

Leicester  
City Council

## **WARDS AFFECTED**

All wards, the report is a corporate issue

## **DECISION TIMETABLE**

<b>Education and Lifelong Scrutiny</b>	<b>27/04/04</b>
<b>Cabinet</b>	<b>16/08/04</b>

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## **LEICESTER CHILDREN'S CENTRE STRATEGY**

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### **Report of the Corporate Directors, Education and Life Long Learning and Social Care and Health.**

#### **1. Purpose of Report**

- 1,1 This report sets out the background to the government's children's centres development and Leicester's strategic response. The report provides a framework for members for the future governance of local Sure Start programmes in Leicester as they evolve into children's centres . The report seeks approval for the transfer of the New Parks Sure Start programme to the governance of the Leicester City Council and for the transfer of the lead agency role for the Beaumont Leys and Stocking Farm Sure Start Programme from the NSPCC to the Leicester City Council.

#### **2. Summary**

- 2.1 The section of this report relating to children's centres has already been discussed at Education and Lifelong Learning Scrutiny on 27 April 2004, and the paper has been amended in line with their comments. However since this report was written, cabinet approval is required in relation to changes in the governance arrangements for New Parks and Beaumont Leys and Stocking Farm Sure Start local programmes.
- 2.2 Children's centres are the next phase of the government's strategy to deliver better outcomes for all children, particularly those living in poverty. Children's centres build on the service delivery model piloted by local sure start programmes nationally and aim to improve outcomes for our most disadvantaged children. (Leicester city has six local programmes at differing stages of development.) Sure Start local programmes work on

the principle that what happens to a child in their earliest years (0-4) forms a pattern for long term outcomes.

- 2.3 The children's centre concept was promoted in the report of the inter-departmental childcare review published in 2002. The review found that 'an integrated approach which ensures the joining up of services and disciplines such as education, care, family support and health is a key factor in determining good outcomes for children. The strategy will deliver the early years 'offer' set out in the D.F.E.S. five year strategy.
- 2.4 The Sure Start unit (within the D.F.E.S.) has delegated the local authority the responsibility to establish children's centres in Leicester's 20% most disadvantaged areas. The local authority has been given **reach targets of 10,027 children by 2006 and 15,426 by 2010** (reach target is the number of children who might potentially use services provided by or through the children's centres). The local authority must also achieve the development of 670 new full day care places in its children's centres. Each children's centre is required to offer families a minimum core offer of early education, childcare, health, family support and advice on employment opportunities.
- 2.5 The government has allocated revenue funding in the first two years of £1,993,773 and capital funding of £4,519,850 to support the implementation of the strategy. Further funding for each designated children centre will be confirmed in autumn 2004 alongside a further allocation to extend the number of children's centres.
- 2.6 The strategy will be delivered using two approaches 1) by reconfiguring current base budget early years services within the council and its partner agencies. 2) by re-designating the existing Sure Start programmes as children centres. This should serve to future proof the programmes against the impact of the funding taper. As programmes come to the end of their funding period.
- 2.7 It is proposed that the revenue allocation 04-06 is utilised as change monies to deliver service integration. The revenue funding will be allocated to project manage the development using the council's project management framework, however a proportion will be allocated to service provision on the basis that longer term funding is identified at the outset.
- 2.8 The children's centre strategy makes a key contribution to the council's priority for raising educational attainment and offers an opportunity to implement some of the Children's Bill 'Every Child Matters' requirements. (A copy of the strategy is attached at Appendix 1). **The aim of the Leicester children's centre strategy is to reshape and integrate existing services for children from conception to five years, thus supporting the closure of the outcome gap between children living in poverty and the wider child population.**
- 2.9 It is suggested that as the programme is multi-agency in nature that accountability for delivering children's centre networks will fall within the emerging Children's Federation.

- 2.10 The children's centre strategy intends to build on the positive progress the city has made within early years and particularly learning from the local Sure Start programmes by rolling out this approach to all our children starting with those living in poverty.
- 2.11 The children's centre strategy will require over a period of time a change in the governance arrangements for the local sure start programmes. This report wishes to progress that change for the New Parks and Beaumont Leys and Stocking Farm programmes.

### **3. Recommendations**

#### **The cabinet is recommended to:**

- (a) endorse the strategy and support its implementation
- (b) Agree in principle the future transfer of Sure Start programmes to the governance of the Leicester City Council where necessary or appropriate and delegate authority to the respective corporate directors to make the necessary arrangements subject to specific approval of reserved matters by cabinet at the time.
- (c) Agree that the city council becomes the lead agency and accountable body for the New Parks Sure Start Programme with effect from the 1<sup>st</sup> September 04 and approve in principle that this scheme is added to Education & Lifelong Learning Department's Capital Programme.
- (d) Approve the transfer of the lead agency role for Beaumont Leys and Stocking Farm Sure Start Programme from the NSPCC to the City Council (the council is already the accountable body).
- (e) Consider raising the VAT issue formally with appropriate Ministers and Government Departments.

### **4. Headline Financial and Legal Implications**

The Children's Centres funding is an allocation of £1,993,773 revenue and £4,519,850 capital over two years, although it is anticipated that funding will be available after the initial two year period. Any future costs that may arise as a result of the funding being terminated, will be met by the partners including Education & Lifelong Learning and the Social Care and Health Department.

The New Parks Sure Start scheme is totally funded by grant from the DfES. The revenue allocation is £600,000 per year (subject to taper at 2009/10 and a capital allocation of £1.2M).

Where the City Council becomes the 'accountable body' it assumes responsibility for ensuring that Sure Start money is spent appropriately and in accordance with guidelines. This should not lead to any additional costs for the city council, although there remains the slight possibility that the council would be asked to make good any

losses in certain circumstances. No such problems have been experienced with the Beaumont Leys programme, for which the council has been accountable body since its inception in 1999.

The role of 'accountable body' for the local Sure Start Programmes is based upon that applied through the current accountable body arrangements for Beaumont Leys and Stocking Farm Sure Start and will have the same financial and legal controls within it in order to ensure that funding is only allocated within a framework of clear outcomes and monitoring processes.

The Council will become the 'accountable body' and 'lead agency' for the Sure Start Delivery Plans and responsible for ensuring both the delivery and probity of the scheme and the designation of the Sure Start Programmes as Children Centres.

The Council is already committed to mainstreaming Sure Start schemes as the Sure Start grants start to taper off, along with other local partners, this commitment having been a condition of the development of Sure Start in Leicester. By re-designating the schemes as Children's Centres, the Council will be able to use the Children's Centre funding to maintain and develop the programmes, together with mainstream budget funding and NRF support where appropriate.

### **VAT Issues**

Both New Parks Sure Start and Children's Centres will impact on the Council's VAT position. In relation to New Parks, Officers have considered the impact of the revenue and capital funding and calculated that because only a small proportion of the activity at the centre contributes to the 5% VAT partial exemption limit, the impact can be managed within the overall corporate position. A detailed attribution methodology is currently being prepared.

In relation to Children's Centres the VAT issue has been raised as a concern at a national level and officers are working with Government representatives and regional colleagues to highlight the issue further. If a national solution is not forthcoming, the position is similar to the New Parks Sure Start scheme above in that not all the expenditure counts towards the Council's 5% limit, and it is expected that an attribution methodology can be determined which ensures the Council's 5% limit is not exceeded.

(David Wilkin, Head of Education Finance, ext 7750, 26<sup>th</sup> July 2004)  
(Colin Sharpe, Head of Social Care and Health Finance)

### **Legal implications**

The impact of the reconfiguration of services upon the rights of employees and the use of Council buildings is a matter upon which specific legal advice should be sought at the appropriate time.

(Kamal Adatia, Barrister Ext 7044)

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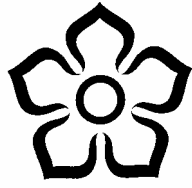
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**DECISION STATUS**

<b>Key Decision</b>	<b>Yes</b>
<b>Reason</b>	<b>Significant effect on two or more wards</b>
<b>Appeared in Forward Plan</b>	<b>Yes</b>
<b>Executive or Council Decision</b>	<b>Executive (Cabinet)</b>



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## **LEICESTER CHILDREN'S CENTRE STRATEGY**

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### **SUPPORTING INFORMATION**

#### **1. Report**

**This report sets out the background to the sure start children's centre strategy; Leicester's approach and proposals to change governance in two local sure start programmes.**

- 1.1 Sure Start is an ambitious national initiative which aims to improve the life chances of children aged 0 – 4, by developing local partnerships which would both co-ordinate existing services and deliver new ones.
- 1.1 Sure Start local programmes have formed the cornerstone of the Government's drive to tackle child poverty and social exclusion based on firm evidence of what works. They are concentrated in neighbourhoods where a high proportion of children are living in poverty and where Sure Start local programmes can help children to succeed by pioneering new ways of working to improve services.

- 1.2 Children's centres are the next phase of the government's strategy to deliver better outcomes for children. The children's centre concept was promoted in the report of the inter-departmental childcare review published in 2002. The review found that an integrated approach which ensures the joining up of services and disciplines in the early years is a key factor in determining good outcomes for children. Children's centres will deliver the 'offer' and the five key principles of reform for early years as outlined in the government's recently published five year strategy.
- 1.3 The Sure Start unit has given the local authority the responsibility to establish children's centres for all children, commencing in the 20% most disadvantaged areas. Children's centres will offer children and families **early education, childcare, health, family support and advice on employment opportunities.**
- 1.5 The Sure Start unit wishes to see children's centres providing **holistic support** for children's development, support to families and facilitating the return to work for parents. The government's long term aspiration is that all young children will have access to children's centre services. Children's centres should be seen as a development of previous government programmes and a move towards 'mainstreaming' the Sure Start local programme approach to delivering mainstream (base budget funded) children's services. (Sure Start guidance 2004-2006) The guidance requires local authorities to **improve the co-ordination, quantity and quality** of services to young children (0-5 years).
- 1.6 The local authority has been given **reach targets** of 10,027 children by 2006 and 15,426 by 2010. (Reach targets are the number of children who might potentially use education/childcare, family support or health services provided by or through the children's centres). The local authority must also achieve the development of 670 new full day care places in its children's centre networks.

### **The Strategic Approach**

- 1.7 The local authority was required to submit an overarching strategic plan to the Sure Start Unit (DfES) by 15/10/03. Leicester's submission can be found in Appendix 1. The strategy outlines the model we wish to pursue to deliver children's centres in Leicester. The proposed model builds on the services we already have and demonstrates how we are making best use of the local sure start programmes by redesignating them as children's centres. The DfES have assessed the strategy as satisfactory and are expecting the council to proceed to implementation. The summary of the evaluation indicated that the plan reflects a sound strategic approach to Leicester's delivery of services to young children and their families across the city. It is well structured and tied in closely to work on Information sharing and preventative strategy. Implementation of this plan will form one of the major tasks for the city's Children's Federation (Children's Trust). Good parental and community involvement measures are in place, building on the success in these areas of the existing Sure Start Local Programmes whose local partnership structures will be extended into the other children centre areas.

- 1.8 The government expects that all local Sure Start programmes will form the bases of Children's Centres. On-going funding for the local programmes will be dependent on designation as a children's centre.
- 1.9 New guidance from the government suggests that the number of Children's Centres in Leicester is likely to increase. The Chancellor, in his July Spending Review announced that up to 2,500 Children's Centres would be created by 2008. The government's commitment is to create a Children's Centre within each community or ward. This could double the numbers of children centres within the City. Guidance from the D.F.E.S. proposes that local authorities create the centres by re-developing existing provision in Nursery Schools, Sure Start programmes, Family Centres and community provision.
- 1.10 Currently there are plans to develop 10 children centre Networks in Leicester. (However following the recent announcements, the City's children centre strategy is due to be revised.) These networks have been developed to capture the children living in the 20% most disadvantaged wards across the city. The Leicester approach has been developed around the concept of reconfiguring a range of existing children's services into 10 Children's Service Networks. (Appendix one 2.1.2). Each network will develop an overall picture of children's needs within an area and support the development of provision in the public, voluntary, private and community sector to meet those children's needs. The networks seek to capture those children where local experience tells us the pockets of disadvantage in a more affluent ward. Five networks will be achieved by extending our existing Sure Start programmes and five networks will be developed from existing services.
- 1.11 The authority was allocated £1.9m in revenue and £4.5m in capital until March 2006 to develop and deliver 10 children centre networks. It is expected that further funding will be announced autumn 2004 in two tranches:
- 1) ongoing revenue funding for each designated centre
  - 2) revenue and capital funding for new centres
- 1.12 The current revenue allocation is being utilized as change monies that facilitate the integration of existing base budget funded services, infrastructure costs and a limited allocation to front line services where a key gap has been identified (e.g. speech and language therapy) or there is a need to improve performance on a key comprehensive performance assessment indicator (e.g. qualified teachers)
- 1.13 The Children's Centres are currently managed through the Education and Lifelong Learning Department. Five temporary Children's Centre leaders have been appointed to establish the new Children's Centre networks and one temporary Children's Centre leader has been specially appointed to work with the five local Sure Start Programmes to ensure they become designated children centres by 2006.

#### **1.14 Key elements of the strategy**

- (a) The strategy intends to close the outcome gap between young children living in poverty and their wider peer group.



- (b) The strategy proposes to reconfigure existing early years services into a model of integration from a user perspective.
- (b) The strategy intends to establish 10 children service networks across the public, voluntary, private and community sector all working together within a defined neighbourhood.
- (c) The strategy intends to deliver buildings that are fit for purpose and support the model of integrated working.
- (d) The strategy will support the transition of local sure start programmes into children's centres.
- (e) Each network will work to a hub and spoke model. The hub will provide a base for the majority of staff, while services will be delivered from both the "hub" and a range of linked settings or "spokes".
- (f) The strategy proposes that networks be developed around children's services from conception to 5 years in the first instance but with the age range extending incrementally to the age of 8.

Services will be reconfigured to take a neighbourhood approach with service providers from a range of agencies and sectors working together to improve outcomes for children. This will require the re-profiling of current City Council, Primary Care Trusts and sure start local programme services and will make significant changes to their method of delivery. Whilst the strategy takes a positive view about both its existing Sure Start local programmes and the potential for children's service networks, we have to acknowledge that change of this type has a number of risks and significant challenges to overcome if the strategy is to succeed in improving outcomes for children.

### **1.15 Implementation plan**

The implementation of the strategy will be delivered using the councils project management guidelines the implementation will require:

- (a) A multi-agency/sector partnership to be developed to guide and be accountable for delivering on the strategy's targets. This partnership will be incorporated into the children's federation.
- (b) The development of an individual area plan for each network outlining how we intend to meet the core offer of services. The plan will then be submitted to the Sure Start unit for ministerial approval. The area plans will be developed by children's centre leaders who will be appointed to develop and implement the plans at a local level. All plans will be fully costed.
- (c) Specific issue based strategies will need to be developed addressing the issue of capital and the delivery of the additional day care places.

## **1.16 Implications**

The strategy is able to identify a number of risks that require management. These are set out in the risk assessment matrix later in the report.

## **1.17 Governance of Sure Start Local Programmes and the transition to Children's Centre's**

Sure Start local programmes have developed to meet local needs and are managed through partnership boards which have their own structure. This allows for different emphases to be placed on different issues or particular services in the programme, increasing the likelihood that the services provided are responsive to the needs of the local communities.

All of the programmes in Leicester have had national children's voluntary organisations as their lead agency and accountable bodies. The accountable body has a central administrative function. The accountable body has no decision making function other than as one member of the partnership board.

The accountable body is expected to:

- Provide the administrative and financial support and advice to the partnership board of each Sure Start programmes.
- Ensure the allocated funds are spent according to the agreed plans, in accordance with the Sure Start national regulations and proper financial practices (being those of the accountable body).
- Ensure that systems for monitoring and auditing are in place and maintained efficiently.
- Hold the power to administer or commission services that cover the full range of Sure Start functions including appropriate contractual arrangements.
- Draw down the grant from the national Sure Start unit and complete all required financial returns.
- Intervene if the local board proposes actions that are unlawful, that would compromise the achievement of required service outputs, or which conflict with the accountable body's procedures.

In certain circumstances, the accountable body could be liable for repayment of the Sure Start grant to the government from its own funds, although this is extremely unlikely to occur in practice.

The lead agency is expected to build ownership of the plan at a local level and enable others to participate fully. The lead agency drives the planning through the partnership board. The lead role will decrease as the role of the community partnership board increases. However the lead agency may employ the core staff.

## **1.18 Transitional Arrangements for Sure Start Programmes**

The funding for Sure Start local programmes tapers between years 7 and 10 (33% each year). Plans will be developed with local Sure Start Partnership Boards to effectively

manage the taper in line with the ongoing revenue funding allocation for children centres. The proposal will be to prioritise and retain services that have proven to be effective. The government has issued guidance that instructs the Local Authority and Sure Start Boards to begin to deliver services that meet the core offer for a Children's Centre. Further guidance is expected in the autumn from Central Government on how the transitional arrangements should be managed and funded.

It is likely that Sure Start Programmes will need to keep their governance arrangements and relationship with the Local Authority under review particularly in the period between becoming designated a children's centre and reaching their funding taper.

### **New Parks Sure Start**

New Parks Sure Start is the last Sure Start Programme to be developed in the City. The Delivery Plan has already been agreed and services are beginning to be developed in the area

The Council has been asked by the New Parks Partnership Board to take on the role of both 'accountable body' and 'lead agency' with immediate effect. This request reflected concerns by the Regional Sure Start Unit that the programme would not meet the necessary developmental milestones if a formal assessment were undertaken. Currently Banardos is the lead agency and Leicester City West P.C.T. is the accountable body.

New Parks Sure Start is a sixth and final wave programme. As the government now expects local Sure Start programmes to become Children's Centres the move towards early integration into the Children's Centre Strategy whilst the programme is still in the infancy of planning is seen as advantageous.

### **Beaumont Leys Sure Start**

Beaumont Leys Sure Start is one of the original trailblazer Sure Start programmes and has the NSPCC as its lead agency. The City Council is the accountable body (exercised by the regeneration and culture department) and responsible for drawing down the grant from the Sure Start unit.

NSPCC approached the council some months ago to informally enquire whether the council would be prepared to take over the lead agency role for the programme. The local programme board has been consulted over this proposal, they are supportive of the move. The two staff directly employed by the programme will be transferred under TUPE regulations to the employment of the city council.

## Risk Assessment Matrix

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/or appropriate)
1. insufficient resourcing to support integrated working	L	H	Working in an integrated way using shared buildings and infrastructure would ideally require an integrated approach to funding. At present there are no mechanisms in place to achieve this, therefore the ongoing costs of working in an integrated model (e.g. who pays for the stamps and the heating) will need to be resolved by all partners. This issue will be addressed through the multi-agency steering group. The medium term allocation of children's centre revenue will minimize the risk to the council.
2. failure to achieving cultural change in ways of working	M	M	Resourcing organisational change. The strategy requires significant staff and organisational redevelopment. The Green Paper "Every Child Matters" sums this up. We need to establish new cultures in the workplace so that individual professionals work horizontally across professional boundaries rather than vertically in professional hierarchies. This level of cultural change has costs in the short term, which the strategy will fund. However, there are inevitable costs inherent in this level of change, which will last longer than the next two years. A comprehensive multi-agency staff development plan will need to be agreed and implemented to ensure that we have a workforce able to deliver services in this way. Each agency will continue to bear the costs of their staff development. The federation will be taking a lead on workforce development and this strategy will support that work.
3. Capital programme delay	H	H	Building and planning delays are often associated with capital development. Capital developments are often affected by delay for a range of reasons including the weather and skill shortages, the strategy will seek to minimise this by project management and concentrating on refurbishing existing buildings. However for half of the children's centre designation will be dependant on buildings being successfully completed.
4. Day care targets not achieved	H	H	Achieving sustainability for the ambitious day care targets presents a risk. Full day care for young children has historically been developed in the 'for profit' private sector. This has resulted in a lack of provision in our most disadvantaged areas where it is difficult to assure private providers that parents will be able to afford the fees. The strategy aims to establish 670 new places, the places will only be sustainable if costs are low and parent's demand is consistent with supply. Excess places pushes costs up, lack of places prevents parents working. We intend to develop day care within each children centre that increases its places in line with demand (build to fill), An option appraisal will be conducted to explore the different options able to achieve this in more detail.
5. Sure Start local programme tapers resulting in some services not being picked up	H	L	Managing the impact of the Sure Start local programme tapers. Sure Start local programmes are 10 year programmes. They receive 7 years full funding at which point their revenue budgets taper by 33% each year. The programmes are staggered. The management of this taper will pose significant challenges as mainstream agency services are reconfigured. The city will work with each programme to be re-designated a children centre thus enabling them to access children's centre revenue funding. This plan will contribute to minimising the risks found in the strategy. The programme to hit taper first has been awarded N.R.F. finance to support the transition.
6. council faced with pick up demand	H	M/L	
7. VAT issues cannot be resolved resulting in additional costs	L	H	Officers are generating local solutions to avoid exceeding the VAT partial exemption limit and also liaising closely with central government on a national solution. The situation will be monitored closely.

## **2. FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

### **2.1 Financial Implications (children centre strategy)**

The Children's Centres funding is an allocation of £1,993,773 revenue and £4,519,850 capital over two years, although it is anticipated that funding will be available after the initial two year period. Any future costs that may arise as a result of the funding being terminated, will be met by the partners including Education & Lifelong Learning and the Social Care and Health Department.

Under the strategy, the allocation is predominantly going to be used for change management and infrastructure changes to allow different ways of working. This means that additional liabilities to the Council are minimised, but any future costs that may arise as a result of the current grant being mainstreamed would therefore need to be met by the programme partners, including Education & Lifelong Learning and Social Care and Health.

At present, no detailed conditions concerning how the funding must be used are available. It is not expected that there will be any claw back of funding if the Council fails to meet the targets within this report.

Other financial issues are contained within the report.

### **2.2 Financial Implications (transfer of accountable body and lead agency status)**

The New Parks Sure Start scheme is totally funded by grant from the DfES. The revenue allocation is £600,000 per year (subject to taper at 2009/10 and a capital allocation of £1.2M).

Where the City Council becomes the 'accountable body' it assumes responsibility for ensuring that Sure Start money is spent appropriately and in accordance with guidelines. This should not lead to any additional costs for the city council, although there remains the slight possibility that the council would be asked to make good any losses in certain circumstances. No such problems have been experienced with the Beaumont Leys programme, for which the council has been accountable body since its inception in 1999.

The role of 'accountable body' for the local Sure Start Programmes is based upon that applied through the current accountable body arrangements for Beaumont Leys and Stocking Farm Sure Start and will have the same financial and legal controls within it in order to ensure that funding is only allocated within a framework of clear outcomes and monitoring processes.

The Council will become the 'accountable body' and 'lead agency' for the Sure Start Delivery Plans and responsible for ensuring both the delivery and probity of the scheme and the designation of the Sure Start Programmes as Children Centres.

Costs for acting as 'accountable body' and 'lead agency' are anticipated to be around 10%. This is understood to generally represent a saving on the fees charged by the current accountable bodies and lead agencies. Additional charges will be made for ad-hoc support, for example to major capital projects. All Sure Start initiatives are subject to regular monitoring and auditing by the Regional Sure Start Unit. Local programmes are also subject to annual risk assessments and required to demonstrate financial and legal compliance with the delivery plan and National Sure Start Objectives.

The programmes have, or will have, in place a memorandum of understanding which indemnifies the council. These have been drawn up by the Authority's legal department and will ensure that in the event of the programme failing to meet its targets that the authority is not liable.

A due diligence exercise will need to be undertaken by the Council to evaluate any risks and liabilities arising from taking over these responsibilities from the existing accountable body and lead agency and to seek suitable indemnities where this would be appropriate. Similarly, the Council will need to ascertain any assets that it will acquire and what rights it will hold them in.

It is anticipated that the plans to transfer New Parks and Beaumont Leys and Stocking Farm Sure Start Programmes to the governance of the Local Authority will take some months. Both Programmes are fully funded. Government guidance is expected in the autumn on further funding and managing the transition into children centres. This will provide clarity and reduce further any risk to the city council. The Regional Sure Start unit will continue to monitor and audit the compliance of the local programmes against the Children Centre targets and the local delivery plans.

The Council is already committed to mainstreaming Sure Start schemes as the Sure Start grants start to taper off, along with other local partners, this commitment having been a condition of the development of Sure Start in Leicester. By re-designating the schemes as Children's Centres, the Council will be able to use the Children's Centre funding to maintain and develop the programmes, together with mainstream budget funding and NRF support where appropriate.

### **2.3 VAT Issues**

Both New Parks Sure Start and Children's Centres will impact on the Council's VAT position. In relation to New Parks, Officers have considered the impact of the revenue and capital funding and calculated that because only a small proportion of the activity at the centre contributes to the 5% VAT partial exemption limit, the impact can be managed within the overall corporate position. A detailed attribution methodology is currently being prepared.

In relation to Children's Centres the VAT issue has been raised as a concern at a national level and officers are working with Government representatives and regional colleagues to highlight the issue further. If a national solution is not forthcoming, the position is similar to the New Parks Sure Start scheme above in that not all the expenditure counts towards the Council's 5% limit, and an attribution methodology can be determined which ensures the Council's 5% limit is not exceeded.

(David Wilkin, Head of Education Finance, ext 7750)  
 (Colin Sharpe, Head of Social Care and Health Finance)

### 2.3 Legal Implications

The impact of the reconfiguration of services upon the rights of employees and the use of Council buildings is a matter upon which specific legal advice should be sought at the appropriate time.

Kamal Adatia, Barrister Ext 7044

### 3. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	yes	<b>Strategy has a social inclusion section in appendices</b>	
Policy	yes	<b>Integrating services may require changes to policies relating to service delivery</b>	
Sustainable and Environmental	no		
Crime and Disorder	no		
Human Rights Act	no		
Elderly/People on Low Income	yes	<b>Whole strategy is focussed on services for families living in poverty</b>	

### 4. Background Papers – Local Government Act 1972

### 5. Consultations

5.1 The children's centre strategy development has brought together a range of **key stakeholders**, in particular we have incorporated a range of partners into the planning process. They have been as follows:

- (a) Children's Federation Shadow Board

- (b) Existing Sure Start programme managers, partnership boards and accountable bodies
- (c) Leicester City Council, Social Care & Health and Education & Lifelong Learning Departments, and the associated multi-agency planning forums such as the Early Years Development & Childcare Partnership EYDCP) and Leicester Children's Strategic Partnership (LCSP)
- (d) Both City Primary Care Trusts (PCTs) and the University Hospitals Trust
- (e) Schools
- (f) Sure Start Mainstreaming Board
- (g) Local Area Childcare Forums
- (h) Private and voluntary providers of day care with education
- (i) Voluntary Sector Organisations (various)

The strategy has undergone extensive consultation within the agencies who are required to input a core service and with the community planning forums in the affected areas. The consultation will continue throughout the strategy implementation and will include all service providers to young children.

Consultation on the roles of 'accountable body' and 'lead agency' has taken place between the Education and Lifelong Learning Department and Social Care and Health Department and with the New Parks, Beaumont Leys and Stocking Farm Partnership Boards.

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# **APPENDIX ONE**

## **Leicester City Strategic Plan for Delivering Children's Centres**



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## CHAPTER 1: INTRODUCTION

### 1.1 Introduction

The children centre strategy development has brought together a range of **key stakeholders**; in particular we have incorporated a range of partners into the planning process. They have been as follows:

- Children's Federation Shadow Board
- existing Sure Start programme managers, partnership boards and accountable bodies
- Leicester City Council Social Care & Health and Education & Lifelong Learning departments, and the associated multi-agency planning forums such as the Early Years Development & Childcare Partnership (EYDCP) and Leicester Children's Strategic Partnership (LCSP)
- Both city Primary Care Trusts (PCTs) and the University Hospitals Trust
- Schools
- Sure Start Mainstreaming board
- Local Area Childcare Forums
- Private and voluntary providers of day care with education
- Voluntary sector organisations (various)

For the purposes of this strategy the reference to 'we' refers to this group of stakeholders.

We welcome the opportunity to improve outcomes for children living in our most deprived wards and believe that this initiative gives us the opportunity to deliver real change. We believe that whilst the targets set are challenging and the numbers of Leicester children living in deprivation are high we have a good track record of responding to the challenge for example the cities neighbourhood nursery initiative has performed well in our most deprived communities.

We have developed the strategy around the concept of reconfiguring a range of services into Children's Service Networks. Where the strategy refers to these networks it is referring to our 'children's centres'.

### 1.2 The Vision

- 1.2.1 The children's centre concept was promoted in the report of the Inter-departmental Childcare Review published in 2002. The review found that "an integrated approach which ensures the joining up of services and disciplines such as education, care, family support and health is a key factor in determining good outcomes for children".
- 1.2.2 Leicester City wishes to take advantage of the children centre development to improve outcomes for children
- 1.2.3 The city's long-term aspiration is that all children living in disadvantaged communities will have access to integrated children's services.

- 1.2.4 Children's Service Networks will be seen as a move towards mainstreaming the Sure Start approach across children's services.
- 1.2.5 The vision for the Children's Service Networks will be developed as part of the city's Preventative Strategy.
- 1.2.6 Children's Service Networks will be the main vehicle for delivering on the strategy for children from conception to 5 years in the first instance with a view to increasing the age range as integration is achieved.
- 1.2.7 The Preventative Strategy will be based on the government's themed desired outcomes for children and young people.
- Health and emotional well being
  - Protection and safety
  - Fulfillment (achievement)
  - Material well being
  - Social engagement

### **1.3 Aim of the children's Service Network programme**

- 1.3.1 To reshape and integrate existing services for children from conception to 5 that supports the closing of the outcome gap between children under five years living in poverty and the wider child population.

### **1.4 Objectives for the Children's Service Networks programme**

- 1.4.1 objectives for the programme have been divided into three categories service design, management infrastructure and workforce development

#### **1.4.2 Service design**

- 1) To reshape existing children's services to achieve the integration of all community based services into a network for children under five living in the 20% most disadvantaged wards using the Sure Start definition of integration as a
  - a) shared philosophy, vision and agreed principles of working with children and families
  - b) perception by users of cohesive and comprehensive services
  - c) perception by staff teams of a shared identity, purpose and common working practices.
  - d) commitment by partner providers to fund and facilitate integrated services
- 2) To ensure that every child living in disadvantaged area has access to play, early learning and health promotion opportunities that improve their health, social care and education outcomes.

- 3) To develop services that work to the Sure Start principles
- 4) To develop children's services that are locally based around natural community boundaries (hub and spoke model)
- 5) To ensure that all vulnerable children access and gain maximum benefit from universal services by improving their reach and quality.
- 6) To improve the interface between universal and targeted /specialised children's services
- 7) To improve the Information Sharing (Information Sharing) of children at risk of social exclusion (as defined by the Social Exclusion Unit).
- 8) To mainstream service delivery methods that have been identified as effective by the existing Sure Start programmes
- 9) To improve the co-ordination of support services for children in need within a non-stigmatising community based setting.
- 10) To ensure that parents can access to a range of childcare choices in the network area
- 11) Children's Service Networks will target their resources to serve those in most need, reaching 10,027 vulnerable children aged 0-5 by 2006 and 15,426 by 2010

### **1.4.3 Management and infrastructure**

- 1) To support the development of a single model of leadership /management and co-ordination for children's services conception to 5 across the city's most disadvantaged communities.
- 2) To increase efficiency by reducing unnecessary bureaucracy between agencies
- 3) To deliver a single assessment and referral framework for children 0-5 years
- 4) To improve the community based partnership working arrangements between the statutory, voluntary and private sectors
- 5) To improve the transition of services delivery for children post 5 years
- 6) To enable the development of buildings that support integrated working and delivery
- 7) To ensure that the community drives the planning delivery and evaluation of services

### **1.4.4 Workforce development**

- 1) To enable the staff delivering services to work to a shared set of targets with a shared monitoring approach

- 2) To enable the staff to develop an improved understanding of each other's roles and responsibilities, thus reinforcing a whole team identity.
- 3) To establish the concept of multi-agency skill mixed teams who share their skills and expertise with each other and the community they serve.
- 4) To establish a multi-agency staff development framework that supports the cultural change required for staff to work in this model and with possible new lines of accountability to the Children's Federation.

## **1.5 Outcomes**

The programme will develop a range of outcomes and targets it expects to achieve for children over the period 2004-2010. The programme will do this in tandem with the development of the children's Preventative Strategy, which is currently identifying outcome measures for all of Leicester's children and young people.

The outcomes will fall into the governments themes of

- Health and emotional well being
- Protection and safety
- Fulfillment (achievement)
- Material well being
- Social engagement

The outcomes will combine government established outcomes for the partner agencies (detailed in public services agreement, national service framework and common performance assessment for children and young people) and local community driven outcomes.

# CHAPTER 2:SERVICES

## 2.1 Reshaping services

2.1.1 We welcome the opportunity to develop Children Service Networks that will provide a range of core services: early education integrated with childcare, family support and outreach to parents, child and family health services, links with schools, children's information services and Job Centre Plus.

2.1.2 The following are an indication of services that exist in the city that we intend to integrate to meet the core offer to children and families:

- Full day care providing care and education
- Midwifery
- Health visiting
- Speech and language therapy
- Teaching
- Social care family support
- Play /crèche services
- family/adult learning
- Access to social work support and advice
- Childcare information and development (EYDCP)
- Job Centre Plus
- Child behaviour intervention team
- Teenage pregnancy support
- Educational psychology
- Service directory (IRT)

The city has a number of multi-agency initiatives providing services to vulnerable young children such as child behaviour intervention initiatives (CAMHS) and Teenage Pregnancy/ Sure Start Plus. We will ensure, where relevant, they will provide services through the networks.

2.1.3 The city intends to reshape a number of its existing services into Children service networks. The networks will build on the city's existing Sure Start programmes. The networks will develop an overall picture of children's needs within an area and support the development of provision in the public, voluntary, private and community sector to meet those children's needs. Leicester is a city rich in diversity each network will be responsible for ensuring that the diverse needs of its communities are addressed.

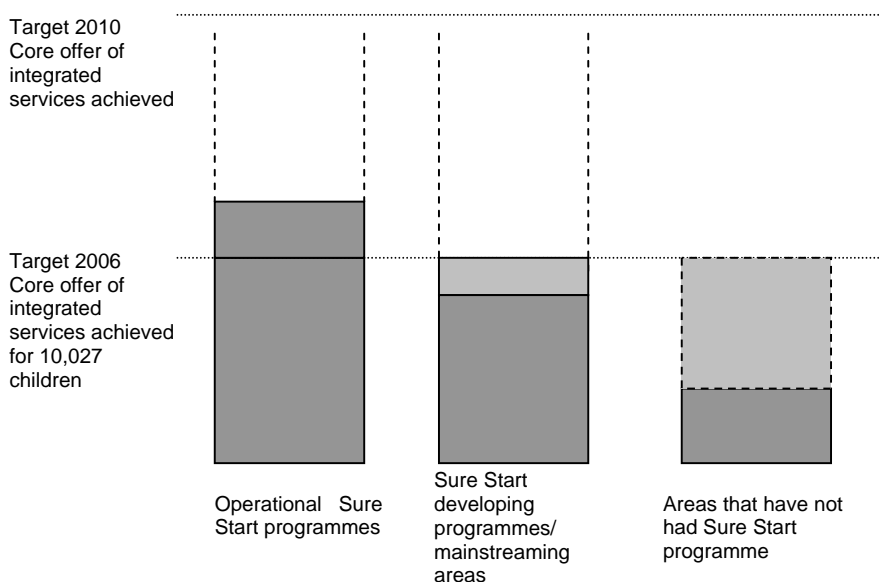
2.1.4 The city is proposing to develop 10 Children's Service Networks. The networks have been developed to capture all of the city's children who fall into the 20% most disadvantaged wards. The networks also seek to capture those children where local experience tells us they pockets of disadvantage in a more affluent ward.

2.1.5 Each network will work to a hub and spoke model. The hub will provide a base for the majority of staff, while services will be delivered from the both hub and a range of

linked settings. Each service provider (including private and voluntary sectors) will be expected to sign up to be part of the network. Signing up will be in the form of a 'working together' agreement that will commit all partners to participating in the delivery of shared outcomes for children.

- 2.1.6 Networks will have a maximum reach of 2000 children per network (subject to natural community boundaries). All 10 networks will share a common brand that is recognisable to all parents across the city, ensuring that the spoke model is successful.
- 2.1.7 Networks will be developed around children's services conception to 5 years in the first instance but the age range will be extended incrementally.
- 2.1.8 Six proposed networks have already benefited from Sure Start developments either through a local programme or a mainstreaming pilot. It is intended to build on that work by extending the reach and age range for these areas.
- 2.1.9 The city proposes to ensure that all 10 areas meet the core offer by 2006. However, we will expect differing levels of achieving integration from network areas; this will be dependent on current area position and differing agencies' abilities to deliver integration. We will ensure that integration is achieved from a user perspective although this will not necessarily mean the integration of the management of services. We are developing tools for measuring integration that will support the networks in achieving the core offer.

The graph below displays the scale of the changes that need to occur. It demonstrates that we will develop our networks from differing starting points but intends that all networks will reach the core offer by 2006. The darker shaded areas represent the current position and the lighter shaded areas represent the progress required to meet the core offer.



- 2.1.10 We propose to adapt a 'hard/soft' boundary approach to the network areas that is definite boundaries for case accountable services but soft boundaries for open access



activities. With I.T. support we will be able to track children's use of services across networks. City wide branding will be a key component in making "soft" boundaries effective. This idea is well supported and will help to provide support to families who often move or work some distance from their home.

2.1.10 The proposed network areas have been established using a set of criteria taken from the Sure Start guidance and have attempted to capture the city's most vulnerable children. The network areas cut across ward boundaries but stay within PCT boundaries and are likely to make more sense to local people. The proposed areas are still being discussed at a local level and may be subject to change.

## **2.2 Proposed Areas**

2.2.1 The city wishes to see networks developed to cover the following communities: (indicative at this stage)

1. Beaumont Leys/Stocking Farm/ Mowmacre
2. Belgrave & Rushey Mead
3. Highfields & St Matthews
4. Braunstone & Rowley Fields
5. New Parks, Braunstone Frith & Kirby Frith
6. Eyres Monsell & Gilmorton
7. Northfields & Humberstone
8. Crown Hills, Rowlatts Hill, Netherhall & Thurnby Lodge
9. Newfoundpool, Bede Island & Woodgate
10. Saffron Lane & Aylestone Park

## **2.3 Services to be included**

2.3.1 Health

Both city PCTs and university hospitals trust are already committed to working with the sure start programmes and are keen to explore the added benefits of service delivery via the additional service networks.

2.3.2 The network boundaries have been drawn in such a way that they do not cross PCTs. The model for delivery will be agreed with both PCTs and may differ as a result of the differing approaches taken by the PCTs. ie. patch based or GP attachment. We also wish to enhance the interface between OT and Physiotherapy services for children.

2.3.3 We would envisage a role out of the Sure Start Mainstreaming project for responding to post-natal depression and other Sure Start initiatives such as breast feeding peer support into each network area.

2.3.4 We wish to build on the work of the existing Sure Starts by the further development of skill mixing within and across agency boundaries.

### **2.3.5 Social Care & Health**

2.3.6 The Social Care & Health Department currently provides a range of family support services through its Children and Family centres. It is intended that these services will be reshaped in line with their departmental modernising programme and delivered through the networks as is consistent with the Sure Start local programmes.

2.3.7 We wish to ensure that children in need are protected from significant harm and are able to receive their support services alongside their peers in their communities. We wish to support the work of Social Care and Health as it refocuses to taking a preventative approach with vulnerable children.

### **2.3.7 Education & Lifelong Learning**

2.3.8 The lead for this strategy has been taken by the Education and Lifelong Learning Department. The education support in each network area will come from across all of the divisions in this department, the EYDCP, Lifelong Learning, Standards and Effectiveness, and Pupil and Student Support Divisions.

2.3.9 We intend to utilise children centre revenue funding to build on the work of the foundation stage teachers by increasing the age range from 3-5 to 0-5.

2.3.10 The teacher posts for the Children's Centre network will focus on mainstream early years issues and particularly 0-3's. These posts will be known as **Leading Early Years Teachers**.

2.3.11 The key tasks of the posts will be to

- I. To take the education lead in the Children's Centre multi-agency staff team
- II. To lead on the delivery of the education programme, particularly for children aged 0-3
- III. To be part of the Children's Centre senior management team
- IV. To facilitate, along with Lifelong Learning colleagues, a programme of family learning.
- V. To contribute to raising standards through the implementation of LEA and national initiatives as appropriate, through the Children's Centre network.

We intend to ensure that each network area has a teacher to work with both individual children and families where a development delay is identified and with registered provision to improve the quality of education through using 'Birth to Three Matters' and the foundation stage curriculum. We also intend to work with all foundation stage classes in the area to integrate their work into the network.

2.3.12 Each network area in year one will be supported in developing family learning by delivering literacy and numeracy workshops and at least one Early Start programme per network. We also wish to see the delivery of basic skill support to parents through the networks.

2.3.13 It will important to ensure that each network has strong links with the adult education providers in the area so that parents are able to access the provision with ease increasing the participation of this group of parents.

2.3.14 We have also received a commitment from the educational psychology service that the early years psychologists will deliver their work through the networks.

### **2.3.15 Childcare**

2.3.16 We will look to extend the range of childcare with early education to young children by supporting the development of full day care and an approved childminding network in each area. We wish to see children from areas of disadvantage benefit from good quality provision that is accessible to their parents at the same level their peers do in affluent areas. We will develop a day care strategy in partnership with the EYDCP that will ensure we are able to meet the targets identified.

2.3.17 The city currently has a Childcare Information Service (CIS) is centrally based and conducts outreach sessions. We would wish to build on this approach and respond to the recent research that stated that “Childcare Information Services” are performing well however awareness amongst parents of the services offered is low’ (strategy on the future of CIS 10/9/03). We would seek to improve the availability of local information to parents in each network area.

### **2.3.18 Employment and training**

2.3.19 Job Centre Plus is already working with a number of Sure Start programmes to deliver community based advice sessions. This will be extended to all network areas. The existing Sure Start programmes are currently negotiating with a local provider to deliver a foundation degree through the programmes. This could be extended to cover the networks. The Lifelong Learning & Community Development Division also delivers a range of adult education opportunities and the networks will support local parents to take up those opportunities. The city education dept. in partnership with other providers is planning to establish a training centre for classroom assistants and childcare workers in one of the network spokes this should bring excellent training opportunities to our target group of parents.

The Sure Start programmes have been able to directly provide a number of trainee, work placements and volunteering opportunities for local parents we would wish to build on this in all network areas.

## CHAPTER 3: MANAGEMENT & GOVERNANCE

### 3.1 Programme Governance

- 3.1.1 Leicester City is a pilot area for a Children's Trust, known locally as the Children's Federation. We would see the Children's Service Networks as a delivery arm for the federation. It is envisaged that accountability for delivering Children's Service Networks will be within the federation.
- 3.1.2 The federation will be establishing itself at the same time as the Children's Service Networks; we will therefore expect the governance arrangements to evolve together. However as an interim measure we will establish a city wide programme management group chaired by the lead officer
- 3.1.3 It is envisaged that early years services will be one of the first to move into the federation model. What this means for organisations will be negotiated through the federation development.
- 3.1.4 We will continue to support the existing Sure Start local programme governance arrangements, as we believe that they have delivered good outcomes. We wish to see the model sustained and developed further in some areas. The city intends to work with the local programmes and their accountable bodies to agree suitable long term governance arrangements as the Sure Start funding tapers.

### 3.2 Management and Leadership

- 3.2.1 The city finds itself in a position where it is developing a multi-agency model of service delivery whilst it's management arrangements and resources remain within either professional or agency boundaries. In contrast the existing Sure Start local programmes have developed a multi-agency co-ordinating and leadership role, with all managers being employed by the national voluntary sector.
- 3.2.2 The green paper every child matters places great emphasis on effective leadership and states that "the quality of leadership will be critical as children's services go through a period of reform and cultural change" (p.91)
- 3.2.3 It goes on to suggest that " we need to establish new cultures in the workplace so that individual professionals work horizontally across professional boundaries rather than vertically in professional hierarchies."
- 3.2.4 Strong leadership will be crucial to achieving this change as has been demonstrated through the local Sure Start programmes.
- 3.2.5 We propose to utilise the revenue funding to commission a whole systems management / co-ordination option appraisal. This will inform us of an effective management model suitable for delivering the change and provide appropriate management and leadership

for the networks in the longer term. We will also develop a multi-agency workforce development strategy that will be supported through a training programme.

- 3.2.6 Each network will put in place arrangements to ensure that the local community is involved at all levels. We will learn from the existing Sure Start programmes how best to achieve this and wish to see a Sure Start style partnership board developed in each network that has no Sure Start funding. We wish to ensure that the principle of community driven and professionally co-ordinated becomes a reality.

# CHAPTER 4: ORGANISATION

## 4.1 Information Technology

- 4.1.1 The existing local Sure Start programmes have been developing a multi-agency database (EMIS). This database is supported by health and provides a holistic integrated record of a child.
- 4.1.2 The Children's Service Networks will work with our local I.R.T. programme to develop this further ensuring the effective Information Sharing systems are in place for all children reached through the network

## 4.2 Programme Management

- 4.2.1 It is proposed that a programme implementation team be recruited and hosted by the Education & Lifelong Learning Department but with reporting and accountability to the federation.
- 4.2.2 The team will consist of a programme manager who will take a strategic lead and a temporary (2 years) area based integration team with up to one full time manager per area (depending on need) to deliver service development and integration in the same way that the local Sure Start programme managers have achieved. These managers will enable the city to establish the networks in areas where we have had no Sure Start services and they will work to support existing Sure Start managers to extend their reach and age range. The temporary managers will give the city agencies the time to complete the option appraisal and agree a model for management and co-ordination of it's services to young children and families.
- 4.2.3 The team will be made up of staff from health, social care, education and childcare backgrounds to reflect the diversity of the partners contributing to the network. This also enables the sharing of expertise across the networks with team members taking a lead on their specialist area.

## CHAPTER 5: REVENUE & CAPITAL EXPENDITURE

- 5.1 The networks will be developed using the substantial existing resources already in place to deliver children's services. These resources will be reconfigured to deliver their services through the networks.

The children's centre programme targets are set over a six-year time frame 2004-2010 however revenue has only been allocated over a two-year period 2004-2006.

### 5.2 Revenue Allocation

- 5.2.1 The revenue allocation is **£1,993,773** 2004-2006

- 5.2.2 It is proposed that the revenue allocation is utilised as change monies to deliver service integration. However a significant proportion will be allocated to service provision on the basis that longer term funding is identified.

- 5.2.3 Priorities for expenditure will include:

**a) Project management/implementation**

As detailed in section 4.2

**b) Multi-agency management appraisal**

As detailed in section 3.2.5

**c) Area integration budget**

Each area will be allocated an integration budget to facilitate the process of integration. This budget could be used to establish a range of local based multi-agency services such as peer support project for breast feeding, baby massage course, set up a toy library or purchase some health promotion equipment. The decisions will be taken locally in partnership with the communities.

**d) Professional training**

A programme of multi-agency training will be commissioned to support the cultural change required. Training will be sought for frontline staff and operational managers.

**e) Management information infrastructure**

As detailed in section 4.1

**f) Developing the teaching input**

The city currently has a range of methods for delivering teaching to this age group. We will use revenue funding as change monies to deliver teaching input to children 0-3 and their families

**g) Developing childcare**



The city has been allocated ambitious targets for day care development in the networks we will need to allocate revenue funding to support this area of work both to stimulate supply and demand and ensure quality.

**h) Speech and language therapy**

The city wish to build on the work started by the speech and language service to remodel their early years service based on the Sure Start principles. We wish to extend this work to the non Sure Start areas.

5.2.3 Funding will also be achieved for additional services including young parents support and early start programmes in each area.

### **5.3 Capital Allocation**

**5.3.1** The capital allocation is **£4,519,850**

5.3.2 It is proposed that this money is allocated across the network areas based on need and its spend will be focused on refurbishing existing buildings to ensure they can act as a hub or spoke.

5.3.3 The monies will be prioritised to ensure that buildings are fit for purpose and facilitate the delivery of full day care to vulnerable children.

5.3.3 A number of potential sites have been identified to act as hub and spokes and the sites will be subject to further community consultation.

5.3.4 The locations range from existing family centres, neighbourhood centres, Sure Start centres and schools for hubs and spokes and a number of health facilities, neighbourhood nurseries, voluntary sector provision for further spokes.

# CHAPTER 6: LINKS WITH OTHER STRATEGIES & INITIATIVES

## 6.1.1 Links with other strategies/initiatives:

- 6.1.2 The children centre strategy will have significant links with a number of strategies and initiatives. This paper has already referred to the links with the Children's trust/federation, I.R.T. (Information Sharing) programme and the Preventative Strategy.
- 6.1.3 Neighbourhood Nurseries have already expressed a commitment to be full partners in their network areas, and have been quick to recognise the benefits of this way of working.
- 6.1.4 The development of the programme will work with the extended school initiative to ensure that our work is complimentary and co-ordinated. We have participated in the planning for the city's 'building schools for the future' submission and targeted capital bids). We will work with the city's health funded LIFT programme to ensure a joined up approach to the hubs and spokes.

## 6.2 Risk Assessment

- 6.2.1 The city takes a positive view about both its existing Sure Start local programmes and the potential for children services networks. However, we have to acknowledge that change of this type has a number of risks and significant challenges to overcome if the strategy is to succeed in improving outcomes for children.
- 6.2.2 The city is able to identify the following risks at this stage.
- Resourcing the ongoing costs of working in an integrated model (eg. how do we pay for the running costs of the hubs?)
  - Resourcing the ongoing cost of significant staff and organisational development
  - Building and planning delays associated with capital development
  - Achieving sustainability for the ambitious day care targets
  - Recruitment delays of key staff
  - Delays in the development of the Children's Federation
  - Managing the impact of the Sure Start local programme tapers.

The city will project plan to minimise the risks.

## CONCLUSION

- 7.1.1 To conclude we believe that 'every child matters' and welcome the children's centre programme as a means of delivering the service changes identified by the green paper and building on our existing approach.

**Signature.....**  
**Nominated strategic officer**

**Signature**  
**Senior Responsible Officer PCT**

**Date.....**

**Date.....**

**P.C.T Representative**  
**(LA's should seek endorsement from relevant PCTs that have been involved in Children's centre planning)**

## Appendix A

Local Authority	Leicester City
Key contact (will be responsible for all queries from Sure Start Unit)	Mel Meggs
Minimum reach target by March 2006 from Sure Start Unit*	10,027
Indicative revenue funding allocation from Sure Start Unit*	1,993,773
Indicative capital funding allocation from Sure Start Unit*	4,519,850
Target number of pre school centre-based childcare places to be provided in the 20% most disadvantaged wards by March 2006*	670
Actual number of under 5 yrs centre-based childcare places you can provide in disadvantaged wards by March 2006.	670

### Planned spending profile

	2003/4	2004/5	2005/6	Total £
Revenue	37,000	978,386.5	978,386.5	1,993,773
Capital	0	1,129,962.5	3,389,887.5	4,519,850

### Number of children you plan to reach through children's centre services

2003/4	2004/5	2005/6	Total Number
1,000 (St Matthews and Saffron Lane)	7,200	4,217	12,417( out of ward count of 15,623)

### Total new day care places created (either in children centres or other settings)

2003/4	2004/5	2005/6	Total Number
0	0	670	670

## APPENDIX B

### **COMMISSIONING ARRANGEMENTS**

The city will be developing a structure on the basis of the existing sure start programmes, that is a local partnership board reporting to a city wide strategic partnership reporting to the children's federation

Each service provider within each network (including private and voluntary sector) will be expected to sign up to be part of the network. Signing up will be in the form of a 'working together' agreement which will commit all partners to deliver the range of core offer services as a minimum and to participating in the delivery of shared outcomes for children.

We are currently developing a monitoring tool that builds on a commitment audit that we have already conducted with the main agencies. The children's centre implementation team will be responsible for establishing monitoring arrangements that capture reach, core offer, integration and also outcome measures for children in the network area.

The city plans to roll out the multi-agency data base developed by two local sure start programmes in partnership with the I.R.T. (information sharing) programme across all of the networks to ensure data collection is achieved.

## **APPENDIX C**

### **SOCIAL INCLUSION STRATEGY**

Leicester city has a long history and substantial experience of delivering services to diverse communities. The Leicester children's strategic partnership is developing a preventative strategy which will address inclusion at its heart. The children's service networks will be expected to work to this strategy and have strong links to a range of other strategies that address the issue of social inclusion such as the cultural cohesion strategy. The networks will need to address some of the more complex issues the city faces when working with it's socially excluded children and families living in predominately white working class outer city estates. .

At a local level we will expect that each network will use the range of information available to them to understand the demographic make-up of their community. Each network will then be expected to ensure that they prioritise and plan inclusive services for all minority ethnic families and other either excluded or hard to reach groups. These services will be outcome driven and work to targets that ensure babies and young children from minority ethnic families flourish.

We will expect all networks to deliver the core offer but with differing models of delivery dependant on their communities requirements, (as with the local sure start programmes we will not take a one size fits all approach)

This approach will enable networks to develop culturally appropriate services within diverse communities.

The city mainstreaming programme has commissioned Leicester university to develop a culturally sensitive tool for assessing and treating post natal depression we would wish to see this tool applied in all network areas.

The city will monitor the level of take-up and reach of services to hard to reach groups using the multi-agency database so that network managers will receive quality data profiling who is using their services. This data will enable them to pick up trends and respond accordingly.

Each network will put in place arrangements to ensure that the local community is involved at all levels. We wish to see the equivalent of a sure start partnership develop in each non sure start areas. We will learn from the existing sure start programmes how best to achieve this and wish to see the sure start principle of community driven and professionally co-ordinated become a reality.

Each network will be developed using existing staff however when configuring network teams the programme will seek to ensure that the teams reflect the communities they serve. However where this is not possible at the outset we will endeavour to recruit new staff with this in mind. Sure start local programmes have had some success in recruiting local people through local advertisements, interview skills training and offering skill mixing and trainee posts, again we will learn from their experience to deliver diverse teams.

#### **Services to children with disabilities**

The midwifery and health visiting teams will provide a universal caseload ensuring that the network areas know who all their children are and are able to assess there needs.

Each network will be expected to identify their children with disabilities and ensure that all network services are available to them on an inclusive basis.

The cities occupational and physiotherapy services are keen to improve the interface between their service and the range of community based service providers and the children centre networks provide an opportunity to achieve this.

## **APPENDIX D**

### **CAPITAL STRATEGY**

It is proposed that the city takes a strategic approach towards its capital expenditure. The monies will be allocated across the network areas based on need. The emphasis will be to prioritise spend on areas that have not benefited from sure start capital and in a way that builds on the NNI programme.

Children's centre capital will be focused on refurbishing existing buildings to ensure they can act as a hub or spoke.



The monies will be prioritised to ensure that buildings are fit for purpose and facilitate the delivery of full day care to vulnerable children.

A number of potential sites have been identified to act as hub and spokes and the sites will be subject to further community consultation.

The sites range from existing family centres, neighbourhood centres, Sure Start centres and schools for hubs and spokes and a number of health facilities, neighbourhood nurseries, voluntary sector provision for further spokes.

The emphasis on refurbishment will support the intended completion date of 2006. We would find it difficult to deliver a new build programme within two years (based on local sure start programme experience) and believe a refurbishment programme increases our chances of achieving the target.

The children centres programme manager will be responsible for delivering on the capital strategy. A capital strategy group will be developed with partners from all agencies involved including

the city councils property and asset management department .

Each network manager will be responsible for managing the local implementation of the capital plans (as is consistent with sure start local programmes)