

Park Lane Sure Start Local Programme– Annual Evaluation Report

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Introduction

Park Lane is a Sure Start Round Five programme that was approved by the National Unit in April 2003. It is located in North East Haringey, and falls across two wards, Park and Coleraine. It has a population of approximately 6,670 people¹. As of 30th August 2001, 664² of these are under four years; the age group targeted by Sure Start services.

The Borough of Haringey is a highly ethnically diverse community. It is approximately 11.5 square miles and was formed in 1965 from the old Boroughs of Hornsey, Tottenham and Wood Green. Approximately 216,507³ people live here and over half of them represent cultures outside of the United Kingdom. These countries include Greece, Turkey, Albania, China, India, Somalia, and those from the Caribbean islands and it is estimated that 193 languages are spoken here.

The Borough also reports one of the highest figures for asylum seekers in England, which ranges between 4,800 and 6,000 annually.⁴ These groups include people of Kurdish, Somali, Afghan and Kosovan origins. These individuals do not have entitlement to benefits or work and many live in poverty. The unemployment rate is at 7.3 percent, which is currently twice the national average.⁵ These factors contribute to Haringey's high deprivation ranking (28th), making it one of the poorest areas in the United Kingdom. Some of the most disadvantaged include families with young children who would directly benefit from Sure Start services.

An external team from the University of Surrey currently provides the majority of the evaluation support for Park Lane. This team also offers assistance to five other Sure Start local programmes in the Borough of Haringey, and evaluation activities are occasionally co-ordinated to streamline resources and avoid duplication. The six Haringey local programmes have collectively adopted an 'action-research' approach, whereby Sure Start stakeholders are encouraged to participate in each phase of the evaluation process. Each one of these programmes is at a separate stage in its development.

¹ Source: 1991 Census

² Source: Primary Care Trusts Child Health Information Service 2001

³ Source: National Statistics, 2001 Census

⁴ Source: Average Social Service Caseload, Jan 1999 – Feb. 2000, London Boroughs, The London Health Observatory

⁵ Source: Haringey Council Fact File

Establishing a Baseline

The first evaluation priority for Park Lane was to establish a baseline understanding of the community's needs, so that appropriate services could be developed and implemented. This began with two consultation exercises with the local community. The first took place in Spring 2002 and reached 50 residents through a Community Participatory Appraisal (CPA) exercise. The second took place in the early part of 2003, where the opinions of an additional 88 parents were polled through interviews and group discussions facilitated by Wendy Sugarman Associates, a local community development firm. Parents of children with learning difficulties were included in consultations.

The main issues identified through these two consultations informed the development of the programme's delivery plan and are as follows:

- Environmental health issues
- Poor childcare provision – expensive and inadequate, particularly for under ones
- Problems with the park and leisure facilities
- Need for easier access to GPs
- Provision for non-English speakers
- Improved library services for under fives

The programme also commissioned a study to identify the needs of refugee and asylum seeking families and suggest ways in which Sure Start could address these needs. This piece of research involved interviews with local service providers and with 52 asylum seekers and refugees⁶. The programme is responding to a number of recommendations made in the report. For example it is currently establishing the 'Language for Life and Parenting Classes' pilot⁷ in conjunction with a neighbouring Sure Start programme (High Cross). As part of an Action Research approach, the evaluation team undertook interviews with key stakeholders to inform the development and implementation of the programme. This is described in more detail in section 5 below.

Developing an Evaluation Strategy

The next step for the programme was to develop an evaluation strategy. A scoping exercise between the programme manager, the strategic services manager for Sure Start Haringey and the University of Surrey evaluation team was undertaken to identify key priorities as outlined below. The partnership board was consulted throughout this process.

⁶ Gibbons, S. (2003) *Resilience. The experiences of refugee, asylum seeking and transient families in High Cross and Park Lane Sure Start areas: attending to mental well being.*

⁷ Williams, M. and Johnson, R. (2004) *Report on the 'Language for Life and Parenting' Proposal.*

Social Inclusion

Park Lane decided to focus its evaluation resources on supporting the development of social inclusion policy and practice. To this end, the University of Surrey team reviewed current literature and summarised the barriers faced by asylum seekers, refugees and transient families. Key 'social inclusion' concepts were also outlined and the developments of 13 other Sure Start programmes were summarised based on interviews with staff from these programmes who were involved with social inclusion⁸. In addition, the research team provided an overview of local initiatives which aim to promote social inclusion. This work has provided a context for the development of a social inclusion strategy.

The evaluation team also informed the development of a 'Language for Life and Parenting Classes' project. This is being established in response to the needs voiced by refugees and asylum seekers in the 'Resilience' report. It was recognised that the pilot project was a novel idea and would require the collaboration of a number of organisations and professionals. To this end the Sure Start evaluation team were asked to consult Sure Start staff, English tutors, people who work with volunteers and local parents about the proposals. It was felt that each of these groups would have something to offer in the way of advice either as a potential member of staff, through their work with volunteers, or as a potential volunteer or participant. In total eighteen people were interviewed between December 2003 and January 2004. Each interviewee was asked to comment on the strengths and weaknesses of the proposal, identify areas that needed strengthening and offer advice for improving the proposal. They were also asked to give feedback on specific features of the pilot's design including:

- Times and venues
- Session structure
- Topics
- Session staff (tutors, volunteers etc)
- Those who participate in the project
- Materials
- Further planning

The findings have informed the development of the classes, for example the course was shortened from 26 weeks to 16 weeks based on responses. Furthermore, the need for a training plan for volunteers was identified which is now being developed. This work was conducted using an Action Research approach with constant feedback being provided to the programmes. The evaluation team is currently helping High Cross and Park Lane to build on-going evaluation into the project.

Capacity Building

The evaluation team helped Park Lane to develop an 'evaluation template', which was designed to help the programme to build evaluation into each of its services and measure progress towards the Sure Start objectives (See Appendix

⁸ Williams, M. (2004) *Social Inclusion and Sure Start*

A). In particular, the template is helping staff to consider the inputs, processes, outcomes and outputs for each service that is being developed.

Process Evaluation

Park Lane also participated in a process evaluation that took place with the six Haringey Sure Start programmes during the first half of 2003. This evaluation used qualitative methods (such as interviews and observations) to gather the perceptions of the area programme managers and other employees who contributed to the day-to-day functioning of each programme.

The primary purpose of this evaluation was to provide an understanding of how key activities contribute to short term outcomes within an Action Research perspective, thus allowing the programme managers to assess their progress towards Sure Start's longer-term delivery targets. The activities discussed in the report⁹ were identified using thematic analysis methods and include issues surrounding each programme's

- Management and organisation.
- Mainstreaming activities.
- Level of parent participation.
- Evaluation strategy.

This report is currently under review with Sure Start Haringey's strategic services manager, and it is anticipated that its findings will generate a set of action points for each of the programmes to incorporate into future decision making.

Next Steps

Park Lane has three evaluation priorities:

- Develop a long-term evaluation strategy. This will detail a plan for the evaluation of externally provided services as well as Sure Start services.
- Update the evaluation template, to include more background information on new services such as a health and safety risk assessment.
- Subject to the approval of the partnership board, the programme will undertake a user satisfaction survey to chart perceptions about the impact of the programme on local families. It is anticipated that the first survey will be conducted in early 2005 with a follow up in 2008.

⁹ *Asmussen, K., Axelrod, L., Johnson, R. and Smith, P. (2003) Facing the Challenges Presented by Change: An Interim Process Report - Sure Start Haringey*

Bibliography

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SureStart Local Programme Park Lane Services Form

If you need assistance with this form please contact the programme manager or an evaluation support officer.

PROJECT TITLE

Aims:

Objectives:

Please explain how your project objectives meet with Sure Start Objectives:

Sure Start Objectives

- **Childcare**
Improving the availability, accessibility, affordability and quality of childcare.
- **Improving learning.**
In particular, by encouraging high quality environments and childcare that promotes early learning, provide stimulating and enjoyable play, improve language skills and ensure early identification and support of children with special needs.
- **Improving social and emotional development.**
In particular, by supporting the development of good relationships between parents and children, enabling early identification of difficulties, helping families to function effectively and promoting social and emotional well-being.
- **Improving children's health.**
In particular, by supporting parents in caring for their children to promote healthy development before and after birth.
- **Strengthening families and communities.**
In particular, by involving families in building the community's capacity to sustain the programme and thereby create pathways out of poverty.

Use this space to identify your outcomes, outputs and inputs. **Outcomes** are the effect your work will have on people’s lives, e.g. a decrease in smoking among fathers. **Outputs** are the material effects of your work, e.g. 100 anti-smoking posters or 70 health visits to fathers. **Inputs** are what you invest in the project to get your outputs and outcomes, e.g. a health advisor, a car for making health visits. **Explain** how your investment of inputs will result in the outcomes and outputs. What **assumptions** are you making about the wider environment in which you are working? **Targets** are **measurable** achievements. Indicate **when** you intend to achieve your targets by. Show **who will take measurements** and **how target data will be collected**– projects should provide measurements every three months. Show how targets relate to outcomes and outputs. Explain how targets relate to Sure Start Service ‘Public Service Agreements’ and ‘Service Delivery Agreements’ (see attached paper).

Inputs(s)	Output(s)	Outcomes(s)	How is this going to work?	Target(s) [include timescale]	Method of data collection	Which Sure Start Service Delivery targets will it support?

Sure Start Public Service Agreements

A 12% reduction in the proportion of young children living in households where no-one is working.

An [x] per cent increase in the proportion of children having normal levels of communication, language and literacy at the end of the Foundation Stage and a [y] per cent increase in the proportion of young children with satisfactory speech and language development at age 2 years.

An [x] per cent increase in the proportion of babies and young children aged 0-5 with normal levels of personal, social and emotional development for their age.

A 6 percentage point reduction in the proportion of mothers who continue to smoke during pregnancy.

Service Delivery Agreements

National SDA Targets:

1. To create 250,000 new childcare places for at least 450,000 children (approximately 280,000 children net of turnover).
2. To create 180,000 new childcare places in the 20% most disadvantaged wards (and smaller areas of disadvantage).
3. To create, by 2006, 95,000 new high quality out of school club childcare places for children of school age.
4. To establish Children's Centres in areas of disadvantage extending core Sure Start services to a further 300,000 children, so that by March 2006 at least 650,000 children have access to Children's Centre services.

Partnership Work

5. To increase the percentage of childcare providers inspected by Ofsted rated as good or better by 2006.
6. To at least double the number of users of the Childcare Link website and local Children's Information Services.
7. 95 per cent of Foundation Stage provision inspected by Ofsted rated good or better by 2006.
8. To increase the number of children who have their needs identified in line with early years action plus of the SEN code of practice and who have either a group or individual action plan in place.

Local SDA Targets:

9. To increase the use of libraries by families with young children.
10. All families with new born babies in Sure Start local programme and Children's Centre areas to be visited in first 2 months of their babies' life and given information about services and support available to them.
11. Information and guidance on breastfeeding, nutrition, hygiene and safety available to all families with young children in Sure Start local programme and Children's Centre areas.
12. Reduce by 10 percent the number of children aged 4-10 living in Sure Start local programme and Children's Centre areas admitted to hospital as an emergency with gastro-enteritis, a lower respiratory infection or a severe injury.
13. Ante-natal advice and support available to all pregnant woman and their families living in Sure Start local programme and Children's Centre areas.
14. An increase in the proportion of families with young children, reporting personal evidence of an improvement in the quality of family support services.
15. LAs, Sure Start local programmes and Children's Centre to have effective links with Jobcentre Plus, local training providers and future/higher education institutions.