
19. It is noted that within the proposal that the case holding element of the Education Welfare Service is in the main, being deleted. This team, their roles and functions are not merely being integrated into this proposal. This is a whole service which needs reviewing thoroughly as to how and where it can best function and fulfill its legal duties and statutory responsibilities. The present proposal does not reflect this and offers no clarity as to how this will be achieved. This is not a minor detail for future consideration it is fundamental to the success of efficient service provision for our children and families.
20. The proposals are in danger of removing a front line face to face service and replacing it with an, on the end of the phone, desk bound team, brokering services from other agencies. This will not only serve to de-skill an experienced staff team, but is also in danger of losing what has proven to be an effective service in terms of safeguarding and achieving positive outcomes for our children and their families.
21. It is of concern that with the potential reduction of posts within the proposal, coupled with reductions in staffing at the Connexions Service, exactly where any referrals for specialist education support work would be signposted in future.

Corporate Objectives

22. With reference to P8, it is agreed by Unison that the proposals will generally contribute to the achievement of many of the priorities in the Children & Young People's Plan, 2009 – 2012, however, the concerns remain around the priorities of education support provision.
23. During my own consultations with the Education Welfare Service it is not clear or evidenced how the removal of this specialist service will, '*reduce the risk of poor outcomes for children & young people in respect of their safety, health and well-being, and to reduce the incidence of criminal and other anti-social behaviours*'. Nor have I seen any evidence to support how introducing this service will do so.

24. Contrary, the removal of the direct functions and erosion of the excellent collaboration the Education Welfare Service has already with schools, does not point to a more favorable outcome for children and young people in the short, medium or longer term.
25. See Appendix, Key Messages.

Implications

Human Resources

26. Unison agree with the statement of Mr Exton (P21).

Equalities

27. It is of concern that within 'The Pledge', provided by Mr Exton at Annex 2, that reference is made to the support young people can expect from our Local Authority. Within that there is an expectation that support can be offered from a Designated Teacher or Pupil Support Worker. It has been long established that the semi independent role of the Education Welfare Service breaks down barriers to pupils, their families and schools seeking external support in time of need. Having direct established collaborative working links in schools aids early intervention. Continued promotion of workers who are familiar and accessible promotes positive outcomes. A loss of the service can only serve to reinforce those barriers preventing those most vulnerable and in need from seeking a service placing them at a disadvantage both socially and educationally.

Legal

28. Mr Exton states that, '*There are no specific legal implications arising from these proposals, which are consistent with the existing statutory responsibilities of the Council*'. (P23)
29. In fact the Local Authority do have legal responsibilities regarding children missing education including pursuing prosecutions and fixed penalty notices, which are both significant issues. A number of parents are prosecuted each year as a last resort or issued with fixed penalty notices. Whilst the Education Welfare Service do meet the Local Authorities responsibilities regarding child employment and child performances the commitment these require is much less than that for prosecutions regarding non-school attendance.

30. However the DfE did send out a press release on 30 December 2010 with new guidance regarding some of the regulations regarding child performances. There is no clarity within the scope of the proposal who will ensure this guidance is enacted.
31. Within the new proposal there is no indication as to who will complete court work, compile evidence and make decisions about prosecutions, which is currently undertaken by the Education Welfare Service. There may be a view that Legal Services may fulfil this function, however, there has never been any commitment to do this in the past. It can only be assumed that as the legal service has also faced efficiency saving it is questionable that they would in fact have the capacity to take on this work. It may also be debated whether this function could be absorbed into the already established long term social work teams. However, there remains concerns around the capacity of those teams given the recent efficiencies made in those areas with no reduction in case loads or any prospect of additional admin support.

Crime and Disorder

32. Mr Exton claims that, *'Colleagues in the Police and the Youth Offending Team believe that the new arrangements can also strengthen work to divert young people from the criminal justice system'*. (P24)
33. Given the timing of the late inclusion of the Education Welfare Service into this proposal, it is evident that these services will not have been meaningfully consulted before submission of his report in order to make a fully informed decision as to the strengths of the proposal.
34. There is no reference in Mr Exton's report to the current specialist Education Welfare Officer role based within the Youth Offending Team and what, if any, functions of this role will remain.

Information Technology (IT)

35. *'In the event of a local decision to adopt the e-CAF, there are likely to be implications for systems development and support activity.'*
36. The proposal offers no clarity as to what those implications are.

Property

37. During staff consultations staff were not aware that there was a definite proposal to move the team to the city centre. However, there are a number of home based workers who will be affected by this. Furthermore there

has been reference to 3 Education Support workers being employed who will be based within service units. Again there is no real clarity within the proposal which could have a potential impact on the service being provided depending on the locality of workers.

Other

38. Mr Exton claims that, '*No other implications have been identified at this time*'. (P27)
39. There is in fact a risk to children having poorer attendance, increasing numbers of Persistent Absentees and having fewer people to support and challenge schools in their future development, social and educational attainment. Research suggests that 17 missed school days in a year equates to a GCSE grade drop in achievement (*DFES*). A reduction in support to schools and families to tackle school absences has real implications for young peoples ability to achieve economic well being (*Every Child Matters, 5 Outcomes*).
40. It's part of the current Education Welfare service role that they support and challenge schools whilst working with others to do so, such as Behaviour and Attendance Consultants and the Behaviour Support Service. The Education welfare Service regularly advises schools regarding their legal duties and responsibilities in a number of areas such as for example, deleting pupils from roll, absence codes etc. Again, it is unclear how these functions will be achieved within the scope of the proposals.
41. See Appendix A, Key Messages.

Risk Management

42. Through my own discussions with a York Primary School Head Teacher, it was made very clear that currently there are an increasing number of children entering main stream school at a disadvantage. The Head Teacher cited a trend being seen of children with poor social skills, anti social behaviour and parents ill equipped to meet their children's social and educational needs.
43. It was generally felt that early intervention in more recent years has not provided the early years foundation that these children need for a positive start to school life. There is a concern that until the early years and lower tiers of support are running effectively and targeting those most vulnerable, there will be an ongoing impact on the increasing support schools requires from partner agencies.

44. It was also highlighted of concern that school staff equally are not equipped to deal with many of the difficulties children and their families are presenting, which in turn can lead to recruitment and retention of staff difficulties, resulting in 'sink schools'. If the Education Welfare Service is not maintained as a primary resource for schools, their pupils, and other agencies there is a real concern for the outcomes for children and families of our city.
45. There is no reference in Mr Exton's report to City of York Council Safe Guarding Board being consulted specifically regarding the proposed major changes to the Education Welfare Service and how this may impact on risks to vulnerable children and young people. The Education Welfare Service currently delivers safeguarding training to schools in York and the Executive Member will be aware that under the new Ofsted Inspection criteria for schools safeguarding is a limiting judgment. In addition the Education Welfare Service also contribute to the CYC safeguarding training pool.

Recommendations

46. The Executive Member is asked to consider delaying acceptance of the proposal until a proper, open, full and meaningful consultation is had with School Heads, Police, Probation and the Education Welfare Service to completely ascertain and clarify their role and functions and where the Education Welfare Service is best placed within the Adults Children and Education Department.

Supporting Documents

Appendix A, Key Messages

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Appendix A

Key Messages

1. **Absence from School: A study of its causes and effects in seven LEAs.** *Malcolm H, Wilson V, Davidson J, Kirk S. The SCRE Centre, University of Glasgow . Research report RR424 (DfES 2003)*

'Excluded children and persistent truants risk underdeveloped social skills, which can prevent them from holding down jobs and forming relationships, they frequently struggle to make friends.'

2. **An audit of the needs of 197 children in touch with education welfare services in 4 local authority areas** (NASWE 2008), identified that the profile of families coming to the attention of EWOs included:

25% involved parental alcohol or substance misuse.

22% cases involved parents with mental health issues.

22% of cases involved domestic violence as a feature of family life

3. **An audit of the needs of 197 children in touch with education welfare services in 4 local authority areas** (NASWE 2008), identified that the profile of children and young people coming to the attention of EWOs included:

35% children and young people had mental health issues

11 % of young people misuse drugs

13% of young people misuse alcohol

4. **Beatbullying, Bullying and Truancy Report** (2006)

'over one third of the children who are absent from school are missing lessons because of the fear of bullying'.

(This could indicate that in some cases the solutions lay not in requesting a CAF be completed, but in supporting schools to challenge the bullying.)

5. DFES (2003) Education and Skills: The economic benefit cited in Misspent Youth: The Costs of Truancy & Exclusion *Martin Brookes, Emilie Goodhall & Lucy Heady. (2007)*

‘There is a direct correlation between lower educational achievement and the incidence of health issues including obesity, depression, respiratory problems, lack of exercise.’

6. House of Commons committee (1998) Disaffected Children Vol 1. Stationery Office, SEU, *Truancy and School exclusion. Stationery office, (1998)*

‘Truancy rates correlate with social class and with unemployment amongst parents’

7. Improving school attendance in England. *Stationery Office, National Audit Office (2005)*

“In some cases, pupil absence from school can be an indicator of child protection issues. The report of the Victoria Climbié Inquiry highlighted a considerable number of concerns including the importance of investigating the day care arrangements of children not attending school. Schools that we visited considered that tracking the attendance of some pupils was crucial in maintaining a record of pupil’s at risk and in enabling schools and local authorities to identify possible problems”

8. Improving school attendance in England. *Stationery Office, National Audit Office (2005)*

‘Some pupils who are absent from school are drawn into undesirable activities. Research suggests that they can be drawn into illegal working.’

9. Learning not Offending: Effective interventions to tackle youth transitions to crime in Europe. *Stevens, A, Gladstone B (2000)*

Truants are both more likely to commit crime and to become the victims of crime. Being in school reduces the opportunities for criminal behaviour. Poor attendance through exclusion or truancy; increases the likelihood of getting poor qualifications and becoming unemployed, both well-known predictors of

crime. 65% of teenagers who truant once a week or more self report offences compared to 30% of their peers

10. Links between school absenteeism and child poverty, *Pastoral Care in Education March 2003 Volume 21 issue 1* Ming Zhang (2003)

School absenteeism is strongly associated with child poverty with pupils at primary school more likely to be affected by an area's economic and employment deprivation.

Addressing family welfare issues early is seen as a key intervention as attendance habits are generally set in primary school.

11. Rethink www.rethink.org.uk

Signs of a possible need for professional help – 'decline in school performance, poor grades despite strong efforts, regular worry or anxiety, repeated refusal to go to school or take part in normal children's activities, hyperactivity or fidgeting, persistent nightmares, persistent disobedience or aggression, frequent temper tantrums, depression, sadness or irritability.'

12. Heads Up- Mental Health of Children & Young People *New Philanthropy Capital* (2008).

'As children with mental health problems grow up, they are also more likely to face problems with relationships, truancy and exclusion from school, unstable employment and crime' Nuffield Foundation (2004) *Time trends in adolescent well being*'.

13. SEU Report-Rough Sleeping (1998)

75% of homeless teenagers had either been excluded from school or had been persistent truants

14. Labour Force Survey Spring 2003 cited in Misspent Youth: The Costs of Truancy & Exclusion *Martin Brookes, Emilie Goodhall & Lucy Heady, (2007)*

Labour Force Survey calculates that average earnings over a lifetime of persistent truants is 13% lower than that of all young people.

Just over one third of persistent truants' progress to government supported training or employment compared with less than 1 in 5 of all 16 year olds.

27% of persistent truants in year 11 end up NEET compared to just over 8% of all young people.

15. Misspent Youth: The Costs of Exclusion and Truancy *Martin Brookes, Emilie Goodhall & Lucy Heady. New Philanthropy Capital (2007)*

It is calculated that every persistent truant costs the state £44,468, based on a 50:50 split between costs to the individual and costs borne by society thus making a case for investment in prevention and early intervention. This does not include the personal cost to the child/young person as they reach adulthood.

16. Truancy, School Exclusion and Substance Misuse- quoted in *'Misspent , Youth' McAra, L (2004)*

Persistent truants are more likely to smoke, drink, take drugs be sexually active all factors that have clear long-term health risks.

17. Young Carers in the UK: The 2004 Report *Dearden, C & Becker S, (2004)*

'A significant proportion of young carers experience educational difficulties'.

18. Youth Cohort Study and longitudinal study of young people in England. *DfE (2007)*

Only 13% of persistent truants achieved 5 A*-C compared with 67% of those who never truanted. 20% of those who persistently truanted did not achieve any GCSE or equivalent passes in year 11.

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