

THRESHOLDS FOR SERVICES

MEETING THE NEEDS OF CHILDREN AND YOUNG PEOPLE IN WARWICKSHIRE

Warwickshire Safeguarding Children Board May 2014

Introduction



This Warwickshire Thresholds for Services Document is designed to help anyone living or working in Warwickshire to think about the needs of children and young people and work together to ensure they get the most appropriate services to meet their needs. Universally available services are accessible to all children subject to their age- eg schools. Some children and young people need more help at various times of their lives due to a wide range of issues. All additional, targeted, enhanced, and specialist services are provided so that children in need of services can achieve or maintain a satisfactory level of health or development, and where their health and development will be significantly impaired, without the provision of services.

The 'windscreen' diagram on page 3 is a representation of how the extent and complexity of a child or young person's circumstances can move both up and down over time and provides a visual guide and a common language to discuss levels of need. To assist in this, the continuum of need is divided into 4 levels. The windscreen is followed by some descriptors of the levels of need as a quick reference guide which can be printed onto A3 paper and laminated for display in receptions and workplaces of service providers.

The remainder of the document provides a more detailed explanation of when a CAF assessment and CAF Family Support Plan is appropriate and when an assessment by Social Care should be considered.

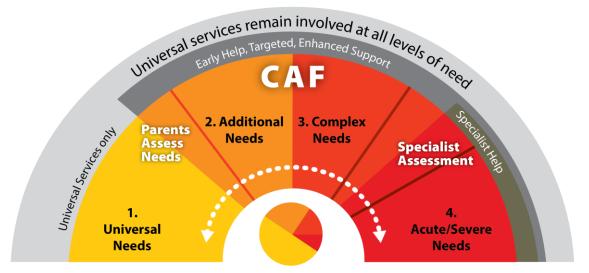
The LSCB are required to publish a multi-agency threshold document that includes:

- the process for the early help assessment and the type and level of early help services to be provided; and
- the criteria, including the level of need, for when a case should be referred to local authority children's social care for assessment and for statutory services

Managers and workers in all services for children, young people and their families, whether they are run by Local Authority, Health, Schools, Commissioned or Voluntary Sector organisations have a responsibility to ensure that they are working within these threshold guidelines and understand where their provision sits in meeting the needs of children and young people in Warwickshire.



THRESHOLDS FOR SERVICES



Level 1 – Requiring Universal Services- Children and young people with no additional needs

All children and young people require universal services at Tier 1. Parent(s)/ carer(s) plan how their children will access these services e g choosing a school.

Level 2 – Requiring Universal Services plus some additional help and support from Early Help – Children and young people with Additional Needs

Many children and young people require some additional support - this can be provided within a universal setting or by additional services e.g. School Learning Mentor or additional support from Health Visitor. Parent(s)/carer(s) usually access these services for their children by applying directly to them or by asking the relevant universal service to help them. Some services can be accessed directly by young people.

Where two or more additional services are needed it is advisable for the parent to be offered help to get the right help for their child, by assessing the child or young person's needs under the Common Assessment Framework (CAF). If the CAF Assessment recommends the provision of services a Lead Professional to support the child, young person and parent(s) will co-ordinate the plan through a CAF Family Support Meeting.

Level 3 – Requiring Universal Services plus Early Help, Targeted and Enhanced Support - Children and young people with Complex Needs

Some children and young people and their families have more complex needs requiring the provision of targeted and enhanced services following a CAF assessment or a Social Work assessment. Where targeted or enhanced services are required, a Lead Professional will coordinate the CAF Family Support Plan, to support the child, young person and parent(s).

Level 4 – Requiring Universal plus Early Help, Targeted, Enhanced and Specialist Services- Children and young people with Acute or Severe needs

A smaller number of children and young people have higher levels of need and require specialist assessment to inform whether the co-ordinated plan will be provided at level 3 or 4. Specialist services include Child and Adolescent Mental Health Services (CAMHS), Social Work Services, and Warwickshire Youth Justice Service. Where Social Care is involved the allocated Social Worker will carry out the lead professional role in co-ordinating the multi-agency plan to support the parent(s)/carer(s), and ensure that children and young people are receiving the services they need, this will be through a Child in Need, Child Protection or a Looked After Care Plan as appropriate.

The Family Information Service can provide information on the range of services available in your area http://www.warwickshire.gov.uk/fis

01926 742274 or 0845 0908044

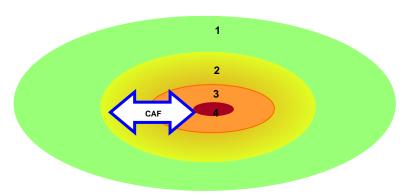


The Warwickshire Safeguarding Children Board ensures that individual agencies provide workers with access to appropriate safeguarding training within their own agencies. The Board also provides a range of multi- agency safeguarding training. www.warwickshire.gov.uk/wscb

The Warwickshire CAF Team provide multi-agency training for professionals in assessing children and young people's needs and co-ordinating services as a Lead Professional using the Common Assessment Framework.

Common Assessment Framework (CAF)

A CAF assessment and Lead Professional role enables those professionals working closely with children and young people, to ensure that children, young people and families get the help they need.



A Common Assessment Framework (CAF) assessment can be initiated by any professional who has attended the Warwickshire CAF training. This will enable the needs of the child or young person and their family to be identified and the best services to be co-ordinated to meet their needs. The Lead Professional will organise a CAF Family Support meeting with the parent(s) young people and relevant services to co-ordinate the CAF Family Support Plan.

Professionals can consult with a children's Social Worker in the Local Authority if they are unsure whether a Social Work Assessment is necessary.

A new CAF assessment is not required if there is a recent assessment completed by Children's Social Care or a current multi-agency plan. For more information about the CAF process, please contact your area CAF Officer or go to www.warwickshire.gov.uk/caf Tel 02476 754229

If you have concern that a child or young person may be in need of protection, then the designated/named child protection lead for your service, should be consulted and contact made with Children's Social Care Assessment team and/or the police. Please see WSCB Safeguarding Procedures online (These have replaced the Blue Book) for more information. http://www.warwickshire.gov.uk/wscbresources. Tel. Police 101 Children's Social Work Service 01926 410410

Emergency Out of Hours Social Work Service 01926 410410

This multi- agency threshold document is informed by the Statutory Framework, Legislation and Working Together Guidance 2013

Child in Need is defined under the Children Act 1989 as a child who is unlikely to achieve or maintain a satisfactory level of health or development, or their health and development will be significantly impaired, without the provision of services; or a child with a disability.



The Local Authority has a general duty to provide services to children who are children in need by providing a range and level of services appropriate to those children's needs

http://www.legislation.gov.uk/ukpga/1989/41/section/17

Children in need may be identified through a CAF Assessment or through other assessments in relation to the care they are receiving, their special educational needs, disabilities, or as a carer, because they have committed a crime, for children and young people whose parents are in prison and for asylum seeking young people.

Families may also be eligible for the Priority Families programme. There are a number of national criteria for the programme relating to missing education, crime / anti-social behaviour, and adult worklessness together with local criteria.

Section 10 of the Children Act 2004 requires each local authority to make arrangements to promote cooperation between the authority, each of the authority's relevant partners and such other persons or bodies working with children in the local authority's area as the authority considers appropriate. The arrangements are to be made with a view to improving the wellbeing of all children in the authority's area, which includes protection from harm and neglect.

Effective early help relies upon local agencies working together and using the Common Assessment Framework to:

□□identify children and young people and their families who would benefit from early help;
□ □ undertake an assessment of the need for early help; and
□□provide additional, targeted or enhanced early help services to address the assessed needs of a child and their family which focus on activity to significantly improve the outcomes for the child.

Before determining what services are to be provided for a particular child or young person, so far as is reasonably practicable and consistent with the child's welfare, professionals will consider the child or young person's perception of their circumstances and what they want to change and any ideas they have about what will help.

Where parents or a young person do not consent to a CAF assessment, or do not use the services offered, then the Lead Professional should make a judgement as to whether, without significant help, the needs of the child will escalate. If so, a referral into Local Authority children's Social Care Service may be necessary.

Where a child or young person or their family has very complex needs or the CAF Family Support Plan has not resulted in the desired improvement outcomes for the child or young person, an assessment by a Local Authority Social Care may be appropriate

Where Social Care carry out an assessment of a child's needs due to the complexity of needs or high levels of professional concern about a child's welfare this will also be carried out under the general duties of Section 17 of the Children Act 1989 unless the threshold for enquiries under S47 are met.

Local authorities, with the help of other organisations, have a duty to make enquiries that a child or young person is suffering, or is likely to suffer, significant harm, to enable them to decide whether they should take any action to safeguard and promote the child's welfare. This Local Authority duty must be carried out by a Social Worker and will follow a Strategy Discussion to plan the enquiries jointly with the Police and health as appropriate.



There may be a need for immediate protection whilst the assessment is carried out, which might require the Police to take the child into Police Protection for up to 72 hours, or the Local Authority Social Worker may apply to the court for an Emergency Protection Order.

Some children in need may require Accommodation under **Section 20** of the Children Act 1989 because there is no one who has parental responsibility for them, because they are lost or abandoned or because the person who has been caring for them is prevented from providing them with suitable accommodation or care.

Where the risk to the child means that it is unsafe for them to return home while the parent(s) are supported to make the changes required in order to provide safe care for their children, the Local Authority Social Worker can make an application under **Section 31** of the Children Act 1989, for the child to be made the subject of an Care Order. The Local Authority, as a Corporate Parent, sharing Parental Responsibility with the parent, must assess the child's needs and draw up a Care Plan which sets out the services which will be provided to meet the child's identified needs including how their parents will be supported to make the changes necessary for the child to return safely to their care.

At every level of need, the aim of the multi-agency plan for the child is to improve the life experiences and outcomes for the children and young people, by providing them and their families with the services they need in order to reduce their need for additional services. Following successful work with a family at level 4, it is likely that a lead Professional and CAF Family Support Plan of level 3 or 2 support will continue to be necessary for a period of time to help the family sustain the changes made.

Sharing Information

Knowing when and how to share information isn't always easy. Usually parents say they are happy for you to talk to other professionals who can help them and their children.

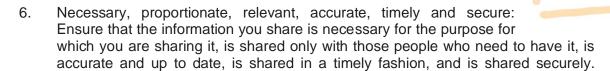
'Effective sharing of information between professionals and local agencies is essential for effective identification, assessment and service provision.'
(Working Together 2013)

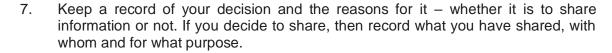
The WSCB Information Sharing Protocol can be found at appendix 9 of the WSCB Interagency Safeguarding Procedures

Seven Golden Rules

- 1. The Data Protection Act is not a barrier to sharing information but provides a framework to ensure that personal information about living persons is shared appropriately.
- 2. Be open and honest with the person (and/or their family where appropriate) from the outset about why, what, how and with whom information will, or could be shared, and seek their agreement.
- 3. Seek advice from your manager if you are not sure.
- 4. If someone requests that some information is kept confidential then their wishes should be respected unless the sharing of the information is overridden in the public interest. You will need to base your judgement on the facts of the case.
- 5. Consider safety and well-being: Base your information sharing decisions on considerations of the safety and well-being of the person and others who may be

affected by their actions.





(Adapted from 'Information Sharing Guidance for practitioners and managers', DCSF, 2008)

Understanding Thresholds

Good background information and professional judgement are important in determining whether thresholds are met.

Consultation and dialogue can resolve most threshold issues between services but there is a WSCB escalation procedure for addressing contested thresholds at appendix13 of the WSCB Safeguarding procedures online.

The tables which follow are intended to provide a quick reference, by giving examples of the types of need experienced by children and young people at each level of need.

The vulnerabilities/indicators listed are illustrative examples and are not a comprehensive list.

Level One – Universal – Children with no identified additional needs

All children require universal services at level 1.



Level 1 Development Needs of Baby, Child or Young Person with no identified additional needs

Health

- · Physically well
- Adequate diet/hygiene/clothing/exercise
- · Developmental assessment/immunisations up to date
- Regular dental and optical care
- Health appointments are kept
- Developmental milestones met
- · Speech and language development met

Education and Learning

- Skills/interests
- Success/achievement
- Cognitive development
- Access to toys and play/stimulation

Emotional and Behavioural development

- Feelings and actions demonstrate appropriate responses
- · Good quality early attachments
- · Able to adapt to change
- Able to demonstrate empathy

Identity

- Development of self-esteem/positive sense of self and abilities
- · Demonstrate feelings of belonging and acceptance
- · A sense of self
- · An ability to express needs

Family and Social Relationships

- Stable and affectionate relationships with caregivers
- · Good relationships with siblings
- · Positive relationships with peers

Social Presentation

- · Appropriate dress for different settings
- · Good level of personal hygiene

Self-care Skills

 Growing level of competencies in practical and emotional skills such as feeding, dressing and independent living skills

2. Parents and Carers

Basic Care

• Provide for child's physical needs, e.g. food, drink, appropriate clothing, medical and dental care

Ensure Safety

Protect from danger or significant harm, in the home and elsewhere

Ensure Warmth

• Show warm regard, praise and encouragement

Stimulation

- Facilitate cognitive development through interaction & play
- Enable child to experience success

Guidance and Boundaries

• Provide guidance so that the child can develop an appropriate internal model of values and conscience

Stability

- Ensure that secure attachments are not disrupted
- Parent support and guidance when needed

3. Family and Environmental Factors

Family History and Functioning

- Good relationships within family including when parents are separated
- Few significant changes in family circumstances

Wider Family

• Sense of larger familial network and good friendships outside of the family unit

Housing

· Accommodation has basic amenities and appropriate facilities

Employment

 Parents are able to manage the working unemployment arrangements and do not perceive them as unduly stressful.

Income

• Reasonable income over time with resources used appropriately to meet individual needs

Family's Social Integration

- · Family feels integrated within the community
- · Good social and friendship networks exist

Community Resources

• Good universal services in neighbourhood



Level Two - Early Help /Prevention - Children with Additional Needs

Many children require some additional support at varies times- this can be provided within a universal setting or it can be provided by additional services for example:-

Level 2 Development Needs of Baby, Child or Young Person with additional needs

Health

- Developmental delay/neuro-developmental disorders
- · Is susceptible to minor health problems
- · Slow in reaching developmental milestones
- Emerging concerns re diet/hygiene/clothing
- Starting to default on health appointments
- Smoking likely to affect child's health and/or development
- · Emerging concerns around emotional well-being

Education and Learning

- Have identified learning needs that place them on 'school action' or 'school action plus'
- Poor punctuality
- · Pattern of regular school absences
- Not always engaged in learning e.g. poor concentration, low motivation and interest, underachievement
- Not thought to be reaching educational potential
- · Limited access to books/toys/stimulation/peers

Self-care Skills

- · Not always adequate self-care
- · Slow to develop age-appropriate self-care skills

Emotional and Behavioural development

- Some difficulties with peer group relationships and with adults
- Some evidence of inappropriate responses and behaviours, possibly including anti-social behaviour
- Can find managing change difficult Finds it difficult to cope with anger, frustration and upset
- Starting to show difficulties expressing sympathy
- Not experiencing social peer activities out of school Identity
- · Poor sense of self and abilities/low self-esteem
- · Lack of belonging and acceptance
- An inability to express needs

Family and Social Relationships

- · Limited support from family and friends
- Has some difficulties sustaining relationships
- · Has lack of positive role models
- · Involved in conflicts with peers/siblings
- · Lack of or ineffective boundaries/routines
- · Experienced loss of significant adult

Social Presentation

- · Inappropriate dress for different settings
- Poor level of personal hygiene
- · Some difficulty with social skills

Parents and Carers

Basic Care

- · Parent requires advice on parenting issues
- · Defaulting on immunisations/health checks
- Professionals are beginning to have some concerns about parent not meeting child's physical needs
- · Parent is struggling to provide basic care

Ensure Safety

- Some exposure to risky situations in the home and community
- Parental stresses starting to affect ability to ensure child's safety

Ensure Warmth

- Inconsistent responses to child by parent(s)
- Parent struggles to support child in developing other positive relationships
- Parent perceives child to be a problem
- · Parent struggles to empathise with child

Stimulation

- Child spends considerable time alone e.g. watching TV
- Child is not often exposed to new experiences

Guidance and Boundaries

- Parent/s can behave in an anti-social way in the neighbourhood
- Parent/carer offers inconsistent boundaries

Stability

- Key relationships with family members not always kept up
- · May have different carers
- Starting to demonstrate difficulties in attachments

Family and Environmental Factors

Family History and Functioning

- Parents have some conflict or difficulties that can involve the children
- Parent experienced loss of significant adult and/or poor/inconsistent parenting
- · Child acts as carer for other family members
- · Parent has some health difficulties
- Family needs additional help and encouragement to access universal services for children
- •Child/young person is disabled and family would benefit from respite subject to meeting criteria for standard short breaks non overnight (qualifying criteria yet to be agreed)

Wider Family

- Family has poor relationship with extended family or little communication
- · Family is socially isolated

Housina

- · Some aspects of poor housing
- · Family seeking asylum or refugees

Employment

- Periods of unemployment of the wage earning parent(s)
- Parents have limited formal education
- · Parents starting to feel stressed around unemployment/work

Income

Low income and debt

Family's Social Integration

- · Family may be new to area
- Family experiencing social exclusion
- Some experiences of discrimination/harassment
- Family have limited access to universal resources

Level Three - Targeted and Enhanced Support – Children with Complex Needs



Some children and young people and their families have a range of needs which require a co-ordinated approach to assessing under the CAF and providing services to meet their needs, for example :-

Level 3 Development Needs of Baby, Child or Young Person with complex needs

Health

- · Has severe/chronic health problems
- · Chronic disability requiring a number of different services
- · Substance misuse by young person
- Developmental milestones unlikely to be met without additional help
- Early teenage pregnancy
- · Mental health issues

Education and Learning

- Permanently excluded from school or at risk of permanent Exclusion.
- Is out of school for other reason
- · Has no access to leisure activities

Emotional and Behavioural development

- Regularly involved in anti-social/criminal activities
- · Puts self or others in danger e.g. missing, absconding
- · Suffers from periods of depression
- Self-harming
- · Children exhibiting attachment difficulties

Identity

- Experiences persistent discrimination e.g. on the basis of ethnicity, sexual orientation or disability
- Is socially isolated and lacks appropriate role models, very low self-esteem

Family and Social Relationships

- · Short break care for children with disabilities(daytime)
- Children where there is a risk of breakdown of relationship with parent/carer
- Parent(s) carer(s) struggling to cope, young carers
- · Child is the young carer for a family member

Social Presentation

- Poor and inappropriate self-presentation
- · Poor social skills

Self-care Skills

· Neglects to use self-care skills

Parents and Carers

Rasic Care

- · Parental engagement with services including school is poor
- Failure to take child to health appointments
- Parents struggling to provide 'good enough' parenting
- Parent's mental ill health, learning disability or substance misuse affects care of child
- Parents unable to care for previous children due to child protection concerns

Ensure Safety

- Some instability and/or violence in the home
- · Parent fails to ensure home is safe/hygienic
- · Victim of crime
- Young person difficult to keep safe due to being involved with Gangs
- Young person difficult to keep safe due to grooming by Sexually Exploitive person(s)

Young person difficult to keep safe due to going missing from home *Ensure Warmth*

- Parents are at times inconsistent or apathetic towards the child
- · Child has witnessed domestic abuse

Stimulation

· No constructive leisure time or guided play

Guidance and Boundaries

- No effective boundaries set by parents
- Regularly behaves in an anti-social way in the neighbourhood
- Parents involved in crime

Stability

- · Child's care arrangements are inconsistent
- · Parent/carer is in prison

Family and Environmental Factors

Family History and Functioning

- · Parental discord and domestic violence
- · Poor relationships between siblings
- Child/young person is disabled and family require additional respite subject to assessment (short breaks – non overnight

Wider Family

- · No effective support from extended family
- Destructive/unhelpful involvement from extended family

Housing

· Accommodation is inappropriate

Employment

- Chronic unemployment that has severely affected parents' own identities.
- Family unable to gain employment due to significant lack of basic skills or long-term difficulties e.g. substance misuse

Income

- •NEET
- •Debt causing significant stress in family

Family's Social Integration

- · Family chronically socially excluded
- No supportive network
- Recent immigration causing isolation and difficulty accessing services
- The child/family requires support

because of racial harassment or other form of discrimination Community Resources

 Family do not make use of available resources to meet child's needs

Level Four - Statutory/Specialist Support - Children with Acute/Severe Needs

A few children have high levels of need and require specialist assessment to inform whether the co-ordinated plan will be provided at level 3 or 4. Specialist and Statutory services include Social Care, Hospital Services, SEN, Youth Offending Service and CAMHS

Level 4 Development Needs of Baby, Child or Young Person with acute/severe needs

- · Serious mental health issues
- · Severe learning disabilities
- · Severe and chronic disability requiring specialist health services
- Severe disability requiring Social Work assessment and support to prevent family breakdown.
- Children involved in serious substance misuse
- · Children who seriously self-harm including suicide attempts and
- Suspected fabricated or induced illness

Education and Learning

· Requires an assessment for a Statement of SEN Requires specialist residential educational provision

Emotional and Behavioural development

- Has been found guilty of a criminal offence(s) and received a court sentence requiring involvement of Youth Justice Service
- Suffers from periods of serious depression
- · Child's behaviour is beyond parental control·
- · Child is witnessing domestic abuse
- Child is suffering from emotional abuse or emotional neglect

• Is in need of Post Adoption Support

Family and Social Relationships

- Children where there has been a breakdown of relationship with parent/carer
- Episodes of Accommodation by the Local Authority required
- · Serious and harmful family dysfunction
- · Short break care for children with disabilities(overnight)

Social Presentation

- Poor and inappropriate self-presentation
- Significant difficulties with social skills
- Young person frequently missing from home where multi-agency CAF plan has not been effective

Self-care skills

· Young person is suffering harm emotionally, socially or in terms of their health as a result

. Parents and Carers

Basic Care

- · Parents unable to provide 'good enough' parenting
- Parent's mental ill health, learning disability or substance misuse significantly affects care of the child
- Parents unable to care for previous children
- · Home environment or hygiene places a child at immediate risk of
- · Persistent failure to take children to health appointments

Ensure Safety

- Children at risk of or suffering significant harm including physical/ emotional/sexual abuse or severe neglect
- •There is persistent or serious violence in the home
- Parent exposes child to other adults who present a risk
- · Parents unable to keep the child safe
- Parent recently separated from a very violent partner
- •Young person is victim of Sexual Exploitation
- Young Person is victim of trafficking

Ensure Warmth

· Parents are inconsistent, highly critical, rejecting or apathetic towards the child

Stimulation

- · Parent persistently restricts child's experiences so that child's development is impaired
- Chronic non-attendance at school or other educational provision attributable to lack of parental support

Guidance and Boundaries

- · Parent's habitual involvement in crime directly impacts child
- · Absence of appropriate boundaries which places child at risk

Family and Environmental Factors

Stability

· Absence of parent or carer

Family History and Functioning

- · Significant parental discord and persistent domestic violence
- · Parent's misuse of alcohol or other substances places child at risk
- · Adult with a history of involvement in child sexual abuse
- Private fostering arrangements
- Pre-birth safe care concerns
- · Child/young person is disabled and family require overnight respite (short breaks)

Wider Family

· Wider family members present a risk and are in contact with child

Employment

 Changes in employment/ onset of sickness/related stress impacting on family relationships and risk to children

Housing

- · Repeated periods of family homelessness as a result of negligence
- · Parents fail to address aspects of physical accommodation that places the child in danger
- •Young people of 16-18 who are homeless

Family's Social Integration

- Parent severely depressed, family isolated.
- •Family fleeing serious violence inside or outside family
- Extreme poverty/debt impacting on ability to care for the child

