Developing the Equality Agenda in Two Primary Care Trusts: Barking & Dagenham and Havering: The Process of Accessing Quantitative Data for the Sure Start Community Initiative in Harold Hill and Marks Gate

Anna Houston
Research and Equality Development Officer
Barking and Dagenham PCT Sure Start

August 2004

Contents

Preface

This report forms part of a series of evaluation reports planned over the time period 2002-2005 addressing appraisal of the difference that Sure Start - a complex community initiative - makes to the communities of Marks Gate and Harold Hill. An overall approach called 'realistic evaluation' has been selected for this three year, multifaceted study based on two sites. This model of evaluation concentrates on four simple questions. Does the programme work? (Sure Start) Who does it work for or not work for? Why does it work or not work? Under what circumstances does it work or not work?

In providing a comprehensive description of how the Sure Start projects are working it is important to identify the key issues, problems and strengths inherent in this new and dynamic model of service provision. The issue addressed in this report is the interface between Sure Start as a new organisation working in the community and the existing organisational structure of the Child Health System.

It is hoped that analysis of this nature will assist the future direction of community based research projects in Barking and Dagenham PCT and Havering PCT.

Anna M Houston
Research and Equality Development Officer
Barking and Dagenham PCT
Sure Start

Acknowledgements

Summary

Introduction
The aim of this report is threefold firstly it sets, in the context of a literature review, the issues that both national and particularly local policy makers have to address in dealing with the agenda of equality. secondly it unravels of the global demands of Central Government through the Sure Start Unit in terms of information requirements and how recent NHS policy in areas such as clinical governance, is reflected through the Sure Start systems. Finally it is an assessment of the specific processes and demands involved in Barking & Dagenham and Havering Primary Care Trusts accessing and presenting quantitative data through their practitioners, to fulfil their commitment to the Sure Start Community Initiative Programme. This information on the local Sure Start interface is presented alongside the national picture of issues (chapter 4) experienced by other child development systems interfacing with Sure Start programmes.

This report will lean towards a health focus in the choice of its exemplars. This is not to suggest that Sure Start is only about re-designing health services, this is very far from the case, as can be seen by its emphasis on play, learning and education, employability and community involvement. However, in filling in 'gaps' and levelling service provision upwards, to communities defined as deprived, many of the outcomes in the Sure Start programme are about salutogenesis, health creation, this is therefore a good place to start.

Chapter 1.
Existing Research: Considerations for National and Local Policy
Sure Start, (DfEE 1999) the programme is designed to tackle the roots of disadvantage and inequity, and is part of the Labour government's priority on inequality policy to prevent social exclusion. Initiatives to tackle the issue of poverty require a multi-focus to consider the psychological environmental as well as cultural factors. For children there is no escape from a difficult situation. When parenting takes place in an environment of stress a broad range of threats are presented to children's lives.
Sure Start resources are particularly aimed at reducing inequalities, releasing communities from deprivation and offering new opportunities and improved life chances to children in those communities. The aim of Sure Start, in working with parents and children, is to promote the physical, intellectual, social and emotional development of children, particularly those who are disadvantaged.

Chapter 2.
Sure Start: The Remit from Central Government
Sure Start has demanded a stringent system of data monitoring, targeting and milestone achievement that all multi-agency professionals in the Sure Start Partnership must adhere to. The penalty for failure in this regard is loss of funding to the programme.
The monitoring picture is further complicated by the different types of monitoring information requested and the seeming difficulty in linking other 'add on' aspects to Sure Start initial aims such as older children smoking rates and adult literacy rates. Compounding this is the lack of clarity between the Public Service Agreements and Service Delivery Agreements. This complexity reinforces the view that some have of Sure Start targets as being difficult to achieve. There exist significant issues and obstacles within the frame of monitoring that should be addressed by Sure Start at the centre thata would be helpful to new programmes starting up and also to Sure Start programmes developing their own database of community information.

Chapter 3.
An assessment of the specific processes and demands involved in accessing quantitative data for Sure Start.

A complex set of monitoring and evaluation forms are part of the observation process from Central Government for all Sure Start Programmes. There are difficulties in accessing health information: on the one hand there is a lack of commitment from some quarters in relation to gathering public health community data and on the other hand there are conflicting requests from government through the Trusts, regarding the information that is to be collected. Minimum Core Data Sets currently take no heed of the type of information needed by Sure Start. Compounding this there is a difficulty in standardising the data collected and the route used to collect the data by practitioners. RICHS are able to currently provide information for Sure Start in a number of specific areas. There is potential to develop these aspects further.
The ethos of Sure Start encourages an emphasis on outreach and supportive home visiting. This is clearly a move away from professionally defined normative need towards a more therapeutic working relationship that offers the client much more control over the agenda in an environment of intensive community care.

Chapter 4.
The RIATA Survey: Seeking National Clarification on Interface Issues

The author spoke with 12 members of the Child Health Systems staff at both a local and a national level. Local staff were contacted many times in addressing and clarifying the local issues associated with this process evaluation of the RICHS and Sure Start interface for the Sure Start programmes in the Barking and Dagenham and Havering areas.
Rapid Interrogative Audit Telephone Assessment (RIATA) was developed and used by the author expressly to ascertain what standard, if any existed in other areas regarding information exchange between RICHS and local Sure Start Programmes. This was an appreciative inquiry the sole purpose of which was to enable Barking and Dagenham and Havering PCT's to learn from longer running Sure Start Programmes and their interface with Child Health Systems. Both local and national respondents highlighted similar issues around: understanding Sure Start, requiring more information about Sure Start, trying to address the unique needs of Sure Start whilst feeling over burdened with the Sure Start demands. Additionally many Child Development systems were addressing future resource and system needs as more Sure Start programmes come on stream.

Conclusion
This report attempts to draw together the important aspects in this new model of service provision. The report highlights the subject of social exclusion and how it is addressed, the aims and limitations of the Sure Start system in meeting targets and milestones and finally this report was an exposition of the specific local issues in terms of the Sure Start and RICHS interface. Overlaying this last aspect and based on a survey, an explanation is offered of pertinent information issues from other Sure Start areas across the country in their attempts to develop a Sure Start Child Development System interface.
Overall there is enormous enthusiasm both from RICHS staff both locally and nationally to help Sure Start to achieve their aims. There is a will from Sure Start locally in both areas (Marks Gate and Harold Hill) to continue to meet the government demands and deliver the requisite information on time and in the correct format required by the Sure Start Unit. Developing further commitment to work together in this new way across this new interface can only enhance the efficiency of data collection and dissemination for the benefit of local professionals and ultimately the local community.

References

Adler NE, Boyce WT, Chesney MA Folkman S, Syme SL (1993) Socioeconomic Inequalities in Health: No Easy Solution JAMA Vol269: 3140-3145

Avery JG, Jackson RH (1993) Children and their accidents Edward Arnold London

Aynsley-Green A, Barker M, Burr S, Macfarlane A, Morgan J, Sibert J, Turner T, Viner R, Waterston T, Hall D, (2000) Who is speaking for children and adolescents and for their health at policy level? BMJ Vol 321:229-232

Barker W, Anderson R, Chalmers C. (1994) Child protection: the impact of the child development programme (evaluation document 14). Bristol: University of Bristol, Early Child Development Unit,

Barnett W S and Escobar C M, (1990) Economic costs and benefits of early intervention, In, S J Meisels and JP Shonkoff (Eds) Handbook of Early intervention (p560-583). Cambridge University Press

Bartley M, Blane D, Montgomery S, (1997) Socio-economic determinants of health: Health and the life course: why safety nets matter BMJ 314:1194-1196

Bartley M, Power C, Blane D, Davey Smith G, Shipley M (1994) Birth weight and later socio-economic disadvantage: evidence from the 1958 British cohort study BMJ 309:1475-1478

Becker S (1997) Responding to poverty Addison Wesley Longman Ltd Edinburgh

Ben-Shlomo Y, White IR, Marmot M (1996) Does variation in the socio-economic characteristics of an area affect mortality BMJ Vol 312:1013-1014

Benzeval M, Dilnot A, Judge K, Taylor J (2000) Ch 6. Income and health over the life course: evidence and policy implications *In* Understanding Health Inequalities ed Graham H. Open University Press, Buckingham

Benzeval M, Judge, Whitehead M (1995) Tackling Inequalities in Health: an agenda for action Kings Fund London

Blakely T, Woodward A (2000) Income inequality and mortality in Canada and the United States BMJ Vol 321:1532

Blaxter M (1990) Health and Lifestyles Routledge London

Boushel M (1996) Vulnerable multiracial families and early years services: concerns, challenges and opportunities Children and Society 10, 305-16

Boushel M (2000) Childrearing across cultures Ch.5 p65-77 *In* Focus on early childhood eds Boushel M, Fawcett M, Selwyn J Blackwell Science Oxford

Boushel M, Burgess H (2000) Family Stress and family support Ch.11 p153168 *In* Focus on early childhood eds Boushel M, Fawcett M, Selwyn J Blackwell Science Oxford

Bradshaw G, Bradshaw PL (1995) The equity debate within the British National health Service Journal of Nursing Management 3,(4):161-8

Buchan H (1998) Different countries, different cultures: convergant or divergent evolution for health care quality? Qual Health Care 7 (suppl): S62-S67

Calman K (1997) Equity, poverty and health for all BMJ Vol:314:1187-1191

CETHV (1977) An investigation into the Principles and Practice of Health Visiting Council for the Education and Training of Health Visitors London

Chambers The Dictionary (1998) Chambers Harrap Publishers Ltd. Edinburgh

CHIC (2000) Monitoring the Health of our Nation's Children: Key indicators and the underlying Essential Core Data Set Child Health Informatics Consortium and the Royal College of Paediatrics and Child Health Child Health Informatics Consortium, Cardiff
www.chiconsortium.org.uk/monitoring.htm

Ciliska D, Mastrilli P, Ploeg J, Hayward S, Brunton G, Underwood J (2001) The effectiveness of home visiting as a delivery strategy for public health nursing interventions to clients in the prenatal and postnatal period: a systematic review Primary Health Care Research and Development 2: 1 41-54

Cowley S (1995) In Health Visiting, The Routine Visit is One that has Passed Journal of Advanced Nursing 22: 2 276-284

Cowley S, Billings J (1997) Family Health Needs Projects Department of Nursing Studies Kings College/South Thames Primary Care Development Fund London

Cowley S (1999) Resources revisited: salutogenesis from a lay perspective Journal of Advanced Nursing Vol 29(4): 994-1004

Cowley S (2002) Public Health in policy and Practice: A sourcebook for health visitors and community nurses Section 1. Baillière Tindall Edinburgh

Davey Smith G (1993) Socioeconomic differentials in wealth and health BMJ Vol 307:1085-1086

Davey Smith G, Hart C, Blane D, Hole D, (1998) Adverse socio-economic conditions in childhood and cause specific adult mortality: Prospective observational study BMJ Vol 316:1636-1635

Department of Health (1995) Child Protection: Messages from Research HMSO London

Department of Health (DH1997) The New NHS: Modern, Dependable London: TSO (Cmd 3809)

Department of Health (DH 1999) Patient and Public Involvement in the New NHS Department of Health: London

Department of Health (DH) (1999a) Making a Difference: Strengthening the nursing, midwifery and health visiting contribution to health and healthcare London: DH

Department of Health (DH) (2000) The NHS Plan The NHS Plan: A plan for investment A plan for reform Cm 4818-I London TSO www.doh.gov.uk/nhspub.htm

Department of Health (DH) (2001) Shifting the Balance of Power: Securing Delivery London: Department of Health

Department of Health (DH 2001 b) Health visitor practice development resource pack London: Department of Health

Department of Health (DH 2002a) National Health Inequalities Targets www.doh.gov.uk/healthinequalities/targetsupdatemar02.pdf accessed 1 st June 2002

Department of Health (DH 2002b) Sure Start information bank accessed 1st June 2002. Section: Aims of Sure Start www.surestart.gov.uk/infoGuides.cfm?

Department for Education and Employment (DfEE) (1999) Making a difference for children and families: Surestart DfEE London

Diderichsen F, Varde E, Whitehead M (1997) Resource allocation to health authorities: the quest for an equitable formula in Britain and Sweden BMJ 315:875-878

Dorling D, Mitchell R, Shaw M, Orford S, G Davey Smith (2000a) The Ghost of Christmas past: health effects of poverty in London in 1896 and 1991 BMJ Vol 321:1547-1551

Dorling D, Shaw M, Brimblecombe N, (2000b) Ch 12 Housing wealth and community health: exploring the role of migration *In* Understanding Health Inequalities ed Graham H. Open University Press Buckingham

Eames M, Ben-Shlomo Y, Marmot MG (1993) Social deprivation and premature mortality: Regional comparison across England BMJ Vol 307:1097-1102

Elkan R, Kendrick D, Hewitt M, Robinson J, Tolley K, Blair M, Dewey M, Williams D, Brummell K (2000) The effectiveness of domiciliary health visiting: a systematic review of international studies and a selective review of the British literature Health Technology Assessment 4, 13

Fielden I, Parker A, (2000) From pram to primary school: evaluating a course for parents Community Practitioner Vol 73 No.5 p605-607

Garbarino J, (1982) Children and Families in the Social Environment Aldine De Gruyter, New York

Gibbons J, Gallagher B, Bell C, Gordon D (1995) Development after physical abuse in early childhood HMSO London

Gordon J, Robertson R, Swan M, (1999) Parenting support groups p 57-61 *In* Evidencebased Health Promotion Eds Perkins E, Simnett I, Wright L, John Wiley & Sons Ltd

Granovetter M (1973) The strength of weak ties Am J Soc 78:1360-80

Graham H, Hunt S. (1994) Women's smoking and measures of women's socioeconomic status in the United Kingdom. Health Promotion International, 9(2):81-8

Graham H (2000) Ch.1 The challenge of health inequalities *In* Understanding Health Inequalities ed Graham H Open University Press Buckingham

Glass N (1999) Sure Start: The development of an early intervention programme for young children in the United Kingdom Children and Society Vol 13 p257-264

The Hall Report (2002) Consultation Document www.health-for-all-children.co.uk

Hanafin S, Houston A.M, Cowley S (2002) Vertical equity in service provision: a model for the Irish Nursing Public Health nursing service Journal of Advanced Nursing 39 1:in press

Hodnett E, Roberts I. (1998) Home-based social support for socially disadvantaged mothers. In: The Cochrane Database of Systematic Reviews, ed. The Cochrane Library, Issue 2, 1998. Oxford: Update Software (updated quarterly),

Holden J, Sagovsky R, Cox J. (1989) Counselling in a general practice setting: a controlled study of health visitor intervention in the treatment of postnatal depression. British Medical Journal 298:223-226.

Houston A.M, Cowley S, (2002) An empowerment approach to needs assessment in health visiting practice. Journal of Clinical Nursing Volume 11, No. 5, p640

Houston A.M, Terry J, Hughes T (2002) Seeking Information on Satisfaction: A Participatory Approach. Sure Start Programme, St. Georges, Harold Hill

Houston A, Hanafin S, Cowley S (2001) What quality standards do Community Trusts in London need for purposes of clinical governance? King's College London

Houston A.M, Clifton J (2000) Corporate working in health visiting: a concept analysis Journal of Advanced Nursing 34 (3) 356-366

Huntington J (2000) Organisational development for clinical governance BMJ vol 321:679-682

James A and Prout A (1997) Constructing and Reconstructing Childhood: contemporary issues in the sociological study of childhood 2nd ed The Falmer Press London

Judge K, Mays N (1994) Equity in the NHS Allocating resources for health and social care in England BMJ 308:1363-6

Kaplan GA, Pamuk ER, Lynch JW, Cohen RD, Balfour JL (1996) Inequality in income and mortality in the United States: analysis of mortality and potential pathways BMJ 312:999-1003

Kennedy BP, Kawachi I, Glass R, Protherow-Stith D (1998) Income distribution, socioeconomic status, and self rated health in the United States: multilevel analysis BMJ 317:917-921

King W (1995) Information: Counting what counts Health Visitor 68 (1): 14-5 Jan

Koeck C (1998) Time for organisational development in health care organisations BMJ 317:1267-1268

Lally J R, Mangione P L, Honig A S, (1988) Long-term impact of an early intervention with low-income children and their families. In D.R. Powel (Ed) Vol 4: Parent education as early childhood intervention: emerging directions in theory, research and practice. Ablex. Hillsdale, NJ

Law J Harris F (2001) Promoting Speech and Language Development Guidance for Sure Start Programmes

Lazar I, Darlington R (1982) The lasting effects of early education: a report from the consortium for longitudinal studies Monographs of the society for Research in Child Development 47, (2-3) serial no. 195

Leatherman S, Sutherland K (1998) Evolving quality in the new NHS: policy, process and pragmatic considerations Qual Health Care; 7 (suppl): S54-S61

Lee V, Brooks-Gunn J, and Schnur E (1988) Does Head Start work? A 1-year follow up comparison of disadvantaged children attending Head Start, no pre-school and other preschool programmes Developmental Psychology 24. (2), 210-222

Lynch JW, Davey Smith G, Kaplan GA, House JS (2000) Income inequality and mortality: importance to health of individual income, psychosocial environment or material conditions BMJ Vol 320:1200-1204

Lynch M (2001) Reaching all children: Providing services for mobile and marginalised children is challenging BMJ Vol323:176-177

Maxwell RJ, (1992) Dimensions of quality revisited: from thought to action Quality in Health Care 1: 171-177

McKey H R, Condelli L, Ganson H, Barrett B, McConkey C, Plantz M (1985)The impact of Head

Start on children, families and communities. The Head Start Bureau, Administration for Children Youth and Families Office of Human Development Services. Washington, DC:CSR I ncorporated

Mooney G (2000) Vertical equity in health care resource allocation Health Care Analysis 8:203-215

Murray L. (1997) Postpartum depression and child development. Psychological M ed i ci n e; 27: 253-260.

NHS Data Dictionary (1992) An information management and technology strategy for the NHS in England 1992 (Information Management Group)
www.doh.uk/ipu/strategy/archive/1992/infrastr/datadict.pdf accessed 29.04.02. p3

Olds D, Eckenrode J, Henderson C, et al. (1997) Long-term effects of home visitation on maternal life course and child abuse and neglect. Fifteen-year follow-up of a randomized trial. Journal of the American Medical Association 278:637-643.

Phillimore P, Beattie A, Townsend P (1994) Widening inequality of health in northern England 1981-91 BMJ 308:1125-1128

Power C (1994) Health and social inequality in Europe BMJ 308:1153-1156

Power C, Matthews S (1997) origins of health inequalities in national population sample Lancet 350:1584-89

Putnam RD, Leoardi R, Nanetti RY, (1993) Making democracy work: civic traditions in modern Italy. Princeton NJ: Princeton University Press

Putnam RD (2000) Bowling Alone: the collapse and revival of American community Touchstone, Simon and Schuster, New York

Reading R (1997) Poverty and the health of children and adolescents BMJ Vol 76:463-467

Reynolds L (1996) A qualitative evaluation of the post accident notification system to health visitors Journal of Advanced Nursing Vol 23(1) p97-105

Roberts H (1997) Socioeconomic determinants of health: Children, inequalities, and health BMJ Vol 314:1122-1125

Roberts H (2000) What is Sure Start? Archives of Disease in Childhood Vol 82 (6) p435-437 Rose

G (1992) The strategy of preventive medicine Oxford: Oxford Medical Publications Rutter M,

Rutter M (1993) Developing Minds Penguin, Harmondsworth

Seeley S, Murray L, Cooper P. (1996)The outcome for mothers and babies of health visitor intervention. Health Visitor 69:135-138.

SAGNIS (1998) Strategic Advisory Group for Nursing Information Systems (chaired by Chief Nurse for England) The Nursing Information Research Project: final report of the project board May 1998 p80, p77 www.nhsia.nhs.uk/pdf/nirp.pdf accessed 29.04.02

Scally G, Donaldson L (1998) Looking Forward: Clinical governance and the drive for quality improvement in the new NHS in England BMJ Vol 317:61-65

Schweinhart L J, and Weikart D P, (1993) A summary of significant benefits: The High Scope Perry pre-school study through age 27. Ypsilanti, Michigan: High Scope UK

Seitz, V, Rosenbaum L K, Apfel N H, (1985) Effects of family support intervention: a ten year follow-up. Child development 56, 376-391

Sidebotham P (2001) Culture, stress and the parent-child relationship: a qualitative study of parents' perceptions of parenting Child: Care Health and Development Vol 27(6) p469-485

Smith R (1999) Eradicating child poverty: a serious aim of the British government that doctors must support BMJ 319:203-204

Squire S (2001) Clinical governance in action: Professional Nurse Part 7: Effective learning Vol 16 No.4

Stutely H, (2000) Goodbye to grey days Nursing Standard Vol 14 (51) p16-17

Sure Start Guidance (2001) On line guidance notes for Sure Start Language Measure www.surestart.gov.uk

Sweeting H, West P (1995) Family life and health in adolescence: a role for culture in the health inequalities debate? Social Science & Medicine 40(2):163-75

Sylva K (1994) In, Ball C. Start Right: The importance of early learning RSA London

Thomas VJ (1994) Using feminist and social structural analysis to focus on the health of poor women Women & Health Vol 22(1) p1-15

Tudor Hart J (1971) The inverse care law. Lancet i):405-12

Valentine J (1979) Sargent Shriver. In E Zigler and J Valentine (Eds) Project Head Start: A legacy of war on poverty (pp 47-67) New York, Free Press

Wadsworth MEJ (1986) Effects of parenting style and pre-school experience on children;'s verbal attainment: a British longitudinal study. Early Childhood research Quarterly 1:237-48

Wadsworth MEJ (1991) The imprint of time: childhood history and adult life. Oxford: Oxford University Press

Wadsworth MEJ, Kuh DJL (1997) Childhood influences on adult health: A review of recent work from the British 1946 national birth cohort study, the MRC National Survey of Health and Development Paediatric & Perinatal Epidemiology Vol 11(1) p2-20

Wadsworth MEJ (1997) Changing social factors and their long term implications for health British Medical Bulletin Vol 53 (1) p198-209)

Wadsworth MEJ (1997a) Health inequalities in the life course perspective Social Science & Medicine Vol 44 (6) p859-869

Wallace R, Wallace D, (1997)Socio-economic determinants of health: Community marginalisation and the diffusion of disease and disorder in the United States BMJ Vol 314:1341-1345

Watt G, (2001) Policies to tackle social exclusion: Must deal with the iceberg and not just its tip: this is an issue for all society BMJ Vol 323:175-176

Webb E (1998) Children and the inverse care law BMJ Vol 316:1588-1591

Weiss R S, (1981) INREAL intervention for language handicapped and bilingual children. Journal of the Division for Early Childhood 4, 40-51

Whitehead M, (1988) The health divide London: Penguin,

Whitehead M, (1994) Equity issues in the NHS: Who cares about equity in the NHS? BMJ 308:1284-1287

Whitehead M, Gustafsson RA, Diderichsen F(1997) Why is Sweden rethinking its NHS style reforms? BMJ 315:935-939

Whitehead M Drever F, (1999) Narrowing social inequalities in health? Analysis of trends in mortality among babies of lone mothers BMJ 318:908

Wilkinson RG (1992) Income distribution and life expectancy BMJ 304:165-8

Wilkinson RG (1994) Unfair shares: the effects of widening income differences on the welfare of the young. Ilford, Essex: Barnados

Wilkinson RG (1996) Unhealthy societies: the afflictions of inequality. London: Routledge

Wilkinson RG (1997) Socio-economic determinants of health: Health inequalities: relative or absolute material standards? BMJ 314:591

Zigler E F, (1987) Formal schooling for four year olds?: No American Psychologist 42, 254-260