

STATES OF JERSEY



SEVERE EMOTIONAL AND BEHAVIOURAL DIFFICULTIES REVIEW 2002: REPORT

**Presented to the States on 22nd July 2003
by the Education, Sport and Culture Committee**

STATES GREFFE

INTRODUCTION TO REPORT

In January 2003, Dr. Kathie Bull presented the outcomes of the “*Review of the Principles, Practices and Provision for Children and Young People with Emotional and Behavioural Difficulties and Disorders in the Island of Jersey*” to the Education, Sport and Culture; Health and Social Services and Home Affairs Committees. The report confirmed the need for radical change in the way in which services to meet the needs of children with severe emotional and behavioural difficulties are configured and delivered. Following the publication of the report, the committees authorised the establishment of inter-departmental action groups which have been working with Dr. Bull to prepare options for the consideration of the 3 committees to give effect to the recommendations contained in the report.

Significant progress has been made by these groups and it is anticipated that the resulting Strategy for Severe Emotional and Behaviour Difficulties (SEBD) will be presented to the States later this year. This will set out not only plans for the future but also report the decisions which have been taken to date and the actions completed by each of the committees. The purpose of this “interim” report is to offer a summary of the work which Dr. Bull has led towards the development of the strategy.

Although this report is presented in the name of Education, Sport and Culture Committee, it is submitted on behalf of the 3 committees who jointly commissioned Dr. Bull's report and the subsequent work and will take responsibility for giving effect to the resulting strategy to improve services.

REPORT ON THE SEVERE EMOTIONAL AND BEHAVIOURAL DIFFICULTIES REVIEW 2002 AND SUBSEQUENT UNDERTAKINGS

1. Rationale for the Review

A Review to assess the impact of provision, practice and protocol as well as quality and quantity of each for children and young people with severe emotional and behavioural difficulties (SEBD) was commissioned by the States Committees with oversight for –

- Education (now Education, Sport and Culture);
- Health and Social Services; and
- Home Affairs

in 2001.

The work, carried out during the year of 2002, was framed by terms of reference which were laid out under 2 major headings. The first drew together the requirements of each department for designing a co-ordinated approach to –

“developing, managing and monitoring provision and services for children with serious emotional and behavioural difficulties for consideration and approval by the appropriate Committees of the States”.

The second, laid out under 5 sub-requirements, described the scope of the exercise and prepared the way for reviewing existing practices and procedures in all services and for all agencies providing for SEBD children which came within the mandate of the 3 Committees. This included the inspection of institutions and provisions responsible for educating, caring for and managing the remand/detention periods for children who came within the scope of the review.

2. Outcome of the Review Year

In December 2002 a report entitled *“Review of the Principles, Practices and Provision for Children and Young People with Emotional and Behavioural Difficulties and Disorders in the Island of Jersey”* was presented to the 3 Committees. The recommendations were set out under a series of headings. Many were inter-related and mutually supportive, aimed at and affecting positive and co-operative change in relation to children in need, including those with SEBD, and what was provided for them.

2.1 In summary, those recommendations relating to Strategic Planning were –

- to establish a Children’s Executive which would assume overall responsibility for, and oversight of, all matters relating to children with SEBD;
- to introduce the concept of “Corporate Parenting” whereby the States assumes responsibility for ensuring support for children with SEBD;
- to prepare a jointly commissioned Partnership Plan Agreement which would lay out the parameters and funding for joint working;
- to devise a Strategic Plan within which the implementation programme for change would be described and programmed;
- to appoint a Director of Services to oversee specialist provision and providers for those children deemed SEBD;
- to agree, set out and implement a Behaviour Management Programme, the sole purpose of which

would be to coalesce and provide both sound specialist and generic provisions for SEBD;

- to prepare and develop policies which support the education, care, management and treatment of children with SEBD, the impact of which can be regularly monitored.

2.2 Those recommendations relating to youth remand and offending cycles were –

- to close, within one year, the remand facility for school aged children and to design and open a new facility which was fit for purpose in the light of the review findings;
- to establish a “Tariff of Offending Behaviour” to be used to guide disposals which are more readily “fit for purpose” and would be linked with the new outlets described in the Review Report;
- to review, in the light of any new protocols, procedures, practices and provisions, the role and functions of both the Parish Hall Enquiry System and the States Police in relation to children under 18 years;
- to mobilise a small specialist group of Probation Officers who would be seconded to the proposed new Youth Action Team;
- to assess the status and disposal of young people under 18 years to the Young Offenders Institution and to improve, as a matter of urgency, the system for “imprisoning” young women and for providing education for both male and female offenders up to 18 years.

2.3 Those recommendations relating to Health and Social Services were –

- to consider the status of Children’s Services within the Health and Social Services Department;
- to clarify the role of Children’s Service in relation to young offenders;
- to assess the suitability of all staff who manage SEBD cases/care programmes/procedures;
- to review the purpose and function of children’s homes and the adolescent centre;
- to establish a professional foster parenting programme;
- to re-designate Child and Family Service as a Child and Adolescent Mental Health Service (CAMHS).

2.4 Those recommendations relating to Education were –

- to provide opportunities for non fee paying secondary schools to deploy EBD specialist staff so as to promote improved services and to adopt a range of procedures including electronic registration;
- to re-model the secondary EBD school as a resource centre placing pupils under service level agreements to ensure sharper focussed provision;
- to disaggregate some of the costs of the Educational Psychology Service (EPS) so as to promote the development of more creative and imaginative packages for pupils with significant need;
- to refocus the work of the EPS in the primary school sector;

- to regularly monitor and report upon the use and effectiveness of delegated funding for pupils with special educational needs;
- to co-locate the primary EBD school to a mainstream site;
- to designate one existing EPS post as a senior psychologist to manage the behaviour packages and programmes within the primary phase;
- to provide specialist behaviour time to primary schools;
- to trial the concept of “A Quiet Place” in 2 primary schools;
- to establish a small specialist team to work with parents whose children fall within the SEBD range;
- to prepare a standard tariff for suspension/exclusion from schools;
- to strengthen and redefine the roles and responsibilities of the Educational Welfare Service.

2.5 Those recommendations relating to new initiatives were –

- to introduce into the Island the concept of Parenting Orders which are mainly supportive and not punitive in focus;
- to develop a Youth Action Team (YAT) comprised of professionals from across the services/agencies managing children with SEBD;
- to develop Youth Intervention Programmes (YIP) with the aim of diverting children away from anti-social or delinquent behaviours to be managed by YAT;
- to develop an Island-wide Assessment Framework;
- to develop and implement Home School Agreement in tandem with Parenting Orders and YIP;
- to introduce Looked After Children (LAC) liaison posts and Personal Support Programmes for LAC.

2.6 Those recommendations relating to resourcing were –

- to review current accommodation and its potential in relation to need as outlined in the Strategic Plan and the Partnership Agreement;
- to assess the capacity and capabilities of all staff working in the SEBD arena in preparation for any new posts, roles and/or responsibilities;
- to ring-fence funding released as a result of any changes to current situations for SEBD growth and development work;
- to develop a new campus for the education, care, treatment and management of children with SEBD;
- to devise inspection/audit schedules in order to monitor, evaluate and report upon the effectiveness of new and re-vamped existing provision.

3. Plans for Implementation

The 3 Committees received the Report in January 2003. Prior to this period, however, it had been agreed that the scope of the review would be extended so as to open up opportunities for debating the recommendations as described. The second stage was to run from January 2003 to June 2003, the purpose given as –

“to clothe the recommendations described in the Review Report 2002 setting out options for change under each”.

It was essential to employ a methodology which could not be seen as suspect as the original reviewer was to manage the process. Hence, action groups were established which comprised professionals from the commissioning departments. Each Action Group looked at a particular recommendation and set out the options for implementation and the rationale for action identifying the advantages and disadvantages of each option.

At the conclusion of this process, separate scrutiny groups, again comprising professionals from across agencies, commented upon the work of the action groups and moderated the outcomes. In general terms the options set out ranged from the maintenance of the status quo to more radical approaches.

There were 14 Action Groups which met, in total, on 51 occasions; 8 specialist action groups who took matters further and debated in great detail various contentious matters; 7 scrutiny groups; and 15 separate written, submissions and representations. Forty-six representatives from CAMHS, ESC, HSS, States Police, Probation and After Care, Prison Service, Magistrate and Home Affairs were involved with the work.

4. Outcome of Action Group Work

The outcomes of Action Group deliberations were summarised in 3 volumes. Abridged versions have also been prepared. In addition, there are 4 draft Audit Tools available as well as the secondary headteachers' bidding proformas setting out funding requests for their improvement programmes.

The 3 volumes relate to the recommendations consumed within the original report –

Volume One covers Recommendations	17.1.1 – 17.1.8
Volume Two covers Recommendations	17.2.1 – 17.2.19
Volume Three covers Recommendations	17.3.1 – 17.6.1

The 3 Committees have already ratified and endorsed the –

- **establishment of a Children's Executive;**
- **appointment of a Director of Services.**

Chief Officers have also considered the options in Volumes 1 – 3 and presented their views on the options to the Presidents of the 3 Committees. There are a number of issues to be resolved but it is anticipated that following the series of workshop meetings to be held on 24th July 2003, the way forward will be agreed.

Already one extremely productive meeting has taken place between the Presidents of the Commissioning Committees, their Chief Officers, Dr. Bull and the facilitator who will lead workshops. The discussion enabled all present to debate the advantages and disadvantages of those recommendations which were the most contentious, namely –

- the establishment of an actual or 'virtual' campus for caring for, educating, securing and treating young people whose needs are deep-seated;

- the complete or partial disaggregation of Children's Service to the Children's Executive;
- the composition of the Children's Executive; and
- the immediate provision of education to the YOI.

5. Future Arrangements

Dr. Bull's consultancy has been extended to December 2003.

The extension has been made to ensure that the momentum for change is not lost in between the conclusion to the second stage review and the appointment of a Director of Service, the establishment of the Children's Executive and the forming of the management boards.