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# Foreword

Right across Government, with our different remits, we are all working together to improve the lives of children, young people and their families. We are determined to make a step-change in the quality, accessibility and coherence of services so that every child and young person is able to fulfil their full potential and those facing particular obstacles are supported to overcome them.

The Children Act 2004 provides the legislative foundation for whole-system reform to support this long-term and ambitious programme. It outlines new statutory duties and clarifies accountabilities for children's services. But legislation by itself is not enough: it needs to be part of a wider process of change.

*Every Child Matters: Change for Children* sets out the national framework for local change programmes to build services around the needs of children and young people so that we maximise opportunity and minimise risk. The services that reach every child and young person have a crucial role to play in shifting the focus from dealing with the consequences of difficulties in children's lives to preventing things from going wrong in the first place. The transformation that we need can only be delivered through local leaders working together in strong partnership with local communities on a programme of change. That is why this document sets out what action needs to be taken locally and how Government will work with and support Local Authorities and their partners.

In developing this programme over the past year we have worked closely together across Government and with our many key partners both nationally and locally. We want to maintain that process of dialogue as we implement our reforms and hope to see it reflected in local change programmes. We now need to translate our common vision and commitment to change into real delivery on the ground.

**The Ministers responsible for co-ordinating the delivery of services for children, young people and families**



Secretary of State for Education and Skills  
**Charles Clarke**



Secretary of State for Health  
**Dr John Reid**



Chancellor of the Duchy of Lancaster  
**Alan Milburn**



Chief Secretary to the Treasury  
**Paul Boateng**



Secretary of State for Work and Pensions  
**Alan Johnson**



Minister of State,  
Office of the Deputy Prime Minister  
**Nick Raynsford**



Minister of State,  
Office of the Deputy Prime Minister  
**The Lord Rooker**



Minister of State,  
Department for Environment, Food & Rural Affairs  
**Alun Michael**



Minister of State, Department of Trade & Industry  
**Jacqui Smith**



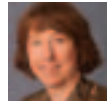
Minister for Children, Young People and Families  
**Margaret Hodge**



Parliamentary Under Secretary of State,  
Ministry of Defence  
**Ivor Caplin**



Parliamentary Under Secretary of State,  
Department for Education and Skills  
**The Lord Filkin CBE**



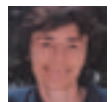
Parliamentary Under Secretary of State,  
Department for Constitutional Affairs  
**The Baroness Ashton of Upholland**



Parliamentary Under Secretary of State,  
Department of Health  
**Dr Stephen Ladyman**



Parliamentary Under Secretary of State,  
Home Office  
**Paul Goggins**



Parliamentary Under Secretary of State,  
Department for Culture, Media and Sport  
**Estelle Morris**

# 1 A shared national programme of change



## This section outlines the national framework for change which is underpinned by the Children Act 2004<sup>1</sup>

- 1.1** Children and young people have told us that five outcomes are key to well-being in childhood and later life – being healthy; staying safe; enjoying and achieving; making a positive contribution; and achieving economic well-being. Our ambition is to improve those outcomes for all children and to narrow the gap in outcomes between those who do well and those who do not.
- 1.2** *Every child matters* and *Every child matters: next steps*<sup>2</sup> recognised that the realisation of this ambition for improved outcomes required radical change in the whole system of children's services, including:
- the improvement and integration of universal services – in early years settings, schools and the health service;
  - more specialised help to promote opportunity, prevent problems and act early and effectively if and when problems arise;
  - the reconfiguration of services around the child and family in one place, for example, children's centres, extended schools and the bringing together of professionals in multi-disciplinary teams;
  - dedicated and enterprising leadership at all levels of the system;
  - the development of a shared sense of responsibility across agencies for safeguarding children and protecting them from harm; and
  - listening to children, young people and their families when assessing and planning service provision, as well as in face-to-face delivery.

1 This document applies to England only. A number of sections of the Children Act 2004 apply to Wales but the information in this document about the implementation of the Act is only about those sections which apply to England.

2 For references for these and other documents mentioned in the text, see enclosures E6 and E7.

## The Children Act 2004

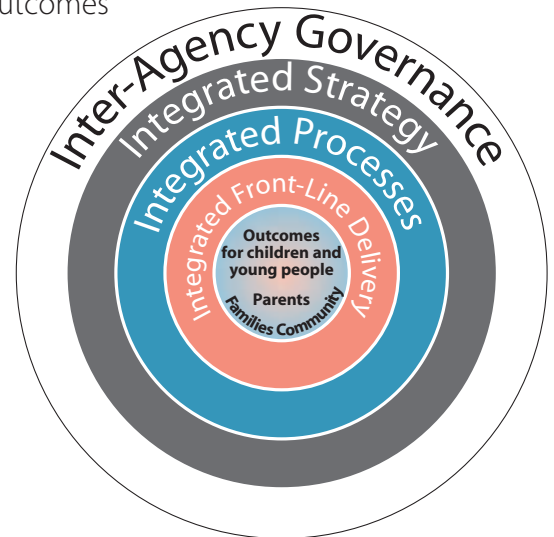
- 1.3** The Children Act 2004 secured Royal Assent on 15 November 2004. The Act is the legislative spine on which we want to build our reforms of children's services. It establishes for England:
- a Children's Commissioner to champion the views and interests of children and young people;
  - a duty on Local Authorities to make arrangements to promote co-operation between agencies and other appropriate bodies (such as voluntary and community organisations) in order to improve children's well-being (where well-being is defined by reference to the five outcomes), and a duty on key partners to take part in the co-operation arrangements;
  - a duty on key agencies to safeguard and promote the welfare of children;
  - a duty on Local Authorities to set up Local Safeguarding Children Boards and on key partners to take part;
  - provision for indexes or databases containing basic information about children and young people to enable better sharing of information;
  - a requirement for a single Children and Young People's Plan to be drawn up by each Local Authority;
  - a requirement on Local Authorities to appoint a Director of Children's Services and designate a Lead Member;
  - the creation of an integrated inspection framework and the conduct of Joint Area Reviews to assess local areas' progress in improving outcomes; and
  - provisions relating to foster care, private fostering and the education of children in care.
- 1.4** The provisions of the Children Act 2004 are summarised at enclosure E1, with details of requirements flowing from the Act and their timing at enclosures E2 and E3.

## Putting the focus on local change

- 1.5** The Children Act 2004 gives a clear focus and a new status to children's services but, in itself, it is not enough. Its implementation must be part of a wider process of change, focused on outcomes and taken forward by local change programmes in 150 Local Authority areas set within a national framework. The *National Service Framework for Children, Young People and Maternity Services* (NSF) is integral to this. It sets out a ten-year programme to stimulate long-term and sustained improvement in children's health and well-being. As it is implemented by Primary Care Trusts (PCTs), Local Authorities and other partners including other health organisations, it will contribute to the achievement of the five outcomes.

**1.6** Since the publication of *Every child matters*, we have talked with our partners about how to manage change most effectively, recognising that local leadership, dynamism and ownership are vital if change is to succeed. And there is an important balance to strike between national expectations and local discretion. Local Area Agreements (LAAs) (to be piloted in 2005–06) will help support a new approach for all children and young people. Much has been achieved already (see enclosure E5) but now is the time to bring together into a shared programme of change all the ways in which we are working towards improved outcomes for children and young people.

**1.7** Improved outcomes for all children and young people depend on the action taken in the 150 local change programmes. This will be driven by an analysis of local priorities, and secured through more integrated front-line delivery, processes, strategy and governance. This model of whole-system change, the children's trust in action, is shown in Figure 1. More detail is provided in Section 3 and in the forthcoming guidance on local co-operation arrangements (see enclosure E6).

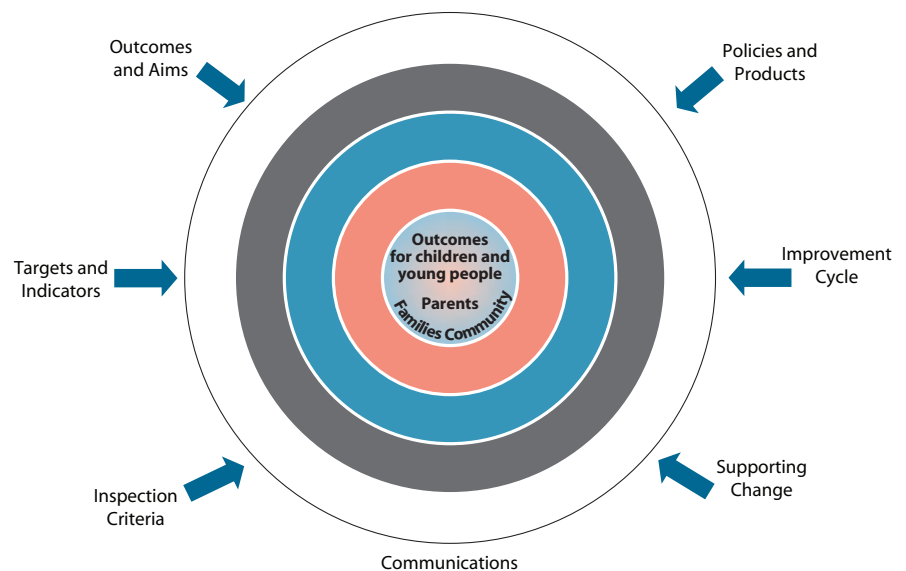


**Figure 1 – The children's trust in action**

## A national framework for change

**1.8** Local change programmes will be stronger if set within a supportive national framework. Key elements are highlighted in Figure 2. The framework is designed to:

- put clearly defined outcomes at the heart of the process;
- clarify what we all want to achieve, locally and nationally;
- show how the outcomes map against Public Service Agreement (PSA) targets and local performance indicators, aligning these with the criteria for local assessment and inspection in an Outcomes Framework for children's services (described in Section 2);
- provide a means of implementing the *National Service Framework for Children, Young People*



**Figure 2 – National framework for local change**

*and Maternity Services* and children's aspects of the Public Health White Paper – *Choosing Health: making healthy choices easier*;

- prioritise national action to support change in practice and service delivery;
- ensure that change will be promoted through an improvement cycle, based on the Outcomes Framework, which helps local partnerships assess their progress and set new ambitions;
- support change through dialogue and joint working between national and local government, promoting learning across local change programmes; and
- ensure effective communications.

**1.9** The Government wants to work with partners within this framework, developing it as change takes shape. The statutory and voluntary and community sectors have a vital role to play. Voluntary and community organisations are not only major providers of services for children, young people and families, but have significant expertise to offer in developing strategy and planning services. We are publishing in parallel a strategy for working with the voluntary and community sectors, *Working with voluntary and community organisations to deliver change for children and young people*.

**1.10** We recognise that everyone delivering services for children and young people has an important role to play in working towards the five outcomes. This includes those working in childcare settings, schools, health services, social care, youth services, the police and criminal justice system and culture, sports and play organisations.

**1.11** This document describes the key aspects of our reform agenda. We will also be publishing four specific documents for those working in social care, the criminal justice system, health services and schools. The document for health services will include details of how to implement the *National Service Framework for Children, Young People and Maternity Services* and key messages from the Public Health White Paper.



## 2 Working towards better outcomes



**This section explains how a clear focus on improving outcomes for children and young people forms the basis of the Every Child Matters: Change for Children programme**

- 2.1** The five outcomes for children and young people are given legal force in the Children Act 2004, as the components of well-being and the purpose of co-operation between agencies. They are central to the programme of change.
- 2.2** The outcomes are inter-dependent. They show the important relationship between educational achievement and well-being. Children and young people learn and thrive when they are healthy, safeguarded from harm and engaged. The evidence shows clearly that educational achievement is the most effective way to improve outcomes for poor children and break cycles of deprivation.
- 2.3** In the debate since *Every child matters* was published, the emphasis on outcomes has helped all concerned, whatever their professional background, to focus on how services can better be brought together around the child, young person and family. But if the outcomes are to be really effective in driving change, it is important to be clear what they mean in practice and how progress towards them will be measured. We have developed an Outcomes Framework (see enclosure E4) to act as a basis for agreeing local priorities and planning local change. Section 4 explains the practical support we are offering local areas and the way in which we will monitor progress.

## The Outcomes Framework

### Outcomes and Aims

- 2.4** The Government has worked with partners from the statutory and voluntary and community sectors to define what the five outcomes mean. We have identified 25 specific aims for children and young people and the support needed from parents, carers and families in order to achieve those aims (see Box 1).

**Box 1: What the outcomes mean****Be healthy**

Physically healthy  
 Mentally and emotionally healthy  
 Sexually healthy  
 Healthy lifestyles  
 Choose not to take illegal drugs  
*Parents, carers and families promote healthy choices*

**Stay safe**

Safe from maltreatment, neglect, violence and sexual exploitation  
 Safe from accidental injury and death  
 Safe from bullying and discrimination  
 Safe from crime and anti-social behaviour in and out of school  
 Have security, stability and are cared for  
*Parents, carers and families provide safe homes and stability*

**Enjoy and achieve**

Ready for school  
 Attend and enjoy school  
 Achieve stretching national educational standards at primary school  
 Achieve personal and social development and enjoy recreation  
 Achieve stretching national educational standards at secondary school  
*Parents, carers and families support learning*

**Make a positive contribution**

Engage in decision-making and support the community and environment  
 Engage in law-abiding and positive behaviour in and out of school  
 Develop positive relationships and choose not to bully and discriminate  
 Develop self-confidence and successfully deal with significant life changes and challenges  
 Develop enterprising behaviour  
*Parents, carers and families promote positive behaviour*

**Achieve economic well-being**

Engage in further education, employment or training on leaving school  
 Ready for employment  
 Live in decent homes and sustainable communities  
 Access to transport and material goods  
 Live in households free from low income  
*Parents, carers and families are supported to be economically active*

- 2.5** The draft *Framework for Inspection of Children's Services* (see enclosure E6), on which the Inspectorates will shortly be consulting, has been structured around these outcomes and aims. In the light of this consultation we will consider whether any further changes to the aims are needed.

### **Priority national targets and other indicators**

- 2.6** Alongside the outcomes and aims we have set out important measures of progress. These show Public Service Agreement (PSA) targets across Government that are relevant to children and young people and have been agreed during the 2004 Spending Review. We have added other key indicators of progress for completeness.

### **Inspection criteria**

- 2.7** Local children's services will be held accountable for delivering improved outcomes through inspection arrangements. The inspection criteria have been developed with reference to the National Service Framework (NSF) and partners will want to consider the NSF as part of their planning. Inspection criteria and indicators will be used to judge the performance of the Local Authority's children's services and the performance of their partners, such as PCTs, and will feed into the Local Authority's Comprehensive Performance Assessment (CPA).

### **Common dataset for children's services**

- 2.8** There will be a common dataset underpinning the Outcomes Framework to measure progress towards the outcomes. The dataset will be based on existing data held centrally across Government and by the Inspectorates.

## **Using the Framework**

- 2.9** The Government will use this Outcomes Framework to support policy development, to work with local partners to prioritise the delivery of the PSA targets and to monitor progress.
- 2.10** The Government encourages Local Authorities and their partners to use the Outcomes Framework to carry out a thorough needs analysis as the starting point for planning a local change programme.
- 2.11** The common dataset for children's services will support this process. The Inspectorates will provide each Local Authority area with details of their own performance against the common dataset. This will enable Local Authorities and their partners to assess their current performance against the outcomes, to set trajectories for future performance and to monitor progress. The Inspectorates will also benchmark local performance against national averages and against statistically comparable areas to support local progress. The Government will use this benchmarking to identify good practice for sharing with others.

- 2.12** The results of the needs analysis should allow Local Authorities and their partners to establish and agree their vision to improve outcomes for children and young people, to set priorities for action and to agree local targets. This vision will form the basis of the Children and Young People's Plan (CYPP), and inform the development of Local Area Agreements where these are being negotiated (more details are given in Sections 3 and 4).
- 2.13** Some local areas have already developed successful outcomes-based approaches. For example, Portsmouth have agreed locally a shared set of outcomes known as the 'Portsmouth Eight'. They are now working to align these with the aims in the Outcomes Framework and the underlying common dataset, whilst continuing to reflect local priorities (Box 2).

### Box 2: Portsmouth's outcomes-based approach

Portsmouth have been developing an outcomes-based approach for over two years. Their aim was to unite partner agencies and the community around a shared set of outcomes to improve the well-being of ALL children in the city.

They consulted over 2,000 people to agree what are now called the 'Portsmouth Eight'. This has created a shared belief that children should grow up:

1. having the right to an active say in their development
2. healthy
3. emotionally secure and confident
4. having succeeded as far as they can at school
5. having facilities and opportunities to play safely
6. having stayed out of trouble
7. living in a safe place
8. having the opportunity to succeed in achieving their dreams.

These have been embedded in the local Children and Young People's Strategic Partnership and in planning documents, including joint commissioning work. The children's trust local pilot is actively taking this work forward.

Portsmouth are measuring progress by monitoring around 40 performance indicators and producing regular city-wide and community level 'Report Cards' – graphs that indicate if trends are moving in the right direction. These Report Cards are now being used at strategic and community levels to engage professionals and residents in coming up with ideas to address particular issues. For example, one community group looked at the data for their area and chose to focus energy and resource on combatting bullying in order to reduce incidents.

The sense of local ownership of the 'Portsmouth Eight' means that Portsmouth will continue to promote them locally. However, they have already undertaken extensive work to map the performance indicators with those under development to underpin the five outcomes. That way Portsmouth will be able to achieve a healthy balance between local ownership and national accountability through the new *Framework for Inspection of Children's Services*.

## 3 Integrated services and local change

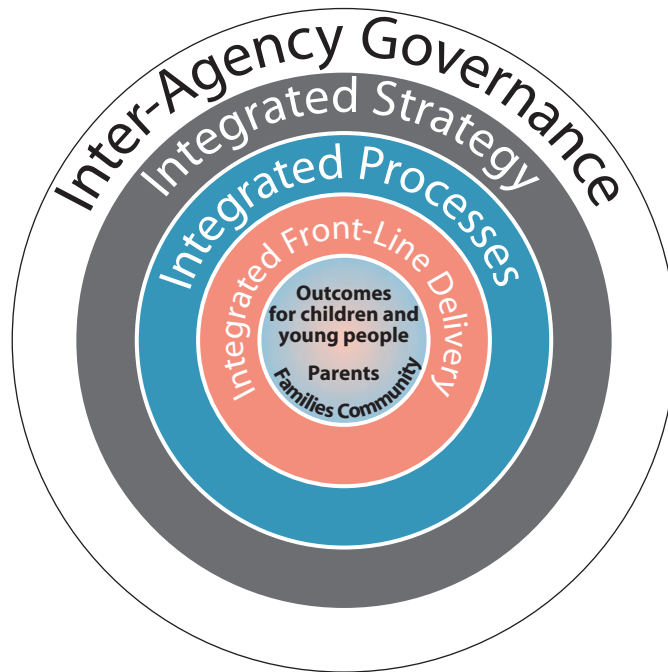


**This section describes the whole-system change needed to support more effective and integrated services, which will:**

- **secure a shift from intervention to prevention; and**
- **meet the needs of the most vulnerable**

- 3.1** Consultation on *Every child matters* has endorsed the view that better outcomes will be secured by services working together more effectively on the front line to meet the needs of children, young people and their families. Effective integrated practice is already in place in many areas, for example Sure Start, Youth Offending Teams (YOT) and Drug Action Teams (DAT).
- 3.2** The Children Act 2004 gives a particular leadership role to Local Authorities in setting up the arrangements to secure co-operation among local partners, such as PCTs and YOTs. The duty to co-operate, embedded in children's trust arrangements, operates not just at the strategic level but also at the front line. Co-operative arrangements need to involve among others, schools, GPs, culture, sports and play organisations and the voluntary and community sector. All organisations need to listen and be responsive to the diverse needs of children, young people and their families and to recognise that safeguarding children and young people from harm must be everyone's business.
- 3.3** Children's trust arrangements will have four essential components:
- professionals enabled and encouraged to work together in more integrated front-line services, built around the needs of children and young people;
  - common processes which are designed to create and underpin joint working;
  - a planning and commissioning framework which brings together agencies' planning, supported as appropriate by the pooling of resources, and ensures key priorities are identified and addressed; and
  - strong inter-agency governance arrangements, in which shared ownership is coupled with clear accountability.

This model of whole-system change, the children's trust in action, is shown in Figure 3.



**Figure 3 – The children's trust in action**

## Integrated front-line delivery

**3.4** More integrated children's services will mean 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 less stigma as a result of closer links between these targeted services and universal services.

Parents and carers from whatever background will:

- have more and better information, advice and support; and
- have access to targeted support when needed.

This re-shaping will require personalised and high quality, integrated universal services, which give easy access to effective and targeted specialist services. These will be delivered by a skilled and effective workforce. This section sets out how services should be reshaped.

## Personalised and high quality, integrated universal services

- 3.5** *Every child matters*, the *DfES Five Year Strategy for Children and Learners* and the *National Service Framework for Children, Young People and Maternity Services* have set out our vision and more detail will be provided in the Government's forthcoming ten year strategy for early years and childcare and in the Green Paper on youth.
- 3.6** **Early years and childcare** provision gives a good start to young children's development as well as appropriate support to their parents. The Government has made significant progress in giving a good start to families with very young children through Sure Start local programmes and children's centres, combining health and family support with early education and childcare. We have announced a further investment of £769 million to expand these programmes. The Government's ten year strategy for early years and childcare will offer detailed proposals for wider choices of childcare and more integrated services for young children, as well as childcare and family support services based in schools for older children. Community participation has been a key to the success of current provision and will be critical to the success of future arrangements.
- 3.7** **Schools** already support children's wider well-being. They increasingly take a personalised approach to pupils' learning to help them reach the highest possible standards. They ensure that pupils attend school and behave responsibly and thoughtfully. They engage parents and carers as partners in children's learning. Many offer a wide range of activities, from sporting and cultural activities (see Box 3) to childcare. They have a formal duty under Section 175 of the Education Act 2002 to safeguard pupils and promote their welfare and the Government has recently issued guidance to schools to support them as they put this into practice. We will recognise this support by amending the criteria for school inspection through the forthcoming Education Bill to include schools' support for well-being in terms of the five outcomes.
- 3.8** The Government expects Local Authorities and children's trusts to engage with schools and other providers to ensure that all children in their local area are being effectively supported. Schools and headteachers will be key strategic partners in shaping the pattern of local services. Schools may want to develop their role in delivering services through Foundation Partnerships and other clustering arrangements. A new prospectus on extended schools will set out our vision for schools, and we will encourage schools to work in partnership with others across the private, voluntary and community sectors to offer childcare and to provide other activities and support for children and parents, including access to specialist services on school sites.
- 3.9** The Government is committed to ensuring more young people stay on in education and training until they are 19. A new Green Paper on youth to be published early next year will set out proposals for a new offer for young people. The aim is to make sure that young people are supported to realise their potential and develop positively through their teenage years. We want to provide a wider range of opportunities for young people and we want to ensure appropriate and timely support for young people with additional needs. This will include better advice and guidance, more tailored to the needs of the young person and relevant to today's world. Our strategy to reduce rates of teenage pregnancy is beginning to show encouraging results, with the

latest figures (2002) showing a decline in conception rates of 8.6% for under-18s and 11.2% for under-16s since 1998.

- 3.10** Through the Every Child Matters: Change for Children programme, health services will deliver increasingly high standards of personalised care in line with the standards and expectations of the National Service Framework. They will provide better information about, access to and choice of health care and advice to help prevent ill health and disease. Health services, working together with other children's services, will also encourage and promote healthier lifestyles for children and young people in accordance with the proposals set out in the Public Health White Paper – *Choosing Health: making healthy choices easier*. The proposals include the development of personal health plans for children and young people and will help to identify children at risk of obesity and other negative health outcomes. *The Chief Nursing Officer's Review of the Nursing, Midwifery and Health Visiting Contribution to Vulnerable Children and Young People* represents another important contribution to improving outcomes for children.

### Effective targeted and specialist services

- 3.11** High quality, more integrated universal services will work together with targeted and specialist services for children with additional needs, such as those with disabilities, those whose parents have mental health problems or those who need to be protected from harm.
- 3.12** These children and young people will need:
- high quality multi-agency assessment;
  - a wide range of specialist services available close to home; and
  - effective case management by a lead professional working as part of a multi-disciplinary team.
- 3.13** For example, for children with health needs or particular medical conditions the National Service Framework shows how services working better together should meet these needs by using 'exemplars' to describe a child's journey through the system and the impact of a range of interventions.

### Box 3: Creative Partnerships – Birmingham

Birmingham Royal Ballet worked in partnership with six schools, over a period of 14 months, to provide an unprecedented opportunity for pupils, parents and teachers to be involved in the creative process used to develop an artistic performance. They ran workshops which explored the idea of telling a tale of a journey. The aim of the exercise was to foster a shared cluster identity amongst the six schools and their wider community. Using the different cultural backgrounds and experiences of the participants as a starting point for the work, the artists worked with the pupils (aged 4-19), teachers and parents to develop ideas, which then provided the creative inspiration for a dance performance piece. These ideas were explored through a range of dance forms and pupils were given access to world-class composers, choreographers, costume and set departments. The final performances took place at the Birmingham Hippodrome, accompanied by the Birmingham Royal Ballet orchestra.



- 3.14** For children looked after by Local Authorities, the Children Act 2004 lays a particular duty on Local Authorities to promote their educational achievement. This builds on Government commitments in the Social Exclusion Unit report *A better education for children in care* which highlights specific areas of action for central and local government to improve life chances for children in care. We will consult on guidance on how to deliver the new duty.
- 3.15** We also want to build on the achievements of the Quality Protects programme (see enclosure E5) to improve the life chances of looked after children in order to:
- focus on providing stable placements for children and young people and better support for adoption in order to encourage more people to adopt and increase the likelihood of adoption succeeding;
  - support foster carers and enhance their number, status and quality, through improved training programmes and a new helpline providing impartial advice and support which will be established in January 2005;
  - consult with Local Authorities and stakeholders to review payment systems for foster carers in order to increase transparency and consistency across the country and to ensure that the minimum cost of caring for a looked after child is met; and
  - introduce a national award scheme to highlight the work of anyone who has made a positive impact on a looked after child's life.
- 3.16** The Children Act 2004 also strengthens the existing notification system for privately fostered children (children cared for by someone who is not a parent or close relative by an arrangement made by the parent). The new measures, along with new National Minimum Standards for private fostering (which we will consult on early next year) will provide additional safeguards for this group of children.
- 3.17** Where young people get into trouble with the law, the youth justice system operates alongside the mainstream services. Its main purpose is to reduce offending and it focuses on the factors which underlie offending behaviour. Substance misuse is a particular issue in relation to youth offending as well as truancy, exclusion from school and family problems. Early identification of substance misuse and early intervention will contribute to improving outcomes (see Box 4). The Government, through the *Updated Drug Strategy 2002*, has set out how it aims to achieve this goal. We will be setting out early next year details of how Drug Action Teams can work as part of local partnerships to improve identification and support effective intervention.

#### **Box 4: Support for young people at risk of substance misuse**

##### **r u – ok? Brighton and Hove**

r u – ok? is a multi-agency substance misuse service formed of substance misuse workers, Child and Adolescent Psychiatrists, Connexions, education and YOT staff working to meet the needs of young people aged 10-18 years and their families. The service was jointly commissioned as part of the local delivery of the National Drug Strategy and managed by the Local Authority. A local substance misuse screening tool is helping children and young people's services to work together locally with substance misuse services.

## A skilled and effective workforce

- 3.18** Delivering more integrated services requires new ways of working and significant culture change for staff used to working within narrower professional and service-based boundaries. Easy and effective communication across current organisational and professional boundaries is a strong foundation for co-operation. One way to support that is the co-location of managers and front-line staff from different services working together in multi-disciplinary teams, for example in a children's centre or an extended school. In such models day-to-day contact will reinforce co-operation. Where co-location is not practicable, managers from different services should look to organise 'virtual team' working, bringing together both processes and staff development to ensure a more coherent experience for the child and family.
- 3.19** Multi-disciplinary working helps to ensure that children, young people and their families are given swift and simple access to the complementary skills of a wide range of people working together. It is not about losing the benefit of individual specialisms, although joint working may lead to some remodelling of roles. Multi-disciplinary teams can also secure well-focused access to more specialised support when that is necessary.
- 3.20** For the child, young person or family needing a range of support, a lead professional can act as a first point of contact and ensure that the child and family experience a joined-up set of services.
- 3.21** To work effectively on an inter-agency basis professional and support staff need both a strong commitment to flexible working and appropriate clinical or professional supervision to support continuous improvement in the delivery of specialist interventions. Lines of accountability need to be clear, and to support staff development as well as integrated working. Multi-disciplinary teams will need to ensure effective day-to-day leadership as well as professional supervision and guidance.
- 3.22** The DfES will produce with partners, in April 2005, web-based guidance on the role of lead professionals and some best practice examples of inter-agency and multi-disciplinary working.
- 3.23** Local leaders will want to give a strong focus to effective, more integrated workforce planning and development as part of their response to identified local needs. Staff training and development to promote the culture change required for effective multi-disciplinary working is vital. Many local areas have started their reform programmes with joint development events bringing together people from different services. While staff will continue to receive the necessary training and development to improve their professional practice, training will need to address the specific challenges which multi-disciplinary working poses for different professionals.
- 3.24** We will ensure that National Occupational Standards and qualifications are reviewed, to reflect the needs of the reform programme. We will introduce a Common Core of Skills and Knowledge, so that all those in the children's workforce – across the public, private, voluntary and community sectors – can share language and an understanding of issues, and be supported in working more closely together.

- 3.25** The new Children's Workforce Development Council will play a key role in supporting local services in workforce planning and workforce development. The Council has been established in shadow form since summer 2004 and will become fully operational from spring 2005 as part of the wider alliance of councils forming the new Sector Skills Council for Social Care, Children and Young People (announced in *Every child matters: next steps*).
- 3.26** One key challenge is to attract and keep more skilled, motivated people in the children's workforce. We are looking at how we can work nationally to support the 150 local change programmes. Greater flexibility in career pathways will play an important role. A climbing frame of recognised standards and accredited qualifications is under development. The initial focus will be on recruiting and retaining more foster carers, social workers and early years and childcare workers.
- 3.27** It is important that children, young people and families can have complete trust in those working with them. In response to the *Bichard Inquiry Report*, the Government is designing a scheme that will minimise the risk of unsuitable or dangerous adults gaining access to children through working in child-related employment.
- 3.28** We know that our reform programme will only deliver if we ensure a sufficient, well-qualified, motivated and valued workforce working with children. The Pay and Workforce Strategy (to be published early in 2005) will set out in more detail the action being taken nationally to help shape and deliver the workforce of the future. It will also describe the action needed locally to develop and sustain a workforce that will support more effectively the delivery of improved outcomes for children and young people.

## Integrated processes

- 3.29** The effectiveness of people working at the front line, and their ability to work in a more integrated and outcome-focused way, is affected by the practical administrative processes that have been developed over time in very different contexts. A joint DfES and Cabinet Office 'Making a Difference' project was launched in March 2004 with the aim of reducing unnecessary bureaucratic burdens on front-line staff. The project report, with specific actions to be taken forward both locally and nationally, will be published early in 2005. Common processes should help promote better co-operation and integration between universal services such as schools, GP practices, early years settings, youth services and colleges, and specialist support services, and across organisations in different sectors.

## Common Assessment Framework

- 3.30** In consultation with practitioners and national representative bodies we are developing a Common Assessment Framework (CAF). This will provide a national, common process for early assessment to identify more accurately and speedily the additional needs of children and young people.

**3.31** The CAF aims to provide an easy-to-use assessment of all the child's individual, family and community needs, which can be built up over time and, with consent, shared between practitioners (see Box 5). It will:

- improve the quality of referrals between agencies by making them more evidence-based;
- help embed a common language about the needs of children and young people;
- promote the appropriate sharing of information; and
- reduce the number and duration of different assessment processes which children and young people need to undergo.

**3.32** Following a consultation exercise on the CAF we are now working with practitioners and partners to produce the Framework, and guidance for its use and an implementation plan, to be published in March 2005. In 2005–06, all Local Authorities and their local partners should be preparing for their implementation of the CAF in their areas by 2008.

### **Box 5: Telford and Wrekin, Shropshire ISA trailblazer – Early intervention**

#### **Before co-ordinated early intervention**

M had been receiving help at nursery school from the Behaviour Support Service due to his aggressive behaviour. However, over the summer his behaviour worsened and his mother was concerned that the transition to reception class meant he would not get the same level of support. She contacted the Information Sharing and Assessment co-ordinator, who agreed to liaise with other agencies. A check on the data held for M revealed incomplete records, particularly of mental health issues; M's Health Visitor confirmed concerns about his sleep routines and an outstanding referral for speech therapy, while the school revealed concerns about M and his mother's difficulties.

#### **After co-ordinated early intervention**

The school undertook a Common Assessment with M's mother and from that planned how services could come together to form a 'team around the child', including an Education Welfare Assistant, a Health Visitor and a teacher. As a result, the Education Welfare Assistant worked with M at home and at school; a re-referral for speech therapy was made; and the Health Visitor continued to offer support to his mother, suggesting strategies for dealing with his behaviour. M's class teacher acted as the first point of contact for the family and information was shared on request with the other specialists about M's vulnerabilities and his behavioural difficulties. Due to this integrated approach to identifying and addressing the causes of M's behaviour, M's family now feels they are receiving co-ordinated support that meets his needs. His re-referral for speech therapy was prioritised due to his needs being set within a broader context of his educational and social development, and the team continues to work with M and his family to achieve more improvement.

## Information sharing

- 3.33** In parallel with the CAF, Local Authorities and their local partners are already working to improve practice in the sharing of information between practitioners in children's services. The Children Act 2004 includes duties to co-operate to improve well-being and to safeguard and promote the welfare of children and young people. The statutory guidance relating to these duties will underline the importance of effective information sharing arrangements.
- 3.34** Drawing on the experience of Local Authorities, and particularly the 15 Local Authorities working in ten Trailblazer groupings, we will be working across Government to produce clear guidance for all children's services practitioners on information sharing covering health, education, social care and youth offending (to be published by September 2005).
- 3.35** The Government has taken powers through the Children Act 2004 to require the establishment to national standards of database or index systems to enable practitioners accurately to identify the child or young person; to identify which other practitioners are also involved with that child or young person; and to indicate to other practitioners whether they have a concern about a child or young person. Ministers have now approved proposals to move to the design stage for a network of local indexes.
- 3.36** The design will ensure that information follows the child or young person across local boundaries. This will be facilitated by a Unique Identifying Number, the source of which will be determined following the completion of rigorous analysis of options against the criteria of operational effectiveness, public acceptability and cost. The Government will announce the timescale for implementation of the index approach in autumn 2005, subject to approval of a business case and identification of the necessary resources. There will be further evaluation of the impact of indexes in the ISA Trailblazer areas which have established them, and continued support for such Trailblazers during 2005–06.

## Integrated strategy

### Local leadership

- 3.37** The Children Act 2004 gives the Local Authority the leadership role in making arrangements to bring together local partners. The Act requires all authorities to appoint a Director of Children's Services, and also to designate a Lead Member for Children's Services, with responsibility for all relevant functions – including the arrangements to secure co-operation and establish Local Safeguarding Children Boards. A survey carried out by the Improvement and Development Agency (IDeA) suggests that 60% of Local Authorities expect to have a Director in place within a year.
- 3.38** The Director and Lead Member will play a key leadership role in bringing together local partners, both statutory and non-statutory, across the full range of local services. They will also play key roles in driving reform, and the Lead Member is expected to take a particular role in safeguarding, working with the Local Safeguarding Children Board. The Government is currently consulting on guidance on the role of both Directors and Lead Members.

## Needs analysis and planning

- 3.39** Local partners will want to focus their energy and resources on meeting the most urgent and important needs for children and young people in their area, balancing local and national priorities. They will want to come together through children's trust arrangements, using the aims set out in the Outcomes Framework, to:
- look at the current pattern of outcomes for children and young people in their area, and recent trends, against national and relevant local comparators. For example, teenage conception rates, youth offending rates and substance misuse rates;
  - look within the overall picture at outcomes for particular groups of young people, for example those from minority ethnic groups, those with disabilities, or who are lesbian, gay, bisexual or transgender;
  - use all this data, and draw on the views of children, young people and their families, local communities, and front-line staff, to develop an overall, integrated needs analysis;
  - agree on the nature and scale of the local challenge, identify the resources available, and set priorities for action;
  - plan the pattern of service most likely to secure priority outcomes, considering carefully how fast resources can be shifted into prevention and early intervention;
  - decide together how best to purchase or provide (i.e. commission) services from statutory, voluntary or private providers, including drawing in alternative providers to widen options and increase efficiency;
  - increasingly plan to jointly commission from pooled budgets and pooled resources;
  - plan for the workforce development and other changes in local processes and ways of working necessary to support delivery of their local change programme; and
  - monitor and review services to ensure they are working to deliver the ambitions set out for them.
- 3.40** The conclusions from this analysis will form the heart of the Children and Young People's Plan, which will replace a number of existing statutory plans. Local Authorities will need to have their plan in place by April 2006 (this will be voluntary for those categorised as excellent in CPA terms), but many areas are already starting on the essential underpinning processes. In particular, sharing data on the outcomes and developing an integrated needs analysis can be a very good focus for initial work among the wide group of local partners from both statutory and voluntary sectors, leading to better joint working at many levels.
- 3.41** The Children and Young People's Plan is required by the Children Act 2004 to cover local authority services for children, young people and their families and carers. However, the practical involvement of all local partners is essential, and children's trust arrangements will need to ensure that the planning process involves health services, youth justice, private and voluntary and community organisations, and other local partners, such as culture, sports and play organisations. The Children and Young People's Plan will be aligned with other local strategic plans including the local delivery plan produced by Primary Care Trusts and the Youth Justice Plan.

**3.42** The assessment underpinning the plan will also inform the development of Local Area Agreements (LAAs) to be piloted in 21 areas next year. LAAs will adopt a negotiated approach to achieve a balance between national and local priorities. Children and young people will be one of the themes of LAAs, alongside themes including healthier communities and safer and stronger communities.

### **Joint commissioning and budget pooling**

- 3.43** Joint commissioning – working across agency boundaries to identify needs, specify service requirements, decide whether to purchase or provide the services and then procure or deliver them – is a complex process. There are some well developed examples in specific areas, such as children with disabilities, and much expertise in health and adult social care on which to build. Effective commissioning can secure much better use of available resources. It can lead to a much more sensitive, relevant and effective response to children’s needs. Partners will wish to develop appropriate joint commissioning, with a focus on effectiveness in improving outcomes and in releasing funding which can be reinvested in further services.
- 3.44** There is a wealth of guidance on commissioning available for specific sectors, including the Audit Commission *Making Ends Meet – A Website for Managing the Money in Social Services*; the Choice Protects *Commissioning Checklist*; the *NHS Direct Commissioning Framework April 2004–05*; *Commissioning Alternative Provision (The Role of the LEA)* and the Office of the Deputy Prime Minister’s *National Procurement Strategy* (see enclosure E7 for more information on all of these publications). Early in the New Year the Every Child Matters website ([www.everychildmatters.gov.uk](http://www.everychildmatters.gov.uk)) will make available the output from a children’s trust pathfinder seminar on joint commissioning of children’s services. Guidance accompanying the regulations on the Children and Young People’s Plan will also go out for consultation early in the New Year. The specific Every Child Matters: Change for Children document for the health services will contain a section on commissioning, which will include joint planning and commissioning by PCTs and Local Authorities. The Government is considering with partners what further guidance would be helpful. Further learning from the experience of the children’s trust pathfinders will be made available via the Every Child Matters website between January and April 2005.
- 3.45** Pooled budgets can make commissioning simpler and provide stability for longer-term commissioning decisions. The Children Act 2004 gives all statutory partners wide powers to pool their budgets in pursuit of improved outcomes for children, where these are not covered by existing arrangements. Similar arrangements are already in place for health and Local Authority partners to work together under the Health Act 1999. Robust administrative and governance arrangements will be essential to help give partners the confidence to take this forward, where pooling of resources is agreed locally as a basis for improving particular outcomes.

## Inter-agency governance

**3.46** Local partners remain responsible for discharging their statutory responsibilities and arrangements made to integrate services will need to take account of this. Mutual trust and confidence is essential to developing effective and practical local partnerships which can deliver real changes, and secure genuinely integrated working. Particular arrangements or structures are a matter for local determination.

**3.47** Key elements of inter-agency governance arrangements will be:

- effective leadership by the Local Authority;
- full engagement of all key partners;
- clear accountabilities;
- relationships built on trust, a shared vision and a determination to improve outcomes; and
- engagement of senior representatives of all key partner organisations to give shared strategic leadership and direction and drive through change.

**3.48** These elements will be particularly relevant for every local area as they work towards establishing a Local Safeguarding Children Board (LSCB) (by April 2006 – see enclosure E3). LSCBs will co-ordinate and monitor member agencies' efforts to safeguard and promote the welfare of children, set policy and procedures, and establish local screening teams who will analyse the data with the aim of reducing local childhood death or injury. They will ensure proper investigation of child deaths so that similar future deaths can be prevented if possible.

**3.49** We will make available learning and research on inter-agency governance and accountability developed through the children's trust pathfinders via the website [www.everychildmatters.gov.uk](http://www.everychildmatters.gov.uk) by April 2005.



## 4 Support for local change



**This section explains the role of Government in:**

- **supporting local change; and**
- **monitoring progress**

### **Support and advice on change**

- 4.1** The Government is committed to working with Local Authorities, Primary Care Trusts (PCTs) and other partners to support local change programmes.
- 4.2** Ten Regional Change Advisers have been appointed jointly by the DfES and the Department of Health. They are based in the Government Offices (GOs) and are working with the DfES strategic education advisers and the Commission for Social Care Inspection (CSCI) Business Relationship Managers to support local areas in planning and implementing their local change programmes.
- 4.3** GOs have a key role to play in helping local partners to achieve the aims of *Every Child Matters: Change for Children*. The DfES is committed to bringing together and integrating into GOs the full range of children's and youth work, currently carried out in the regional tier, under new lead Directors of Children and Learners. This includes the integration of streamlined regional advisory teams. It will take time to put in place the most effective practical arrangements, but we intend from the outset that advisers will work together with GOs as they discuss priorities for improvement and change with local areas. In pilot areas this will be built into Local Area Agreements.

### **Leadership support and development including sharing emerging practice**

- 4.4** We have been working closely with a wide range of national partners (see Box 6) to define and develop support for new and potential strategic leaders across all sectors. This includes training and development opportunities, and also arrangements for quick and easy access to emerging models of effective practice.

- 4.5** A network is already in place to support current Directors of Children's Services, so that they can share their experiences of the challenge of moving into a leadership role covering a wide range of local authority services, various professional disciplines and many other local agencies. We want to help them to work together to develop and give effect to this emerging role.
- 4.6** To ensure that the next generation of Directors is well prepared in advance for leading integrated children's services, we will also be putting in place development opportunities for those who aspire to be Directors of Children's Services. These will be delivered in partnership with established providers in the health, education and social services sectors, working with the Office of the Deputy Prime Minister (ODPM) and the Local Government Association (LGA) through their capacity building programme.
- 4.7** To ensure that support is also available for Lead Members, who will face similar new challenges and wide responsibilities, we are working with the IDeA on their new training modules for elected members. 120 Lead Members are already committed to participating in the new 'Making Children Matter' modules by March 2005.
- 4.8** Regional Change Advisers will also be directing support to local strategic leaders through tailored activity for the local, cross-agency senior leadership team. This will include working with local areas to pilot workshops that will establish the effectiveness of different models of integration against simulated risks and peer review activities engaging local community leaders.
- 4.9** Working in partnership across Government with GOs and other key national stakeholders (see Box 6) we plan to run a conference for Chief Executives of Local Authorities, PCTs and Strategic Health Authorities (SHAs) as well as voluntary and community sector representatives and senior police officers in spring 2005. This will be supported by a series of practical regional events to share and disseminate good practice on each element of children's trust arrangements. It will also provide an opportunity to discuss the emerging guidance and toolkits.
- 4.10** The DfES will ensure that a range of emerging practice is available across the Every Child Matters: Change for Children programme to support local areas. We will work with partners to generate examples of emerging practice by March 2005. These will focus on filling identified gaps in practice and the development of whole-system case studies. Following the regional events, we will build on existing networks to ensure effective dissemination of examples of practice.

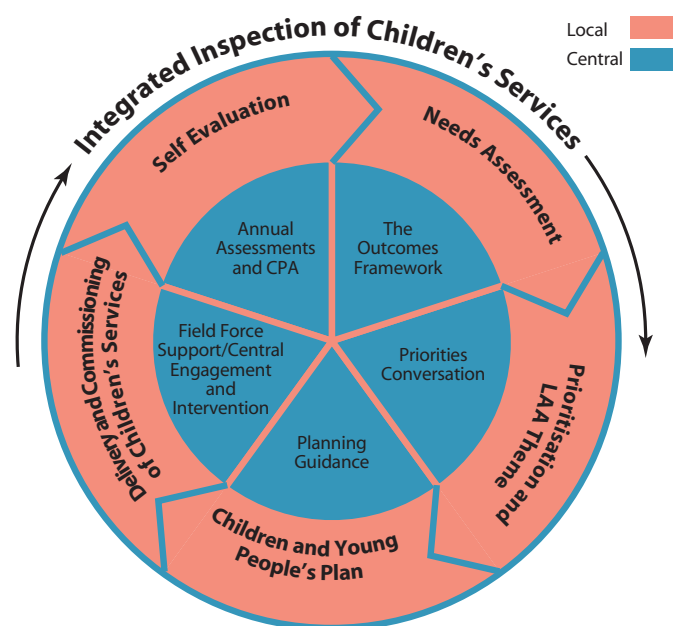
#### **Box 6: Partners in local strategic leadership development**

Improvement and Development Agency (IDeA)  
 Association of Directors of Social Services (ADSS)  
 Association of Directors of Education and Children's Services (ADECS)  
 Confederation of Education and Children's Services Managers (ConfEd)  
 Society of Local Authority Chief Executives (SOLACE)  
 Local Government Association (LGA)  
 NHS Confederation (NHS Confed)  
 Care Services Improvement Partnership (CSIP)  
 NHS Modernisation Agency (MA)  
 Key leaders from voluntary and community sectors

## The improvement cycle

**4.11** All the agencies involved in children’s services are subject to performance review, monitoring and assessment. The current arrangements have grown up in very different ways, and Government Offices, central government and Inspectorates have rather different roles. We are determined to bring together the national requirements, and those who work to support them, in order to ensure that these processes are simplified to support and drive integration and act as a focus for local change.

**4.12** Figure 4 shows the various phases of the improvement cycle, how they fit together and how they will be supported from the centre.



**Figure 4 – The improvement cycle for children’s services**

**4.13** The improvement cycle, along with the other elements of the model of change described in Section 1, will drive local performance. The key stages of the cycle comprise:

- the needs assessment, based on the aims, targets and indicators in the Outcomes Framework, which should inform and drive priorities;
- a conversation with central government partners and local partners, based on the needs assessment, to agree local priorities and (in pilot areas) include them in the children’s theme of Local Area Agreements;
- local partners developing and agreeing their Children and Young People’s Plan informed by the needs assessment;
- an Annual Performance Assessment of Local Authorities which is based on the Outcomes Framework as reflected in the plan. The Annual Assessment will incorporate the Local Authority’s own view of its progress. It will feed into a CPA star rating for children’s services as a whole;

- standards-based assessment of health organisations, underpinned by the NSF and (where relevant) by the *Framework for Inspection of Children's Services*; and
- the development of Joint Area Reviews, by the relevant inspectorates, based on the inspection criteria included in the Outcomes Framework, covering all local areas by the end of 2008.

**4.14** Advisers will work with Government Offices in developing and agreeing the children's theme of Local Area Agreements in the pilot areas. The process will be centred around a conversation to discuss and agree priorities. The 21 pilots for 2005–06 will bring together partners locally to discuss how to improve outcomes for children and young people, using additional flexibility in funding streams.

**4.15** Where services for children are found to have significant failings, we expect to discuss the problems with Local Authorities and their partners and agree tailored solutions. The Children Act 2004 establishes common powers of direction across Local Authority education and children's social services, which we will use where necessary, in proportion to the extent and nature of the failure identified.

## Resources

**4.16** There are already significant resources devoted to improving outcomes for children and young people in Local Authorities, local health services and other partners such as Connexions, Youth Offending Teams and Children's Fund partnerships. Many of the activities underway will, as well as leading to better outcomes, improve efficiency by removing duplication between services and bringing budgets together where appropriate.

**4.17** In 2004–05 and in 2005–06 all Local Authorities are receiving a Safeguarding Children Grant of £90 million to help them respond to the recommendations of Lord Laming's Report of the inquiry into the death of Victoria Climbié. This grant is being used to improve a wide range of services to help safeguard children. Its use is being monitored through the performance assessment process for Local Authorities.

**4.18** A local Change Fund grant of £15 million, for an 18-month period to March 2006, has been allocated across all Local Authorities to help them to build on progress in setting in place children's trust arrangements. Local Authorities can spend the grant on any aspect of children's trust arrangements, including multi-agency and multi-disciplinary working, common assessment, information sharing, joint commissioning or setting up Local Safeguarding Children Boards. While this small grant will allow local areas to kick-start change in various ways, the increased efficiency of more joined-up working and less duplication gives every incentive to reconfigure baseline budgets in order to support new ways of working.

**4.19** Budget 2004 announced that the Formula Spending Share for children's social services would rise by £500 million between 2005–06 and 2007–08 to a total of £4.5 billion and that investment in early years and childcare would increase by £769 million between 2004–05 and 2007–08. Children's health services will also benefit from growth in NHS expenditure by almost 70% in six years from £33 billion to almost £56 billion. It will rise steadily over the next five years to more than £90 billion. These extra resources are producing results.

- 4.20** In addition, the Government is making available specific resources to support the Every Child Matters: Change for Children programme. This funding, combined with more effective use of existing resources, means it is not a pressure on council tax. The Government is committed to working with Local Authorities, their representative organisations and their partners as policies are developed further to ensure that they do not place new, unfunded burdens on Local Authority resources.
- 4.21** There will continue to be grant resources for ongoing work to reduce teenage pregnancy, improve the life chances of looked after children, including through improving foster care and increasing adoption and special guardianship, for improving child and adolescent mental health services, and for supporting the development of extended schools.
- 4.22** The Government will be making available £22.5 million in 2006–07 and £63 million in 2007–08 to help Local Authorities implement the changes in this document. We will discuss with local government partners how precisely this money should be allocated. This means of allocation will be consistent with the Government’s aim to reduce ring-fencing and will ensure that there will not be an increase in real terms in ring-fencing of children’s social services resources in any of the financial years.
- 4.23** The Government is committed to rationalising and simplifying funding streams wherever possible and will be discussing with local government partners how best to achieve this.
- 4.24** Additional resources are also being made available to the Children’s Workforce Development Council to deliver the workforce reform agenda (£15 million in 2006–07 and £30 million in 2007–08), and are being held centrally to support national-level initiatives on:
- the development of information sharing indexes (£5.5 million in 2006–07, £23.75 million in 2007–08);
  - support for parents and carers (£5 million in 2006–07, £10 million in 2007–08); and
  - support for foster carers and other activity to improve the life chances of children looked after by Local Authorities (£5 million in each of 2006–07 and 2007–08).
- 4.25** A further £1 million in 2006–07 and £2 million in 2007–08 is being made available to support voluntary and community organisations to engage with local change, as set out in *Working with voluntary and community organisations to deliver change for children and young people*.

## Communication

- 4.26** Over the coming months we will develop further ways of communicating with our partners to enable an ongoing dialogue as we work together to realise the vision of improving outcomes for children and young people. The Every Child Matters website ([www.everychildmatters.gov.uk](http://www.everychildmatters.gov.uk)), for example, will contain regularly updated information about the programme as well as existing and emerging good practice and, in time, access to networks of colleagues across the country.
- 4.27** Enclosure E6 provides a forward look of upcoming key publication dates and consultations, and the website will provide up-to-date information. All consultations will appear on the DfES consultation website ([www.dfes.gov.uk/consultations/](http://www.dfes.gov.uk/consultations/)).

**4.28** We hope that the Every Child Matters communications will help to inspire and inform practitioners at every level who share the challenge of making change for children happen.

**4.29** If you have any comments about this or any other Every Child Matters communication, please email us at [everychildmatters.mailbox@dfes.gsi.gov.uk](mailto:everychildmatters.mailbox@dfes.gsi.gov.uk).

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