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Appendices A, B, C, D, F, G, L, V, W and Y have been removed

When referring to this work, the full bibliographic details must be given as follows:

Roaf, C. (1999). Networks of support: factors contributing to successful inter-agency work with young people. PhD thesis. Oxford Brookes University.

# APPENDIX

## H

### Correspondence

25/5/94; 16/6/94; 24/6/94

**TEXT BOUND  
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**BEST COPY  
AVAILABLE**

**Variable print  
quality**

# **OXFORDSHIRE HEALTH AUTHORITY**

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**Caroline Roaf**  
**Rowntree Project**  
**St James Tutorial Unit**  
**Beauchamp Lane**  
**Cowley**  
**Oxford**

**26th May 1994**

**Dear Caroline**

**Very many thanks for sending me the report on the Rowntree Project: Young People in Difficulties 'Multi-Agency Work with Young People in Difficulty'. This looks an excellent report to me. My only comment is that you don't given any idea as to what the prevalence of the problem is.**

**You use the term 'a number of young people and their families have difficulty accessing the appropriate service provision' - however unless you can give much more specific numbers to the prevalence of the problem it is difficult to know what kind of allocation of resources one should consider giving to the problem. Otherwise I support the paper fully.**

**With best wishes.**

**Yours sincerely**

**Dr**  
**Consultant in Public Health Medicine**

# Oxfordshire Council for Voluntary Action

St. James Tutorial Unit  
Beauchamp Lane  
Cowley  
OXFORD

Tel: (0865) 777272

*Chairman: Roy Manley   Hon. Treasurer: Graham Harding   - Director: Liz Kearney   Charity no: 203254*

## ROWNTREE PROJECT : YOUNG PEOPLE IN DIFFICULTIES

### Personal and Confidential

June 16th 1994

Dear ,

Thank you very much for your letter and comments - it was good of you to reply. I'm sending you a bit more in consequence I'm afraid, but I also wanted to respond to your question about numbers.

First - I enclose a fresh draft Findings. This is the one we have finally sent off to Rowntree who are scrutinising it now and may of course suggest further alterations. I wasn't happy with the 'so what' factor and didn't feel it adequately reflected Cathy's Report, which I also enclose. This has also gone off to Rowntree for publication either here or by them. In the Findings, we have summarised page two in order to make way for a new page three with some key material from the Report now included.

### Numbers

The situation about the release of this essential information has been, as you will be aware, highly sensitive as far as schools are concerned. I have been responsible in the city via the city secondary headteachers for collecting and processing for them (since a lot of the concern emanated from Peers) the stats on those whose school attendance was 80% or less. It took immense care to get first the upper schools to trust each other enough to agree to share this information, and then a year later, to persuade the middle schools to join in. Now of course this is less of a problem since the government require schools to publish this information but even so sensitivities remain. (First schools are now going to join in too I'm glad to say.) We chose a base line of 80% (any reason) very wisely I think since it yields data which is broad enough to be interesting and allows us to focus on 'attendance' rather than 'truancy'. Largely as a result of Rowntree project initiative and support, the city headteachers were also able to run a six month pilot to look at young people nominated from schools as being 'Through the Net'. I'm sending you a copy of that evaluation too in case it is of interest to you. As a result of this work and the trust built up through the headteacher's co-operation, it became apparent that there were a significant number of children out of school for a minimum of 4 weeks and

some in excess of a year. Furthermore, some of these were not on any school roll and therefore of course under LMS, funding for them (AWPU) was not available through a school, and centrally held funds are severely limited, should they ever get to the point of accessing it.

In the city, this problem is now being addressed to an extent, though I believe the numbers on the list of children out of school are of the order of 130 - 150 at any one time. By no means all of these are 'through the net', but this is one source of data. The other source is the number of young people passing through the St. James Tutorial Unit in Cowley. Their clientele has grown in the last year or two. They do excellent work and have initiated (again with Cathy's help) some innovative and flexible education packages for their students (all still on roll at upper schools but a proportion of their AWPU funding is diverted to the Unit) However we know that a proportion of these fall TTN. This Project's opinion is that at any one time, from the evidence of the out of school list, the St. James Unit pupils and in view of the latest Audit Commission Report, those 'looked after', a Youth Support Team would have 50 cases on its books at any one time - that is of young people of compulsory school age. Post 16, with the additional difficulties caused by problems over claiming benefit and on the evidence of those working with young homeless, young carers and those leaving care, the problem is greater thus increasing the potential case load. If the YST were to serve the whole County (What will that be I wonder ??) our estimate is that a further 15 cases at any one time would be generated. A further source of data is the number of young people for whom an MPA leading to a statement has been substantially delayed (i.e. over a year). I know from my own experience that any one waiting for an MPA, however long, is often deemed to be 'being seen to' and therefore in some way 'all right', even though I know for a fact that for many of them it's life on the street or at home with no resources of any kind getting near them. I'm not sure that these cases get onto the 'out of school' list either, though it's possible. Young people suspended is another source of information, and again I'm not sure whether these feature on the out of school list and what the situation is re a centrally held list, but there must be one. Again, procedures in this area are dodgy to say the least.

I'm hopeful that the Code of Practice and our Oxfordshire monitoring systems and 'rainbow forms' will gradually persuade folks in schools to recognise and record the existence of these young people. Special needs teachers are slowly moving in this direction but it takes time. As co-ordinator of the city GEST funded Attendance Project, I am currently receiving evaluations from individual schools. Of 16 schools and 2 Units, only one mentioned that they used rainbow forms for truants or poor attenders which is worrying though it's possible they do use them and simply didn't see the significance of mentioning it. Having spotted this and raised it with the headteachers I'm hopeful that will be put right in future.

I'm sorry to give you such a long read - I don't know if this is helpful to you and whether your evidence confirms ours. As to why we cannot release these figures or talk numbers - much of our work has been achieved on the basis of gaining agency trust. In Education, this has been particularly problematic since the scale of the problem and the fears in schools about publicity, public image

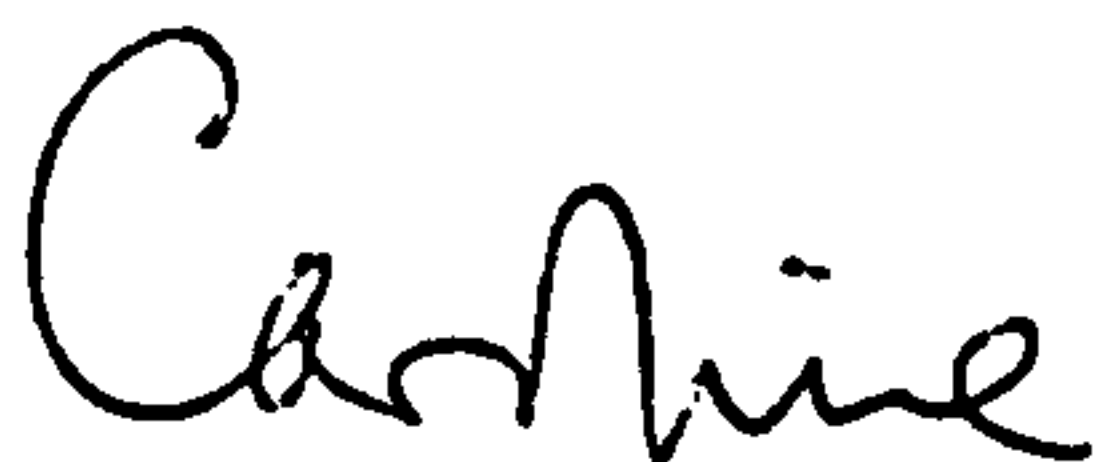


and recruitment would have jeopardised our work with them had we gone public at any stage.

Since you wrote, I have been turning this over in my mind and will mention it to the JR Foundation in case they have a view, but on the whole I feel as a matter of principle, that we should respect the headteachers' desire for privacy since that was the agreement at the time we entered this arena. I also had to consider my own position as an LEA employee and having to handle the press on truancy issues. It doesn't stop us wanting others to ask however and to keep on probing! None the less, in spite of what might seem a depressing situation, I do think much has been achieved and am much cheered by the Code of Practice - which offers a potentially useful tool - whatever fears one may have about armies of parents going to Tribunals and persuading Peter to rob Paul..... optimism will out!

Best wishes, and many thanks again for your interest and support

Yours sincerely,

A handwritten signature in cursive script that reads "Caroline".

Caroline Roaf

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Caroline Roaf  
27 St Margarets Rd  
Oxford

24th June 1994

Dear Caroline

Very many thanks for your letter of June 16th and for taking all the trouble in filling me in with some of the other aspects of the project.

I do wish you every success in taking this very difficult area forward with Social Services and Education. I will continue to lend my support (although we don't have any resources!).

Rumour has it that you have taken up a job or are about to take up a job at Lord William (my rumour monger in this case was Dr Blu Tewson one of the Governors).

I told her you were wonderful!

With kind regards.

Yours sincerely

Dr .  
Consultant in Public Health Medicine

# APPENDIX

## J

Minutes of a Children and Young People meeting  
held on 5/2/1991

CHILDREN AND YOUNG PEOPLE IN DIFFICULTIES: an interagency project

Minutes of the meeting held on February 5th 1991 at 27 St. Margaret's Road.

Present:

Apologies :

1. Welcome to \_\_\_\_\_ who will be representing the Voluntary Sector from now on.
2. Report from TL re meeting with Jean Carr SSD City Division who has agreed to put the project on the agenda of the next Senior Management Liaison meeting between Social Services and Education

3. Report from CR on

a) Helpful letter from Rowntree with suggested contacts (Prof. Seamus Hegarty at the Nat.Fed.Educational Research) and advice re applications to Rowntree - to be in by end March. Their advice is that we sharpen the focus and narrow down the age group.

b) Inquiry from Michael Orr Unit General Manager, Mental Health Unit asking for information about the project.

4. Pat Goodwin's talk on The Network

This most illuminating talk is impossible to minute and in any event is summarised in the paper Pat used and which is here circulated to those not present at the meeting. We are immensely indebted to Pat for sparing the time to talk to us. It started off a great deal of discussion and thought, to the extent that we decided to give further time to the implications of The Network at our next meeting.

[Summarised at Prof, 1991  
p.21]

5. Date and time of next meeting

5.30 p.m. Monday March 18th at Temple Cottage, 164 Oxford Rd. Cowley

Main agenda items:

- Implications of The Network for the project.
- Draft Report to finalise
- Application to Rowntree to finalise

# APPENDIX

## K

Minutes of a Children and Young People meeting  
held on 4/6/1991

CHILDREN AND YOUNG PEOPLE IN DIFFICULTIES: an interagency project

Minutes of the meeting held on Tuesday June 4th 1991 at Temple Cottage.

Present:

Apologies :

1. Correspondence

a) re meeting with Ian White

A very encouraging response full of practical suggestions about attracting funding and turning our recommendations into an action plan. TL and CR to meet soon to draw up an action plan

b) Jane Dauncey, Professional Head of Health Visiting.

Jane would like school nurses and community nursing to be involved and have representation on the working party. CR to write and invite her to nominate someone.

2. John McLeavy, Co-ordinator of the Elmore Community Support Team.

The main part of the meeting was devoted to hearing from John about the way in which this team works with agencies. We were particularly keen to look at

- the question of responsibility and accountability and how the team and the agencies related to each other over this

- the concept of 'network broking'

We are extremely grateful to John for sparing the time and for giving us such an inspirational account of his team and their method of working. This report is only an attempt to summarise what was a very intensive session. We may well need to go back to John for further guidance.

Basically the Team

- try to take on the role of providing a package of care without alienating the agencies.

- only ask the agencies to take on what is within their mandate

- try to take away the 'whole problem person' i.e. those in which the problems are beyond the mandate of a number of agencies.

There seemed to be important differences in the people this group is concerned about and his team's group (Difficult To Place Homeless/ Mental offenders - DTP)

e.g. The boundaries between Accommodation, Day Activities, Treatment and Supervision were fairly clear and boundary disputes were about gaps. With children these boundaries were less distinct. There were fewer gaps but the overlap in responsibility was an issue. Children, unlike adults, were never out of someone's responsibility and

thus this issue was more difficult than with adults. Much depends on the agency mandate. Also, however challenging and difficult they might be, agency response to children was likely to be more optimistic.

For example, with the DTP the agencies may be happier to get out since they are always a very attractive group to deal with. Children, on the other hand, attract a lot of loyalty from those who work with them and agencies may be correspondingly keen to hang onto them even if they cannot necessarily provide a full package of care.

It was also clear from our report that agencies perception of inter-agency work was that it is wanted but the problem is how best to achieve it.

On question of agency responsibility and need for the Team to enable agencies as far as possible to maintain responsibility for their own cases it seemed that agencies seemed in danger of 'shuffling off' responsibility, the Team fell back on a model in which the Difficult to Place are seen as having a problem within them which it is full time job to sort out. Agencies needed the reassurance of knowing that they would only have to do the bit they had a mandate to do. Whatever was beyond this the Support Team would pick up.

John stressed that an enormous amount of time was spent by the team on self examination and self scrutiny because of the seriousness of issues raised by the team's work in e.g. the field of civil liberties. When was it right to intervene in the life of a severely disturbed adult. This is an issue which will certainly be raised in relation to older teenagers.

John asked:

If we could set up a Community Support Team (CST) tomorrow, would agencies refer cases to it or not?

Answer seemed to be :

Yes if very difficult

Maybe not if they were cases which agencies were working with, see 'loyalty' in above.

CST clients were likely to be those where agencies come to a case meeting to discuss what they can't do rather than what they can do.

Ideal packages may be possible but where they are not, the CST can help.

A further point is that the team never shuts a case (open violence apart). They are not be trying to achieve anything but simply by keeping the case open they keep the relationship going.

CST members role.

As members of the team they are 'deroled' whatever agency they have come from. Their having independence and being clearly multi-disciplinary adds greatly to their credibility.

## Network broking

1. Important to recognise that the team doesn't own anything. They can only act as a broker in that they must go and find out what is going on among the agencies, what is on offer in the way of provision etc - have to be really 'nosey' about this
2. Network broking is about working with agencies. 50% of the time is spent working with agencies, finding out what changes are happening and how they operate. Essentially it was about Community Care Planning.

In conclusion John introduced us to his image of the job of the CST which we found most creative and helpful...

On a map of the world, the continents are the big agencies and the clients are in the sea. There are various small islands and isthmuses etc but the CST acts as a speedboat carrying the client from one agency to another, looking for bridges and narrow points in the sea but at the same time being careful not to build any bridges which can become so solidly built that they simply extend the continent in ways which do little for the client. Important to keep the agencies guessing, since if they get too clear an idea of where the speed boat with the most challenging clients on board is heading they will

- a) shuffle off responsibility that much more readily (the Botany Bay solution) and
- b) fail to treat each client as an individual for whom they could, with help from the CST, develop an individual package of care which would extend their idea of what they can reasonably expect to be able, with a little help from the Team, to achieve another time.. Thus perhaps it is about helping the agencies to occupy more sea with ever more varied landforms and exotic coral islands.....CR is getting carried away here.....

The meeting ended much too soon.

3. The next meeting will be held on Tuesday September 17th 5 p.m. Temple Cottage

New quote provided by Pat Goodwin, heard at a meeting somewhere but she can't remember who/where.

To an increasing extent, the social networks are complementing the functions of formal organisations and institutions, and social networking is emerging as a new paradigm to replace the old paradigm of rigid hierarchical management.



# APPENDIX

## L

Adolescent Network: Conference Report  
(OCVA, January 1993)

*ROWNTREE PROJECT -  
YOUNG PEOPLE  
IN DIFFICULTIES*

an interagency Project

January 1993

**ADOLESCENT NETWORK  
CONFERENCE REPORT**

**JR**  
JOSEPH  
ROWNTREE  
FOUNDATION

## INTRODUCTION

The Rowntree Project which was set up in 1989, is a City based Inter agency Project concerned with the needs of young people aged 12 -18 who fall 'through the net' of provision.

These young people have multiple problems such that no one agency can accept full responsibility for them, or whose situation is such that they are slip through the net of primary care provision.

In 1991 the Project was able to appoint a research worker, funded by the Rowntree Foundation.

This Conference aimed to give Agencies the opportunity to share some of the research findings and explore improved ways of networking, which will provide a more effective support for young people in difficulties. agencies

## PROGRAMME.

See Appendix A

## CONTRIBUTIONS.

John Jones, Chair of County Council gave the opening remarks.

Caroline Roaf, Covenor of the Project, spoke about the dual function of the Project. Firstly to assist agencies to work multi agency and secondly to promote the development of a Youth Support Team which can enhance the work of all those working with young people in difficulties.

Cathy Lloyd, Research Worker, spoke about the research and the findings of interviews with different agencies. These findings highlight the difficulties of inter agency work and some of the barriers that prevent effective inter agency co-operation.

Jon McLeavy, Co-ordinator, Elmore Community Support Team, spoke about the Network for adults in the City which has functioned as an effective model for ten years. He spoke about the role of the Network in being able to communicate across barriers and effect co-operation and co-ordination of resources for a vulnerable group of difficult to place adults.

Jo Stephens, Chief Education Officer, Ian White, Director of Social Services, Lorna Hipkins on behalf of the FHSA, Aidan McFarlane, Consultant Community Paediatrician, spoke of the Agencies commitment both to the Project and to the importance of networking.

A Coffee break for half an hour ensured that everyone had time to meet and discuss with others there.

The participants then broke into workshops. Each workshop contained 10 people facilitated by a workshop leader.

## WORKSHOP FORMAT

### INTRODUCTIONS

Group leader started the session by asking for introductions from the participants.

### SETTING THE SCENE

All those attending the Conference received a hand out prior to the event. Participants were asked to consider a particular case study, and to consider

- \* that our work concerns 12 -18 year olds
- \* there are concerns about young people who are not able to receive help/support or appropriate provision.
- \* there are concerns about certain issues, and the limitations which exist within the service.
- \* there is concern about new issues being raised all the time

Throughout this workshop, we were asking participants to keep in mind the question, 'where are the mechanisms for dealing with the unexpected issues, the new issues, and the old ones that will not go away?'

### IN PAIRS.

Participants were asked to split into pairs to consider the case study and the shopping list of needs. A handout was be available for anyone without a case to consider. see Appendix B.

Each person then

- \* informed each other of the case study and the shopping list of needs.
- \* worked together to look at a possible package of support they would like to see for this young person, this meant possibly linking up with other services.
- \* discuss, together, the obstacles and gaps in provision that these cases reveal.
- \* prioritise the obstacles/gaps, and record them for each case.

## **RE ASSEMBLE AS WHOLE GROUP**

On a flip chart the salient points raised by discussion and the obstacles and gaps revealed were recorded. Different agencies would have different priorities, so debate was allowed.

## **THE NETWORK.**

An issue was chosen that the group wanted to examine.

The group were asked to;

Use their combined knowledge and experience of what is available in the area in order to address this issue.

This not only revealed the issues for individuals but also revealed structural issues that needed to go back to agencies.

a two stage wind up concluded:

1. what had been achieved?
2. what had not been achieved and needs to go back to the agencies?.

## **FINAL STAGE**

The participants were asked to write down on two pieces of paper:

- \* 3 thing to go back to your agency
- \* 3 comments for the Conference.

These comments are given in the next section.

## COMMENTS

### Conference

Useful contacts made.

'Coffee' discussion was useful.

The workshops had a good mix of people

Interesting mix of delegates

Realising I have already networked by seeing familiar faces

Glad to meet new people with inspiring ideas

Good to meet others in a 'safe' environment

Range of people present across agencies and up and down hierarchies.

Good to share common ground re 'problems'

More plain language and less jargon needed

### Model creation

Clarity emerging regarding a model.

Interesting talk which will hopefully lead to action:

Sense of hope that something is being done.

Good emphasis on networking and communication

Anything is possible if you are clear and committed to get a result.

It may have been better to have one main speaker.

Speakers only expressed good intentions.

Useful first session re: commitment to large audience.

Top level response to be maintained

Impressed with workshop leader's focusing effect.

Good group discussion

Focus of groups took time to develop, not clear where heading and why.

Groups were safe - different to real life - where admitting difficulties can be quite difficult

Useful discussion, pulling out key issues and sharing in inter disciplinary group.

Surprising repetition of key themes - encouraging.

Over emphasis on what a particular agency can do and a lack of recognition of their limits

Became aware of the need for and the willingness to participate in the project.

Became aware of the vast number of agencies 'bonded' to project

The theory sounds good, still unclear about practical commitment of agencies. Needs to be evaluated, recorded and shared.

Cultural/race issues actually addressed

Illustrated the need for preventative work, perhaps younger age range, rather than 'crisis' management.

Turn talk into action

Maintain funding

More information about Rowntree project and it's work.

Keep people informed of progress of Project.

Update other agencies of work.

Maximum local media attention needed

Keep interagency Conference going and feed back to agencies.

Friday afternoon is a bad time.

Need for more voluntary agency involvement

Specific issues about local community not addressed

## YOUNG PEOPLE

Where are the young people themselves

Young persons view to be given more consideration.

Need to be more client centred, which would help in the provision of appropriate services. We would learn from them and improve our communication skills.

Where will young people benefit.

Are they in the interests of the child or are they about protecting the realm of the inter agency?

Young people representatives should be involved in the planning and delivery of services.

Not enough emphasis on clients rights and the need to empower them.

Young people have to be involved and resourced to come to these kind of Conferences.

Case history described child's behaviour not feelings, need insight into child's feelings.

Heightened awareness of how young person might feel i.e. I feel frustrated.

Access to family and young person not simple. Need to address

Young persons view must be obtained as pre-requisite to any interagency plan

Crucial to engage young person in process of creating ideas for action

Must take other family members into account and preferably into 'package'

How to prioritise in favour of children/young people who do not act out.

## AGENCY

Needs led service

early intervention

Do not assume that relationships between agencies exist.

Awareness of young people in care and issues of education.

What are the triggers? Need to discuss within the team.

Design trigger point system

Clarification of triggers

School is the only source of contact for early identification of children with problems

Need to network with teachers to help them to identify problems and involve experts

People on the ground need to become involved in policy.

Agency needs to invest in/or equip staff who have necessary skills to understand and deal with issues that the clients bring.

INSET needs of teachers to meet other professionals

Training on how to effect change in agencies

Early awareness through training

Need for data collection x2

The usefulness of a project for 16 -18 year olds who may have many needs - health, home, education



Structure in agency for networking

Need for co-ordination within agency

Perception (bad) of my agency's service

Lack of awareness of our existence

How little we interact with the outside world

Each agency needs to practice this concept within its own agency too.

Within each agency the interagency work must be formally owned

through: written statements

resources

established mechanisms

key people - job description

Feedback mechanism re: gaps in services

## NETWORK

Develop links between particular agencies.

Inter agency networking a must x2

Why is networking so difficult. What are the structural impediments. Is there a conflict between the individual and the agency

Valuing others experience and contribution

Need to understand more about how agencies work.

Other people may have been in same place at another time listening to the same messages.

Daunting task of getting so many disparate groups together

Need to be realist about problems of networking

Points of contact with named people

Will network evaluate the needs, and meet the needs of black young people, if agency is not currently working with this group

Networking leads from discussion of the specific to the general

It can be a safe environment to share information/opinions

It can be confusing

Meeting other people to network with informally

Persuade agencies we are not separate entities

Commitment is the key word

Communication

Be flexible x3

Speedy response

Need for inter agency Directory x4

Who does what and where, which agency etc.

What are the links between the network and individual statutory responsibilities.

Power to challenge existing bodies of response

Commitment to success of individual

Need for regular inter agency workshops with tasks set and evaluated

The need to admit to 'hidden agenda'

See overlap in work and gaps in services

## RESOURCES

'Packages' must not be based on professional assessments solely.

Partnership between professionals and families.

To stay in touch with smaller agencies which may provide additional support

Different/new/innovative ways of working with children and their families

- \* A mentor/ key worker scheme for young people - non statutory
- \* Funding of resources - could some of this be pooled from different agencies for this client group.
- \* Panel to identify families and children with problems long before age of 12.
- \* Need for 24 hour 7 day a week Community Teams for young people with challenging behaviour. Share workers, share resources.
- \* Multi agency panel.
- \* A mentor/keyworker system
- \* Multi agency team - non statutory for young people 16 - 25
- \* Team for young people. Commitment to this team of money/time by agencies.
- \* Team should be non statutory

## WORKSHOP MODELS.

Each workshop looked at issues for investigation which they wished to take further as a multi agency group. Some groups choose to look at issues which the network could address, some choose to look at issues concerning the network.

### GROUP ONE

#### Issues.

- \* Gaps in provision which are presented by: families with a multiplicity of needs. These needs include, clothing, transport, education, health, cultural.
- \* Gaps in the evaluation of the impact of service on families, including:
  - co-ordination
  - comitment
  - flexibility
  - overview
  - disaffection/hostility
- \* Transport
  - What does each agency spend?
  - What resources are being used?
  - How are they being used?
  - Look at alternative models for effective services
  - eg. community bus.

### GROUP TWO

#### Issues.

- \* Lack of resources
  - No respite care
  - No realistic education plan
  - No joint planning .SSD/Education
  - Lack of adequate training
  - Lack of awareness of what own agency can offer
- \* Need to identify a local area network which ensures:
  - community involvement
  - confidentiality
  - inter agency communication
  - identifies a network process

## GROUP THREE

### Issues

- \* Lack of education and training for 16 - 18 year olds.  
Too much focus on crisis, therefore there is a lack of preventative work.  
Lack of early intervention.  
Too much emphasis on short term gap filling  
Inappropriateness of services offered  
Gaps in system  
Blocks in system  
Better information/ knowledge into school system,  
Criminal Justice System.
- \* Cultural excuses for inactivity because:  
there is a lack of training  
Problems of 'middle class' status of professionals.  
the expectations do not match client to agency
- \* need to look at language
- \* need to address hidden agenda

## GROUP FOUR

### Issues

- \* Who does what?  
No key worker/ advocate  
Problems of co-ordination Confidentiality, lack of continuity  
Those already through the system, but not picked up.  
Who determines 'at risk'  
Cultural issues. Race and gender.  
Childrens perspective
- \* Inadequate assessment because:  
the process does not reflect multi agency co-operation.  
there is a need for work programme rather than assessment.  
understanding of what is meant by 'education'  
lack of knowledge of what is available  
where is the young persons view  
what is the definition of 'at risk'

## GROUP FIVE

### Issues

- \* Updating knowledge  
Understanding of other's limitations  
Network into other specialisms eg race/ cultural specialisms  
+ 16 are moved around the system  
young network  
long term management package  
need for flexibility
- \* Need for flexible resource which offers:  
Under 16 and over 16 provision.  
easy access, fast, flexible intervention  
Out of hours Team  
Choice and range of provision  
Seconded workers to an independent team  
High priority for those who are not seen

## GROUP SIX

### Issues

- \* need for flexible, personalised services  
Lack of appropriate housing  
Poor case work  
No interagency communication between SSD and Education  
Balancing individual control and responsibility with what 'we think is right'  
No resources for low priority cases  
Need for guidance for families  
Need for Independent, confidential counselling  
Need for practical home help
- \* Inability of agencies to know limits
- \* Lack of key worker in schools
- \* Ask young people

## GROUP SEVEN

### Issues

- \* Those who 'jump' through the net  
Rights of individual  
imposed intervention (across family culture) inc. statute  
opting out/game playing
- \* ethnicity, lack of specific resources - proactive/anticipatory
- \* Model for independent group - Youth Advisory Group, which is:

Nominated by agency  
Has power, influence, no authority  
Interacts with all agencies  
Workers nominated by agencies

## GROUP EIGHT

### Issues

- \* Access to information - who knows what? Who needs to know?  
communication/confidentiality/shared planning  
Who takes responsibility in a community - who to negotiate with?
  - language
  - accuracy of information
  - awareness of cultural needsTime delays  
Abdication of responsibility  
Role of key agency
- \* Statutory responsibility - Education, Child Protection Register
- \* Assessment - triggers
  - Steps in assessment- breakdown, warning signs
  - Training
  - Behavioural checklist/observation - trigger the next stage
  - Re think what we do at next meeting

## CONCLUSIONS

These issues will be taken forward at the Network meeting on 27th April 1993.

It is intended that a monthly meeting will take place that allows people to continue this multi agency dialogue.

## INTRODUCTION

The Rowntree Project, which was set up in 1989, is a City based Inter - agency Project concerned with the needs of young people aged 12 - 18, who fall through the net of provision.

These young people have multiple problems such that no one agency can accept full responsibility for them, or whose situation is such that they slip through the net of primary care provision.

In 1991 the Project was able to appoint a research worker, funded by the Rowntree Foundation.

This Conference aims to give Agencies the opportunity to share some of the research findings and explore improved ways of networking, which will provide a more effective support for young people in difficulties.

## PROGRAMME

1.00 - 1.10 WELCOME AND  
OPENING REMARKS.

John Jones  
Chair of the County Council

1.10 - 1.30 INTRODUCTION

John McLeavy, Co-ordinator,  
Elmore Community Support  
Team  
Caroline Roaf, Covenor,  
Rowntree Project  
Cathy Lloyd, Research Officer  
Rowntree Project

1.30 - 2.00 Jo Stephens, Chief Education  
Officer

Ian White, Director of Social  
Services  
Jenny Griffith, General Manager  
Oxfordshire Family Health  
Services Authority  
Dr. Aidan McFarlane, Consultant  
Community Paediatrician

Agency responses to networking

2.00 - 2.30 Coffee

2.30 - 3.45 Workshops. An opportunity to  
look at case studies and inter  
agency networking.

3.45 - 4.15 Feedback and Way Forward.

Please tear off and return to:

CATHY LLOYD PEERS SCHOOL LITTLEMORE if attending the Conference.

NAME.....

AGENCY REPRESENTING.....

Replies by 5th January 1993 please.

CASE STUDY A

APPENDIX B

FEMALE

12 YEARS OLD.

INDIAN - parents speak Punjabi.

Family has history of non attendance and parents are often in India, so that she is looked after by sister. A often looks after the younger children in the family.

Child Protection Register - suspected physical abuse from father who gets violent when he has been drinking.

Bad language and misbehaviour in class towards teachers has led to suspension. Placed in Special Unit, but now too old and has been recommended to another school. States that she will not attend.

Out of school for two months.

--oo00oo--

CASE STUDY B

MALE

15 years old

Caucasian

Family on IS and living in poor accomodation. Problems paying bills and electricity has been off for some time in the past. Social Services not involved, as children not 'at risk'.

Out of school for one acedemic year. History of hearing problems and language difficulties.

Multi professional assessment completed and denied.

Hit a teacher at Middle School.

Moved up to Upper school - first two years fine, then bullied and suspended for hitting another boy.

Tried one school and not accepted.

Transferred to another school. At school for 2/3 weeks.

Started truanting and some petty thieving.

No longer attends school at all.

Says he is now looking for a job. Wants to get a job working with animals.



# APPENDIX

## M

Joseph Rowntree Foundation  
Notes of an Advisory Group meeting  
held on 27/7/1992

## Rowntree Project: Notes of the meeting on July 27th 1992

Present: Barbara Ballard, Senior Research Officer, Rowntree Foundation, Felicity Armstrong, Open University (Evaluator), Cathy Lloyd, Caroline Roaf,

Apologies: Prof. Bob Moon, Open University (Evaluator)

### Purpose:

Brief Felicity about the Project,

Discuss purpose of the evaluation

Discuss the future funding of the project

Confirm details of the Advisory Group membership and date of first meeting

### 1. Some introductory issues

\* Office accommodation for Cathy, Peers has been useful as a base so far, use of facilities, computer close to Caroline and informal support from Peers staff etc. Long term this may be less satisfactory because of problems of access during school hols, after 5.p.m., not close to city centre and too closely associated with one particular agency 'Education'. Cathy to consider other possibilities, e.g. youth work offices in East Oxford Community Centre. Likely to pros and cons for any place.

\* Who is the client group? How clear are we about this? Are new groups of young people entering the project's remit? Yes, Very, Yes, to these. (Discussion centred on the 'seen', the 'unseen' and 'unknown').

\* Ethnic minorities? Aware of the difficulties here and need to keep this issue in the forefront.

\* Clarification re Through the Net, Safer Communities and Young People's Day Centre.

\* Agency mapping exercise, due for September, probably as a one off and warm up for the setting up of the 12 - 18 Network

### 2. Evaluation

\* Discussed fact that the core group had already developed such a clear picture of what seemed to be needed i.e. combination of Network and Support Team - giving a possibility of process rather than locational solutions. It was increasingly clear that both were needed - a Network would have much less influence if not backed by existence of a 'tool' in the form of a Support team. However Felicity pointed out that this can be used as a hypothesis.

\* From Rowntree's point of view evaluation needed to say:

These are the kinds of effort which were made

this is what happened

These were the considerations

Identify things which have a wider application and can be replicated elsewhere, identify a useful model, good practice, possibly lead to a guide for same

Should acknowledge where things might not work, Projects end with checks to be taken etc not a 'failure' model, Useful if final report says what is still left to be done and can still be done.

Important that the researcher is given chance to evaluate independently, does she think it was worth it or not? etc.

if Discussed form of evaluation - probably structured interviews with the client group (lots of discussion earlier about the client group's perspective and contribution)

### 3. Future funding.

Statutory funding - how realistic is this? will be important phrase whatever we suggest so that agencies do not see this as extra but integral, saving them time elsewhere, opportunity costs etc

Possibility of an extension from rowntree- need to have proposal by mid Sept, for decision in December. If so must get some guarantee from the agencies that they will deliver, Cathy and Caroline to work on this and design new job description for the researcher for 1993/94

Also need to cost the support team and look for funding from:

DFE (money for truancy)

Home office/DSS (offending/ homelessness)

Mental Health Foundation (access to psychiatric help for young people)

Caroline to write with report to local MPs John Patten and Andrew Smith

### 4. Advisory group

Caroline to write to Lucy Faithful.

Date set for 15th Sept, at Peers. 11.00 - 3.00 p.m. lunch in the restaurant, invite Bernard Clarke, (headteacher, Peers)

# APPENDIX

## N

Joseph Rowntree Foundation  
Notes of an Advisory Group meeting  
held on 5/3/1993

# *Oxfordshire Council for Voluntary Action*

St. James Tutorial Unit  
Beauchamp Lane  
Cowley  
OXFORD

Tel: (0865) 777272

*Chairman: Roy Manley    Hon. Treasurer: Graham Harding    Director: Liz Kearney    Charity no: 203254*

## ROWNTREE PROJECT : YOUNG PEOPLE IN DIFFICULTIES

### Advisory Group

Minutes of the meeting held on March 5th, 1993 at Peers School, Oxford

#### Present:

Barbara Ballard (Joseph Rowntree Foundation)  
Liz Kearney (Oxfordshire Council for Voluntary Action)  
Pat Goodwin (Oxford Probation Service)  
Jane Tunstill (NCVCCO)  
Isabel Dalziel (Joint Planning Officer, Oxfordshire CC)  
Mary Ryan (Family Rights Group)  
Sandra Jowett (NFER)  
Felicity Armstrong (Open University, Project Evaluator)  
Cathy Lloyd (Project Research Officer)  
Caroline Roaf (Project convenor)

#### Apologies:

Peter Randall (Director of Educational Innovation, University of Hull)  
John Graham (Home Office Research and Planning Unit)

1. Thanks were expressed to all for their attendance, interest and support.
2. Matters arising from meeting on Sept. 15th - none
3. Draft timetable and report outline  
These were noted. Relevance of Children Act particularly Section 27 and other current legislation also noted as was the SSA debate.
4. Research Officer's report  
This focussed on the Network Conference and the development of the Inter-agency Panel and plans for its evaluation in September (outline attached)  
Suggestion made of the use of the Network as campaigner to be taken up and as an assistance towards greater clarity.  
Discussion took place round the issue of who was or was not targetted e.g. child abuse cases are now targetted but many other categories on the margins are not given the same priority.

**Cathy and Caroline also reported on their recent visit to Lothian to find out about the working of their Youth Strategy.**

#### **5. Evaluation**

**Felicity Armstrong (Open University) introduced herself. Evaluation is now in draft form and the final version will be with the JRF shortly.**

#### **6. Planning for 1993/94**

**The discussion in this part of the meeting was extensive and extremely helpful and supportive. It included some matters of advice echoing that received in Lothian. e.g.**

**Hold on to the arguments - boldly if necessary and keep raising the profile.**

**Hold onto the muddle**

**Secure clarity re data and get access to this.**

**Re funding - recommended that approaches be made to the Home Office, Joint Planning and Mental Health Provision.**

#### **7. Date of the next meeting**

**Friday October 8th 11.00 a.m. - 2.00 p.m. IN YORK**

# APPENDIX

## P

### ‘Through The Net’ Panel

The evaluation of a sixth month pilot scheme in

Oxford City

(November 1993)

**EVALUATION**  
**THROUGH THE NET**  
**PANEL**

An Interagency Panel for Young People with multiple  
educational needs.

The evaluation of a six month pilot scheme in Oxford City.

**NOVEMBER 1993**



# **1. BACKGROUND**

## **1.1 INTRODUCTION.**

This evaluation has been produced by Cathy Lloyd, Action Researcher for the Rowntree Project - Young People in Difficulties, at the request of the Panel.

The Panel asked that the evaluation of this pilot scheme should:

1. Contribute to our understanding of cases we can have success with.
2. Provide further knowledge of the effect we can have in terms of future success with younger members of the same family.
3. Give a clearer understanding of the systems which help young people in difficulty and their families, offering some recommendations to be passed on to the appropriate authorities as to the kind of preventative action they might take.
4. Be able to set more accurate criteria for referral, and identify more accurately the gaps in provision. (minutes 4.12.92.)

It was agreed that the evaluation would be included in the DEO plans for education provision 1993 and onwards.

## **1.2 THROUGH THE NET PROJECT**

This project began in April 1991 with a meeting of the St James Unit Management Committee in which a Head Teacher raised the issue of 'those young people who, for a variety of reasons, are not helped by the education system.' ( Through The Net working party - PROGRESS REPORT).

A meeting was arranged for Upper school Heads, DEO, Senior ESW Education Psychologists and Social Workers to consider the needs of this group and how they might best be met. The first task was to identify and quantify the problem by collecting data from schools. This took the form of an audit asking schools to record the number of students with attendance for any reason of 80% or less. This audit is strictly confidential, for use only by the school Headteachers and the Through The Net meeting.

From the start it was agreed that the problem should be seen as a whole city problem rather than a problem afflicting individual schools. That student transfers and relating funding issues was a central problem.

A small working party was set up to report to the Through The Net Project. Since March 1992 Middle school Heads have been included and Cathy Lloyd the Action Researcher for the Rowntree Project was also invited to join.

At the main group meeting in November 1991, consideration was given to two issues.

**a. Education issues**

What strategies are being used in schools now, how do schools re-integrate students who have fallen 'through the net,' how do schools monitor and use SEN resources, how do schools use statistics, make use of their own 'micro research etc.?

**b. Inter agency issues**

How do agencies interconnect and work together, what resources are available?

The ESW service agreed to investigate the first, and the second it was agreed should be handed over to the Rowntree Project.

The ESW service interviewed staff in the schools using four prompt questions to focus discussion. The results of these interviews and a subsequent interview with ESW staff, using the same prompt questions, is contained in a separate report, available from the ESW Service.

These findings were presented to the Through The Net meeting in June 1992.

The ESW service also wrote to the DEO expressing concern about problems surrounding the transfer of pupils between Upper schools in Oxford city.

Having considered all these concerns the working party made a presentation to the Through The Net meeting. The working party was given the authority by the Through The Net group to take forward the proposal to set up an Independent Panel for a six month pilot scheme.

In July 1992 the working party discussed the proposals and prepared a paper about an Inter agency Panel, See Appendix B. It was noted that the Panel was in keeping with the Audit Commission's recommendations.

### **1.3 GEST 20 FUNDING**

Based on the Through The Net and the Panel operation a bid for GEST 20 funding for 'Reducing Truancy' was successful. This bid was linked to the work of the Rowntree Project. The LEA received £150,000 (DFE 60% plus the LEA's own 40%)

The maintenance of the Panel, and the cost of meetings is being met by GEST funding.

## **2. INTER AGENCY PANEL.**

### **2.1 STRUCTURE AND OPERATION OF PANEL**

It was agreed that the working party for the Through the Net become the Steering group with the addition of a Health representative, the Youth Service and the CFE. For membership see Appendix C. The Highfield were approached, but were unable to give a commitment at this time.

The Steering group then became the Panel.

In December the working party met to receive case studies that could be used as a dummy run in order to set up the Panel.

The Panel has run from January 1992 to July 1993 meeting seven times, on the last occasion no new referrals were taken. The Panel finalised arrangements for the cases referred and planned the evaluation.

The Panel met once a month to receive referrals. These referrals were considered and an 'independent assessor' (IA) was identified who would be the most appropriate person for the case.

The Action Researcher for the Rowntree Project was nominated as Chairperson and Caroline Roaf was nominated as minute taker.

Four Social Worker students on placement with the Rowntree Project were engaged as Independent Assessors for the Panel. These students had all had previous experience in Social Services and related fields. One had a Probation background, two had worked in Residential Houses and the fourth had been a Senior Nurse working with people with drug related problems.

The Panel agreed that its role should be to determine policy parameters and identify who should carry the case forward. Authorisation could be given to these case managers to look for creative packages. Thus cases would be case worker driven but underwritten by the Panel.

## **2.2 PROCEDURE.**

The Independent Assessor had the task of collecting all the information necessary about a particular young person and presenting it to the Panel so that the Panel could act. In the majority of cases this process took one month.

After the initial meeting the structure of these meetings took on the following format;

- \* Consider Reports from the IA and decide action.
- \* Consider new referrals and decide who should be the IA.
- \* Consider the progress of previous cases and any further action.

At each meeting an update on previous cases was heard to consider further intervention.

At each meeting a record was made of the action agreed for the individual (the micro issues) and the wider consideration that arose from a case (the macro issues).

A letter was sent to the family informing them of the referral. The Independent Assessor visited the family to explain the pilot scheme and to ask for consent to approach the agencies and collect information. A letter was also sent to agencies to inform them of the Panel role and recommendations.

## **2.3 CRITERIA FOR REFERRAL.**

A letter was sent to all Headteachers of Upper and Middle schools in the City in December.

The criteria was given as:

**A student for whom the breakdown in education has been such as to give the school little hope of re - integration and for whom you have no resources at present.**

At the 1st Panel meeting it was noted that Middle schools could often monitor attendance adequately but there would be serious concerns arising from social circumstances, and the school would be more likely to refer on these grounds.

This criteria was therefore extended to include

**or where the potential breakdown would raise similar concerns.**

## 2.4 CASES

The Panel received 16 referrals

CM	Female	Y9	White	MF school
PE	Male	Y10	White	Peers school
CE	Male	Y10	White	The Cherwell school
SF	Female	Y11	White	Cheney ESW referral
NC	Female	Y11	White	Cheney ESW referral
BN	Male	Y11	Asian	Peers school
SD	Male	Y8	White	Bayswater school
AS	Male	Y9	M/RACE	Bayswater school
MD	Male	Y11	White	Peers
JF	Male	Y12	White	Peers
SW	Male	Y9	White	Cheney
MF	Male	Y9	White	OB school
AB	Male	Y10	West In.	Cheney school
DI	Male	Y9	White	OB school
LS	Female	Y9	White	The Cherwell
GS	Male	Y9	White	OB school

7	Y9 students
4	Y11 students
3	Y10 students
1	Y8 student
1	Y12 student

A quarter of referral were for female students.

13 of 16 cases were white students. 1 mixed race Afro Caribbean student. 1 Asian student. 1 West Indian student.

The 80% data collection already contains information regarding gender and the Heads may wish to consider including data collection on ethnicity.

In addition several cases were not accepted by the Panel because it was felt that there was sufficient involvement by the agencies not to warrant any additional intervention. One case was re - referred.

## 2.5 AIMS and OBJECTIVES.

This section will be presented at the Through The Net meeting.

### **3. CASE PROFILES AND EDUCATION OUTCOME**

These profiles detail the characteristics of the case and the education outcome for each individual. Comments are given from the agencies involved as to the value of the Panel action, in respect to their agency work.

Initially it was decided to cost the Panel action in each case. This has proved more difficult than anticipated. In all cases the Panel time for each member and the *Independent Assessors* report time could be calculated, but this time could possibly be offset against time that an agency did not have to give because of the involvement of the Panel. It was therefore agreed that any costing exercise could not accurately reflect the time taken.

#### **CE**

##### **Characteristics of case**

Many agencies and individuals have been involved with this case. The central issue is that parental control has disintegrated. The parents separated in Aug. 1990. CE's health and education improve dramatically when he is in care. The school feel this indicates the need for CE to be in care to be able to continue his schooling. However SSD issue is that a continual stream of alternative care arrangements cannot be good for CE's long term well being and more work needs to go on within the family. Either CE and/or his mother sabotage the care arrangements about 2/3 months into a new arrangement. This pattern has been fairly continuous for three years.

CE had not attended school regularly since September 1991 when he started at Upper school.

##### **How did Panel intervention help?**

The Panel were able to change the pattern at home, in providing and co-ordinating transport for CE to school. The IA was able to engage CE while transporting him to school. The Youth Service are to work with younger boy. The 'Bridge Project' is to be offered by the ESW Service. SSD to hold review meeting about long term plans.

##### **Education outcome**

CE returned to school and completed Y10.

Social Services - Assessment did not provide any new information, but transport to facilitate school attendance - excellent help.

ESW - Referral interrupted application for ESO.

##### **Current situation**

Social Services - Much improved over summer, mother has been able to cope.

ESW - Report from Court now updated 3 months on, ESO being applied for.

## **SW**

### **Characteristics of case**

Outbursts of bad behaviour eventually leading to permanent exclusion.

His parent have substantial problems relating to drug involvement and it is known that SW is involved with some drug use. He has been out of school for one academic year, during which time his mother has attempted to find another school for him with no success. Permanently excluded March 1993, 50% attendance since September' 92.

### **How did Panel intervention help?**

The Panel negotiated funding for the Home Tutor and supported the HT through the time with SW. The HT was given the brief to address specific issues concerning within the specific social context of Barton estate and the concerns about drug involvement and related issues within the context of education. SW attended all the HT sessions.

A youth group has been developed on Barton that came specifically from the Panel discussion about the problems related to Barton.

### **Education outcome**

Not at school, Home Tuition.

ESW - Intervention delayed application for ESO.

### **Current situation**

ESW - Out of school since exclusion, difficulty in engaging family in co-operation with ESO application. ESW Service now applying for an ESO concurrently with referral to Yr9/10 St James Project. ESO cannot go ahead without a mainstream school placement. St James Unit will negotiate funding.

## **SD**

### **Characteristics of case**

Concern about non attendance since September 1987, non attender since December 1992. Lack of family control and children on CPR.

### **How did Panel intervention help?**

SSD Child Protection Conference took the decision taking this case out of the hands of the Panel and rightly so.

### **Education outcome**

On roll at Northfield but not attending.

ESW - Unclear about Panel actions with family. Active ESW involvement in particular towards encouraging SD to attend Northfield. Social Services unable to engage SD or family. Child Protection plan not implemented.

Social Services - Assessment and on going contact with family by IA and youth service established via Panel has provided valuable information in gaining true picture of SDs day to day behaviour. This has contributed to discussion to take care proceedings.

### **Current situation.**

ESW - SSD applying for full care order. School placement at Northfield. ESW Service actively involved.

## **AS**

### **Characteristics of case**

Continual disruptive behaviour leading to indefinite suspension

### **How did Panel intervention help?**

IA prepared a report which recommended support to the Home Tutor. He was linked to Y9 packages co-ordinated from St James Unit.

### **Education outcome**

Gradual re-integration with Home Tutor support.

ESW - Intensive work by school following exclusion. Some measure of success in re-integration. School funded Home Tuition which was very successful.

### **Current situation.**

ESW - Contact with St James Unit Yr 9/10 Project supported by ESW.



## **MD**

### **Characteristics of case**

Erratic attendance. Concern for this student who is very depressed and homeless. Out of school since January 1991.

### **How did Panel intervention help?**

The Panel attempted to assist MD's housing situation and set up meeting with Windmill House in order to refer him there.

However MD had already lost his temporary housing at this point at moved. The Panel was unable to follow this up due to lack of resources. However MD did establish a good relationship with the IA during the time they worked together.

### **Education outcome**

Easter leaver, homeless not traced.

### **Current situation**

Same.

## **JF**

### **Characteristics of case**

Non attendance. Possible drug misuse and violence at home. Referred to Community Paediatrician who referred to Panel because JF would not engage. Poor attender following bereavement in family April 1991.

### **How did Panel intervention help?**

The IA built a good relationship with the family and JF. This had the effect of limiting JF's criminal activity but only for a short time.

### **Education outcome**

Easter leaver, no education provision

### **Current situation**

Same

## **MF**

### **Characteristics of case**

Violence at home which becomes a school problem of non attendance. Accommodated by SSD for a short time. There is concern about violence between mother and MF. Out of school since January '93.

### **How did Panel intervention help?**

Agreed that the IA could continue as key worker with MF and to link with the relevant agencies to get him back into school. This took some time to achieve but the IA now has contact and is doing some very positive work with him.

### **Education outcome**

Attending school full time.

ESW - Referral to Panel provided mother with another 'agency' to blame. There was minimal success engaging MF but long term entrenched problems have not been resolved.

SS - Involvement by IA to work solely with MF on return to school perceived as helpful to Social Services and beneficial to MF.

### **Current situation.**

ESW - Strategy meeting between SS, GP, Highfield and ESW designed to plan intervention involving all agencies drawing boundaries for mother to inhibit playing one against the other. Referral to Panel may have delayed this response.

## **LS**

### **Characteristics of case**

LS and mother evicted and Services not able to trace them. Family concerns and suspicion of drug involvement. Non attender since November 1992.

### **How did Panel intervention help?**

The IA had the time to trace LS using contacts in the school and her peer group. The Panel were instrumental in putting LS back into the system of the main agencies and ensuring that a key worker would be working with LS.

### **Education outcome**

Attendance at a new school although erratic.

### **Current situation.**

ESW - Integrated into new Upper school. 2 ESWs have been working with 'new' family where LS is living. Court action failed as mother succeeded in not receiving court summons on two occasions prosecution has had to be dropped. ESW still actively involved.

## **SG**

### **Characteristics of case**

Poor attender. since October 1992. Attendance Panel set up but parents did not attend. Possible court case by the ESW service.

### **How did Panel intervention help?**

The IA arranged a meeting between the school and the family and paved the way for ESW involvement.

The IA also set up a contact in the school for SG to go to during a re-integration period.

### **Education outcome**

Back in school for a short time

### **Current situation**

Looking at changing Upper schools.

## **DI**

### **Characteristics of case**

Went to Northern House following episodes of violence towards teacher. Integrated into mainstream and suspended. Behavioural difficulties - indefinitely excluded. Out of school since March 1993.

### **How did Panel intervention help?**

DI put on Y9/10 packages. Home Tutoring co-ordinated and supported from St James Unit, and tennis sessions arranged with Recreation in Action.

### **Education outcome**

Re-integration package has had limited success.

Social Services - Panel felt to have a neutral effect on this case.

ESW - Panel gave short term support and help with return to school programme with help for St James Unit.

### **Current situation.**

ESW - Permanently suspended from school. Home Tuition whilst MPA in progress. ESW monitoring with the school.

CASE DETAILS	Name: CE	School: Cherwell	Year: 10	IA: CQSW
	Middle school	Upper school		Agencies involved
<p>Year 7 some non attendance. Seen by the PSW.</p>	<p>Year 9 non attendance. School had provided Home Tutor with an aim to gradual re-integration. PT timetable initiated for a short period. Bright pupil who if he choses to attend would go straight back into mainstream education.</p>	<p>ESW. Involved since Year 9. ESW is considering legal proceedings under Section 39. Also had Home Tutoring. SSD. Referred by mother for care proceedings, after continual theft from the house and some criminal activity outside the home. He was in care for 5 weeks. On a subsequent occasion he was taken into SSD care and put with foster parents for 3 months. Has outreach worker from SSD. CE has also been seen by the Highfield and PSW.</p>		

Appendix A

PANEL ACTION

**ACTION TAKEN AT PANEL MEETINGS**

1	2	3	4	5	6	7
<p>IA appointed</p>	<p>IA Report. SW not available so an additional report was tabled at the following meeting.                      Mother was reaching a crisis point and the whole family are being affected by CE's behaviour in the home.                      ESW and Outreach worker to formulate a plan which looks at a holistic approach to CE's home situation and schooling.</p>	<p>This action was examined. It was agreed by the Panel that the outreach worker could be the key worker and could be given authority to go ahead??                      The St James Unit was to be investigated for possible links.                      The ESW service then wrote stating that an ESO was in force and that the plan being recommended by the Panel could not over ride that which is brought before the Court.                      Action put on hold.                      CE was meanwhile placed in supportive lodgings. The ESW service were unable to continue the ESO procedure.</p>	<p>In the light of these changes in circumstances AC from the St James Unit arranged a meeting of all concerned to look at the way forward.                      CE is attending school regularly while in Care. SSD see this care placement as a short term measure and will be reviewed. Education should be represented at that meeting to make the point that if CE is returned home too early and schooling breaks down affecting his ability to do exams, then the school have little to offer him and containment at school will be even more problematic.</p>	<p>Foster placement broke down. SSD meeting to report Education concerns, especially as CE has been able to rejoin the National Curriculum timetable.</p>	<p>Panel recommend that ESO goes ahead to give mother support regardless of other possible changes. Florence Park Football Club was a possible activity with youth work support as part of ESO plan.                      SSD report that CE is at home. As part of the package CQSW student has agreed to help transport CE to school with Outreach worker.                      CL arranges transport cover for two weeks while SSD outreach worker is on holiday. Arranges work experience at Blackbird leys Leisure Centre.</p>	<p>CE is attending school and the transport works well but it is agreed by the Panel that this is a short term measure to the end of term. Work experience was not successful because of CE's actions within the home. The police were involved.</p>

CASE DETAILS	Name: CM	School: Milham Ford	Year: 9	IA: COSW
Middle school	Upper school		Agencies involved	
Poor attendance at Middle school. Transferred in Y5 to another school then back to previous Middle school. Y6 referral to ESW service. Y8 reasonable attendance with long unexplained absence in Dec. and Jan.	After 2 weeks in school transfer to another school. Upper school were not involved in negotiations for her transfer and somewhat surprised. She only attended 1.5 days. Initially she claimed stomach pains but her absence since then has been unexplained. School have categorised her as school refuser. ESW attempted to engage but C would not see ESW.	In Middle school referred by GP to Park Hospital. Attended as an outpatient and attended school there. ESW requested that the family make a referral to the Highfield. Family had missed one appointment. Highfield visited home but C refused to respond. Highfield engage and carry out assessment. Not psychiatric problem.		

ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
1st IA appointed	IA Report Ed case conference to be held. IA concluded that it was difficult to make any recommendations to the Panel without knowledge of what the HAU are doing or intend to do. Agreed to send IA to case conference. Agreed that the HAU were the key agency presently.	IA told cc cancelled on day of cc. Parents attended a meeting, HAU had sent apologies previous day. ESW provided HAU with details of education history and sent to HAU. HT provided by school from ?date. Still waiting outcome of HAU assessment	Rang HAU to clarify progress. Confusion had put this case on hold as HAU were still waiting for the Ed case conference to take place. HAU were unaware this had been sent and was not on file. Would proceed with assessment. CL acts as go between to ensure that HAU are able to act.	HAU carries out assessment in May. CM does not have psychiatric problems. ESW to arrange meeting for all those concerned. CL to report outcome to Panel.	Meetings of meeting tabled for Panel. HAU to hold case until next Panel meeting, and to offer family therapy. HT to continue to lead to integration into Y9 packages co-ordinated from St James Unit. However HT has broken down. Recommend ESW to prepare ESO and that a letter is requested from the psychiatric service stating their view that CM does not have psychiatric disorder.	CL visited CM to make proposal re. package. CM and family agree.

<b>CASE DETAILS</b>		<b>Name: SF</b>	<b>School: Cherwell</b>	<b>Year: 9</b>	<b>IA: CQSW</b>
		<b>Middle school</b>	<b>Upper school</b>	<b>Agencies involved</b>	
<p>Referred to ESW Service for unexplained absences. School continued to voice concern up to transfer to Upper school.</p>			<p>Referred to ESW for truancing. School plan a re-integration programme when SF returns from care during which time attendance is poor. Attendance still poor. SF is suspended for threats to other pupils. Re-admitted with request to re-do year 10. Attended first week then only odd days. Bright student.</p>		<p>ESW. 3 ESW involved. Current ESW unsuccessful in attempts to meet with SF. SSD. Placed in voluntary care during year 9. Returns home 8 months later. Attendance still poor.. Returned to Residential Home 3 months later. Attendance still poor.</p>

<b>ACTION TAKEN AT PANEL MEETINGS</b>						
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>
Referral accepted	IA appointed	IA Report. SF to attend an introduction course at the CFE She will need further support. SSD would support SF in claiming benefits due to her not living at home.	SF has had difficulty starting, including finding suitable clothes for her course. CFE have provided clothes for SF. Panel Chair and CFE in contact.	SF placement has broken down. She has accommodation problems and no one is able to find her.	SSD state that she can be referred to them and receive help with her accommodation if someone can make contact with her, The Youth Service may also pick her up.	No further action.
		Action agreed. Key worker identified as Personal Tutor at CFE				

CASE DETAILS		Name: PE		School: Peers		Year: 10		IA: CL	
Middle school			Upper school			Agencies involved			
<p>School attendance not seen as a problem, but some criminal activity which resulted in a conditional discharge. He already had 3 cautions for petty theft. He was suspended from school two weeks before the end of term.</p>			<p>1st year at Upper school attended for a couple of weeks then did not attend one full week through out year. Second academic year and attendance still erratic. Referred to special provision in school and MPA requested and turned down. Recently suspended.</p>			<p>ESW EP. MPA refused as EP feels that home situation and not getting into school is problem rather than need for special assistance. School dispute this and say that MPA not effective because of truanting. Problem seen as truanting rather than special needs. However when in class he needs lots of support, otherwise he becomes disruptive.</p>			

ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
IA appointed	IA report School are looking for St James as an option now PE is the appropriate age.	Meeting arranged PE is at St James	Continues to attend well.	ditto	ditto	ditto



Middle school	Upper school	Agencies involved
<p>BN was a poor attender and on occasions was threatening to other pupils. There were many letters sent to the house which the parents do not reply to. BN is excluded for school on three occasions</p>	<p>Continues to be a poor attender. He was suspended for stealing and parents are told to contact school. Attempts to transfer to another school. One year later BN attends another school. He attends for 10 days and then does not attend again.</p>	<p>ESW has not seen BN. SSD has not seen BN. BN on the CP Register. Removed while Panel involved. Therefore no formal link with SSD any longer.</p>

**ACTION TAKEN AT PANEL MEETINGS**

1	2	3	4	5	6	7
	<p>Referred to Panel</p>	<p>IA appointed</p>	<p>Report held over</p>	<p>Action agreed. To consider TRAX and YT placements. CL to investigate whether Careers Officer be a key worker?</p>	<p>Appointment for BN to visit Careers not kept. CL took BN to Careers for productive meeting. Three YT places to consider. CL helped with applications. Also considered TRAX and went on a visit. Decided not appropriate.</p>	<p>Has been asked for interview at Rover. Very keen. However child benefit stopped at Easter, which did not allow 12 week extension. CL is helping family to sort this out.</p>

CASE DETAILS		School: Cheney	Year: 9	IA: CQSW
Middle school	Name: AB	Upper school	Agencies involved	
Although good in class and respectful of authority in school he was involved in criminal activity and threatening to pupils outside school.	Attendance was no problem, but his threatening behaviour to other pupils was cause for concern. Suspended following an incident at another school. Continues to be involved in criminal activity.	The Multi Cultural Teacher voiced concerns that the family needed help but did not appear to be receiving any help. Different ESW's work with different members of the family. ESW visited the home and were concerned about mother. Telephoned SSD who would not deal with the case as it is unallocated. Mother had recently taken an overdose.		

ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
Referral accepted	IA appointed	IA Report. OYW identified - to support where ever possible with his work with AB. IA attended CP Case Conference and gave IA assessment to colleagues. This included information not previously known to SSD. SSD CP Conference put AB on the register.	OYW want to use St James Unit for carpentry. CL to liaise. AB indefinitely suspended. However AB's views about this incident have not been heard and the school would like to know what happened. CL to liaise with OYW to make this possible.	CL working on fund raising for carpentry.	Two strategy meetings have now been held concerning all the family. SSD are very involved with the family and OYW continue to work with AB. CL gives ethnic minority contacts to SSD.	AB's name to stay on the CP register and reviewed in 12 weeks. This ensures SSD involvement. Adolescent Team will continue but there is uncertainty about work with younger members. Preventative work is very important. School continues to co-ordinate strategy meetings about family. AB and OYW still working at St James on fund raising

CASE DETAILS		School: Cherwell	Year: 9	IA: CQSW
		Middle school	Upper school	Agencies involved
Concerns by school about absences dating back to 1987	Referral to ESW concern over unexplained absences. NC now not attending school at all. NC says she is not attending because of family problems.			3 ESW involved. ESW final warning letter sent to family re attendance. family advised to contact SSD because of family problems. ESW file closed Sept 1992.

ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
Referral agreed	IA appointed	To join CFE short taster. Will then move on to Multi skills. Key worker from CFE be identified, probably her personal tutor.	Phoned CL about college placement. Finds placement and returns to college.	Has withdrawn from CFE to find work.	No contact	CL visited as child benefit extension stopped. Advised on what they should do. Also advice to visit Careers, as dispendent about not finding a job.

<b>CASE DETAILS</b>		<b>Name: AS</b>	<b>School: Cheney</b>	<b>Year: 9</b>	<b>IA: Youth Service</b>
Middle school	Upper school		Agencies involved		
Left MS with a record of disruptive behaviour but not aggressive.	Written warning re. behaviour. Suspension for disruptive and defiant behaviour. Re admission and second suspension for disruptive behaviour. Indefinite suspension re. further disruptive behaviour.		HT involved Section 11 worker ESW		

<b>ACTION TAKEN AT PANEL MEETINGS</b>						
1	2	3	4	5	6	7
		IA appointed	Report held over to next meeting.	Re-integration linked to Y9 packages coordinated from St James Unit. possible attendance at Barton Project in September.	Re-integration in progress	May not be able to re integrate successfully because of difficulty of fitting into options system.

<p>Middle school CPRegister. School request MPA Periods of poor attendance and disruptive behaviour. Re- integration package attempted - refused to re join class. Considering fresh start at different school.</p>	<p>Upper school</p>	<p>Agencies involved Considerable ESsw input. SSD input Ivanhoe Ed Pysch.</p>
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ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
		<p>IA appointed</p>	<p>Action agreed What alternative to Northfield - need to address culture of youth who think it is a 'cool' achievement to get to Northfield by staying out of school. Long discussion about changing culture and offering opportunities on Barton. Link into Youth Service GEST provision.</p>	<p>SD received serious injuries as a result of an accident. SSc held and SW allotted. Place at Northfield in September. What is available presently. Strong recommendation that someone should work alongside SD to get him to meet with the other agencies.</p>	<p>SW has not had much success in contacting SD or in getting him to hospital.</p>	<p>Unclear whether MPA assessment has been completed. Only option left is Residential Placement. Northfield have been approached by Ivanhoe to take SD early. ESsw went with GEST youth worker and SD but SD refuses to co operate. MPA needs to take note of this rejection and ask whether an out of county placement is needed.</p>

<b>CASE DETAILS</b>		<b>Name: MD</b>	<b>School: Peers</b>	<b>Year: 11</b>	<b>IA: CQSW</b>
Middle school	Upper school	Agencies involved			
Not in Oxfordshire. Attendance not problematic. However did not know that MD was moving to Oxford and school was surprised to hear of transfer to Oxford middle school. No problems at Isis.	Erratic attendance. ESW involved. Attendance panel held. Non attendance and concern over behaviour continue.	ESW			

<b>ACTION TAKEN AT PANEL MEETINGS</b>						
1	2	3	4	5	6	7
			IA appointed	IA Report. IA to continue to work with MD to find suitable accomodation. eg. referral to Windmill House.	MD is homeless again and the IA is trying to contact him. Any further help needs to come from SSD.	No contact made and no worker available to pursue. No further action.

	Upper school	Agencies involved
<p>No concern noted.</p>	<p>Non attendance. Referred to ESW service. Case closed as attendance improved. Re referral re attendance. Possible drug misuse and violence at home. SS involved. Haliday Unit offered and work experience. Referral to Highfield made. Still poor attendance. Mother concerned about drug intake and aggressive behaviour.</p>	<p>ESW Community Paediatrician Peers Councillor and classroom assistant</p>

**ACTION TAKEN AT PANEL MEETINGS**

1	2	3	4	5	6	7
			<p>IA appointed</p>	<p>CG to continue working with JF until court case. Recommended linking him into Blackbird Leys YC.</p>	<p>Unable to offer support once student has finished as no additional resources to work with young people on verge of criminal activity.</p>	<p>No further action</p>

<b>CASE DETAILS</b>		<b>Name: MF</b>	<b>School: Oxford Boys</b>	<b>Year: 9</b>	<b>IA: CQSW</b>
Middle school		Upper school		Agencies involved	
Problems of violence at home but model pupil at school. ESW made aware of problems. Case closed but attendance begins to be poor. Associated with family problems.		MF accommodated by SSD. Returns home refuses to attend school. Violent outbursts towards mother.		Mother and Mf attended Park. SSD and outreach from residential Home. Referred to Highfield at mothers request. Decide no role for them.	

<b>ACTION TAKEN AT PANEL MEETINGS</b>						
1	2	3	4	5	6	7
			IA appointed	5th IA report to be given at next meeting	ESW Project worker to be key worker and aim to re-integrate into school possibly via co ordination of Year 9/10 packages. Needs to be helped towards independent living possibly via Leaving Home Project. Need for positive male role models.	No co operation from mother. Project worker to continue work trying to make contact.



<p>No noted difficulties.</p>	<p>Middle school</p>	<p>Upper school</p>	<p>Agencies involved Referred to Housing re eviction.</p>
<p>Non attendance. ESW involved and Court date set. Referred to Social Services to investigate neglect and possible drug involvement. No contact from mother or LS.</p>			

ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
				IA appointed.	LS has applied to Peers. Await decision. ESW have proposed a week residential at 'The Bridge'. if this happens an outreach worker will be linked to LS. SSD should not remove outreach worker until The Bridge arrangements are made clear. ESW to be key worker and contact SSD outreach worker.	Case went to court but was adjourned for 4 weeks on contentious grounds. Attendance at Peers is not very good.

CASE DETAILS		Name: DI	School: Oxford Boys	Year: 9	IA: ESW
Middle school	Upper school	Agencies involved			
Transferred to Northern House following episode of violence towards teacher. After several transferred into MS but suspended for 3 days for offensive behaviour. Some police involvement.	Indefinitely suspended from school - behavioural difficulties. Indefinite exclusion for offensive behaviour.	SSD involved. Violence towards mother. Received into care.			

ACTION TAKEN AT PANEL MEETINGS						
1	2	3	4	5	6	7
				History of difficulties at home. Preliminary report before direct involvement of DI or mother. IA appointed	Plan to re integrate him into school. Home tutoring and tennis (via recreation in Action) set up using Year 9/10 packages. SSD to consider recommendation 4 of IA report. re. need for male role model.	Re integration is not going as well. Case to continue to be coordinated through Year 9/10 packages.

Middle school	Upper school	Agencies involved
<p>No difficulties noted.</p>	<p>Poor attendance. Suspended for misbehaviour. ESW involved. warning letter to parents. Attendance Panel meeting set up, but parents did not attend.</p>	<p>SSD involved. Children on 'At risk' register. SSD help with depts. No longer on register, but children still show poor hygiene and clothing. Financial arrangements are still difficult. Police also called in during parents divorce because of outbursts of violence. GP and Health visitor also concerned.</p>

**ACTION TAKEN AT PANEL MEETINGS**

1	2	3	4	5	6	7
				<p>Assessment would be useful for ESW court report. IA appointed</p>	<p>Panel has paved the way for ESW involvement. Therefore the case should go back to the ESW's with a brief to work with the family. The IA's report will contribute to any court report prepared by the ESW A teacher contact has been agreed The ESW is away presently and no other ESW is available for this case The YS will be approached to work with SG for final weeks of school and holiday activities.</p>	<p>Recommendations made. CL contact the YS service who were unable to help. Also contacted OYW who have specific workers in OB doing specific work with young people, they would be willing to accommodate SG in the activities but not be able to offer school support beyond this.  Noted that SG had returned to school.  Has been suspended. ESW called meeting with school and parents. ESW presently meeting with family. Possibly issues of child protection.</p>

## Appendix B

### INTERAGENCY PANEL FOR YOUNG PEOPLE WITH MULTIPLE EDUCATIONAL NEEDS.

This is a Pilot scheme set up in response to recent audits carried out within the middle and upper schools which show clearly that current educational provision is not meeting the needs of some young people. It is intended to run a Pilot scheme for six months, initially taking referrals from Upper schools, the 'off roll' register and a couple of middle school referrals.

The success of the Panel depends on the goodwill and commitment given to the Panel by all the agencies involved. The Panel requires the permission of the agencies to act on their behalf. The particular target group of this panel are the students who would not get to a case conference and for whom at present, little provision exists.

#### Why a panel is needed?

- \* As an independent advocate for young people and their families with multiple educational needs where these are not at present being met within the educational system
- \* As an independent arbiter able to negotiate appropriate packages of support for young people with multiple needs
- \* To assist Oxford City headteachers to make effective and flexible arrangements for the education of these young people
- \* To help agencies make the best use of their resources in achieving the above.

#### Composition of the Panel

Representatives of SSD, ESW, Health (Community and psychiatric) services, School Headteachers and Unit Headteachers, LEA Officers and Educational Psychologists and the Youth Service.

Members of the Panel will identify a worker to become the independent assessor. This worker will be the most appropriate person for the case and could come from any agency involved in the Panel.

### How it will function?

- \* The panel will meet monthly to receive case referrals. Once discussion about a case has taken place the case will be delegated to an identified assessor.
- \* The identified assessor will gather all the information together from school, family and relevant agencies and report to the panel.
- \* The panel will receive reports and make collective decisions.
- \* The panel will prepare and oversee the support arrangements assisted by the identified assessor.

### Cost involved?

To be fully effective the panel will need access to some resources. This will not normally be expected to be 'extra' or additional funding. The resources are already 'in the system' in relation to young people with multiple educational needs. The challenge is to make collective decisions to use finances and other resources.

A suggestion is that the agencies allocate to the panel (or allow access to it) of a sum per case or group of cases based on a notional case load factor. An example would be to fund a taxi/ancillary to collect members of the same family and deliver them to school(s) paid for from a combination of a school's contribution from that young person's AWP and/or other agencies as negotiated.

It would take some experience during a pilot phase of the panel's operation to see how this worked out in practice and what the costs really were before deciding whether it were best for agencies to agree to delegate some funding direct to the panel for them to use as appropriate to whether funding should remain with the agencies.

### Benefits?

- \* Enables relevant provision to be made, for young people who do not currently have it.
- \* Helps agencies focus on achievable aims and to develop trust in each other.
- \* A way of working with reciprocal relations
- \* Preserves group autonomy while enhancing partnership.
- \* Young people and their families are likely to receive improved services because of better contacts and local knowledge.
- \* Young people's problems managed by an extended team supportive of each other and sensitive to need.
- \* Gaps in services can be better identified and are more likely to be responded to through partnership.

## APPENDIX C

### Composition of the Steering group.

Simon Adams  
Elspeth Ferriday  
Bernard Clarke  
Cathy Lloyd  
Fran Foncesa  
Andy Creese  
Peter Roper  
Wendy Skinner Smith  
Mike Langford  
Caroline Roaf  
Colin Smith  
Mari Meredith

## APPENDIX D (CONT.)

### 'Through the Net' and 'Young People in Difficulties' (Rowntree)

It has not always been easy for colleagues within the Education Service to understand the difference between these two groups, since both groups have preferred to spend their energy working together to get things done rather than discussing differences. However, at this point, as both groups move forward and both groups evaluate their past work, it is important, and an appropriate time, to make the distinctions clear.

#### 'Rowntree'

- began in 1989
- is a multi-agency initiative with a multi-agency focus
- its steering group was set up by the Heads of Service (Health, Education and Social Services) to research all aspects of inter-agency co-operation in relation to young people in difficulties.
- the age span is 12 - 18 years to cover legal and local administrative boundaries for young people
- since 1991 it has had funding for its multi-agency action research
- in 1993 it initiated, and continues to support, an Adolescent Network addressing multi-agency issues.
- it has been evaluated
- it now seeks multi-agency funding for a multi-agency team to operate for an introductory period 1994/95, followed by a three year pilot period 1995/98.

#### Through the Net

- began in 1991
- is an Oxford city middle and upper school headteachers' initiative
- it has an education focus particularly on transfer of students between schools school attendance (80% or less)
- the age range is (school) Years 5 - 11
- used a multi-agency approach to set up its Panel in December 1992
- it is in the process of evaluation

#### Rationale for 'Rowntree' to work with 'Through The Net'

Rowntree assists all agencies in any initiatives they may undertake to work towards inter/trans-agency work with young people in difficulties. The 'Through the Net' panel was a particularly ambitious project and, in view of its aims, the Rowntree steering group agreed to allow Rowntree time to support it by providing, administrative and clerical support as well as a very substantial part of the Research Officer's time during the course of the Panel and its evaluation. In the event, it made more demands on the Rowntree project and particularly the research officer than we would have wished. However, it also gave the Project valuable insights into the inter (and intra) agency activities being researched. Although stressful at times, the experience proved very valuable overall. For Rowntree and Through the Net to work together on the panel did risk causing confusion, as to the purposes of the two groups, in the minds of many within the Education Service who had heard of both projects but did not have close working knowledge of either - and superficially it is indeed confusing, but we hope these notes help to overcome this.

October 1993

APPENDIX

Q

Minutes of a 'Through The Net' meeting held on  
4/11/1993



**Date and time of next meeting**

Friday, December 10th 1993,  
8.00 - 9.30 a.m. at Cricket Road - Meetings Room

**THROUGH THE NET**

**Inter-agency group to support young people with multiple difficulties**

Minutes of the meeting held on Thursday November 4th 1993 at Cricket Road

Present:

Apologies:

**1. GEST 20 funding - update on present work**

Caroline presented an overview of the main types of work being undertaken by the schools (plan attached). This divided into five main categories. In addition there were interesting developments in the 'other' category which schools might wish to share knowledge of. Headteachers were asked to consider the desirability of setting down the work that was going on anyway, over and above anything generated by the funding. This would all contribute to the 'whole city' picture of good practice to improve attendance.

**2. Application for renewed funding**

This had been sent in and if successful, would enable existing initiatives to continue and develop further.

**3. City statistics re 80% or less attendance**

These are attached: In presenting them, Caroline made the following points

\* The 80% base line of students noted for any reason is extremely helpful since it allows significant factors to emerge which a restriction to a narrower definition would prevent. e.g. truancy is not a major cause of non attendance. Health/collusion on the other hand is. The implication is that non attendance is either a public health matter or collusion or (more likely) both and suggests different remedies which we should consider.

\* While very significant at the macro level, the stats do not help us much with the original problem of the very few who are out of school long term. These young people still need careful enumeration and tracking.

\* There is little evidence from the data that ethnic origin is a major factor in non attendance. Students of ethnic minority are over represented but appear to be a small proportion of the whole. The only school where there is an obvious link is Lawn Upton where the Traveller children make up the majority of the non attenders. The possibility remains, untested, that 'white working class' (boys

and girls) may be the common factor between schools and that this relates to health/ poverty/ collusion.

- \* There is some evidence that gender may be an issue.
- \* Important that these stats are taken over the two winter terms as a whole since there are seasonal differences to account for e.g. good attendance overall in the first half of the Autumn term and poor attendance in the Spring Term (health?)
- \* Middle School stats were very volatile due to smaller numbers. Quite marked changes take place from year to year.

In discussion that followed the following points were made.

- \* Discussion on 'truancy' was complex. For example, was there agreement about what was or was not authorised absence and in what circs. would a head teacher authorise absence? Would heads, for example, authorise absence explained as 'visiting St.Giles Fair'?
- \* Schools agreed to send ESW termly attendance figs by Year group noting authorised/unauthorised absence.
- \* GEST Co-ordinator to continue to analyse the 80% or less data provided by the ESW service.

#### 4. Evaluation of the Inter-agency Panel

Mike spoke to this as follows:

After an initial caveat

- \* Only 16 cases referred
- \* A lot of people were involved in the panel proceedings so that it appeared to be an expensive and unproductive exercise.

However:

- \* pilot work is expensive
- \* it produces questions to be answered and further work to be done
- \* there has been a history of everyone doing their own thing in separate patches - this brought people together and a number of people were able to talk to each other who had not had that opportunity before

Given the expense over 6 months and 16 cases we can decide whether to

- go on like this
- acknowledge that there had been improvements. Young people were being pulled back into the system

If so, existing structures might be the only way to continue to deal with the 'morbid' cases.

Mike's suggestion was that by using St. James Unit/ ESW and inter-agency worker we had a climate in which it was possible to tweak the existing system thus:

- \* Schools deal with the majority
- \* ESW deal with those beginning to slip away
- \* We pick up those TTN using panel working methods and the sort of work developed and base this at the St. James Unit. This enables us to throw the rule book away and get on with it. The sort of inter-agency work the panel was engaged with produced exciting packages and got together people who could

say, 'this might work', 'this key worker might do it'. The young people were being pulled back. Thus:

Schools continue as now

ESW continue with projects

TTN at St. James Unit would have a wider brief as adopted by the Unit and inter-agency worker this year using people from a variety of agencies.

Simon made the point that it would be important to distinguish the distinctions between ESW/St. Unit responsibilities. Someone must be responsible for deciding who was TTN and this should be the ESW Service who would also put forward an action plan. There was a need to clarify who is/ is not out of school and this is an ESW responsibility.

Caroline pointed out that it was inappropriate to refer to 'Cathy' by name rather than role since this obscured the fact that her role (and source of funding) was as an inter-agency worker, and this needed emphasising.

### **Role of the Panel**

- whatever school sent had to be looked at
- everything known/done should be looked at
- then decide what to do about it
- Should be a monthly meeting.

Dangers to aware of:

Schools think the TTN students are being dealt with therefore they don't have to do anything more

School marginalised

Agreed that funding might be the answer to this and would keep schools involved since funding followed the students.

Lack of representation from Highfield Adolescent Unit

Health Service links generally tenuous

### **5. Young People TTN**

Regular meetings were being held to check on numbers and agree action. This meeting attended by SSD ( ), Education ( ),

should be augmented with a rep. of the youth

Service ( ) and a headteacher. , volunteered to join the group and this was accepted with thanks.

### **6. Macro issues**

Discussion of these was deferred to the next meeting at which main items would be

Macro issues

80% Audit issues.

### **7. Date and time of next meeting**

Friday, December 10th 1993,

8.00 - 9.30 a.m. at Cricket Road - Meetings Room

# APPENDIX

## R

‘Through The Net’ Evaluation  
Macro issues

## Macro Issues: Action points

(Numbers refer to the numbers in the macro issues document)

### 1. Students 'Through the Net'

LEA/Schools - A regular meeting to review the list of young people 'out of school' takes place on the 2nd Tuesday of each month. The criteria for referral: 4 school weeks absence. Information from schools is required by the 1st Tuesday of each month.

Schools should use, and keep a copy on disk, of the letter 'pupils out of school group'. A further 'prompt' should not then be necessary in order to get referrals in on time for the Tuesday meeting.

### 2. Referral criteria - see above

### 3. Transfer between Middle and Upper Schools

ESW - to produce an attendance package which consists of a flow chart with options and guidance.

LEA - to work on the co-ordination of transfers

#### Middle schools

- to provide A3 Rainbow forms for Yr.8 in the summer term (including forms for non attenders)

- to provide 80% or less attendance figures for all students for the previous year (Yr.8) prior to transfer.

Simon - to raise the topic of collection of 80% or less statistics with the Primary heads so that they can follow the same procedures as outlined above for Middle Schools.

### 4. Preventative work - as in 3 above

### 5. Post 16

Schools/ESW - should consider attending the Adolescent Network which meets half termly and through which an inter-agency Directory of Resources for those working with young people is available. Attenders are invited to contribute to this and the information so gained is circulated with updates, after each meeting. Schools are already circulated with Network meeting dates.

Further information from Cathy Lloyd, Rowntree project, c/o St. James Unit

### 6. MPA issues

Schools - all schools to be encouraged to use the Rainbow forms early, particularly A3 as a warning light and to consider 1993 requirements, especially the need to alert other services early.

### 7. Hot Spot Resources - see recommendation 1 above.

### 8. Alternative provision

All - assist development of Yr 9/10 programmes through St. James Unit

LEA/DEO - include consideration of this provision for poor attenders for divisional plan for EBD

### 9. Key agency issue

ESW - Attendance package (see 3 above) to include information on involvement of the Highfield Adolescent Unit.

### 10. Years 9 and 10 - see 8 above

### 11. Year 11

LEA - encourage schools to develop flexible, appropriate plans and resources in school for students with attendance and behavioural special needs. Incorporate such developments in divisional EBD plan.

### 12. Education Supervision Orders

ESW - Guidelines for use of courts to be included in attendance package (see 3 above)

### **3. Transfer between Middle and Upper schools.**

In some cases the number of changes of school gave rise to concern especially in Middle school. It was agreed that warning signals could be sent out during Middle school and more preventative work could be carried out by the ESW Service in Year 8. The ESW service had proposed that this should be part of the focus of the GEST funding.

The issue of transfer also emphasised the importance of meetings between Headteachers at points of transfer and the need for co-ordination, support and integration packages.

It was agreed that a common system would be helpful concerning:

- the collection of data on school files

- the use of rainbow forms

- SIMS information re attendance

- Checklist of what schools should do at point of transfer.

#### **Recommendation**

3. ESW Service to produce an attendance package which consists of a flow chart with options and guidance

LEA to work on co-ordination of transfers.

Middle schools to provide A3 Rainbow forms for Yr.8 in summer term

Middle schools to provide 80% or less attendance figures for all students for previous year (Yr.8) prior to transfer

DEO to raise collection of 80% or less attendance statistics with Primary heads.

#### **4. Preventative work.**

In several cases it was recognised that (with our collective knowledge about a case) support was needed for the immediate and extended family. Social Services, Health visitors and pre school counsellors may be involved with other family members but it was difficult to agree how information could be passed between the Services without addressing the issue of civil liberties.

The ESW service can be involved via pre teacher counsellors but only if a referral is made.

It was recognised that all Services had difficulty in giving priority to preventative work when there was no funding for this, and the emphasis was on crisis intervention.

#### **Recommendation.**

4. Use attendance package and flow chart as in 3 above.

## **5. Post 16**

Several members of the Panel were concerned about the involvement of the Panel in post 16 intervention.

How do we establish who is the most appropriate case worker post 16?  
There is a high level of support needed in a CFE environment. Therefore there is a need for an active key worker for those who are out of school for some time.

If post 16 is not part of Panel brief then there is a transfer issue.  
Housing was a problem for several young students and this led to problems with education.

One view held was that these young people were beyond our help and that any intervention would be fruitless.

A view that came strongly from one member was that intervention should therefore be at a very earlier age, probably pre school.

This was agreed, but it should be remembered that those young people could soon be fathering/mothering the youth of tomorrow who would require pre school intervention.

It was recognised that there was no Careers/PSE for students in Y11 and off roll or out of school.

A Directory of resources was needed - the Panel were informed that the Adolescent Network were producing a Directory.

**Recommendation.**

**5. Schools to consider sending representatives to attend the Adolescent Network.**

## **6. MPA issues.**

Discussion needed in cases of EBD and those in need of a high degree of care and support.

MPA issue re students who are non attenders. In particular the issue that an MPA is not effective because of truancing and the problem is seen as a truancing problem rather than special needs.

**Recommendation**

**6. Encourage all schools to use Rainbow forms, particularly a£ as a warning light.**

Consider 1993 requirements, especially the need for schools to alert other services early.

## **7. Hot Spot Resources**

The Panel gave considerable time to the discussion of specific problems on Barton Estate. It was agreed that there was a strong culture of non attendance and that this had been identified as a problem for some time.

**Recommendation.**

7. a) Identification, via ESW data base, of all those with less than 80% attendance and follow procedures as in 1 above.
- b) Joint working between ESW and Community Education Services and SSD

## **8. Alternative provision**

The number of young people out of school for more than two terms was at least sufficient to represent a considerable sum in AWPU plus SEN funding. Students could be referred to a holding bay for a short time with a charge to the school.

At present if a student is suspended or excluded the funding remains with the school and the school is charges for home tutoring. If funding followed the student the it would be possible to use this to set up structured re-integration packages of support.

**Recommendation.**

8. Develop Yr.9/10 programmes through St. James, inclde consideration of this provsion for poor attenders dfor divisional plan for EBD

## **9. Key agency issue**

This issue arose from the involvement of Highfield in a particular case. However this could apply to all agencies, in that if one agency is involved how to the other agencies relate to this work.

The HAU were concerned that they had been given the role of key worker in this instance. The involvement of Highfield in this case determined how the other services responded. In this case the other agencies did not act as they were waiting for the Highfield to make an assessment.

Because of issues around confidentiality and the fact that the Highfield offers specialist work, it is often the case that other agencies will not do anything while the HAU are involved pending their assessment.

**Recommendation.**

9. Attendance package to include information on involvement of HAU (currently being developed by ESW/LEA/HAU)



## 10. Y9/10

Several cases revealed the gap in provision for students in Year 9 and Year 10. AC has also been instructed by the Unit management committee to investigate this gap in provision.

Recommendation.

10. See 8 above

## 11. Year 11

Schools argue it is difficult to fit students into options particularly Y11, and this creates a problem retaining them in school.

If someone is out of school e.g. suspended, are there problems with other service providers involving them in day time activities?

The Panel were concerned if an 'unsettled home life' was given as an excuse for not admitting child to the school of parents choice. This was an unacceptable form of gate keeping.

Recommendation

11. Encourage schools to develop flexible, appropriate plans and resources in school for students with attendance and behavioural special needs.

Incorporate such developments in divisional EBD plan.

## 12. Education Supervision Orders.

What are the success rate of ESO's?

The ESW had the role of supervision officer if a court order was made.

It was agreed that the Panel should look at any plan to consider whether it was creative enough to meet the needs of the case. As the priority of the court order is attendance at school it may be possible to consider how this may be achieved. e.g. use of group work initiatives.

It was explained that on occasions an application to the Court had been made in order to get co-operation from a family. However the application had been rejected because contact with the family had not been made. Yet this structure was necessary to ensure co-operation from the family. This put the ESW's in a difficult position.

Are there alternatives for ESW when the family are unco-operative/inaccessible?

Recommendation

12. Guidelines for use of courts (including ESO) in attendance package as in 3 above.

# APPENDIX

## S

### Role of the Independent Assessor

## INDEPENDENT ASSESSOR'S BRIEF

Responsible to Rowntree Project Research Officer in order to ensure consistency and conformity in the approach to assessment and the presentation to the panel.

Assessments are reported directly to the inter-agency panel who will decide appropriate courses of action in terms of positive support for the young person and family.

The Independent Assessor will collate information from all relevant agencies that have been involved with the young person and their family (providing that the young person and the family have given permission for this).

To act as an advocate for the young person and the family, negotiating with agencies (and the panel) on their behalf where necessary.

The Independent Assessor has no statutory responsibilities. This should enable the Assessor to take a creative and holistic approach to assessing young persons' needs and making recommendations to the panel for future work.

Liaise with Agencies and Schools as appropriate.

The Independent Assessor, in making an assessment, is looking to identify a worker who can take up the task of maintaining continuity and reporting back to the panel

Identifying gaps in service provision for young people and bringing these to the attention of the panel.

Reporting back to the young person, the family and agencies involved any decisions taken by the panel.

Reporting back to the panel any significant developments with young people who have previously been referred.

Independent Assessors will not take over the responsibility for individual work where agencies are already involved.

Maintain confidential records as appropriate. (Oxfordshire County Council confidentiality regulations apply)

Promoting the value of good inter-agency work in Oxford City.

Reports must be made in accordance with anti-discriminatory practice.

### 3. ROLE OF INDEPENDENT ASSESSOR.

To collect information about the referred student, in order to make a recommendation to the Panel for support and education.

To discuss the case with the agencies involved and gain a picture of past intervention and the present situation. (This may involve calling a case conference with all agencies concerned)

To discuss the situation with the student and family.

To look at options available to that student.

To bring all the information to a Panel meeting and present a recommendation for action.

To monitor the action agreed by the Panel and report back to the Panel.

# APPENDIX

## T

Minutes of the 'Through The Net' inter-agency  
panel meeting held on 1/10/1993

## THROUGH THE NET

Record of the eighth inter-agency panel meeting held on Friday October 1st  
1993 at Cricket Road

Present:

Apologies:

### NOTE

Next meeting of the TTN panel : 4.00 p.m. on Thursday, October 7th. at  
Oxford Boys School

The group agreed that this further meeting was needed to finish the work on the evaluation and that this should be as soon as possible so that the final version could go to the headteachers for their consideration before the big TTN meeting on Thursday, November 4th, 8 - 9.30 a.m. Meetings Room,  
Cricket Road.

The main agenda item (meeting on Oct.1st) was to go through the draft evaluation (previously circulated)

1. Agreed, after some discussion, that pages 2 and 3 should remain as they are.
2. p.7 - questions raised. Agreed to ask the headteachers to consider whether it would be useful to collect data re ethnicity. Gender is already included .
3. Case studies  
Needs a short introduction. Tables of panel action to go in the appendices.  
Order for each case to be:  
Characteristics etc as now  
Future plans  
Conclusion e.g. panel did /didn't help, raised wider issues etc.  
Agreed action to include preventative work where appropriate  
Time spent

#### 4. Time spent

This section to restrict itself to panel time and should include the full cost of the meetings

Note to be added to make this clear.

#### 5. Aims and objectives

Make a single aim and keep it broad and simple on the lines of 'getting a better deal for kids who are getting very little now.'

Then simplify the objectives

e.g. - to adjudicate between referrals

- to appoint i.a.s

- to allocate cases to i.a.s

- to receive reports from i.a.'s

- to identify key workers (k.w.)

- by having an i.a. panel would be able to tap into resources hitherto unobtainable e.g. would not previously have thought of using a voluntary youth worker.

- to make economies of scale by putting things together.

- to enable the k. w. to draw on other agencies for support and assistance.

Mike kindly offered to have a go at the aims and objectives and Fax the rest of us a.s.a.p. with the results

The i.a. was about enabling

The k.w. knew the contacts and got access to things that weren't usually on the agenda

We went out of our way to use unusual k.w.s who were more sensitive and were at a better starting point.

As the panel developed, the following benefits took place

- spin offs/ creative thinking etc.

- It developed its own momentum/ dynamic. so after a while the panel was thinking more creatively.

Some discussion re aim 1 - objective two could contain elements of the final sentence in that section 'young people's problems....'

Evaluation should set out following targets at the outset.

- what went well - e.g. got more information, got more creative, got more information, widened terms of referral

- what was less successful

- what made us more confident

#### 6. Outcomes p.26.

Needs to be more positive. We did reach lots of targets.

Some were issues which we wanted to increase our knowledge about and some were targets we wanted to achieve.

Question to ask Is did we achieve our knowledge or achieve our aims?

Agreed that the evaluation should aim to be easily read and understood.

# APPENDIX

## U

Evaluation 'Through The Net' Panel  
Draft Document



## EVALUATION THROUGH THE NET PANEL DRAFT DOCUMENT

### DRAFT REVISION OF PAGES 25 (part) AND 26

The Panel also set itself the following general targets.

To gain an increased knowledge and understanding of the young people referred to the Panel.

To gain an increased knowledge and understanding of where Panel intervention could be successful.

To gain knowledge of the knock on effect of such intervention in terms of success with younger members of the same family (where this applied).

To develop a clearer understanding of the systems which can help young people in difficulty and their families.

To be able to frame general recommendations for the appropriate agencies or authorities for preventative action which could be taken.

To improve the systems for dealing with young people at risk of falling "through the net".

To improve the range of programmes on offer to young people at risk of falling "through the net"

### Evaluation (ML's Draft suggestions)

#### What went well

Panel did gain increased knowledge and understanding through IAs' research, collation of information, and shared inter-agency discussion.

#### What went well

Peer ideas and working practices did result in greater certainty about successful intervention

#### What went less well

Time scale of the pilot meant that it was not always clear if intervention which was successful would result in a long term change for the young person.

#### What went well

In some cases the knowledge base was increased.

What went less well - as (2) above.

4. What went well

A clearer understanding of the systems which already existed in different agencies was developed and, in part, usefully co-ordinated for particular referrals

What went less well

As (2) above.

5. What went well

Extensive ad hoc discussion took place during the life of the panel

What went less well

The framing of specific recommendations

6. What went well

In particular cases the collaborative work of the panel members did result in improvements to the working of systems.

What went less well

Any general system improvement

7. What went well

By accessing the work of other agencies the range of programmes was improved and better articulated.

What went less well.

As (2) above.

*In haste - have fun proof  
reading and amending  
Mike L*