

POLICY AND PROCEDURES

FOR THE

JOINT AGENCY PANEL

FOR CHILDREN WITH COMPLEX,

MULTIPLE AND HIGH LEVEL NEEDS

27/01/09

UNDER REVIEW

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FOREWORD

The following aims and principles inform the policy set out in this document and should serve as a guide for all practitioners working with children and young people with complex, multiple and high level needs.

AIMS

1. To support and enable practitioners to develop creative and flexible local support packages that will enable children to remain in the local community wherever possible.
2. To monitor local services and develop a range of local provision that is geared to meeting the needs of children with complex, multiple and high level needs.
3. Where this is consistent with meeting the needs of children, to reduce the overall number of residential placements made – as the outcomes from such placements are often poor – and work towards returning children in residential placements to local placements that enhance their inclusion and meet their needs.
4. To make full use of the monitoring and review of placements in order to move from a needs-led approach to one that is focussed on outcomes.

PRINCIPLES

Children with complex needs have the right to:

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|---|---|
| • Have their wishes and feelings taken into consideration | The Children Act 1989 |
| • Have their interests regarded as paramount | The Children Act 1989 |
| • Have a core assessment as a child in need | Framework for the Assessment of Children in Need and their Families |
| • Have services provided locally to meet their needs | Human Rights Act 1998 |
| • Have their needs met at home wherever possible | Human Rights Act 1998 |

- Have agencies work together towards a return to their own family and/or community when they are in a specialist placement
- Have their complex needs, including their placement needs, considered as a whole following assessment. This includes consideration of the child's individual needs
- A core team and a key worker who will review the assessment and care plan and monitor progress
- A seamless approach to service delivery in response to complex needs
- Expect that agencies will acknowledge that no one agency can meet their needs alone
- Expect that individual agencies will recognise their complex care needs and seek to address them through multi-agency planning and a coordinated response
- Expect that a transition from children's services to adult services will be planned and implemented.

Framework for the Assessment of Children in Need and their Families

It is envisaged that this policy and procedures will be reviewed annually, with the first review scheduled for June 2006.

Members of the
Joint Agency Panel Development Group

June 2005

POLICY AND PROCEDURES

1 INTRODUCTION

- 1.1 The aim of this document is to:
 - 1.1.1 Define those individuals for whom joint multi-agency funding is to be made available
 - 1.1.2 Set out a shared policy specifying the organisational intentions and commitments of Islington Children's Services (Social Care), NHS Islington and Cambridge Education @ Islington with respect to those children/young people
 - 1.1.3 Inform and facilitate the continuing discussions about future systems and budget arrangements, and
 - 1.1.4 Provide operational procedures that reflect agreed criteria and processes.
- 1.2 This document supersedes and replaces any previous documents relating to the previously named Inter-Agency Placement and Provision Panels (IAPPPs) 1 and 2.
- 1.3 In due course agencies will incorporate the professional requirements contained in this document into their respective staff manuals.

2 CHILDREN AFFECTED BY THIS POLICY

- 2.1 The population of vulnerable children/young people for whom these multi-agency funding arrangements are designed is those:
 - 2.1.1 Who have severe, complex and enduring emotional, social and behavioural difficulties or
 - 2.1.2 Who have complex care needs arising from a physical and/or learning disability and
 - 2.1.3 Where the usual processes for coordinated multi-agency and community based interventions have been unable to deliver adequate outcomes, and
 - 2.1.4 Where there is reason to believe that resourcing at a higher level is likely to produce better outcomes.
- 2.2 In relation to the above at least two – and preferably all three – of the following descriptors about the young person’s needs should apply:
 - 2.2.1 A child/young person who has a statement of special educational needs or where relevant educational professionals agree that such a statement will be required
 - 2.2.2 A child/young person who has difficulties consistent with a severe and long term psychiatric disorder or severe and complex health care needs
 - 2.2.3 A child/young person whose care needs cannot be met from within the family or kinship network and is therefore looked after or, without the necessary resources being available, will need to be looked after.
- 2.3 The identification of cases for referral to the Joint Agency Panel for children with complex, multiple and high level needs should follow the procedures set out in Section 4 below.

3 POLICY

- 3.1 The following statement encapsulates the shared policy intention of all three funding agencies and is consistent with the borough's 'Vision for Children and Young People'.
- 3.2 *Islington Children's Services (Social Care), NHS Islington and Cambridge Education @ Islington, in addressing the needs of the borough's most vulnerable children/young people, are committed to strategic and operational partnerships which:*
- 3.2.1 *Adopt an holistic approach that recognises the inter-relationship of health, educational and social needs*
 - 3.2.2 *Reflect a belief in the value of collective inter-professional decision-making*
 - 3.2.3 *Maximise the extent to which the needs may be met effectively through the development of both local services and individually designed packages of care/education/treatment*
 - 3.2.4 *Minimise the use of placements away from community and cultural origins*
 - 3.2.5 *Will provide monitoring and evaluation of the effectiveness of responses made via the Joint Agency Panel for children with complex, multiple and high level needs*
 - 3.2.6 *Are anticipated to reduce the numbers or duration of out-borough placements*
 - 3.2.7 *Strive for best value in the use of resources*
 - 3.2.8 *Will re-invest savings anticipated from implementation of the above to the development and use of local responses, and*
 - 3.2.9 *Will act in any individual case in what is (preferably severally) determined to be the best interests of the child/young person.*
- 3.3 The procedures in the following section apply to **planned** multi-agency responses formulated by the Joint Agency Panel process.
- 3.4 Though all such arrangements must include contingency arrangements in case of their disruption, any need for an **immediate** response to the needs of an individual not within the Joint Agency Panel arena will continue to be dealt with by the accountable agency.

4 OPERATIONAL PROCEDURES

SCOPE

- 4.1 The following procedures apply to practitioners and managers in all three funding agencies, where relevant incorporate standards, criteria and time-scales, and cover:
- 4.1.1 The initial identification of need
 - 4.1.2 Stage 1 of the agreed process – the multi-agency professionals meeting
 - 4.1.3 Referral to the Joint Agency Panel for children with complex, multiple and high level needs
 - 4.1.4 Stage 2 of the agreed process – consideration by the Panel
 - 4.1.5 Notification of Panel decision
 - 4.1.6 Funding arrangements
 - 4.1.7 Monitoring and review of placements
 - 4.1.8 Response to placement change.

INITIAL IDENTIFICATION OF NEED

Emergencies

- 4.2 The Joint Agency Panel system is **not** designed to respond to the need for emergency arrangements. Responses to any immediate need to place or make comparable arrangements must be arranged by the accountable agency and, if necessary, brought to the next Panel for retrospective funding approval.

Planned responses

- 4.3 Any practitioner who concludes that a child/young person for whom they are responsible may need to access local or national resources potentially funded by the Joint Agency Panel process should:
- 4.3.1 Pursue available routine means of confirming and responding to identified need, including use of the Common Assessment Framework (CAF), formal children in need meetings and family group conferences
 - 4.3.2 Read this document, and
 - 4.3.3 Discuss with their line or service manager.

- 4.3.4 The practitioner or their line manager should also seek advice from their agency representative on the Joint Agency Panel (see 4.23 for individuals so designated).
- 4.4 When all such measures have been taken or are agreed to be redundant, the practitioner may call a multi-agency professionals meeting – which must be chaired by their agency representative on JAP – in order to:
- review the current multi-agency provision
 - consider whether the current provision is being delivered as planned
 - identify those needs that are being met by the current provision
 - identify those needs that are not being met
 - consider whether such unmet needs could be met by alternative provision.

STAGE 1

- 4.5 A case may **only** be considered by the Joint Agency Panel for children with complex, multiple and high level needs if it has first been considered at Stage 1 – **a multi-agency professionals meeting** – and agreement to that action reached.
- 4.6 In order to inform and facilitate Stage 1 discussions, the referring practitioner should complete Part A of the **multi-agency response form**. This includes obtaining the signatures of the parent/carer and the child/young person confirming their agreement to information-sharing and to the referral.
- 4.7 Supplies of the current version of the multi-agency response form (see Appendix I) are held by the Joint Agency Panel Information and Project Officer and will be made available by email to staff in Islington Children's Services (Social Care), NHS Islington and Cambridge Education @ Islington who request a copy.

Role of the multi-agency professionals meeting

- 4.8 The referring practitioner – and/or their line manager – must attend the multi-agency professionals meeting and should supplement the completed Part A of the multi-agency response form with:
- 4.8.1 Copies of relevant recent reports (written within the last twelve months) about the child/young person or their family, eg medical, psychiatric, disability, educational
- 4.8.2 Any evidence of inter-agency work completed and its results.
- 4.9 The multi-agency professionals meeting must be chaired by the JAP agency representative of the referring practitioner. A checklist for the Chair's reference is provided in Appendix II.

- 4.10 Other representatives should include members of the Team Around the Child plus any other individuals able to contribute views on the needs of the young person. The referring practitioner and Chair should liaise to ensure that Islington-based representatives from Social Care, Education and Health are always represented.

Process

- 4.11 The purpose of this meeting is to:
- 4.11.1 Capture essential biographical information (which will in future increasingly be recorded on the CAF), including the GP with whom the child/young person is registered, a factor that may determine which primary care trust (PCT) pays for health related costs. For children who are looked after, NHS Islington will require the date of the last change of placement after 1/4/07 and – if the child has not changed placement since that date – details as to which GP the child was registered with immediately prior to becoming looked after. This information is needed in order to determine which PCT is responsible for health related costs. (PCT funding responsibilities are outlined in the Responsible Commissioner Guidance, which is available from the Strategy and Commissioning Business Support team on 020-7527 3124.)
 - 4.11.2 Consider the description of need provided by the referring practitioner and Team Around the Child. The parent's and the young person's views should also be considered.
 - 4.11.3 Examine and evidence previous professional interventions, identifying which elements have and have not been helpful. This includes checking that fostering has been rigorously pursued for all looked after children and that evidence of this is obtained.
 - 4.11.4 Ensure that all mainstream Islington services have been properly considered to address the young person's needs.
 - 4.11.5 Consider what alternative or additional interventions could be provided within Islington to meet identified unmet needs. These may need to be individualised packages which may not be available as part of mainstream services and which may need additional funding from JAP.
 - 4.11.6 Make a referral to existing services.
 - 4.11.7 Support referral on to the Joint Agency Panel in order to request funding for an individualised package of care in Islington or – if such provision cannot be designed or where the above is thought unlikely to sufficiently meet the child/young

person's needs – to consider funding for a placement out of borough.

Supporting a referral to the Joint Agency Panel

- 4.12 Where the meeting concludes that referral to the Joint Agency Panel is justified, and the chairperson agrees to such action, the chairperson must complete and sign Part B of the multi-agency response form. The chairperson must also record the name and contact details of the agreed Lead Professional who will have responsibility for implementing the plan and for future coordination of the monitoring and review of the child/young person's needs and progress.
- 4.13 The referring practitioner and/or their line manager must write up the notes of the multi-agency professionals meeting – including recording the names and agency responsibilities of those present as well as the agreed recommendation to the Joint Agency Panel – and submit this to the chairperson within five working days.
- 4.14 The chairperson should then sign the multi-agency response form in their role as agency representative on the Joint Agency Panel and immediately forward it along with the notes of the meeting and the reports and evidence (see 4.8) to the JAP Information and Project Officer.
- 4.15 The Information and Project Officer will note the case as requiring consideration by the Joint Agency Panel. If the completed multi-agency response form and reports are received at least ten working days in advance of the next scheduled Panel meeting, the case will normally be discussed at that meeting.

STAGE 2

Role of the Joint Agency Panel for children with complex, multiple and high level needs

- 4.16 The Panel's role is to assess whether the professionals have adequately demonstrated that the process has been followed, that the needs have been clearly described and meet criteria, that previous interventions have been evaluated, and that a clear plan with desired outcomes, clarity on role and responsibility of the Team Around the Child and transition arrangements is proposed. The Panel should operate as though its members had no direct knowledge of the child and are therefore reliant on the opinion of those who do.

Process

- 4.17 The Joint Agency Panel for children with complex, multiple and high level needs is the forum at which Islington Children's Services (Social Care), NHS Islington and Cambridge Education @ Islington representatives jointly with respect to referrals made to the Panel:

- 4.17.1 Agree whether the required processes for assessing and meeting agreed needs have been followed to that point. This includes confirming that fostering has been fully explored for all looked after children and that evidence of this has been provided.
- 4.17.2 Establish for those children accommodated out-borough whether sufficient attempts have been made to set up an improved local package of support in the child's area. (Members of the Joint Agency Panel are developing the capacity to fund an enhanced package of community support from their respective agency budgets as an alternative to a more costly joint-funded placement.)
- 4.17.3 Determine whether, if the above options are not viable, it is necessary to place the child in a joint-funded placement in an approved out-borough establishment in order to ensure that their care/education/treatment needs are met.
- 4.17.4 Authorise funding for a named placement over a defined period and specify any requirements such as contingency arrangements, transition arrangements, monitoring and review arrangements and additional specialist services for the child/young person in question.
- 4.18 Members of the Joint Agency Panel represent their respective agencies and are authorised to commit resources on their behalf within agreed budget limits.
- 4.19 All operational decisions relevant to funding will be finalised by the Panel, eg determining the lead agency.
- 4.20 In the event that a fundamental issue of policy is raised by a case, the respective heads of service will be briefed or their advice sought (wherever practicable by means of a jointly agreed report).
- 4.21 Strategically, Panel members will also work with others through the Joint Agency Panel action plan (see Appendix V) to:
 - 4.22.1 Establish effective mechanisms for exchanging financial information and plan for implementation of a pooled budget from April 2006
 - 4.22.2 Establish a multi-agency commissioning approach
 - 4.22.3 Develop a review mechanism for existing placements that is linked to outcomes and map current placement needs to inform future procurement decisions

4.22.4 Carry out a rolling programme of training regarding Joint Agency Panel procedures and feed in to the appropriate planning mechanism any training issues so identified.

Frequency and membership of Joint Agency Panel meetings

4.22 The Panel is convened at four-week intervals. The dates are agreed twelve months in advance and are available from the Information and Project Officer.

4.23 Members include:

Children's Services (Social Care)

Operational Manager, Placements (1/2)	budget-holder
Operational Manager, Children in Need Service (1)	budget-holder
Head of Islington Disabled Children's Service (2)	budget-holder
Service Manager, Shaftesbury Leaving Care (1)	adviser
Manager, Children's Placement Service (1/2)	adviser
Manager, Adolescent Multi-Agency Support Service (1)	adviser

Housing and Adult Social Services

Head of Service, ILDP (2)	budget-holder
Manager, Transition Team (1/2)	adviser

NHS Islington

Commissioner for Health (1/2)	budget-holder
Consultant Paediatrician (1/2)	adviser
Clinical Director, CAMHS (1/2)	adviser
NHS Islington Health Adviser (2)	adviser

Cambridge Education @ Islington

Head of Special Education and Client Services (1/2)	budget-holder
Head of Behaviour Support Service (1)	adviser
Head of Comm. and Interaction SEN Service Area (2)	adviser
Head of Learning and Cognition SEN Service Area (2)	adviser
Head of Physical and Sensory SEN Service Area (2)	adviser
Head of Exceptional Education Provision (2)	adviser
Principal Special Education Officer (2)	adviser
Senior Educational Psychologist (2)	adviser

JAP Information and Project Officer

(The number after each member's title indicates whether they are concerned principally with young people with (1) emotional, social and behavioural difficulties, (2) disabilities and complex learning needs, or (1/2) with both.)

Processing of incoming referrals

4.24 Upon receipt of a multi-agency response form and accompanying reports, the Information and Project officer will, within five working days:

- 4.24.1 Confirm that the consent of those who hold parental responsibility and, where relevant, the child/young person is confirmed by signature – or dispensed with for reasons stated clearly in Part A of the form – and liaise with the referrer if not
- 4.24.2 Check that Part B was properly completed by the chairperson at Stage 1 – including naming the Lead Professional – and raise any obvious queries with them if not
- 4.24.3 Once the above points have been satisfied, forward the form and reports to all Joint Agency Panel members and
- 4.24.4 Provide confirmation by email to the referring practitioner that they have done so as well as indicating at which Panel the funding request will be determined.

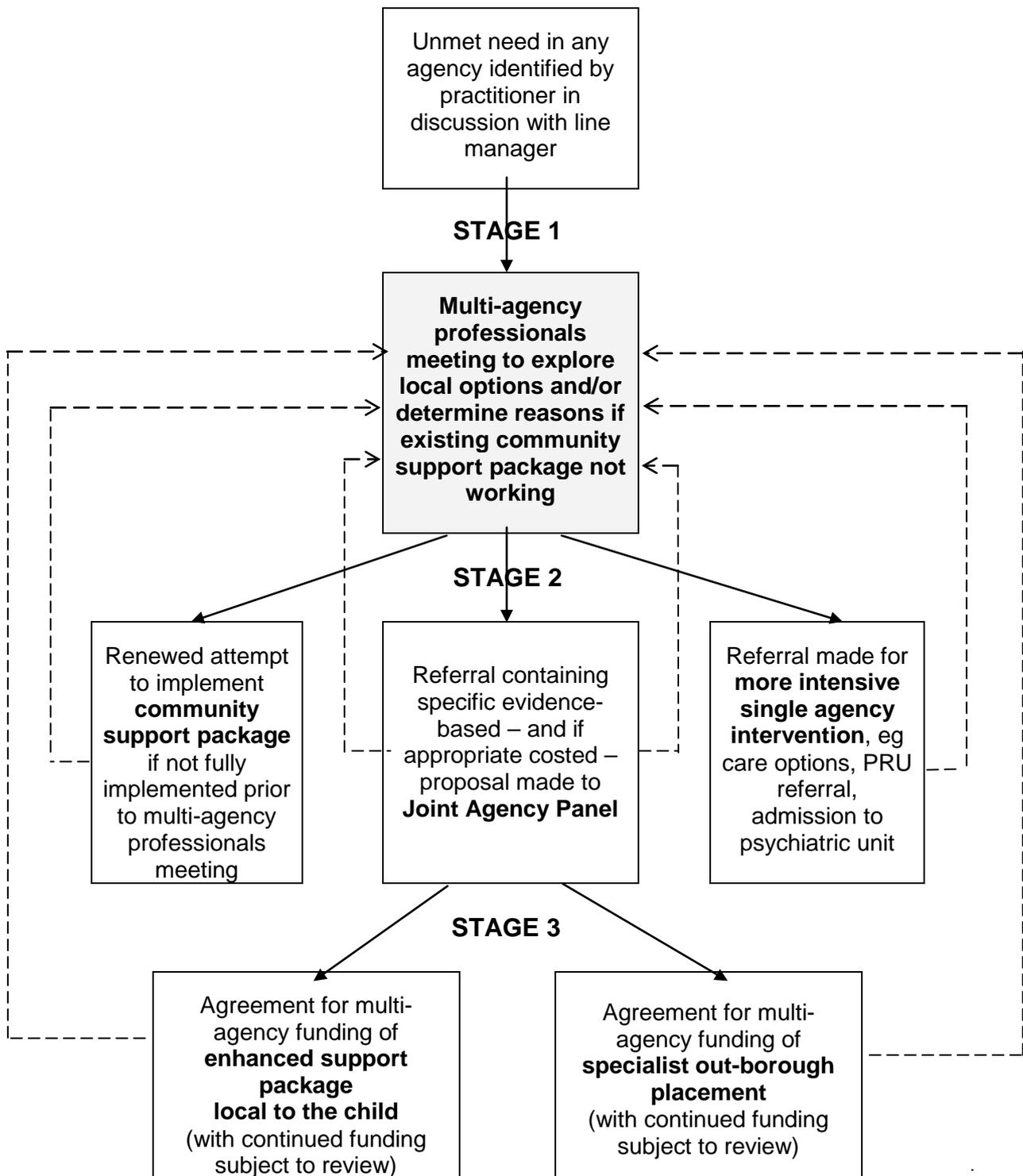
Notification of Panel decision

- 4.25 Within five working days of the Panel the referring practitioner and team manager – plus the Lead Professional where different – should be informed by the Information and Project Officer of the outcome. The Group Manager, Accounts (Children’s Services) should also be emailed a copy of the Panel’s decision so that they are alerted to the prospect of a placement.
- 4.26 Within 15 working days of the Panel (following their approval by all Panel members), the Information and Project Officer will provide the referring practitioner and team manager – plus the Lead Professional where different – with a more detailed minute outlining the Panel’s decision.
- 4.27 Agency representatives will normally make direct contact with referrers in their own organisations to communicate and explain all decisions.

Further information

- 4.28 Further information on the process, dates of Panels etc may be sought from the Information and Project Officer (who can be contacted by emailing susan.baternay.camb-ed@islington.gov.uk or by telephoning 020-7527 5542).

Summary of multi-agency process for children with complex, multiple and high level needs



At any time it is likely that 20% of all children will receive specialised inputs from agencies at Stage 1. Around 3% of all children will require consideration of an enhanced support package local to the child and only 0.2% of all children will require multi-agency funding of an out-borough placement.

FUNDING ARRANGEMENTS

4.29 The following paragraphs offer a brief account of the current funding arrangements and agreed protocol.

Current arrangements

4.30 In considering practical and equitable funding arrangements for 2005/06, the difficulties facing each agency were that:

4.30.1 Where an explicit budget had been established, it had been consistently overspent

4.30.2 Financial probity prevented any formal commitment of monies for 2005/06 in excess of agreed budgets.

4.31 It was anticipated that on the basis of existing placements and if no other system changes were introduced, the required expenditure during 2005/06 would be approximately £4.7 million, with an additional £350,000 potentially needed to cover the likely number of placements that will be initiated. The final out-turn for 2005/6 was £4,633,129.

4.32 For the financial year 2005-06, the three agencies agreed that their share of the actual costs of joint placements would be as follows:

- Islington Children's Services (Social Care): 43%
- NHS Islington: 36%
- Education (Cambridge Education @ Islington): 21%.

The above split would continue after the 2005-06 financial year, until such time as a formal decision was made by and between the three agencies to change the apportionment. It was further agreed that a Board be established to monitor the progress of the overall development plan for this project.

4.33 The following italicised text represents an inter-agency protocol that seeks to encapsulate how the agencies will tackle the challenge of individual agency and/or collective 'overspend'.

Agreed protocol

4.34 *The protocol which it has been agreed will inform Joint Agency Panel related work in 2006/07 is:*

4.34.1 *Islington Children's Services (Social Care), NHS Islington and Cambridge Education @ Islington will allocate their 2005/06 budgets to the agreed commitments for 2006/07.*

- 4.34.2 *Where an agency has a shortfall on its commitment for 2006/07 anticipated expenditure, it will use its internal mechanisms to source required funds.*
- 4.34.3 *Each agency anticipates a call on its respective funds of a magnitude similar to or greater than previous expenditure*
- 4.34.4 *Actual demand will be monitored and reported upon at each Panel via the Information and Project Officer*
- 4.34.5 *In the event that actual demand can be contained within the aggregated total of all three budgets and any savings consequently accrue, these will be re-directed towards development of alternatives to out-borough placements*
- 4.34.6 *In the more likely event that demand exceeds the aggregated budget, each agency commits to a collective 'in-year' attempt to meet that shortfall, the expectation being that contributions will be proportionate to percentage contributions in the 2005/06 budget.*

Referrals for which joint-funding is not agreed

- 4.35 Where the Panel does not agree to joint-fund either a specialist out-borough placement or an enhanced community support package, the Information and Project Officer will contact the Lead Professional one year from the date of referral to request a brief update for monitoring purposes.

MONITORING AND REVIEW OF PLACEMENTS

- 4.36 Following agreement to joint-fund a placement the Information and Project Officer will send the Lead Professional a Placement Support Plan for recording the details of the Team Around the Child and the intended outcomes and timescale of the placement (see Appendix III). Once completed, the Lead Professional should copy the plan to all TAC members and to the Information and Project Officer.
- 4.37 The Lead Professional must (following negotiation with the placing agency/approved provider) confirm with the Information and Project Officer the precise date the child/young person is placed.
- 4.38 The placement will be reviewed on an annual basis in order to consider whether the placement is continuing to meet the young person's needs and to have regard to the young person's future return to the community and/or their transition to adult services. The Information and Project Officer will circulate review forms to all members of the Team Around the Child for this purpose (see Appendix IV).

RESPONSE TO PLACEMENT CHANGE

- 4.39 The Lead Professional must ensure that all planned or unplanned, temporary or permanent movements of the child/young person are notified to the Information and Project Officer (as well as any other agencies/individuals as required by law, eg Arrangements for the Placement of Children (General) Regulations 1991).
- 4.39 In the event that a placement or arrangement authorised by the Joint Agency Panel is disrupted, the Lead Professional must immediately notify the Information and Project Officer, convene discussions with relevant staff / the Team Around the Child about potential responses, and make arrangements for the case to be discussed at the next available Panel.
- 4.40 In such circumstances, funding will be terminated in accordance with the contract made with the service provider or within a maximum of one month from the date the child left the placement (whichever is the sooner).
- 4.41 During any such interim period, the cost of an alternative placement will be met from Joint Agency Panel funds.
- 4.42 Where a young person already in a joint-funded placement moves to a planned new placement, the matter should be referred back to the Panel only when it is proposed to vary the number of weeks or the type of placement or the new placement will cost substantially more.
- 4.43. For all other placement changes, a copy of the notes of the meeting of the Team Around the Child at which the decision was taken, plus details of the new placement, including confirmation of the cost, should be forwarded to the Information and Project Officer.