

Devon Children and Young People's Plan 2008-2011

Draft for 1 April 2008

This is a draft version of the Children and Young People's Plan. The finished version will be online soon.

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Foreword

This is our second Children and Young People's Plan as the Devon Children's Trust. It sets out our aspirations for children and young people across Devon and how we plan to achieve them. This is a strategic document, which will be supported by detailed delivery plans.

But, we are determined that it will be much more than that.

The new Children and Young People's Plan (CYPP) sets out our long-term ambitions for children and young people wherever they live in the county, whatever their circumstances, and whatever their needs.

The CYPP is based on universal entitlements for all children and young people, many of which are already set out in single agency plans. These universal services, such as schools and GP services, are the foundation for the joint work this plan focuses on.

Our commitment to provide consistent and high-quality services runs in parallel with the recognition that children and young people in Ilfracombe may need different services from those in Ivybridge; and those in Holsworthy will need something different again from those in Honiton.

Regardless of who provides a service, what matters is that it:

- is based on the needs of the children, young people, and families
- makes best use of the resources available
- is of the best quality.

We plan to achieve this through joint strategic commissioning.

Some of the ambitions in the document will be realised in the short-term; some will take much longer. That will not prevent us aspiring to them and stating publicly that:

- we want to do the best for every child
- we want all children to have fun growing up in Devon.

We recognise that families bring up children; our job is to support them to do that.

We consulted widely with many children and young people, as well as families, schools and other partners while drawing up this plan.

It is important that children get off to the best start in life and we will be placing more emphasis on early childhood and the vital developmental stage of 0 to 7 years.

We will provide the building blocks for children to achieve in the middle years, ensuring they feel safe and have access to the widest possible range of enriching activities.

For adolescents and young adults we will offer a range of options suited to their needs and aspirations, alongside a rich variety of places to go and things to do.

All the while we must ensure that our children and young people are safe, happy and healthy and able to play a full role in their local communities.

It will take time to realise all of these ambitions. By continuing to establish good practice and sustain the improvements we have been making we can be confident that, in Devon, every child will truly matter.

Cllr John Smith

Devon County Council Executive Member for Children and Young People's Services

Mary Nisbett

Chair Children's Trust Board

Anne Whiteley

Director Children and Young People's Services

Our vision and principles

We feel passionately that all children and young people should be:

- happy
- healthy
- secure

have the confidence to achieve at school and enjoy their childhood.

This should happen regardless of their background. We will fight injustice, promote fairness and provide services to meet the needs of the individual child.

We aim to give each child the best possible start in life, lending a helping hand when needed, as early as we can.

- All children and young people will have the opportunity to enjoy their lives, and to play and learn creatively, so that they grow in confidence and can realise their ambitions.
- We all play a part in improving the life chances of children and we will make the biggest difference by working in partnership with families and communities.
- Every child and young person is an individual; we will listen to them and their families when we plan our services.
- All children and young people, irrespective of their background or circumstances, will be given the opportunity to succeed.
- The needs of children and young people are more important than the needs of service providers.
- All children and young people will feel safe and protected; child safety is everyone's responsibility.

To achieve these aims we will:

- aim for excellence in all we do, and expect nothing but the best from everyone working with children and young people in Devon
- encourage and celebrate the achievements of all our children and young people
- understand the issues facing children living in rural Devon, and do all we can to maximise the benefits and overcome the challenges
- provide continual support, learning and opportunities from before birth until adult life
- identify and commission high-quality services for all children and young people
- recognise the importance of promoting a positive way of life and identifying and resolving issues early
- overcome cultural and organisational barriers to develop high quality, wide-ranging services that meet every child's needs while tackling the unfairness and disadvantage that limit children's life chances
- target resources to meet needs so that practitioners are able to help children in ways suited to each individual
- bring key staff together to provide more effective services.

All children, especially those who are disadvantaged, need our reserved support and commitment so they can build better lives. We must not fail them.

Summary

The CYPP is our plan to improve outcomes for children and young people. It could be seen as the 'plan of plans' as it links in to many of the single and multi-agency plans already being used by partners in Devon.

The CYPP is for all children and young people and includes everything from universal services, such as schools and GPs, to targeted work with children who have particular needs.

All the work we do with children and young people will be judged on:

- the five Every Child Matters outcomes:
 - Be healthy
 - Stay safe
 - Enjoy and achieve
 - Make a positive contribution
 - Achieve economic wellbeing
- our collective capacity to improve.

Agencies supporting children and young people in Devon work together as the Devon Children's Trust. The Trust is a partnership which includes voluntary, independent and statutory organisations. Any reference to 'we' in this plan means the Children's Trust partnership. You can find a full list of the partners on page 9.

Each aim in the CYPP will have a delivery plan which will be the responsibility of a multi-agency project board or reference group. The Children's Trust Executive will be the performance board, and will be responsible for making sure that we achieve the CYPP's aims.

The CYPP aligns with the Local Area Agreement (LAA). One of the focuses of the LAA is narrowing the gap between the lowest attaining children and young people and the rest of the population, by improving the outcomes for the lowest attaining 20% of children and young people.

We will use key delivery mechanisms to achieve the aims of the CYPP. These mechanisms are:

- children's centres
- Extended Services in and around Schools (ESS)
- Integrated Youth Support Service (IYSS).

We have identified the aims of the CYPP through data analysis, external inspections and feedback from children, young people, parents and professionals. The aims clearly link together, so it is not always useful to look at them separately. However, we can show how some of the aims fit in with the five Every Child Matters outcomes.

Aims

Be healthy

- Promoting physical and emotional wellbeing.
- Addressing unfairness in providing health services, particularly for:
 - children with special needs
 - access to the Child and Adolescent Mental Health Service (CAMHS).
- Addressing lack of equality in health services.

Stay safe

- Making sure there is appropriate safeguarding for all children.
- Establishing and sustaining improvements in social care.
- Establishing multi-agency thresholds and using them effectively.

Enjoy and achieve

- Making sure all children and young people have the opportunity to enjoy and achieve.
- Narrowing the gap between the educational outcomes for all children, and those achieved by more vulnerable groups and the lowest attaining 20%.
- Raising the bar - stretching educational outcomes for more able children.

Make a positive contribution

- Improving the public perception of young people.
- Reducing the number of young offenders.

Achieve economic wellbeing

- Making sure that there is good access to a range of opportunities for education and training for 14–19 year olds.
- Increasing the number of 16–19 year olds in education, employment or training.

Priority projects

All these aims link together and some need projects which will mean staff from a range of agencies working together.

- **Supporting and working with parents**
 - We need to develop a strategy which makes better use of current resources. Parents are the most significant influence in a child's life, so parenting affects all of our aims.
- **Developing more things to do in safe places to be**
 - This includes childcare, play and the range of activities which improve the lives of children and young people.
- **Improving access and transport**
 - We need to find ways to improve access to education, training, work and recreation.
- **Reducing bullying**
 - This is a significant concern for children and young people so we are developing strategies to reduce bullying and the fear of bullying, and to support those who have been bullied.

- **Improving housing for young people and families**
 - We need to improve conditions and prevent homelessness.
- **Improving services for children with special needs and support for parents and young carers**
 - We need to join up current services to improve outcomes.
- **Improving life chances for Children in Care**
 - Children in Care do not achieve as well as other children so we want a joined up strategy across all agencies to give them the best chance in life.
- **Reducing exclusions from school**
 - We need to reduce permanent exclusions, as this can be a strong indicator that a child or young person will have poor outcomes in later life.

Enablers

The enablers are the commitments and processes which will help us to achieve the aims of the CYPP. Some are already happening and they need to maintain momentum to help us achieve our aims.

- The participation of children and young people in the decisions that affect their lives.
- A workforce strategy which makes sure that we have the right staff with the right skills.
- Integrated working across partners using common tools and processes.
- Using joint commissioning to make better use of our resources. The CYPP is a high level commissioning document.

The CYPP will be reviewed every year. Some of our aims may be achieved in one year; others may take at least ten years.

Section 1

1. Introduction

Devon's Children's Trust is a strategic partnership. It exists to improve outcomes for children and young people because we believe that this can be done more effectively by us all working together than as single agencies or organisations.

Children are whole people, so effective work is based on their needs and aspirations rather than what any one organisation is responsible for delivering. When the term, 'we' is used, it means the Children's Trust partnership.

We are:

- parents, parent governors and parent carers
- the voluntary and independent sector
- schools, colleges and other learning settings
- East Devon District Council
- Exeter City Council
- Mid Devon District Council
- North Devon District Council
- South Hams District Council
- Teignbridge District Council
- Torridge District Council
- West Devon Borough Council
- Devon County Council
- Devon and Cornwall Connexions
- Devon & Cornwall Constabulary
- Devon and Cornwall Learning and Skills Council
- Devon and Cornwall Police Authority
- Devon and Cornwall Probation Service
- Devon Primary Care Trust
- Northern Devon Healthcare NHS Trust
- Royal Devon and Exeter NHS Foundation Trust
- South Devon Healthcare NHS Foundation Trust
- South West Strategic Health Authority
- faith communities.

To achieve our aims, the Children's Trust partners need to be able to work in a co-ordinated way. The Children and Young People's Plan (CYPP) makes this co-ordination possible.

The CYPP does not set out to include all the work of any organisation. It focuses on:

- aims where high-level priorities have been identified through the Needs Assessment
- aims where joint working is needed.

The CYPP is a summary and is accompanied by:

- the *Needs Assessment for Children and Young People in Devon 2007*
- detailed delivery plans for the outcomes, priorities, and enablers.

Local plans will be developed to respond to different needs and circumstances across the county.

The CYPP relates to all children and young people aged 0-19 and sometimes older living in Devon (not including Plymouth and Torbay), whose needs will be met through the CYPP.

Universal services support all children and young people, with an additional focus for those with specific needs. The CYPP considers the lives of children and young people from all aspects, to make sure that we look at them holistically and in the context of their family and local area. So we have looked at children and young people:

- in life stages - under 7 years old, age 7–13 and age 14–19
- against the five Every Child Matters outcomes
- by priorities which cut across several agencies
- in their local communities.

How have we developed the CYPP?

The highest priorities have been identified through:

- feedback from children and young people gathered in a variety of ways, including:
 - consultation at the Kongomana annual residential weekend for young people
 - meetings with elected representatives of children and young people and other groups
 - online surveys
 - the national Tellus survey by Ofsted
- parent and carer forums
- the Joint Area Review by Ofsted in 2006
- the Annual Performance Assessment 2007
- the Review of the Children and Young People's Plan 2006–2009
- inspections of services and feedback from Government Office South West and the Audit Commission
- the Devon Strategic Framework for Health and Social Care
- task group reports to the Children and Young People Overview and Scrutiny Committee of Devon County Council
- examining data as a whole county, and as towns with hinterlands.

The CYPP aligns and links with other planning and strategic frameworks such as:

- the Sustainable Communities Strategy
- the Local Area Agreement
- the service plans of all Children's Trust partners.

The *Needs Assessment* is ongoing and will, over time, engage an increasing number of local people and practitioners so that it becomes more useful and more used.

Where are we now?

Most children and young people in Devon have good experiences and enjoy their childhood. We know this through feedback they have given about themselves. We also know, through comparisons with similar counties, that many could achieve higher standards than they do now; and that some have low aspirations, or circumstances which prevent them from achieving.

We have looked at examples that support this conclusion such as Children in Care, children living in poverty, young carers and the varying achievement of schools, even after context has been taken into account. The detail of our evidence is in our *Needs Assessment*. We want equal opportunities and we want to raise standards for all. The CYPP is intended to achieve that.

There has been a lot of progress over 2006-2007. Some services were not as good as they should have been, and intensive work has taken place to put this right, sometimes including major restructuring.

We have:

- created Children and Young People Services (CYPS) in Devon County Council, pulling together education, social care and the youth offending service
- addressed concerns raised by the Joint Area Review, particularly making sure that processes in social care are secure for children
- turned six Primary Care Trusts in Devon into one, helping to ensure that services across the county are fair and impartial.

We believe we are now in a better place to do more than we were in 2006.

2. Life in Devon

Devon is loved by many of the 740,800 people who live in it. People move to Devon for its beautiful surroundings and the lifestyle. Conversely, many young people between the ages of 20 and 24 move away, possibly for different employment opportunities and a taste of different cultures. Many return when they are older; perhaps with children of their own.

Devon has a huge 7,963 mile road network covering its 2,534 square miles. However, access to work, leisure and services is often limited, especially for young people, because a car is often needed. In some areas, most noticeably the north and west, the population is sparse with small numbers spread over large areas. This creates challenges in accessing services, leisure, training and employment. Even getting to school can take a long time each day.

Devon has a small but increasing black and ethnic minority population. Data does not show underachievement, but as a minority group there can be cultural difficulties. Not all services are adequately prepared to meet the needs of people who do not have English as a first language.

Devon has very low levels of unemployment combined with low average wages; it has been described as the 'comfortable armchair of ambition.' There are many small to medium sized employers but few big ones. Seasonal work is common and this affects income and the amount of families taking term-time holidays.

There are areas of deprivation right across Devon with Exeter and northern Devon being the most marked. The small numbers that occur in most communities can mask real difficulties and make them hard to address. There are also significant differences across the county. A child born now in one community is projected to live for 18 years longer than a child born in another community. This difference cannot be justified or allowed to continue.

Under 7 years

There are more than 6,000 babies born each year in Devon - 6.2% are to teenage mothers, one third of whom smoke. Breastfeeding initiation rates are similar to the national rates, but with considerable variation across the county.

Research consistently shows the importance of the best possible start in life. For most of us, our life opportunities are already largely determined by the age of 18 months. This is mainly because of the imprints on brain development and their impact on our ability to form relationships.

Strong indicators of life chances are:

- smoking, substance misuse and alcohol consumption by mothers during pregnancy
- breastfeeding
- immunisation
- poor communication skills
- neglectful, harsh or violent behaviour in the family in the early months of life
- poverty - the links to shorter life expectancy, accident rates and getting no qualifications are well established.

We want to be proactive, so that problems are prevented, and to be swift and effective in addressing issues that do arise. We must find ways to support parents together, and many aspects of the CYPP reflect this. Children's centres are developing across the county, to provide integrated services for children under five and their families; with different models reflecting the different needs of communities. A few are 'one-stop shops' with services provided largely at one site; more are likely to be based on outreach, spreading services across large areas with small numbers. Children's centres are the key to providing joined-up and co-located services for families with young children to help us to address issues as early as possible.

Most young children (97%) attend pre-school. Education for 3 and 4 year olds is provided by a mix of a voluntary sector, schools and private providers. There are differences in the type and quality of provision. Childcare is less accessible, particularly in rural areas, and it is often given as a factor in limiting employment possibilities, which then links to poverty. Low numbers can make pre-schools in villages difficult to sustain.

7–13 years

Devon has 365 schools which vary in size, from primary schools with fewer than 20 pupils to some of the largest secondary schools in the country. They are mainly valued by parents, who are largely loyal to their local school. Devon County Council has supported the principle of local schools for local children, for community and environmental reasons, for many years. There are good partnerships among many schools, who work together in a variety of ways. Most notable are the geographical groups around a market or coastal town. These are well-established and have been known since 2004 as Local Learning Communities. They reflect the standard pattern of a secondary school and its partner primary and special schools working together.

The nationally planned school building programmes, Building Schools for the Future and the Primary Capital Programme, will be a stimulus for a rethink of our vision for the role of education in the life of the child, the family and the community.

Special schools are increasingly supporting children and staff in mainstream schools, and enabling children with special needs to attend their local school full or part-time. There is an uneven spread of special schools across the county which means that currently too many children have to travel long distances. This can include out-of-county and independent provision. Many children who attend special schools have limited opportunities to engage with activities in their local communities.

A rich mix of play and other activities are available, provided by a range of organisations. This includes specialist clubs and societies which may be for the whole community or be age-specific - such as drama groups, bands, sports clubs and uniformed groups. These add hugely to the opportunities for children and young people. They also contribute to developing continuing community cohesion; providing common ground for those who might not otherwise meet, work and play together. There are many types of providers, and what is available varies with place and the strengths and interests of communities.

There has been a concern, not easy to demonstrate from the data, that there is a lack of aspiration in Devon; so that people, including children and young people at school, are not very ambitious. Many young people go on to university and results are generally above national averages, but head teachers and others talk of the low aspirations of parents

which affect their children. School inspectors talk mainly of happy schools with satisfactory, and frequently good, standards.

14–19 years

The number of young people going into employment, education or training at 16 years old is high: around 94% compared to 92.3% nationally. However, a greater number leave education at 17 than is desirable and too many young people are in jobs without training.

Provision is through schools, colleges of further education and work-based learning. When teenagers are making choices they are often limited by what is available locally, unless they want to pursue mainstream subjects. We are developing partnerships to widen opportunities at 14-19. Choice is affected by:

- geography
- the confidence of the young person
- transport
- the demand for particular courses (whether they are economically viable or not)
- the expertise and equipment available.

Developing an effective and appropriate curriculum for young people aged 14-19 is a big challenge in Devon. Plans to improve this must include vocational opportunities and work-based learning, which are developed under the Achieving economic wellbeing outcome.

Children in the care of Devon County Council are not achieving well; which reflects the national position.

In 2005/06 at the end of key stage 4 (age 16) 58.25% of all children achieved five A*-C grade GCSEs. For Children in Care it was 9%, compared to 14.7% for our statistical neighbours. A variety of reasons contribute to this. Urgent work is in hand to address this unacceptable situation, but it is a long-term task.

Levels of crime are low in Devon and most children feel safe, but the fear of crime remains among the wider population. Like their peers across Britain, young people are often the victims of crime when it does occur. There is a distinct link between being excluded from school, low achievement and crime. In recent years the number of temporary or permanently excluded pupils has grown significantly. The figures for 2006/07 show the highest proportion are in the early years of secondary school (key stage 3), but also with high numbers of children with statements of special educational need, or who are in care, or both. Being permanently excluded from school affects someone's whole future and is a significant indicator for a poorer life. Devon County Council, schools, colleges of further education, and other partners are working hard to find ways to reduce the number of exclusions and their effect.

Education funding for Devon children is at a lower level than for most of the children in the country: Devon currently ranks 146 out of 149 local authorities for funding. Transport costs are high; with home to school transport costing £20.5 million per year alone, and travelling around Devon takes time which costs money for everyone.

Affordable housing is a major challenge and many families struggle to find an appropriate place to live. In some areas homelessness is a particular risk for vulnerable young people. Like exclusion, the lack of an appropriate home has knock-on effects for all aspects of

people's lives.

There are specific issues as young people move to adulthood, particularly for young people in care and with special needs. This transition needs good links between those working with adults and those working with young people to give support on difficulties such as housing.

3. Sustainable communities

The **Devon Strategic Partnership (DSP)** provides the overview for the whole of Devon and everyone who lives and works here, and children and young people are an important part of that. The vision and priorities of the DSP for a Sustainable Communities Strategy have been agreed as:

Vision

We want Devon to be England's greenest county, with strong local communities which are prosperous and welcoming with an excellent quality of life and a sustainable future.

Priorities

Improve the quality of life for everyone in Devon by:

- supporting our county's world class natural environment, our built environment and cultural heritage to improve the look and feel of the places where we live
- working to ensure strong, prosperous and inclusive communities with a sustainable and vibrant future
- creating the conditions to enable Devon to have a strong and growing economy, and ensuring maximum opportunities are available for everyone to contribute to and benefit from it
- ensuring the availability and balance of appropriate housing
- inspiring our county's young people to achieve their best and supporting them in tackling the issues that concern them most
- promoting health and personal wellbeing for all so that people are as healthy as possible
- tackling behaviour that intimidates, hurts or offends people in Devon.

Cross-cutting themes

- Value diversity, using equality of opportunity for everyone as a guiding principle.
- Improve accessibility to the services and opportunities people want and need, taking into account demographic change.
- Address the challenges and seize the opportunities of climate change, and reduce our impact on the environment.

The DSP links to the Local Strategic Partnerships based on each district council area.

4. The Local Area Agreement - Narrowing the Gap

The **Local Area Agreement (LAA)** is a wider partnership plan based on a three year agreement between a local area and central government. It describes how local priorities will be met by local solutions while contributing to national priorities. It is led by the Devon Strategic Partnership and has four themes:

- children and young people
- safer and stronger communities
- healthier communities and older people
- economic development and the environment.

All four are important for children and young people and the LAA is joined with the CYPP wherever there is common ground. The main focus for children and young people is through the **Narrowing the Gap Programme**.

National research and our own analysis of Devon identifies that one of our greatest challenges is narrowing the gap in opportunities and outcomes between most children and young people, and those that are most vulnerable or underachieving. It is focused on improving outcomes for the lowest achieving. This covers every outcome, and will affect every aspect of a child's life and the community they live in.

Inequality is starkly indicated by the difference in life expectancy. A child born now in one Devon community is projected to live up to 18 years less than a child born in another.

Research¹ shows that the first 18 months of a child's life have a significant impact on life chances. For us to make a real difference to the lives of children and young people, and to break generational cycles, we must be proactive. Once a child has passed three years old any remedial action is, generally, more expensive and less effective.

Generally attainment continues to rise in Devon, but it is rising more slowly for the lowest attaining 20% of the population and so the gap between this group and others is growing.

The children and young people affected are most likely to be the most vulnerable. See page 36 for more information on narrowing the gap.

Narrowing the Gap Programme

The programme will be delivered through linked strands.

- The Children and Young People's Plan will address key areas across Devon.
- Detailed evidence will be drawn from a project which focuses on a market town and its hinterland and:
 - looks at pre-birth and onwards
 - looks at family
 - looks at community
- identifies families at risk of underachieving and works with them holistically through joined-up resources rather than separate agencies -this will need freedom to work

1 *The Hand That Rocks the Cradle* By George Hosking available at www.wavetrust.org/WAVE_Reports/The_Hand_Full

- innovatively and flexibly
- analyses and builds on known good practice locally and nationally
- agrees plans to make the difference and implements them, reconfiguring services where appropriate
- uses this as research in practice to inform future steps.

A national Narrowing the Gap programme focuses on the 3–13 age group and sharing good practice, and will be used to support wider objectives.

By working through the Local Area Agreement we can link our contribution to all the elements of sustainable communities in Devon, including housing, environment, transport, policing and employment. Linking the CYPP and the Local Area Agreement together enhances both plans.

5. Joint working geography

Life across Devon varies considerably. Pages to be inserted provide a snapshot of Devon across the district council areas. The Children's Trust is working towards equal opportunities based on local solutions.

One historic difficulty was that different agencies had different organisational boundaries. It is a considerable achievement that agreement has been reached for matching area boundaries across partners including Devon PCT, Devon County Council, Devon and Cornwall Constabulary, head teacher associations, children's centres and GPs, to support the practicalities of joint working. There are some slight variations but broadly there is alignment, with:

- one Devon
- three areas
- eight district council areas
- 19 AXS clusters
- 28 towns and Exeter
- 33 learning communities.

This map shows some of those levels of management and governance. Cross-boundary working continues in the interests of the children and young people who need it.

<map image here>

Integrated working will develop greatly over the life of the CYPP and will be appropriate to the level of need. There will be local hubs using children's centres, schools and other locations, according to what works best locally.

Over the next fifteen years there will be major revision of school buildings. All the secondary schools, special schools and many primary schools will be remodelled or rebuilt. This is a tremendous opportunity to support partners in working together, and will help us to make best use of capital resources to improve outcomes and provide services as close as possible to where people live.

6. A snapshot of Devon

<map and data here>

7. Every child's future matters

We are fortunate in Devon to have a fantastic natural environment. Devon County Council has led a campaign to make sure that Devon is England's greenest county, and there is a growing sense of responsibility for ensuring this. The future of our environment is particularly important for children and young people and caring for it needs to be part of all our lives. Our achievements and our enjoyment of life are, for good or ill, bound up with our environment, with our homes, our streets, the air that we breathe and our landscapes.

Making sure that our work supports a sustainable future will thread through the work of the Children's Trust. During the first year of the CYPP we will develop ways, in line with the LAA, to address the areas which most affect children and young people.

We can separate our efforts into:

- how we behave as organisation
- how we influence children and young people's understanding.

Some examples are:

- where we work with children and young people
- introducing programmes to encourage walking and cycling
- where we can influence the factors that will affect them
- reducing the pollutants that affect their wellbeing
- where we can influence schools and other buildings
- making them more energy-efficient
- where we can have a holistic view that links enjoyment of the outdoor environment with awareness of sustainability and developing good citizenship
- as set out in Changing our Futures, a handbook for schools produced by DCC and partners.

We think that the relevant indicators are:

- how children travel to school
- amounts of CO₂ per capita
- air quality (amounts of NO₂ and PM₁₀)
- the number of children killed or seriously injured on the roads.

8. Resources

The joint resource in Devon dedicated to services for children and young people comes to approximately £750 million. There are also many contributions which appear under other budgets, which contribute to work with children and young people but are not easily counted. For example, a proportion of the time of neighbourhood police officers, planning officers and GPs.

A key role of the Joint Commissioning Team, established during 2007/08, is to identify the need, the resource needed to meet that need and to help co-ordinate a better match between the two.

One example from 2007 is the progress made in identifying **children and young people with special needs** and the support they receive. We have currently identified approximately **4,000 children** with special needs and an investment of **£42 million**. This major piece of work means that, for the first time, we can have more confidence in what we know, and what we can do about numbers, spend and activity. Conversations with parents of children with special needs continue to help our understanding and planning.

We are still largely at the stage of questioning data and probing detail. This figure only includes direct costs, however it does, provide a reasonable basis for future commissioning. Further review of our use of resources, with the aim of improving outcomes by targeting, pooling, and investing or disinvesting intelligently, will build on our current position.

Joint commissioning is how we will support the delivery of the CYPP's aims. The **Area Based Grant** is money given to Devon County Council by the Government which was limited in use, but now has more flexibility.

We are, in the main, taking the first year of the CYPP to:

- build on our analysis of resource and need
- mitigate risk that could arise from withdrawing funding from any area
- shape our future work confidently.

More details of resources are in the delivery plans which support the CYPP.

One continuing area of concern is the relatively low level of **Dedicated Schools Grant** we receive from the Department of Children, Schools and Families (DCSF). The grant provides the total funding for all schools, and Devon's share only allows us to meet just over 70% of our own assessed needs of the schools in the county. This is a significant risk to achieving the aims of the CYPP.

Early childhood is the basis for life chances and we know that by supporting a good start in life we can make a difference to narrowing the gap. The development of children's centres to provide joined up services across the whole of Devon by 2010 is a key building block. This is both a capital building programme (£13 million over three years) and the beginning of a new way of working. The current model of an individual service provider is moving to a model of joint commissioning based on need and best value.

We will review how current investments in early childhood are made to ensure that most effective use is made of the resource, including maternity and public health programmes. In addition work is in progress to:

- equalise the funding for early years education across sectors
- increase investment in supporting families with young children
- deliver specific initiatives such as:
 - Every Child a Reader
 - Every Child a Counter
 - National Year of Reading.

9. How the plans fit together

<plan diagram here>

10. Key delivery structures

There are three county-wide frameworks which are the key delivery mechanisms the Children's Trust will use to achieve the aims of the CYPP.

- Children's centres.
- Extended Services in and around Schools (ESS).
- An Integrated Youth Support Service (IYSS).

All three promote and establish models for integrated, multi-agency services which can provide universal and personal support to children and families.

<key delivery structure image here>

Children's centres

Reference group **Early Years Strategic Partnership**

Children's centres, which will be available throughout the county by 2010, are aimed at parents and carers with children under 5 years old. They have a co-ordinating role in ensuring services are accessible and coherent. The core services include:

- **early years provision**
integrated early learning and childcare
- **social care**
family and parenting support
- **health services**
midwifery, health visitors and speech and language therapists
- **Jobcentre Plus**
employment service, to help parents into work
- **Children's Information Service**
information, advice and assistance for parents.

We have established 31 children's centres so far. Investment in the centres, and the way they develop, varies in proportion to the need and the local area.

Key indicators are:

- children's development as measured by the Foundation Stage Profile
- attainment of lowest achieving children
- the reach of the centre to the most vulnerable groups including teenage parents, workless households and lone parents
- parental satisfaction
- health indicators, such as percentage of children living in a workless household.

Extended Services in and around Schools (ESS)

Reference group **Extended Services in and around Schools Project Board**

There is an ESS core offer which provides a framework for developing services to be accessed through schools, either on the school site or by signposting.

- **High quality childcare**
especially for the primary phase and children with special needs.
- **A varied menu of activities**
including study support and things that are fun to do.
- **Parenting support.**
- **Swift and easy access**
to a wide range of specialist support services such as speech therapy, Child and Adolescent Mental Health Services (CAMHS), family support services and sexual health services.
- **Providing wider community access to facilities.**

Key indicator and target

By 2010 all schools will provide on-site access to the core offer, or provide signposting to places where elements of the offer are available.

Integrated Youth Support Service (IYSS)

Reference group **Integrated Youth Support Service Board**

The IYSS combines youth services (voluntary and Devon County Council), education welfare, Connexions and youth offending services in universal and targeted work with young people. IYSS has four main areas of activity:

- access to good information, advice and guidance
- positive activities for young people - things to do, places to go
- volunteering
- targeted youth support to achieve earlier intervention, built on a clear picture of need and personalised packages of support.

Key indicators

- Young people's participation in positive activities.
- The number of first time entrants to the Youth Justice System aged 10–17.
- Substance misuse by young people.
- Number of 16–18 year olds not in education, employment or training (NEET).
- Under 18 conception rate.

11. Managing risk

This section identifies the high level risks to be managed by the Children's Trust. Each area of the plan will have a similar section in its delivery plan.

Resources

Risk

Resource constraints are part of delivery. There are several factors.

- Commissioning to meet need means decommissioning and could result in:
 - instability
 - low morale
 - unforeseen consequences.
- Low levels of funding to schools from the DCSF may mean:
 - instability
 - loss of capacity.
- Short term funding, particularly through grants, pilots and national initiatives may mean:
 - instability
 - low morale
 - expectations are raised amongst users and then support is reduced
 - action follows money rather than need.
- Efficiency savings expected of all public bodies are challenging to achieve and may also have these effects.
- Flexibility of the Area Based Grant gives opportunities, but may also have any of these effects, and could be moved out of the children and young people's sector entirely.

Action

Review, analysis and action by all partners to mitigate these risks.

Governance and accountability

Risk

The governance of the work of the Children's Trust is complicated and still evolving.

Performance management and decision-making may:

- lack clarity
- lack rigour
- become tortuous.

Action

Review during 2008/09 starting with a development day on 10 June 2008. This will be supported by a national review of Children's Trust governance.

Turbulence

Risk

Partners find it difficult to focus on outcomes because of instability and uncertainty created by:

- structural changes which continue for most partners
- Boundary Committee proposals which will create further change
- resource factors
- new national initiatives.

Action

A clear and sustained focus on joint vision, priorities and performance as the CYPP is developed.

12. Managing performance

The CYPP is a 'plan of plans' in a very complex multi-agency, multi-faceted environment. Performance management of the CYPP needs a robust system to make sure that we all do what we say we will do, and take action when there is a problem. Naturally, we will have to monitor and take action jointly.

Every aspect of the CYPP links together so none of it can be seen in isolation. This 'star' diagram shows that every priority links to every outcome and that all the priorities and outcomes link to each other.

<star diagram here>

This interdependency is one of the basic principles of Every Child Matters. For example, it is not possible for a child to learn to the best of their ability if they are hungry or frightened. The performance indicators under the five outcomes focus on certain aspects in the knowledge that all of the five outcomes rely on each other.

Some groups which are critical for us, such as Children in Care and children with special needs, are shown in the CYPP as:

1. a priority area in their own right and
2. as a part of other priority areas.

This is to make sure that we focus on them specifically and include them in every priority.

This all makes performance management complicated, and it is the role of the Children's Trust Executive to maintain an overview. The Executive will act as a programme board for delivering the aims of the CYPP, and will be held to account by the Children's Trust Board.

The Children Act 2004 established partners who have a duty to co-operate to achieve the ambitions of Every Child Matters. In Devon these partners have been organised through the Children's Trust, which also includes partners beyond those designated under the Act, such as the voluntary and independent sectors, schools and parents.

Devon County Council is defined as the children's services authority with the responsibility to lead the partnership. It is ultimately held responsible for the partnership's success through the Director and the lead member for Children and Young People's Services.

The member organisations of the Children's Trust have different cultures, governance arrangements, inspection regimes and priorities. They are, however, bound together by their common ambitions for children and young people. The governance arrangements continue to develop.

Currently they are:

An overarching commissioning group at chief officer level

- Agrees the strategic direction of travel and large scale resource shifts or allocations (these may also need sign-off by incorporated bodies such as the County Council or the Primary Care Trust).

Children's Trust Board

- Provides stakeholder engagement and leadership in setting the strategic direction.
- Influences, challenges and supports partners in their role in achieving the vision and principles of the CYPP and delivering its aims.
- Reviews action to be taken as a result of challenge from the Overview and Scrutiny Committee and arising from other reports.
- Acts as champion for children, young people and their families.
- Provides the link to the Devon Strategic Partnership.

Children's Trust Executive

- The delivery and programme board for the CYPP.
- Receives reports, based on the high-level detail in the CYPP, with exception reporting which alerts the Executive when problems arise that need joint action or shared knowledge to address.
- Agrees appropriate responses to the reports.
- Is held accountable by the Children's Trust Board for achieving the CYPP.

Children's Trust Local Planning and Implementation Partnerships (CTLPIPS)

Their role is developing, we anticipate that they will be responsible for:

- local needs analysis and work plans which will be delivered with pooled or aligned budgets
- participation of children and young people in joint local planning
- joint local delivery of the CYPP
- contributing to the CYPP
- providing a link to the Local Strategic Partnerships.

Partnership delivery boards or reference groups

- Develops and delivers a designated aspect of the CYPP through a detailed work programme which contains clear actions, the outcomes anticipated, and performance indicators.
- Monitors, analyses and reports on progress to the Children's Trust Executive and Board to an agreed schedule.

MARS

All this will operate to the agreed Monitoring, Analysis and Reporting Schedule (MARS).

During 2008/09 more, and increasingly qualitative, measures will be developed which will complement quantitative data to provide more rounded information.

Performance indicators are largely those in the National Indicator Set. They will be tracked as part of MARS using trends, baselines and benchmarking with national and statistical neighbours.

Section 2 five Every Child Matters outcomes

1. Be healthy

Lead Officer **Ian Tearle**

Reference Group **Healthy Child Reference Group**

Key links **parenting, children with special needs**

Where are we now?

There is good practice in Devon which improves the health outcomes of children and young people and extends their life expectancy. It works through life phases.

- Pre-birth.
- Antenatal.
- Infancy and early years.
- Childhood.
- Adolescence to adulthood.

This is an investment for the future health of the population. Interventions to improve health and wellbeing in childhood have a positive effect right into old age.

Inequalities continue. At its most fundamental level this is represented by higher infant mortality among lower socioeconomic groups. Maintaining a focus on addressing key risks is essential to promoting positive health.

Inequities in resources were identified in the Annual Performance Assessment 2007 and are being addressed. This is being aided by the establishment of a single Devon Primary Care Trust which is working in partnership with Devon County Council and other organisations. We are developing a single strategic approach to support children, young people and their families to develop good health, and we are providing quality treatment and care when they have specific health needs.

What are the key objectives?

We are giving particular attention to vulnerable children, such as children in care, who are most likely to experience the worst health outcomes.

- In early childhood we want to see:
 - a healthy lifestyle during pregnancy and birth
 - breastfeeding continuing until the child is at least six months old
 - parents and carers able to manage risks
 - a good take up of immunisation programmes.
- For school-aged children we want to see:
 - that they can make healthy decisions, particularly for physical activity and healthy eating
 - healthy decisions lead to them becoming active young people at a healthy weight
 - increased emotional wellbeing
 - reduced substance misuse.

- For adolescents we want to see:
 - that they have easy access to effective services tailored to their needs
 - that they are managing risks with alcohol, drugs and sexual health.
- We also want effective public health programmes, complemented by appropriate and accessible healthcare and treatment. These will include services for:
 - children and families where there is hidden harm from substance misuse
 - child and adolescent mental health (CAMHS)
 - children with additional needs, including learning and physical disabilities, and their families
 - children who are ill and need hospital services.

What are we doing?

A wide range of initiatives are in place, many of which are multi-agency, including:

- putting in place a Devon Child Health Promotion Programme which includes a single Family Health Needs Assessment to use with all families with newborn children
- integrating public health nursing teams to work to the AXS cluster populations and co-locating them where possible with other children's services, for example in children's centres and on school sites
- producing and putting in place new joint strategies for improving physical activity, reducing obesity and improving sexual health
- rolling out the Social and Emotional Aspects of Learning programme across the county
- recruitment to the Healthy Schools programme, including implementing the National Institute for Health and Clinical Excellence (NICE) guidance on school-based alcohol intervention, obesity prevention, and promoting the mental wellbeing of children in primary schools
- improving support to young carers
- systematically identifying and addressing inequities and establishing a system of co-ordinated care - paying particular attention to access to services for children with learning difficulties and disabilities and Child and Adolescent Mental Health Services (CAMHS)
- community-based activities with licensees and parents to reduce under-age drinking
- implementing Devon's Young People Substance Misuse Plan.

What are we going to do in 2008-2009?

- establish and sustain the actions we have already started to make sure that there is an impact on outcomes through better multi-agency working
- increase public health capacity by appointing a new consultant whose work will include supporting the Children's Trust and the Local Safeguarding Children Board
- develop Devon's strategy to reduce the misuse of alcohol by young people.

How will we know we are making things better?

We can look at and measure:

- emotional health of children
- weight at birth – percentage of children born weighing less than 1500g
- prevalence of breastfeeding at 6–8 weeks from birth
- obesity among primary school children in year 6

- children and young people's participation in high-quality PE and sport
- conception rate for under 18s
- effectiveness of the Child and Adolescent Mental Health Service
- services for children with disabilities
- attendance and admissions of children and young people at acute hospitals.

2. Stay safe

Lead Officer **Kevin Peers**

Reference Group **Local Safeguarding Children's Board (LSCB)**

Key Links **parenting, Children in Care, bullying**

Where are we now?

Keeping all children and young people safe and free from harm is everyone's responsibility. Our responsibilities as a Children's Trust extend across the range of universal to targeted services, from promoting awareness, information and advice, through prevention, to specific responsibilities for vulnerable children. Links with other partnerships such as Safe and Sound Devon, and Devon County Council's Adult and Community Services are particularly relevant.

Children who are being abused or bullied, or simply left to look after themselves, are unlikely to be as healthy or to achieve at school to the same level as children who are properly cared for. Staying safe is fundamental to wellbeing.

- In any classroom 2-4 children are likely to be living in a home where domestic abuse takes place.
- Many children live with parents who misuse substances.
- Many infants miss their developmental checks and immunisations, despite reminders to parents by health service staff.
- Children and young people consistently report bullying or fear of bullying.

The statutory responsibilities in *The Children Act 2004* apply across all sectors, agencies and organisations working with children and young people. Collectively and individually as organisations or places where things happen, we are **all** responsible for safeguarding children and promoting their welfare; and this means **all** children, with a particular focus on the vulnerable. Parenting, and the mental and physical health and wellbeing of parents is also critical. So it is important to have close links with services to adults.

The Local Safeguarding Children Board (LSCB) provides the focal point. It has spent 2007 developing and preparing for new statutory responsibilities, including private fostering and safer recruitment practice, and establishing the Child Death Review Panel.

We have made great improvements in our processes for securing the safety of our most vulnerable children. Driven by criticisms in the Joint Area Review 2006, we have concentrated on getting the basics right, such as making sure that:

- all Children in Care are allocated to a qualified social worker
- Initial and Core Assessments are completed on time
- children and families get a timely response.

The significant progress made since December 2006 was recognised by Ofsted in the Annual Performance Assessment in November 2007. Improvements must now be fixed, and sustained as normal practice which we can build on.

The key will be effective information sharing and action planning to support early intervention wherever possible. Then issues will not escalate, and we can make the best use of the collective resources available.

What are the key objectives?

We want to

- use a range of measures to make sure that all children and young people have safe environments at home, at school and when they take part in activities
- make sure that parents and carers have access to a range of information and advice through universal settings such as children's centres
- deliver a co-ordinated programme to tackle all forms of violence including, bullying, domestic violence, child abuse and violent crime, through the renewed LSCB business plan
- set in place and sustain the improvements in social care so that we achieve at least a 'good' rating in the Annual Performance Assessment
- put in place and use multi-agency thresholds effectively giving staff a clearer understanding of roles and responsibilities in decision-making, so that interventions with children and families are timely and suitable for the level of assessed need.

What are we doing?

- The work of the LSCB has been reviewed and evaluated and it now has a refreshed business plan and revised governance.
- Programmes such as INSTEP and SEAL have been sustained and are promoting safety awareness to children in school.
- Devon County Council has:
 - invested in family support through Home-Start as a Devon-wide prevention service
 - established improvements in social care practice - performance indicators show sustained improvement in timeliness of interventions and work management
 - established a Performance Management Board which reviews safeguarding activity and performance each month and takes appropriate action
 - established systems and processes to improve quality in a culture of performance improvement
 - established clear lines of accountability.
- We have developed, tested and evaluated the new multi-agency threshold tool, trained over 200 professionals to use it, and are now putting it in place through the AXS pathways.
- We have set up a threshold unit on care to make sure that our decision-making and the advice we give to professionals is consistent
- We are providing extensive multi-disciplinary child protection training.

What are we going to do in 2008-2009?

- Extend awareness, information and guidance through the parenting strategy.
- Develop approaches to resilience and safety through SEAL, school travel plans and the INSTEP programme.
- Sustain improvements in social care practice and performance.
- Achieve the aims of the LSCB development and business plan, including the work of the Child Death Review Panel.
- Extend e-safety measures for children in care to all our foster carers through the South West Grid for Learning.
- Improve safeguarding through training, performance management and commissioning. (Part 8 review)

How will we know we are making things better?

We can look at and measure:

- percentage of children and young people who feel safe
- timeliness of initial and core assessments
- allocation of social workers to children in care
- reports of Independent Review Officers
- number of Children in Care permanently excluded from school
- number of domestic violence and abuse incidents
- placement stability of Children in Care placed more than 20 miles from home.

3. Enjoy and achieve

Lead Officer **Judith Johnson**

Reference Group **Learning and Achievement Board**

Key Links **Achieve economic wellbeing (for young people aged 16+), things to do in safe places to be, Children in Care, children with special needs, parenting**

Where are we now?

For children to learn successfully and achieve they have to enjoy life and live in an environment where they feel safe and cared for. This environment extends beyond school and settings; into their homes, their communities and the wider world they live in and draw their experience from.

We nurture and support opportunities for achievement through a range of means and possibilities, so that children and young people can find their key to personal success. This can be through the arts, sport, technology or activities which involve experiencing the urban, rural, coastal, moorland, built and historic environments Devon offers.

We are firmly committed to achievement in the broadest sense, beyond the narrow range of academic performance measures and targets and we value education where enjoyment and learning are hand-in-hand.

Although we may not be able to measure enjoyment, we recognise and emphasise the value of a varied range of activities in and beyond the classroom. As in other outcomes the individual's experience may depend on where a service is delivered, particularly for children and young people with additional needs. Further work is needed to make good practice equal across the county.

What are the key objectives?

We want all children and young people to be:

- successful learners, who enjoy learning, make progress and achieve
- confident individuals who are able to lead safe and healthy lives
- responsible citizens who make a positive contribution to society.

Success for children and young people will be built on:

- positive attitudes and attributes, so that they are determined, adaptable, confident, creative and enterprising
- personal skills, including literacy, numeracy, ICT, thinking and interpersonal skills, which are transferable and enable children and young people to survive, thrive and contribute to society
- knowledge and understanding of the world they live in and the forces which shape and influence the world.

What are we doing?

- We are supporting and encouraging children and young people to be self-determined learners through:
 - pupil-centred planning
 - supporting each other and learning with each other, through collaborative approaches, such as those in Local Learning Communities
 - exploring and trying new approaches to supporting and leading learning.

What are we going to do in 2008-2009?

- We will agree an entitlement for all children and young people so that everyone has the opportunity to enjoy and achieve in the widest sense.

How will we know we are making things better?

During 2008/09 the Learning and Achievement Board will focus on activities which are more difficult to measure. They will work to identify, promote and celebrate ways to enrich lives through creative and inspiring opportunities.

Other aspects of Enjoy and Achieve

We have established two broad areas of activity to ensure children and young people achieve more towards their potential - a concept which we believe has no ceiling.

1. **Narrowing the Gap**
and
2. **Raising the Bar**

1. Narrowing the Gap

Narrowing the gap focuses on making sure the lowest achievers reach their potential. This extends to their whole lives through the all the ambitions in the CYPP and in the Local Area Agreement. This section looks at narrowing the educational gap.

Narrowing the gap between the educational outcomes for all children and young people and those achieved by more vulnerable groups and the lowest attaining 20%

Where are we now?

Generally achievement and attainment continue to rise in Devon. However, we know that there are groups of children and young people who are at risk of marginalisation, exclusion and underachievement, and that there is a gap between those who can take advantage of support and services and those less equipped to do so. Rates of academic achievement are lower in the lowest attaining 20% so the gap grows.

Those at risk of underachieving are the most vulnerable children and young people. Nationally this group includes children and young people who:

- are from poorer socio-economic groups
- are in care or leaving care
- are carers
- have disabilities
- have special educational needs
- are teenage parents
- are excluded from school
- have poor records of attendance at school
- are from ethnic minority backgrounds
- are young offenders
- are at risk of significant harm
- live with vulnerable adults.

For Devon we can add children facing rural isolation, and children who are ill for an extended period. So far our information does not indicate lower outcomes for children from minority ethnic backgrounds, with the exception of traveller families. The risk of underachieving increases when a child or young person is faced with a combination of these circumstances.

We know that:

- Foundation Stage Profile results at age 5 have declined in the past two years in relation to the national average and our statistical neighbours
- at age 16, the outcomes for Children in Care remain low compared with the national average, and poor when compared to all children
- the lowest attaining 20% of pupils consistently make less progress than their peers
- the number of permanently excluded students in secondary schools has risen in the past three years
- rates of attendance are too low at secondary level, particularly at certain schools.

Our information currently only applies to children in the maintained system and does not include children educated at home or children in the independent sector, unless their place has been purchased by Devon County Council.

What are the key objectives?

We will

- reduce the gap between the lowest attaining 20% and the rest
- improve the progress rates of the lowest attaining 20%
- improve the outcomes for Children in Care to bring them at least in line with national expectations
- improve rates of attendance, and reduce numbers of pupils with persistent absence, particularly in priority schools
- promote the joy and importance of reading.

What are we doing?

We are

- identifying what the issues are and where they are, and using our resources to support progress, attendance and inclusion
- running a dedicated three year project for raising the attainment of Children in Care
- focusing support on schools with significant numbers of the lowest attaining 20%
- using a planning and monitoring framework to improve the experience of children with special needs in mainstream schools.

What are we going to do in 2008-2009?

Alongside sustaining current work we are developing a Local Area Agreement to activate a greater range of resources to narrow the gap in all respects see page 17 for more details.

In addition we will:

- develop the role of Local Learning Communities (LLC) as commissioners of support services to meet the needs of the most vulnerable and address underachievement
- identify and share good practice in schools where achievement across the attainment range is consistently high

- target support to areas of disadvantage and low performance and develop multi-agency training and support, particularly in the early years
- further develop the highly successful Every Child a Reader programme and introduce Every Child a Counter
- give additional support where needed to improve outcomes from early childhood
- ask Devon County Council School Improvement Partners to focus on the progress of vulnerable groups of pupils
- make sure children and young people benefit from a successful bid to Playing for Success, made in partnership with Exeter City Football Club.

By 2011 at the latest we will have an effective system to identify children at risk of failing, for whatever reason, at an early stage, and to put in place appropriate support plans.

2. Raising the bar stretching educational outcomes for more able children

Where are we now?

At ages 7, 11 and 14 children and young people in Devon achieve broadly the same as those living in similar places. However at age 16, and at the higher levels of attainment at all ages, we do not compare as well.

What are the key objectives?

We will

- improve the proportion of pupils attaining Level 3 at key stage 1 (age 7) in reading, writing, maths and science
- improve the proportion of pupils attaining Level 5 at key stage 2 (age 11) in maths and science
- improve the proportion of pupils attaining Level 6 at key stage 3 (age 14) in English, maths and science
- improve the proportion of pupils age 16 attaining five A*-C grade GCSEs and five A*-C grade GCSEs including English and maths
- make sure that all gifted and talented children and young people have the opportunity to achieve their potential.

What are we doing?

We are focusing on children attending maintained schools and the education of pre-school children.

Those who have a lead responsibility for raising standards and are supported by Devon County Council are:

- Primary National Strategy Consultants who are working with schools
- Gifted and Talented lead teachers who are being trained
- School Improvement Partners who are being used to focus attention
- specific schools who are targeted with support and challenge.

What are we going to do in 2008-2009?

In addition to sustaining current work we will:

- make sure children with additional needs will have access to the Early Support Programme in their pre-school years

- we will fully implement the School Improvement Partner programme from April 2008, with a clear focus on supporting and challenging schools to make sure that consistent progress across the attainment range is a common goal
- identify and share good practice where high achievement is consistent for high attaining students
- identify coasting, where pupils are underachieving, in schools and work together as a priority to challenge and support this
- identify schools to work together as a priority for literacy and numeracy support
- make sure that school monitoring and tracking systems are fit for purpose to identify high achievers and ensure they make appropriate rates of progress.

Narrowing the Gap and Raising the Bar

How will we know we are making things better?

We will measure entitlement with regards to achievement opportunities (to be developed).

There are 16 statutory national targets we can measure.

1. Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal Social and Emotional Development and Communication, Language and Literacy.
2. Achievement at level 5 or above in both English and maths at key stage 3.
3. Achievement of 5 or more A*-C grades at GCSE or equivalent including English and maths.
4. Achievement at level 4 or above in both English and maths at key stage 2.
5. Achievement at level 5 or above in science at key stage 3.
6. Secondary school persistent absence rate.
7. Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest.
8. Progression by 2 levels in English between key stage 1 and key stage 2.
9. Progression by 2 levels in maths between key stage 1 and key stage 2.
10. Progression by 2 levels in English between key stage 2 and key stage 3.
11. Progression by 2 levels in maths between key stage 2 and key stage 3.
12. Progression by 2 levels in English between key stage 3 and key stage 4.
13. Progression by 2 levels in maths between key stage 3 and key stage 4.
14. Children in Care reaching level 4 in English at key stage 2.
15. Children in Care reaching level 4 in maths at key stage 2.
16. Children in Care achieving 5 A*-C grade GCSEs (or equivalent) at key stage 4 including English and maths.

We can also measure:

- progress rates for the lowest attaining 20% across all schools at all stages
- rates of permanent exclusion
- the attainment of 16 year olds educated other than at school in the maintained sector
- attendance of children with Statements of Special Educational Needs at secondary schools
- demand for statutory assessment of SEN
- out-of-county placements for children with additional needs.

4. Making a positive contribution

Lead Officer **Mike Young**

Reference Group **Integrated Youth Support Service Board**

Key Links **Things to do in safe places to be, participation**

Where are we now?

Early learning and childcare settings, schools and colleges have always played an important role in helping children and young people develop the skills they need to be part of a community outside their immediate family group. You can find more details in the participation section on page 64.

The majority of young people in Devon are doing well; however, too often the public perception of young people is that they are anti-social and a threat. Young people understandably resent this. Improving the perception of young people by some sections of the public will improve the quality of life for Devon's communities by reducing fear and increasing community cohesion.

There are a few children and young people who do engage in anti-social activities. The numbers are low, but the impact is high, both for the community and the young people involved. The life chances of young offenders and those excluded from school are adversely affected.

What are the key objectives?

We want to

- promote and develop the range of ways in which children and young people can make a positive contribution
- promote a positive, and more accurate, perception of young people by recognising and publicising achievements and contributions they make to all aspects of Devon life
- reduce the number of first time entrants to the youth justice system and reduce the number of children and young people who re-offend.

What are we doing about it?

We are:

- taking every opportunity to recognise the achievements of young people, for example through the Children's Trust Young People's Achievement Awards and the Duke of Edinburgh Awards Scheme
- providing and improving facilities for young people across Devon - for example at the Youth Enquiry Service (YES) in Exeter, a new YES centre in Newton Abbot, a new centre in South Molton, a new mobile centre for West Devon and refurbishing The Pill in Bideford
- creating the Integrated Youth Support Service which combines voluntary and Devon County Council youth services, education welfare, Connexions and Youth Offending Services to link universal and targeted work with young people
- extending the SEAL Programme which helps children and young people understand their emotional needs and those of others, and build the self-esteem and social skills needed to make a positive contribution in and beyond their family group
- supporting practitioners in planning action to make sure Children in Care and children with additional or complex needs, know how they can contribute positively

- and are supported effectively to do so
- using an integrated approach to youth crime prevention in Devon with the Children First strategy.

What are we going to do in 2008-2009?

We will:

- organise a campaign to promote a more accurate perception of young people
- encourage volunteering to enhance the positive contribution of young people to communities
- put in place a capital strategy which makes sure that there is a suitable dedicated Integrated Youth Support Centre in each town and investigate outreach approaches
- increase the number of positive activities available out of school hours, and look at providing more holiday and weekend activities in areas with higher levels of juvenile crime
- invest at least an additional £1m in youth services to target anti-social behaviour and encourage positive activity.

How will we know we are making it better?

We can measure:

- levels of children and young people's participation in positive activities
- community engagement through volunteering
- nominations for Young People's Achievement Awards
- proportion of young people frequently using illicit drugs, alcohol or volatile substances
- the number of first time entrants to the criminal justice system aged 10-17
- re-offending by young people.

5. Achieve economic wellbeing

Accountable Person **Mike Young**

Lead Officer **John Davey**

Reference Groups

For 14-19 - **Learning and Achievement Board**

For participation in education, employment or training **Integrated Youth Support**

Services Commissioning Board

Key Links **Enjoy and achieve for under 16s, children with special needs, housing**

Where are we now?

We need to make sure that young people have the right skills as they become adults and move into further or higher education and work. The strategy for 14-19 education and training is established. The immediate focus for Devon's providers is the development of a rich and diverse curriculum, which is relevant to young people in their local area and for Devon's economy. It is not practicable to offer everything everywhere in Devon. We will concentrate on high-quality learning where it is viable, expanding services to meet the needs of young people for whom the current offer is inappropriate.

Our local economy and jobs are changing, with self-employment growing. The challenge is to help young people to develop good general skills, and wider skills such as enterprise and entrepreneurship, to prepare them for a diverse range of opportunities.

The new 14-19 Specialised Diplomas are one part of 14-19 development. There is also significant work to develop a foundation learning tier for young people who need additional support to engage in learning and to expand work-based learning opportunities. Many young people need support at critical transitions, for example when they are choosing a post-16 programme and seeking employment.

Local and national research has shown that those most likely to be persistently not in education, employment and training (NEET) include:

- Children in Care
- care leavers
- children with additional needs
- young people with poor social skills or poor school attendance records
- young offenders
- young carers
- teenage parents
- young people who are excluded from school
- young people brought up in workless households
- young people with troubled home backgrounds.

We also anticipate that during the life of this CYPP the children of migrant workers will be a growing group needing support.

In 2006/07 6% of 16-18 year olds in Devon were recorded as NEET (1,245 young people) compared to 7.7% for England as a whole. Being persistently NEET between the ages of 16-18 is a major predictor of later unemployment, low income, poor mental and physical health, criminal behaviour and associated other problems in later life.

Levels of uptake of the Disability Living Allowance, Carer's Allowance and Mobility Allowance are satisfactory, but a recent benefits awareness campaign has shown that some families are not getting the higher level of benefit their child's needs warrant. Preparation for transferring benefits to the young person at age 16 is often inadequate, which means that an opportunity to promote choice and independence is lost.

Many parents do not get enough encouragement or support to remain in, or return to, work. Take up of Direct Payments by parents of disabled children is good. More work is needed so that disabled 16 and 17 year olds are supported to receive Direct Payments in their own right. People with recognisable disabilities do not feature routinely in the Devon workforce.

Commissioning and delivering services to help young people achieve economic wellbeing has changed significantly. The Integrated Youth Support Service created on 1 April 2008 provides opportunities to improve the wellbeing and life chances of all young people and, in particular, those at risk of underachievement, exclusion or offending. As part of this change Devon County Council has chosen to commission Connexions Cornwall and Devon Ltd to deliver the Connexions service from 2008-2010.

What are the key objectives?

By putting in place the 14-19 strategy we will prepare the way for all young people to stay in learning until they are 18 or over by 2015. Over the next three years we will ensure that more young people choose to stay in learning beyond the age of 16, including those with multiple barriers to learning.

We will provide:

- an excellent universal offer for all young people to prevent them from disengaging. This will include developing Specialised Diplomas, a foundation learning tier and encouraging employers to expand work-based learning opportunities
- more targeted and intensive guidance and support, including earlier intervention to involve young people with particular barriers to participation or to re-engagement - including integrated transition to adulthood for young people with special needs
- careful tracking to ensure early identification of young people who are NEET or at risk of becoming NEET.

What are we going to do in 2008-2009?

We will:

- fully implement the 14-19 strategy, including local action plans, ensuring that all partners are fully engaged
- develop a personalised and individualised curriculum for young people from the age of 14, which will combine practical learning in a variety of settings such as schools, colleges, voluntary and statutory youth services, private training providers and employers' premises
- implement the Devon Transitions Protocol for young people moving to adult services
- commission the Integrated Youth Support Service through the IYSS Board
- align the AXS and Joint Agency Services programmes
- develop the Direct Payments Strategy to include 16 and 17 year olds.

How will we know we are making it better?

We can measure:

- the percentage of 17 year olds participating in education and training
- the percentage of young people achieving level 2 by age 19 - equivalent to five A*-C GCSEs
- the percentage of young people achieving level 3 by age 19 - equivalent of two GCSEs at grade A
- employer satisfaction with young people's readiness for work - a qualitative measure will be developed
- the number of young people with special needs who have a relevant transition plan to adulthood – a measure will be developed.

Section 3 Priority projects

The projects will deliver priorities identified through the *Needs Assessment* which need a wider span than just one of the five outcomes. Some are at a very early stage of development.

1. Supporting and working with parents

Accountable Officer **Kevin Peers**

Lead Officer **Philippa Court**

Reference Group **Parenting Strategy Steering Group**

Key Links **all outcomes**

Where are we now?

Parents are the single most important influence on securing positive outcomes for children and young people. Partners have highlighted the importance of good parenting as a precursor to achieving fully the ambitions of the CYPP. Pre-birth and the early years are particularly significant. There is overwhelming evidence that poor attachment has significant and long term influence on a child's emotional development.

Recent DCFS and Cabinet Office publications identify that we need to shift from thinking 'children and young people' and 'parents' to thinking 'family'. They advocate a holistic way of working with families who are vulnerable or at risk. This is a challenge to traditional children and adult services to work together in a different way and it needs to be reflected in our parenting strategy.

In Devon there is a wide range of support, intervention, training programmes and individual activity, but it is not well co-ordinated or evaluated effectively. Services do not necessarily match need and there are duplications and gaps by geographical spread, age range and level of need. There is also variation in how far (or at all) parents are involved in shaping services. We have an opportunity to achieve much more through a clear commissioning strategy.

What are the key objectives?

We want to finalise and put in place a parenting support strategy, underpinned by detailed operational plans so that in three years' time we will have:

- a continuum of support and intervention based on universal services, which offers those with an identified need more equitable access to specialist and targeted services
- parents enabled to participate effectively in planning and delivering a sustainable strategy
- parents aware of their responsibilities and their entitlement to support
- management and accountability frameworks, and multi-agency workforce development which supports local implementation of the strategy.

What are we doing?

- We have done a scoping exercise to map need, activity, best practice and resources.

- We are piloting the wider use of Choice Advisers.
- We are establishing National Occupational Standards in the Children's Trust Learning and Development Plan.
- We are building on existing methods of engaging parents and developing new approaches, applying what we have learnt from work with children and young people.
- We have been operating a Family Intervention Project in Exeter.

What are we going to do in 2008-2009?

The *Parenting Matters in Devon* strategy has a three year span, alongside the CYPP. It will include:

- identifying, piloting and promoting a framework for identifying features of effective service practice which will inform the commissioning process and service development
- an in-depth survey of support in each geographical area
- a parental participation and engagement ladder
- identifying ways to improve engagement with vulnerable groups
- establishing parenting support forums as part of Children's Trust governance
- supporting the cultural and organisational shift to thinking 'family'
- quality assurance of work with parents providing workforce development to comply with the National Occupational Standards
- reviewing existing practice and agreeing initial interventions to be supported through multi-agency funding.

How will we know we are making it better?

'Good enough' parenting underpins every aspect of the CYPP and many performance indicators. These need to be linked to implementation, but do not in themselves give us a framework to measure the effectiveness of parenting support against. Appropriate indicators, for example of parental satisfaction or confidence, will be developed. Workforce development targets for reaching the national standards will be identified throughout the life of the CYPP.

2. Developing more things to do in safe places to be

Accountable Officer **Kevin Peers**

Strategic Lead **Dillon Hughes**

Key Links **Make a positive contribution, Enjoy and achieve, Improving access and transport, Children with Special Needs**

Lead Officer Early Years and Childcare **Claire Rockliffe**

Lead Officer Extended Services in and around Schools **Philippa Court**

Lead Officer Youth Services **Dillon Hughes**

This priority covers four main areas of activity:

- developing and embedding the Devon Play Strategy
- the offer of childcare 8am-6pm, 48 weeks of the year
- a varied menu of out-of-hours learning activities, provided through extended schools services
- positive activities as part of the youth offer for teenagers of things to do and places to go.

Where are we now?

There is a lot of overlap across activities for 0–19 year olds. Historically activities have been led by voluntary and statutory services, working in age-related groups. These are broadly:

- early years
- middle years
- adolescence and beyond.

There is a very rich offer in Devon and much good practice has been developed. However, it is not co-ordinated or coherent across the age ranges and we cannot be confident that children with special needs are always included. There are strong central and local delivery structures to build on in delivering childcare for 0–11 year olds and for the youth offer.

Access to positive activities enriches lives. It is provided by a large number of partners and in great variety. A high proportion is through the many different voluntary providers, and includes community activities which include people of all ages. Access to positive activities for children and young people also supports carers and parents by reducing risky behaviours, offending, and unplanned pregnancies. However, there is an inconsistent offer of activities across the county and not all children and young people have equal access.

What are the key objectives?

We want to see:

- best use made of the key partnerships which support play activities across Devon
- sufficient childcare for working parents and those seeking work or training, particularly for children with disabilities and children from low income families
- every school become an Extended School by 2010 with access to childcare and a varied menu of out-of-hours learning opportunities
- young people engaged in positive activities including:
 - access to two hours each week of sporting activity
 - access to two hours each week of other constructive activities in clubs, youth

- groups and classes
- opportunities to make a positive contribution to their communities through volunteering
- a wide range of other recreational, cultural, sporting and enriching experiences
- safe and enjoyable places where young people can spend time
- a directory of activities.

What are we doing?

- We are collating the Childcare Sufficiency Assessment which will focus on Local Learning Communities and will assess demand and supply, and identify gaps in childcare services.
- We are assessing provision made through schools.
- We are developing children's centres throughout Devon.
- There are play strategies in some district council areas developed through consultation with children and young people and in partnership with the private and voluntary sector.
- We are facilitating termly Play Network meetings.
- We have developed a web-based directory of positive activities through the Youth Service urDevon website and DISC Children's Services Directory.
- We are developing the market for positive activities by using levers such as financial incentives.
- We are including this aspect of our work in capital planning.

What are we going to do in 2008-2009?

We will:

- map existing provision by age range, geography and resource and link all directories of services through the Devon Children and Young People's Services Directory so that it can be used for comprehensive signposting to services. This will:
 - raise awareness of what is available
 - help families to access services
- build on existing good practice which will mean that provision and availability will be improved by an increased understanding of need
- make the best use of existing resources through further developing a cohesive play strategy, which will be the platform for bids for additional resources
- further develop methods to ensure quality provision, sustainability and participation of families in planning and evaluation
- improve access to provision, linking to other areas in the CYPP such as 'Access and transport' and 'Children with Special Needs'.

How will we know we are making it better?

We can measure:

- feedback from children and young people
- children and young people participating in positive activities
- schools providing or signposting pupils and families to childcare
- take-up of formal childcare
- number of highly trained and qualified staff working in settings
- all services working towards higher quality standards.

3. Improving access and transport

CYPP Lead Officer **Mike Young**

Local Area Agreement Lead Officer **Bruce Thompson**

Reference Group **to be agreed**

Key Links **all areas**

Where are we now?

Feedback from children and young people and discussions with partners has highlighted that lack of access to services, education, training, and leisure or social activities can be a major obstacle to achieving potential. This is reflected in the Sustainable Communities Strategy, because it is true for all ages, although children and young people have the extra difficulty of not being able to drive.

Young people have an entitlement to access the 14-19 courses they want to do, and this includes the new Diplomas and individual pathways which should be fully in place by 2013. One possible way of doing this is to take courses and programmes to young people, another is by increasing the use of technology. But neither of these options will provide a complete answer.

Transport services for children with additional and complex needs are not joined up across agencies and we could create a better service by using resources more effectively

There is no magic wand and transport is always likely to be an issue in rural Devon.

We know that it is important to build on existing infrastructures and focus on what we can achieve.

What are the key objectives?

- Identify where transport acts as a barrier to accessing:
 - the full range of 14-19 educational opportunities
 - services, leisure, sport and other activities
 - extended services in and around schools
- Identify how existing transport infrastructures can be used more efficiently to support this agenda and put in place plans to achieve better access.
- Maximise access to opportunities through the use of technology.
- Rationalise the transport provided for the health, social care and education of children with special needs.

Working together more effectively has the potential to use resources more efficiently to provide a better service. All these elements are also part of the Local Area Agreement.

What are we doing?

We have reviewed post-16 transport, with some transport supported by grant, and some movement of students to attend courses, but nothing like the scale that will be needed to overcome barriers. Some schools and colleges are putting on transport themselves to enable students to access their courses.

What are we going to do in 2008-2009?

We have identified a pilot area in the South Hams to identify the specific barriers to access. In this area we will:

- identify the courses and diplomas which need transport support where no creative solution can be found to overcome access issues
- identify youth activities and extended services opportunities where transport support is needed to enable access
- conduct an audit of the existing transport infrastructure
- identify where existing infrastructures can be used more effectively to support extended access
- identify the gaps and the investment needed to fill them
- ensure the work of the 14-19 Transport Partnership supports the improvement of access for 14-19 year olds in the pilot area
- use resources as effectively as possible through joint health, social care and education transport arrangements where possible.

How will we know we are making it better?

This is hard to define in isolation and we need to include feedback from children and young people. To see if this work is successful we can look at indicators associated with:

- services for disabled children
- amount of young people in contact with the youth service
- participation in education, employment and training at post-16
- participation in positive activities
- the take-up of childcare
- feedback from children and young people in the pilot area.

4. Reducing bullying

Accountable Officer **Kevin Peers**

Lead Officer **Annette Lyons**

Project Board **Local Safeguarding Children Board**

Reference Groups **scrutiny groups of children and young people**

Equality and Diversity Reference Group

Schools Forum

Key Links **Stay safe, Children with Special Needs**

Where are we now?

Children and young people tell us in a number of ways that bullying is a significant concern to them. This reflects national research, which estimates that eight out of ten children with disabilities are bullied at some point.

Children and young people who are seen as different, perhaps because they have a disability, different style, different ethnicity or a different sexuality often suffer from bullying. They may simply want to work harder than others or have less money. What they have in common is that they can be victimised for that difference.

It is not easy to get reliable, objective data beyond research programmes. Our evidence comes from:

- Kongomana and the shadow scrutiny work of young people
- the national TellUs Survey spring 2007
- Youth Views Devon 2007, which researched the life experiences of gay, lesbian, bisexual and transgender young people - it identified the school environment as being by far the most homophobic place.

Bullying may be defined as deliberately hurtful behaviour, usually repeated over a period of time, where it is difficult for those bullied to defend themselves. It can take many forms, but mainly it is:

- **physical**
hitting, kicking and theft using physical aggression
- **verbal**
racist or homophobic remarks, threats or name calling
- **emotional or indirect**
isolating an individual from the activities and social acceptance of their peer group and spreading rumours
- **technological or cyber**
using technology, such as text messages or the internet, to hurt an individual.

Concerns have been expressed about behaviour on school buses, and this has been linked with bullying.

What are the key objectives?

- Significantly reducing the number of bullying incidents.
- Reduce the fear of bullying.
- Support those who have been bullied.

What are we doing?

We have:

- developed policy and practice in 2006-08, most schools have an anti-bullying policy and peer mentors
- explored the use of data to identify indicators, such as absence rates and we are developing more reliable reporting mechanisms
- co-ordinated the implementation of SEAL across schools
- increased children and young people's contribution to discussions - Kongomana festivals in 2005, 2006 and 2007 have involved over 100 young people in consultation and delivering workshops to peers
- increased partnership work locally and regionally - we have won awards for e-safety
- written a code of conduct for young people entitled to use school transport.

What are we going to do in 2008-2009?

We intend to raise awareness and agree a strategy which covers all children, and young people, wherever they are in the community. It is important that children and young people are actively engaged in the response. Steps will include:

- developing a culture where there is more honest recognition of bullying
- linking with the safer communities strategies and developing safe places in communities
- establishing effective ways of engaging children and young people in finding solutions
- addressing cyber-bullying with a focus on secondary schools
- finding ways to help children and young people to feel safer travelling to and from school, particularly on buses
- identifying, communicating, and building on good anti-bullying practice across Devon and engaging partners with newsletters, conferences and workshops
- systematic reporting of incidents and using data to inform future actions
- engaging parents and those working with children and young people in an e-safety programme in partnership with the South West Grid for Learning
- establishing a partnership approach to restorative justice across Devon
- making sure that vulnerable groups of children and young people, such as travellers, children with special needs or Children in Care, get education about prevention and intervention if necessary.

How will we know we are making it better?

We will measure:

- the percentage of children who have experienced bullying – we hope the strategy will lead to increased reporting
- positive feedback from children and young people.

5. Improving housing and support for families and young people

Accountable Officer **Kevin Peers**

Lead Officer **Dave Simpkins**

Reference Group **Young Peoples Housing Strategy Steering Group**

Key Links **All areas**

Where are we now?

Good housing is an important contribution to wellbeing. Devon has specific problems in housing and homelessness. It is a large county with many rural areas. Although there are high levels of employment, Devon has a relatively low wage economy which creates affordability gaps, made more difficult by the high number of second homes.

The effects of poor housing can be:

- overcrowding
- poverty
- frequent changes of address
- hidden harm
- poor family dynamics
- low level of family education
- poor employment history.

These adverse circumstances affect all life chances particularly, for children and young people, the ability to achieve in school and beyond.

Young people often become homeless due to friction in the relationship with or between their parents, aggravated by the effects of poor housing. Young people who are homeless will often 'sofa surf', surviving by sleeping on friends' sofas or floors. This can be because there is a lack of appropriate housing advice, support and accommodation; and the young people are often seen as being 'intentionally homeless'.

Homeless families are often offered temporary accommodation, which can add to insecurity and uncertainty, and may mean that they are living away from their social networks, work opportunities and places of education, making it difficult for them to function to the best of their capacity.

Accommodation for families with disabled children and young people with learning difficulties greatly affects their quality of life and even their ability to stay together. It is also a major issue for these young people as they make their transition into adulthood.

Lower Housing Benefit for under 25s, lower living benefits and complicated application systems can make it hard for young people to keep accommodation when it is provided.

The Department for Communities and Local Government has announced a set of measures to tackle youth homelessness, one of which is a commitment that by 2010 no 16-17 year old should be placed in bed and breakfast accommodation.

What are the key objectives?

- Prevention of homelessness through improved advice and information, linking with children's centres and schools, and through alternative curriculum and parenting

work.

- A consistent model of mediation and links to district housing advice to support local domestic violence and homeless family initiatives and substance misuse strategies.
- To develop and agree a housing pathway for young people with youth housing agencies.
- Consistent joint working protocols across all authorities.
- An increased range and availability of 'move-on accommodation', including options for couples and young parents, with support to ensure that once accommodation is found it is sustainable.
- Signposting for families to get support and advice to prevent a breakdown in relationships.

What are we doing?

- Through the LPSA pump-priming grant we are reducing the numbers of 16-17 year olds and care leavers who are intentionally homeless. In 2005/06 there were 105 homeless young people, in 2006/07 there were 65 and in 2007/08 there are 26.
- Providing supported lodgings and specialist youth housing advisers - this has increased the number of young people able to live locally.
- Using Council Tax from second homes to fund projects to increase the number of supported accommodation and move-on units for young people. This funding has also provided transport for young people to enable them to get to work when placed in rural accommodation.
- Devon County Council and Supporting People have co-commissioned a county-wide floating support service for young people.

What are we going to do in 2008-2009?

Over the next 5-10 years we will work through the Devon Strategic Partnership to develop and deliver affordable housing. For 2008/09 a delivery plan will cover:

- creating a clear picture of good provision by:
 - identifying good practice locally and nationally
 - evaluating all current housing and non-housing interventions, building on Supporting People and Children's Trust service review programmes
- revising and standardising mediation and information services
- integrated delivery points
- developing joint funding streams between district councils, Supporting People, Devon County Council and others to make maximum use of second home Council Tax and other innovative funding streams
- putting in place protocols linked to the Common Assessment Framework and supported by all local authorities - they will include how we work with over 16s, and cover key vulnerable groups
- agree plans and resources to move young people on from supported lodgings and other provision
- maintain clear links and close working with transport and employment projects.

How will we know we are making it better?

We can measure:

- the long term benefits and impact on young people's lives of the strategy by commissioning a piece of research to look at this
- young people's expectations and priorities in achieving independence by doing a qualitative piece of work with them to identify this
- numbers of young people approaching housing authorities as potentially homeless
- number of units of move-on accommodation
- number of units of accommodation for young people, including vulnerable groups of young people and young people with disabilities
- evictions from supported accommodation.

6. Improving services for children with special needs and support for parents, carers and young carers

Accountable Officer **Mike Young**

Lead Officer **John Shaw**

Reference Group **Children with Special Needs Partnership Programme Board**

Key Links **Parenting, Enjoy and achieve**

Where are we now?

There are:

- 6,500 children and young people identified with some form of special educational need (SEN) or learning difficulty or disability (LDD)
- 2,500 are identified as having needs at 'School Action Plus' of the DCSF Code of Practice
- 4,000 children have a Statement of Special Educational Needs, or are known to the Joint Agency Team as a child with special needs, this includes:
 - physical, sensory and learning difficulties or disabilities
 - behaviour, emotional and social difficulties
 - mental health difficulties.

Based on national statistics this is probably an underestimate.

Parents have expressed concerns and they perceive:

- a lack of equitable access to respite care and carers' breaks
- variation in the quality of support provided by schools.

The majority of these children attend mainstream schools. Six hundred attend special schools, some in the independent sector. Although independent schools for children with 'low incidence' needs, such as severe sensory impairment, can extend the services that Devon is able to provide, the high costs of the independent sector are causing significant problems, and there is a lack of evidence that this expense always improves children's lives.

We also need to review the way we currently manage our funding, making sure that there is effective joint commissioning. We currently spend £42 million a year on meeting the needs of children and young people with SEN or LDD or both.

The integration of support from health and social care is quite well developed, but educational support is not yet linked as closely.

There is still inconsistency in support for young carers, with many receiving an excellent service while some get very little.

What are the key objectives?

- Improve local funding to meet the range of needs.
- Make sure that this funding is used in the most effective and fair way.
- Invest in special schools as hubs of expertise, developing outreach support and a range of extended services to save money in the long term.
- Develop and expand the range and availability of carers' breaks services in line with *Aiming High for Disabled Children*.

- Integrate assessment and intervention across education, health and social care.
- Provide good information and advice to parents and carers.
- Provide consistent good quality support to young carers.
- Put in place the integrated ways of working supported by the AXS programme.

What are we doing?

- A joint commissioning project has identified children and young people, their needs and the money currently being spent.
- Through structured events we have talked to more than 120 parents and professionals, with a high level of engagement. The conversations will inform thinking about how to provide more coherent support from education, health and social care.
- Parents appreciate increased transparency in how we spend available resources.
- Many parents are asking for low-cost day care services rather than the expensive residential care traditionally provided for carers' breaks.
- DCC and Devon Welfare Rights Unit have run a very successful project supporting parents of children with special needs to access benefits.
- Choice Advisers have been appointed to work with parents to help them apply for school places.

What are we going to do in 2008-2009?

Service users' views and implementing new integrated ways of working are the most important elements of our work.

We will:

- establish one strategic lead for children with special needs who will implement the joint commissioning strategy
- monitor and evaluate effectiveness of our work
- decommission and commission to ensure services are appropriate to needs
- improve information and advice available to parents and carers
- make the Early Support Programme available to parents of children under 5 years old with additional or complex needs
- roll out the Primary Care Trust and Devon County Council programme for integrated working
- develop and expand the range and availability of carers' breaks
- create integrated teams of specialist staff co-located in children's centres, mainstream and special schools
- join up assessment and intervention processes and make them family-friendly
- work with families where children have complex needs through key workers or lead professionals
- develop better people-centred planning for transition to adult life in partnership with adult service providers
- continue to support parents of children with special needs to access benefits
- review, develop the strategy to support young carers and implement it effectively and consistently.

How will we know we are making it better?

We will measure:

- indicators from across the CYPP
- parental satisfaction noted through
 - surveys by DISCplus
 - parent and carer conversations
- services for disabled children (a national measure is being developed)
- the SEN and non-SEN achievement gap at key stage 2 and key stage 4
- number of children and young people in each area with a Joint Agency record.

7. Improving life for Children in Care

Accountable Officer **Kevin Peers**

Lead Officer **Karen Cleave** and **Deborah Booth**

Reference Group **Children in Care Council** and **Corporate Parenting Forum**

Key Links **All areas**

Where are we now?

We want children in care to feel loved and cared for, able to achieve their potential, and given the best chances in life.

There is a national drive to improve the quality of services to children in care, because children in the care system fare worse than the average child for all five outcomes.

Research shows us that they are at greater risk and more likely to:

- be abused
- be involved in drug taking and alcohol abuse
- underachieve at school
- be the subject, or the cause, of bullying
- be involved in crime
- live in poor housing
- be unemployed.

Devon County Council, as corporate parent for children in care, has a statutory responsibility for addressing these outcomes with partners. We know that the position in Devon reflects the national picture. This is not a failure of the local child in care system (in the last twelve months the Fostering service, the Adoption service and all children's homes run by Devon County Council have been judged as least 'Good' by Ofsted) but a failure to address the underlying issues that result in children being in the child care system at all.

The root of this is poor parenting. It underpins why children fail in the education system and do not receive the health care they should. Like deprivation and poverty, it can become a vicious circle. If you grow up with poor parenting, fail to succeed in the education system and fail to get a job, you are more likely to be involved in crime and drug-taking and be poorer parents. We have been striving to address this and there are signs of improvement.

What are the key objectives?

Children in Care in Devon will:

- feel loved, cared for, valued and listened to
- know people who will support them
- feel positive about themselves
- have stable placements
- have the opportunities to enjoy their lives and achieve their potential across all five outcomes.

What are we doing?

DCC has worked internally and with partners, including schools, to address concerns, particularly since the establishment of the Children and Young People's Services Directorate.

We have:

- brought together lead officers in education and social care
- established a dedicated and experienced social care team for Children in Care and care leavers
- established a dedicated multi-disciplinary team to raise achievement which has:
 - increased the number of children with a Personal Education Plan
 - increased the number of children with a Personal Health Plan
 - increased the number of care leavers with a Pathway Plan
 - increased the number of children participating in statutory reviews
 - increased attendance rates
 - reduced the rate of permanent exclusion
 - started to close the gap in attainment for many Children in Care
- invested in foster parent training and developed our own packages, for example by introducing the DVD on bullying, *Fight Fire with Water*
- directed the Independent Reviewing Unit to give attention to all aspects of the lives of Children in Care
- re-launched the Advocacy Service, making it a requirement to ask young people if they want an advocate
- listened to young people in care by involving them in social care performance management workshops to give their views on care management and how we communicate with them.

What are we going to do in 2008-2009?

- Establish actions from across the CYPP.
- Action planning to respond to the Children and Young People's Bill.
- Continue the Raising Achievement of Children in Care project.
- Develop a 'virtual school' approach.
- Investigate opportunities for more Devon-based specialist support for children with special needs.
- Improve data collection to support targeting our resources.
- Extend mentoring, work experience and apprenticeship schemes.
- Review the pledge which tells Children in Care what we will do to support them.
- Develop an award for healthy children's homes.
- Train and support a group of care leavers to benchmark our care leavers' services and work with us on an action plan to improve services.
- Expand fostering services and supported housing projects to improve placement choice, and use kinship care whenever possible.
- Work to make sure that Children in Care and care leavers have access to leisure facilities.
- Establish a fully integrated system for health assessments and co-locate children in care nurses with care management staff.
- DCC Young Devon Housing Association and the Exeter Drugs project will open a new integrated service for care leavers in south west Devon.
- Continue to invest in:
 - supporting and developing foster carers
 - modernising our children's homes.

How will we know we are making it better?

The Children's Trust Executive has the role of making sure that that Children in Care are seen as whole people. All the indicators which specifically affect them must be seen together so every area of the CYPP will contribute, including:

- feedback from the Children in Care Council
- Children in Care reaching level 4 in English at key stage 2
- Children in Care reaching Level 4 in Maths at Key Stage 2
- Children in Care achieving five A*-G GCSEs or equivalent at key stage 4 including English and maths
- educational qualifications for care leavers
- care leavers Not in Employment, Education and Training (NEET)
- absence from school
- Care Transition Plans to adulthood and to adult services for those who need them.

8. Reducing exclusions from schools

Accountable Officer **Mike Young**

Lead Officer **Ernie Lloyd**

Project Management Board **Integrated Youth Support Service Board**

Key Links **Parenting, Children with special needs**

Where are we now?

The consequences for young people who are excluded can be dire, as this is the first step to further risks and problems. Schools have not always felt sufficiently supported to have the confidence to keep difficult pupils, and have sometimes used exclusion as a means of getting action in extreme cases. Those at risk of exclusion frequently have other problems in their lives and there has been a high proportion of exclusions for young people in care, or with Statements of Special Education Needs.

In 2006/07 permanent secondary exclusions rose to 141 with the highest proportion in key stage 3. Some schools, not always those in areas with high levels of deprivation, exclude proportionately more than others.

Pupil Referral Units (PRUs) are one way of providing flexible support. Capacity in PRUs has been increased but in comparison with other local authorities we have fewer PRU places, and our current spend is £21 per pupil compared to a statistical neighbours' average of £33.

Challenging behaviour creates considerable strain and we know that we need a number of ways to address this. We need to reduce exclusions and to manage some of the teenagers who end up 'lost' in our systems more effectively, helping them to find a more positive track. This priority links to many sections of the CYPP, so we need a co-ordinated approach.

What are the key objectives?

- To reduce the number of fixed term and permanent exclusions from secondary schools.
- To give particular attention to children with Statements of SEN and Children in Care.
- Make sure any child placed out of school has a good quality education, this could be through work-based learning or provision through colleges of further education and jointly funded initiatives.

What are we doing?

- We have agreed and established a rapid response strategy to the imminent exclusion of children with Statements of SEN and a protocol to prevent the exclusion of Children in Care, with the support of the Schools Forum.
- We have established seven Behaviour and Attendance Partnerships across the county focusing on reintegration and intervention.
- The number of fixed term and permanent exclusions fell in autumn term 2007 (compared to autumn 2006) because of:
 - the system of moves managed by local groups of schools
 - the 'call us before you exclude' protocol
 - the development of outreach work from PRUs
 - the system of referring young people on the verge of exclusion to the IYSS

Intervention Panel

- developing a core offer of integrated support around special schools
- AXS pathways work, including closer involvement of primary mental health workers.

What are we going to do in 2008-2009?

- Embed the work we are already doing and build on the lessons learnt.
- Increase PRU capacity.
- Develop clear policies and guidance with schools.
- Target support towards schools and young people at risk.
- Develop increasingly relevant and personalised learning pathways.

How will we know we are making it better?

We can measure:

- permanent exclusions from schools for pupils as a whole and specifically for:
 - Children in Care
 - children with Statements of Special Education Needs
- fixed term exclusions.

Section 4 Enablers

Enablers are the things which will make all the aims of the CYPP happen.

1. Participation of children and young people

Accountable Officer **Judith Johnson**

Lead Officer **Rahila Henderson**

Project Board **Children's Trust Board**

Reference Group **Children's Trust Hear by Right Champions' Group**

A range of children and young peoples groups and opportunities

Where are we now?

We know how valuable it is for children and young people to be involved in planning and evaluating the services which affect them. Children's Trust partners use a variety of ways to engage children and young people, and Devon County Council has achieved Hear by Right at advanced level. Engagement has ranged across town planning, ways of improving social care for individuals, and the priorities for the CYPP. Methods have included:

- the annual Kongomana residential weekend
- the election of young people to represent their peers locally, regionally and nationally
- discussions with individuals or groups on how particular aspects of services can be improved
- discussion in school and college councils.

We need:

- to make participation fun
- to make it possible for children and young people to be able to challenge and influence decisions
- to make sure that they can see the impact of their contributions.

Government policy requires service users to have a greater say about service development, design and delivery and experience shows this can lead to improvements. Involving children and young people is a positive and developmental experience for them, and results in more effective and responsive services.

Children identified as having additional and complex needs often have their contributions recognised and praised by support staff; but only a few are actually involved in drawing up their individual service plans.

What are the key objectives?

To ensure that all children and young people have opportunities to influence, in a variety of different ways, the delivery of services that affect them.

What are we doing?

- We have established an expert core 'Participation and Democracy Team' in Devon County Council to support this work for all partners and build on all the good practice so far.
- Most partners have signed up to achieving the advanced standard of Hear by Right.
- We have a county-wide Participation Workers' Network which ensures that

- professionals promoting participation use a consistent language and approach.
- Young people are positively engaged with partners county-wide and in local areas.
 - We are working with the Older People's Forum to bridge communication between different generations.
 - There are participation workers for children with special needs and Children in Care.
 - There will be a CAMHS participation worker.
 - Most schools and all colleges of further education in Devon have student councils.

What are we going to do in 2008-2009?

We will develop and deliver an action plan for achieving the advanced Hear by Right standard for the Children's Trust, covering all children and young people aged 0–19, by March 2010.

How will we know we are making it better?

We will measure:

- feedback from children and young people
- Annual Performance Assessment feedback
- use of *What's Changed and Changing* (and similar assessment tools) as evidence from young people and children
- the Children's Trust achieving the advanced level of Hear by Right
- the range and number of opportunities open to children and young people to participate in the shaping, review and delivery of services.

2. A workforce strategy to support the delivery of the CYPP

Accountable Person **Debbie Pritchard**

Lead Officer **Julie Bannon**

Reference Group **Children's Trust Workforce Strategy Group**

Where are we now?

Everyone who works with, and comes into contact with, children and young people will have an effect on them. Depending on circumstances this could be a brief moment, or an impact that could influence their whole lives.

There are national frameworks and targets to develop the workforce, including those who are not paid. The number of people in Devon currently working with children and young people is at least 35,000. This includes:

- 15,435 in maintained schools
- 2,000 engaged in education or training young people beyond the age of 16 such as staff in colleges of further education and at Connexions
- 4,000 working in early years and childcare services
- 6,000 in the voluntary sector - which includes some of those in early years and childcare
- 5,400 school and college governors
- 3,852 in Devon County Council's Children and Young People's Services (CYPS) Directorate
- 500 working in children's services in Devon Primary Care Trust
- 30 specialising in work with young people in Devon & Cornwall Police.

There are also many people, such as other police officers and GPs, who will work with children and young people as part of their job; and we know that there will be many more volunteers than are captured in these groups.

All services are undergoing significant cultural and structural change to meet the expectations of Every Child Matters. Every service, statutory, private or voluntary, will have specific workforce needs, as well as the needs organisations have in common.

What are the key objectives?

- Recruit, develop and retain a high quality workforce.
- Engage staff and draw on their experience and commitment.
- Establish a learning culture across all organisations.
- Address attitudes to diversity so that differences are recognised and valued.
- Support workforce remodelling to promote effective inter-agency and multi-disciplinary working.
- Develop integrated support structures to efficiently, effectively and economically deliver the workforce strategy.

What are we doing?

- Experienced staff are building capacity and taking forward mechanisms to identify agreed priorities, pooled budgets and support systems.
- Establishing principles and good practice around governance, accountability and professionalism.

- Supporting the transformation of the workforce to new cultures and ways of working.
- Developing programmes in the Children's Trust Learning and Development Group to use resources better.
- Facilitating informal meetings of Unions across organisations, so that we can convert policies and principles into working practice.

What are we going to do in 2008-2009?

- Develop a multi-agency recruitment and retention strategy.
- Develop common induction standards for all levels of the workforce.
- Agree a single programme for workforce development across partners.
- Develop a strategy for managing change and a framework to develop the lead professional role.
- Ensure all the diversity needs of children, young people and their parents and carers are fully integrated.
- Develop, where appropriate, a single integrated structure for managing and administering workforce activity.
- Establish a partnership team which addresses joint employment issues.
- Develop a single process for sharing, managing and reporting on workforce data.
- Ensure all children with additional and complex needs have key workers or lead professionals.
- Ensure that all policy development reflects the needs of the workforce.

How will we know we are making it better?

It is difficult to assess the direct impact on children and young people. The indicators which will identify the impact our workforce plan has on staff, and so on the work they do are:

- recruitment and retention data – the percentage of new employees leaving posts in the first twelve months of employment
- access to learning and development opportunities – the number of staff attending multi-agency training and development activities
- attendance and absence data

qualitative surveys which will be determined by the Children's Trust Workforce Strategy Group.

3. AXS Programme - multi-agency integrated working

Accountable Officer **Miles Hapgood**
Lead Officers **Tim Leishman** and **Dave Roberts**
Programme Board **AXS Programme Board**

Where are we now?

Integrated working requires radical change in how all children's services work. It is achieved when everyone supporting children works together effectively whenever children or young people need more than one agency to meet their needs and improve their lives.

When front-line staff combine their professional expertise, knowledge and skills, and involve the child, young person or family, they can identify needs earlier and deliver a co-ordinated package of support. This support must be centred on the child or young person, and help them to secure better outcomes. Integrated working is achieved through collaboration and co-ordination at all levels, across all services, in single and multi-agency settings. It requires clear and careful leadership and management.

Integration will be helped by adopting shared service delivery models, tools and processes. These include:

- the Common Assessment Framework (CAF)
- the lead professional role, including budget-holding lead professionals
- multi-agency working, organised to achieve coherent arrangements for delivering service delivery
- an Information Sharing Protocol
- ContactPoint and eCAF
- a Children's Service Directory.

What are the key objectives?

- Earlier and holistic identification of needs.
- Prevention - stopping escalation of difficulties through a timely response based on multi-agency co-ordination or quick access to specialist services.
- Easier or quicker access to a wider range of services or expertise resulting in a better experience.
- Reduced need for more specialist services.
- Improved information sharing across agencies.

What are we doing?

AXS is focusing on early identification and assessment of need. Over time this will cover all integrated working initiatives with the AXS Pathway at the heart of partners' service strategies and plans.

What are we going to do in 2008-2009?

Our goal is to equip practitioners and managers with the necessary skills to help them engage with local multi-agency working arrangements. As training alone will not promote a change to the way staff work, we are developing local change groups who, with some central support, will carry this work on. Our experience, as part of the national Budget Holding Lead Professional Pilot, has been evaluated and will inform our next steps. Devon County Council has identified additional resource to continue the pilot to build up a wider evidence base for 2009-11.

We intend to:

- develop the processes for integrated services across Devon
- establish the AXS pathway in all service strategies and planning activities
- build the integrated working approach into a common induction for all staff working with children
- establish robust quality assurance measures to support information sharing and assessment processes.

How will we know we are making it better?

Integrated working is an enabler contributing to the five outcomes. The tools to support the outcomes will be measured by evaluation and quality assurance.

4. Joint commissioning

Accountable Officer **Ingrid Fisher**

Lead Officer **Brian Grady**

Reference Group

Reference groups will be identified for particular work strands set out in the CYPP for example, the Early Years Strategic Partnership. Each significant area of activity will have a Commissioning Board.

Where are we now?

Commissioning is the strategic activity of identifying need and then allocating available resources to meet it in the most effective way. Joint commissioning is doing the same thing in partnership. It is a key enabler for the Children's Trust.

Commissioning is a powerful tool for change. Based on knowing the needs of children and families, and a clear understanding of the most effective services, it will help us to stop doing one thing and start doing something else which we believe will make a difference. If something is a priority it needs the right resources and the commissioning process helps us to target our resources on our priorities.

During 2006/07 Devon County Council and the six Primary care Trusts (PCTs) worked through a **Children's Services Integrated Options** project to try to align their commissioning practice. Once the six locality PCTs became one Devon PCT, the partners were able to move quickly to a joint core commissioning structure, which is now the basis for further developments with other partners.

Increasingly users of services are involved in the commissioning process and there are initiatives to involve children and young people.

What are the key objectives?

We want to

- improve our understanding of the needs of children, young people and families in Devon
- increase the involvement of children, young people and families in planning and delivering services
- make best use of pooled or aligned resources
- harness our collective strength
- promote effective commissioning:
 - on a large scale
 - in regions or sub-regions
 - through more tailored responses led by local communities.

What are we doing?

We have:

- consolidated a team and built capacity in it
- agreed governance arrangements, including an overarching Joint Commissioning Board at chief officer level, and Commissioning Boards for all significant work programmes.
- produced a *Needs Assessment* to support the CYPP, which is the first real assessment of data across all agencies.

- supported partners to understand and challenge the data, which is helping us to get a better understanding of need
- involved young people in commissioning and tendering processes and members of the Core Team have volunteered as Hear by Right champions
- focused on programmes where extensive groundwork had been covered such as; children's centres, children with special needs, housing and substance misuse
- delivered a four month project to explore different ways of providing and commissioning school improvement services, supported by pilot funding from the DCSF.

What are we going to do in 2008-2009?

Joint Commissioning is the engine which drives the achievement of the CYPP and the portfolio of commissioning activity will be adjusted to the priorities of the CYPP.

- The *Needs Assessment* will become more sophisticated and will be developed as Project Condor.
- We will deliver support programmes for 0-5 year olds, the Integrated Youth Support Service, 0-13 year olds, parenting, Extended Services in and around Schools, school improvement, emotional health and wellbeing in addition to the established children with special needs, housing and substance misuse programmes.
- We will be proactive in sub-regional commissioning for fostering and independent special school places.
- We will introduce a six-level programme of accreditation and training for staff at all levels of experience, to increase awareness and skills in commissioning, procurement and contract management.

How will we know we are making it better?

We will measure:

- aligned or pooled budgets as we increase our use of joint commissioning
- spending aligned with priorities
- involvement from the third sector and the independent sector
- involvement from children, families and the wider community in planning, reviewing and delivering services.