

Consultation Paper

INTEGRATING SERVICES FOR CHILDREN & YOUNG PEOPLE IN HEREFORDSHIRE

Context

This consultation paper is written in the belief that, as evidenced by the JAR self- evaluation document, the vast majority of children and young people are developing well and flourishing within Herefordshire. However, continued improvement is both necessary and possible. The move towards the greater integration of services is a significant driver for achieving further improvements in the outcomes for all children and young people within the County.

This proposed strategy will be based on the aspirations in the Herefordshire Plan, the priorities in the Council's Corporate Plan, "Herefordshire Thinks Rural" and the Council's ICT Strategy.

It is part of the planning for the future in relation to building prosperity in Herefordshire, education performance and improvement, and the Children's and Young People's Plan for Herefordshire.

Introduction

There is statistical data to show that differentials in the life chances of children remain significant. The Change for Children Agenda aims to meet the concerns that arise from this. This will involve changes in the ways in which we operate, but lead to the achievement of better outcomes for all children and for vulnerable children in particular.

This consultation paper sets out some of the key arguments and reasons for change and provides some ideas for how this can be achieved in Herefordshire. There are 10 sections and each has a series of paragraphs which have been numbered for ease of discussion:

1. Why integrate?
2. Quality, efficiency and effectiveness of services
3. Organisational issues
4. The national framework for integration
5. The government's key messages
6. The local integration agenda
7. The local context-needs and resources
8. Children's Centres
9. A map of the proposed sites for Children's Centres
10. Future possible developments
11. Conclusions
12. Appendices

1.0 Why integrate?

- 1.1 At the heart of the debate about integrating services to children and facilities is recognition that better outcomes in education attainment, health and safety, require the combined action of a number of agencies. The focus of Every Child Matters (ECM) is on vulnerable children and young people, especially for those who are in danger of social exclusion. But this is not simply about children with the most complex needs, but about focusing on the needs of **all** children and recognising that outcomes are

linked. For example, ill health in children (or their parents) can lead to under-performance at school, followed by truancy and involvement in crime.

- 1.2 Integration is not, therefore, just about combining services, but about achieving successful outcomes for all children and ensuring that they are well integrated into the local community and wider society. This is often referred to as 'inclusion', and can mean ensuring that children with complex needs are helped to develop their potential as fully as other children. It also means that children of families living in poverty receive the same level and quality of services as those who are not socially excluded. The ECM agenda was clearly driven by government concerns about communication and integration of children's services and the need for improvements in safeguarding arising from the Laming Inquiry Report (2003). The focus is to ensure equal opportunity and social justice.
- 1.3 Another impetus for change is discernible in a report from the Social Inclusion Unit (2001) on life chances in Britain. This showed that vulnerable children and young people were subject to much poorer outcomes than their European counterparts.

The U.K. has:

- One of the highest illiteracy rates in Europe
- The highest rate of teenage pregnancy in Europe
- One of the highest rates of alcoholism in young men aged 18-25 in Europe
- One of the highest proportions of young men in prison in Europe
- 41% of the prison population had been children from the care system
- Drug abuse among UK children is the highest in Europe

Social Inclusion Unit, 2002

- 1.4 Poor outcomes impact on society generally; no one wants to live in a society in which city centres are unsafe at night; crime rates are rising; unwanted pregnancy and sexually transmitted diseases are increasing. Finally, the integration of services and co-location allows disadvantaged families easier access to help and support services. It has been claimed that ECM is an urban agenda, but the need for local provisions is even more acute in rural situations, where transport and access are sometimes insuperable barriers.

'Social isolation and difficulty in accessing facilities are particular dangers for many: most parts of the county fall within the 10% most deprived nationally in terms of access to services, including GP surgeries, Post Offices, primary schools and supermarkets (IMD), 18% live in households without a car'. (2001 Census). Herefordshire Council CPA Self Assessment, July 2005

2.0 Quality, efficiency and effectiveness of services

In addition to improving outcomes, there are three main groups of drivers for service integration: service user experience, organisational efficiency and national policy that drive improvement, particularly school improvement.

2.1 Service user experience (from the Office for Public Management-Integrating children's services: issues and practice, 2003)

Not only must services be better at producing their intended outcomes but they should also be easier to use and more responsive. Therefore integration should be aimed at developing and improving services and opportunities for children and their families.

2.2 Developing responsive mainstream services. Mainstream services must be able to respond to a wide range of need relating to individual children or families. Some schools and GP practices, for instance, may only provide a narrow response to

children's problems with a knock-on effect in terms of inappropriate referrals of children to specialist services.

- 2.3 **Improved access to specialist services.** The Audit Commission report on 'statementing' (Audit Commission, 2002), graphically illustrates the difficulty that can arise when accessing specialist services. Obtaining co-ordinated services across education, health and social care can be very difficult for service users.
- 2.4 **Avoiding multiple assessments.** Multiple assessments are part of the co-ordination problem. Each professional group attempts to do its best for the child and the family by conducting its own assessment. This undermines the service to users who have to answer the same questions many times. Having been told that many of these assessments are 'holistic', they frequently report that communication between the professions is only partial. It is the users themselves who often end up having to make sure effective co-ordination occurs. This is perhaps the most persuasive reason for establishing multidisciplinary teams and developing forms of integrated assessment.
- 2.5 **Reducing waiting time.** Multiple assessments require separate appointments to be booked with different professionals. Each takes time to arrange. Some professionals are so overloaded that children can wait many months or longer, and they may wait just as long again for services to commence after assessment. For all children, delay means disruption of development and loss of opportunity. It has been claimed that endless protracted assessments can be used to delay effective, but costly, intervention.
- 2.6 **Empowering children and their families.** Where mainstream services are not well geared to their needs and specialist services are in short supply, parents and children often report a lack of support in helping them to obtain appropriate services and information on effective forms of self-care. Consequently there is a demand for information and advocacy services that can operate across the boundaries of all the relevant sectors.
- 2.7 **School effectiveness.** Children's development and ultimate success at school is often significantly improved by well-co-ordinated and effectively targeted early intervention and transition programmes led by professionals, from different disciplines, working together
- 2.8 **Building flexibility and choice.** Where our endeavours build a more responsive, integrated system across the whole of Herefordshire, access to provision can be organised on a flexible basis and meet more individual need. Bringing both statutory and independent/voluntary sectors together will assist in focusing on the child and securing local support for families, thereby enabling more children to say in their local communities and achieve.

3.0 Organisational issues

- 3.1 Any difficulties that service users experience in navigating the maze of services or the frustrations arising from duplicated effort, also impact upon organisational morale. Life can become difficult for front-line staff and scarce resources can sometimes be used more productively. Therefore, integration should be aimed at:
- 3.2 **Clarifying staff roles and responsibilities.** Making it easy for front-line staff to find out who does what in each sector, and the processes they use and the response times, if any, to which they work.
- 3.3 **Improving communication.** Contacting people when they are needed. For example, speaking to teachers in the classroom or to community nurses when they are out visiting patients is often difficult. There is also need to agree a common language for describing the requirements of children and their families that both professionals and service users can readily understand.

3.4 **Making best use of innovations in customer contact.** Many children and their families or carers require advice, guidance or reassurance. They need it when they can make most use of it and preferably without having to book an appointment. To do this effectively, requires the better integration of local services.

4.0 **The national framework for integration;**

4.1 The Children Act, 2004, gave force to a programme of changes in children's services where the over-riding objective is to integrate front-line services for children and young people into Children's Trusts. Children's Trust arrangements have four essential components:

4.2 Professionals enabled and encouraged to work together in more integrated front-line services.

4.3 Common processes that are designed to create and underpin joint working.

4.4 A planning and commissioning framework that brings together agencies planning supported by the pooling of resources

4.5 Strong interagency governance arrangements in which shared ownership is coupled with clear accountability

4.6 The government want to see 'personalised, high quality, integrated, universal services'. The LA should engage with schools and preschool settings to ensure that **all children are effectively supported**. Universal services will work with specialist services for children with additional needs. The government suggested the concept of a 'service hub' where all services for children can be co-located and school sites are an obvious location. Children with additional needs should have access to;

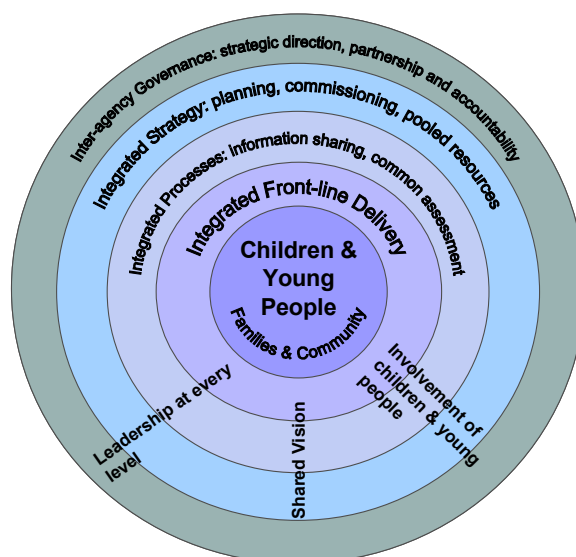
- High quality, multi-agency assessment
- A wide range of specialist services close to home
- Effective case management by a lead professional working as part of a multi-professional team

4.7 All of this can be accomplished through;

- Co-location and multi-disciplinary teams
- Lead professional acting as a first point of contact
- Integrated workforce planning
- Common assessment framework
- Information sharing and one database
- Clear lines of accountability

4.8 The government expect local areas to produce plans to show how they intend to move towards children's trust arrangements via the integration 'onion', and it is argued that integrated frontline delivery is core to this.

4.9 The integration 'onion'- This concept places children and their families at the centre of services, strategy and governance:



5.0 The Government's key messages (ECM – Change for Children, 2004)

- 5.1 More integrated children's services will mean all children and young people will:
- Be safeguarded from harm;
 - Have better opportunities to develop and reach their full potential;
 - Receive effective support earlier if they experience difficulties; and
 - Be better able to access targeted services faster and with fewer stigmas as a result of closer links between these targeted services and universal services.
- 5.2 Parents and carers from whatever background will:
- Have more and better information, advice and support; and
 - Have access to targeted support when needed.
- 5.3 Every Child Matters proposed a new outcomes framework for children and young people: be healthy; be safe; enjoy and achieve; make a positive contribution and achieve economic well-being. Every Child Matters "Next Steps" recognised that the realisation of better outcomes for all children required radical change in the whole system.
- 5.4 Every Child Matters "Change for Children" proposed that:

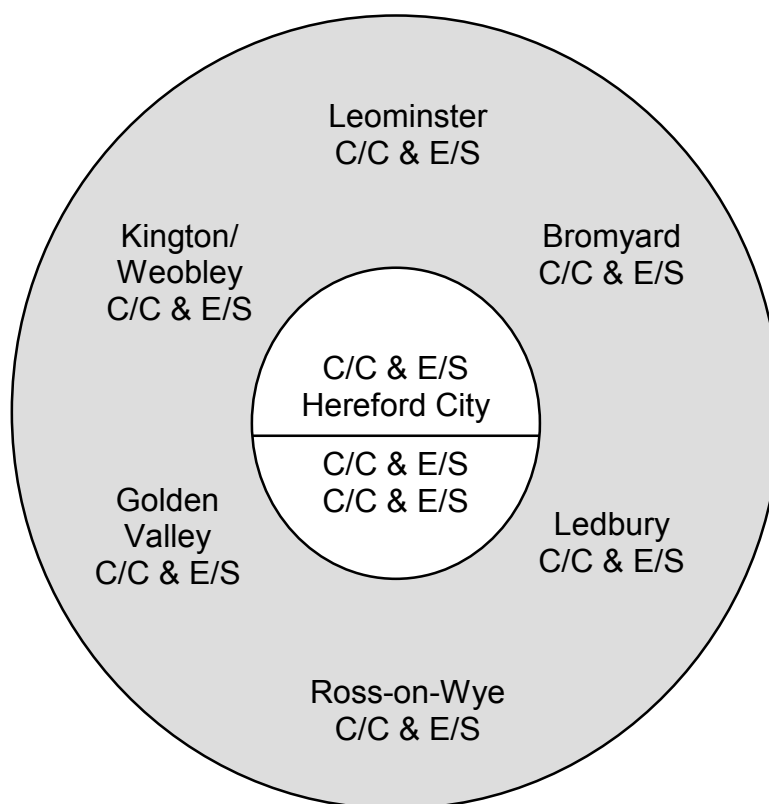
6.0 'The reconfiguration of services around the child and family in one place, for example, children's centre, extended schools and the bringing together of professionals in multi-disciplinary teams in service hubs'

6.1 ECM Change for children

- Information sharing
 - The common assessment framework
 - Core skills and knowledge
 - Lead professional role
- 6.2 It is difficult to envisage how the delivery of these changes can be achieved without the integration of services into co-located multi-agency teams and virtual service hubs.
- 6.3 The Herefordshire area is well placed to press ahead with this agenda, led by Herefordshire Council. Locally there is good partnership working allied to coterminous

boundaries and new structures in place such as the Children and Young People's Partnership Board, and the Children's Services Directorate. Rural sparsity and a pattern of small market towns with problems of distance and access also argue for co-located multi-professional teams, which are community based service hubs. Developments in Children's Centre and in Extended Schools are already proceeding and this work will inform and shape the location of service hubs.

- 6.4 Local developments will be based around schools as envisaged by government in their Every Child Matters agenda and in the Children's Centres and Extended Schools' initiatives. There are currently 14 school partnerships. Based on an analysis of need and considerations of efficiency and effectiveness, seven partnerships are proposed.
- 6.5 At this stage the Council is proposing 7 local **Children's Services Improvement Partnerships** as follows: Children's Centres (C/C) and Extended Schools (E/S)



- 6.6 Support for School Improvement (led by the School Improvement Service) is currently organised around the existing 14 school partnerships. This support for all pupils is based upon national and local priorities, and will continue to be delivered through the 7 Children's Services Improvement Partnerships. The current organisation and location of schools across the County is well established and remains appropriate even at a time of falling pupil numbers. However, the impact of falling school rolls will be moderated by the development of integrated services, shared resources and partnership working. In addition, the 7 Children's Services Improvement Partnerships areas have a geographical relationship to the 3 current PCT localities.
- 6.7 These partnerships will be based around Bromyard, Ledbury, Ross-on-Wye, Golden Valley, Kington and Weobley, Leominster and Hereford City. The Council will need to take account of the JAR neighbourhood studies in Kington and South Wye, the social/deprivation factor in the Lea area, and the needs of the 2 voluntary aided high schools, in deciding where service centres should be and how the models should vary in size and shape across Herefordshire. The development of Extended School and

Children's Centre provision should be linked and co-ordinated in these partnership localities, and access/transport considerations planned ahead. Broadly, this would meet requirements for Extended Schools and Children's Centres for Herefordshire.

6.8 These 7 partnerships would also have a multi-agency locality team providing a range of support and advice services to individual children, young people and their families and schools. Initial thinking would suggest bringing together a number of professionals, including:

- Contact Inspectors (SIP – School Improvement Partner)
- Education Welfare Officers
- School Nurses
- Educational Psychologists
- Child and Adolescent Mental Health Service professionals
- Social Workers
- Teaching Support Services
- Family Support Workers
- Early Years Development staff
- Area Special Needs Co-ordinators
- Police Officers
- Youth Offending
- Youth Workers

6.9 Schools in the 7 partnership areas would need to consider establishing area Extended School Co-ordinators, and where appropriate Learning Mentors.

6.10 The partnerships would require a Herefordshire information sharing agreement, systems development based on the common assessment framework and leadership/co-ordination with clear lines of accountability to the Director of Children's Services and the Children and Young People's Partnership Board. The Partnership Board will develop into a Children's Trust for Herefordshire by 2008. Children's Services and The Children's Trust will commission the service hubs and ensure that plans are in place for:

- Administrative support
- Continuous professional development and staff training
- Evaluation, monitoring and review arrangements
- The consideration of investment in key professional areas.

7.0 The local context – needs and resources

7.1 The partnership areas would need to include developments in both Children's Centres and in Extended Schools. These are already aligning themselves in the pattern described above. The Children's Centre developments have followed a robust and coherent needs analysis based on government directives and using the Index of Multiple Deprivation. They are one of the cornerstones of the Government drive to cut child poverty and social exclusion. Its philosophy is based on the evidence of the very successful Sure Start programmes across the country and is now a central plank in the Change Agenda.

'We want to see strong links between extended schools and Children's Centres. Children's Centres provide holistic services including access to integrated early learning and care, health and family support for children under five and their families... Schools, especially primary schools, may wish to consider co-locating with a children's centre and offering joint services... Funding for children's centres, including capital funds, can be linked with that available for extended school services.

Our plans for a joined-up programme to draw together capital for children's centres, extended services, primary schools and children's social services will help services respond flexibly to local needs'.

Extended Schools: A Prospectus, 2005

Sure Start Children's Centres will provide a range of services depending on local need and parental choice. The aim is for a network of centres across the country, offering information, advice and support to parents/carers, as well as early years provision (i.e. integrated childcare and early learning), health services, family support, parental outreach and employment advice for disadvantaged families. Services offered will not be the same everywhere, because needs and communities vary greatly, but the greatest resource for children's centres will go to those children most in need. The intention is that children's centres services become permanent mainstream community services, which are developed and delivered with the active involvement of parents/carers and the local community.

The Government recognises that children's centres operating in rural areas are likely to need greater flexibility than those that operate in urban areas. Given the nature of rural areas - dispersed communities often with small numbers of children under five years old - the same services may need to be replicated for small groups of families in convenient local venues. Full use should be made of community facilities such as school premises, parish churches and community centres. Local authorities will be expected to develop more flexible models of childcare for centres in rural areas which meet the needs of local communities.

Sure Start Planning Guidance 2005

7.2 The intention is to deliver services to children and their families including:

1. Early education
2. Childcare
3. Health
4. Family support
5. Support into training/employment.

7.3 Herefordshire received notification of an allocation of £337,209 capital and £148,664 (2004-06) during the summer of 2003 to reach 1044 children and create 50 new childcare places. The decision was taken by October 2003 to create 3 Children's Centres at:

Leominster
Greencroft
Hurderton / Hollybush

7.4 These Children's Centres targeted 8 out of the top 10 areas of disadvantage in Herefordshire. This was decided using the 2004 Index of Multiple Deprivation information and the 2005 Super Output Areas. The Index of Multiple Deprivation is a

very important tool developed by government for assessing relative deprivation and is based on those factors well known to correlate highly with child poverty and poorer outcomes, as follows:

7.5 Table Showing Index of Multiple Deprivation Domains

Index of Multiple Deprivation Domains	Summary of Indicators relating to children
Income Deprivation	Children in Income Support households Children in Income Based Job Seekers Allowance households Children in Family Credit households Children in Disability working Allowance households
Employment Deprivation	Unemployment claimant counts People aged 18-24 on New Deal options Incapacity Benefit recipients Severe Disablement Allowance claimants
Health Deprivation and Disability	Comparative mortality rates for men and women Proportion of people receiving Attendance Allowance Proportion in receipt of Incapacity Benefit Limiting Long term Illness Proportion of births of low birth weight
Education, Skills and Training	Working age adults with no qualifications Children aged 16yrs and over who are not in full-time education Proportion of 17-19yrs who have not successfully applied for H>E> Key Stage 2 primary School Performance data Primary School children with English as a second language All absenteeism at primary level
Barriers to Housing and Services	Access to a Post Office Access to food shops Access to a GP Access to a primary school.
Living Environment and Deprivation	Homeless Households Household overcrowding Poor private sector housing
Crime Deprivation	The rate of burglary The rate of theft Criminal damage Violence

8.0 Resources available
Children's Centre: Phase 2 allocations 2006-08
Extended Schools: 2005-2006

When planning Children's Centres local authorities should consider the opportunities for schools, particularly primary schools, to co-locate with children's centres and offer integrated services for children and parents/carers from one place. In many primary schools childcare and other provision is already developing on site. Primary schools also provide a natural focus for local communities and parents are already familiar with them. Co-location could result in improved transition arrangements for children starting formal education, both for the children and their families.

A SureStart Children's Centre for Every Community 2005

- 8.1 There has been a change of emphasis by Government and Herefordshire is now being asked, "to develop a minimum number of Children's Centre to reach the rest of the children in the disadvantaged areas and beyond".
- 8.2 The Government suggest an average of 800 children for each Children's Centre subject to local circumstances.
- 8.3 Total money assigned £940,360 capital, £1,027,314 revenue, total £1,967,674 to develop six Children's Centres.
- 8.4 SureStart has conducted studies to determine the best locations for the proposed Children's Centres. Interestingly, the areas of relative deprivation coincide, in the main, with the centres of market towns.
- 8.5 The SureStart analysis has recommended the following geographical locations, which correspond neatly to the proposed school, based locality partnerships, described above.
- 8.6 In 2005-2006 The Extended School Grant of £279,149 is being used to develop full service provision in the South Wye and Weobley areas and to support rural developments in Ledbury and the Golden Valley. The grant allocation for 2006 onwards is not yet known but will be used to support work in the proposed 7 Children's Services Improvement Partnerships.
- 8.7 Lastly, the government are introducing a new scheme of Local Area Agreements (LAAs), which are designed to align and eventually amalgamate various funding streams including those for services for Children and Young People. Developing the plans for children and young people will be one "pillar" of this agreement. The LAA has to be congruent with the Children and Young People's Plan, which will encapsulate the vision described above. It is, therefore, clear that the government is driving the agenda for change and that future funding and operational structures will be based on how local services have been integrated.

9.0 The proposed 7 Children's Services Improvement Partnerships Areas

Appendix 1 attached to this document shows how it is proposed to serve all areas of the County, based upon the catchment areas of High Schools. The circles represent the 9 Children's Centres at which, or from which, many of the services will be delivered.

10.0 Future Possible Developments for Children's Centres (Notes from SureStart Proposals)

- 10.1 Bromyard already has a mini Sure Start project that has been operating for two years. Their funding is due to finish in March 2006. They have already indicated that they wish to be considered for Children's Centre status. There are 309 children aged 0-4 in the ward and an additional 318 in the wards of Frome and Bringsty.
- 10.2 Existing Hereford City Children's Centres will be stretched unless there are additional centres created. There are 3271 children aged 0-4 in the city. One possibility would be expand Hunderton/Hollybush Children's Centre and to create one north of the river based around the wards of Three Elms, Central, part of Aylestone and part of St Nicholas approximately 600 children. (Waiting exact number from the research team).
- 10.3 Kington has been working with Leominster Sure Start for some time to create a centre. Inevitably in the rural areas there are fewer children. Kington Town has 165 and the two surroundings wards Castle 125 children and Pembridge 131 children giving a total of 303.
- 10.4 Other possibilities include Ross on Wye and the wards to the southeast with a total of 856 children, 15th on the IMD. Ledbury and Hope End ward with a total of 824, 33rd on the IMD and the very rural area to the South West including the wards of Golden Valley North and South plus Vallets, 455 children – this could take in the SOA Allenschurch which is 20th on the IMD.

11.0 Conclusions

- 11.1 It can be seen from the information provided that the concept of developing "service hubs" and their location in areas of relative deprivation is already well developed and comparatively straightforward in Herefordshire. The model and the evidence base map well onto one another. A clear view of our long-term destination is apparent. What is not so clear is the route to this destination.
- 11.2 Pointers and signposts for the journey are:
 - The location of the Children's Centres and extended school provision in the 7 proposed Children's Services Improvement partnerships, which could be planned to house multi-professional teams, targeting the complete spectrum of children and young people. In addition, falling rolls and the possibility of surplus accommodation in schools may provide opportunities to further service hub developments
 - This model would require revised management and leadership arrangements.
 - Government plans for the role of PCTs and commissioning of services may provide opportunities to further service hub developments
 - Existing support services could be reorganised and aligned in teams offering services to localities.
 - The development of the Common Assessment Framework, the information sharing arrangements, development of the lead professional role, etc. can only become meaningful in terms of multi-professional co-located system.
 - Shared governance and establishing Children's Trust arrangements must impact on the development and delivery of services.
- 11.3 Finally, this local framework proposal is built on work already underway in developing service hubs in Herefordshire. We have the rationale and the framework; we have identified the locations in line with government guidelines, which offer the opportunity to deliver the agenda.

- 11.4 This consultation paper lays out the rationale and future direction of integrated services for children and young people in Herefordshire. We would welcome any constructive comments and suggestions for the further development of the plan.

Any comments and response on this consultation document should be made to Lorna Selfe, Change Manager, by Friday, 11th November either via telephone number: 01432 260801, e-mail: lselfe@herefordshire.gov.uk or in writing to: Children's Services Directorate, P.O. Box 185, Blackfriars Street, Hereford. HR4 9ZR,

APPENDIX 1 ANALYSIS OF NEED

Herefordshire Ranks of IMD 2004	SOA	NAME	NATIONAL RANK OF IMD (1=most deprived)	NATIONAL DECILE	H'fordshire Decile: IMD 2004	Children's Centre
1	E01013995	Golden Post Newton Farm	3394	20%	10%	G/HH
2	E01014042	Ridgemoore Leominster	5807	20%	10%	L
3	E01014074	Bishop's Meadow Hunderton	6840	25%	10%	HH
4	E01014071	Belmont Road Redhill	6917	25%	10%	G
5	E01014010	Hereford City Centre	7015	25%	10%	HH
6	E01013994	Hunderton	7049	25%	10%	HH
7	E01013993	Brampton Road Newton Farm	7357	25%	10%	G
8	E01013992	Treago Newton Farm	8742		10%	G
9	E01013989	College Estate	8934		10%	
10	E01014048	Grange Leominster	9694		10%	L
11	E01014005	Bromyard Central	10171		10%	
12	E01014086	Courtyard	10211		10%	
13	E01014047	Gateway Leominster	10377		20%	L
14	E01014072	Ross Road Redhill	10395		20%	G
15	E01014064	John Kyrle Ross	11876		20%	
16	E01014073	Putson	12682		20%	
17	E01013991	Hopsvalley	13045		20%	
18	E01013986	Barr's Court	13888		20%	
19	E01014085	Moor Farm & Whitecross	14016		20%	
20	E01014099	Allenschurch	14075		20%	

Herefordshire Ranks of IMD 2004	SOA	NAME	NATIONAL RANK. OF IMD (1=most deprived)	NATIONAL DECILE	H'fordshire Decile: IMD 2004	Children's Centre
21	E01013995	Hinton Road	14141		20%	*HH
22	E01014042	Whitecross – Sainsbury's	14364		20%	*NH
23	E01014074	Eardishill	14411		20%	*SS
24	E01014071	Hospital	14728		25%	*NH
25	E01014010	Fairfields	14867		25%	*GV
26	E01013994	Kington Central	15077		25%	*K
27	E01013993	Aymestrey Horseshoe	15145		25%	*?
28	E01013992	Kingsbridge	15284		25%	*?
29	E01013989	Bromyard Rural	15466		25%	*B
30	E01014048	RotherLacey	15628			*G
31	E01014005	Trumpet	15738			*L
32	E01014086	Frome's Hill	15822			*L
33	E01014047	Ledbury Central	16204			*L
34	E01014072	Treacle Mines	16296			*R
35	E01014064	Greater Docklow	16420			*SS
36	E01014073	Clehonger	16512			*?
37	E01013991	Knillshall	16540			*K
38	E01013986	Symonds Yat	16643			*R
39	E01014085	Black Mountains	16698			*GV
40	E01014099	Leominster – Barons Cross	16713			*SS