

**Early Intervention
for
Positive Change**

Prevention Strategy for Children and
Young People IN Salford

June 2005

Early Intervention for Positive Change

1. Purpose

This strategy is to enable agencies working with 0-19 year olds to refocus services towards effective early engagement with young people and their families, in order to secure good outcomes for those children and young people and to positively promote their inclusion in society. It is underpinned by the commitment of Salford City Council and its strategic partners to support and reintegrate young people into excellent services that help young people reach their potential.

2. National Context

The DfES policy document; *Every Child Matters*,¹ outlines the Government's vision of well-coordinated local services, focused on effective protection and early preventative intervention. It is underpinned by primary legislation, which defines local accountability for this agenda and specifies the arrangements for information exchange in order to enable children at greatest risk to access help when it is needed.

A single **Plan for Children and Young People**, incorporating this strategy, will be produced in each Local Authority area. The plan, which draws together a wide number of related plans and strategies, will specifically include the Education, Safeguarding and Leaving Care Plans.

Every Child Matters and the Children Act 2004 create the policy and legislative framework within which fundamental reform of children's services takes place and reinforces the need to ensure that the reasons for becoming involved in young people's lives is to enable them to:

- Be healthy
- Stay safe
- Enjoy and achieve
- Make a positive contribution *and*
- Achieve economic well-being

The focus on good outcomes influences the processes of *needs analysis, priority setting, planning, development, commissioning and review* of all partnership activity and it is within this broad context that the strategy is placed.

¹ September 2003

3. Salford Context

The Government's 'Change for Children' agenda reinforces the Local Authority pledges and the priorities developed through the Local Strategic Partners to develop local, accessible and inclusive services, which value young people, strengthen communities and make Salford a good place to live, study, work and play.

It is acknowledged that despite many achievements in raising the aspirations of and for young people in Salford, there are many challenges ahead.

Salford's position on the Indices of Deprivation 2004 requires effective partnership working to be supplemented by clear leadership and excellent dialogue with young people and families.

Despite these challenges, the reconfiguration of services, through the creation of a new **Children's Services Directorate** and a **Directorate for Community, Health and Social Care**, provide great opportunities to refocus on outcomes and make best use of the combined skills and experience of personnel within statutory, voluntary and community sector services.

The development of a **single integrated commissioning framework** for children's services will enable pooled funds to be utilised for jointly agreed action, based on best evidence of effectiveness and reliable information about need. This will help to entrench the concept of investment in services that are most likely to make a difference. The national floor targets for children and young people will enable more effective links between strategies for children young people and the strategies for neighbourhood renewal and urban regeneration.

Locally agreed targets will help drive up service improvement and reinvigorate Salford's neighbourhoods, so that a culture of self help, self reliance and personal autonomy is promoted and young people are encouraged to participate in local planning and decision making.

Opportunities afforded through the Neighbourhood Management Teams for the city for young people's contribution to area action plans reinforces the pledge to invest in local strategic planning and commissioning.

4. Responsibility for Implementation

The strategy will be implemented by all those with responsibility for developing and providing services or care and support to children, young people and their families, irrespective of whether they represent the voluntary, community, statutory or independent sector.

The responsibility for monitoring and reviewing both the strategy and its implementation will remain with the strategic partnership.

This document can be revised or replaced as learning from implementation and evaluation takes place.

5. Guiding Principles

Human Rights

This strategy is founded on the principles that every child and young person is entitled to a private and family life² and has the right to participate in decisions, which affect their lives³.

These fundamental human rights, provided for in the European Convention on Human Rights (ECHR),⁴ underpin the strategy.

Equity

This strategy applies to all young people, irrespective of age, ability, race or ethnic origin, gender, faith or sexual orientation, but has particular significance for children and young people who are most likely to face social exclusion through:

- disability
- mental or physical ill health
- entering, receiving or leaving public care
- exposure to crime or threat of harm
- oppression on grounds of race or identity
- anti-social or offending behaviour
- exclusion from school
- living with conflict
- school absence
- homelessness or housing instability

² Article 9 guarantees that any intervention in a private or family life must be for a legitimate purpose and should be proportionate to the objectives of:

- Safeguarding young people from harm
- Prevention of crime

³ Article 10 provides for the right to give and receive information.

⁴ Incorporated into UK law by Human Rights Act 1998

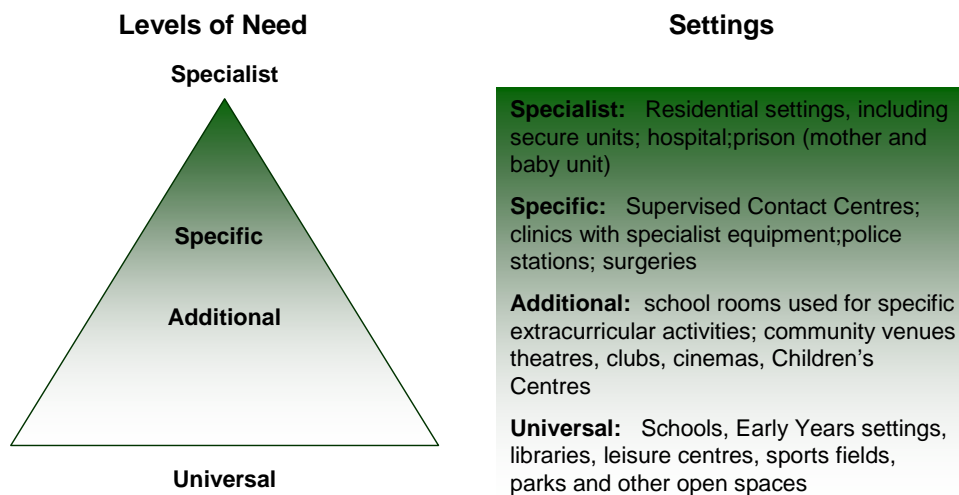
- refugee or asylum status
- poor or inadequate supervision or care

6. The purpose of early intervention

It is recognised that many young people do not receive effective help when they face difficulties and opportunities to offer additional help, support or advice are frequently missed. It is only when more intensive, expensive and unwelcome intrusion into a child or family's life becomes inevitable, as the difficulties they face escalate, does the need for good coordination become apparent. Conversely, as specific needs are met, the level of need should reduce to that of additional or universal. Services provided at these levels may be either targeted at individuals (additional tuition, parenting advice) or at groups; based on geographical or thematic risk factors (homeless young people, teenage parents, childhood disability, domestic violence).

Commissioning Managers will work with service providers, families and young people to ensure that the plausibility of activities is tested in order to determine whether the activity is mainly diversionary with short-term impact, or likely to make a demonstrable impact on the five key outcomes in the longer term. This work is underway in services for children in public care and for early intervention services, but will apply to a wider range of services. The levels of need and settings in which services are delivered, is illustrated in Fig. 1 below.

Fig. 1



The Partnership is committed to delivering specific and additional services in accessible, local settings provided this is consistent with meeting young people needs. This work will be phased in over the two years from April 2006 to March 2008, as it marks a considerable shift in how services are currently delivered yet is crucial in maintaining the trust and confidence of children and young people, their families and their wider communities.

6. Governance

This strategy is one of a bank of measures aimed at improving outcomes for young people and will form part of the comprehensive local plan for Children and Young People, amalgamating plans on Education, Care and Protection and Crime Prevention.

Responsibility for its implementation rests with the **Children's & Young People's Strategic Partnership Board** with specific duties devolved to operational and strategic partners who comprise the Children's Services Planning Forum led by the **Director of Children's Services**.

It is however recognised that there is a *general* duty on a wider range of agencies to fully engage with the agenda for young people in order to successfully implement the strategy and transform the way in which young people are perceived, treated and engaged as active citizens in their neighbourhoods and other spheres of influence; e.g. amongst their peers.⁵

The strategy provides a framework within which a wider range of agencies can check that their policies, plans and processes take account of the impact on children and young people of the services they are responsible for.

7. Components of a Preventative Intervention Strategy

The components, which enable effective inter agency collaboration to result in affirmative action for children, young people and families, include:

- Alignment of processes for the assessment of risk and analysis of need
- Production of protocols on information sharing on children and young people who are at risk of social exclusion
- Information on the development, design and commissioning of services which can deliver good outcomes for children and young people
- Mechanisms for the systematic inclusion of children, young people and their families in planning and decision making
- Establishment of clear pathways between different levels of service provision as need increases or diminishes
- Procedures for safeguarding young people and ensuring that services operate to consistently high standards
- Procedures for monitoring, assessing and quality assuring services to young people, to ensure they are welcoming and accessible, particularly to young people who are commonly excluded from the benefits of public services
- Inclusion of local and neighbourhood partnerships in strategic planning for young people in their area.

⁵ Peer mentoring actively targeting and engages, as mentors, young people who are at greater risk of becoming disaffected. This gives young people who would otherwise not be considered, opportunities to take on responsibility for supporting others.

8. Assessment of risk and analysis of need within a Common Assessment Framework

A single model of early assessment, using the Common Assessment Framework, will replace the plethora of approaches used across the city by different agencies. Providing the initial means of identifying the needs of a young person it will be implemented in a range of settings and galvanise action to meet these needs, through the role of Lead Professional.

It will not replace the duty on agencies and individuals to report, or conduct investigations into abuse, neglect or criminality but it will mark a move towards more collaborative work with families.

Since April 04 the city has been piloting Family Action Meetings as an approach to working with families to identify need and coordinate planning. This is closely linked to partnership work with young people at risk of offending. The key components of this model are:

- Training agencies in the identification of and response to risk in a child/ young person's life
- Coordination of meetings between families and those raising concerns across different service settings so that the culture of referral is replaced by one of agreed joint action where the risk of harm is not imminent
- **Recording and reporting on** the number and outcomes of meetings, so that pathways to different levels of intervention are monitored and children at more immediate risk are not missed.
- Facilitating links with the Youth Offending Service's Prevention Team to ensure consistency of approach.

The model will not replace Case Conferences, which assess risk of significant harm and determine whether a child or young person is placed on, or removed from, the Child Protection Register or statutory investigative duties.

9. Information Sharing

Information sharing to improve earlier identification of young people who may be at higher risk and offer them the right level of support is an important part of the strategy. Detailed definitions of information sharing is contained within:

- Protocols governing the transfer of data and other information on children at risk
- Information for young people
- Information for families

The full documents are produced separately. Figure 2, below, defines the agencies, which are party to the protocols and those whose level of interest is defined within individual contracts or service agreements.

Sharing Information to promote well being

Relevant Parties	Interested Parties
Local Authority	Voluntary and Community organisations
Strategic Health Authority	Culture, Sports, childcare and play organisations
Primary Care Trust	Schools and Early years settings
Police	General Practitioners
Local Probation Board	Immigration Services
Connexions	
Learning and Skills Council	

10. Linking Strategic Planning and Local Decision-Making

As the strategy encompasses a wide range of agencies providing services to children, young people and their families, detailed action plans rely on effective partnership work at both a local and strategic planning level.

The Children's Services Planning Forum retains oversight of all plans relating to children and young people as well as those which impact on the wider community and is comprised of both, agencies with responsibility for children's health, wellbeing and education and those with neighbourhood management expertise. This is likely to help avoid duplication of work and a proliferation of partnership groups and ensures a close fit between the prevention strategy, community plan and city renewal strategies.

Joint strategic objectives will help ensure subsequent plans are focused on outcomes for children and have some consistency in style and approach as well as identifying potential conflict, development and other capacity issues early.

In striking the balance between devolving decisions and enhancing local capacity to plan effective services for young people, Early Action Children's Teams will operate in four localities and act as a conduit between neighbourhood teams and commissioning managers so that need is addressed at both an individual and community level. Lead Professionals will have specific duties towards individual young people and ensure that plans are properly executed.

11. Commissioning

In the context of early intervention services for children and young people the following definition will be used:

Commissioning is the process by which services are secured, through a contract or similar arrangement, in order to meet identified need(s).

It includes the action taken to agree who will provide the service, how it will be monitored and the level of resource needed to enable the contract to be successfully discharged.

Interagency commissioning will draw together principles and practices currently employed through both fixed duration programmes for children and young people (Sure Start and Children's Fund, Positive Activities for Young People) and mainstream provision (placements for children in public care) to inform future commissioning around both specific and additional need.

These principles have been encapsulated in a commissioning strategy, which will help agencies shift towards earlier intervention by defining which services can and should be delivered in universal settings and the level of resource needed to make this transition without dismantling essential services, which exist to protect children.

12. Participation

The inclusion of young people, children and their families in planning and decision-making is a fundamental principle underpinning this strategy. Although the details are outlined in the Participation strategy, key features include:

- A children's champion within the Community, Health and Social Care Directorate
- Young people will become members of the Partnership Board.
- Creation of a new head of service, with responsibility for participation.
- Monitoring of young peoples participation in service planning through all contracts and agreements for services.

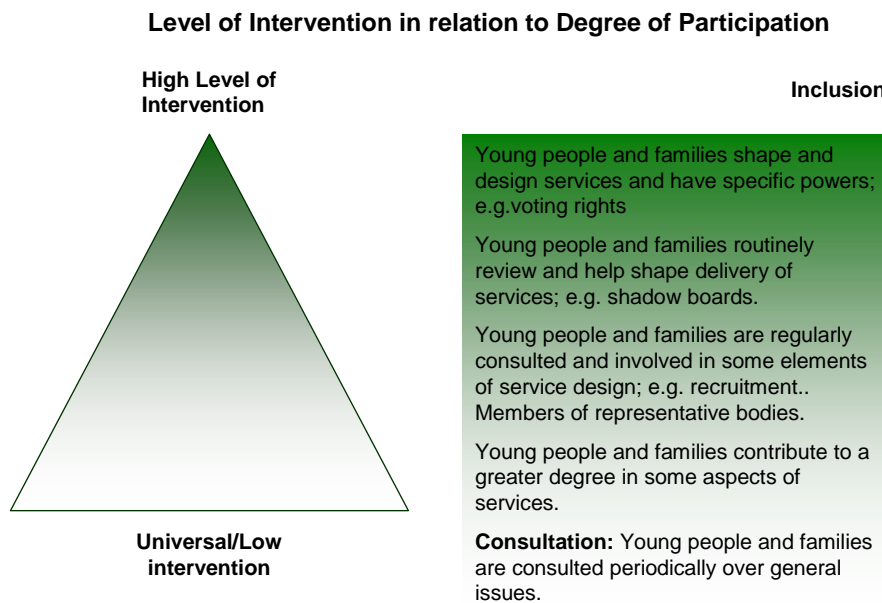
Key roles have yet to be assigned to individuals but will involve the following:

- overseeing the implementation of the strategy
- acting as a conduit for disseminating good practice
- advising on and coordinating young people's inclusion in strategic planning

This strategy does not aim to provide an exhaustive list of actions in promotion of the objective of including young people and families in planning and decision-making. It is an underlying principle embedded in **all** effective intervention and is part of a general presumption that the *greater the interference in a child or young person's life the greater the requirement to include young people in decisions which have a bearing on their lives.*

This is illustrated below (Fig. 3)

Fig 3



The diverse range and means of including young people will be monitored through the Participation strategy, Children's Rights Strategy and the Good Practice in Community Involvement

13. Raising Standards

The strategy provides a framework for developing new and innovative models of delivering mainstream services, using lessons learned from early work developed through preventative programmes such as Sure Start, Children's Fund and Connexions and taking account of emerging evidence provided through national evaluation of these and other intervention programmes such as Behaviour Improvement Programmes, Youth Offending Prevention Services and On Track.

Codes of Practice, peer review, monitoring and action learning sets provide means of building upon more formal regulatory and inspection frameworks and that these will be built into mechanisms for commissioning or securing services for children.

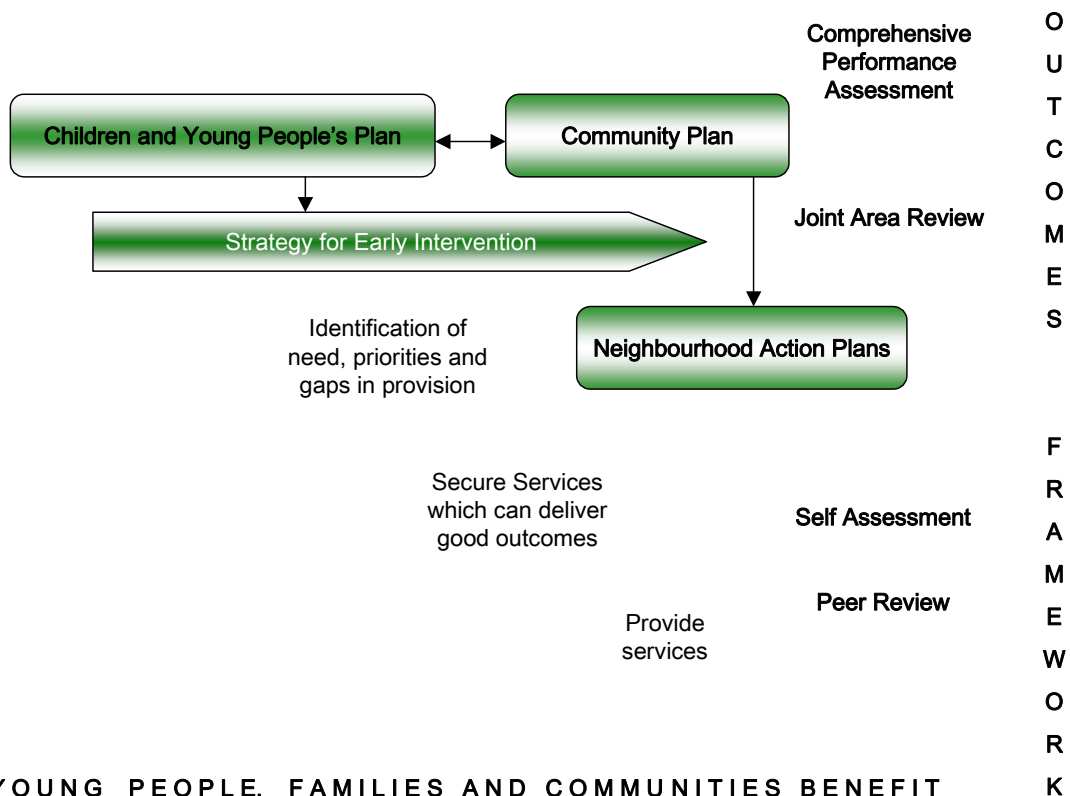
The Best Value framework provides additional scope for reviewing early interventions and setting challenging improvement plans in order to reach and maintain high standards.

14. The Inspection Framework

A system of self-assessment and peer review has been piloted through the Children’s Fund. This can be expanded to monitoring of a wider range of intervention services and is compatible with the Inspection Framework for Children’s Services

A key strand of the Early Intervention Strategy is to work with local neighbourhood managers and providers to ensure that the types of activities which are commissioned are capable of meeting the five outcomes and that activities which are primarily designed to engage young people and families develop and change to become more outcome focused.

Improving evidence of effectiveness helps create dialogue with providers and drives up standards of service provision for young people. The relationship between the Community Plan and Children and Young Peoples Plan is illustrated below:



Leadership and Governance

Securing Services

Strategic Objectives	Actions in Support of Strategy	Timescale
<ul style="list-style-type: none"> The local authority becomes formally accountable for leading the change for children programme through the post of Director of Children's Services 	<ul style="list-style-type: none"> The Children's Services Directorate is established and takes a lead responsibility for implementation of the early intervention strategy 	September 2005
<ul style="list-style-type: none"> Partnership arrangements are in place which specify financial and legal accountabilities for management of resources 	<ul style="list-style-type: none"> Children's & Young People's Partnership Board established. Funding streams and monitoring arrangements aligned 	June 2005 April 2006
<ul style="list-style-type: none"> A comprehensive Plan for Children and Young people is produced for the city with provision for early intervention specified 	<ul style="list-style-type: none"> The Children's Fund and the Early Years / Sure Start plan as part of the wider prevention strategy are fully incorporated into the Children and Young People's Plan 	April 2006
<ul style="list-style-type: none"> Local Infrastructure is enhanced so that the scope for locally determined service planning is in place 	<ul style="list-style-type: none"> A needs analysis is undertaken in order to inform the programme of devolution and enhance capacity to commission local services. 	April 06
<ul style="list-style-type: none"> A single commissioning framework is established by the partnership 	<ul style="list-style-type: none"> Commissioning responsibilities defined and structure in place so that local planners are clear about the level of their responsibilities 	June 2005
<ul style="list-style-type: none"> Evidence is used to refine scope of programme in line with local need and capacity 	<ul style="list-style-type: none"> Role of Management Information support agreed and scope of research, intelligence gathering and evaluation defined and improved 	June 2005
<ul style="list-style-type: none"> Children, young people and families are involved in future commissioning 	<ul style="list-style-type: none"> Participation strategy defines and promotes both the strategic and locally based inclusion of young people in designing and reviewing services. 	June 2005
<ul style="list-style-type: none"> Commissioning practice reflects the best practice in producing high quality services 	<ul style="list-style-type: none"> Evidence is supplemented by information about what is generally considered to be good practice at a locally and national level. 	June 2005
<ul style="list-style-type: none"> Decisions about many services are devolved 	<ul style="list-style-type: none"> A programme of local capacity building is developed and implemented. 	September 2005

	Strategic Objective	Actions In Support of Strategy	Timescale	Strategic Links
Needs Analysis	Commitment to analysis of need based on individual and community factors and to the development of lead professionals.	Locally based multi-disciplinary teams to lead the work on developing plans and offering a package of earlier intervention with lead professional responsible for individual plans.	September 2005	FAM & YISP integrated through CAF
		Improved management of information generated by neighbourhood managers and schools to develop accessible services for cohorts of young people at particular risk	April 2005	Community Plan
Enhancing Capacity	Enhancement of parental capabilities in partnership with parents/families and schools	Develop a multi-level approach to parenting advice which encompasses one to one consultation and more intensive group or individual programmes using evidence-based positive parenting approaches	Ongoing	NRS and NSF priorities
		Continued involvement of parents in the development of 9 Sure Start Children's Centres	March 2006	Childcare Strategy Early Years Strategy
	Increased contribution by young people make to local decision making	Development of a Children's Champion to lead the work with Neighbourhood managers and community committees and to ensure effective dialogue with multi-disciplinary children's teams.	September 2005	LSP Improvement Plan
	Young People included in strategic planning	Young People to become members of the Partnership Board	September 2005	

Staying Safe

Be healthy

Strategic Objective	Actions In Support of Strategy	Timescale	Strategic Links
Ensuring young people have access to services which operate to consistently high standards	Local Safeguarding Board to oversee policies and strategies for protection as well as taking a positive role in promoting safe practices	April 2006	Safeguarding Strategy
	All contracts for services and codes of practice reinforce duties and responsibilities on service providers to ensure children and young people's safety and wellbeing and are monitored for compliance	April 2006	Integrated Commissioning Strategy
	Complaints procedures are reviewed to ensure they are adequate and accessible to young people	April 2006	Inclusion Strategy
	Young people and families are informed of their rights in respect of information sharing	June 2005	ISA Policy
Reduction in child death and injury from Road Traffic Accidents	Launch of Neighbourhood Road Safety Initiative	June 2005	Dealing with Disadvantage
Promotion of healthier lifestyles in line with Coronary Disease reduction targets	Local Health Improvement Coordinators working with schools to promote good nutrition and active lifestyles	April 2008	LSP Improvement Plan
Reduction in teenage conception rates	Priority given to teenage pregnancy strategy and alignment of support to teenage parents through Sure Start Children's Centres	April 2006	Teenage Pregnancy Strategy CAMHS Strategy
Improve Young People's mental and emotional wellbeing	Targeted support to be more widely available in universal settings	April 2006	

	Strategic Objective	Actions In Support of Strategy	Timescale	Strategic Links
Enjoying & Achieving	Raise the educational attainment of young people in school and improve their attendance at school	Tackle the barriers to learning through early identification of difficulties and coordinated programmes of support to meet need.	September 2005	Education Plan LSP Plan
		Support the development of mentoring schemes to supplement learning particularly at key transition phases	Ongoing	LSP plan
		Work with schools to tackle bullying, identified by young people as a key factor inhibiting their learning	April 2006	School 's Improvement Plan
	Promote young people's wellbeing within schools and within communities	Maximise opportunities for young people to make healthy choices around nutrition and exercise	Ongoing	NSF & LSP plan
Making a Positive Contribution	Young people are diverted from crime and anti-social behaviour	Neighbourhood teams strategic partners and Youth Offending Service implement Together On Prevention (TOP) service for young people at risk	Ongoing	Youth Justice Plan
		A range of positive opportunities is promoted based on those that have been demonstrably most effective in reducing crime	Ongoing	Community plan
	Young people are supported as part of the wider Crime reduction agenda	Child witness programme is part of a range of services to child victims of crime	April 2005	Crime & Disorder Reduction Strategy
Economic Wellbeing	Inclusion of members of Salford's black and minority ethnic population at both strategic planning and service delivery level	The inclusion of black and minority board members is actively promoted and the Board and its subsidiary partnerships reflect the diversity of the population.	September 2005	CF Plan
		Public Sector to take lead in securing training and employment opportunities for young people	Investment in modern apprenticeship and other schemes to promote employment. Capitalise on good links with University to promote access to further education	

Appendices

Methodology

The strategy has been developed over a number of months using the following methods.

Phase 1 Involving stakeholders

An initial event entitled 'Pulling Together' helped launch the strategy and raised the profile of early identification and preventative interventions. Presentations included:

- Family Action Meetings and their use in identifying and working with young people and families, who caused concern
- Evidence based Positive Parenting Programmes as a means of providing consistent and coordinated advice to parents on managing behaviour

A subsequent event focused on risk factors both individual and cumulative and considered different models of early intervention. There was an opportunity for a wide range of stakeholders to enter into a debate on early intervention to consider how protective interventions can mitigate the impact of cumulative risk factors. Presentations included:

- National and Local developments in Information Sharing and Assessment
- Outcome planning

Phase 2 Strategic Coordination

A number of meetings to of lead officers from agencies represented on the Partnership Board helped define the scope of the agenda. The development of specific work on integrated commissioning has been useful in assessing the range of methods currently used to secure services.

Strategic links with Child and Adolescent Mental Health Services, Neighbourhood Renewal and other similar programmes have helped to broaden the concept of preventative work beyond that of agencies traditionally involved in children's services.

Phase 3 Involving young people, families and communities

Using the Best Value Framework to review early intervention services supported by the Children's Fund has enabled a wide range of young people and adults to take part in the debate. Approximately 50 young people and a similar number of adults (including parents and other family members) have taken part in events to celebrate things that work well and identify gaps in provision. A separate report is available on the findings of this review. And this has been times to coordinate with the launch of the strategy.

The review culminated in a 'Challenge' event on June 16th 2005, where ten young people who had taken part in the review met with senior managers from children's services and neighbourhood management representatives to share solutions on issues which most affected them. Safety, environment and bullying featured as key themes.

Research Identifies Key factors Associated with Problem Behaviours, School Failure and Youth Crime (Farrington)

	Risk Factors	Evidence of Need IN Salford
Family	▫ Risk of family breakdown	▫ 2565 (70%) referrals of under 14's to social services (Jan - Sept. 04)
	▫ Family Conflict	▫ 311 domestic violence offences recorded within first 6 months of 2004
	▫ Low family income	▫ 21% of population claim key benefits
	▫ Poor health	▫ 1660 referrals to secondary CAMHS services (2002/3)
School	▫ Disengagement from school	▫ 8.6 % absences (7.1% authorised) (0.6% unauthorised at primary school) - 2003/4
	▫ School Performance	▫ 4 high schools (3 of which are mainstream) in 'special measures'
	▫ Children with additional needs which impact on learning	▫ 885 Statements of Special Education Need (4,946 School Action +) - December 04
	▫ School exclusion	▫ 187 children were being educated out of school - October 2004
Community	▫ crime	▫ 1865 woundings recorded (133 serious) & 209 hate crimes - Jan. to June 04
	▫ drug use	▫ 80% of young people in contact with YOT use alcohol, tobacco or cannabis
	▫ poor housing	▫ 68% of Local Authority homes fall below decent homes standard
	▫ neighbourhood neglect	▫ Criminal damage accounts for 31.4% of all recorded crime

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