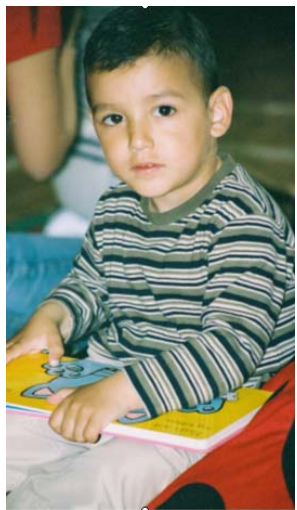


East Sussex

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## Strategy for the Future Phasing of Children's Centres



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2006 - 2010

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## 1. Introduction

The aim of Children's Centres is to give children in East Sussex the best possible start in life in order to improve their health, attainment and well being. This document sets out the vision for developing Children's Centres across East Sussex over the next few years. It outlines:

- what Children's Centres are and what they will do;
- the progress made so far in delivering the first phase of Children's Centres
- the plans for delivering Children's Centres over the period 2006-2010;
- the available funding, key targets and milestones;
- how stakeholders and partners can influence the development of Children's Centres across East Sussex.

The commitment made in the Government's Ten Year Childcare Strategy, the expansion of the Children's Centres programme and the opportunity to join up timescales with other major initiatives for schools, health and social services, provide an exciting opportunity to improve life chances for young children across East Sussex. However, the agenda for Children's Centres is evolving at a rapid pace and must be kept aligned to other transformational projects across the county if resources and impact are to be optimised.

## 2. Background

### 2.1 The Government's Agenda and Targets

The Government has set challenging targets for agencies working with children and families. "Change for Children" sets out five key outcomes for children and young people that agencies should be working towards:

- Being healthy
- Staying safe
- Enjoying and achieving
- Make a positive contribution
- Economic well being

The work taking place in East Sussex to develop Sure Start Children's Centres will form part of the wider development of an Integrated Children's Service that will work to improve services for children, young people and their families.

### 2.2 What are Children's Centres?

The Government intends that the provision of good quality integrated services should have a broad and lasting impact on children, their parents and the wider community. Children's Centres are an important component in making this a reality in East Sussex

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ensuring the best start in life for every child, better opportunities for parents, affordable, good quality childcare, and stronger, safer communities.

Building on previous initiatives such as Sure Start Local Programmes, the Children's Centre programme is based on the concept that providing integrated education, care, family support and health services is a key factor in determining good outcomes for children and their parents. Children's Centres are about developing existing good practice, rather than starting afresh. A significant number of families with young children already benefit from good quality integrated services. Children's Centres enhance these services and extend the benefits to more families, bringing an integrated approach to service delivery to areas where it is most needed.

Children's Centres are designed to deliver services for families with young children up to the age of five. Integrated services are planned around the delivery of a core offer which must include:

- **Family health services** including antenatal, midwifery, health visiting and specialist health services (such as Speech and Language Therapy and smoking cessation services);
- **Early Education integrated with childcare** - full daycare provision for 10 hours a day, five days a week, 48 weeks a year. **Plus support for local Childminders**; each Centre should have a qualified teacher working in it;
- **Family Support and Outreach services**;
- Links to **employment and training opportunities** - Job Centre Plus;
- **Information for families** - Children's Information Service.

Additional services can be delivered from the Centres, which can be determined locally.

### **2.3 Universal Children's Centres – the National Vision**

The Children's Centre programme is being rolled out in three phases, the Government's long-term aspiration being that all children will have access to Children's Centre services by 2010. The Government's target for East Sussex in phase one (2004-2006) is to reach 3,205 children (of whom 1,329 children will be in areas of rural deprivation) with a childcare target of 214. The second phase of Children's Centres will take place between 2006-2008 with a target 'reach' of an additional 14,789 children. The third phase will reach all the remaining children living in East Sussex.

As the programme extends to areas of lower social deprivation and relative affluence, the Government expects that Children's Centres should develop a "graduated model" for the delivery of services. Further guidance is expected on what this means, but the diagram below gives some indication of what a graduated model might look like.

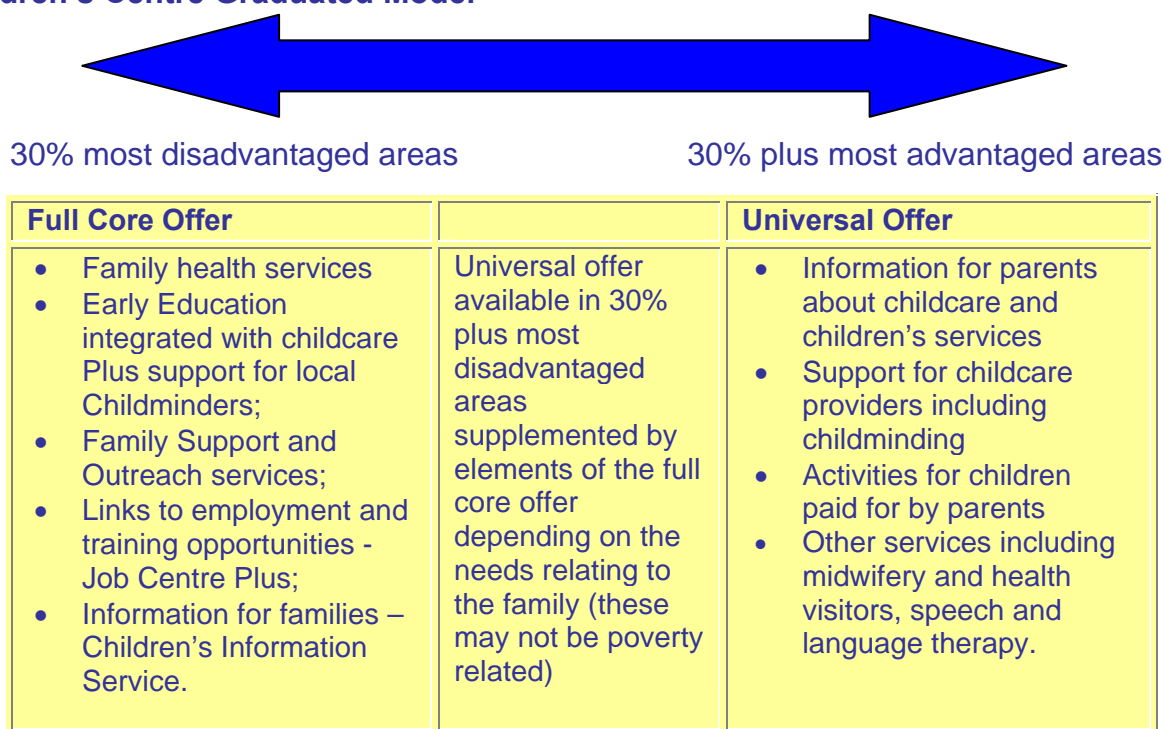
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The core offer in different areas will thus differ depending on the needs of local children and their families. Ideally, the government anticipates that a Children’s Centre will serve approximately 800 children focussed on one main building “on or close to a primary school site and within pram-pushing distance of the community it serves”.<sup>1</sup> However it is recognised that the programme areas need to relate to local circumstances; the bases where services are delivered need to suit the local community, fit with other planning and delivery mechanisms and be sustainable, hence a local programme might include more than one Children’s Centre (ie more than one “main building”).

### Children’s Centre Graduated Model



### 2.4 East Sussex’s Vision for Children’s Centres

Children’s Centres provide an opportunity to integrate the broader early years agenda on a multi-agency basis across East Sussex. Whilst Children’s Centre programmes are required to meet the DfES targets they provide a framework for integrating the planning and delivery of services for children aged 0-5 years and their families. This vision is set out in the East Sussex Early Years Strategy.

Children’s Centres will become the planning framework and hub of services for families with children aged 0-5 in their programme areas. A range of services will be provided to meet these needs both in the main centre, in families’ homes and other locations within the community as appropriate. Strong links with other services within the community will be

<sup>1</sup> Children’s Centre Guidance 2004

developed. As families may have children of a range of ages, and as the young children grow up, it is essential that there are good links with local schools, general practice, voluntary and community sector services.

Within deprived communities services may be enhanced, as evidence shows that children with a disadvantaged start to life suffer long-term negative consequences and hence there is a need to close the opportunity gap between the most disadvantaged and the rest of society by providing early interventions and preventative programmes for these groups.

### 3. Progress to Date Phase One 2004-2006

The target reach for the first phase of the programme is 3,205 children, of whom 1,329 children live in rural communities. There was an additional target to create 214 full day care places. In order to achieve these targets there will be ten designated<sup>2</sup> Children's Centres by March 2006. Sure Start Local Programmes are developing into eight of the ten Children's Centres in this phase. Two other Children's Centre programmes have been developed within the first phase, one reaching children living in rural communities and a mainstreaming pilot based in Hollington, Hastings. Table 1 below summarises the progress to date.

**Table 1**

<b>Programmes</b>	<b>Capital Development</b>	<b>Completion Date</b>	<b>'Reach'</b>
Havens	Denton Island Peacehaven Clinic	√ March 2006	TBC
Eastbourne	Shinewater School Willingdon Trees Devonshire	March 2006 March 2006 Phase 2	TBC
Hailsham	Hailsham Community Centre	√	TBC
Bexhill & Sidley	Rainbow Centre Edgerton Park	√ √	TBC
Rural	Freda Gardham Peasmarsh School	Sept 2005 March 2006	TBC
Ore Valley	Chiltern Drive	June 2006	TBC
Hastings & St Leonards	Fellowship of St Nicolas Waterworks Road	√ March 2006	TBC
Hollington	Robsack Wood School Robsack Community Centre	March 2006 Dec 2005	TBC

<sup>2</sup> To be 'designated' the full core offer must be available, including the provision of childcare facilities led by a QTS.

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The experience of a rural programme is new to East Sussex and provides a unique set of challenges. The hub of the rural Children's Centre programme is in Rye although the core offer will be delivered across some of the isolated communities within rural Rother. It is hoped that in the future phases this rural model will be rolled out to meet the needs of the rural communities across all of East Sussex.

Additional to the Children's Centre revenue, funding was made available by East Sussex County Council through the General Sure Start Grant to develop a Children's Centre programme in Hollington, Hastings. This area of Hastings has high indices of deprivation and, thanks to the creativity of local services working in the area, other regeneration money and the full service school initiative, the area was identified as being close to delivering the full core offer. The modest additional funding made available to this programme is focussed on the integration and change management agenda. It is hoped that some of the lessons learned here will inform the mainstreaming agenda for the other programmes.

#### 4. Strategy for the Future Phasing of Children's Centres 2006-2010

##### **4.1 What do we plan to do next?**

The targets for the second phase of Children's Centres is eighteen new centre hubs by March 2008, with an increase in the 'reach' target from 3,205 in phase one (2004-2006) to include an additional 14,789 children in phase two (2006-2008) and with universal provision by 2010 reaching all of the 32,051 children aged 0-5 in East Sussex. There is no target for the creation of childcare places within the second phase of Children's Centres; childcare needs will be assessed and plans drawn up to meet the particular needs of the local community. This work will be led by the ESCC Early Years Team.

The indicative capital funding to deliver phase two (2006-2008) is £3,575,715, with revenue funding of £2,879,147. This would average £198,000 per capital development compared with the £1 million budget for the Sure Start Local Programmes and an average of £97 revenue per child compared with a Sure Start Local Programme revenue of between £300 and £1,000 per child. There are thus very considerable challenges in delivering phase two, made even more challenging by the fact that Sure Start Programme funding has now reached its peak and will taper rapidly over the next five years.

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## 4.2 Challenges

There are several issues which will form some of the key development work in the move towards universal Children's Centres. The key themes of work include:

- a) Identifying the programme areas;
- b) Financial modelling for the revenue budget;
- c) Capital strategy;
- d) Developing an East Sussex model for the graduated core offer; and
- e) Involving Partners.

## 4.3 Identifying the Programme Areas

**June - August 2005**

To establish recommendations about which areas should be prioritised for the second phase of Children's Centres, the following information will be taken into account:

- the indices of multiple deprivation at 'Super Output Area' level
- the difference between Children's Centres as a programme area and centres as a building or base for the delivery of activities within a neighbourhood; and
- how the programme areas reflect the planning framework of Local Partnerships for Children and links to the Extended School agenda.

### *Indices of Multiple Deprivations*

The Government's expectation is that Children's Centres will be developed initially in deprived communities before being rolled out as a universal provision. The Government has made it clear through its graduated model that priority must be given to those living in the 30% most deprived communities. The allocation of targets and funding by the DfES has been based on identifying the number of children affected by deprivation based on the analysis of data to Super Output Areas (SOA) level. These SOAs cover areas with approximately 1,500 residents, and they provide more accurate profiling of the needs of different communities and pockets of deprivation.

According to the 2004 Indices of Deprivation there are 9,089<sup>3</sup> children aged 0-5 in East Sussex living in the 30% most deprived SOAs with 1,905 living in the top 10%, 3056 in the top 20% and 4128 in the top 30%.

The table overleaf outlines the task over the next few years to reach all children aged 0-5 years living in East Sussex by 2010.

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<sup>3</sup> The total combined the 2004 Indices of Multiple Deprivation and the 2004 Income Deprivation Affecting Children

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**Table 2**

<b>Phase</b>	<b>Reach</b>	<b>Reach</b>
<b>Phase 1 2004-2006</b>	<b>Target Reach</b> <i>(Including Rural Reach)</i>	<b>3205</b> 1329
	<b>Actual Reach Phase 1 Children's Centres</b>	TBC
	<i>Children in 30% deprived SOAs</i>	TBC
	<i>Children outside of 30% SOAs</i>	TBC
	<i>Rural Reach</i>	TBC
	<b>Total</b> <b>Total in excess of target</b>	<b>TBC</b> <b>TBC</b>
<b>Phase 2 2006 - 2008</b>	<b>Target Reach</b> <i>Excess Phase 1 carried forward</i>	<b>14,789</b> TBC
	<i>30% deprived SOAs not met in round one</i>	TBC
	<i>Remaining children to be reached outside of the 30% most deprived SOAs</i>	TBC
		<b>Total</b>
<b>Phase 3 2008-2010</b>	<b>Target Reach</b> (the remaining children aged 0-5 living in East Sussex)	<b>14,057</b>
	<b>Total East Sussex 0-5 population</b>	<b>32,051</b>

*Children's Centre Programme Areas, Local Partnerships for Children and Extended Schools*

Based on the experience of the more successful Sure Start Local Programmes, the Government recommends that Children's Centres serve a programme area of 800 children. The increasing significance of Local Partnerships for Children (LPCs) as key areas for the integrated planning and delivery of services for children aged 0-19 in East Sussex means that logically the delivery of the 0-5 part of this agenda needs to take account of LPCs as a basis for a programme area. Since the number of children aged 0-5 in these LPCs exceeds the suggested 800 children it is recommended that each programme has more than one base or hub from which services are delivered. Specific geographical boundaries will need to be agreed for the LPC Children's Centre programme areas. The rural programme will cover a number of LPCs.

The relationship between the Children's Centre programme and the network of extended schools, which are outlined in the Five Year Strategy for Education and the 10 Year Strategy for Childcare, needs quantifying in terms of the services they will deliver, the age ranges they will serve and the co-ordination roles that will be undertaken. The roll-out of these two initiatives in East Sussex will thus need to be planned jointly.

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#### **4.4 Financial Modelling – Revenue**

**June- September 2005**

The Children's Centre revenue funding for 2006-2008 is £2,879,147. However, the full revenue allocation to the Children's Centre programmes is higher when you include other funding sources and take account of the early years economy represented in mainstreamed services. The total revenue funding allocated to the Sure Start Local Programmes for this period is £7.1 million. This period coincides with the beginning of the tapering of the Sure Start local programme revenue funding. There will be an additional allocation for the rural programme and a significant proportion of the General Sure Start Grant will support the development and delivery of the early years agenda.

It is possible to vire revenue funding between the Sure Start Local Programmes from 2006. It is anticipated that ring fencing of this money will cease in 2007.

A model to allocate the revenue funding will be developed taking account of a range of variables including a weighting for areas of deprivation, pump priming piloting mainstream initiatives and identifying key infrastructure costs common to all programmes. It is anticipated that by September 2005 a model for the distribution of the revenue funding will have been formulated. This model will be discussed with the Sure Start Unit and draw on the experience of other local authorities. Distribution of revenue funding and the monitoring of expenditure will be through ESCC's Early Years Commissioning and Development Team.

Revenue funding is likely to continue beyond 2008. The long term funding of any additional preventative services will need to be prioritised either within the tapering Children's Centre funding or met through refocused base budget allocation and/or increased allocations within the local early years economy. Unless the Government commits significant funding to the 'universal' Children's Centre programme it will be very difficult to continue to deliver the very high levels of support to the most deprived areas that those communities have come to expect.

#### **4.5 Capital Strategy**

**September – December 2005**

The capital allocation for the second phase is significantly lower than previously granted to the Sure Start Local Programmes. This will mean future Children's Centres will probably not be large scale new build schemes, but smaller refurbishments or extensions to existing or new buildings. Joint planning of capital resources will be needed to ensure the best use of the limited funding available.

Once the programme areas have been identified, a full feasibility study will be carried out, starting in September 2005, to formulate a countywide capital strategy. The strategy will

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identify sites based on a clear option appraisal and recommend the allocation of the capital grant across the 18 new centres of activities. The aim is for the capital strategy to be approved by the end of December 2005 for implementation from January 2006 (capital funds for the 2006/08 programme can be drawn down early which has the advantage of helping to avoid over-run and thus possible clawback after March 2008).

#### **4.6 The Core Offer and Graduated Model**

**September – November 2005**

One key area of work is the graduated model for delivering the core offer. Within this model the delivery of the 'core offer' will vary according to local need. For example, the model for the 10, 20 and 30 per cent most deprived communities will differ from the universal provision. Updated guidance is due to be published in June 2005. The definitions and the measures for this graduated model are to be established locally with the involvement of stakeholders.

Through the autumn, consultation with stakeholders will be undertaken to identify the graduated model against each element of the core offer. The model will have clearly defined targets, a minimum level of provision and outcome measures for both children living in deprived and non-deprived communities. The style of delivery will be established locally informed by local stakeholders, including parents. This minimum may be enhanced, where appropriate, to meet the specific needs of the community it serves.

#### *Tackling Inequalities*

The graduated model allows us to respond to the varying needs of children and families. Evidence shows that families living in poverty and isolation suffer higher levels of health, social and educational inequality compared with better off families. Some of these families are concentrated in particular geographical areas across the county. Some families are disadvantaged and isolated because of other factors such as ethnic origins, disability, rural isolation, asylum seekers or traveller families and these families can be spread out across the county in very small communities.

Research shows that more resources should be targeted to these families, as they have higher levels of need. In line with national policy, the future aim is to try and close this gap and reduce inequalities. This will be achieved by putting more resources into the communities with the highest levels of assessed needs and less in other areas where we can show that needs are less. All families will have access to a core programme of services, as they already do through, for example, health visiting and midwifery services. However, enhanced services will be available to meet additional needs.

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### *Integrated Planning and Service Delivery*

Within each programme area there will be a multi-disciplinary, 'skill-mixed' team working in an integrated way with families to deliver joined up care and support. These teams will be facilitated on a local basis by the Children's Centre Programme Manager. Not all agencies will be based in the centres but will deliver services within neighbourhoods of the Children's Centre programme. All staff who work with young children within a Children's Centre programme area will be considered to be part of the Children's Centre Team and work to deliver shared outcomes.

Each multi-disciplinary team within each programme area will assess the needs of the local communities through community profiling. For example, profiling may register a large number of teenage parents or low birth weight babies. Looking at these patterns will help the programme to determine what services we should be providing in local communities through the production of an integrated 0-5s delivery plan for the Children's Centre programme area.

Families and individual needs will be identified using a common assessment framework, putting the family at the heart of the process of identifying the whole family needs. With the full involvement and consent of the family the team will be able to share information about family needs to ensure that these are met in a coordinated and effective way.

## **4.7 Involving Partners**

**June – February 2006**

### *Stakeholders*

Through the summer and autumn stakeholders will be involved in refreshing the vision for East Sussex Children's Centres, agreeing the programme boundaries, and developing a graduated model for the Children's Centres core offer. In addition a comprehensive community consultation will take place.

### *Community Consultation*

The community consultation will aim to:

- raise awareness of Children's Centres and their relevance to local children and families;
  - involve local children and families in developing the graduated model by, for example, identifying what works well, ideas on improving services and gaps in provision within their respective neighbourhoods;
  - inform the capital strategy in identifying what makes local facilities accessible; and
  - encourage the local community to get actively involved in the programme, for example through parents' forums, Local Advisory Groups and volunteering opportunities.
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A range of methods will be used to ensure that it is fun and meaningful to the local community (for example, fun days, focus groups, questionnaires or surveys). It may be possible to link some aspects of the consultation to the mandatory User Satisfaction Surveys that the Sure Start Local Programmes are expected to undertake on an annual basis.

A consultation strategy will be developed by the end of July drawing on the best practice of the existing programmes in East Sussex and examples from other areas. The consultation will have two stages:

- i. September to November will focus on awareness raising, identifying models of best practice, informing the capital strategy, etc;
- ii. December to February will provide a local update on developments and will focus on encouraging parents to get actively involved in the programme.

These two stages will ensure that the community receives some feedback and update on progress. This will be particularly important in new areas where the gap between the initial consultation and 'seeing' the programme develop could be as much as six months without any interim feedback. It is vital that the involvement and enthusiasm of the local community is valued and nurtured.