

Support and aspiration: A new approach to special educational needs

Pathfinder Application Form

This completed application form must be sent to SEND.contracts@education.gsi.gov.uk by Midday, 15 August 2011

I – Applicant details

Name(s) of local authority/ authorities Trafford	Signature of Chief Executive LA
Trafford	
Name(s) of PCT(s) NHS Trafford	Signature of Deputy Managing Director of NHS Trafford:

II – Background information

Please provide figures below for each LA area in the pathfinder

Number of children and young people 48,136	% and number of children and young people with Statements of SEN 2.72% (1309)
% and number of Looked After Children 0.58% (280)	% and number of Looked After Children placed out of area 0.18% (89)
% and number of Looked After Children placed in your area 0.40% (191)	% and number of Children in Need 1.78% (856)
Number of Tribunal cases and % successful <u>2010/11</u> 8 cases to Tribunal 3 LA upheld (37.5%) 3 Mixed outcome (37.5%) 2 Parent Upheld (25%)	% SEN statements completed in 26 weeks 100%
Please state whether this pathfinder is an NHS early implementer NO	Please state whether any partner in this pathfinder is already engaged in: a) piloting personal health budgets NO b) Piloting DfE Individual Budgets NO

Please describe the socio-economic make-up of your area (max 100 words)

Trafford's population is approximately 210 000, 8.5% of the Greater Manchester population with a diverse mix of communities, approximately 50,000 are under 18 with 23.5% belonging to an ethnic group other than White British compared to 21.3% in England overall; 11.2% of pupils speak English as an additional language. The authority has industry and business with long established industrial estates, including world class sporting attractions, heritage, and shopping centres. The socio economic picture is diverse with northern parts of the borough in the 5% most deprived nationally, while areas in the south are within the 5% most affluent.

III- Basic Information

Describe how this pathfinder demonstrates the basics. Text must include all the headings listed:

In planning and designing this proposal, we have consulted with the following Greater Manchester partner authorities: Manchester, Wigan, Oldham and Rochdale who are submitting separate but complementary applications. In addition, we have agreed to share our learning with Bury, Bolton, Salford, Stockport and Tameside within the context of the Greater Manchester Combined Authority.

We have discussed areas that each authority will lead on to maximise sub-regional coverage of the issues to be tested, will test cross border arrangements and will engage in mutual learning opportunities. Processes to enable this to occur will be put in place once we learn about the successful bids.

Partnership arrangements:

Trafford Children and Young People Service (CYPS) is the only integrated children's service in the North West bringing together the commissioning and provision of health, social care and education services. The organisational governance arrangements are through a strategic partnership agreement between the 3 organisations and we are establishing a S75 agreement for integrated commissioning. We have an active and involved Children's Trust Board which is chaired by a representative of the Voluntary Sector.

Our work has been subject to very successful external scrutiny. A full inspection of Safeguarding in April 2010 judged the service as Good and highlighted the very positive multi-agency approach. Trafford received the highest grading of 'Performs Excellently' by Ofsted in their 2010 Annual Rating.

We have consulted and involved VCS bodies in the development of this proposal. They will be involved throughout the planning, design, delivery and evaluation of this Pathfinder Project as equal and valuable partners.

Work with a range of front line services:

Within Trafford we have a number of existing multi-agency teams where front-line services work together. For several years now we have had an integrated service for children with complex and additional needs (CAN) which combines health and social care services under a single management structure. Our SEN Assessment service is located within our Multi-Agency Referral and Assessment Service which also includes front-line social care services and the designated and named nurses. This service is also part of the Commissioning arm of CYPS.

We have extensive evidence of working with front line services through commissioning a wide range of services as part of the Aiming High for disabled children initiative. This is further evidenced via a recent complex and additional needs and early intervention tender process for the VCS which increased our range of frontline providers.

Role of VCS sector:

Within Trafford the VCS are represented at a range of strategic decision making groups including the Children's Trust Board (chaired by a VCS representative), the CAN steering group, TSCB etc. Trafford's 3rd Sector is a key partner in our governance, delivery arrangements and local provision. We have just completed a tender process which has increased the number of VCS providers CYPS commissions locally.

In developing this bid we have involved and included key voluntary sector partners from our area such as AGSMA (Autistic Society of Greater Manchester Area) and the Together Trust who are key providers in our area and have agreed to support us in designing, implementing and evaluating the Pathfinder Model.

Engagement of parents:

Trafford can demonstrate wide engagement with parents and carers across a range of forums which include our excellent Parent Partnership which produces quarterly newsletters and has an active and involved Parents Forum. This Forum helped us formulate our response to the Green Paper Consultation and will be involved in a Steering Group we are proposing to help guide this Pathfinder Project.

We have also employed a Parent Participation Worker who has established a robust network of parent partnerships which meet quarterly and also includes a virtual IT network. Parents and carers are represented at the Learning Disability Partnership Board which is chaired by service users. The forum is involved in

commissioning process. We have a draft parent – professional agreement to promote a better working partnership.

We have existing examples of engagement such as: Opening Doors, a DVD developed with parents for parents of children with complex and additional needs in a range of languages and with signing to share experiences and explain some of the available CYPS services (Education/Health/Social care) within Trafford. Trafford Parent Partnership Service has the Crystal Mark for their clear information for parents.

Engagement of children and young people;

Children with SEN have been involved in the commissioning of new services such as short breaks. Trafford Youth Cabinet includes young people with SEN and has influenced the development of many aspects of CYPS services including youth service, connexions, CAMHS and commissioning of services for positive activities, young carers and siblings of children with CAN. The Children in Care Council also contains young people with SEN and influences services for children and young people in care.

There is soon to be a Children’s disability partnership which will strengthen joint decision making processes.

We are proposing to build on the work already done to engage and involve young people by creatively including them in our proposed Steering Group and ensuring that their voice is heard in the design, implementation and evaluation of the Pathfinder Project.

Capacity to test and innovate;

Trafford CYPS very proactively seeks out development opportunities which facilitate innovation and align to our vision. We have recently secured funding to widen and further develop our Intensive Interventions provision; We have successfully implemented and now sustained our TAMHS (Targeted Mental Health in Schools) provision through investment from NHS Trafford and direct contracts with schools. We are keen to ensure that we have future orientated performance management and assessment arrangements. We are currently drafting bids to explore payment by outcomes in Children’s Centres but if unsuccessful we would continue to pursue this as it fits within our transformation activity. Personalisation is a key concept of the transformation of our children’s workforce as is the transparency of the assessment process. We will align all project plans to meet the outcomes identified in this application.

We have piloted personal budgets for young people with learning disabilities who are in transition. The outcomes were 100% positive.

Project plans;

CYPS is adept at project management; we currently manage Multi Systemic Therapy & Multi Dimensional Treatment Foster Care activities which have both been recognised for excellent project management by CYPS senior managers. We now have sector specialists to advise and support project delivery in other areas of England.

We employ staff trained in Project Management and currently operate a transformation programme within CYPS. We also ensure that all project management activity has sufficient governance; this project would have a steering group and also be overseen by the CYPS Service Development Board to ensure alignment and integration with other projects as appropriate; and this board reports to the Corporate Transformation Board for the same reasons.

We have a joint Information and Performance service across Health and the Local Authority which ensures effective use of Data and other information for the purposes of monitoring performance, quality assuring delivery and evaluating impact of services.

Evidence base.

Trafford has extensive experience in bringing together multi-agency teams, integrating delivery, pooling budgets and aligning resources. We have a history of success in managing and delivering innovative projects which bring different agencies together and align processes. An example of this is the development of Continuing Health Care process for children with complex health needs aligned to the existing multi-agency CAN Resource Panel. We also have examples within early identification and intervention where we have a pre-school moderation panel which is a multi-agency group that develops an integrated response to children’s health education need. This panel builds on the existing practitioner led multi-agency support forum based on early support principles involving all key stake holders.

We have had an opportunity to test out the use of Personal Budgets in the past and have found this to have very positive outcomes. We have piloted the development of a personalised package for young people at Transition stage to increase social support enabled by a direct payment – this led to increased independence, socialisation with peers, opportunity to participate in new social activities and short-breaks for families. We have been progressing a personalised approach for service delivery across a number of key areas aligned with the national developments in adult social care and the 'Right to Control' agenda.

Trafford CYPS is committed to integrating personalisation via multi level commissioning, and within all levels of service development wherever possible. At the strategic level services now commission following a comprehensive needs assessment which include the views of children, young people and their families. Complex and Additional needs services and early intervention services commissioned with children and young people, parents, carers and families who had relevant experience in the key service areas sitting on the panels who made the final decisions. We monitor our outsourced projects to the voluntary community and private sectors to ensure that include children and young people and their families in the evaluation and decision making processes

We have piloted the use of the CAF and the Budget Holding Lead Professional (BHLP) model. We worked in a multi-agency way to find creative solutions to issues for families which supported early intervention opportunities and used innovative approaches and solutions.

Our feedback from various OFSTED Inspections on our Multi-agency working (Safeguarding, Fostering, Adoption, Contact and Referral) has always been consistently positive, demonstrating Trafford's commitment to the commission and provision of quality services.

IV – Core testing areas

Please see the next page for a visual description of the model we wish to implement through the Trafford Single Assessment Model (SAM) Pathfinder Project.

We plan to create a transparent route for referral into the project which will go to a single source for initial screening to ensure that the right cases are supported through the SAM project. We will concentrate on supporting children with complex needs where health, social care and education services are involved and we feel a single assessment approach will add value to the child's package of support and add value to our learning about what works best in the single assessment model.

There will be active involvement of children, young people and their families throughout the assessment and planning process, supported by an Advocacy service commissioned through the VCS. We will create a multi-agency decision making panel which will have transparent processes. This panel will be the core decision making process. Children, young people and their families along with their Advocate will be invited to attend this panel, they will see the reports being presented to the Panel and hear the professional discussions. Their views will be actively sought, included and recorded. This panel will develop an Outline Single Child's Plan and appoint a PCP Team to work up the detail of the Plan, the personal budget and how best to use this to meet the child's needs. The PCP team will include the child, their family, their Advocate and the SAM Co-ordinator as well as other key professionals.

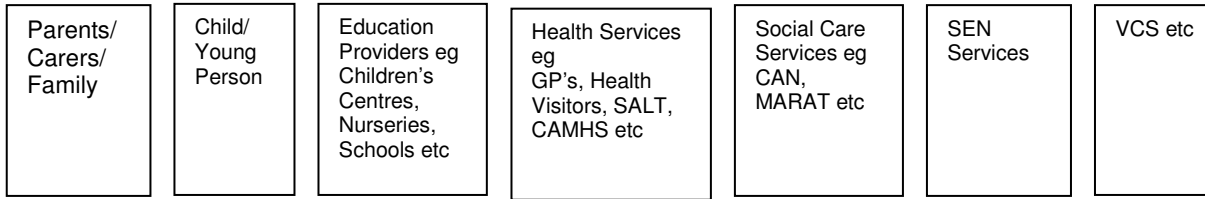
We will offer Mediation and conflict resolution throughout the assessment and planning process to avoid the need to follow formal complaint and appeal routes and reduce referrals to Tribunals. Indeed, mediation will be a key facet of the process at every stage.

We will use Person Centred Planning, personal budgets, common eligibility criteria, local banding, single child's plan models and annual reviews to ensure that we understand and agree the child's needs, pool our resources for efficient and effective responses and put power into the hands of the child and their family in deciding what packages of support will best meet their needs.

We are proposing a strategic level Steering Group made up of all key stakeholders including Parents and the VCS to maintain a strategic overview of the project as it develops. There will be an executive group of Senior Managers who will drive the project forward. We are also proposing to have a Project Co-ordinator, Project Administrator and a Framework of VCS providers available to offer advocacy to children and families and mediation where it is needed.

At the back of this Paper is an outline Project Plan for the development of the Trafford SAM Pathfinder Project.

Trafford Pathway for SAM Pathfinder

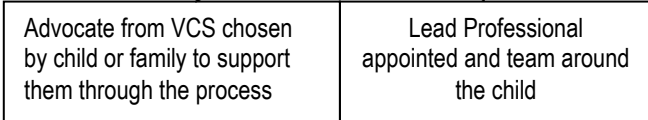


Self- Referral/ SARF (Single Agency Referral Form/CAF)

This referral would go to the SAM Project Co-ordinator for initial screening. If necessary more information will be gathered at this stage.

Multi-agency Screening Panel

This Panel will consider if the case is suitable for the SAM project or should follow another route.



The Lead Professional could be a Statutory Worker or VCS worker – child and parent involved in this decision. The LP would appoint key workers within all 3 areas to lead the individual assessments and would work with the SAM Project Co-ordinator and Administrator to pull these together.

Statutory Processes of Assessment (Health, Education and Social care pulled together)

The child, their family and their chosen Advocate can attend this meeting. This is where the local banding decision will be made across health, education and social care. An outline Person Centred Plan will be developed and a PCP Core Team will be recommended. Specific short, medium and long-term outcomes will be laid out for measurement at the Annual Assessment.

Early Appeal Process to CYPS Executive Team – formal Mediation offered via VCS

Single Assessment Panel

Person Centred Planning Meeting with Child, their family and their VCS Advocate and PCP Core Team, SAM Co-ordinator to devise a detailed Person Centred Action Plan

This group will do the detailed planning. The SAM Project Co-ordinator will join the PCP Core team. The child/family advocate will also be included at this stage. Brokerage will be offered through the VCS

Personal Package

Review process including PCP Review (Annually)

Resource Allocation (Review via Multi agency panel)

The Annual Review process will measure progress against the outcomes agreed by the Single Assessment Panel and will make recommendations about decreasing, keeping the same or increasing the level of Personal Budget. This will then be reported back to the Single Assessment Panel.

Impact on children and young people of all ages (0-25):

Having discussed our application with neighbouring authorities we have decided to present separate bids which are complimentary and allow us to cover the whole age range and consider children and young people in different circumstances. Manchester have agreed to take the lead on the 14 – 25 age group and transition to adulthood and we have decided to concentrate on supporting children and young people between the age of 0 – 19 (inclusive) who have complex needs where all three areas (health, education and social care) are involved.

We believe supporting this cohort will build on work we have already done on Personal Budgets through our Transformation activity and links to the Continuing Health Care approach. We want to test out how to create a single assessment, a single child's plan that covers all three areas, and a personal budget model that allows us to pool our resources.

Our single assessment model will allow an initial identification route from a variety of sources including parents and children and young people themselves. We will test the use of our existing Single Agency Referral Form (SARF) process and CAF structure to help in early identification of needs.

The needs of the children and young people will be identified via a central assessment process which will collate and coordinate the various statutory assessments from Health, Education and Social Care and bring the information together. The assessment process will be transparent and will actively involve children and young people. It will actively involve the parents and young people themselves who will be supported through all stages by an advocate from the VCS sector who will ensure their voices are heard and they are fully engaged in the process from the start.

We will build upon the person centred approach that is already successfully developed and integrated into our adult learning disability services and within our Special Schools. Trafford is able to evidence innovation in the development of person centred principles through its implementation around transition; this includes the development of a person centred presentation and review of needs via the annual review process, where the young person is integral to and drives the person centred process.

Through this process we will develop a single child's plan which covers all aspects of the child's health, education and social care needs. This single plan will be used to develop a personal budget which pools the resources of Health, Education and Social Care thus creating efficient use of resources and allowing for creative and flexible responses whether that be already commissioned or via a direct payment or a combination of the two.

Advocacy services from the VCS will then support the child and family to determine the best way to use the Personal Budget to meet the child's needs. This approach gives more power and control to the child and their family, makes the decision making processes transparent and allows for creative solutions and services that meet the individual needs of the child in the most appropriate way.

Person-centred planning approach:

Our proposed single assessment model builds on our existing Single Agency Referral Form (SARF) and the CAF system. It also links with the referral route into CANS (Complex and Additional Needs Service) and the current process into SEN.

We will use the Pathfinder Project to develop and embed common eligibility criteria between Health, Education and Social Care and make it clear who takes the lead in which area and when.

Within Trafford there has been significant development and progress with processes that support and embed person centred principles (already developed and shared with all schools) and person centred planning. In particular when there are Year 9 Annual/Transitional Reviews; where a model has been developed and implemented to demonstrate needs in a person centred way. This is already a multi-agency process (Connexions, Schools, Educational Psychology, VCS, Parents, and Young People etc).

For this Pathway Project we are proposing to build upon and widen the principles of our personalised approach to develop bespoke packages of provision that meet identified needs aligned to specific objectives. Children, young people and their families will be supported to develop person centred plans with the assistance of all key stakeholders including advocacy support from the VCS.

For the most complex cases we will develop a Framework of VCS agencies who can be brought in to facilitate with children, young people and their families at the point of putting together their personal packages of support.

links between planning and assessment:

We will use the Pathfinder project to develop an overarching multi-agency eligibility criteria and resource allocation system.

The core offer will be clearly defined within common eligibility criteria which will define need and likely available service provision. The criteria will be aligned to local banding demonstrating the likely available service provision. The provision could be from established providers and/or commissioned specifically by the child, young person or family.

There are already eligibility criteria developed for complex and additional needs services which can be further developed to include current SEN criteria. Please see back for an example to build on (Page 18, 19 & 20). This will include building upon wider commissioning approaches, which further develops our principles regarding plurality of supply and creating opportunities for the VCS which may include consideration of resources already allocated to the family.

Plans for more transparency about what is provided:

The active involvement of children, young people and their families in the entire process of referral, assessment, formulation of the single child's plan and use of the personal budget would ensure a transparent and less adversarial process. Access to copies of specialist assessments, attendance at the Single Assessment Panel, support in providing their own perspective and being able to express their own preferences etc would involve children and families and allow them to be part of the decision making process aligned to person centred planning.

The child, young person or family involvement will be supported and enabled by the provision of independent advocacy provided through the VCS with a longer term vision of developing a Parents led Advocacy and Mediation Support Social Enterprise initiative which will be initially supported by Trafford Parent Partnership but developed to be self-sustaining.

A key task for the Pathfinder Project is to develop common eligibility criteria and a transparent local offer. We will establish an agreed published Local Offer which ties in with our common eligibility criteria across all areas to create a single plan supported by a range of pooled resources. This would include a range of all key providers within health, education including our schools and colleges, social care, adult services and the VCS etc.

We will improve our information to children, young people and families to ensure they are fully aware of our approach and their options. We will be creative about how to involve and engage people at all levels and will use appropriate information and communication tools to assist involvement and information sharing.

the key professionals who will support new planning regime:

Supporting Structure

Trafford SAM Pathfinder Executive Group

This will be a small group of Senior and Strategic Managers who will meet monthly to manage the delivery of the project and monitor outputs. They will deal with detail, removing obstacles and supporting the operational delivery.

Membership will be:

- Head of Service CAN (Complex and Additional Needs)
- Head of Service MARAS (Multi-Agency Referral and Assessment Services)
- Operational Manager CAN Social Care
- SEN Manager
- Inclusion Advisor (SENAS Special Educational Needs Advisory Service)
- Head of Commissioning

Trafford SAM Pathfinder Steering Group

This group will oversee the development and approach of the Project.

Membership will be:

- Head of Service CAN
- Head of Service MARAS
- SEN Assessment Team

- SEN Advisory Service (SENAS)
- Educational Psychology
- CAN Social Care
- Joint Commissioning
- PCT Commissioning representation
- Connexions
- 14 – 19 Learning
- Adult Services
- Early Years
- Mainstream and Special Schools*
- VCS
- Parent Partnership
- Trafford Health Trust
- PCT
- Parent Reps (x2)*

*Representing a sub-group

We will co-opt as and when we require specialist knowledge.

Terms of Reference (Steering Group)

1. To provide Strategic and Operational support and challenge in the design and implementation of the SAM Pathfinder.
2. To agree the mechanisms and models of assessment, planning and implementation of the SAM pathfinder.
3. To actively and creatively engage parents, young people, and the Voluntary and Community Sector (VCS) in discussions and decisions about the design and implementation of the SAM Pathfinder.
4. To ensure robust multi-agency governance of the SAM Pathfinder.
5. To support the process of aligning and coordinating the work of all agencies involved in the SAM pathfinder.
6. To ensure quality assurance and monitor performance to maintain standards within the SAM pathfinder.
7. To ensure the work and learning from the SAM Pathfinder is embedded both strategically and operationally.
8. To identify issues challenging the implementation of the SAM pathfinder and find ways to resolve these.
9. To enable open debate involving all partners to inform effective decision making.
10. To enable the learning and evaluation from the SAM Pathfinder to be continued and extended beyond its original remit both locally and nationally.
11. To report regularly to the CYPS Executive Team, Adult LD Programme Review Board and the new Children's Disability Partnership Board.

new single plan with focus on outcomes:

As you can see from the diagram at the start of this section the principle of a single child's plan is crucial to the effective working of this project. We wish to develop a model which still allows each component part of the service to conduct its own statutory assessments within the legal timescales but then for these to be co-ordinated and brought together in one place – the single child's plan to inform decision making. This plan will allow for the child to be viewed holistically, for each area to see what all the needs are and where these may overlap. The Plan will be based on a Person centred Plan model and be written in a way that the child and family can relate to that focuses on the child and their needs and what they have stated as their desires and preferences and individual outcomes.

We will build upon person centred planning principles as outlined above from our existing work around personalisation aligned to a person centred approach. Needs will be assessed via the methods defined above and linked to outcomes for the child/ young person. Support will be offered via a broker to discuss the specific needs of the child/ young person and align them to a range of services already commissioned or support them to develop a personalised package of support via a personal budget. Trafford can already evidence the development of these methods within its existing infra structure with positive outcomes relating to socialisation, independence, improved psychological well being.

Within Trafford we can build on existing practice. We have some good practice with less complex cases where Enhanced School Action plus has been given without a Statutory assessment. An 'individual provision map' is produced detailing how the school will meet the needs as assessed by those providing advice into the SEN statutory assessment referral and commented on at SEN Panel. The parent School, SENCO and SEN colleague (SEN reviewing officer and SENAS Consultant/Adviser/E.P) plan how the allocated funding will be used to meet set objectives and how impact will be measured.

Objectives for the Single Child's Plan will be set at the Single Assessment Panel and will focus upon specific and measurable outcomes for the child/young person. These objectives will be used to develop the Person Centred Plan and will be used as a measure at the Annual Review Process and provision revised accordingly. There will be a mixture of short and long term objectives.

alignment of resources:

Trafford would build upon the realignment of budgets to pool resources across the multi agency infrastructure. Evidence of this arrangement is already being developed through our proposed Section 75 agreements between the local authority and health partners. This model mirrors the desired infrastructure to support the further alignment of resources to ensure access is equitable and based upon need. To ensure equity in service access is matched to identified need a local banding model will be developed and aligned to a resource allocation system.

Through existing aligned integrated governance arrangements we would ensure that resource planning maximises all opportunities for efficiency and improved impact on children and families outcomes. We are a pilot for community budgets and are developing both personalisation and integrated assessment pathways; the SEN pilot offers natural alignment to our existing proposal and the additional resource it offers would facilitate wider impact and an acceleration of progress.

join-up between key agencies:

Within Trafford we have a number of existing multi-agency teams where front-line services work together. For several years now we have had an integrated service for children with complex and additional needs (CAN) which combines health and social care services under a single management structure. Our SEN Assessment service is located within our Multi-Agency Referral and Assessment Service which also includes front-line social care services and the designated and named nurses. This service is also part of the Commissioning arm of CYPS to ensure transparency. We have established Integrated Governance models in place. We have joined up Commissioning and a shared Information and Performance service between the Local Authority and Health.

Having discussed our application with neighbouring authorities we have decided to present separate bids which are complimentary and allow us to cover the whole age range and consider children and young people in different circumstances.

Within Trafford the VCS are represented at a range of strategic decision making groups including the Children's Trust Board (chaired by a VCS representative), the CAN steering group, TSCB etc. Trafford's 3rd Sector is a key partner in our governance, delivery arrangements and local provision. We have just completed a tender process which has increased the number of VCS providers CYPS commissions locally.

In developing this bid we have involved and included key voluntary sector partners from our area such as AGSMA (Autistic Society of Greater Manchester Area) and the Together Trust who are key providers in our area and have agreed to support us in designing, implementing and evaluating the Pathfinder Model

value for money and assessment of cost:

We anticipate we will be able to create a more logical and streamlined approach to assessment, planning and meeting needs through the SAM pathfinder project which will benefit children and young people. It will also create efficiencies across all involved agencies by reducing duplication. This will be achieved via a single assessment process; identifying needs; involving children, young people and parents and carers in decision making aligned to the person centred planning process, reducing numbers of tribunals; aligning resources; development and publication of eligibility criteria and robust infra structure to ensure resource allocation is equitable and aligned to need; the joint commission of a range of services including the VCS to meet the needs identified.

By creating an agreed common eligibility criteria, local banding model and resource allocation model we will have transparent process which allows us to see where efficiencies in administration and finance could be

made.

We have estimated the annual cost of the Trafford SAM Pathfinder model in the Project Plan at the back of this document (Page 12).

Use of mediation:

Mediation and early conflict resolution will form a central plank of our approach to the single assessment model. Mediation will become a process rather than an event. At every stage from referral through to decision making and allocation of resources children, young people and parents will be actively involved and supported in having their voice heard. Discussions and decisions will be transparent to allow families to understand what has been proposed and why.

All staff involved in supporting the assessment and planning model will be given common training on informal mediation skills – this will create a commitment to the early resolution of issues and a common approach across health, education and social care.

We will also create a Framework of VCS providers who can be brought in to offer independent Mediation support to children, young people and their families at key points where there are areas of difference. The child, young person or family involvement will be supported and enabled by the provision of independent advocacy provided through the VCS with a longer term vision of developing a Parents led Advocacy and Mediation Support Social Enterprise initiative which will be initially supported by Trafford Parent Partnership but developed to be self-sustaining.

We will ensure that children, young people and families will still have access to a formal Complaints process and the ultimate option of Tribunal if needed – however our intention is that by having a more transparent and involving process with children, young people and families there will be less need to follow these formal routes.

transferability of plan:

We intend to use the SAM Pathfinder project to develop a system of a single plan for the child across all services which will be owned by all agencies within Trafford – Health and Local Authority. The plan will include all the individual elements of the required statutory assessments under a single heading. If the child is also in care it will include their Care Plan or Pathway Plan. We will also include the Carers Assessment when conducting the single assessment model to ensure that everything that needs to be considered is brought into the plan. This plan will be able to be used by all agencies and parents when considering the right approach to meet the child's needs.

We have built in an annual review process (which can be brought forward if situations change notably) to ensure that the plan is always suitable and relevant to the child's needs as they grow up or their circumstances change.

V – Optional areas (see Annex x)

Please rank from 1 to 5 (1= favourite to test, 5 = least favourite) the optional testing areas in order of preference. It is acceptable choose more than one 'favourite' option: please make sure your ranking reflects this. Please note that we will prioritise applications from pathfinders wishing to work on children's personal budgets. Please indicate how many additional options your pathfinder could reasonably test.

Number of options	
Personal Budgets	1
Banded Funding	
Age Range & Employment	
Support to parents and young people	3
Support to vulnerable children	2

VI - Contact details

Please provide a lead contact for the pathfinder as a whole and for each local authority and PCT cluster engaged in this bid

Lead Pathfinder Officer

Name of local authority	Trafford
Name of lead contact	[REDACTED]
Position of lead contact	[REDACTED]
E-mail of lead contact	[REDACTED]
Tel of lead contact	[REDACTED]
Address of lead contact	[REDACTED]

Local authority 1

Name of local authority	Trafford
Name of lead contact	[REDACTED]
Position of lead contact	[REDACTED]
E-mail of lead contact	[REDACTED]
Tel of lead contact	[REDACTED]
Address of lead contact	[REDACTED]

PCT 1

Name of PCT	NHS Trafford
Name of lead contact	[REDACTED]
Position of lead contact	[REDACTED]
E-mail of lead contact	[REDACTED]
Tel of lead contact	[REDACTED]
Address of lead contact	[REDACTED]

Trafford SAM (Single Assessment Model) Pathfinder

Project Plan

1. Project Overview

1.1 Background

The Government's Green Paper 'Support and aspiration: a new approach to special educational needs' was published in March 2011. It made wide ranging proposals to change the way assessment and support is conducted for children and young people with complex or additional needs. The Green paper proposed to explore how to reform the statutory SEN assessment and statement framework through local Pathfinders. These will explore the potential for replacing the existing system with a single assessment process, a single joined up Education, Health and Care Plan and personal budgets across education, social care, health and adult services as appropriate.

The aim of the Pathfinder Programme is to:

- Help design a better, more transparent and less adversarial system in which all agencies fully engage in the development of a single plan and delivering it through personal budgets.
- To develop approaches building on what is already working.
- Test the extent to which these new arrangements work for all disabled children.
- Give parents and carers greater choice and more control
- Explore how this approach could address inequalities.
- Explore the impact of this approach on children and young people.
- Explore how this approach fits with other initiatives and policies.

Trafford Children and Young People Service (CYPS) is the only integrated children's service in the North West bringing together the commissioning and provision of health, social care and education services. The organisational governance arrangements are through a strategic partnership agreement between the 3 organisations and we are establishing a S75 agreement for integrated commissioning. We have an active and involved Children's Trust Board which is chaired by a representative of the Voluntary Sector. Our work has been subject to very successful external scrutiny. A full inspection of Safeguarding in April 2010 judged the service as Good and highlighted the very positive multi-agency approach. Trafford received the highest grading of 'Performs Excellently' by OFSTED in their 2010 Annual Rating.

It has been agreed at Executive level within CYPS that Trafford should develop a Pathfinder proposal which concentrates on testing out new approaches to assessing, planning and delivering services for our most complex cases where all three areas (social care, education and health) are involved, or will become involved, with the child. A Person Centred Planning and Personal Budget Model will be utilized. We are proposing an approach which pulls together information, decision making and resources under a single child's plan. The age group of consideration will be 0 – 19 years (inclusive). We will include new cases coming forward and consider existing cases where a different approach may add value. We estimate that the cohort of children we will work with will be in the region of 20 – 30.

We are proposing to develop an outline model of single assessment which will still meet the statutory requirements of the component agencies (Education, Social Care and Health) but will allow a different approach to be taken if the family agrees to work with us on this. Families who do not wish to participate in the Pathfinder approach, or cases that are thought not to be suitable for this approach, will still receive assessment and services through the usual established routes.

We are proposing to establish a multi-agency Steering Group to oversee the development, implementation, learning and evaluation of the Pathfinder Project.

1.2 Aims and Objectives

Project objectives

- To build on the work already developed within Trafford CYPS in terms of multi-agency working, integrated governance and pooled resources to develop a streamlined single model for the effective assessment, decision making, planning and delivery of services to support children with complex and additional needs.

- To put the voice of children, young people and their families at the heart of the new single assessment process by developing inclusive structures for referral, assessment and planning
- To involve and include children and parents in the decision making processes of the Single Assessment Model.
- To further develop the role of the VCS in supporting the process of single assessment. The VCS will be included in the Steering Group offering strategic guidance to the project and will take the role of advocate for the child and their family from the point of referral to the end point of determining the best use of the allocated Personal Budget with the family.
- To improve the mediation and participation skills of all staff and agencies involved in the Single Assessment Model to reduce the need for formal complaint and tribunal processes.
- To improve our information and communication with children, young people and their families about how decisions are made, how they can be involved in the decision making process and the options and choices that are available to them.

1.3 Stakeholder Support

Supporting Structure

Trafford SAM Pathfinder Steering Group

This group of Senior Managers will oversee the development and approach of the Project.

Membership will be:

Head of Service CAN (Multi-Agency Complex and Additional Needs)

Head of Service MARAS (Multi-Agency Referral and Assessment Services)

SEN Assessment Team

SEN Advisory Service (SENAS – Special Educational Needs Advisory Service)

Educational Psychology

CAN Social Care

Adult Services

Joint Commissioning

PCT Commissioning representation

Connexions

14 – 19 Learning

Early Years

Mainstream and Special Schools*

VCS (Autistic Society Greater Manchester Area - ASGMA, Voluntary & Community Action Trafford - VCAT and Together Trust)

Parent Partnership

Trafford Health Trust

PCT

Parent Reps (x2)*

*Representing a sub-group

Terms of Reference (Steering Group)

1. To provide Strategic and Operational support and challenge in the design and implementation of the SAM Pathfinder.
2. To agree the mechanisms and models of assessment, planning and implementation of the SAM pathfinder.
3. To actively and creatively engage parents, young people and the Voluntary and Community Sector (VCS) in discussions and decisions about the design and implementation of the SAM Pathfinder.
4. To ensure robust multi-agency governance of the SAM Pathfinder.
5. To support the process of aligning and coordinating the work of all agencies involved in the SAM pathfinder.
6. To ensure quality assurance and monitor performance to maintain standards within the SAM pathfinder.
7. To ensure the work and learning from the SAM Pathfinder is embedded both strategically and operationally.
8. To identify issues challenging the implementation of the SAM pathfinder and find ways to resolve these.
9. To enable open debate involving all partners to inform effective decision making.
10. To enable the learning and evaluation from the SAM Pathfinder to be continued and extended beyond its original remit both locally and nationally.

11. To report to the CYPS Executive Team, Adult LD Programme Review Board and the new Children’s Disability Partnership Board.

Proposed Sub-groups

- Schools – in order to ensure the full engagement of both mainstream and special schools in the development and implementation of the SAM pathfinder we propose to link closely with the existing Head teachers Forum in Trafford. This group would appoint 2 representatives to sit on the Steering Group one from Mainstream and one from Special schools.
- Parents– in order to ensure the effective voice of Parents in the structure we are proposing to use the established Parents Forum already active in Trafford and enlist other support from the VCS to reach other parents.
- Young People – we will work with Children’s Rights and the established Youth Cabinet to develop mechanisms to ensure the voice of children and young people themselves are heard in the design and implementation of the SAM pathfinder Project. This could take the form of Consultation events with creative activities which could be supported by the VCS.
- Practitioners Forum – in order to support staff in the process of change, share out learning and ensure cross cutting buy-in to this model we are proposing that a Multi-Agency Practitioners Forum be established to create formal and informal support and learning opportunities.

1.4 Outputs and Outcomes

Outputs

- To work with a cohort of 20 – 30 children or young people aged 0 – 18 Inclusive.
- To work with children with complex needs where there is the involvement of Health, Education and Social Care services.
- To develop a consistent referral route and eligibility criteria using the existing SARF (Single Agency Referral Form) and CAF (Common Assessment Framework) models within Trafford.
- To engage and involve children and parents in an effective and appropriate way at every stage of the SAM process by commissioning the VCS to offer advocacy services to children and families at every stage.
- To meet the statutory requirement of each component part of the project in terms of timescales etc leading to a final full single assessment achieved within 20 weeks of the first referral.
- To create a mechanism for effective information sharing and data collection that leads to the collation and co-ordination of the various assessment models into a single assessment model.
- To find ways to develop a single Child’s Plan that incorporates their health, education and social care needs – avoids duplication and ensures no gaps emerge.
- To develop a mechanism to pool resources into a Personal Budget Model this gives more control to children and families and allows for creative and flexible packages to be developed.

Intended outcomes:

- Easy referral routes into a single assessment model for children with complex and additional needs.
- Earlier identification and intervention for children with complex or additional needs
- Increased involvement of children and families in the decision making processes
- Fewer complaints and tribunals
- More efficient use of resources, expertise and skills
- Multi-agency agreements and less ‘silo thinking’
- Improved outcomes for children and young people

1.5 Risk Analysis

Risk	Action to prevent/manage risk
Failure to identify suitable children within the Cohort definition	We have already discussed the existing children who could be included in this project. We also have estimated the number of new children for assessment who fit our chosen category and are confident the cohort number are correct.

Failure to engage VCS partners to be commissioned to take on the advocate role.	We have extensive experience of commissioning the VCS in Trafford and aware that this is a role some of our existing providers have the skill and willingness to become engaged in.
Failure to generate child or family support to use the SAM model rather than the traditional routes of assessment.	We acknowledge the new system may feel untested for families but we will use publicity materials, existing agencies who work with the families and our new VCS advocacy service to offer them assurance and confidence that the new model will create better outcomes and more control for the child and family.
Failure to get support across all agencies to test this model and be part of a Steering Group.	Due to our established multi-agency approach, robust integrated governance models and experience of suing pooled budgets we are confident we have the foundations already well embedded to prevent this risk emerging.

1.6 Project Management

Trafford SAM will:

- Use the skills of a Project Manager/Coordinator to implement the Business Plan and manage the day to day work of the project.
- Employ a Project Administrator who will support the Single Assessment Model functions at both operational and strategic level.
- Commission services from the VCS to act as advocates and work beside children and families to ensure their voice are heard effectively at all stages of the process, especially at the point a Personal Budget is allocated.
- Develop a Steering Group to support and learn from the process of implementing the Pathfinder Project.
- Develop an Executive Group of Senior Managers to ensure the project is supported at high level and the learning is embedded across all the sectors involved.
- Develop a commissioning infra structure to ensure that service provision meets service need

SAM Pathfinder Executive Group

Membership will be:

Head of Service CAN
Head of Service MARAS
Operational Manager CAN Social Care
SEN Manager
Inclusion Adviser-SENAS
Head of Commissioning

This will be a small group of Senior and Strategic Managers who will meet monthly to manage the delivery of the project and monitor outputs. They will deal with detail, removing obstacles and supporting the operational delivery.

2. Project Planning

2.1 Workpackages

WP #	Name (short)	Brief description	Outputs/deliverables	Start date	End date
1	Establish Steering Group	Agree membership and Terms of Reference. Establish a reporting structure to Strategic Boards.	- Senior Management buy-in - Agree targets and pace.	Oct 2011	To end of Project
2	Business Plan	Develop and agree a Business Plan for the	- Organised delivery of project - Robust monitoring and oversight	Oct 2011	Dec 2011

		Project which clearly outlines tasks, targets, timescales etc.	of project.		
3	Agree model for referral and selection of children or young people for the SAM Project.	- Agree a definition of children and young people to be included. - Agree a mechanism for central referral (SARF/CAF) - Agree a system for inclusion on SAM or offering alternative routes.	- Clarity of who is included – criteria and definition - Ensuring we reach the right Cohort - Ensuring we hit targets and numbers	Sept 2011	Oct 2011
4	Information sharing	Agree a system for agreed information sharing and information management across all three services.	- Build on integrated E-CAF and ICS - Build on existing Information sharing protocols	Oct 2011	Jan 2012
5	Agree Model for Single Assessment	Aligning the various Statutory Assessments and other assessments required.	- ensure compliance with the various statutory requirements across all agencies and how to them bring these together to create a single child's plan.	Sept2011	Nov 2011
6	Appoint a Project manager	Agree Job Description, hours, rate etc. Offer as internal appointment for immediate start	- Recruitment/selection process. - Person placed within Commissioning team for neutrality.	Oct 2011	Nov/Dec 2011
7	Appoint a Project Administrator	Agree Job Description, hours, rate etc Offer as internal appointment for immediate start	Recruitment/selection process. - Person placed within Commissioning team for neutrality.	Oct 2011	Dec/Nov2011
8	Commission advocacy services from the VCS	Use existing Commissioning structure, Establish a Specification.	Develop existing Framework further to include a variety of agencies able to offer this service and give children, young people and families choices.	Oct 2011	Dec 2011
9	Local evaluation	- Agree local evaluation approach - Agree Information and Data requirements	- Work with the CYPS Information and Performance section on developing useful baseline data and Performance indicators. - Consider how to use qualitative as well as quantitative information to evaluate project. - Consider how to compare to other pathfinder projects.	Dec 2011	Feb 2012
10	Mediation & Appeal Processes	-Develop Mediation skills and services to be accessed at key points in the process - Agree with Legal that children in the SAM project still have access to the Complaints/Tribunal system if required and how	- Develop clarity around complaint and appeal processes within SAM and how these fit with usual processes within health, education and social care. - Develop skills across all areas of Mediation and work out when and how it should be utilised to avoid dispute. -Develop a Parent led Advocacy and mediation support social enterprise project.	Nov 2011 Jan 2012	Jan 2012 Jan 2013

11	Local Offer	- Agree common eligibility criteria - Develop a local banding system - Develop a resource allocation system	- Develop a shared mapping process across all areas to work out trends, changing needs and shared commissioning opportunities.	Oct 2011	Feb 2012
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2.2 Evaluation

Evaluation Questions	What	How	When
Does the SAM process improve outcomes for children and young people and if so how?	Benchmarking the views of children and their families at the beginning, middle and end of the SAM process.	We will establish a means of gaining the views of children, families and agencies about their view of the outcomes and if they prefer the flexibility offered through personal budgets.	From the start of implementation to continue for 2 years after the end of the project to see if any changes are long term.
Does the SAM project make the Assessment process for CAN children more streamlined and efficient and if so how?	Monitoring timescales, checking if processes are being run concurrently or jointly to reduce duplication, confusion and overlap.	We will monitor the timescales and number of agencies involved in each case and compare these to similar cases dealt with before the SAM project came into place	From the beginning of the SAM project.
Does the SAM Model reduce Complaints and Tribunal processes?	Better engagement and involvement of children and parents in the decision making processes. More transparency, improved communication and mediation being seen as an on-going process.	Analysing the figures and details around complaints and tribunals before and after.	From the beginning of the SAM project
Is the SAM Model transferable to other cohorts of children and young people?	Using the SAM approach to work with Complex children and once the process is embedded considering extending it to other children if capacity exists.	Using professional judgement, expertise and discussion to consider other cases which may benefit from this approach.	Once the SAM Model is embedded and tested with the Complex cases.
Does the SAM model create efficiencies and savings?	Consider if the SAM approach makes better use of the collective resources of all agencies involved in terms of professional time and expertise, pooling of resources for personal budgets and creative purchasing of non-traditional means to meet the needs of a child. Also factor in avoidance of time spent on complaints, tribunals etc.	Analyse current costs across all agencies and compare these at a later stage to the cost of the SAM model.	Current costs to be ascertained at an early stage and new costs to be considered throughout the life of the project.

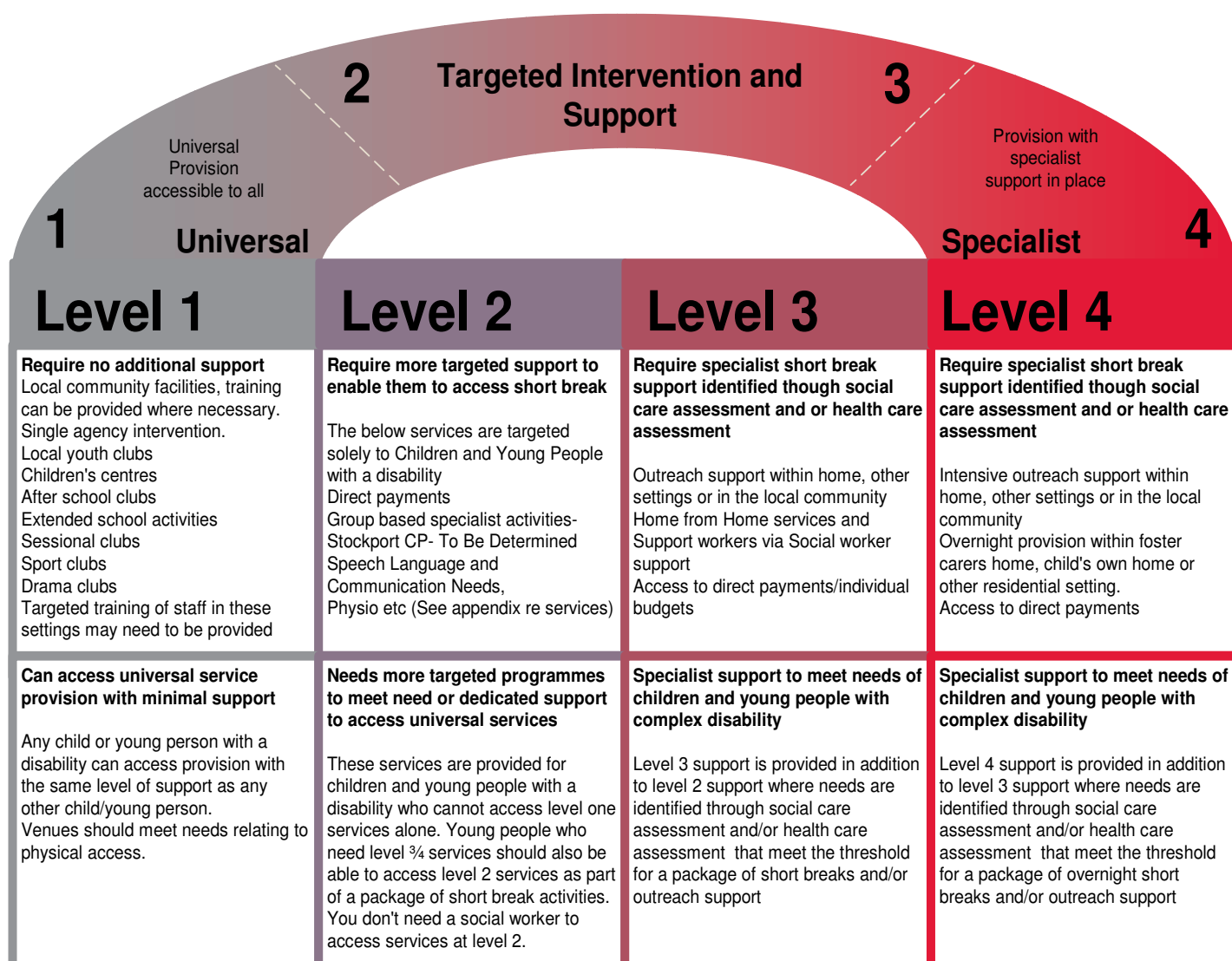
2.4 Finances required

Item	Estimated annual cost (full-year)
Cost of Project Manager (plus on-costs)	
Cost of Project Administrator (Plus on-costs)	
Cost of commissioning VCS advocacy service	
Cost of training and development activities	
General support and admin costs	
TOTAL (Full-year cost)	

2.5 Sustainability

Project Outputs/Outcomes	Action for Sustainability
Single Assessment Model	If this model proves successful with the initial cohort chosen it will be rolled out to other areas as appropriate – especially if it does generate efficiencies and savings.
Child's Plan Model	This model is already being used extensively across all areas of social care and will be rolled out through this project to other areas if it is proven to be helpful. Rolling this out will have minimum financial cost.
Personal Budgets	Work already developed within Trafford Joint Commissioning Unit and it is agreed that this will be a key Commissioning and delivery route for the future. The learning from the SAM pathfinder will help in developing this approach further. If the Personal Budget and single assessment model creates efficiencies and alignments of resources then some of these savings will be used to extend or rollout this project further.

Overarching Eligibility Framework (Trafford Multi-Agency Complex and Additional Needs Service)



Trafford CAN - Eligibility Criteria for Continuing Care Services for Children with Disabilities and Complex Health Care Needs

Priority	Threshold Criteria	Response	Planning Process	Desired Outcomes	Services provided	Level of Services that may be provided
1. Universal	Children whose basic needs are being met but the quality of life, or that of their carer could be improved.	Multi-agency services Principles for framework for assessment apply	All services to develop identification, referral and tracking systems for potential children in need. CAF	Child's needs met by family and services available to all children and families.	Early Years Partnership Services. Midwifery Health Visiting School Nurse GP's Primary Care Services School Placement Housing Leisure Services Parks and countryside Access to Criminal Justice System Police Service for children in education. Library & information Services Community & Youth Services Arts & Museums Sure Start Connexions Voluntary Organisations Disability Database	Advice and information. Referral to appropriate services.
2. Low	Children who need regular, but not intensive care and support.	Multi-disciplinary support plan CAF Initial assessment within seven days. Health assessment.	Multi-disciplinary meeting. Review meetings Multi-disciplinary panel Pre-school/school aged panel.	Be safeguarded against physical, emotional or sexual abuse and neglect. Support for family and social networks. Minimise family breakdowns or breakdown of social networks. Achieve long term emotional, educational, health and personal potential. Plan for adequate levels of support in order to maintain care at home as an adult. Long term family stability.	All level 1 services plus: Speech Therapy Physiotherapy Occupational Therapy Acute Health Services Specialist Nursing Services Educational Welfare Service Special Needs Service Sensory Impairment Services Child Development Centre Voluntary Services Aiming High Short Breaks, including evening, weekend and holiday provision. Direct Payments	Advice, information, assessment and referral to appropriate statutory/voluntary services. Short term preventative work. Attendance at Education Transitional Planning Meeting. Aiming High Short Break Provision including after school, weekend and school holiday activities.
3. Medium	Children who need regular, intensive care and support.	Multi-disciplinary support plan CAF Health assessment Initial assessment within seven days.	Services agreed via Multi-disciplinary planning meetings. Transitional Planning Meetings	Be safeguarded against physical emotional or sexual abuse. Be safeguarded against neglect Prevent self harm, prevent harm to others. Prevent family breakdown. Minimise breakdown in social networks. Prevent breakdown of carers health, enable carer to continue	All level 1 and 2 plus: Initial and core assessment, referral, Social Work support. Child Mental Health Services. Family Centres Short term breaks through Aiming High including after school, weekend and school holidays Outreach to meet social and/or health needs.	Social Work support Services agreed via a multi-disciplinary plan. Short Term Breaks Play Schemes Sitting Services Carer Support Attendance at Education Transitional Planning Mtgs.

		Core assessment within thirty five days.	Review Meetings Continuing Care Meetings.	caring. Achieve a safe home environment. Prevent inappropriate responsibilities for young carers. Plan for adequate levels of support in order to maintain care at home as an adult.. Long term family stability.	Sitting Service* Direct Payments Overnight break within specialist service. PCT School Nursing Service Specialist Nursing Service Acute Health Service	Overnight respite. Trained health care support workers to help parents care for their child at home for regular short periods to give them a break. Trained health care worker to stay overnight in a child's home to attend to health care needs during the night so a parent can sleep. Trained health care support workers provide 1-1 support for pupils with complex health needs to enable them to attend school, including 1-1 support in transport where required.
4. High	Children who need continuous intensive care and support (including day time, night time, assistance with personal support).	Multi-disciplinary Support Plan CAF Initial Assessment within seven days. Core Assessment within thirty five days. Health Assessment. In emergencies services will be provided to reduce risk.	Services agreed via Multi-Disciplinary Panel Planning Meetings Transitional Review/Planning Meetings Review Meetings Continuing Care Panel	Be safeguarded against physical emotional or sexual abuse. Be safeguarded against neglect. Prevent self harm Prevent Harm others Prevent Family Breakdown Minimise beak down in social networks Prevent breakdown of carers health Enable carer to continue caring Achieve a safe home environment Prevent inappropriate responsibilities for young carers. Plan for adequate levels of support in order to maintain care at home as an adult. Long term family stability/		