

Scrutiny Committee

Meeting to be held on 7 October 2011

Electoral Division affected: All

Early Intervention/Support Strategy

(Appendices 'A', 'B', 'C', 'D' and 'E' refer)

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Executive Summary

This report seeks to provide members with an update on the progress around the Early Intervention/Support Strategy (EIS) within Lancashire. The EIS Strategy was agreed by the Lancashire Children's and Young People's Trust in June 2010. Early Intervention Support (EIS) relates to work which will increase resilience within families and allow work at an early stage to reduce the number of families for whom a referral to statutory services is deemed necessary.

The EIS strategy will focus on making children and young people "school ready", "work ready" and eventually "family ready". One key element of the EIS strategy is Best Start Lancashire which will focus on families with children in Reception and Years 1&2.

Following the agreement of the strategy, a Strategic Lead for EIS was appointed in June 2010, and subsequently 12 District Early Intervention Support Development Officers were appointed in February 2011. Funding has been made available by LCC and Schools' Forum to support the central co-ordination and development of EIS work in each district, as well as for EIS district initiatives. Details of this can be found in the funding background section of the report.

We are now at a point where the EIS Strategy is moving into its implementation phase and the purpose of this paper and its appendices is to update Scrutiny as to its progress and impact.

Recommendation

The Committee is asked to:

- i. Note the report
- ii. Identify any further reports they may wish to receive on this matter.

Background and Advice

Financial Background

A funding paper around "Proposals for the use of £5 Million One-off Funding to Improve Safeguarding and Outcomes for Looked After Children and Young People" was agreed by the Leader in January 2010.

Of this, £1.73M was used to support the co-ordination of Early Intervention/Support (EIS) across the 12 Locality Children's District Trusts (LCTP's). A Strategic Lead for EIS was appointed in June 2010 along with three Senior Early Intervention/Support officers and nine Early Intervention/Support officers appointed in February 2010 on a two year contract. These are all listed in Appendix 'B'. A further £600,000 was allocated to allow EIS pump priming within the LCTP's. Therefore in total, Lancashire County Council has allocated £2.33M to support EIS between 2010 and 2013.

LCTP's were allocated two sums of money in the financial year 2010/11. £50,000 pump priming monies per as a one off payment (Please refer to the above point). Additionally £80,000 per Locality District Trust was allocated from a £1M sum contributed by Schools' Forum to support EIS work.

In the financial year 2011/12 LCTP's received a further £80,000 of funding from monies contributed by Schools' Forum. Schools' Forum has also been approached with regard to maintaining this level of support in 2012/13. This has been accepted by the relevant sub committee of Schools' Forum but has not yet been ratified by the full Schools' Forum.

In 2011, a further £2M has been found from savings within the Directorate for Children and Young People (DCYP), to support Best Start Lancashire, which is planned to be a three year development to link in with the introduction by the Government of the Pupil Premium model for Free School Meal (FSM) pupils. Best Start Lancashire, will focus on 6,000 FSM children across the County in Reception and Years 1&2.

Early Intervention and Support Funding			
Lancashire County £2.33M over 2010-13 for Co-ordination of EIS and start up funding for LCTP's			
Schools Forum	2010/11	2011/12	2012/13
	£1M	£1M	£1M (requested)
Best Start Funding			
DCYP has allocated from efficiencies made within the Directorate			
		2011/12	2012/13
		£2M	£2M (planned)

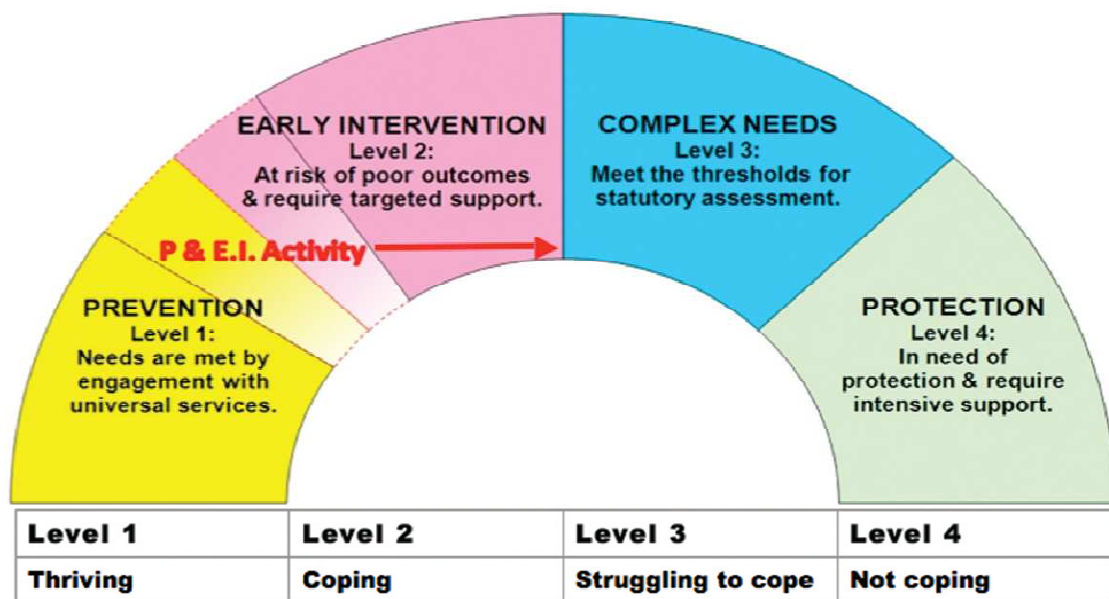
The Early Support Strategy

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

What is the Children's Trust Early Support Strategy for Lancashire?

Prevention and Early Intervention Support 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 support 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.

The Lancashire Continuum of Need is based on four levels, please refer to the diagram below.



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, and therefore the prevention and early intervention support approach sits at the top end of level 1, and across level 2 on the continuum of need.

At the heart of this early intervention support, 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.

What does our vision look like?

Our vision is founded upon the priorities determined by all partners within the Lancashire Children's Trust and stated within the Children and Young People's Plan.

The vision for Lancashire's Early Support 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. Therefore, our children and families will be 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 have already been a number of prevention and early support initiatives in operation across the county over the last 3 years. These have been funded through a number of different funding streams, driven by different government agendas and measured by different performance criteria.

The Early Support Strategy over the next two years will embed an overarching framework, commissioning process, and communication tool to draw together these previous and future initiatives, to enable us to share good practice, and ensure the application of a coherent and consistent approach to Early Support across Lancashire.

Updates and Web Links

More information regarding the local and national Early Support Strategy is available at the following websites:

Lancashire County Council Early Intervention website;

<http://www.lancashire.gov.uk/corporate/web/?siteid=5813&pageid=32721>

- Graham Allen MP has provided two reports to central government in the last 6 months. The first report [Early Intervention: the next steps](#) was published in January, it underlined that many of the costly and damaging social problems for individuals can be eliminated or reduced by giving children and parents the right type of evidence based programmes 0-18 and especially in their earliest years.
- The second report sets out how we can pay for those programmes within existing resources and by attracting new non government money.
- See both reports at;
<http://www.cabinetoffice.gov.uk/news/graham-allen-launches-second-report-early-intervention>
- On 27th September 2011 a Lancashire Children's Trust Conference is being held focussing on "Better Outcomes" for Families in Lancashire". Professor Alan Dyson is speaking on the evidence base for early support and a report

has been commissioned by Peter Kemp around approaches and best practice around family support. Following the conference DCYP will make the report and presentations available.

The Early Support Team

At the beginning of April 2011, the Early Support Team for Lancashire was established and comprises of 12 district early intervention and support development officers, 1 administrator and 1 strategic officer. The purpose of the team is to co-ordinate the implementation and embedding of the Early Support Strategy for children, young people, and families, working with the local Children's Trust Partnership within each of the 12 districts.

How the strategy will work in each Locality District Trust

In each local district, the Early Support Officer will work closely with the local children's trust partnership to set up an Early Intervention and Support sub group and resource panel. The purpose of these two groups will be to; identify early on the needs of children, young people and families (panel) through a multi-agency approach ;and ensure the delivery of early intervention support strategy through local co-ordination of resources, services and pathways (sub –group). See Appendix 'A' Early Intervention Resource Panel and Steering Group Flowchart.

Example 1, Work in Practice: Case Study of Resource Panel Issue – Preston District

Presenting Gap in Service: A voluntary, community, and faith sector (VCFS) organisation, which provides advice and early intervention to families suffering from domestic violence (DV), recognised that there was a waiting list of 56 children in Preston district awaiting support. This waiting list was due to the high number of referrals from mainstream agencies in the district such as CAMHS, social services, children's centres, solicitors, school nurses and refuge facilities. Positive benefits of the early intervention service had been voiced by the families that were currently being supported.

Resource Panel Recommendations: the panel recognised that there was a genuine gap in service for the Preston district – lack of early support for families experiencing domestic violence issues. The panel felt that a short term holding solution was not the answer. It agreed that a different solution had to be found.

Resulting new way of working: The panel's recommendations for actions focussing on the gap in service – has led services to adopt a multi-agency approach to early intervention around DV across the Preston district. They have also taken full cognisance of the views of families. In this way, a long term solution will be achieved by partners to co-ordinate, prioritise and maximise their existing resources in order remove the waiting list and to meet the needs of this target group of children, young people and families.

In addition, the Early Support Officer will co-ordinate the following in each district:

- Reviewing the position of the common assessment framework within early support work
- Co-ordinate the commissioning of, and monitor the performance of, early support initiatives
- Evaluate lessons learned from those initiatives and encourage sustainability beyond the lifetime of project delivery through a multi-agency approach, and resilience and skills development, within the community of Lancashire
- Identify the gaps in services, and what resources can be pulled together through partnership approaches, and service re-design, to meet the needs of children, young people and their families
- Ensure that children, young people and families are fully consulted, and involved in the delivery of services which affect them on a local level.

Progress of Early Support

Early Intervention Initiatives

In each district of the county early intervention initiatives have been commissioned through the LCC open tender process, and providers selected through a Children's Trust representative panel process, in order to secure the best provider in terms of quality of service, maximum output, achievement of outcomes, and value for money. (See Appendices 'B' & 'C').

How will we evaluate Early Intervention Initiatives?

A robust commissioning process, to ensure that public money is properly spent, has been put in place.

All projects will be monitored on a quarterly basis as a minimum, against financial, output, outcome and qualitative data (case studies), with projects of over £10,000 being subject to a quality monitoring visit form each Early Intervention Development Officer.

This performance information will be provided to the local Children's Trust Partnerships on a quarterly basis and to School's Forum.

This performance data will be fed back in future reports on EIS to Scrutiny.

A summary of all projects and the commitment to funding is provided in Appendices 'C' and 'D'.

Best Start Lancashire

Best Start Lancashire was launched in June 2011. A conference for schools was held on 30th June to highlight the importance of early support in helping vulnerable children and families to overcome barriers to achievement. This conference set out the national context for early support and outlined key principles of Best Start Lancashire. Information on the programme was shared with children's centre managers and groups of headteachers and the programme was discussed in June and July. See Appendix 'E' for Best Start briefing day presentation slides.

The Best Start programme is currently being launched with headteachers and Children's Centre managers on a district basis, and this round of meetings will be completed by the end of September. Children's Centres have already been informed of their allocation of funding to support pupils aged 5 to 7 who are eligible for Free School Meals and their families. Funding for the Reception children will be allocated at the start of October once the new admissions to primary schools are clear. A central course programme, to support vulnerable pupils who are at risk of underachievement in reading, mathematics and speaking and listening skills has also been advertised to schools, with a clear component on working with parents.

Research clearly indicates the importance of building resilience within families if early support is to be effective, and lead to sustained improvements for children. The research also indicates the link between a family's ability to support their children's learning, and successful efforts by schools to improve the attainment of priority groups of children. Indeed, attempts to improve attainment without addressing the family's capacity to support the child have generally resulted only in short term gains that have disappeared when 'initiatives' end. The biggest impact is achieved through action taken before a child leaves Key Stage 1. There is also clear evidence that schools can achieve better outcomes for children by including support for the wider family.

The two strands of Best Start Lancashire

Strand 1 – Family Support

Children's Centres will be allocated approximately £250 per FSM pupil in Reception, Y1 & Y2 in September 2011 to build the capacity to provide an increased family support offer for the schools in their 'reach area'. In consultation with the schools in the area the 'offer' will be finalised and in place as soon as possible in the autumn term 2011. It is intended that this will build a new infrastructure of support and closer links with Children's Centres for the future, when this 'additional' funding may not be possible, but the Pupil Premium is expected to increase.

Strand 2 – Learning Support

Schools will be offered a free place (only venue costs will be charged) for one member of staff on three different programmes to support learning interventions/support in the 4-7 age range, which will be focused on:

- Reading
- Mathematics

- Speaking and listening

How will we evaluate success of Best Start Lancashire

This is being discussed with Headteachers and Children's Centre managers and will focus on district level analysis of:

- Foundation Stage outcomes in 2012 & 2013
- Key stage 1 data 2012 & 2013
- Attendance figures
- Reduction in families moving towards 'not coping'

In 2010 the proportion of children eligible for FSM in Lancashire who achieved a good level of performance at the end of the Early Years Foundation Stage was almost 8% below the National average for similar children.

By 2013 we aim to ensure that this cohort is at least in line with the national average for similar children at the end of the Early Years Foundation Stage.

	2010	2013 (target)
Lancashire FSM good performance at end of EYFS.	32%	40% +

By 2015 we aim to ensure that we are in line with the national average for FSM pupils at both the end of the Early Years Foundation Stage (EYFS) and at the end of Stage 1.

	2010	2015 (target)
Lancashire Key Stage 1 Reading FSM Level 2+	67%	72%+

Attendance in Lancashire at Key Stage 1 is above the national average for the FSM cohort and we aim to ensure this position is maintained and if possible improved.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

Non delivery of the EIS Strategy has the potential to undermine the efficient delivery of services to children and young people. This risk will be monitored through ongoing monitoring of the strategy and through the Transforming Care Services Board.

Financial implications:

All funding to support the EIS strategy has already been identified. The EIS strategy, if effective has the potential to create significant efficiencies in way services work together at a district level, and to reduce referrals into the social care system.

Local Government (Access to Information) Act 1985

List of Background Papers

Paper	Date	Contact/Directorate/Tel
Early Intervention Strategy	June 2010	Bob Stott, Directorate for Children and Young People, 01772 53652
Proposals for the use of £5 Million One-off Funding to Improve Safeguarding and Outcomes for Looked After Children and Young People	Jan 2010	Bob Stott, Directorate for Children and Young People, 01772 53652

Reason for inclusion in Part II, if appropriate

N/A