

Early Intervention and Prevention Strategy 2011-2012

**Children's Services
Salford City Council**

July 2011

Foreword

The purpose of an early intervention approach is to work in partnership to improve outcomes for children, young people and families. The aim is to address problems at the earliest opportunity before they are able to escalate and by helping to break the longer term intergenerational cycle of poor outcomes.

There is an embryonic and emerging evidence base for early intervention nationally. It is not a one-off fix, but a sophisticated process and way of thinking that could be applied and tested across most services and systems. It requires a shift in focusing on the causes rather than the symptoms of problems, with investment in prevention and early intervention proven to reduce the demand on specialist services in the longer term. Establishing what works best in Salford and providing an effective return on investment is crucial.

The Early Intervention and Prevention Service is a new service arm within the Children's Services Directorate. Whilst the service is led by Children's Services it will need the commitment and participation of partners across the city in order for the service to achieve the necessary impact and be sustainable.

The purpose of this Early Intervention and Prevention Strategy is to establish a clear rationale and framework to support a shift towards early intervention and prevention services in Salford. This strategy identifies the main vision, goals and objectives for the service over the next year. One of the main priorities is to tackle the causes of family poverty and improve life chances. The offer of early help and integrated service delivery will hopefully provide an efficient, effective and economic response to family poverty

and address some of the major step changes outlined in the Salford Family Poverty Strategy.

The success of this strategy relies on us working together to achieve the best outcomes for children and families.



Cllr Margaret Morris

Lead Member for Children's Services

Acknowledgements

The publication of the Early Intervention and Prevention Strategy and action plan has only been possible due to the strong commitment and partnership working of key organisations within the city of Salford.

The shared passion for, and understanding of, the principles of early intervention and prevention will ensure that the aims and objectives of this strategy will hopefully have a valuable and long-term positive impact on the outcomes for families in Salford.

Contribution to this service and strategy comes from a vast range of private, voluntary and independent organisations, plus key services and teams within the local authority, schools, children and families.

In the establishment and delivery of the early intervention projects, particular thanks go to:

- Action for Children - Assisted families project (ASSFAM)
- Child and Adolescent Mental Health Service (CAMHS)
- Next Step Project
- Integrated Youth Support Service
- Speech and Language Therapy Service (SALT)
- Midwifery and Health Visiting Teams
- Salford Drug & Alcohol Action Team (DAAT)
- Salford schools
- Children's Services (social care)
- NHS Salford
- Salford Probation Service
- Salford Independent Domestic Abuse Services (SIDAS)

And in the development of integrated service delivery through the expansion of locality-based teams, our thanks go to:

- Skills & Work Service
- City West Housing Trust
- Salix Homes
- NHS Salford
- Transforming Learning Service

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1. Introduction

Through early intervention we can give children a vital social and emotional foundation, which will help keep them happy, healthy and achieving throughout their lives.

What is early intervention?

Early intervention tackles the causes of poor outcomes for children and families, shifting the focus from dealing with the consequences of difficulties to preventing things from going wrong in the first place. Well targeted intervention leads to better outcomes or improves a child's resilience later on.

Definition of early intervention:

Intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Early intervention may occur at any point in a child or young person's life.

(C4EO, 2010)

The growing interest in early intervention as a policy issue reflects the widespread recognition that it is better to identify problems early and intervene effectively to prevent their escalation than to respond only when the difficulty has become so acute as to demand action. It is better for the individuals concerned, their families and the wider community. It avoids a lot of personal suffering, reduces social problems and it generally costs less than remedial action. Intervening is nothing new, but what has changed is that our knowledge and understanding of human development, especially in childhood, has grown to anticipate or clearly predict risk factors. Practice has also developed to enable us to intervene more effectively to address many of these problems. Such developments are continual, but we appear to have reached a

tipping point where our knowledge and practice have progressed sufficiently to make the policy question not whether we should invest in early intervention, but how can we not do so?

Latest policy development and reviews

The Salford Early Intervention and Prevention (EIP) Strategy gives national government policies and reviews a point of contact at a local level.

The latest independent reviews for the Coalition Government by Graham Allen MP, Rt Hon Frank Field MP, Dame Clare Tickell and Professor Munro all emphasise the importance of early intervention and the evidence of effectiveness of focussing resources on early intervention and prevention services.

Within the reviews there is also the recognition that early intervention is not only about providing effective support in the early or 'foundation' years of a child's life, but that it is also about recognising early the emergence of a problem at any stage in their life (Munro, 2011).

Review on poverty and life chances (Field, 2011)

How parents nurture their children during the first few years is more important than income or any other factor in determining a child's future life chances. Field is calling for a new set of indicators to be devised to help measure a child's physical, emotional and cognitive development during these 'foundation years'. However, he also states that by the age of three, socio-economic differences in outcomes are already evident. 'Compared to other children, those

from households with low income or lower socio-economic status are: more likely to suffer infant mortality; more likely to have pre-school conduct and behavioural problems; more likely to experience bullying and take part in risky behaviours as teenagers; less likely to do well at school; less likely to stay on at school after 16; and more likely to grow up to be poor themselves'. Addressing the causes of child poverty and inequality are therefore essential in improving life chances.

Review of Early Years Foundation Stage (Tickell, 2011)

Dame Tickell reiterates Field's findings that the earliest years of a child's life are critical and set the foundations for healthy development. She states that 'children's attainment, wellbeing, happiness and resilience are profoundly affected by the quality of the guidance, love and care they receive during the first years of their lives'. Without these foundations children can experience long-term problems. Alongside good parenting, the need for high quality pre-school settings is essential. Tickell's independent review of EYFS recommends three 'prime areas' for learning as communication and language, personal, social and emotional development and physical development.

Review of early intervention (Allen, 2011)

Graham Allen's review of early intervention defines 'Early Intervention' as 'those programmes which ensure that babies, children, and young people build the social and emotional bedrock to fulfil their potential'. He states that this is a prerequisite to break the intergenerational cycle of disadvantage and underachievement. The review recommends 19 'top' evidence-based, cost-effective Early Intervention programmes. Similar to the reviews by Field and Tickell, Allen's independent review acknowledges that early intervention is crucial in the early

years, but that there is also a legitimate need to intervene early in order to 'help older children become good parents of tomorrow'.

Review of child protection (Munro, 2011)

In the final report of the review of child protection, Professor Munro recommends that family problems should be addressed before they escalate to child protection issues. Munro proposes a new duty on all local services to co-ordinate an early offer of help to families who do not meet the criteria for social care. The arguments for 'early help' are three fold:

1. A moral argument for minimising adverse experiences for children and young people.
2. An argument of 'now or never' arising from evidence of how difficult it is to reverse damage to children and young people's development.
3. It is cost-effective when current expenditure is compared with estimated expenditure if serious problems develop later.

The availability of, and access to, effective early intervention and preventive services is therefore essential to achieving this.

Local context

Better Life Chances Pilots

In Salford, Better Life Chances pilots have focused on targeted family interventions, with a compelling case for early intervention to prevent the escalation of issues and reduce long-term costs to public resources. The pilots have highlighted the need for partners to join up service commissioning and investment with a focus on early intervention with families.

Building on this work the Early Intervention and Prevention Service aims to be a driver for change within Salford by offering a truly integrated service which puts the needs of

families at the centre. This strategy includes the initial expansion of locality-based teams to include training and employment, adult learning, housing and health services in order to provide holistic support to children and families.

The Early Intervention and Prevention Service and partner organisations will use Salford's thresholds of need and a common assessment framework to identify families who are struggling to cope and would benefit from targeted multi-agency support to prevent problems escalating. This will drive a shift from reactive to proactive family-centred approaches with new integrated, locality-based teams bringing together a range of support services at the earliest opportunity.

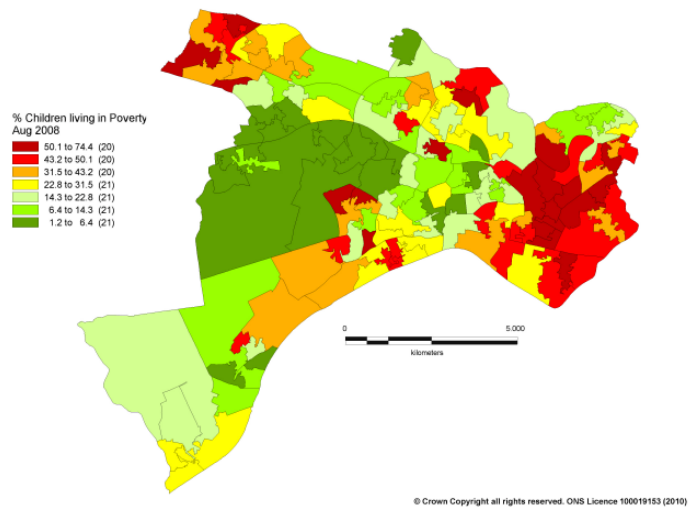
In this way the Early Intervention and Prevention (EIP) Service works towards one of the main objectives in Salford's Family Poverty Strategy (2011), with EIP taking a lead role in developing integrated, neighbourhood delivery of services to help tackle family poverty (step change 1).

Children and families in Salford

The latest population estimates indicate that there are 53,700 children aged 0-19 years old living in Salford (ONS, 2011). Of these 15,700 are estimated to be less than 5 years old.

In terms of family poverty, the latest figures show that 29.4% of children in Salford live in poverty (HMRC, 2008). This is the second highest rate in Greater Manchester and is ranked within the worst 20% of local authorities nationally. The distribution of children living in poverty is consistent with the levels of deprivation in particular areas of the city. The latest HMRC figures show that nearly 19,000 children in Salford live in lone parent families, and of these 57% live in workless households (HMRC, 2008).

Percentage of children living in poverty by Lower Super Output Area (LSOA), (HMRC, 2008)



The Salford Family Poverty Strategy (2011) demonstrates how numerous factors contribute to families being at greater risk of poverty and poor life chances. Examples include, children living in lone parent or workless / low income households, black or minority ethnic families, a large family size, families living with a disability, teenage parent families, and families living in poor housing. We also know that many families will experience a range of problems which need to be addressed through a joined-up, targeted response. This includes addressing health inequalities faced by families living in more deprived areas of the city.

Strategic links

Due to the nature and scope of the work of the EIP Service, this strategy can be seen to contribute towards meeting strategic objectives across a range of services. At a local level this includes the long-term aims included in the Salford Sustainable Community Strategy (2009-2024), particularly the first four objectives, i.e. a healthy city, a safe city, a learning and creative city and a city where children and young people are valued. As well as helping to deliver key objectives of the Children's Trust and those defined within the Salford Family Poverty Strategy 2011.

In regards to the recently updated Salford Strategic Partnership Priorities (2011-2014) the work of the EIP Service also contributes to a number of identified objectives and actions, for example:

Obj 4: Reduce child poverty

Actions 4.1 to 4.3

Obj 6: Increase life expectancy

Action 6.4

Obj 8: Reduce crime and disorder

Actions 8.2 and 8.3

Obj 9: Reduce anti-social behaviour

Actions 9.1 and 9.2

At a council level this strategy can also be seen to address actions within the Cabinet Work Plan 2011-2012, for example:

Action 13: *Design and extend the new joint early intervention and prevention service.*

Action 20: *Try out radical reforms to services in Better Life Chance areas.*

Action 23: *Improve the support for young parents and their children.*

Action 27: *Extend Little Hulton family intervention work to 30-50 families.*

Within Children's Services the Early Intervention and Prevention Service works towards a cross-section of objectives within the Directorate's Business Plan (2011-2014). For example, under **Priority 1: Be Healthy**, EIP offers a number of services which provide opportunities for children and families to make safe and healthy choices, as well as supporting emotional health and wellbeing. It also has a role to play in raising school attendance and attainment and ensuring access to quality childcare (**Priority 3: Enjoy and Achieve**). In terms of improving as an organisation (**Priority 6**) the EIP Service is taking a lead role in developing partnerships through locality working in order to deliver effective services for children and families.

The main objective within the Directorate Business Plan for the EIP Service comes under **Priority 2: Stay Safe**.

S3: *To integrate the work of Children's Centres with wider Children's Services work and the work of partner organisations.*

How this will be undertaken is addressed in the subsequent sections of the strategy. Furthermore, the EIP Service also supports the implementation of the Phase 2 objectives within the Safeguarding Improvement Action Plan (2011), namely under **Quality of Practice**:

QP2: *Continue to review and improve the understanding of thresholds.*

QP8: *Continue to improve the quality and consistency of CAFs overall, further embedding their usage across the partnership so that they are effectively used to inform early intervention.*

In addition to the examples noted above, there are a range of other strategies, action and delivery plans that the EIP Service contributes towards. This includes work within Children's Services, such as Starting Life Well, Transforming Learning, Safeguarding and Integrated Youth Support Services, as well as services within different directorates, e.g. Skills and Work and Community, Health and Social Care.

Other plans include those delivered in partnership with NHS Salford in relation to child and family health initiatives; supporting housing and neighbourhood plans with our housing association partners; and working towards steps to keep children and families safe in Salford, e.g. Salford Community Safety Strategy (2011-2014), which addresses areas such as anti-social behaviour and domestic abuse.

This is not an exhaustive list, but gives an idea of the potential and breadth of the Early Intervention and Prevention Service.

2. What will the strategy achieve?

Our key vision, aims and goals for the Early Intervention and Prevention Service.

A genuinely preventative approach seeks at every point to prevent 'something worse' happening, whatever that may be. There are several key outcome measures against which the effectiveness of the strategy could be measured over time. For example, through the earlier assessment and the provision of effective, well coordinated support services to families, there will be an expectation that the numbers of children for whom the need to become looked after or subject of a Child Protection Plan will reduce.

Similarly, early access to support services for schools to address barriers to learning caused by social disadvantage, and to promote parental involvement, will help to narrow the gap in educational achievement. More effective joint working between health professionals, schools, and youth workers focused on those areas where teenage pregnancy is highest should result in a reduction in the numbers of teenage parents. Schools, health professionals and providers of leisure services working together to promote healthy lifestyles for children and parents is likely to be more successful in addressing childhood obesity and its associated problems.

This strategy will build on preventative approaches and joint working arrangements already being developed in Salford to bring about further improvements.

The vision of the Early Intervention and Prevention Strategy is...

...to break the cycle of deprivation and underachievement in Salford through the early identification of those children, young people and families who are at risk of poor outcomes and by providing an offer of early help to support families to change their lives.

The overall aim of this strategy is to intervene early in order to tackle the causes of problems and improve outcomes for children, young people and families in Salford. The aim is to reduce the number of children and young people experiencing low educational attainment, poor mental or physical health, behaviour problems, substance misuse, domestic abuse, teenage parenthood or those who are involved in crime and anti-social behaviour. This will involve targeted work with vulnerable children and families, including those children growing up in poverty.

Linked to the vision are six key goals, which will direct the focus of our work:

1. Early intervention – children and families are able to access the earliest and best support on offer before problems are able to escalate.
2. Integrated service delivery – provide holistic support to families through integrated, locality-based teams.
3. Reduce the number of children living in poverty.
4. Improve school attendance and attainment.
5. Improve the health and wellbeing of children and families.
6. Develop a strong culture of demonstrating outcomes and results.

Goal 1: Early intervention – children and families are able to access the earliest and best support on offer before problems are able to escalate.

We will achieve this by:

- Restructuring the service so that there is a shift in resources and a full complement of staff able to deliver early intervention and prevention services.
- Implementing, monitoring and evaluating the performance of the early intervention and prevention projects and services.
- Reducing the demand for specialist or statutory services.
- Developing a targeted approach to deliver services to ensure that families in challenging circumstances are identified early.
- Providing clarity about the type and level of risk factors for children and young people who would benefit from early intervention (using Salford's thresholds of need).
- Providing clarity on how EIP services are accessed and embedding CAF as the main tool for assessing levels of need.
- Providing a clearer understanding of how universal services are central to successful preventative and early intervention work.
- Establishing parenting and family support services in Children's Centres.

Goal 2: Integrated service delivery – provide holistic support to families through integrated, locality-based teams.

We will achieve this by:

- Building on the work of the Better Life Chances pilots by expanding locality teams to include skills, employment, adult learning, housing and health services. This will be part of an integrated service offer in order to create the capacity to resolve a range of family issues in one place.
- Further expanding this offer by exploring integrated ways of working with the Integrated Youth Support Service within localities.

- Enhancing the skills of the current and newly integrated workforce so they are able to effectively support children and families and are able to put the principles of early intervention and prevention in to practice.
- Developing a shared outcomes framework between partner agencies.
- Restructuring the Children's Centre service into a cluster model in order to support and expand the work of locality teams to include children 0-19 years.
- Integrating the work of Children's Centres with the work of wider Children's Services teams and partner agencies.
- Providing a shared understanding of early intervention and prevention priorities between partners to ensure that existing resources and new investment are targeted effectively within a joint commissioning approach.

Goal 3: Reduce the number of children living in poverty.

We will achieve this by:

- Working with families to help identify and overcome barriers to work.
- Working in partnership with the Skills and Work Service to improve families' skills and encourage progression from engagement to training and work.
- Working in partnership with housing services to ensure children live in safe, clean, decent households, where tenancies are sustainable.
- Working in partnership to intervene early in order to promote the correct take-up of benefits and prevent families getting into debt or financial difficulties.
- Providing access to adult learning and employment support in Children's Centre clusters.
- Reviewing the remit and function of the Funded Daycare Panel, ensuring early support is provided as part of a multi-agency response.

Goal 4: Improve school attendance and attainment.

We will achieve this by:

- Ensuring the most vulnerable children are supported to fulfil their potential.
- Improving attendance and inclusion in education through targeted work with the schools and families.
- Working in partnership with schools to encourage parents to be engaged in their children's learning and development.
- Supporting and improving parenting.
- Targeting the work of the Education Welfare Officers and by providing more early intervention and prevention support to primary schools.
- Establish closer working links with the Education Welfare Service and Integrated Youth Support Service in the delivery of 'Team around the school'.

Goal 5: Improve health and wellbeing of children and families.

We will achieve this by:

- Reducing drug and alcohol dependence in parents and the impact substance misuse has on children.
- Working with young parents to care and nurture their children and prevent children becoming looked after.
- Working with families experiencing domestic abuse to reduce the impact of abusive relationships on children.
- Ensuring young children get the best start in life by accessing services at Children's Centres.
- Supporting parents and early years workers to provide language rich environments and promote the development of speech, language and communication skills in young children.
- Providing local access to Midwife and Health Visitor Teams in Children's Centre clusters.
- Joint working with Public Health to roll out initiatives through Children's Centres, e.g.

baby friendly initiative, infant feeding pathway, healthy family weight, safer sleeping campaign, and immunisation programmes.

- Rolling out the evidence-based parenting programmes to help improve child behaviour, parenting skills and parental mental health.
- Developing stronger working links with services for disabled children and children with additional needs.
- Working in partnership to provide targeted support to young parents.
- Ensuring the provision of effective support to young carers through the completion of holistic need assessments.

Goal 6: Develop a strong culture of demonstrating outcomes and results.

We will achieve this by:

- Promoting a culture of excellence and high quality, evidence-based performance.
- Establishing quality assurance standards.
- Regularly monitoring and evaluating the performance and outcomes of EIP services.
- Using EMS4, a management information tool, to capture the involvement and outcomes of EIP services.
- Celebrating success and progress made within EIP and sharing good practice with others.
- Consulting with, and encouraging active participation of, children, families and partners to continually improve service delivery and outcomes.
- Communicating the work of EIP through Neighbourhood Partnership Boards and Community Committees in order to share good practice and learning.

A detailed action plan is available in Appendix 1 to show how we intend to meet our goals. The actions are often interlinked and will cross-reference to other areas within the action plan.

Preventative themes

Taking into account the vision, aims and goals of the service, as written above, the main preventative themes this strategy addresses can be summarised as follows:

- Preventing harm to all children and young people.
- Safely preventing children from becoming looked after.
- Preventing health-related issues that impact adversely on children and young people's wellbeing.
- Preventing underachievement.
- Preventing barriers to inclusion.
- Preventing exclusion from school and wider education and training.
- Preventing children and young people from becoming involved in anti-social behaviour and offending.
- Reducing risk-taking behaviour.
- Reducing the impact of poverty and poor housing.
- Preventing isolation from recreational, cultural and social opportunities.
- Preventing intergenerational transmission of behaviours or conditions which result in poor outcomes for children and young people, e.g. drug and alcohol misuse, mental health, domestic abuse.

3. Key principles

The Early Intervention and Prevention Strategy is underpinned by the following key principles:

Access

Children, young people and families should be able to access a range of appropriate services at the time they need them and in places that make sense to them. The 'no wrong door' ethos will be developed across the service.

Early intervention

Effective early assessment and intervention will reduce the need for more costly, and possibly less successful, provision later.

Reducing dependency

Working with families at all levels of need to reduce dependency and promote self-reliance.

Shared responsibility and response

Getting the best for children is everyone's business and services need to develop shared responsibility and response to children, young people and their families.

Consultation and participation

Children, young people and families should be active participants in designing, planning and reviewing the services they receive.

Equality of opportunity

Services should continue to work together to remove the cultural, geographical and economic barriers to opportunity, which some children and young people face.

Workforce development

All staff will have access to learning and development experiences to ensure they deliver a high quality service to children, young people and families. They will work effectively in multi-agency, locality teams to support family-centred working and deliver integrated practices. They will be skilled in identifying when children and young people are not achieving their full potential and will engage them as soon as possible to enable them to thrive and achieve.

Monitoring and evaluation

There will be a strong emphasis on monitoring and evaluation to ensure that early intervention and prevention services are delivered to a high standard, are evidence-based, accessible, rooted in local need, demonstrate value for money, and have a real impact on children and families. A good understanding of performance and evaluation of services will help inform future practice.

4. Service delivery: an integrated approach

The core offer of the Salford Early Intervention and Prevention Service.

4.1 Key definitions

Early intervention

Intervening early and as soon as possible to tackle problems emerging for children, young people and their families or with a population most at risk of developing problems. Early intervention may occur at any point in a child or young person's life.

(C4EO, 2010)

Prevention

The promotion of child well-being by enabling children and young people to live happy and fulfilled lives by having the opportunity to make positive choices. The promotion of family well-being by enabling parents and carers to meet the overall needs of their children and themselves. A genuinely preventative approach seeks, at every point, to prevent 'something worse' happening, whatever that may be.

4.2 Levels of need and support

A whole system approach

Children, young people and their families have different levels of need and their needs often change over time depending on their circumstances. Most children are able to go through their childhood needing only the support of their family, their community, their school and other universal services to which all children are entitled.

Some children have additional needs that cannot be met by universal services alone.

Others have even more complex needs that may require support from targeted, specialist or statutory services such as children's social care.

A very small minority of children with very complex needs and a high level of risk will, at some point in their lives, be dependent on very specialist and intensive services requiring a high level of coordination.

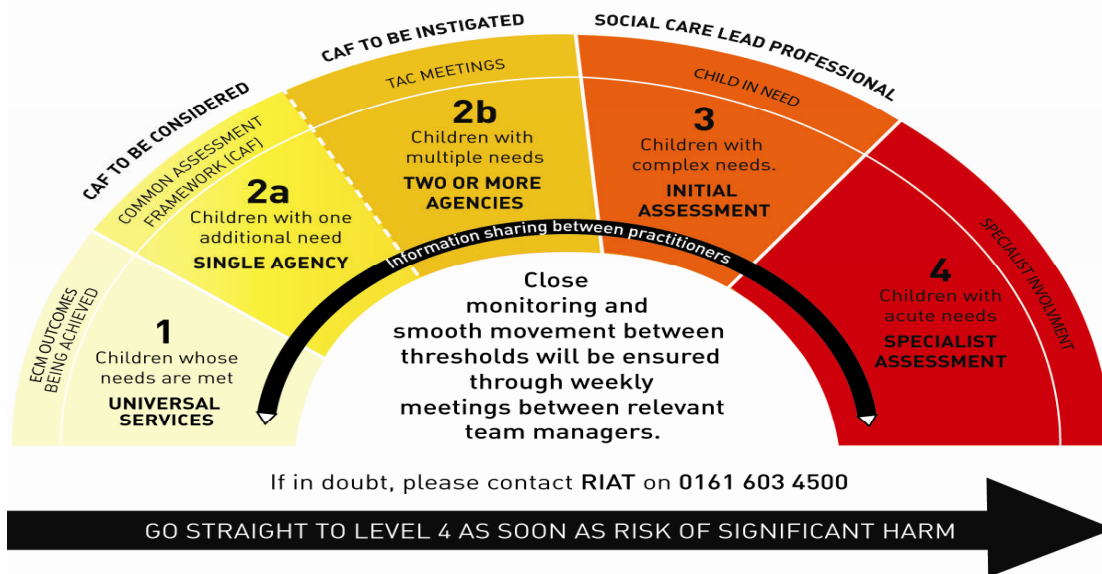
Thresholds on need have been developed based upon a continuum of identified needs and services in order to promote early identification of concerns by universal services. This approach has led to the development of four levels that take into account the different stages of need and types of intervention which are available to all children and their families (SCC, 2011).

Children can move across the levels at different times in their lives, or at different times during agencies' contact with them.

Support may be provided on either a single or multiagency basis to address the identified needs of the child. The transition from one level of service to another should happen seamlessly to ensure that information is shared appropriately (SCC, 2011).

Descriptions of the four levels and diagram are taken from the latest 'Thresholds of need and response in Salford' document (March 2011 v1.5). More detailed information can be found in the document.

Thresholds of need in Salford



Level 1 (universal services) represents all children accessing mainstream services with no identified additional needs.

➔ **Level 2a** (CAF) represents children with additional needs that can be met by targeted support by a single practitioner or agency. This is the level for consideration to begin a Common Assessment Framework (CAF).

➔ **Level 2b** (TAC) represents children with additional needs that can be met by targeted support by a multiagency integrated support package. This requires a coordinated response through Team Around the Child (TAC) meetings. A CAF is required and a Lead Professional will be identified.

Level 3 (CIN) represents children with significant additional needs that have not been met following a coordinated, multiagency response (TACs) and for whom significant concern remains. Under these circumstances an initial assessment is undertaken by a social worker (Section 17, Children Act 1989).

Level 4 (CP) represents children and young people with acute needs – this will require a specialist or statutory integrated response. This is also the level at which child protection intervention is necessary and in many cases a joint social work and police investigation is required (Section 47, Children Act 1989) followed by multiagency protection planning.

The work of the Early Intervention and Prevention Service will primarily target those children and young people considered to be at Levels 2a and 2b. It will also provide seamless support to those children and families at a higher level of risk.

4.3 CAF and TAC

Common Assessment Framework (CAF)

The Common Assessment Framework offers a basis for early identification of children's additional needs. The CAF provides a standard approach to conducting a holistic assessment of the needs of a child (and their family) and deciding how best to support them. The CAF is designed for use by practitioners in all agencies so that they can communicate and work together effectively. CAFs can be co-authored. They cannot be started or shared without the consent and involvement of the child / family.

A CAF is required in order to receive support from the Early Intervention and Prevention Service, following a referral to Children's Services via the 'front door', i.e. via the Referral and Initial Assessment Team (RIAT). However, there are also some universal services on offer, which can be accessed via Children's Centres and don't require the completion of a CAF.

CAF Coordinators provide training and guidance to all practitioners across the city who work with children and young people and carry out Common Assessments as part of their role.

Team Around the Child (TAC)

Team Around the Child (TAC) meetings are for children and families with multiple needs (Level 2b), where a targeted and co-ordinated response is required. On the completion of a CAF, if two or more agencies are identified, a TAC meeting needs to be convened. This is a multiagency meeting including parents, professionals and, where relevant, the child. The purpose is to provide a holistic service to improve outcomes for children and their families.

Lead Professional

A lead professional must be identified at the first TAC meeting. The lead professional

is responsible for coordinating a package of support and acts as the main point of contact for the family. In general, the lead professional will be the person that has the best relationship with the family or is delivering the greatest amount of support.

4.4 Locality teams

Integrated service delivery

Locality teams are multi-disciplinary teams providing early intervention and prevention services for children, young people and families across Salford.

There are four locality teams working in Salford positioned strategically across the city to offer a wide range of services through a single point of contact.

Each locality team is made up of staff from different professional backgrounds including:

Locality teams:

- Education Welfare Officers
- Better Life Chance Workers
- Family Support Workers
- Brief Intervention Officers
- Parenting Practitioners
- Children's Centre Workers
- CAF Coordinators

Plans are made with children and families by completing Common Assessment Framework (CAFs) and by organising Team Around the Child (TAC) meetings.

By working in a multi-agency team practitioners are able to understand different working practices and benefit from improved communication, knowledge and skills which have an invaluable beneficial effect for children and families.

The range of support and interventions offered through the locality teams are included in Section 4.6 – Early intervention offer.

Working in partnership to address causes of family poverty

As discussed in the introduction, a key aim of this strategy is to expand the locality teams to include partner agencies, in order to provide holistic support to families and address the main causes of family poverty. This will include partners from housing, adult learning, skills and work, and health. This new, integrated way of working will be piloted in the West locality first, with roll out to the rest of the city planned to be complete by the end of the year.

In this way families will benefit from improved communication and partnership work. They will no longer have to navigate through a complex network of services; instead they will be able to access key services they require using one point of contact and receive an integrated response.

Opportunities for further expansion of the locality teams include integrated working with the Integrated Youth Support Service. This is proposed to be piloted in Eccles in the first instance, with youth service staff undertaking joint, co-located work with the South locality team.

A shared outcomes framework

In support of this way of working, another key objective is the development and agreement of a shared outcomes framework across the key partner organisations. This will help focus resources and programmes of work on the main shared areas of need.

The performance management and evaluation arrangements for the integrated locality teams will reflect the priority areas identified in the shared outcomes framework.

A new integrated delivery model



The roll out of the integrated locality teams has strategic backing from each partner organisation and is being led by an EIP Delivery Team made up of representatives from each service area. Workforce development will be key to successful frontline delivery. Joint referral, assessment and case management procedures are currently being devised, as well as the development of a new culture within the service that supports an integrated, early intervention approach.

4.5 Children's Centres

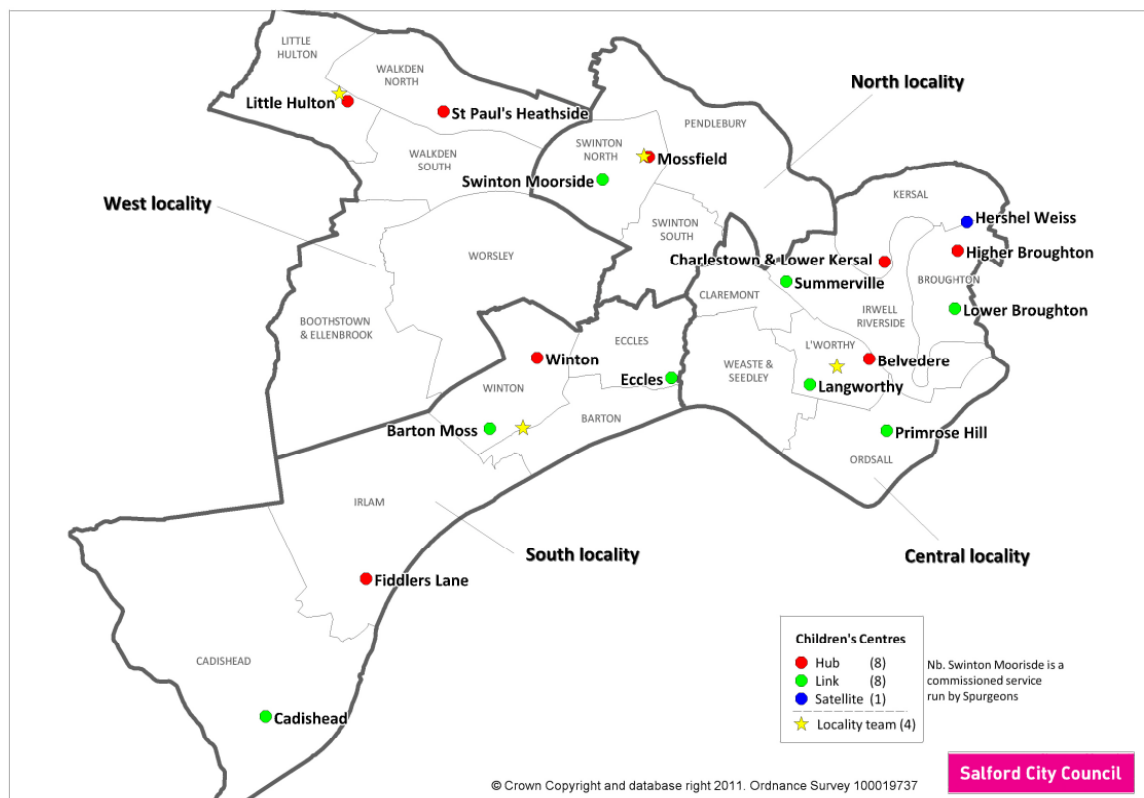
Children's Centres and early years

A key objective of the Early Intervention and Prevention Strategy is to integrate the work of Children's Centres with the locality teams, wider Children's Services and that of partner agencies.

As part of the recent restructure of the Early Intervention and Prevention Service the Children's Centres have been streamlined so that they are part of a cluster model, as shown in the map below.

Manager in order to ensure high quality, consistent case management procedures for children and families. This new structure promotes integrated multi-agency working.

The remit of the Children's Centres is currently being revised so that more work and initiatives are targeted at the most vulnerable and disadvantaged families. This will be tailored and driven by an assessment of local need in the different localities of the city. There will be an increased capacity for outreach and partnership work in order to address the holistic needs of families.



There are now eight hub centres and eight link sites, with an additional satellite centre in Broughton which serves the needs of the Jewish community. Each of the eight clusters will be managed by a Children's Centre Coordinator, who in turn will be supported by a Deputy Manager. The centres will be linked directly to one of the four locality teams and Family Support Workers based at the centres will be matrix managed by the locality team Practice

Children's Centres will, however, still have a universal appeal and will be open to all families. They are essential in working with families during the early 'foundation' years and in delivering preventative initiatives and messages that all families can benefit from. The offer of universal services will also help to identify target families, as often the level and extent of need is not known until a relationship has been built up with a family.

Based on the Coalition Government's vision for Children's Centres (DfE 2011), the new 'core purpose' is:

To improve outcomes for young children and their families, with a particular focus on the most disadvantaged families, in order to reduce inequalities in:

Child development and school readiness

Supported by improved:

Parenting aspirations, self-esteem & skills

Child and family health and life chances

Child and family health

In terms of child and family health, good links have already been established with Children's Centres and our health partners. This strong foundation will be built upon so that every cluster will have beneficial, consistent links with the midwifery and health visitor services either on site or at local GP practices. In the delivery of preventative services a number of city wide public health initiatives will be rolled out through the Children's Centres. Through partnership work with NHS teams this will include:

- Baby Friendly initiative
- Infant Feeding Pathway
- Safer Sleeping campaign
- Speech and language development
- Healthy weight initiatives
- Family Support Service – delivered by the Health Improvement Team.
- Immunisation programmes

Adult learning and employment support

Adult learning and employment will be supported through the integration of Adult Learning and Skills and Work officers in to the locality teams, as well as other partners delivering courses in Children's Centres. This will provide tailored support to individual families, but will also involve the expansion of outreach and delivery of sessions in centres. Strategic links will also be reinforced with Jobcentre Plus, including

the delivery of employment and benefits advice in the centres.

Child development, learning and childcare

Early learning and childcare remains a key focus within the Early Intervention and Prevention Service. Under its remit are the five Local Authority nurseries located in Children's Centres across the city. Providing high quality, accessible early learning and childcare is needed for strong child development and school readiness. Working in partnership with the Starting Life Well Service (SLW) will be crucial to achieve this. One of the main areas of work will be speech, language and communication development in early years, as well as supporting children's social, emotional, behavioural and physical development.

Children's Centres will continue to provide support and expertise to other early years settings, e.g. registered childminders in the local area and work with SLW Service to create a quality, sustainable early years workforce.

Parenting and family support

Parenting and family support is another essential area of work within the Children's Centres. Here the integration with the locality teams and early intervention projects will be seamless. The recruitment of additional Children's Centre and Family Support Workers will mean that the early intervention and prevention offer will now be for children across the age spectrum (0-19 years), with a strong commitment and investment in an offer of early help for families with children under 5 years old.

Evidence-based early intervention programmes will be accessible through the Centres, e.g. Webster-Stratton Incredible Years Parenting Programme will be rolled out across each Children's Centre cluster, and the baby version of the programme will be piloted targeting young parents.

4.6 Early intervention offer

The core building blocks

A number of early intervention projects have been agreed as part of the delivery of the Early Intervention and Prevention Service. The projects provide an opportunity to deliver evidence-based interventions, trial innovative ways of working and work in collaboration with key partners. They range from providing support to parents experiencing domestic abuse to working with target families in schools to improve attendance and attainment. There are currently seven projects being delivered to Salford families, with potential for expansion to include additional targeted programmes of work.

1. In focus
2. Family group conferences
3. Safe and healthy family relationships
4. School and family support partnership
5. Strengthening families
6. Evidence-based parenting programmes
7. Speech, language and communication programme

As part of the menu of support on offer by the Early Intervention and Prevention Service key programmes of work delivered and accessible to families across all localities include:

8. Family Support
9. Education Welfare
10. Brief Intervention Therapy
11. Funded Daycare

1. In focus

Preventing drug and alcohol dependence

In focus (*previously named 'In safe hands'*) is a project aimed at preventing drug and alcohol dependence in parents and carers, and reducing the harm that substance misuse has on children. It is jointly delivered with children's social care teams, substance misuse services and the voluntary sector.

All contribute to a combined therapeutic intervention. The project aims to engage the adults as parents instead of focusing on the substance misuse alone. There is also a focus on working with children on an individual basis, exploring and discussing their parents' drug misuse.

This is based on an award-winning programme with a strong evidence base of successful outcomes.

2. Family group conferences

Your family, your problems, your decisions

Family group conferences are a way of fully involving a family in the planning, decision-making and arrangements for the care, protection and supervision of children and young people.

The approach is based on the belief that families can find solutions to difficulties they are facing and that they have the right to be involved in planning future care of their children. When used at an early stage, family group conference can reduce the need for a child to enter care.

Family group conferences are now used in more than 60 local authorities in England and Wales and in over 20 countries worldwide. Supported by a growing body of credible research and evaluation, family group conferences provide positive outcomes for children, families, agencies and communities.

Evidence clearly demonstrates a range of excellent outcomes:

- Plans that are viewed as safe by families and workers in over 90% of conferences.
- Significantly improved communication and understanding between agencies and families.
- A reduction in the number of children who are looked after.
- Increased contact for children and young people with their family network and friends.

3. Safe and healthy family relationships

In partnership with SIDAS and the Probation Service

This project is aimed at working with families who are currently experiencing, or have previously experienced, domestic abuse to reduce the impact abuse has on children and families.

The project focuses on enabling victims to understand what domestic abuse is and empower them to act appropriately and safely in homes where abuse occurs. It works with families to help them develop the skills they need to resolve conflict in a constructive way, by promoting both mutual respect and parents working together.

The project works with families to examine the impact of abusive relationships on children. At the same time it also works with children to enable them to understand what constitutes a healthy relationship as well as keeping themselves safe.

The project provides outreach work to families enabling them to access specialist services from a number of different agencies such as mental health and drug and alcohol services.

4. School and family support partnership

In partnership with Salford schools

This project aims to increase school attendance and improve attainment by encouraging parents to be engaged in their children's learning and to work in partnership with the school. It is already being piloted in four targeted primary schools. A Family Support Worker is based in the Children's Centre linked to the school for part of the week and in the locality team for the remainder of the week.

The project aims to increase school attendance and attainment by identifying those children who are arriving late for school, missing school, or where there are other barriers to learning.

The Family Support Worker will encourage parents to be engaged in their children's learning and to work in partnership with the school.

5. Strengthening families

Preventing children becoming looked after

Strengthening families is a parenting programme to help vulnerable parents to care for and nurture their children. It is a targeted programme of work with parents whose children are at risk of becoming looked after children. It focuses on young, first time parents who are identified as at risk of poor outcomes during pregnancy. It also works with parents who have been through care proceedings with previous children and are considering having another child. The programme focuses on child development and aims to raise confidence, awareness and parenting skills.

6. Evidence-based parenting programmes

Delivering quality, proven results

Good parenting ensures that children develop well, are confident, are able to learn and are equipped with social, emotional and academic foundations for life. In Salford there are two types of evidence-based parenting programmes being delivered to families: Webster-Stratton Incredible Years (0 to 8 years) and Triple P (8 to 15 years). Both have a solid international reputation and are proven to enhance parents' skills and competencies and reduce the longer term associated costs associated with poor parenting. Support is targeted at vulnerable families to help them be the best they can, recognising that what parents do matters the most.

7. Speech, language and communication programme

In partnership with SALT

This programme helps parents and early years workers to create language rich environments and promotes early identification of young children with speech, language and communication needs. The project aims to support families to make the most of every language learning opportunity and ensure early years workers have the knowledge and skills to enhance young children's communication development. The work of this project is therefore two-fold:

- targeted, early intervention work with families in their own home or in group sessions and,
- the training and development of the early years workforce.

8. Family Support

Targeted packages of support for families

Family Support Workers work as part of the locality teams and in Children's Centres to support children and families within their homes and at other appropriate venues.

They aim to meet the needs of children and families before problems escalate and require social care intervention.

The ethos is to work in an inclusive way, in partnership with parents/carers when planning packages of support. They provide practical support and advice to families, including such things as parenting, routines, home safety, appropriate supervision and behaviour management, school attendance and child development. The Family Support Workers signpost families to appropriate specialist services, e.g. debt advisors and mental health services. They also link families into the early intervention projects and provide a continuum of support. Over the next few months the number of Family Support Workers will more than double, increasing the capacity to offer additional support and advice to families across the city.

9. Education Welfare

Promoting positive school attendance

The Education Welfare Service provides help, advice and support to those children, young people and their families who are experiencing education-related difficulties, particularly regarding regular attendance at school. Education Welfare Officers (EWOs) support families and children by:

- Making home visits to help parents and carers with school attendance problems.
- Working directly with pupils to solve difficulties.

- Helping parents to understand their rights and responsibilities within education law.
- Acting as a link between home and school when communication has broken down, as well as providing a link to other agencies.
- Providing information on alternative education.
- Monitoring the progress of looked after children and targeting the appropriate support.
- Supporting families when transferring schools.

The EWOs also support schools by working in partnership to develop strategies, policies and procedures to raise attendance. They can provide training and support to school staff and use statistical analysis as a means to targeting resources and identifying specific school-related issues. They also facilitate case conferences and other meetings and serve to prosecute parents whose child persistently fails to attend school.

10. Brief Intervention Therapy

Solution focused to prevent family breakdown and school exclusion

Brief Intervention Officers provide support to young people (between 7 and 17 years old) and their families, when there is a risk of family breakdown or exclusion from school. Therefore the team works from level 2b to level 4 within Salford's thresholds model, as they are also involved in crisis intervention.

The purpose of Brief Intervention Therapy (BIT) is to reduce the risk of family breakdown and support families in overcoming relationship issues. It also serves to reduce the risk of permanent exclusion, support the reunification of looked after children and prevent the breakdown of foster placements.

10. Funded Daycare

Timely childcare placements

The Funded Daycare Panel is an integral part of the early intervention approach, intervening early to tackle problems emerging for young children and families.

The panel functions to identify children of 0-11 years in need or potentially at risk who would benefit from a multi-agency package of support.

It is responsible for the allocation of funded childcare places in the five Local Authority run nurseries, as well as funded places in private, voluntary or independent childcare settings, including network childminders. All providers will have either a good or outstanding Ofsted inspection report.

Funded Daycare supports the work undertaken by Salford City Council to safeguard children. Allocations are taken from the Children in Need and Child Protection teams as well as other professionals in Salford. Parents are consulted over all placements and their views are actively sought when placements are started or are reviewed.

Most funded childcare placements are for a maximum of nine hours per week, with full time places only being allocated under exceptional circumstances. Referral for support has to meet a set list of criteria.

5. Governance and leadership

How the Early Intervention and Prevention Service is governed and how progress is monitored and reviewed.

Governance arrangements

The Early Intervention and Prevention (EIP) Service sits within the Salford Children's Services Directorate. Accountability for the delivery of the service lies with the Head of Service, who reports to the Assistant Director: Specialist. The Head of Service attends weekly Children's Services Leadership Team meetings and will report to the Lead Member for Children's Services on a quarterly basis.

The service is managed by a core senior management team consisting of the Head of Service, two EIP Service Managers and a Children's Centre Services Manager. In turn they manage four Practice Managers responsible for the locality teams, and eight Children's Centre Cluster Coordinators. The early intervention projects also have lead officers who have responsibility for the successful delivery of project outcomes.

A full organisational and team structure is available to view in Appendix 2.

Early Intervention & Prevention Forum

At a strategic level the EIP Forum will act as a steering group comprising of key partner representatives.

The Forum's focus will be on performance and impact. It will provide overall guidance to the service and act to support and challenge; identifying opportunities, successes and barriers to partnership support and service delivery.

The EIP Forum will meet up to four times per year and will report key information to the Children's Trust and Salford Safeguarding Children's Board (SSCB) (Appendix 3).

Monitoring and review of the strategy

This strategy will be monitored on a quarterly basis as part of the remit of the EIP Forum. Progress towards aims and objectives, as identified in the action plan, will be updated accordingly. The strategy as a whole will be reviewed and updated on an annual basis, with a new action plan created for the year ahead in line with the Council's performance management framework cycle.

The strategy and action plan also reflect the objectives included in the EIP Service Business Plan 2011-2014, which feeds in to the overarching Children's Services Directorate Business Plan. Again, performance monitoring takes place on a quarterly basis.

Parent participation

How we engage and consult with children and families at a more strategic level will be developed in the coming year. This is so that the design, planning, delivery and evaluation of the service take into account the needs of different client groups within the community. In Children's Centres this is already established through the continued use and promotion of parent forums. The Early Intervention and Prevention Service will also take a lead in supporting other established parent participation groups, such as the Children's Services Parents' Group and Aiming High for Disabled Children (AHDC) Parents' Group.

In terms of service delivery and improvement, feedback is sought after every intervention with a child or family to determine customer satisfaction with the programme of support on offer.

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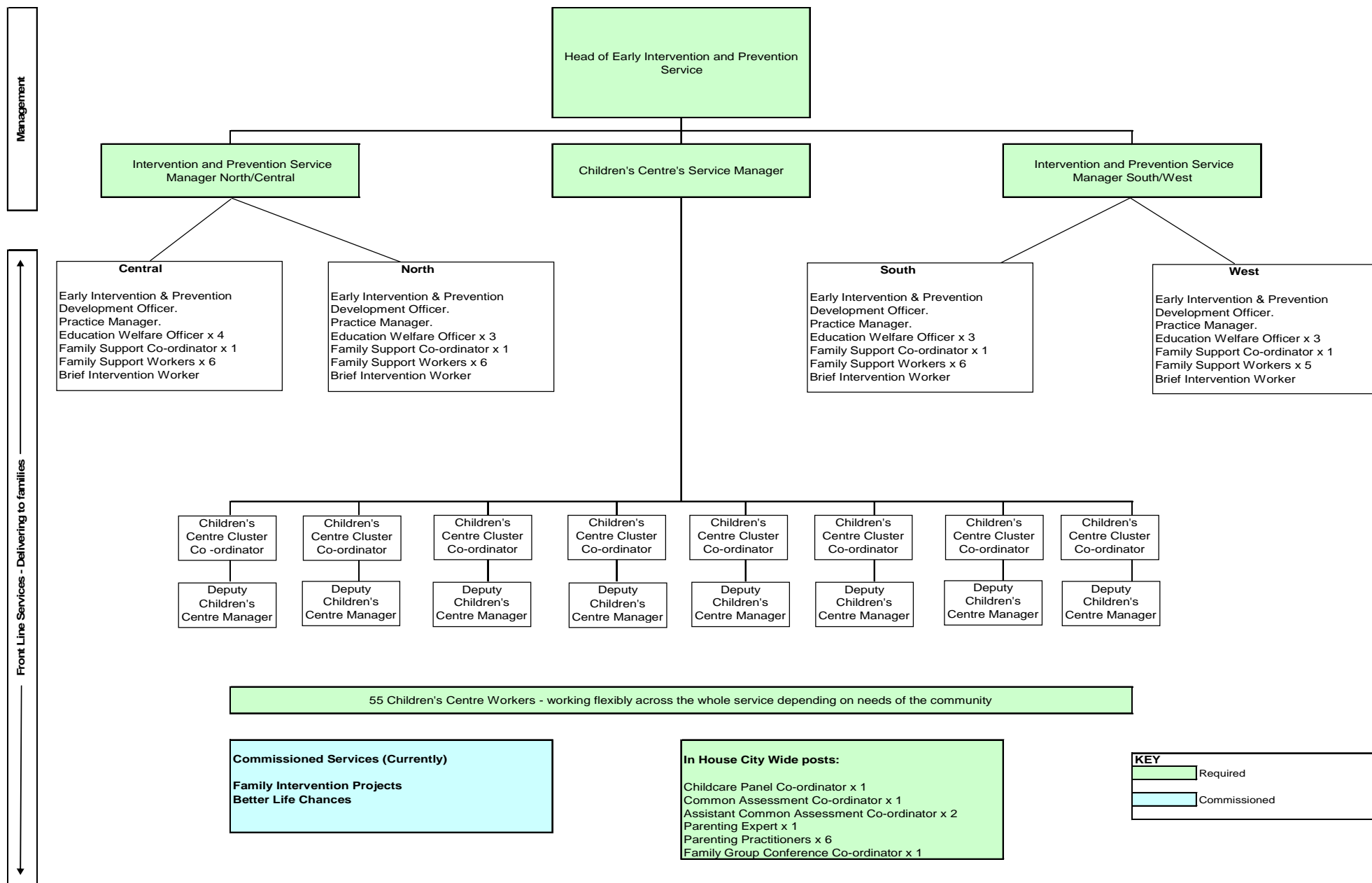
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Appendix 1: Action Plan 2011-12

See separate document

Appendix 2: EIP Structure



Appendix 3: Governance

