



**Children's Trusts  
in Lancashire**

# A STRATEGY FOR PREVENTION AND EARLY INTERVENTION FOR CHILDREN, YOUNG PEOPLE AND THEIR FAMILIES

## ***LANCASHIRE***

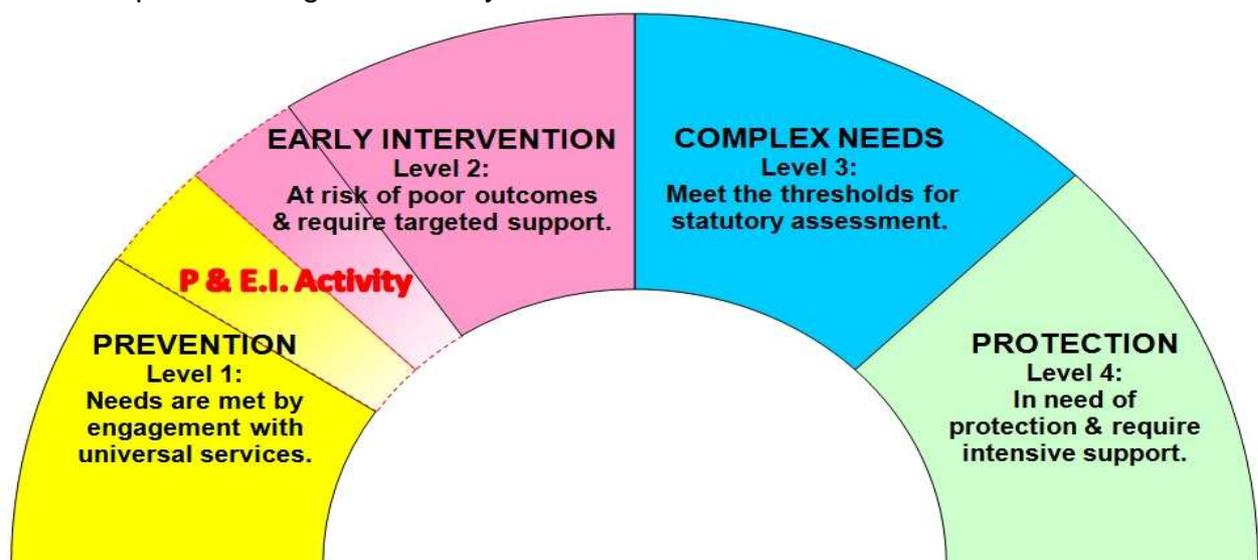
***"Lancashire, the County where All  
Children, Young People and their Families  
are Resilient".***

**April 2010  
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## What is Prevention and Early Intervention?

Prevention and Early Intervention (PEI) refers to a way of working. By working in this way we aim to ensure that the needs of children, young people and families who are vulnerable to poor outcomes are identified early and that those needs are met by agencies working together effectively and in ways that are shaped by the views and experiences of the children, young people and families themselves. It seeks to build their resilience, increasing their capacity to manage challenging circumstances before poor outcomes develop. An early intervention approach offers children, young people and families more than a solution to a specific problem; it offers them the skills to deal with a similar problem if it arises in future. Preventative interventions focus on reducing risk and promoting protective factors in the child as well as their cultural contexts (family, classroom, school, peer group, neighbourhood etc), thereby promoting resilience.

Whilst preventative activity sits at level 1 of the continuum of need and should be delivered through universal services and settings, early intervention is a more targeted response to identified needs. The position of PEI on the continuum of need can be expressed diagrammatically:



### The Prevention and Early Intervention Strategy.

At the heart of this is a commitment to actively involve children, young people and families in the assessment of need and action planning to meet those needs – to put children, young people and families at the centre of our planning.

The vision for Lancashire's PEI Strategy is to secure a county-wide approach within which all partners coordinate, prioritise and maximise their collective efforts to enable children, parents and families to become more empowered and resilient, being thereby better able to achieve success, resist stress, manage change and uncertainty, and make responsible decisions about their future. It will provide a framework to support partners in re-shaping existing services and working together

more effectively, utilising existing resources in a more integrated way in order to secure better outcomes for children.

It is recognised that there are already a number of PEI initiatives in operation across the county. A mapping exercise has been carried out as part of the work to develop this strategy and a list of relevant initiatives is attached at Appendix A. These have been funded through a number of different funding streams, driven by different government agendas and measured by different performance criteria. This strategy provides an overarching framework to draw together these various pieces of work and others that may be developed in the future to enable us to share good practice and ensure the application of a coherent and consistent approach to PEI across Lancashire which is based on evidence of what works. All PEI initiatives across Lancashire – whether funded through external or core funding – will, in future, be expected to apply the principles and conform to the delivery model set out in this strategy. All PEI activity will form a major contribution to the Children and Young People's Plan.

PEI is a major strand in a number of government strategies and policy papers – see Appendix B.

At a local level, The Lancashire Children and Young People's Plan emphasises the commitment Lancashire Children's Trust Partnership has made to PEI. Progress has already been made towards achieving an integrated approach to PEI and there are a range of strategies and processes in place that have helped to develop the thinking around PEI, some of which are listed in Appendix C.

## **Why do we need a Prevention and Early Intervention Strategy?**

Not all of our children and young people are achieving positive outcomes: although the majority of children and young people in Lancashire achieve good outcomes-enjoying good health, feeling safe, achieving well at school, engaging in purposeful and positive activities and having good prospects for future education and employment, there is a significant minority of children and young people for whom the predicted outcomes remain poor.

Lancashire Children's Trust Partnership has identified the following areas where partners need to work proactively together to achieve improvement (figures taken from the 2009 Lancashire Children and Young People's plan):

- 20% of children across the county are income deprived according to the Index of Multiple Deprivation 2007. Six areas (3 in Burnley, 2 in Preston and 1 in West Lancashire) are ranked in the 2% most deprived in England for child poverty);
- Infant mortality rates in Pendle and Hyndburn are amongst the highest in the Country;
- The proportion of girls who have smoked in Lancashire is well above the national average;

- 10% of children aged 5 to 15 have a diagnosable mental health disorder;
- Rates of drunkenness and drug-taking are slightly higher in Lancashire than the national average;
- A substantial improvement will be required to achieve the Government's target of a 50% reduction in teenage conception;
- The oral health of children and young people is poor in many areas of Lancashire;
- The number of children and young people killed or seriously injured in road traffic accidents is too high;
- Persistent absence rates within secondary schools have been significantly higher than the national average, but the position is improving;
- The proportion of fixed-term exclusions in secondary schools is much higher than national rates, but the position is improving;
- The percentage of young people aged 16-19 not in education, employment or training is above the national average and more than a third of those young people are from vulnerable groups;
- There are 1297 children looked after in Lancashire. 1031 of these children had their need identified. 73% of children were looked after as a result of abuse or neglect and 18% were a result of family stress or dysfunction, a total of 91% of the cases were family related.

In response, whilst there is a lot of preventative work carried out in Lancashire, a significant amount of the resources held by Children's Trust partners is currently committed to initiatives and services that seek to address these poor outcomes. Although there is a comparatively small number of children and young people who need the support of targeted or specialist services, they utilise a significant proportion of the available resources.

The economic argument for PEI is that more effective assessment and swifter, coordinated, responses in the universal and targeted phases of the continuum of need will ultimately lead to a reduction in the number of children, young people and families whose needs have to be met at the highly targeted/specialist end of the spectrum and a consequent reduction in expenditure on the latter, highly costly, phases which in turn will enable increased investment in universal services. *Backing the Future*, a report by the New Economics Foundation and Action for Children, estimated that, for every £1 invested in early intervention, there is a financial benefit to society of between £7.60 and £9.20.

## Who is involved in the delivery of Early Intervention and Prevention?

Effective PEI can only be achieved by a partnership approach and multi agency working. Organisations involved in the delivery of PEI, depending on the needs of the District, will include (but are not limited to):

Adult services	Post-16 education providers
Child and Adolescent Mental Health Services	Schools and colleges, including extended services in and through schools
Community Safety Partnerships	Sexual health services
Counselling services	Special educational needs coordinators
Attendance support	Substance misuse services
Health services	Children's centres
Housing and housing support	Work based learning providers
Information advice and guidance providers	Voluntary and community sector agencies
Jobcentre Plus	Young People's Service
Children's Social Care	Youth offending and youth justice services
Looked after children services	Services for young people in districts and boroughs
Schools	Police

## What could trigger a Prevention/Early Intervention response?

The Lancashire Continuum of Need identifies the areas of additional need that should prompt a response or intervention from agencies at each of the 4 levels of the Continuum. Links to the Continuum and other supporting guidance can be found in the PEI handbook.

### Going forward – strategic objectives

PEI requires a re-shaping of our whole partnership approach to equip families with the skills they need to deal with their problems effectively and build resilience to manage issues that may arise in future. It is not just about providing a single, time-bound solution to a problem. The strategic objectives for taking this forward include:

- Identifying need at the earliest opportunity to provide swift and easy access to support;
- Refocusing resources from crisis intervention to prevention and early intervention;
- Ensuring that the resources available are targeted more effectively in order to meet the priorities agreed through the Children's Trust arrangements;
- Developing personalised, family focused, action plans for individual children, young people and families;

- Ensuring that families are actively involved in planning and agreeing the support offered;
- Creating multi agency partnerships that work together to improve outcomes for children, young people and families;
- Ensuring clear accountability for the delivery of agreed outcomes;
- Providing the tools and processes to enable services to work together;
- Up-skilling staff working in universal services and settings in order that they can offer preventative support before the need for targeted intervention develops;
- Delivering learning and development opportunities across all sectors to equip staff to work together;
- Developing agreements that enable children's and young people's services to work with adult services.

### **We will achieve these by:**

- Agreeing a commitment and accountability to the development of PEI by all partners through Lancashire's Children's Trust;
- Establishing a co-ordinated assessment of need (based on CAF) that considers the wider family context at the earliest opportunity;
- Reviewing and rationalising current multi-agency meeting structures and forums in order to increase efficiency and reduce bureaucracy;
- Strengthening information sharing mechanisms so that partners have access to the information that they need in order to work effectively together;
- Developing multi agency teams of professionals and services to provide services for children, young people and families that are easily accessible and locally based;
- Developing a performance management framework for PEI that has clearly defined outcomes, milestones and monitoring arrangements and links back to the Corporate Strategy, Children and Young People's Plan and Local Area Agreement;
- Strengthening mechanisms to ensure that the responses of service users feed back into and inform our service planning;
- Developing more effective strategies for dealing with those families where contact and engagement is challenging;
- Agreeing to align resources to achieve the priority outcomes for PEI;
- Developing a good practice portfolio underpinned by clear, consistent evaluation;
- Promoting a shared workforce development ethos building on the Integrated Workforce development work that has been developed in the Children and Young People's Directorate and extending it to other areas of the workforce;
- Developing joint commissioning activity and integrated teams to support the principles of the strategy;
- Ensuring that children, young people and families have positive experiences of working with service providers;
- Developing innovative ways of working, drawing on local knowledge and experience. This should result in integrated, co-operative ways of working using existing resources which could in turn influence agency resource allocation.

## What will successful Prevention and Early Intervention look like?

- Family focussed services, working with children, young people and their parents and carers and involving them in service planning to meet their needs. This will be supported by integrated and collaborative working across partners and families;
- Clearly linked to the Children and Young People's Plan's targets and the Children's Trust's priorities;
- An emphasis on prevention or, where necessary, intervention as early as possible;
- A reduction in the level of demand for specialist services at tiers 3 and 4 of the continuum of need and greater uptake of universal provision;
- Improved outcomes for children and young people – e.g. reductions in exclusions, improved attendance and behaviour, fewer children becoming looked after;
- Family resilience increased and the capacity to help families find their own solutions enhanced;
- Speedy and timely access to services – and prompt delivery of agreed actions;
- Achievement of strategic Every Child Matters and Children and Young People's Plan outcomes;
- Children, young people and families who are satisfied with, and positively endorse, the help and support they have received;
- A joint approach to commissioning and aligning resources across partners.

## Implementation: Staffing and Management arrangements

The development of PEI across the county will be led by the **Prevention and Early Intervention Strategic Lead**. This post has been established for a 2 year period in the first instance and will be managed by the Director of Targeted and Early Intervention Services. The post holder will be responsible for:

- Keeping the Prevention and Early Intervention and Strategy and delivery model under review and refining them as necessary;
- Influencing the development of other strategic approaches across the county that have a relevance to the Prevention and Early Intervention Strategy and delivery arrangements;
- Monitoring progress in relation to Prevention and Early Intervention across the county, including maintaining an overview of risks and preparing summary reports to the Lancashire Children's Trust Partnership as required;
- Addressing barriers to implementation with strategic management/ Lancashire Children's Trust Partnership Board;

- Ensuring that CAF is embedded in PEI and developing the CAF database to ensure that it is fit for purpose;
- Developing information sharing protocols across partners which are relevant to PEI and consistent with exiting strategies and policies;
- Working with all Children's Trusts Partnerships to embed the Prevention and Early Intervention Strategy;
- Securing sustainable arrangements for when the funding for this post and the posts of Prevention and Early Intervention Development Officer come to an end;
- Managing the network of PEI Development Officers.

A **Prevention and Early Intervention Development Officer** will be appointed to each Local Children's Trust Partnership area for a fixed term period of 2 years in the first instance.

For management purposes these posts will be grouped on a basis of 3 Localities and in each Locality one of the District PEI Development Officers will hold a more senior role and have line management responsibility for the PEI Development Officer team within that Locality. The District and Senior Officers will have clear working links with the Lancashire Children's Trust Development Officers. The 3 senior PEI Development Officers will be line managed by the Prevention and Early Intervention Strategic Lead.

The posts of PEI Strategic Lead and PEI Development Officer will be funded through one-off funding made available by Lancashire County Council. The posts will be recruited to, and employed by, the county council in partnership with the Local Children's Trusts and council policies in relation to supervision and appraisal will be applied to these posts. In addition to the funding available for the posts a small amount of resource has been set aside to fund contingencies and this resource will be managed by the PEI Strategic Lead.

The council's **Commissioning Team** will provide a resource to work with the PEI Development Officers to support the Local Children's Trust Partnership at each stage of the commissioning cycle. This resource will comprise working with the PEI Development Officers to deliver the following:

- Source and interpret business intelligence to deliver PEI priorities;
- Support the Local Children's Trust Partnerships to identify requirements;
- Identify opportunities for aligning and pooling funding;
- Support the Local Children's Trust Partnership in deciding funding allocations based on needs analysis;
- Provide advice on outcomes based service specifications;
- Develop toolkits which measure outcomes.

## Implementation: Partnerships and Structure

The Prevention and Early Intervention Strategy must be driven by the Children's Trust arrangements – both at county and at district level. There will be no increase in meetings for partners as an explicit aim of the Strategy is to create integrated ways of working.

**The Local Children's Trust Partnership** will be responsible for:

- Monitoring and providing challenge to the work of a Prevention and Early Intervention Sub- Group;
- Addressing any difficulties that the Prevention and Early Intervention Sub-Group is unable to resolve;
- Reporting back to the Lancashire Children's Trust Partnership Board on progress and outcomes in relation to PEI;
- Ensuring that the PEI processes abide by agreed data sharing, confidentiality and data protection policies and duties.

Each **Local Children's Trust Partnership** will establish a **Prevention and Early Intervention and Sub-Group**, membership of which will include representation from health, schools, Children's Social Care, Young People's Service, Police, Adult Services, Early Years, District Council and the voluntary, community and faith sector. It is suggested that the Sub-Group should consist of between 7 and 10 members. The PEI Sub-Group will incorporate the District Integrated Working Panels and other relevant multi agency meetings that currently deal with PEI issues. In the first year of the Prevention and Early Intervention Strategy this group should meet on a bi-monthly basis in order to drive forward and embed the Strategy. In subsequent years the frequency of meetings should be reviewed.

The **Prevention and Early Intervention Sub-Group** will be supported by the PEI Development Officer and will be responsible for:

- Undertaking a needs analysis of the District to identify what needs can best be met by a PEI approach;
- Establishing the PEI priorities for the district and develop agreements to align resources at a District level in order to achieve the agreed priorities for PEI;
- Developing and monitoring the progress of a local action plan for PEI based on a needs assessment through the monitoring of CAF and other needs assessment arrangements;
- Ensuring the delivery of the targets identified in the PEI Action Plan;
- Overseeing and steering the work of a PEI Development Officer;
- Addressing barriers and issues related to PEI and integrated working;
- Engaging partner agencies in the PEI agenda;
- Reviewing bids from partners for external funding in order to avoid duplication and ensure that such resources are used in such a way as to maximise their impact;
- Providing commissioning information to Area Commissioning Groups;

- Receiving reports from the Prevention and Early Intervention Panel;
- Reporting back to the Local Children's Trust Partnership Group.

Each Local Children's Trust Partnership will also establish a **Prevention and Early Intervention Panel** which will be the operational group for the delivery and co-ordination of PEI activity across the District. Core membership of this panel will include local managers able to allocate resources from: health, schools, Children's Centres, Children's Social Care, Young People's Service, Police, Adult Services, Housing, and the Voluntary, Community and Faith sector. Membership may, however, be extended to include other agencies as appropriate depending on the cases being discussed at the Panel. The Panel will be chaired by one of the core members and will meet on a monthly basis or more frequently if the volume of issues to be discussed requires this.

Prior to the meeting all relevant managers and headteachers will receive a list of issues that will be discussed at the meeting so they can decide whether they need to attend the PEI Panel. This information will be sent using the Information Sharing Charter and County Council procedures for sharing sensitive information.

The Prevention and Early Intervention Panel will incorporate all other multi agency panels currently working on EIP approaches across the District – e.g. MAST, GRIP, TYSOG.

**The Prevention and Early Intervention Panel will be responsible for:**

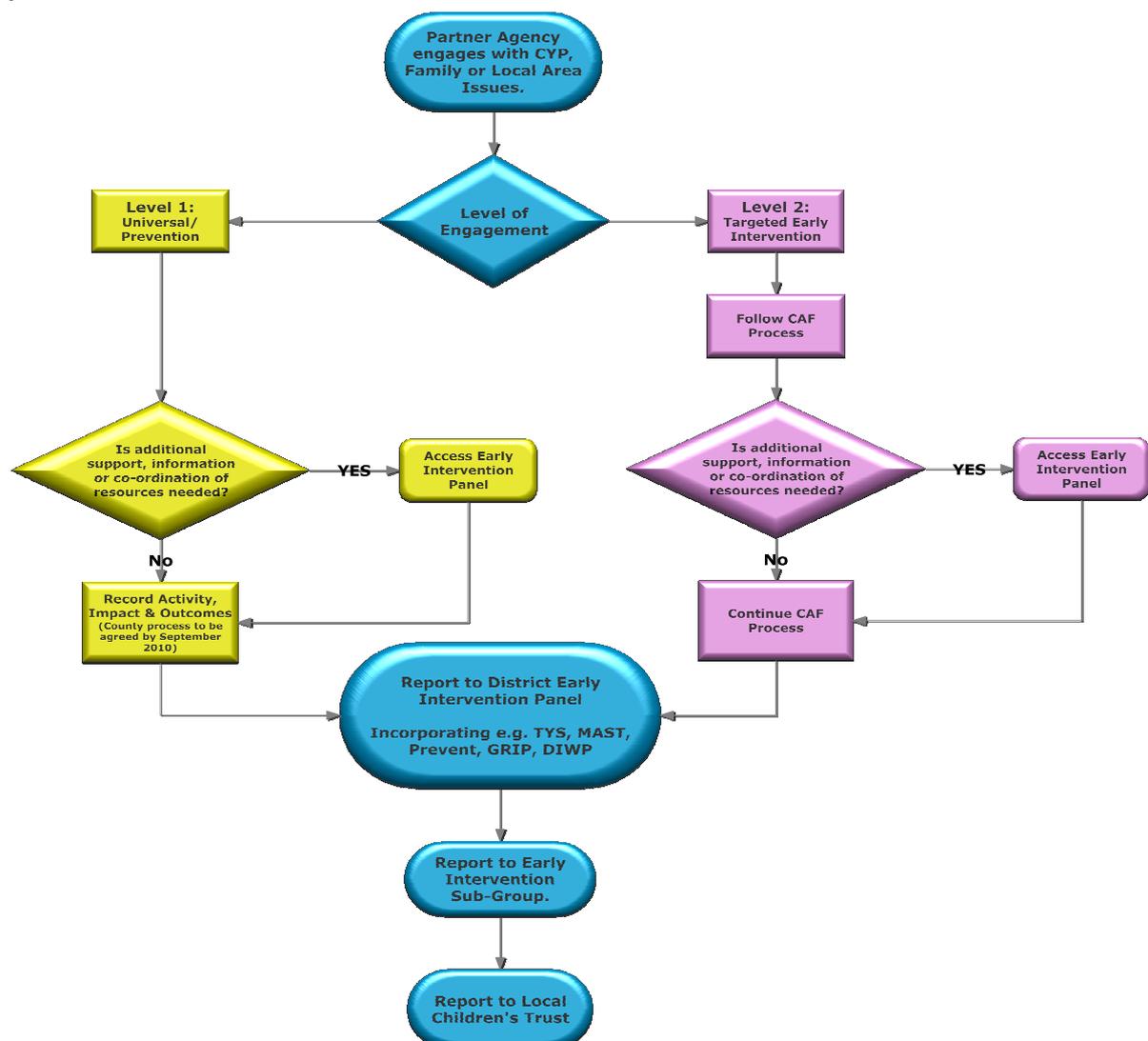
- Offering a single point of contact for agencies/organisations and individuals who need professional advice or support in relation to resources, training or ways of working (including integrated processes);
- Addressing outcomes on identified need by promoting integrated working;
- Acting as an initial point of escalation for integrated processes where there are barriers or difficulties in meeting need;
- Offering an opportunity to plan joint working, partnership initiatives or sharing of resources (capital, training, work shadowing etc) in response to identified need;
- Agreeing changes to local resources or staffing provision on a District basis in relation to unmet need in order to achieve the outcomes required;
- Sharing information on local resource with a view to joint working;
- Discussing updates and progress reports on met and unmet needs as well as thematic issues;
- Identifying any capacity issues at local level and feeding this back to the Prevention and Early Intervention Sub-Group so that remedial action can be taken;
- Identifying appropriate resources and services in relation to issues that have arisen from 'cases' where the person identifying unmet need is unsure of what is available ( including signposting to children's services directories and local networks);

- Providing progress reports to the Early Intervention and Prevention Sub-Group.

It is recognised that professionals may need to meet together on occasions for training and knowledge management and that a quarterly **Multi agency Forum** for each Locality may be useful to provide a mechanism for wider information sharing, sharing of good practice, joint training, problem solving etc. This will be convened and chaired by the senior PEI Development Officers.

## How will it work?

Preventative work is at present undertaken predominantly in universal settings. In order to increase the effectiveness and embed the principles of information sharing, the Strategic Lead for Prevention and Early Intervention will develop a shared process to record and store evidence of such activity and its effectiveness. Where there is additional unmet need which requires a PEI response (e.g. services or integrated delivery) the CAF process will be the method by which evidence of need will be collected and support from services requested. The process is set out diagrammatically below.



## **Outcomes**

In order to assess the success of the Prevention and Early Intervention and Strategy, clearly defined and measurable outcomes must be identified against which performance can be measured. Each of the District Prevention and Early Intervention Sub Groups will be required to develop a service level agreement (SLA) for the delivery of PEI and the commissioning of PEI outcomes with the Prevention and Early Intervention Strategic Lead, based on a local needs analysis. The SLA will have measurable targets with clearly defined outcomes that will demonstrate how priorities identified by the Lancashire Children's Trusts will be met. Local Children's Trust Partnerships may also add additional, local, targets as required.

A full summary of the LCTP priorities is included in the Prevention and Early Intervention handbook.

## **Monitoring and Evaluation**

The progress and effectiveness of the Prevention and Early Intervention Strategy will be monitored and evaluated regularly, beginning at the point of local implementation. A Prevention and Early Intervention Scorecard, structured against each of the 5 Every Child Matters outcomes, will be developed to support the monitoring process and will be used across the county – see Appendix D.

Each Local Children's Trust Partnership will receive a quarterly report produced by the PEI Development Officer summarising progress towards targets for the quarter and the outcomes achieved against the priorities identified in the District's Prevention and Early Intervention SLA. The quarterly report will also highlight examples of good practice and identify any difficulties that the Prevention and Early intervention Sub-Group has not been able to resolve.

The Local Children's Trust's role will be to provide challenge and scrutiny to the development of PEI in its District and to address any barriers to implementation of the Strategy.

In addition, an annual report will be produced for the Lancashire Children's Trust by the PEI Strategic Lead which will report on the impact that the development of PEI is having on the Children and Young People's Plan's outcomes as well as relevant shared agency outcomes (such as hospital admissions, drugs and alcohol targets etc). This will be shared with the Local Lancashire Children's Trusts and the Local Strategic Partnerships.

## Commissioning

Joint commissioning will play an integral part in supporting the development and sustainability of the Prevention and Early Intervention Strategy. Effective PEI services can only be commissioned through the freeing up of resources from the acute end of provision which conversely can only be achieved through robust PEI approaches.

A number of **key principles** have been adopted by the Lancashire Children's Trust to underpin and inform our joint commissioning activities which are detailed in the PEI handbook.

- Partner organisations will work together to maximise resources to achieve positive outcomes for children and young people;
- We will involve children, young people, families and carers in our decisions about commissioning services at all stages of the Commissioning Cycle;
- We will consult all relevant organisations, in advance of commissioning new services and ensure that decisions are based on a robust needs assessment;
- We will ensure that positive outcomes for children and young people are at the heart of the strategic planning and commissioning process;
- We will undertake more effective market management and identify and understand the contribution of all relevant providers to delivering positive outcomes for children and young people;
- We will direct resources to meet our priorities, particularly in areas of significant need, and especially in relation to vulnerable groups and gaps in provision;
- We will ensure that tendering and procurement processes are transparent;
- We will monitor, evaluate and review our services rigorously and proportionately to ensure high quality outcomes and reflect changes in demographic trends;
- We will de-commission existing services where they do not deliver value for money or positive outcomes for our children and work together to avoid duplication.

In addition to funding, the biggest resource we have collectively is our workforce so a large part of the commissioning process will include realigning teams and creating a flexible workforce. We will therefore need to work with the Commissioning Support Programme to ensure that suitable training is provided at all levels.

Lancashire's Children's Trust model has three levels of governance for joint commissioning which if executed properly can enable the above to take place. Each level has a distinct role to play in securing better outcomes for children, young people and their families through Prevention and Early Intervention.