

# Advisory Panel - People

## Agenda

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**Date:** Tuesday, 23rd September, 2008  
**Time:** 4.30 pm  
**Venue:** Council Chamber, Municipal Buildings, Earle Street, Crewe

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The agenda is divided into 2 parts. Part 1 is taken in the presence of the public and press. Part 2 items will be considered in the absence of the public and press for the reasons indicated on the agenda and at the foot of each report.

### **PART 1 – MATTERS TO BE CONSIDERED WITH THE PUBLIC AND PRESS PRESENT**

1. **Apologies for Absence**

2. **Declarations of Interest**

To provide an opportunity for Members and Officers to declare any personal and/or prejudicial interests in any item on the agenda

3. **Public Speaking Time/Open Session**

In accordance with Procedure Rules Nos.11 and 35 a total period of 10 minutes is allocated for members of the public to address the Committee on any matter relevant to the work of the Committee.

Individual members of the public may speak for up to 5 minutes but the Chairman will decide how the period of time allocated for public speaking will be apportioned where there are a number of speakers.

Note: In order for officers to undertake any background research it would be helpful if questions were submitted at least one working day before the meeting.

4. **Minutes of Previous meeting** (Pages 1 - 6)

To approve the minutes of the meeting held on 22 July 2008.

Minutes attached.

5. **Transforming Learning Communities** (Pages 7 - 32)

To receive a report of the Cheshire County Council Scrutiny Review Panel.

Report of the Panel attached.

6. **Personalisation Adult Social Care** (Pages 33 - 52)

This paper, which is in the format of a Cabinet report, is presented to the Advisory Panel to enable Panel Members to be aware of a forthcoming Cabinet issue and to contribute views to inform the decision making of the Cabinet.

Report attached.

7. **Working With the Third Sector - A Partnership Framework for Cheshire East Council** (Pages 53 - 78)

To consider a draft framework to guide and govern the Council's future partnership relationship with the third sector in Cheshire East.

Report attached.

8. **Health and Wellbeing** (Pages 79 - 92)

To consider reports on :-

1. Cross Boundary Usage of Library Services
2. Partnership in Service Delivery
3. Fees and Charges 2009/10

These reports are presented to the Advisory Panel to enable Panel Members to be aware of forthcoming Cabinet issues and to contribute views to inform the decision making of the Cabinet.

Reports attached.

9. **The National Dementia Strategy: A Response to the National Consultation** (Pages 93 - 104)

To note the response to the consultation on the National Dementia Strategy.

Copy of response attached.

10. **The People Directorate: Structural Options**

To receive a verbal presentation.

11. **Panel Work Programme**

To follow.

## 12. **Future Meeting Dates**

To note the dates for future meetings.

27 October 2008

8 December 2008

19 January 2009

2 March 2009

April – To be confirmed

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**CHESHIRE EAST COUNCIL**

Minutes of a meeting of the **Advisory Panel - People**  
held on Tuesday, 22nd July, 2008 at The Capesthorne Room - Town Hall,  
Macclesfield

**PRESENT**

Councillors Miss C Andrew, D Brown, Mrs D Flude, W Livesley, H Murray,  
Mrs C Tomlinson, R West and R Westwood

**1 APPOINTMENT OF CHAIRMAN****RESOLVED**

Councillor Ray Westwood be appointed as Chairman for the ensuing year.

**2 APPOINTMENT OF VICE CHAIRMAN****RESOLVED**

Councillor Carolyn Andrew be appointed as Vice Chairman for the ensuing year.

**3 DECLARATIONS OF INTEREST**

Councillor Dorothy Flude declared a personal interest in several of the matters included on the agenda by virtue of the fact that she was a member of the Alzheimer's Society, a member of Central Cheshire Advocacy Services for people with learning difficulties, a Trustee for Crossroads Care, a member of the Town History Society for Crewe and a member of the Family History Society of Cheshire. In accordance with the Code of Conduct, Councillor Flude remained in the meeting during consideration of these matters.

**4 PUBLIC QUESTION TIME/OPEN SESSION**

There were no public questions.

**5 TERMS OF REFERENCE**

Consideration was given to the suggested Terms of Reference for the Panel and a guidance note on the organisation and running of the Panel meetings.

In considering the Terms of Reference, it was suggested that Members might wish to indicate in which areas they had a particular interest or expertise.

**RESOLVED**

the Terms of Reference for the Panel be noted.

## 6 PANEL WORK PROGRAMME

The Panel was requested to consider its future Work Programme. In order to assist Members in their determination, presentations were given on the key issues as follows:

### **Personalisation and the Transformation of Adult Social Care**

Phil Lloyd, County Manager (Community Care) Adults, attended the meeting and gave a presentation on the above matter. There was a rising costs relating to the provision social cost in that people were living longer and needed to be supported. This issue was addressed in the Local Authority Circular 1 of 2008, which required a whole system change to the delivery of social care, to enable every person across the spectrum of need to have choice and control over the shape of his/her support in the most appropriate setting. This would mean that everyone who received social care support, regardless of their level of need, in any setting, whether from statutory services, the third and community or private sector or by funding it themselves, would have choice and control over how the support was delivered.

Following the presentation Members of the Panel raised the following issues:

- It was queried whether there were year by year targets in respect of adult social care. It was reported that targets were set by the Commission for Social Care Inspectors. The new system marked a change, in that, instead of the Local Authority organising the care provision, individuals would receive an amount of money and contract with the social care provider directly.
- It was considered that a system which provided the opportunity for people to remain in their own homes should be welcomed and care provided to those who needed it.
- With regard to payments to be made to individuals it was queried whether there would be a process for monitoring this. It was reported that this was already the case and that the County Council was one of the best performing Authorities in terms of direct payments. To date there had been no evidence of misuse of funding. A new device was to be introduced (the Kent Card), which was similar to a credit card and would be credited with the appropriate amount and would mean that the Local Authority could see any statements, to allow monitoring.
- It was considered that delivery of the service should be done in the most cost effective way and should be considered at the same time as the budget setting process. It was queried what Members could do to assist with this process. It was noted that a whole system response to social care should result in a reduction in costs and there needed to be strong support from Members in respect of this.
- Information was sought in respect of the likely numbers of recipients and how the budget would be funded. It was agreed that this information would be provided to the Panel at a future meeting.
- It was considered that the Carer Strategy needed to be taken into account when consideration was given to this matter.
- The Panel's role in the transformation of adult social care was queried. It was reported that work was already under way and the County Council were working on proposals, which would be made available to the two new Cheshire

Authorities. The role of the Panel was vital to make sure that the proposals were fit for purpose and also to advise on how this matter should be taken forward. There would be a number of milestones in the process, which would be submitted to the Panel for comment, before formal approval by Cabinet.

### **Transforming the Quality of Dementia Care**

Sheelagh Connolly, County Manager - Old People, attended the meeting and gave a presentation in respect of the above matter. Reference was made to the Department of Health Executive Summary "Transforming the Quality of Dementia Care", which was currently out to consultation, with comments invited by September 2008.

The aim was to secure significant improvements across three key areas in relation to dementia services: improved awareness; early diagnosis and intervention; and a higher quality of care and support in hospitals at home and in care homes. The final document would be produced in early Autumn 2008

Following the presentation Members of the Panel raised the following issues:

- It was queried whether there were any pharmaceutical or other solutions to prevent dementia. It was noted that developments were constantly being made. The National Institute of Clinical Excellence had produced evidence, which did not support the use of drugs. New technology provided the ability to provide systems in people's own homes to monitor and check what the issues were and to focus on the specific needs of individuals. In addition, there was a lot of information available in respect of the architectural design of buildings to assist people with dementia.
- It was queried whether it was proposed that support and respite would be provided to carers, in addition to those with dementia. It was confirmed that support would be provided both for individuals and also respite for carers.
- Reference was made to the provision of memory clinics and it was considered that early diagnosis was important. It was queried how the public would be made aware of this. It was noted that when the strategy was developed it was intended to launch a national campaign and it was suggested that a publicity campaign should also take place locally, at some stage. It would also be important to work jointly with the South and East Cheshire PCTs in respect of this issue.
- Information was sought in respect of the current number of those suffering from dementia and the predicted figures for the next 10-15 years, split across East and West Cheshire and also where resources were available, including residential care facilities and memory clinics and how these were divided across the two new Authority areas. It was agreed that this information would be provided to Members of the Panel following the meeting.
- It was noted that, in the presentation, reference had been made to problems associated with access to local services and it was queried where funding for local services should come from. It was considered that funding was an issue for the whole of society.

### **Cheshire Children and Young People's Plan**

Rick Howell, Children's Services Development Manager, attended the meeting and gave a presentation in respect of the above matter. The Children's Act 2004 required that every Local Authority produce a Children and Young People's Plan, to be

reviewed annually. The expectation was that this would be led by the Local Authority, on behalf of local partners in a given area. The Children's Plan, prepared by Cheshire County Council on behalf of the Children's Trust had been circulated to Members of the Panel. It was noted that whilst the Plan was written for all children, it focused on those children potentially vulnerable to poor outcomes.

It was noted that the new Cheshire East Authority would need to have a Plan in place and it was suggested that the current Plan be adopted for the first year. The Panel might wish to give consideration as to how the Children's Plan and Community Trust should operate, as there were a number of different ways as to how business could be carried out, involving partners. It was suggested that a report in respect of this should be submitted to a future meeting of the Panel. A new set of regulations would be published shortly strengthening the expectations of the Children's Trust and improving outcomes for children and young people.

Following the presentation Members of the Panel raised the following issues:

- It was queried whether the reference to four special schools in Cheshire East included the school attached to the David Lewis Centre. It was reported that this was an independent sector organisation and any inspections would be carried out by Ofsted.
- Reference was made to the increasing problem of alcohol related matters with regard to young people and it was queried how this issue was to be addressed. It was noted that part of the challenge was to identify vulnerable children early and to provide support to parents and individual young children. There also needed to be improvements in respect of enforcement and this would need to involve the police.
- It was considered that one of the big changes within Local Authorities was the requirement for Councils to act as "corporate parents" and this was a large step forward in the role of psychological services in Cheshire. It was also considered that there was a lot of good work going on in schools and that more parents should be encouraged to be school governors.

### **High Quality Care for All - Lord Darzi's Review of the NHS**

Neil Ryder, Director of Joint Commissioning, attended the meeting and gave a presentation in respect of the above matter. In the previous year, the Prime Minister had requested that Lord Darzi take forward a review of the NHS. The review had taken one year to carry out and a copy of the NHS next stage review final report summary had been circulated to Members of the Panel. The key points of the review, which linked with Local Authorities, was that one of the main messages was that the NHS needed to move forward in terms of measuring quality. The review highlighted issues in respect of demographics, advancements in treatments, the nature of disease and expectations in the work place. The review also picked up the issue of personalisation of services, in common with the paper considered earlier in the meeting relating to personalisation and the transformation of adult social care.

It was noted that Lord Darzi was keen to take forward issues within the regions. A copy of the summary of the vision for health and health care in the North West for the next ten years, produced by NHS North West (the strategic health authority) was circulated to the Panel. In addition the Department of Health document "NHS Next Stage Review - Our Vision for Primary and Community Care: What it means for Local Government" was circulated. Some of the key messages related to the piloting of individual budgets for health care and the requirement for Local Authorities and PCTs



to work together in its provision. It was noted that the Panel would have the opportunity to influence how this would be carried out.

Following the presentation Members of the Panel raised the following issues:

Reference was made to Government recommendations in respect of healthy eating and it was considered that many poorer families could not afford to do this. It was queried whether this was being considered. It was reported that, through community enterprises, businesses were encouraged to make healthy food available. However, in the past certain areas of the County had not had an equal right to investment in respect of health.

### **Heritage and Museum Service Forward Plan 2007-2010**

Guy Kilminster, County Manger - Cultural Services and Emma Chaplain, Heritage and Museums Officer, attended the meeting and gave a presentation in respect of the above matter. It was noted that there were several areas that the Panel might want to consider, around the heritage and museums service in East Cheshire. East Cheshire would not have responsibility for directly running the museum service, however, existing Authorities supported a number of museums, including the Silk Museum at Macclesfield, Congleton Museum and Nantwich Museum, through the provision of grants and professional support.

Copies of the Cheshire County Council Heritage and Museum Service Forward Plan 2007-2010 had been circulated to Members of the Panel. The DCMS had set out its priorities for UK museums over the next ten years in "Understanding the Future" (October 2006). These were that museums will fulfil their potential as learning resources; museums will embrace their role in fostering, exploring, celebrating and questioning the identities of diverse communities; museum collections will be more dynamic and better used; museum workforces will be dynamic, highly skilled and representative; museums will work more closely with each other and partners outside the sector.

The issue for the new Cheshire East Authority related to the level of support which should continue to be provided and the provision of grant aid. There was an opportunity to increase grant aid or to appoint a Museums Managing Officer. These issues would need to be considered as part of the budgetary process decisions, to be made in the next few months. It was noted that one specific area which needed to be addressed related to excavational archives, which were on deposit at the Salt Museum in Northwich and consideration would need to be given as to whether it would be better to deposit future excavations somewhere in East Cheshire. One option would be to increase the facility in one of the other existing museums or to have a Service Level Agreement with a neighbouring Authority, for them to hold the material on behalf of Cheshire East.

Following the presentation Members of the Panel raised the following issues:

- It was considered that there was potential to encourage and develop the educational aspects in respect of museums and that this should be considered at some point in the future.
- It was considered that museums were a vital part of the area's history. Reference was made to the Railway Works in Crewe and it was considered that this should be developed.

- It was noted that Congleton Museum was successful, as it provided different themes, which changed on a three monthly basis and provided interest for visitors. It was suggested that this approach might help to encourage visitors to the museums in Macclesfield.
- Reference was made to improvements made at Christ Church, Macclesfield which had involved local people, and it was considered that when people wished to be involved they should be encouraged.
- Reference was made to a recent presentation attended by Members in relation to Tatton Park and it was suggested that the museums should be promoted in a similar manner.

### **Work Programme**

It was agreed that the following items should be included on the future Work Programme:

- 1 Personalisation
- 2 How Cheshire East sees its role as Corporate Parent
- 3 Value Added
- 4 Public Health issues/healthy eating
- 5 Dementia
- 6 The Children's Plan - How do we customise to Cheshire East and what are the key themes?
- 7 Review of how the Cheshire East Authority is utilising its potential as a new Authority and ensuring synergies are realised
- 8 Heritage and Museums Service - Focusing resources
- 9 Transforming learning communities

### **RESOLVED**

A draft Work Programme be produced for the next meeting of the Panel.

## **7 FUTURE MEETING DATES**

### **RESOLVED**

That a Schedule of Meetings, based on a six weekly cycle from September 2008, be produced. The dates for future meetings would then be circulated as soon as possible, following agreement with the Chairman.

The meeting commenced at 2.00 pm and concluded at 4.20 pm

Councillor Ray Westwood  
CHAIRMAN

**CHESHIRE EAST****Advisory Panel****23 September, 2008**

**REPORT OF**  
**CHESHIRE COUNTY COUNCIL SCRUTINY REVIEW PANEL ON TRANSFORMING**  
**LEARNING COMMUNITIES (TLC)**

**INTRODUCTION****Terms of Reference for the Review:**

**To assess whether the TLC process is addressing the issue of surplus school places; and, by reference to selected case studies, to review and report on the consultation process undertaken to date on TLC proposals so that lessons learned may be applied across the Council's activities in the future.**

**Membership**

The Panel was comprised of Councillors:

Mrs Sylvia Roberts  
Mrs Margaret Simon  
Peter Nurse  
Peter Byrne  
David Andrews  
Mark Dickson

Dr Harry Ziman was also co-opted onto the Panel as a Parent Governor member of the Children's Services Scrutiny Select Committee.

However, Cllr Dickson was unable to attend any meetings and Cllr Andrews has missed a number of meetings since December due to ill health and Cllr Simon has not attended recent meetings to draft and approve the final report. The final report is therefore submitted in the names of those Councillors who attended recent meetings and contributed to and approved the final report. That does not preclude Councillors Dickson, Andrews or Simon from endorsing the reports contents, but the Panel makes no assumptions on their behalf in that respect.

The Panel met on 12 occasions and was supported by Neil Massingham, Political Support Manager, Children's Services Department and Denise French, Senior Member Support Officer, Policy and Resources Department. The Panel wishes to extend its thanks to both officers at the outset for the efforts and excellent contributions to this report.

**Approach of the Panel**

The Panel took note at the outset of the review that there were insufficient resources available to support a complete review of the entire TLC process and all individual decisions. The Panel was also mindful not to focus on specific past decisions but rather to take a strategic overview of TLC processes in practice. Selected written data and advice

was commissioned on surplus places, small schools and the school funding, but the greater amount of evidence was collected from expert witnesses who were called to offer their views orally to the Panel. Children's Services has also produced information during the last 12 months on surplus places and related issues for the School Planning Select Panel (SPSP) and for the Schools Forum which the Panel also considered as evidence.

In terms of case studies, the Panel commissioned the Research and Intelligence Unit to conduct two focus group sessions to review the various stages of the TLC consultation process within the Crewe and Nantwich locality by obtaining the views of those who had been participants. Two discussion groups were held during February 2008 in Crewe. One involved eight participants who were either Headteachers or Governors, with the second group comprising six Parent Governors. Members of the Panel attended each session as observers.

### Contents

In line with the terms of reference the main sections of this report cover:

- 1. Surplus Places Performance**
- 2. Consultation Processes and Performance**
- 3. Political Process and Decision Making**
- 4. Small Schools Issues**
- 5. Conclusions**
- 6. Recommendations**
- 7. Appendices**

Clearly it would not be possible to include in this report all the evidence collected by the Panel, but attached as Appendices are summaries of some of the key evidence collected that Members may wish to refer to or consider as additional background information.

- Appendix A – Summary of issues raised by witnesses
- Appendix B – Map of the consultation processes
- Appendix C – Results of consultation focus groups
- Appendix D – Map of the political and decision making processes
- Appendix E – Financial data on TLC
- Appendix F – Explanatory note on the Dedicated Schools Grant (DSG)
- Appendix G – Costs of small schools
- Appendix H – Summary of a report on small schools
- Appendix I – Letter from DCSF on rural school closures

### Witnesses

Joan Feenan, Director of Children's Services  
David Rowlands, Lead Member for Children  
David Ayres, TLC Programme Manager  
Gordon Hamilton, Head of Research and Intelligence  
Ray Baker, School Development Manager  
Barbara Kay, TLC Principal Accountant  
Linda Brown, County Manager for Inclusion and Education  
Mark Parkinson, Principal Manager, Inclusion and Education  
Steve Nyakatawa, Principal Manager, Inclusion and Education  
Andrew Wells, Audit Commission  
Chris Chapman, Chair of Cheshire Schools Forum  
Duncan Haworth, Schools Forum member; Sec. of Cheshire Assc of Governing Bodies

Michael Clarke, Diocese of Shrewsbury (written comments submitted)  
Jeff Turnbull, Diocese of Chester (written comments submitted)  
Heads, Governors and Parent Governors who attended consultation focus groups

The Panel's summary of the key points made by these witnesses is attached at **Appendix A** as background information.

### **Glossary of key acronyms used in this report**

ECM	– Every Child Matters
CAGB	– Cheshire Association of Governing Bodies
SPSP	– School Planning Select Panel
AWPU	– Age Weighted Pupil Unit
PLASC	– Pupil Level Annual School Census
DCSF	– Department for Children Schools and Families
DSG	– Dedicated Schools Grant
POR	– Pupils On Roll
NC	– Net Capacity
PAN	– Planned Admission Number
Exec	– Executive (full)
CS Exec	– Children's Services Executive
SOC	– School Organisation Committee
Exec SOC	– Executive School Organisation Sub-Committee (replaced SOC in 2007)
LMS	– Local Management of Schools (school funding formula)

### **1. SURPLUS PLACE PERFORMANCE**

1.1 It is acknowledged that the objective of TLC is not solely the removal of surplus places, but the transformation of Cheshire schools by putting in place the infrastructure suitable to deliver the Every Child Matters (ECM) agenda and laying the foundations for improved educational delivery. TLC should not therefore be judged solely on its performance in removing surplus places. That said, it has been frequently observed during the Review that transformational aspirations of TLC have often become overshadowed by the surplus place issue.

1.2 In terms of 'targets' for the number of surplus places that Cheshire can carry, the Panel has accepted the advice that in general an operating level of between 6% and 8% of surplus places allows sufficient school places for reasonable parental choices. The Council's trigger point to take action on surplus places is when they rise above 10%. The DCFS expects all local authorities to take action for those schools with >25% surplus places. The Panel recognises that these figures may not always be appropriate in the context of small localities.

1.3 In relation to the transformational objectives of TLC, having held focus group sessions with people from Crewe and Nantwich, the Panel gave some consideration to what transformational changes were achieved in that locality. Members and the public may find the list instructive in comparison with the perceptions of TLC:

#### Primary

- Closure of 2 primary schools. (Lodgefields, Buerton);
- Amalgamation of 4 pairs of infant and junior schools. (Gainsboroughs, Underwood West, Wistaston Westfield I and Wistaston J, Broad Street N&I and Church Coppenhall J);
- Enlargement of 2 primary schools. (Pear Tree and Weston);

- Relocation of 1 primary school (Edleston);
- Rationalisation of primary NCs, PANs (to multiples of 30 wherever possible), redrawn catchments etc.

## Secondary

- Amalgamation of a pair of secondary schools. (Coppenhall and Victoria) and investment of £20 million.

Net total of primary places to be removed consequent upon the review = 860.

Net total of secondary places to be removed consequent upon the review = 690.

## Other

- The identification of sites for 5 Children's Centres for phases 1 and 2;
- The identification of 2 further sites for Children's Centres;
- Identification at particular schools of potential for alternative use of accommodation – e.g. other education and health provision, branch library;
- On-going work in the development of the Education Inclusion Partnership;
- Proposals emerging from the SEN review in respect of primary schools with resourced provision and secondary schools with inclusion resource centres. (proposals for special schools still in development);
- On-going development of extended services in and around schools;
- On-going developments in the 14 – 19 area;

1.3 The key points to recognise here is that transformation has begun in Crewe but it has had to be funded in order to happen. As we will draw out later in this report, school closures and amalgamations have taken place not to save the Council money, but to enable the Council to reinvest its existing resources (by releasing capital receipts and enabling prudential borrowing) in modernising its educational infrastructure.

## PLASC Data 2003-2008

1.4 In relation to TLC performance on surplus places, the following key data has been established based on PLASC data collected between 2003 – 2008. Three graphs (provided by the TLC team) are set out below which demonstrate surplus places forecasts and actual positions for primary and secondary schools.

1.5 The first graph on primary sector 'numbers on roll' (NOR) and net capacity (NC) shows the baseline surplus place data from 2003-04 on which TLC was based; how TLC performance and actions since then have reduced the number of school places (resulting in the 'actual' solid green line, 2005-2008); and what the surplus place position would be if no actions had been taken (the broken Jan 2005 dotted red line data). It also shows current forecast surplus places to 2012 (Jan 2007 dotted orange lines). Cheshire had 12.3% and 6% surplus places in the primary and secondary sectors respectively as at January 2004:

Jan 2004	No. of schools	Pupils on roll	Net Capacity	Surplus places	% surplus
PRIMARY	286	54385	61305	<b>7510</b>	<b>12.3%</b>
SECONDARY*	45	47733	48368	<b>2886</b>	<b>6%</b>

1.6 The graph also shows that Jan 2005 pupil **forecasts** for the primary sector indicated that by 2010 the percentage of surplus places in the primary sector would rise from 11.9% (7,137 places) to **20.4%** (12,191 places) if no actions were taken to remove places. According to this forecast the Cheshire Primary sector would have had **16.6%** (9,951) of surplus places at January 2008. January 2008 PLASC primary school data demonstrates that in fact Cheshire has current Primary school surplus places of **12.6%** (7,276 places). Therefore while the total percentage and number of surplus primary

places has remained relatively stable at just over 12%, this is **4% (2,675) fewer surplus primary places than were forecast in 2005 if TLC had not taken place. TLC has therefore succeeded in removing surplus places and keeping pace with falling demand for school places, but it has not achieved a level of 5-8%, or indeed managed to reach 10% in the primary sector for Cheshire as a whole.** These are county-wide figures; TLC decisions have only been implemented in some localities; others are still underway. The TLC process has therefore removed more than 4% of places in those areas where it has been completed.

1.7 The second graph shows that while there are presently 12.6% surplus primary places, if TLC stops now then the percentage of surplus places will rise to 15.6% by 2012. **It is therefore important that all the originally planned TLC locality reviews take place.**

1.8 The third graph shows that surplus places in secondary schools are not yet at the same level as in primary schools (currently **7.6%** (3,364 places) - which is below the threshold for action to be taken), but the trend is upwards as the effects of falling child population levels and hence pupil numbers work through the primary school system to the secondary sector.

1.9 We should briefly comment at this section that the Panel discussed TLC with the Audit Commission during the review and heard some positive feedback about the processes used, in particular the comprehensive data that TLC uses as well as the significant resources that have been put in to the programme in comparison with other LAs, and the preparation of Officers for public and stakeholder meetings.

#### Pupils on Roll in comparison with Net Capacity of schools

1.10 From the above scenario, it can be seen that TLC is removing surplus places, but not enough places, or quickly enough, to keep pace with the changing demographic profile of Cheshire. The two further graphs below on 'scenario building' highlight how pupil numbers have been falling as rapidly as schools' net capacity is reduced. It should be noted, however, that Cheshire live births have increased from 2003-2006 and this is shown in the chart by a decline in the rate of fall in pupil numbers from 2010 to 2012. This increase is of the order of 100-300 children per year, which is significantly less than the 800 places per year reduction to reach 10% surplus places by 2012.

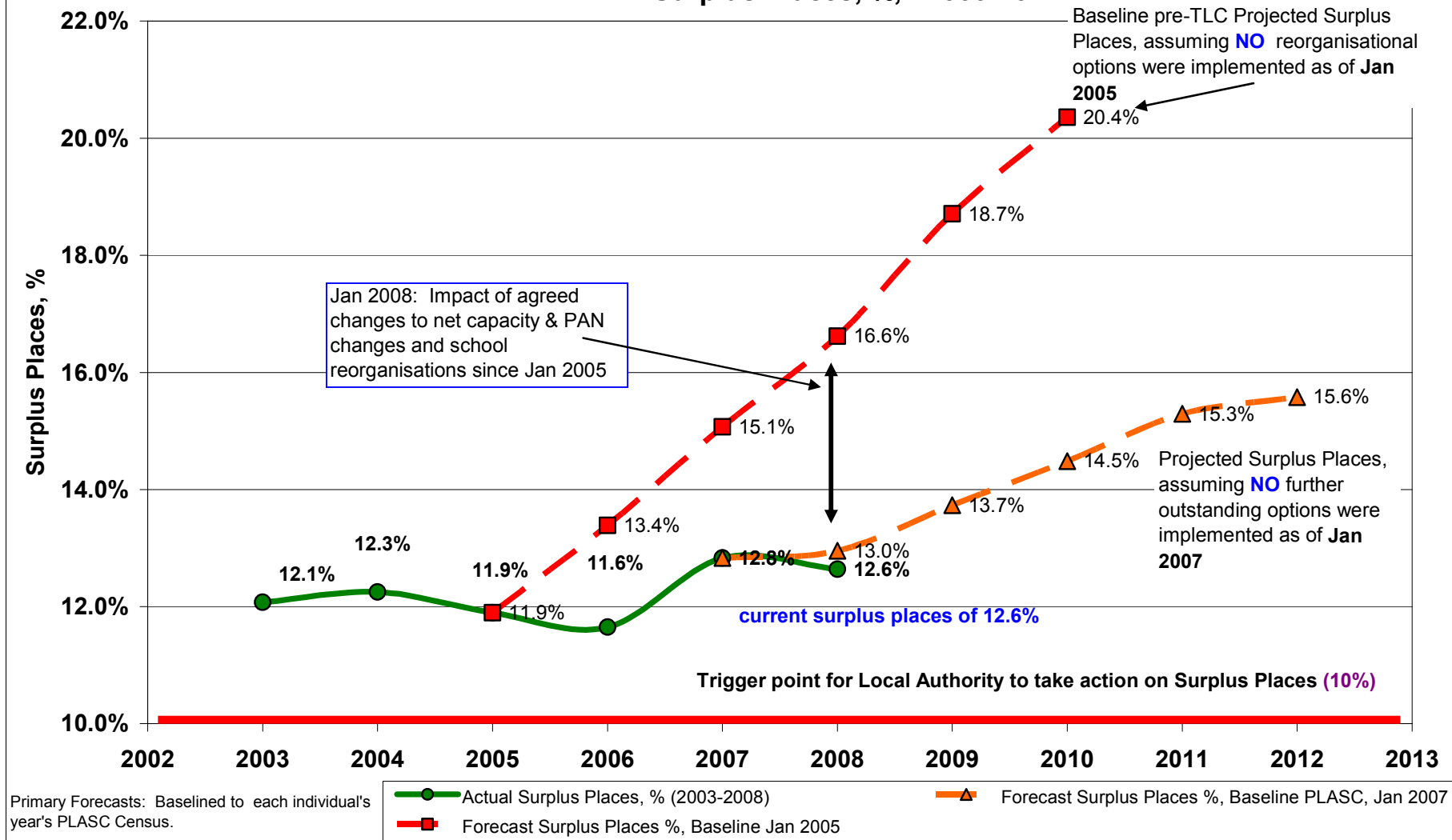
1.11 This leads the Panel to an early observation that a continual programme of management of school places post-TLC would seem inevitable as up to 800 places per year may need to be removed from primary and secondary sectors just to keep pace with falling rolls at schools, even though the rate of decline in pupil numbers is getting less than the 2003-2007 rate of decline. This could cause the new councils some difficulty as people understood (rightly or wrongly) that the TLC process would put in place the appropriate infrastructure for the next decade.

Updated for PLASC, Jan' 08  
Census NOR and net capacity  
data

## Cheshire: Primary Sector

### Impact of Removal of Surplus Places between 2005-2008 on Our 5-Year Forecast

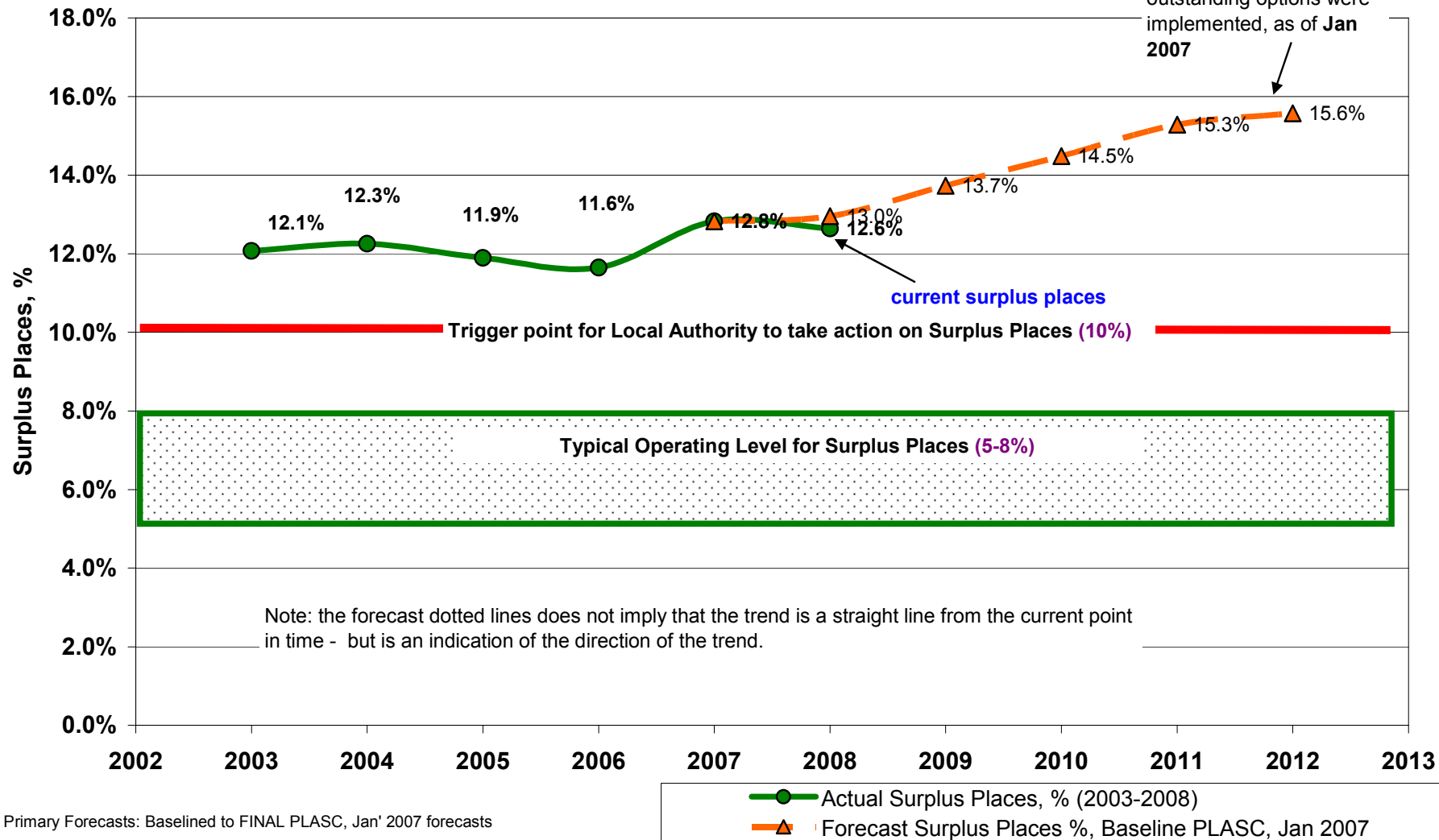
#### Surplus Places, %, 2003-2012





Updated for PLASC, Jan' 08  
Census NOR and net capacity  
data

## Cheshire: Primary Sector Historic and Forecast Surplus Places, % 2003-2012

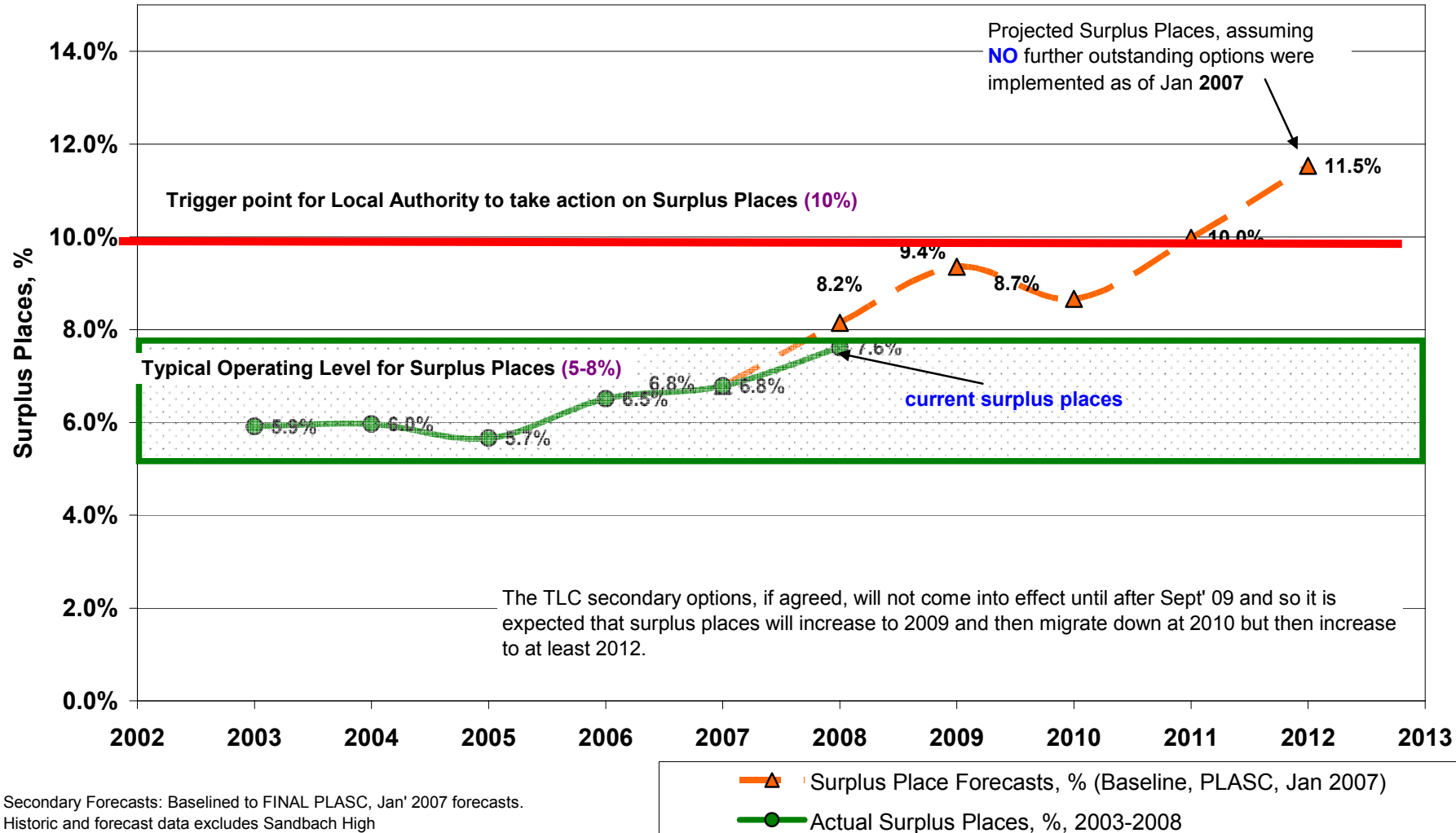


Updated for PLASC, Jan' 08  
Census NOR and net capacity  
data

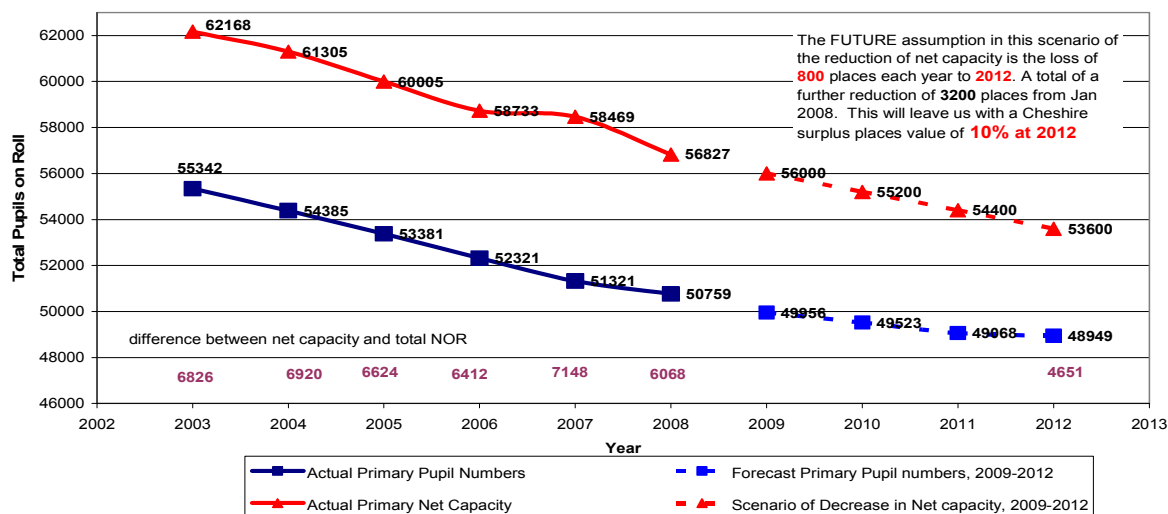
## Cheshire: Secondary Sector

### Impact of Removal of Surplus Places between 2005-2008 on Our 5-Year Forecast

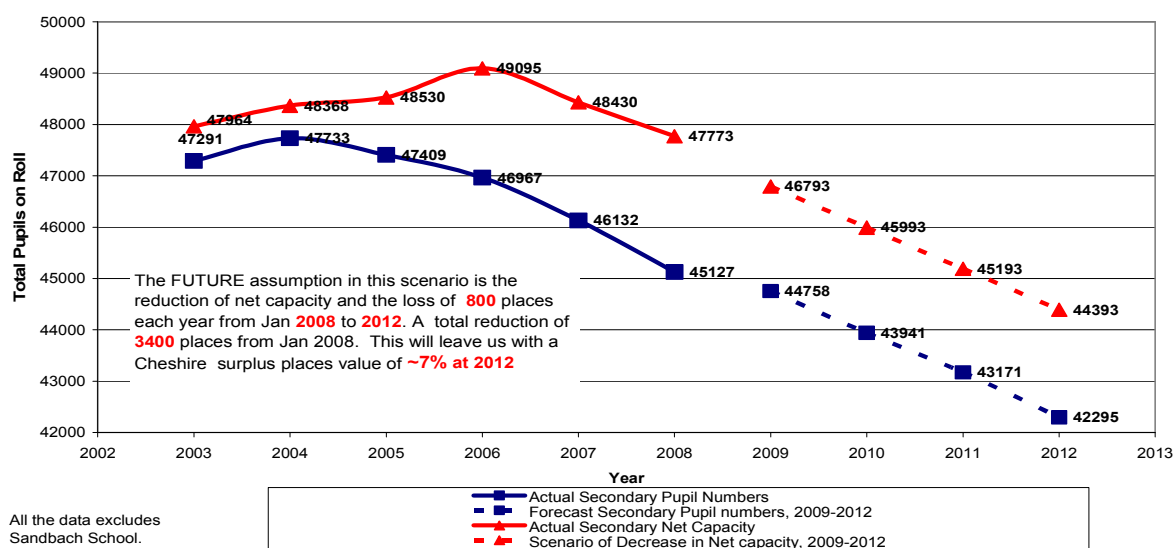
#### Surplus Places, %, 2003-2012



**SCENARIO BUILDING (Baseline PLASC, Jan' 2008) :**  
**What is the Gap between Cheshire Primary Pupils on Roll and Our Corresponding Total Primary Net capacity?**



**SCENARIO BUILDING (Baseline PLASC, Jan' 2008) :**  
**What is the Gap between Cheshire SECONDARY Pupils on Roll and Our Corresponding Total SECONDARY Net capacity?**



## 2. CONSULTATION PROCESSES AND PERFORMANCE

### Process

2.1 The consultation process as it has evolved is mapped out at **Appendix B**.

2.2 In addition to this the Panel offers Members the following explanations of the stages of consultation as supplied by the TLC Team:

- Stakeholder conference: The first stage of the TLC process where all the locality stakeholders are invited to an event to 'set the scene' for their locality review led by the Lead Officer for each review. This covers the relevant data, decision making and consultation process. Stakeholders include - school

heads, governors, local members at both county and borough level, the LSC, partner agencies, trade unions and parent governor representatives;

- Informal consultation: These events follow the options announcement for each locality. These give stakeholders an opportunity to attend a drop-in session to meet the TLC team and discuss the options for each locality in general terms or any specific options relating to their school for feedback to Members who then advise/decide on which proposals should proceed to the next stage of formal consultation. These take place in central locations in each locality, e.g. Civic Hall;
- Formal consultation: Similar to informal consultation in format but they take place at the particular school/s directly affected and are a way of collating feedback to Members who then advise/decide on which proposals should proceed to the next stage, which is the issue of public notices formally advertising a definite proposal and inviting formal comments;
- Public Notices: This is the formal notice of closure, if that is the decision of the Council following formal public consultation. If there are no objections to the notice then the school closes. If there are objections then the final decision was previously taken by the independent 'School Organisation Committee' (SOC). The Government abolished SOC's in 2007 and final decisions in the case of objections are now taken by a 'SOC' sub-committee of the Council's full Executive;

### Focus Groups

2.3 The results of the Focus Groups sessions with Heads, Governors and Parent Governors on TLC consultation is attached at **Appendix C**.

### Consultation Issues

2.4 Clearly options generation is a key issue for stakeholders. The Panel was advised that as part of any TLC locality review, at the end of the initial informal stages of consultation a range of possible options emerge and an option appraisal process has to be undertaken. This applies a set of factors to assist the identification of the nature of changes and where those changes may occur, and includes:

- Geographical and Demographic Issues (G&D);
- Asset Management Issues (AM);
- Resource and Financial Issues (R&F);
- Children's Services Issues (CS);
- Community Issues (C);
- Social and Special Issues (S&S);

These factors will likely take account of:

- Pupil Numbers on Roll (NOR) – current and projected (G&D);
- Surplus places – numbers and percentages – current and projected (G&D);
- Parental preferences – in area / out area – numbers of first preferences (G&D) (C);
- Distance to alternative educational provision and other geographical / locational factors (G&D) (C);
- Standards of accommodation – condition and suitability issues (AM);

- Site-related issues - access, potential for expansion, planning restrictions etc (AM);
- Budget, unit costs, wider revenue funding issues, sustainability (R&F);
- Capital funding (R&F);
- Balance of provision – faith and non faith – numbers and percentages of places – the range of schools in a locality (G&D) (C) ;
- Consideration of Social Inclusion / Areas of Deprivation etc (S&S);
- Audit / Mapping of provision to need (S&S) (C) ;
- “Givens”, for example, in relation to decisions already taken in respect of other major initiatives such as Children’s Centres or SEN and Inclusion (CS);
- Other site users and the interests of the wider community (C).

2.5 These factors will be considered against the criteria for TLC as set out in “A Case for Change”, in particular the seven Key Principles. An added complication of TLC locality reviews is that they are not simply about matching provision to current and future demand but are also concerned with establishing a platform on which educational and children’s services can be developed in future and a transformation of provision can be achieved.

2.6 Notwithstanding the above advice, the Panel also heard considerable evidence from stakeholders on the generation of options, particularly concerning Crewe and Nantwich and the Ellesmere Port and Neston localities. Whilst accepting that these were early localities and the practices have developed since then, the Panel noted that most stakeholders felt that the option generation process was conducted by Officers in great secrecy and sometimes using outdated information. People felt unable to contribute and that their ideas were invited but not acted upon. Very importantly, despite the emphasis on transformation of learning, they perceived that the process was primarily concerned with school closure.

2.7 Taking account of the above issues, the following key points were identified by the Panel in relation to TLC consultation processes:

- There is a need to ‘share the problem’ with stakeholders (including parents) in a more open and engaging way from the outset of a locality review.** More basic data needs to be placed in the public domain that explains the problem in a review area and invites local solutions BEFORE the ‘options’ (informal or formal) are put out for consultation. However, when inviting local solutions/options from stakeholders they must be given realistic parameters within which to develop their options – such as what objectives must be achieved, and what constraints are there locally and nationally (e.g. funding, legislation). It is recognised that some facilitation might be required and that the process is not without risks. For example it shares the uncertainty at an earlier stage and acceptable ideas might not emerge;
- As soon as CCC announces ‘options’ (or option) the battle feels lost to most stakeholders. **What CCC calls ‘options’ are almost invariably seen by stakeholders as ‘proposals’;**
- When schools are aware that they are not the subject of a ‘option’ they tend to withdraw from debate, hence restricting the opportunity for local engagements and the transformational re-design of an entire locality from scratch. If all schools were engaged for longer then this would help to develop a whole locality based vision. The local authority needs to use the consultation process to both develop and explain its strategic vision and plan for a locality;

- iv. The consultation processes have evolved to become overly long and complex. It might be assumed that they are also increasingly labour intensive for officers. **Consultation needs to be streamlined and more open but without compromising the ability for the council to make good decisions;**
- v. It is not clear (at least to a fair number of stakeholders) how views and options from stakeholders are dealt with or even whether any attention is paid to them at all. Where they are rejected prior to formal consultation reasons do not seem to have been given as to why. **There needs to be more clarity about how consultation feeds into decision making; there needs to be a reasoned response to consultees;**
- vi. Poor, or poorly perceived, communications have sometimes damaged the process of consultation and decision making. This has added ammunition to opponents of proposals and has undermined support for TLC. In particular many stakeholders were enthused by the initial presentation on TLC and its emphasis on the transformational aspects. However they rapidly became openly cynical as it appeared to focus on the surplus place issue. Whilst the surplus places issue (and associated school closures) will naturally have a higher profile in the community in general, it is important to effectively communicate the transformational outcomes of TLC to demonstrate that the benefits are and will be more profound than pure financial redistribution.

### 3. POLITICAL PROCESS AND DECISION MAKING

3.1 The Panel acknowledged at an early stage that the political management of surplus places, where it involves the closure of a school, is inevitably a controversial process. It should be borne in mind therefore that *whatever* final solution is arrived at, those associated with a school that closes will regard themselves as the losers in the process and feel aggrieved little matter what system was followed.

3.2 However, that does not mean that both consultation and decision making processes should escape being reviewed for **fairness, openness and effectiveness**. Having looked at TLC consultation processes above, this section of this report will look at TLC political processes involving the School Planning Select Panel (SPSP) and the Executive in its various forms (Children's Services Executive, full Executive and Executive School Organisation Sub-Committee (Exec-Sub SOC)), and the associated Constitutional processes of 'Call-in' and Scrutiny.

3.3 It might be kept in mind that while TLC began with all Party support, this has dissipated, although not entirely disappeared. In part the Panel viewed this as resulting from less enthusiasm for the realities of school organisation, and in part from disaffection due to a few controversial decisions not to close (or even consult on) some rural school closures.

#### Political Decision Making Processes

3.4 In brief the TLC locality process can be summarised as:

- i. An officer led study leading to identification of possible changes to education provision in a locality;

- ii. A political decision to publish certain Options for informal public consultation. The intent of the council is that these Options are possible changes that could be made; they should not be seen as firm proposals;
- iii. Based on the outcomes of the informal consultation a political decision to make specific proposals and publish these for formal consultation;
- iv. Based on the outcome of the formal consultations a political decision on the changes to be made and execution of those changes.

3.5 **Appendix D** maps the political stages of the decision making process adopted for TLC including the various consultation and call-in steps. A very early stage involves SPSP considering (in private) a range of Officer provided options for informal public consultation. The Panel found itself regularly questioning the openness of this procedure whereby SPSP only allows those options that it approves of to go forward for informal consultation.

3.6 From point (3.4 ii) above (for the reasons set out at 2.7 ii above) battle-lines are drawn and positions become entrenched as what has become a very drawn-out decision making process grinds along, punctuated by call-ins and referrals to an unclear rota of scrutiny and Executive meetings where few people (including Officers and Members) understand anymore why a particular body is considering a TLC matter. The role of Council is unclear (especially to the public) and the public are confused about when they can and can't put formal questions to a meeting that is considering a TLC decision. Even less often do they understand the outcome of these meetings. Some clear areas of bewilderment include:

- Why call-ins are sometimes heard by the Children's Services Scrutiny Committee and sometimes by the Performance and Overview Committee;
- The reason why a decision of the full Council can be ignored by the Executive;
- The nature of the advice offered by a council committee and how that advice impacts upon the final decision of the Executive;
- That the same topic can be repeatedly raised under the guise of several different motions before the same Council committee.

3.7 These matters stem from the Constitution of the Council and from the underpinning legislation (Local Government Act 2000). However, the 2000 Act was intended by the Government (however misguidedly) to simplify and speed up decision making in local government. Their interpretation by the Council's Constitution has manifestly failed to achieve this in relation to TLC. Whilst the mechanisms adopted are an important part of the democratic and consultative processes the complexity of their implementation serves to undermine and thus in part defeat their purpose by appearing to outsiders (and occasionally Members) as being arbitrary and arcane.

3.8 In short, it seems to the Panel that the political process has become too long and convoluted. A much clearer system is required – with more openness in the earlier stages, followed by quicker decision making and fewer opportunities for call-ins. On this latter point, while the Panel would not seek to undermine or neuter the democratic process, it does call into question a system that allows the same single decision to be called-in repeatedly at every stage of decision making. It almost places an obligation on the local Member to do so. It does not seem to be in the public interest to prolong what can be a painful and traumatic process for local communities when there is little real hope of changing the decision. The Constitution

should set fair *but sensible* parameters within which Members can represent local people.

3.9 In light of the above issues, in considering any future political system for school organisation Members and Officers (of whichever authority is dealing with this matter) should consider the following points when developing political structures:

- I. That a full range of viable options should be put in the public domain for consultation at an early stage;
- II. That Call-ins should only be permitted at two stages of the decision making process (such as when formal consultation is approved by the Executive to take place and when Public Notices are approved by the Executive for issue);
- III. That referrals for the first call-in stage should always go to Children's Services Scrutiny;
- IV. That referrals for the second call-in stage should go to Performance and Overview Committee (ie the parent body of Children's Services Scrutiny);
- V. That if a Exec-SOC type committee needs to consider Objections to Public Notices, that no call-in of Exec-SOC decisions should be possible. Exec-SOC should be the final stage in the process as SOC was prior to its abolition;
- VI. That consideration should be given to whether Council could replace Exec-SOC as the final stage of decision making (although the Panel note the importance of allowing Objectors to make representations in person to the decision making body) and what the proper role of full Council should be in decisions to close schools (such as the final place of appeal against an Executive decision).

#### Role of Federation in Removing Surplus Places

3.10 The Panel also questions the apparent acceptance of federation by SPSP and the Executive and whether this has become a method of avoiding difficult school closure decisions. A number of recommendations for closures or amalgamations by Officers have been overturned by SPSP in favour of decisions to federate (it should be noted that only Governing Bodies may propose federation, not SPSP or the Executive). In order to explore this the Panel asked for the tables below to be produced to highlight how many surplus places had been removed in the primary sector and by what method (ie amalgamating two schools; federating two schools; closing a school; or reducing the Net Capacity of a school – ie by redesignating classroom space).

3.11 The evidence in tables 1 and 2 below would suggest that **federation by itself plays no role in removing surplus places** – unless it is a first step towards closure of one school or amalgamation of two schools, and ultimately results in a clear and significant reduction in the net capacity of the local school provision. It is, however, noted that federation can be a precursor that enables future changes to be made, particularly with regard to those aspects of TLC that are concerned with improving education provision rather than dealing solely with surplus places. For example:

- Reducing the barrier to future amalgamation of schools;
- The pooling of staff capability thereby broadening the experience, ideas and facilities thereby enriching the learning provided at both schools;
- The opportunity to improve school leadership at a time when skilled school leaders are increasingly difficult to recruit.

3.12 In short, federation can have a role in changing the educational landscape but has been used as a way of avoiding taking unpalatable and controversial (but



necessary) closure and amalgamation decisions. Where federations have been approved Governing Bodies should at least be formally required to report within a short period of time on how federation has helped to achieve the stated objectives for a school and a locality.

Table 1 - Number of surplus places reduced by method of removal (between Jan 2005 and 31 Aug 2007)

Locality	Officer Rec'mended	Exec Decision	Reason for change (and surplus place reductions foregone)	Amalgamation	Federation	Closure	Net Capacity
Crewe	704	655	St Oswald's closure rejected (49)	258	0	266	131
EP&N	644	644		0	0	360	284
Frodsham	122	42	Kingsley CE / Norley CE amalgamation rejected in favour of federation (80)	0	0	0	42
Chester	289	289		0	0	0	289
WMT	272	272		40	0	0	232
KWP	224	224		0	0	0	224
Maccl'fld	180	180		0	0	0	180
North VR	234	234		0	0	0	234
ACS&HC	30	30		0	0	0	30
<b>TOTAL</b>	<b>2699</b>	<b>2570</b>	<b>Impact = 129 places</b>	<b>298</b>	<b>0</b>	<b>626</b>	<b>1646</b>

Table 2 - Number of surplus places planned to be removed by locality / method (between 1 Sept 2007 and )

Locality	Officer Rec'mended	Exec Decision	Reason for change (and surplus place reductions foregone)	Amalgamation	Federation	Closure	Net Capacity
Crewe	54	54		0	0	0	54
EP&N	405	405		195	0	0	210
Frodsham	133	133		0	0	88	45
Chester	804	752	Huxley closure rejected in favour of federation (52)	81	0	375	296
WMT	390	306	Byley closure rejected by SPSP (84)	30	0	276	0
KWP	421	316	High Legh / LB amalgamation rejected in favour of federation (105)	210	0	0	106
Maccl'fld	-	-	-	-	-	-	-
North VR	31	31		0	0	0	31
ACS&HC	105	105		105	0	0	0
<b>TOTAL</b>	<b>2037</b>	<b>2102</b>	<b>Impact = 241 places</b>	<b>621</b>	<b>0</b>	<b>739</b>	<b>742</b>

### Surplus Places – Opportunities to Remove ‘Foregone’

3.13 A number of Officer recommendations have been rejected for various reasons and decisions not to close schools have been taken. To date the Local Authority has foregone a reduction of approximately 892 places in primary schools as set out in the table below as a consequence of not proceeding to closure or amalgamation.

PROPOSAL	PLACES “FOREGONE”
Close St Oswald's Worleston CEPS	Reduction of 49 places if option agreed
Amalgamate Alvanley PS & Manley PS (in the event, federated)	N/A
Amalgamate Kingsley St John' CEPS & Norley CEPS (in the event, federated)	Reduction in 70-80 places if option agreed
Close Huxley PS (currently exploring the possibility of federation)	Reduction of 52 places if option agreed
Amalgamate of High Legh PS & Little Bollington	Reduction of 105 places if option agreed
Close Delamere CEPS (review in Spring 2009)	Reduction of 70 places if option agreed
Option to close Byley PS	Reduction of 84 places if option agreed
Options around Greenfields PS and Over St John's CEPS (Position at GPS to be reviewed by Spring 2009)	Reduction of 145 places if option agreed
Close Pott Shrigley CEP	Reduction in 42 places if option agreed
Close Gawsworth CEP*	Reduction in 210 places if option agreed

Close Bosley St Mary's CEP (collaborative arrangements with Wincle CEP agreed)	Reduction in 55 places if option agreed
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3.14 It is difficult to determine what the effect would have been on the overall surplus place percentage. This is due to several factors. One factor is that had the schools identified for closure gone ahead, their children would likely continue to be in the system but it would be difficult to predict which receiving schools the children would attend. However if it is assumed that the pupils enter schools which do not become oversubscribed, the 892 places removed will equate to the removal of 892 surplus places. It should be noted that the County surplus place figure at January 08 (at which time approximately 286 places had been foregone) would have been in the region of 12.1% compared to 12.6% actual.

3.15 The impact of these decisions has been a loss of prudential borrowing opportunities and capital receipts that could have generated £12.9m in capital spend if they had been used for prudential borrowing. However, the TLC business case in terms of savings and investment is on target – providing that all locality reviews continue and officer recommendations are followed. More information on TLC finances is in **Appendix E**.

3.16 It is imperative that Members appreciate the impact of these decisions in terms of missed opportunities to fund the transformation of learning communities in Cheshire. Cheshire does not yet qualify for Building Schools for the Future funding from the Government (not until 2016 on current plans). Cheshire must therefore fund TLC itself and it has done this through reinvestment of capital receipts and through prudential borrowing. While the TLC business case may still be on target, because it is well down the queue to receive Government funding it is even more important that Cheshire deploys its scarce financial resources in the most effective way.

#### 4. SMALL SCHOOL ISSUES

4.1 Due to both its rurality and to falling rolls Cheshire has a large number of small primary schools – and at a smaller average size (190 pupils per school) than comparable authorities. The Panel recognised that there are advantages and disadvantages (perceived or real) to small schools and that there are circumstances where small schools can be necessary, viable and can provide a good standard of education. However, it is also the case that small schools cost more money per pupil and that this takes funding away from pupils in larger and more popular schools, sometimes also in need of higher funding levels due to deprivation or other factors.

4.2 The Panel received evidence that the Audit Commission has concluded that, in general, small primary schools (fewer than 90 children) and small secondary schools (fewer than four forms of entry – 600pupils in a 11-16 school) are less cost effective. In the secondary sector such schools are less likely to be designated by OFSTED inspectors as “meeting with success”.

4.3 To give some flavour of the costs of small schools and the allowances that they received in 2007-08 attached at **Appendix G** is a complete list of per pupil costs and funding levels. Some extracts are set out below for primary schools with fewer than 70 pupils on roll, or higher than £3,500 per pupil costs. Secondary schools are those in Cheshire with fewer than 600 pupils on roll (or only slightly more than that).

##### Small Schools' Pupil Numbers and Per Pupil Costs

<u>Name Of School</u>	Pupil	Per Pupil	TLC Outcome
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	Nos	Cost (£)	
Alvanley Primary School	66	3,967	Amalgamation rejected
Barrow CofE Primary School	51	3,600	-
Bosley St Mary's CofE Primary School	46	4,297	-
Boughton St Paul's Nursery and Infant School	61	4,480	Closed
Bridgemere CofE Primary School	74	3,998	-
Chelford CofE Primary School	38	4,907	-
Church Lawton Primary School	87	3,656	-
Clutton Church of England Primary School	44	3,997	Closure rejected
Crowton Christ Church CofE Primary School	72	3,724	
Delamere CofE Primary School	50	3,945	Closure rejected
Dodleston CofE Primary School	51	3,523	-
Dunham Hill Primary School	47	4,573	Closed
Gorsthills Community Primary School	28	4,560	Closed
Great Budworth CofE Primary School	57	3,359	-
Harthill Primary School	18	8,796	Closed
Huxley CofE Primary School	25	6,753	Closure rejected
Kettleshulme St James CofE (VA) Primary School	64	3,709	-
Kingsley St John's CofE (VA) Primary School	63	3,779	Amalgamation rejected
Lodgefields Community Primary School	16	8,193	Closed
Manley Village School	57	3,426	Amalgamation rejected
Mansfield Primary School	23	4,898	Closed
Norley CofE VA Primary School	61	3,868	Amalgamation rejected
Oaklands Community Infant School	55	3,255	Amalgamation with Dean Row Junior
Peover Superior Endowed Controlled Primary School	63	3,752	-
Pott Shrigley Church School	47	4,480	Closure rejected
Rivacre Valley Primary School	105	4,735	Federation with Rossmore (no longer being pursued)
Shocklach Oviatt CofE Primary School	50	3,708	-
St Oswald's Worleston CofE Primary School	31	5,639	Closure rejected
Utkinton St Paul's CofE Primary School	56	3,514	-
Warrington CofE Primary School	58	3,693	-
Windle CofE Primary School	48	3,975	Poss federation with Bosely St Mary's
<b>Cheshire Primary Average Per Pupil Cost</b>		<b>2,903</b>	

### **Secondary**

Blacon High School, A Specialist Sports College	558	4,651	-
Coppenhall High School	275	4,104	Amalgamation with Victoria
Frodsham School, a Science and Technology College	516	3,992	Closed
Middlewich High School	685	3,812	-
St Thomas More Catholic High School	630	3,493	-
Victoria Community Technology School	238	4,728	Amalgamation with Coppenhall
Woodford Lodge High School	577	5,062	Federation with Verdin – no NC reductions resulted
<b>Cheshire Secondary Average Per Pupil Cost</b>		<b>3,684</b>	

4.4 To help small schools to survive and meet the demands of the national curriculum Cheshire pays small schools allowances via its school funding (LMS) formula. Some extracts are shown below in relation to the some of the schools above, and also some schools that do not register above as small schools yet still receive allowances in excess of £40k each.

### **Small Schools Budgets and Allowances**

<u>School Name</u>	Pupil Based Funding <sup>1</sup>	Other funding factors	Small Schools Allowances <sup>2</sup>	Small sch allowances as % of
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<sup>1</sup> Total funding delivered through the Age Weighted Pupil Unit (AWPU)

<sup>2</sup> For primary schools, these are the Top-up Allowance for Small Primary Schools and the Excess Area Allowance; for secondary schools, these are the Small Schools Curriculum Protection Allowance, the Small Schools Clerical & Technical Support Allowance and the Excess Area Allowance.

Primary	Budget			
	£	£	£	%
<b>Adlington Primary</b>	<b>193,858</b>	<b>80,027</b>	<b>44,370</b>	<b>13.9%</b>
Boughton St Paul's Nursery & Infant	151,479	99,535	23,172	8.5%
Delamere C of E Primary	107,975	78,869	10,401	5.3%
Dunham Hill Primary	97,195	100,365	17,383	8.1%
Gorsthills Community Primary	75,496	52,844	20,169	13.6%
Gt Budworth C of E Primary	120,661	71,496	0	0.0%
Harthill Primary	37,461	62,622	58,250	36.8%
<b>High Legh</b>	<b>256,014</b>	<b>76,812</b>	<b>49,647</b>	<b>13.0%</b>
Huxley C of E Primary	52,859	72,263	43,708	25.9%
Lodgefields Community Primary	33,254	82,561	13,912	10.7%
Lostock Gralam C of E Primary	265,679	93,463	41,210	10.3%
Manley Village	121,214	74,079	0	0.0%
Mansfield Primary	64,083	47,808	2,754	2.4%
Norley C of E Primary	127,291	64,122	44,565	18.9%
Peover Superior Endowed (Cont) Primary	133,686	62,486	40,191	17.0%
Rivacre Valley Primary	263,887	181,734	53,770	10.8%
Shocklach Oviatt C of E Primary	108,747	66,886	9,766	5.3%
<b>Smallwood C of E Primary</b>	<b>260,546</b>	<b>74,407</b>	<b>45,598</b>	<b>12.0%</b>
St Oswald's Worleston C of E Primary	67,392	65,822	41,589	23.8%
Utkinton St Paul's C of E Primary	118,389	77,529	1,579	0.8%
<b>Victoria Road Primary</b>	<b>294,941</b>	<b>172,854</b>	<b>53,528</b>	<b>10.3%</b>
Warrington C of E Primary	122,573	91,599	0	0.0%
<b>Westminster (John Street) Primary</b>	<b>267,963</b>	<b>190,262</b>	<b>44,431</b>	<b>8.8%</b>
Windle C of E Primary	102,861	73,991	13,928	7.3%
<b>Secondary</b>				
Blacon High	1,588,876	858,171	148,008	5.7%
Cheshire Oaks High	1,977,646	1,235,934	77,845	2.4%
St Thomas More Catholic High	1,767,215	368,123	65,128	3.0%
Woodford Lodge High	1,689,006	1,078,797	155,134	5.3%

4.5 Five schools highlighted in bold above are not among the smallest primary schools yet receive quite substantial (more than £40k) in small schools allowances each. On the other hand Utkinton Primary, which is amongst the smallest schools, receives only £1,579.

4.6 The Panel was advised that this is because the highlighted schools have received significant amounts of small schools funding (so-called). This is because one of the key aims of the Top-up Allowance for Small Primary Schools is to ensure that schools can meet their legal obligation not to have more than 30 infant pupils in a class. The allowance compares the number of teachers funded through the Age Weighted Pupil Unit (AWPU) with the minimum number of teachers required, and tops up the budget as necessary. The minimum number of teachers required increases in steps, in multiples of 30 pupils, eg 31 - 60 pupils are deemed to require 2 teachers (plus non-contact time and an element of non-teaching time for the headteacher), whereas 61 - 90 pupils are deemed to require 3 teachers (plus non-contact time and increased non-teaching time for the headteacher). This means that schools with pupil numbers just above a threshold (eg 61, 91, 121) will receive a large amount of top-up, whereas schools with pupil numbers just below a threshold will receive little or no top-up (because the AWPU already delivers enough funding). The highlighted schools all have such "tricky" numbers (eg Adlington 91 pupils, High Legh 122 pupils), whereas Utkinton St Paul's with 56 pupils does not need much of a top-up.

4.7 A number of the schools on this list were closing or amalgamating in 2007/08, so that their pupil numbers and cost per pupil are distorted by relating to only five or seven months' budgets (Gorsthills, Lodgefields, Mansfield, Oaklands Infant, Coppenhall and Victoria all 5/12, Sir William Stanier 7/12)

4.8 While the Panel draws no specific conclusions from this complex data, it presents this as part of the report in order to emphasise the costs of small schools and the way in which they can divert (albeit for a very good educational reason: to support delivery of the national curriculum) education funding away from the majority towards a minority. The Panel felt that while this could be supported in situations where a small school primarily served a local community, it was more questionable in situations where small schools were not serving a local community – ie they drew their pupils from outside the local community and/or the local community elects not to send their children to the small local school but one further away.

4.9 On this basis the Panel concluded that there is a strong case for the Members (of whichever Cheshire local authority is dealing with school organisation matters in future) to consider working with its local Schools Forum to fundamentally review its LMS formula, and specifically the operation and sizes of small schools allowances to see what benefit this funding was achieving, to ensure that benefits were proportionate to the costs and suitable to local needs and objectives, and that individual allowances were kept under regular review.

#### Rural schools

4.10 The average cost per pupil in all Cheshire Primary schools is £2,903. Using the DCSF list of rural schools in Cheshire, when the list is adjusted for just small rural schools i.e. under 150 pupils, the average cost rises to £3,364 in 2007/08. This indicates that small rural schools receive £461 more per pupil than the average cost per pupil in all Cheshire Primary schools. It was noted that one of the attractions of small schools to parents was the perception that the resources available per pupil are greater and therefore they expect their children to receive a better education.

4.11 While it is acknowledged that the very clear Government advice about rural schools is for a 'presumption' against closure (**Appendix I**), this is only guidance, and means that recommendations to close rural schools must be considered carefully, not avoided. Decisions to close schools are always difficult, but the integrity of the TLC process requires hard decisions to be taken in both rural and urban areas if surplus places are to be effectively and fairly managed.

4.12 The Panel's view is not that rural schools should or should not close, but that a clearer policy on rural schools would better enable Members and Officers to assess openly and fairly their essentiality to a local community (such as how many local children are on roll in comparison with 'out of zone' children, and what other services the school offers to its local community), and their educational viability (minimising mixed age teaching and ensuring curriculum can be economically delivered without the need for their budgets to be topped up by substantial small schools allowances that divert money away from schools that serve many more pupils). Some of the controversy of TLC may well have been avoided if there had been a clearer policy to guide decision making on this matter.

#### Mixed age teaching

4.13 A summary of a report received on this issue can be found at **Appendix H**. The Panel noted the preference for one or two form entry (FE) into primary schools and that this avoids pressure for mixed age teaching, particularly in small schools. The Panel heard some evidence about mixed age teaching and agreed that it can clearly present problems for schools, but it was also apparent that some communities

support mixed aged teaching – especially if it means that their local school stays open.

4.14 The Panel did agree that very small schools (fewer than 50-60 pupils) clearly present significant problems in delivering the national curriculum. Members must ask themselves how many age ranges can realistically and properly be taught in the same classroom. While it may be feasible for two year groups to be taught together, a school with only 18 children would present insurmountable difficulties in relation to mixed aged teaching – unless very small classes were adopted – which then begs the question about how much this would cost per pupil and whether it is fair to subsidise some very small schools in this way. This should be one of the factors considered when reviewing the future of small rural schools.

## **5. CONCLUSIONS**

### Surplus Places and Decision Making

5.1 The Panel was asked to review whether TLC was addressing the issue of surplus places. As stated at the outset of this report, the objective of TLC is not solely the removal of surplus places, but the transformation of education by putting in place the infrastructure suitable to deliver the Every Child Matters agenda and improved delivery of education. TLC should not therefore be judged solely on its performance in removing surplus places. That said, from the information presented in Section 1 of this report it can be seen that TLC has succeeded in part in addressing the issue of surplus places. However, this success should be tempered by noting that this has only been sufficient to keep pace with the changing demographic profile of Cheshire. This has led the Panel to conclude that a continual programme of management of school places post-TLC seems inevitable as about 800 places per year will need to be removed from both the primary and secondary sectors just to keep pace with falling rolls at schools in future. This will present communication difficulties given the perception (rightly or wrongly) that TLC was intended to address all of these issues for the next decade or so.

5.2 Similarly it is recognised that the political management of surplus places, where it involves the closure of a school, is unavoidably a contentious process. It should be borne in mind therefore that whatever final solution is arrived at, those associated with a school that closes will feel aggrieved whatever system or process was followed. However, while controversy may be inevitable, the council must retain its credibility. Decision making is unclear and sometimes opaque, call-ins have been too frequent on the same decision, and stakeholder and Member support for the process has consequently dissipated.

5.3 Despite the above issues, the Panel wishes to commend those working on TLC for a programme that is considered good practice by the Audit Commission in many areas, in particular the comprehensive data that TLC uses and the significant resources that have been put in to the programme in comparison with some other LAs.

### Transformational agenda

5.4 However, TLC is about more than surplus places – it is about transformation – but the Panel has often heard statements during this review that the transformational agenda was either a ‘sham’ or has at least been overlooked during the process.

5.5 The Panel acknowledges the fact that Cheshire has not qualified for Building Schools for the Future funding from the Government and so has not had access to the same funding to support radical school rebuilding projects that some other metropolitan areas have benefited from. Clearly transformation can be presented more positively when an authority is in a position to make attractive investments without needing to fund them from within its existing education resources. TLC has had to work within the constraints of its existing financial envelope and so transformation has had to be funded by prudential borrowing and capital receipts, which were in turn enabled by school closures and the removal of surplus places.

5.6 It was therefore critical, given the above situation, that all chances for raising funding were realised so that TLC could maximise its transformational opportunities this time around. The Panel's conclusion, is that these chances have not been taken, funding for transformation has been passed by (see paragraph 3.16), and ultimately the transformational benefits that TLC has delivered have to a large extent been widely overlooked due to the repeated focus of the Council's decision making processes on school closures without the reasons for those closures (to fund transformation) being successfully communicated. Had more Officer recommendations been followed, and a better consultation and decision making process been adopted, then political and public support for TLC may well have been sustained to a greater degree than it has.

#### Consultation

5.7 Future consultation processes should:

- i. Invite local solutions in the first instance as set out at paragraph 2.7i above;
- ii. Openly consult on all viable options brought forward to avoid the situation evidence at paragraphs 3.4 – 3.6 above;
- iii. Engage each educational locality for the duration of a review and seek broad acceptance (or at least acquiescence) to a set of final proposals for a locality – for the Council to approve as a whole package. The intention here would be to avoid the fragmentation of decision making and make clear the link between school rationalisations and transformation going hand in hand.

## **6. RECOMMENDATIONS**

6.1 It is the Panel's firm hope and intention that the findings of this report should be noted by Cheshire County Council, both new unitary authorities for East and West Cheshire, and their respective Schools Forums as they plan further educational changes in future.

6.2 The following options should be considered by politicians and managers with strategic responsibilities in the area. Where possible, given the uncertainties about the future post-LGR, we have ascribed these recommendations to specific bodies to try to give them some ownership:

1. The Directors of Children's Services should be asked to develop clear rural schools and small schools policies, including criteria to assess the genuine community value of a small school (ie if fewer than 50% of its pupils on roll are from the local community then it is not local) as well as specifying a minimum viable size in educational terms for rural and urban schools respectively.

These will provide a strategic objective framework for future decisions; they will not be prescriptive in their own right.

2. The Directors of Children's Services should be asked to develop a guidance note for Members on the role of federation in achieving structural transformation of education and reducing surplus places as a first step leading towards two schools amalgamating or one closing. Decisions to federate schools should be subsequently reviewed to verify that the anticipated benefits are being realised. If no changes are taking place then the Council should formally reconsider amalgamation or closure as an option.
3. Lead Members for Children, Directors of Children's Services and their Schools Forums should consider a fundamental review of LMS (school funding) formulas to consider the operation and sizes of small school allowances and whether these continue to deliver educational benefits appropriate to local needs and objectives.
4. Lead Members for Children and Directors of Children's Services to develop future school organisation reviews taking account of the issues that the Panel has identified in relation to consultation (section 5.7 of this report) and decision making. The Panel's advice is that a four stage approach should be considered as follows:
  - Share the problem and invite local solutions – then consult;
  - Develop a strategic vision and plan for a locality and then formally consult on it;
  - Issue Public Notices that are required as part of the local plan and take these final decisions as necessary;
  - Take the final decision on the whole set of proposals for the locality.
5. Project Closure Reports should be compiled and published for each locality review in order to capture and publicise the full range of benefits that have been achieved, including:
  - ECM transformational changes (ie new Children's Centres);
  - Closures and amalgamations;
  - Number of surplus places removed;
  - How much money has been reinvested locally.
6. Council Leaders, Members and Legal Officers to take account of the decision making issues raised in section 3 – especially 3.9 - when developing governance arrangements, political structures and Constitutions for the new authorities.



**Cheshire East  
Advisory Panel  
23 September, 2008**

**TRANSFORMING LEARNING  
COMMUNITIES**

**A CASE FOR CHANGE: SUMMARY**



1. By 2010, integrated extended services will increasingly be led by the needs of children, working with a whole - child centred approach involving families and their local community. Cheshire is already well down the road to achieving such an approach.
2. The Government recognises that local authorities are best placed to have the full picture of what local services are needed and how these might be delivered most effectively, efficiently and economically. The Local Authority (LA) therefore has a responsibility to provide a strategic overview and direction for children's services and to commission them accordingly.
3. This coincides with the LA having to manage the effect of significant demographic decline in its pupil populations which will lead to sharply falling school rolls. In 2005 there were approximately 5000 or 5% fewer 0-15 year olds than in 2001 and by 2021 some 25% fewer 0-15 year olds.
4. TLC must be seen in the wider context of other major changes which are being implemented across the local authority and not as a separate, self-standing initiative. The elements of TLC which are to do with school rationalisation, the pattern and nature of provision and the effective deployment of resources are necessary pre-requisites which provide the platform for continuing development in respect of children's centres, extended services, 14 to 19 provision, SEN Review etc
5. Overall, the TLC process consists of two inter-related elements:
  - The rationalisation of the pattern of school provision in order to match the supply of places with demand
  - The provision of a framework for the planning of the development of integrated extended services which will involve a range of Cheshire services and other providers in and around schools over the course of the next five years or so.
6. At the start of the Initiative, in September 2004, a County-wide Conference of all stakeholders drew up seven key principles to underpin the reviews. The seven principles are still relevant and therefore should form the basis for all locality reviews.
7. Because the outcomes of a review will affect all schools in a locality, it is important that all schools must be fully involved throughout the review, even those which are unlikely to be the subject of proposals for organisational change.
8. Within the overall TLC framework there will be a set of option assessment criteria developed between the LA and schools in a locality which can be used to identify those schools which are to be the (possible) subjects of proposals for organisational change.

9. In order to support the development of an agreed set of criteria and a shared vision, it is necessary that key data contributing to decision making is shared by the local authority and schools.
10. Within the TLC framework there should be a vision and understanding between LA and schools of the overall provision of extended services which are needed and can be sustained in order to meet the “Every Child Matters” Agenda.
11. The size and organisation of schools is a key consideration. For example, the LA’s preferred model is for all through primary schools and the expectation is that separate infant and junior schools will be amalgamated as a consequence of the review.
12. The issue of falling pupil rolls, particularly in the primary sector, is urgent and important because of the significant inefficiencies and diseconomies that surplus places cause. Increasingly secondary schools are being affected by the smaller pupil cohorts feeding through.
13. Accommodation which is surplus has to be found an alternative use which is a genuine priority for the school or the local authority, otherwise such accommodation needs to be put up for disposal.
14. Falling rolls affect schools unevenly and unequally. Because of the serious impact that falling rolls can have on the range and quality of opportunities for children, particularly those remaining on the rolls of less popular schools, the active management of the supply of school places is absolutely necessary and must go hand in hand with the school improvement and pupil support functions provided by the local authority.
15. Account has to be taken of the needs of particular areas and particular communities. For example, the needs of rural communities or where there is particular disadvantage and deprivation may require arrangements which may be difficult to justify elsewhere. It is important to recognise and to manage the tensions this can sometimes cause.
16. Current developments and proposals in respect of the establishment of children’s centres, SEN provision, extended schools, 14 to 19 provision etc are taken into account in developing a local shared vision of integrated services for children and their families over the course of the next five years or so.
17. Much of the development of integrated extended services in and around schools is likely, in practice, to be complex and appear, at times, to be confusing. This is because of different criteria, different timescales and different decision makers being involved in the various elements, to say nothing of the scale of the changes involved. The LA’s function is to plan, co-ordinate, enable, support...

18. Innovative and collaborative arrangements will need to be developed and established across all schools in Cheshire. This could include consortia, federations and trusts which are primarily to do with raising school standards and developing new ways of working and, as such, are to do with the second general element of the overall TLC processes.
19. Many schools in Cheshire have developed or are in the process of developing federations. Federation does not in itself address the issues raised by surplus places and wasteful deployment of resources.
20. The scale and complexity of the changes and people's reactions need to be recognised and taken into account in the TLC processes. This requires the development of effective consultation processes and the need to inform and communicate effectively between interested and involved parties.

## CHESHIRE EAST

**Advisory Panel – People**

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<b>Date of meeting:</b>	23 September, 2008
<b>Report of:</b>	John Weeks, Chairman People Workstream
<b>Title:</b>	New Model of Social Care for New Councils

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*This paper, which is in the format of a Cabinet report, is presented to the Advisory Panel (People) to enable Panel Members to be aware of a forthcoming Cabinet issue and to contribute views to inform the decision making of the Cabinet.*

**1.0 Purpose of Report**

- 1.1 This report is a follow up to the Report presented in June 2008 about Personalisation and Transformation of Adult Social Care, which made Members aware of the Government's policy direction in this area, and the work currently being undertaken to deliver that effectively to the people of Cheshire.
- 1.2 That report outlined the expectations from National Government which requires a major transformation of traditional social care as well as universal and partner services. The Local Authority Circular (DH 2008) states; *'the direction is clear; to make personalisation, including a strategic shift towards early intervention and prevention, the cornerstone of public services'*.
- 1.3 Government Grant has been allocated for Cheshire for three years beginning in 2008/09. In addition, within the County Council's financial scenario, significant permanent savings were expected from within the Community Services Department and it was agreed that approx £9m of this target would be set through introducing Personalisation, combined with Lean Systems which would take waste from the system and capitalise on more streamlined services and cash allocations to users.
- 1.4 It is assumed that Members will be aware of the previous report to avoid repeating the overall context in detail. This report aims to update on progress since that time and share the model of Social Care emerging as a result of the work being done through the Social Care Redesign (SCR) change programme. A steer is required from the Shadow Councils at this point to ensure that more detailed and, where possible, costed proposals will be brought for decision during the remainder of 2008/09 and through the budget setting process.

**2. Decisions required**

- 2.1 The emerging model of Social Care (detailed under item 8 below), including the high level design principles contained within this report, are accepted and endorsed as a framework for developing more detailed proposals for phased implementation by New Councils and for inclusion within 2009/10 budget setting process.

2.2 The principle of a formula based up front Resource Allocation System (RAS) is agreed pending a more detailed testing and a specific member sign off for the 2009/10 RAS in each authority and that this be incorporated within budget proposals.

2.3 The budget headings outlined in paragraph 7 are accepted as the approach for budget setting within unitaries

### **3. Financial Implications for Transition Costs**

3.1 Costs of implementation will be funded through the Social Care Reform Grant (see below), and although costs of change management are increased due to LGR there is no call anticipated with regard to transitional costs, based on the fact that no provision has been made for this.

### **4. Financial Implications 2009/10 and beyond**

4.1 The proposed model of social care is a radical transformation from services previously provided and will therefore require a fundamental budget review from 2009/10 onwards. The proposals emerging from the SCR programme are being costed as they develop and this is being examined in the context of the budget scenario now evolving for New Councils.

4.2 The principles and processes of the new model will therefore be implemented within the available cost envelope and may require some difficult decisions, depending on the scale of budget reductions necessary. Many proposals are positive in that they involve some investment in improved outcomes for service users, as well as efficiencies and reductions in posts due to the elimination of waste, but this will inevitably affect staff and will therefore have a lead in time and potentially a cost. Other challenging measures may have to involve a reduction of transport provision and removal of subsidies both of which are, to a degree, natural implications from the personalisation agenda in any event.

4.3 The Social care reforms, costed model and budget review are being managed in a coordinated manner and budget proposals will therefore be presented very differently than in previous years. One approach to budget categories which might be used in order to deliver the new model is as follows:-

- Individual commissioning (ultimately the budgets which will be allocated through the Resource Allocation System)
- Strategic commissioning
- Field work / Assessment
- Provider Services (net nil budget)
- Business Support

4.4 Details of the services that fall within each category are shown at **Appendix 1**, and will feature strongly in the budget setting exercise now underway for unitary councils. The approach will have to involve combining bottom up design with top down affordability. The new model with leaner systems and resource allocation should provide a more robust framework for delivering budget targets whilst meeting user need, although year 1 will be very challenging as some changes will take time and will need careful handling given the nature of services we provide.

#### **4.5 Social Care Reform Grant**

- 4.5.1 Members will be aware that temporary funding of £0.9m has been allocated to Cheshire County Council in 2008/09 with a further £2m expected in both 2009/10 and 2010/11. This underlines the point that this programme is nationally driven and which is a 3 to 4 year programme.
- 4.5.2 The grant is currently being used to fund aspects of the change team, the experiment, external consultancy, and provider and market impact work. In Years 2 and 3 of the change programme the grant will be fully committed to continue to fund change management activities but also the inevitable cost of 'double running', phased implementation of new staffing structures, and transitioning services such as providers where scaling down or re profiling becomes necessary. It is difficult at this stage to estimate these costs with accuracy until the impact of personal choices becomes clearer but this level of funding will be vital to support such a fundamental change programme whilst continuing to provide essential services safely.

#### **5. Legal Implications**

- 5.1 The introduction of Personalisation within the Social Care System has several fundamental legal implications which are being dealt with nationwide. In particular, the introduction of a Resource Allocation System (as described in item 8 below) and roll out of individual budgets to users may present some challenges as users transfer from the traditional system to the new model. Colleagues from legal have formed part of the redesign team throughout this process and have a seat on the Social Care Redesign Steering Group in order to ensure that all proposals are legally sound.

#### **6. Risk Assessment and Management**

- 6.1 A transformation programme of this nature has inherent risks however these are being monitored and managed with corporate audit and legal colleagues and through the programme risk register.
- 6.2 It is also important to note that the current system also has many risks and weaknesses – not least in providing, in some cases, out of date services which do not help deliver individual outcomes and which are not affordable in the longer term. The new risks have to be managed effectively but also balanced against those being designed out.
- 6.3 The most significant risks faced are the capacity and resourcing issues of managing these reforms in the context of LGR which will mean, in particular, that change management resources will soon have to be divided and that operational staff will have to focus keeping services running through the disaggregation. There is however no choice in terms of progressing the new agenda. In addition severe budget reductions in year 1 and 2 will be difficult to achieve due to scale and nature of change required and this will need to be factored into phased targets. Finally implementation of a RAS in April 2009 is challenging due to consultation, resource and financial issues but this is being progressed as a priority within the programme.

#### **7. Background and Options**

##### **7.1 Social Care Model for New Councils**

###### **7.1.1 Purpose & High Level Principles**

- 7.1.2 In January, 2008, the County Councils Executive accepted the Community Services Departments recommended purpose and high level design principles for its new model as a framework for more work to be done and detailed proposals to be worked up and tested. These principles were based on a number of factors but significantly the Government's directive and also analysis of current service provision carried out by external consultants 'Vanguard' in summer 2007. The purpose and principles are shown at **Appendix 2**.
- 7.1.3 Vanguard specialise in the elimination of waste in organisational systems and examine processes with the user at the heart of the improvements. In addition to the high level principles Vanguard also recommended that before change is implemented high level principles should be tested through experimentation and then, once new ways of working are established and proven to be effective, other areas of the business are 'rolled in'. The SCR programme adopted this approach and set up an experimental team applying new ways of working to all new users in the areas of Chester and Ellesmere Port. This approach, however, has been part of a much wider programme to develop the new model and the overall programme plan is attached at **Appendix 3** to show the scale of the transformation required. The programme is in line with national guidance issued by the Care Services Improvement Programme (CSIP) in terms of trialling new ways of working whilst building a transformational strategic model.

- 7.1.4 The experimental and design period is now nearing completion and there are a number of more detailed proposals emerging which aim to deliver the new agenda, improve responsiveness to customer needs and make efficiencies. These are outlined below:

## **7.2. *Emerging Strategic Model of Social Care***

- 7.2.1 Based on the Government directive of an agenda which encompasses prevention, inclusion and personalisation the proposed model – at a strategic level – is attached as **Appendix 4**
- 7.2.2 This outlines the scope of services and levels of intervention which will provide an accessible, informative and preventive framework, and which should provide the optimum service to all users needing some form of help, but which ensures that best value is secured.
- 7.2.3 In summary, this model locates preventive and reabling services, which are strategically commissioned by the Local authority and its partners, BEFORE an individual's eligible needs are assessed and resources are allocated to individuals in the form of personalised budgets and direct (cash) payments. The rationale is that by investing upfront to keep people well and get them back to good health, users enjoy improved wellbeing and resources are saved down the line.

## **7.3 *System Prototype***

- 7.3.1 As a result of the experiment in Chester and Ellesmere Port it has been possible to review processes and policies by applying customer led, Lean Systems methodology. This approach, coupled with the new ways of working demanded by the personalisation agenda, has generated a system design which reduces the number of hand offs within the current system and has the effect of speeding up and



improving the quality of responses to customers, whilst streamlining staffing structures.

- 7.3.2 The system prototype is still work in progress as issues such as customer access, local area presence, features of reablement services are researched and resolved but proposed approaches are developing. Current thinking is shown in detail at **Appendix 5**. Although feedback from both staff involved in applying these new processes and users receiving them is generally positive, further work and data is required to test how much demand teams will be able to take on this basis and whether it is more cost effective than current systems.

#### **7.4 Organisational Design**

- 7.4.1 Organisational design is being developed in line with the high level principles and tested through the experiment. It is emerging that local 'patch' teams working in a more generic way should be created rather than the current model of a number of specialist teams which have the effect of creating hand offs for users, workload bottlenecks and career development issues for staff. At this stage it is thought that five patch teams in West and six in East may be required. Obviously, specific structures will need to be developed in the context of the resources available.
- 7.4.2 Some specialist teams will remain but only where a clear operational and business case can be made and this might include mental health, learning disability and occupational therapy teams. More specialist skills will be put at the front end of the system and fewer layers will exist in senior management.
- 7.4.3 Work is continuing with service experts and Human Resource advisers to build structural proposals and develop the roles and skill sets required for staff as a result. At the same time, this is being evaluated within the context of the emerging management structures for the new Councils.

#### **7.5 Resource Allocation System (RAS) & Support Planning**

- 7.5.1 One of the key features of Personalisation is that Local Authorities will be required to have a RAS. The LAC 2008 states *'all individuals eligible for publicly funded social care will have a personal budget; a clear upfront allocation of funding to enable them to make informed choices about how best to meet their needs including their broader health and well being'*.
- 7.5.2 Within the SCR programme a formula based RAS is being developed for approval within the new social care model, if possible, with effect from 1 April 2009. There are several impacts which Members need to be aware of which include:
- Resources will be allocated on the basis of individual needs, regardless of their user group. This makes budget setting on the basis of user group e.g. learning disabilities / older people etc no longer appropriate.
  - The County Council's current charging policy will be affected and a public consultation exercise will be required in order to legally make the changes necessary. Individual users in a small number of cases will experience a change in their financial contribution as a result of this.
  - Transparent allocations of funds to individuals will become the norm (as opposed

to professionally driven assessments of service provision and therefore costs) and council's will need to ensure they have robust audit mechanisms to protect public funds. Proposals for a RAS are therefore being drawn up and tested out with audit, finance and legal colleagues to ensure that all parties are protected. For e.g. Allocations to users will only be made on a four weekly basis in order to manage risk.

- Resources will be more tightly controlled through an objective, transparent and cash limited system improving local budget management, cost modelling and reducing corporate budget risk. This is however a new concept and sharp financial management both on a macro and micro level will be critical.
- Users can choose to continue to have their services directly provided and paid for from the Council if they do not want to manage funds directly, but the level of support they receive will be determined through the RAS and eligibility criteria.

7.5.3 The validity of the RAS formula to allocate on a realistic basis is currently being tested through experimentation but specific proposals, drawn up in partnership with other authorities, are well advanced and will be considered as part of the budget debate and future reports to members.

## **7.6 Re-ablement**

7.6.1 As stated within the emerging model, reablement is being explored as a key feature of the new service. Again work is underway with other authorities and evidence being gathered to examine the benefits to users as well as the financial case. Investment in reablement services (many jointly provided by the Health sector in the form of Intermediate Care) should lead to economies in provision in the longer term.

## **7.7 Providers & Market Shaping**

7.7.1 Provider care services are currently sourced both internally and externally and include day care services, domiciliary Home Care services and residential care. These have traditionally been commissioned by Local Authorities on behalf of users in line with their assessed need but one of the growing messages is that this has led to less choice and control for some users and restricting services to those that are available rather than those that are truly required.

7.7.2 Making transparent and upfront budget allocations, and involving users in their own support plan of provision, will have a huge impact in the current provider market including;

- There will be a shift from strategically commissioned services to individually commissioned services which, although improving user choice, will inevitably change the composition and potentially destabilise the current market. This will need to be managed and controlled as far as possible with Local Authorities with third sector partners having a major role in stimulating the market and ensuring services which people need are available – whether internally or externally provided.
- Current block contracts and building based services will need to operate on a more commercial basis and, if they fail to be chosen by individuals, will need to

review their business model. This may affect economies of scale and staffing arrangements for some in house providers. Authorities will however need to ensure that a percentage of services are retained as a provider of last resort and to cover market failure etc as they will ultimately be responsible for users wellbeing.

- The nature of services provided will change dramatically and demand is likely to grow for more tailored services for e.g. personal assistants, cleaning agencies, leisure facilities etc rather than traditional social services.

7.7.3 The SCR programme is examining these impacts and developing more commercial models for providers ranging from arms length joint ventures to social enterprises, examining the impact on council staff employed through these services, exploring the options for re profiling services into the future market e.g., reablement, personal assistants etc and looking into how to stimulate the market and ensure users are well informed and protected in their choices.

7.7.4 This will take some time to implement fully, depending on the nature of the model and the impact in the market. In the first instance, from April 1 2009, it is proposed internal providers of services will operate on a net nil budget basis so that, at least notionally, the income they earn from providing efficient and required services (both to individuals and local authorities directly) will cover their cost.

7.7.5 Unions have expressed concern at this aspect of the social care reforms in particular and we are consulting with them on this and other aspects of the SCR programme, although it has to be remembered that we are working in a national context and some changes are not negotiable.

## **7.6 Impact on Users / Carers – Case Studies**

7.6.1 Overall this is a very positive development which has broadly been welcomed by professionals, stakeholders, users and carers. There are some compelling case studies of individuals who have previously been exposed to the limitations of the existing Social Care system and who, on receipt of wider choices and up front funding, have been able to lead a better life often at less cost to the public purse. Some case studies of users who have experienced new ways of working through the Chester and Ellesmere Port experiment are shown at **Appendix 6a)&6b).**

7.6.2 There are, however, those who are concerned about the scale of change who value their current arrangements and who would like them to continue. The reality is that they are likely to continue to receive services on more traditional lines if they decide to opt for that – to the extent that those services are strategically commissioned and provide value for money. Many vulnerable people will not want however to handle their own direct payments and Councils can continue to provide services direct.

7.6.3 Carers and Users are being consulted throughout the programme and their views are being taken into account against a background of nationally driven changes. A formal consultation exercise is to take place from October to December regarding views on the overall changes but specifically on charging policy as mentioned above.

**8. Overview of Day One, Year One and Term One Issues**

- 8.1 As outlined in this report, the introduction of Personalisation and new model of Social Care arising from that, is anticipated nationally to be a 3 to 4 year programme. The impact of LGR within Cheshire should also be factored in and clearly it has been, and will be, a massive challenge to implement a fundamentally new model as well as create two new Councils. There is however no alternative if we are to achieve our objectives, but Councils will need to ensure that the changes are adequately resourced through base budget as well as Social Care Reform Grant and potentially other models.
- 8.2 Day one requires that the model is designed and agreed and that a RAS is ready to be implemented. Change resources need to be secured with a skilled and experienced implementation team in place. Structures and roles needs to be agreed and published. Strategic commissioning decisions need to have been made. Design needs to link up with other New Council services in terms of Customer Access, Housing, other universal services, and major partners including Health. Proposals will need to be agreed and linked with budgets and the model needs to be lean but deliverable.
- 8.3 Year One issues include the bulk of implementation in terms of new budgets, staffing structures appointed, RAS up and running with appropriate controls, and reshaping of providers towards the model agreed. The impact on Users, carers, staff and other stakeholders will need to be addressed and managed. Support will be vital in terms of providing transitional / temporary monies to move from the old to new processes and systems.
- 8.4 Term one issues include the requirement to have a fully implemented and functioning new model which has realised all envisaged benefits. Performance management and continuous improvement and modernisation will be key.

**9. Conclusions and Recommendations**

- 9.1 All the work of the programme is now being pulled together within the context of East and West Unitary structures and budgets which could set more challenging target than originally envisaged.
- 9.2 Members are asked to fully endorse the direction of travel outlined in this report, and highlight any concerns or risks, so that further work can be done to produce costed proposals as part of budget setting over coming weeks and for further reports as necessary during the remainder of 2008/09.

***For further information:***

*Portfolio Holder: Councillor Roland Domleo*  
*Officer: John Weeks / Phil Lloyd / Ceri Harrison*  
*Tel No:*  
*Email: [ceri.harrison@cheshire.gov.uk](mailto:ceri.harrison@cheshire.gov.uk)*

***Background Documents:***

*Documents are available for inspection at:*

**Adults Budget structure 2009-10?**

**Strategic Commissioning**

Market shaping  
Pump Priming  
Emergency Cover/Secure units  
Prevention  
Reablement/Enablement  
Supporting People  
Supported employment  
Carers  
Intermediate Tier services  
Hospital Interface  
Joint Commissioning Infrastructure  
Extra Care Housing

**Fieldwork/Assessment**

Patch teams  
Access  
EDT  
Safeguarding  
Brokerage/Advocacy

**Individual Commissioning**

Nursing & Residential  
Home Care  
Day Care  
Networks  
Respite  
Transport  
Direct Payments  
Equipment  
Meals  
Linen  
Telecare  
Family Based Care

**Infrastructure/Business Support**

Performance & Quality  
IT systems

**In house provision (net nil)**

## Appendix 2

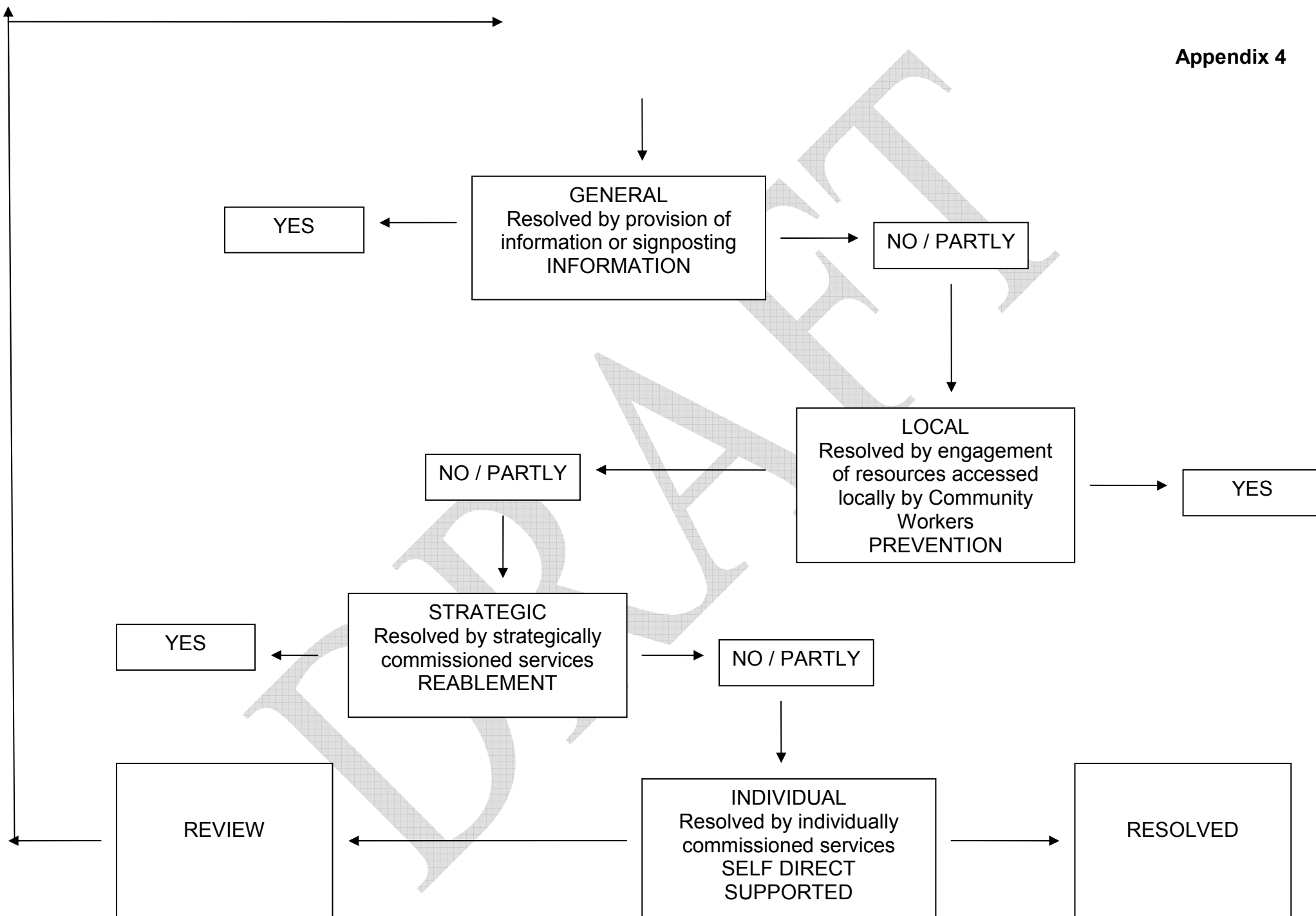
### DESIGN PRINCIPLES

- Have locally based teams of workers, wherever possible and appropriate, co-located with other players in the whole system. That will be part of our contribution to the localism agenda.
- Make those teams/networks multi-disciplinary
- End most of our functional splits into separate and specialist teams – for example, Access, Occupational Therapy, Reviewing.
- Remove the division between adult and older peoples teams – instead local teams will help all adults in their local community according to demand
- Organise ourselves to be better able to provide advice and guidance to all Adults with Social Care needs including those who have enough money to pay for their own care.
- Use a formula based Resource Allocation System to determine, at a relatively early stage in our engagement with people, how much public subsidy the Council is going to make available towards the achievement of outcomes. This will be a transparent process applied to all user groups and will include the application of the Fairer Charging Policy.
- Streamline review processes, to take account of the changed relationship between ourselves and our customers.
- Separate the commissioning of services more distinctly from the running of services.
- Establish a Strategic Commissioning function for Social Care.
- Gear up services currently provided directly to be able to offer themselves as a positive choice to customers who will have Direct Payments and Individual Budgets.
- Rebalance Business Support services to support the redesigned organisation, in the context of our commitment to the development of Shared Services.
- Explore, on a business by business basis, the scope for achieving closer integration of Social Care and Health, around both commissioning and service provision. That is already a policy of the Council, agreed by its Executive.



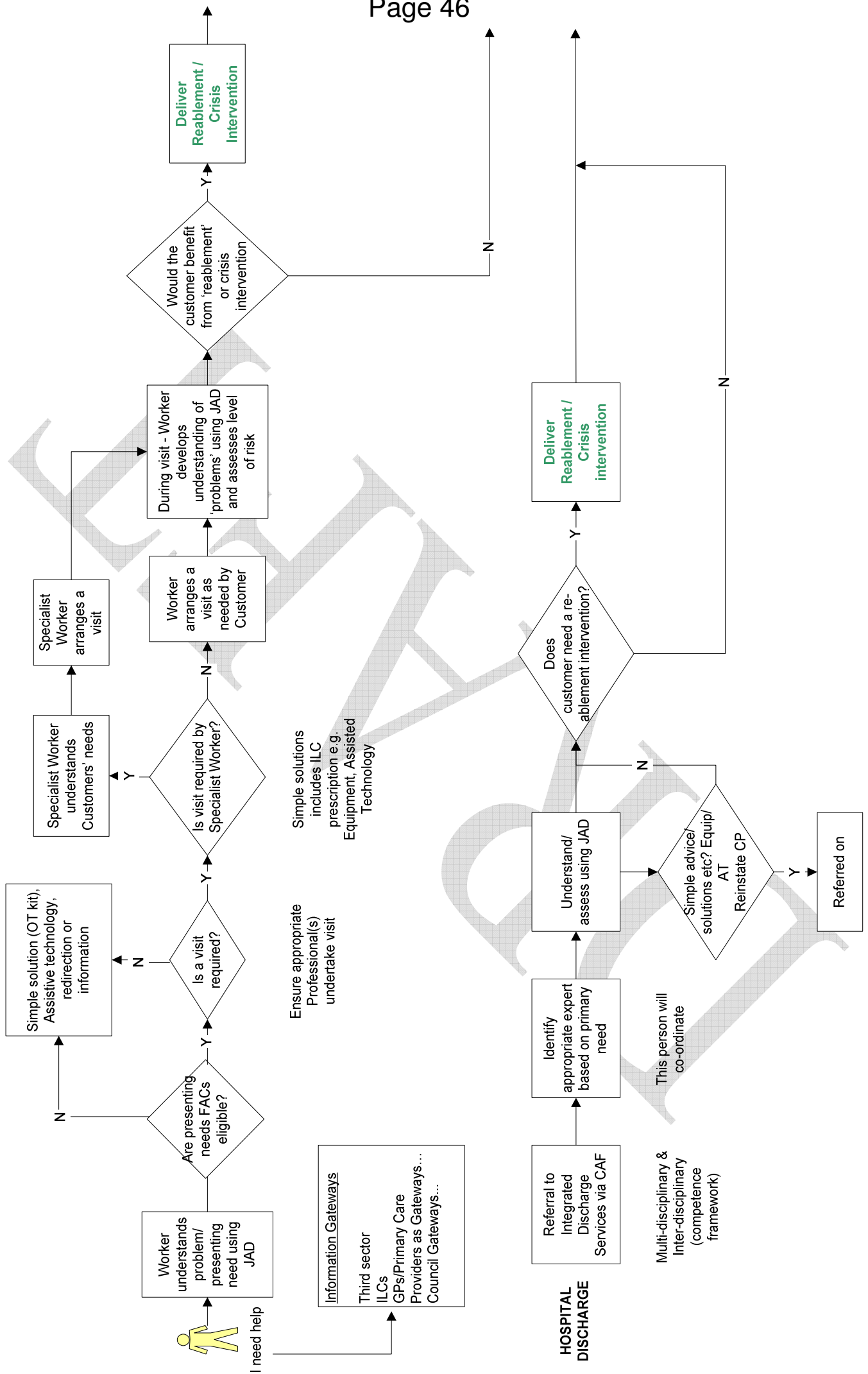
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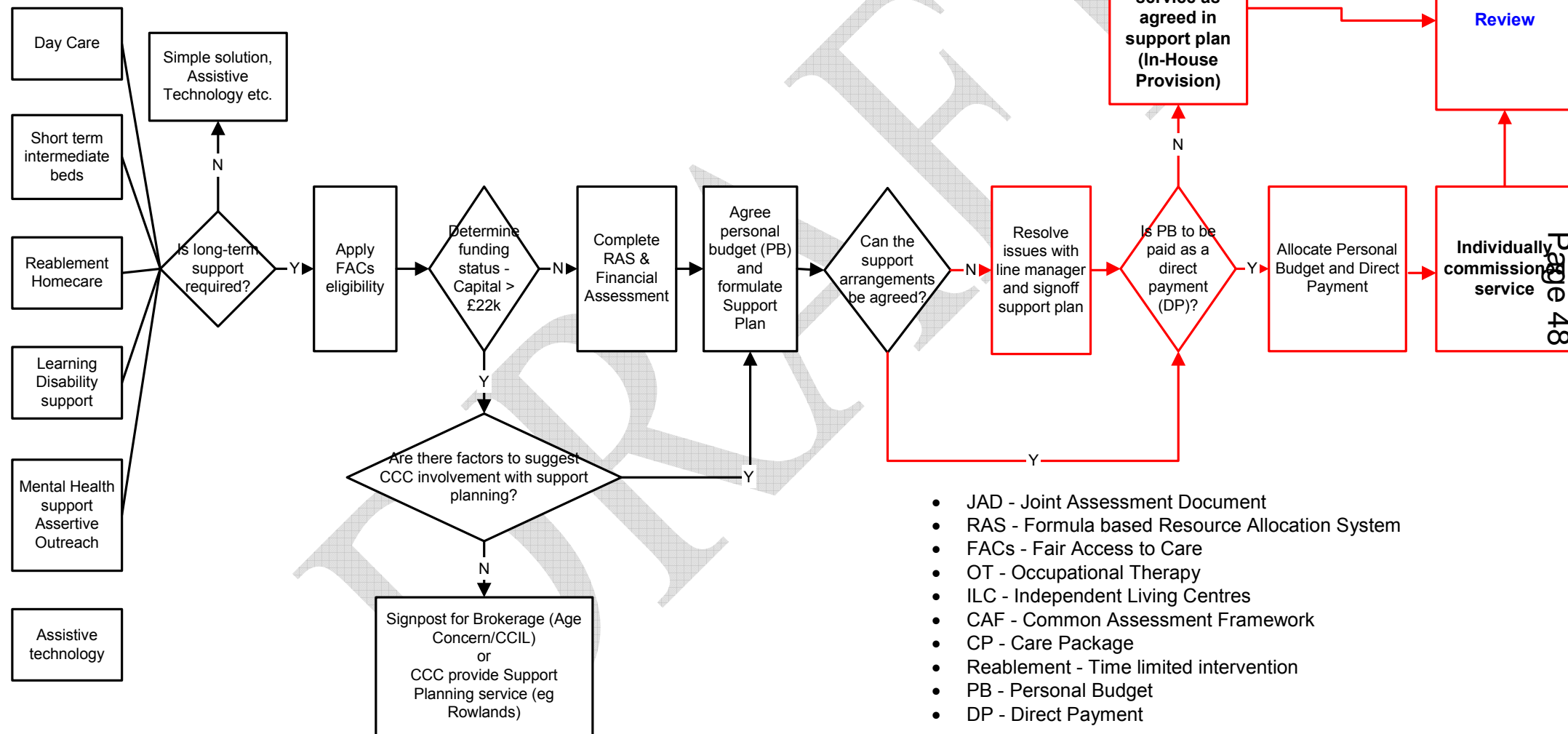


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## Re-ablement and/or Enablement



**Cheshire County Council – Social Care Redesign Team****Case Study 1 – Physical Disability**

Case ref no on PARIS:	Date of referral: 23 May 2008
Case worker name: Corrie Nichols	Job Title: Social Worker
FACS Status at Referral: Substantial	FACS Status at 1 <sup>st</sup> Visit: Critical
<b>Case history:</b>	
<p>The customer has recently moved to Cheshire from Harrogate. He was diagnosed with MS in 1985. He is wheelchair bound, using an electric wheelchair when outside the home and a manual wheelchair at home. He is also catheterised and unable to bear weight. Since moving to Cheshire, the customer had been encountering difficulties in establishing a care support network and his care package had broken down a number of times. He has had two periods of emergency respite at Vale Court. At present, he is still a resident at Vale Court. The customer's wife contacted the SCR team on 10 June, requesting assistance to establish an appropriate care support package to enable him to return home.</p>	
<b>Case episode</b>	
<b>(why did the customer contact us and what did we do to resolve customer demand?):</b>	
<p>The customers' wife has been providing substantial physical and emotional support to her husband for a number of years. However, her health condition has deteriorated (she suffers from ME) and her husband's care needs have increased such that she now needs carers to take over the role of providing physical support to her husband. Due to the customer's immobility, he needs assistance in being transferred in and out of his wheelchair, which is achieved through using a banana board. He also needs assistance with bathing and dressing himself, although he does like to be as independent as possible.</p> <p>A Joint Assessment Document (JAD) was completed with the customer and his wife on 20 June 2008. A financial assessment and formula based Resource Allocation System (RAS) was also carried out on 20 June 2008, to determine level of funding available to meet his unmet needs. The customer's RAS score was 100, which gave him a weekly direct payment budget of £620.</p> <p>A support plan was created and agreed with both the customer and his wife on 3 July 2008. This lists the main points that the customer feels are important to him and should improve his quality of life. The support plan has not yet been fully implemented, as the customer is still resident in Vale Court.</p> <p>The Individual Budget payment is currently being processed and should be in place very soon. The use of individual budgets enables the customer to implement changes in his home, such as installing laminate flooring instead of carpet, as well as providing him with the care support system that best supports his needs and wishes. These changes as well as improving his quality of life, should also improve his health.</p>	
<b>Process improvements / Outcomes:</b>	
<b>(how was the customer and staff experience different?):</b>	
<p><b>Customer experience</b></p> <p>Upon first completing the JAD, the customer's wife felt that it wasn't very person centred and the RAS didn't focus solely upon the customer, as it also took into account the carer and thus the results were skewed. However, the customers' comments were taken on board and the JAD was changed to demonstrate our commitment to the personalisation agenda, including giving customers more choice and control over their care.</p>	

The support planning process was approached with creativity and innovation at the heart of solution design and this was greatly received by the customer and his wife. The customer feels positive about the support plan and believes that it will support him with his personal care tasks at key times during the day, enabling him to live his life in the way that he chooses. He also believes that it will give his wife a break from supporting him, so that she can look after her health and be his wife rather than his carer, which is important to both of them.

The customer also feels that direct payments will enable him to spend the money, not just upon care facilities for himself, but upon improvements to his home (he wishes to install laminate flooring to enable him to move more freely about the home in his wheelchair). This will greatly improve his quality of life, both in terms of his mental and physical wellbeing.

### **Staff experience**

The social worker involved in the case felt that the process helped her to build a better relationship with the client and to develop a “person centred” approach. The process also helped the clients to understand the complexities of arranging care and the cost of services, which has given them a better understanding of the workings of social services. Ownership direct relationship with provider

The customer and his wife had more control over who provided the care, the care they wanted and at the appropriate times to suit their needs. Whereas previously, social services were unable to provide the level of flexibility required by the customer through their in-house providers.

This placed ownership of managing the relationship between provider and customer with the customer and his wife rather than CCC. Customers are more inclined to maintain good relationships with providers when they have chosen them, this reduces burden on the social care system should care packages breakdown.

**Cheshire County Council – Social Care Redesign Team****Case Study 1 – Learning Disability**

Case ref no on PARIS:	Date of referral: 13 May 2008
Case worker name: Denise McGovern	Job Title: Social Worker
FACS Status at Referral: Substantial	FACS Status at 1 <sup>st</sup> Visit: Substantial
<b>Case history:</b>	
The customer has a learning disability and was referred to adult social services through his childrens' social worker. As the customer approaches 18 years of age he wants assistance to enable him to live more independently.	
<b>Case episode</b>	
<b>(why did the customer contact us and what did we do to resolve customer demand?):</b>	
<p>The customer was becoming depressed and felt confined due to his current living arrangements with his family. However, in order for the customer to be able to live independently, he would need help with managing his money. This was something a family member had controlled for him in the past, but the customer now felt that this arrangement was interfering in his life and stopping him from carrying out activities that he wanted to pursue and adding to his depression. The customer also wanted to access more activities and visit his girlfriend. In summary, the customers' aspiration was to enhance his social life and increase his independence.</p> <p>Although, the customer no longer wanted his family involved in helping him manage his money, he was quite happy for an external provider to do this for him. His ultimate aim though was to learn to manage his own money.</p> <p>During the process of producing and agreeing the support plan, the customer's mother was unexpectedly admitted into hospital. As the customer had expressed a desire to look after himself, we used this occasion to test the customers' capability to live independently and allowed him to stay on his own in his home. We arranged for him to have support workers at night time to help him with his health issues. As it turned out, the customer coped very well living on his own and had enjoyed his time and independence and said that he looked forward to repeating this liberating experience. The customer also felt comfortable that in future, he would not need overnight support as he could cope with support early evenings and mornings. This period of testing helped to finalise the customers' support plan as the social worker and the customer were confident with how well he had coped on his own. Naturally, we had more of an accurate assessment of the customers' ongoing support needs which would lead to him achieving his outcome of independent living.</p>	
<b>Process improvements / Outcomes:</b>	
<b>(how was the customer and staff experience different?):</b>	
<b>Customer experience</b>	
<p>Adopting a person centred approach enabled the customer to state who they wanted to involve in supporting them. This was important to the customer, as they wished to become more independent from their family. The person centred planning tools also helped the customer express what they felt was "wrong" in their lives at that moment.</p> <p>The customer was treated as a unique person with specific needs and not a number that needs processing. The customer had a big say in what they valued and what type of support was going to be most helpful to them. The solution was not imposed on the customer but designed</p>	

with the customer on what was important to him. The customer found this most valuable.

**Staff experience**

The social worker felt that the use of Person Centred Planning tools enabled them to obtain information and knowledge about what really mattered to the customer which would not have been achieved previously. This information is vital in ensuring that the support plan prepared represents the client's wishes and enables him to explore and instigate options which will enable him to live happily and independently on his own.

In adopting the ethos of self directed support, the social worker was able to develop the support plan with the customer, outlining how the activities listed will meet the client's needs and outcomes; to become a "happier" person.

The social worker also felt that increasing the amount of high quality interaction with the customer allowed her to carry out a thorough assessment of the customers' presenting needs. With this knowledge she was able to setup an accurate support plan which focussed on meeting the customer's desired outcomes.



## Appendix 3

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## CHESHIRE EAST COUNCIL

**Advisory Panel**

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**Date:** 23 September, 2008  
**Report of:** Portfolio holders – Cllr David Brown and Cllr Brian Silvester  
**Title** Working with the Third Sector – A Partnership Framework for Cheshire East Council

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**1.0 Purpose of Report**

- 1.1 To present a draft Framework to guide and govern the Council's future partnership relationship with the third sector in Cheshire East.

**2.0 Decision Required**

- 2.1 To endorse the principles and direction of the Framework (Appendix 1) and to retain the current level of investment (without inflation uplift) in organisations in the sector in 2009/10. In addition, to commission further work from officers during the Autumn/Spring to negotiate a new Compact Agreement, develop commissioning policy, asset transfer proposals and a Volunteering Strategy, in partnership with the Third Sector, for consideration by the Council.

**3.0 Financial Implications for Transitional Costs**

- 3.1 Service redesign and commissioning of services from the Third Sector may present a positive contribution to the management of transitional costs in the longer term.

**4.0 Financial implications for 2009/10 and beyond**

- 4.1 Retention of the current level of investment in organisations the sector in 2009/10 (without inflation uplift) will provide some interim security to local organisations while service and provider reviews are undertaken and priorities determined for the future.

**5.0 Legal implications**

- 5.1 The Framework provides the context within which the Council will be able to fulfil a range of statutory duties, including the new duties to involve, promote participation and enhance mechanisms for scrutiny, proposed in the forthcoming Community Empowerment, Housing and Economic Regeneration Bill.

**6.0 Risk Assessment**

- 6.1 Early notification of the Council's decision to maintain existing levels of investment in organisations the sector in the next financial year will reduce the risk of organisations instituting legal challenges on the basis of a failure to comply with existing Compact commitments to the sector.

## **7.0 Background**

- 7.1 Councils in Cheshire East have had long standing relationships with the voluntary and community sector. During 2007 work was undertaken by the County Council to develop a Third Sector Strategy. Officers and senior managers from District Councils contributed to the process in line with the Compacts signed by all local authorities in Cheshire East.
- 7.2 The Framework seeks to build on this and outlines the contribution the sector can make to improve public services and achieve better outcomes for local people and communities.

## **8.0 Overview of Day One, Year One and Term One Issues**

- 8.1 The draft Strategy has been revised and updated as a Framework for the new Council and is presented as a legacy capable of adoption in advance of Day One. It establishes the parameters for the development of a suite of policy and practice documents during Year One and their implementation during Term One.
- 8.2 The Framework is based on the needs of the Council and the Third Sector, in order that together we serve people better. These are summarised as

### *The Council needs:*

- to fulfil its statutory duties and its role as community leader
- to manage a dialogue with service users and citizens about the design and delivery of high quality affordable services
- to grow the market and orchestrate the provision of these services
- to monitor and evaluate these services to ensure their effectiveness and efficiency

### *The Third Sector needs:*

- access to information about services - current provision and potential change
- support to coordinate consultation and engagement
- strong and coordinated infrastructure organisations to support the front line
- sustainable funding for infrastructure and front line groups to enable them to deliver

## **9.0 Reasons for the Recommendation**

- 9.1 National policy related to the sector, Strong and Prosperous Communities (2006) and Communities in Control (2008) emphasises the importance of the Third Sector in shaping and designing effective services, representation and advocacy, lobbying and influencing policy. There is a risk that the future Comprehensive Area Assessments will be affected unless a clear Framework governing the Councils future relationship with the sector is established.

***For further information:-***

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Tel No: 01244 973201  
Email: [john.weeks@cheshire.gov.uk](mailto:john.weeks@cheshire.gov.uk)

***Background documents:***

Department of Communities and Local Government  
“Strong and Prosperous Communities” (2006)

Department of Communities and Local Government  
“Communities in Control” (2008)

Documents are available for inspection at: County Hall, Chester

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# **‘Inform, Consult, Involve, Devolve’**

## **Working with the Third Sector**

### **A Partnership Framework for Cheshire East Council**

August 2008

Nuala Keegan  
Third Sector Development Manager  
Cheshire County Council

## INTRODUCTION

This document is informed by work undertaken in 2007 to develop a Third Sector Strategy for Cheshire County Council. The development and consultation process led by County Council staff involved over 140 third sector organisations and individuals, via the web, by email and 12 workshop events. Officers and senior managers from District Council's also contributed to establishing key principles for this work in line with the Compact's signed by the County and District Councils.

Work to date has

- established why a strategy is needed
- considered what outcomes we want to achieve
- aimed to define priorities
- identified levels of investment in the sector
- developed some proposals for improvement

A draft Strategy was endorsed by Cheshire County Council Management Board in October 2007. Consideration by Members was postponed pending a decision on Local Government Reorganisation.

The earlier draft has been revised and updated to take account of the formation of the Shadow Council for Cheshire East and it is presented as a legacy of work to date and a plan for the future.



## THE VISION

### A Vision for the Third Sector in Cheshire East

The Council and Third Sector organisations in Cheshire East will work to develop a relationship based on partnership not patronage, in order to secure **“A responsive, sustainable, innovative, distinctive and independent Third Sector, which represents and supports the community and plays a vital role in improving the quality of life of the people in Cheshire East through information, advocacy and service delivery.”**

### What do we mean by this?

A responsive sector is dynamic, open to challenges and involved. It is a sector that brings the energy and passion from people and communities to the planning table. It means a sector that is financially sustainable and not entirely grant dependant, a flexible sector with a positive approach to change, a sector that is innovative and pioneering in its activities and is anchored by good governance arrangements. A sector with these attributes will be better able to give a voice to people and communities, including hard to reach groups, when lobbying and influencing policy. It will also support local people, by grass roots action through to comprehensive service delivery. The sector in Cheshire East has many of these attributes. The new Council will have the opportunity to build on these strengths, while recognising the independence of the sector and the distinctive nature of the groups it encompasses.

### What do we mean by the Third Sector?

The Office of the Third Sector defines the sector as;

**“voluntary and community organisations, charities, social enterprises, faith groups, cooperatives and mutuals”<sup>1</sup>**

Key to this definition and the vision is the understanding that the Third Sector contributes to a tripartite relationship with the public and private sectors. It is not “third rate” or “third in line”. It is an important partner with rights and responsibilities.

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<sup>1</sup> Office of the Third Sector website, [http://www.cabinetoffice.gov.uk/third\\_sector/](http://www.cabinetoffice.gov.uk/third_sector/)

Organisations making up the sector across Cheshire East are very diverse and their activities important partner with rights wide ranging. These organisations have different needs and priorities, but each can make a valuable contribution to improving the quality of life for residents. The new Council will need to consider the legacy of earlier Compact Agreements and determine new arrangements to guide its relationship with the sector in future.

## Overview

The Framework is based on the needs of the Third Sector and the Council, in order that together we serve people better and improve the quality of life for people and communities in Cheshire East. Proposals for improvement are based on existing Compact commitments and local government's duty to **INFORM, CONSULT, INVOLVE** and **DEVOLVE**. The Framework recognises that groups will wish to be involved in different ways; dependant on their experience and capacity. It confirms that the delivery of public services is not the objective for all organisations. It acknowledges the responsibilities of the Council and Third Sector organisations across Cheshire East to work together to improve services to users and the public.

## WHY DO WE NEED A FRAMEWORK?

Cheshire East Council shares the same broad objectives with many organisations in the third sector – to build and sustain flourishing communities and to meet the priorities of a new Sustainable Communities Strategy. This Framework aims to strengthen our working relationship and enable us to achieve our ambitions together.

### **A Compact Way of Working**

The District Councils and the County Council have signed Compact Agreements with third sector organisations in each of the Cheshire East districts. These Agreements set out key principles, shared values, and ways of working together more effectively to deliver better services. They contain detailed codes of practice and have whole Council implications for the way we operate. The Compact has binding force as Government policy and its significance should not be underestimated. Our challenge is to ensure awareness and Compact compliance is embedded in all services and departments of the new Council, evidence of which will form part of future Comprehensive Area Assessments.

### **Strong and Prosperous Communities - October 2006<sup>2</sup>**

The Department for Communities and Local Government has recognised the 'diverse nature of the Third Sector and the different roles it plays – shaping and designing effective services, representation and advocacy, lobbying and influencing policy and has set out clear expectations about the full involvement of the sector as strategic partners.

### **Communities in Control - July 2008<sup>3</sup>**

The Department for Communities and Local Government published its community empowerment White Paper "Communities in Control" on 9 July. The proposals will place new duties on councils to ensure that local people and communities have

- more information and greater influence over the local decisions that affect them;

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<sup>2</sup> Local Government White Paper – DCLG 26 October 2006

<sup>3</sup> Community Empowerment White Paper – DCLG 9 July 2008

- more opportunity to get directly involved in managing and shaping how local services are delivered
- new means of holding politicians and Councils to account

The third sector has a unique ability to articulate and drive change through advocacy and action. The sector can be at heart of reform to improve public services: as **contractors** delivering public services, as **campaigners** for change, as **advisers** influencing the design of services and as **innovators** from which the public sector can learn. The White Paper recognises the role of individual active citizens, social entrepreneurs, volunteers and campaigners and seeks to support them and third sector organisations to play their full part in reviving civic society.

The needs of the new Council and the Third Sector are summarised below.

**Cheshire East Council will need:**

- to fulfil its statutory duties and community leadership role
- to manage a dialogue with service users and citizens about the design and delivery of high quality affordable services
- to grow the market and orchestrate the provision of these services
- to monitor and evaluate these services to ensure their effectiveness and efficiency

**The Third Sector across Cheshire East will need:**

- access to information about services - current provision and potential change
- support to coordinate consultation, engagement and empowerment
- strong and coordinated infrastructure organisations to support the front line
- sustainable funding for infrastructure and front line groups to enable them to deliver
- to maintain its independence

The Council will need to make the best use of the resources available to deliver desired outcomes in the context of many competing priorities. The Council will need to consider how to re-design services and build on models of good practice. Establishing how these can be implemented will take time and raise issues of organisational capacity, in both the Council and the third sector, which we will need to address. It will be important to identify how other public sector partners can contribute resources to achieving these outcomes and how the Third Sector can play a full part in delivering future Local Area Agreements.

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## OUTCOMES – WHAT DO WE WANT TO ACHIEVE?

<b>Active and empowered communities</b>	<ul style="list-style-type: none"> <li>Organisations well supported in the local community, looking after their own interests.</li> <li>People contributing, volunteering and being involved in many different types of activity.</li> <li>Local people identifying their own needs, people feeling that their voice is being heard and they can influence decisions.</li> <li>Community leaders and activists ensuring the diversity of community based activity</li> </ul>
<b>Third Sector organisations delivering more public services professionally, efficiently and effectively</b>	<ul style="list-style-type: none"> <li>Expert and professional organisations with skilled staff and leaders, working to agreed priorities and quality standards.</li> <li>Organisations that are focussed on outcomes, using resources efficiently and targeting them where they will have most effect.</li> <li>Monitoring and evaluation in place that encourages improvement and best practice</li> <li>Good governance – organisations demonstrating transparency and probity in their activities</li> </ul>
<b>Strong and coordinated infrastructure organisations that support front line organisations in the sector</b>	<ul style="list-style-type: none"> <li>Streamlined infrastructure support for the sector that is easily accessible and inclusive, well informed, linked to national bodies, funded from public money and responsive to local needs (including small and start up organisations).</li> <li>Specialist and generalist infrastructure organisations working well together, with clarity and transparency about their roles.</li> <li>Infrastructure organisations acting as honest brokers and driven by the needs of the front line organisations they serve</li> </ul>
<b>Third Sector organisations that are well networked and coordinated</b>	<ul style="list-style-type: none"> <li>Organisations working well together with little or no duplication of services and efficient use of resources.</li> <li>Achieving a balance between competition and collaboration that provides the best outcomes for local people.</li> <li>Organisations that are well connected to regional and national networks and well represented and participating fully in local partnership arrangements.</li> <li>Frameworks in place that encourage good relationship management.</li> </ul>
<b>Third Sector organisations that have sufficient resources</b>	<ul style="list-style-type: none"> <li>Financially stable organisations with a variety of income sources.</li> <li>Organisations with capital assets and resources, including skilled and experienced people.</li> </ul>
<b>Third sector organisations focussed on local needs</b>	<ul style="list-style-type: none"> <li>Predominantly locally based organisations tuned to the diverse needs in Cheshire East</li> <li>Larger (national) organisations contributing where they are best placed to do so</li> <li>Responding to need on the basis of evidence</li> </ul>

## RESOURCES – WHAT DO COUNCILS IN CHESHIRE EAST CURRENTLY SPEND IN THE THIRD SECTOR?

As part of the resource mapping for the new Cheshire East Council managers have made some initial assessments of the grant and contract expenditure in the sector in Cheshire East in 2008/9

### Local Government – Cheshire East

Administering authority	Department	Funding Type		
		Contract	Grant	Grand Total
Cheshire County Council	Community Services	1,617,718.94	162,028.00	1,779,746.94
	Environment	117,394.50	290,309.00	407,703.50
	Children's Services	40,373.00	13,466.50	53,839.50
<b>Cheshire County Council Total</b>		<b>1,775,486.44</b>	<b>465,803.50</b>	<b>2,241,289.94</b>
Congleton Borough Council	Chief Executive		10,000.00	10,000.00
	Community Development		194,310.00	194,310.00
	Revenues		21,530.00	21,530.00
	Streetscape		2,840.00	2,840.00
	- Unconfirmed -		33,180.00	33,180.00
<b>Congleton Borough Council Total</b>			<b>261,860.00</b>	<b>261,860.00</b>
Crewe & Nantwich Borough Council	Community Development	214,257.00	76,210.00	290,467.00
<b>Crewe &amp; Nantwich Borough Council Total</b>		<b>214,257.00</b>	<b>76,210.00</b>	<b>290,467.00</b>
Macclesfield Borough Council	Community & Well-being		148,530.00	148,530.00
	Corporate	70,150.00	29,650.00	99,800.00
	Legal & Democratic		145.00	145.00
	- Unconfirmed -	5,000.00	56,395.00	61,395.00
<b>Macclesfield Borough Council Total</b>		<b>75,150.00</b>	<b>234,720.00</b>	<b>309,870.00</b>
<b>Grand Total</b>		<b>2,064,893.44</b>	<b>1,038,593.50</b>	<b>3,103,486.94</b>

### Central and Eastern Cheshire PCT

Administering authority	Funding Type		
	Contract	Grant	Grand Total
Central and Eastern Cheshire PCT (spending in Cheshire East only)	331,360.70	765,320.28	1,096,680.98

This investment secures a wide range of services for people and communities in Cheshire East including adult and older people's social care, children's services, arts, sports and cultural services, health promotion, community transport, environmental initiatives, lifelong learning, community development, advice and information and many more.

This investment assessment relates only to Council base budgets. It does not include services funded from national government external grant, for which the County Council or District Councils are the Accountable Body or distributing organisation eg Supporting People, Carers Grant, SureStart etc.

This assessment does not include details of County Council social care block contract values with third sector providers.



## INFORM

To achieve our outcomes and a vision for a Third Sector which ‘plays a vital role in improving the quality of life of local people through information, advocacy and service delivery’ the Council will need to improve information to the sector, ensuring that it is clear, timely, and well directed to the requirements and capacity of different groups and organisations.

The Council will need	Proposals – the Council will:	What we are trying to achieve
To improve the information available to local citizens and service users	Use third sector organisations, within an overall communications strategy, to inform people and communities about services  Support the establishment of a Third Sector network or Assembly in Cheshire East	Well informed and engaged citizens and service users better able to access services  Specialist and generalist infrastructure organisations working well together, with clarity and transparency about their roles.
Better corporate awareness of the nature, purpose and value of the third sector	Establish an internal Programme Board to bring together staff with responsibility for engagement with the sector	Increased capacity of staff to work effectively with the third sector
The sector will need	Proposals – the sector will:	What we are trying to achieve
Accurate and accessible information about Cheshire East Council policies, services and opportunities related to the sector	Have access to a Third Sector specific section on the new Council’s website	Organisations working well together with little or no duplication of services and efficient use of resources.

## CONSULT

The third sector has a unique ability to give a voice to the community and drive change, most powerfully where third sector organisations work together. However, effective consultation with organisations in the Third Sector has been problematic for all Councils and the process has often been complex and fragmented.

The new Council will need to ensure that inclusive participative structures are put in place to enable the sector to have a consistent, effective and accountable voice in local decision-making. Generalist and specialist networks encompassing the broad spectrum of opinion within the sector, will need clear governance arrangements that set out their role, responsibilities and relationships with each other and public sector agencies.

The White Paper<sup>4</sup> reinforces the need for meaningful involvement of third sector organisations on Local Strategic Partnerships (LSPs). These principles of representation will help the sector to organise its involvement in the new LSP and help the Council to decide how to support this involvement in a sustained way.

The Council will need	Proposals – the Council will:	What we are trying to achieve
Effective systems to consult Third Sector organisations and meaningful involvement of the sector in the new LSP	Support the establishment of a Third Sector network or Assembly in Cheshire East  Support specialist infrastructure organisations/hubs reflecting LAA themes	Specialist and generalist infrastructure organisations working well together, with clarity and transparency about their roles and the ability to contribute to/deliver LAA and other partnership outcomes
Compact compliant consultation processes embedded in all services and departments	Establish an internal Programme board to bring together staff with responsibility for engagement with the sector  Provide Compact training and awareness programmes for staff and Members	Increased capacity for staff to work effectively with the sector

<sup>4</sup> Communities in Control – DCLG July 2008

	Develop an online Compact Toolkit for managers	
The sector will need	Proposals – the sector will:	What we are trying to achieve
Effective system for coordinating responses to Cheshire East Council consultation processes	Develop a Third Sector network or Assembly in Cheshire East in 2009  Coordinate specialist infrastructure organisations/hubs reflecting LAA themes	Streamlined consultation processes which are inclusive, effective, timely and proportionate  Specialist and generalist infrastructure organisations working well together, with clarity and transparency about their roles and the ability to contribute to/deliver LAA and other partnership outcomes
Infrastructure organisations with efficient and cost effective back office support	Consider mergers/consolidation of existing organisations to maximise front end resources	Streamlined infrastructure support for the sector
Compact compliant consultation processes embedded in the new Council	Contribute to Compact training and awareness programmes for staff and Members	To ensure all Council consultation complies with Compact principles and best practice

## INVOLVE

Some individuals and Third Sector organisations are asked to be involved in many different partnership arrangements. The Council will need to establish strong partnerships with the sector, harness its own capacity to relate to the sector and support the sector to undertake its various roles.

The sector has a key role to play to encourage active citizens and ensure that they know about the opportunities to volunteer or take up civic roles in their communities. The role of faith communities is particularly relevant here, with many faith based groups entirely reliant on volunteering effort to support vulnerable people, from parent and toddler groups, youth groups to older people.

*Volunteering is defined as 'an activity that involves spending time, unpaid, doing something that aims to benefit the environment or individuals or groups other than (or in addition to) close relatives.'*<sup>5</sup>

Recent years have seen an increase in volunteering in Cheshire from 36% in 2004 to 42% in 2006.<sup>6</sup> To support this trend the new Council will need to tackle some of the barriers to volunteering by increasing the awareness of opportunities through Volunteer Centres.<sup>7</sup> In the 2005 Cheshire wide Citizenship Survey, 59% of those who did not volunteer on a regular basis (at least once a month) cited work commitments as the main barrier. Employers can support staff to volunteer in a variety of ways and new standards are now in place for employers – the Investing in Volunteers for Employers Award. As a major employer the new Council will consider arrangements for employee supported volunteering.

Research has shown that people on a low income are less likely to volunteer. The Council will need to consider a policy for recruitment, management, recognition and reward of individuals who give up their time to assist in various roles. Research established that voluntary activity can play an important

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<sup>5</sup> The Compact Code of Good Practice in Volunteering - [www.vounteeering.org.uk](http://www.vounteeering.org.uk)

<sup>6</sup> Cheshire Community Survey was conducted in February and March 2006, with interviews from 1,304 people using the Citizens Panel.

<sup>7</sup> Volunteering England define the six core principles of Volunteer Centres as; Brokerage (to match individuals and groups), marketing volunteering, good practice development, developing volunteering opportunities, policy response and campaigning, and strategic development of volunteering.

role in helping people who are not working to keep in touch with the labour market and to obtain skills and experience that may help them into work. The White Paper<sup>8</sup> proposals include a review by the Department for Work and Pensions (DWP) exploring the role of the third sector in welfare-to-work reform.

The Council will need	Proposals – the Council will:	What we are trying to achieve
Strong, empowered and self reliant communities	<p>Consolidate community development practitioner teams to work with local groups and communities to build their capacity for real involvement, empowerment and change.</p> <p>Expand on pilot projects for the transfer of community assets, where appropriate, to local organisations and/or a Community Property Trust</p>	<p>A network of community development workers well co-ordinated and operating across Cheshire East, supporting people to become involved in community activities and run local projects/services as volunteers, community leaders or members.</p> <p>Financially stable organisations with a variety of income sources. Organisations with capital assets and resources.</p>
Active involved citizens	<p>Develop local working arrangements with opportunities for involvement of citizens in neighbourhood/community councils, focus groups and networks.</p> <p>Develop a policy to direct recruitment, training and payment of expenses to all volunteers working with the Council</p> <p>Consider opportunities to contract with Volunteer Centres to increase volunteering opportunities, maintain a volunteer skills register, train, support and accredit volunteers</p>	<p>To meet statutory duty to involve</p> <p>Reduce barriers to volunteering and recognise the value of volunteer involvement in service planning and delivery</p>
Motivated and well skilled employees	Review existing leave provisions related to volunteering activity.	Increase opportunities for Council staff to develop and share their skills through volunteering activity

<sup>8</sup> ibid

	<p>Consider an Employee Supported Volunteer Scheme (ESV)</p> <p>Integrate volunteering opportunities within staff appraisal and team building processes</p>	
The sector will need	Proposals- the sector will:	What we are trying to achieve
Greater opportunities to participate fully in LSP arrangements, strategic planning and LAA thematic groups.	<p>Develop a Third Sector network or Assembly in Cheshire East</p> <p>Coordinate specialist infrastructure organisations/hubs reflecting LAA themes</p>	Increased participation and empowerment of citizens and service users – greater choice and voice to influence in Council services and priorities.
Increased investment in Volunteer Centres	Negotiate with the Council to increase investment in Volunteer Centres to maximise volunteering opportunities, maintain a volunteer skills register, train, support and accredit volunteers	More people contributing, volunteering and being involved in different types of activity. Improved LAA and CAA outcomes

## DEVOLVE

To meet Local Area Agreement commitments the Council will need to devolve public service delivery increasingly to Third Sector organisations. The Council will need to build on work done to date to improve financial relationships with the sector and to be more explicit about whether we are supporting organisations to improve quality of life and civic pride as part of the Council's community leadership role (*grant making*) or engaging with organisations to deliver specific services, derived from a commissioning cycle and firmly linking investment to outcomes (*contracting*) or building capacity in the sector (*investing*). The Council will need to consider these distinctions in its commissioning frameworks.

The Council confirms its intention to achieve better public outcomes for individuals and communities, which yield efficiency gains and community benefits, through smarter, more effective and innovative commissioning, and the optimal involvement of the third sector in public service design, improvement and delivery.

### Principles of Good Commissioning<sup>9</sup>

Commissioning is *the process of specifying, securing and monitoring services to meet people's needs at a strategic level. This applies to all services, whether they are provided by the local authority, NHS, other public agencies or by private and voluntary sector organisations* (Audit Commission).

The eight Principles of Good Commissioning are:

- **Understand the needs of users and communities** ensuring that, alongside other consultees, the Council engages with third sector organisations, as advocates, to access their specialist knowledge
- **Consult potential provider organisations**, including those from the third sector, well in advance of commissioning new services, working with them to set priority outcomes for that service;
- **Put outcomes for users at the centre** of the strategic planning process
- **Map the fullest practical range of providers** with a view to understanding the contribution they could make to delivering those outcomes;
- **Consider investing in the capacity of the provider base**, particularly those working with hard-to-reach groups;

<sup>9</sup> Good Commissioning challenge questions – SEE APPENDIX 1

- **Ensure contracting processes are transparent and fair**, facilitating the involvement of the broadest range of suppliers, including considering sub-contracting and consortia building, where appropriate;
- **Adopt long-term contracts and risk sharing**, wherever appropriate, as ways of achieving efficiency and effectiveness
- **Seek feedback from service users, communities and providers** in order to review the effectiveness of the commissioning process in meeting local needs.

### **A distinctive Third Sector role?**

There are three important dimensions to the Third Sector's role which the new Council will need to consider. The first relates to *commissioning with* the sector, that is, their contribution to an understanding of the market – what exists in the sector and what could be developed – and by providing best practice examples from their experience. The second relates to *commissioning from* the sector, that is, third sector organisations as potential providers of services, contributing and maximising resources through access to charitable/trust funding streams and the social return on investment (SROI). The third relates to partnership working in which the third sector and the Council jointly bid to an external funder for resources to deliver services together.

*Commissioning with* the sector through their involvement in “upstream” strategic planning and service design presents challenges for the new Council in the commissioning process and when making procurement decisions. Third Sector organisations will need to be able bid, without suggestion of undue preference, for Council contracts as potential providers. The Council and the third sector will need to take account of issues with regard to risk and independence, and the sector will need to consider whether objectives in the contract conflict with the organisations core objectives, for example campaigning, lobbying or faith promotion. .

The Office of the Third Sector will be carrying out a new national survey of third sector organisations – including faith-based charities – later this year to better understand the issues and working to tackle the barriers to commissioning services from faith-based groups



Currently local Council staff and managers<sup>10</sup> are able to provide professional support to commissioners to identify third sector organisations and to ensure that social and economic benefits are given appropriate weighting in consideration of bids from the sector. This includes separate commissioning for social outcomes and the inclusion of ‘social clauses’ within contracts. Using principles of social accounting and audit to account fully for its social, environmental and economic impact the sector’s distinctive contribution to meeting the wider wellbeing needs of people and communities can be more accurately assessed.

Guidance suggests that criteria which include quality, price, technical merit and social and environmental impact allow for a wider interpretation of “most economically advantageous tender” and enables commissioners to pay particular attention to the added value of contracting with third sector organisations<sup>11</sup>. In addition the Office of Government Commerce has recently published guidance on how to consider social issues in procurement policy<sup>12</sup>. The Council will need to consider how best to consolidate professional expertise in this area.

### Grant Making

A grant is a *‘donation by way of money or otherwise to support an organisation, a specific service or activity, with the donor having no right to receive anything in return other than an indication that the donation is being used for the purpose for which it was donated.’*<sup>13</sup>

Not all third sector organisations desire or currently have the capacity to deliver public services but they do make a contribution to local quality of life.

The Council will need to consider how to support such activity through *giving or grant making*. Supporting Third Sector organisations through grant making can enable the Council to sustain community activity in small scale projects which often maximise the use of volunteers.

Whether contracting with, or grant aiding third sector organisations, the Council will need to take account of government guidance and move towards multi year agreements which can enable small organisations to forward plan, allow for flexibility and provide better cover for overheads<sup>14</sup>. Multi year agreements can also increase sustainability and avoid the added transaction costs incurred by Councils through annual funding arrangements.

<sup>10</sup> County Council’s Third Sector Development Unit

<sup>11</sup> Commissioning within the Legal Framework, Capita conference – Third Sector Commissioning 14 June 2007

<sup>12</sup> Office of Government Commerce (2008) *Buy and Make a Difference: How to Address Social Issues in Public Procurement*, London

<sup>13</sup> Funding definition adopted by Cheshire County Council 2007

## Community asset transfer

Community-based organisations are the key to solving some of the most difficult and complex neighbourhood issues. But they often require greater financial stability. Neighbourhood organisations can provide a base from which people and grassroots groups can get involved in driving positive social change through a range of activities, services, support and facilities. The Government review into the community management and ownership of public assets <sup>15</sup> was published in May 2007 and concluded that “to place land and buildings in community hands is to provide the means for people to create profound and long term transformation in their neighbourhood”.

The County Council is a pilot authority for asset transfer and has been working with community organisations in Winsford, Dunham Hill and Bollington to transfer surplus school buildings and a community centre on a leasehold basis. Consideration has also been given to establishing a Community Land Trust to act as a mechanism for future asset transfer. Proposals in the White Paper<sup>16</sup> include plans to consult on a national framework for Community Land Trusts and the Audit Commission has published the basis on which they intend to assess the way local authorities manage their assets under the new Comprehensive Area Assessment.

The Council will need	Proposals – the Council will:	What we are trying to achieve
To grow the market of potential service providers	<p>Embed Third Sector commissioning within an integrated Commissioning Framework linking investment to outcomes, with clear priorities, outcomes and resource allocations</p> <p>Increase staff capacity and skills to contract with Third Sector providers</p> <p>Provide development and training workshops to</p>	<p>Third Sector organisations delivering services where best placed to do so</p> <p>Consistent commissioning and procurement processes that comply with Compact principles and best practice operating across the Council</p> <p>Monitoring and evaluation carried out in a way that is focussed on outcomes, and is proportionate to the size of the contract and risk.</p>

<sup>14</sup> Treasury Guidance – Improving Financial Relationships with the Third Sector: Guidance to Funding and Purchasers, HM Treasury, 2006

<sup>15</sup> Making Assets Work: The Quirk Review – DCLG May 2007

<sup>16</sup> *ibid*

	<p>build the capacity of the sector to tender for and deliver more public services</p> <p>Develop plans for the transfer of community assets, where appropriate, directly and/or via a Community Land Trust</p> <p>Provide information, training and advice to Third Sector organisations to help them to own/manage assets</p> <p>Adopt full cost recovery and multi year funding agreements, wherever possible</p>	
The sector will need	Proposals - the sector will:	What we are trying to achieve
Increased capacity to negotiate for contracts and to demonstrate social value and impact	Have access to training to build the capacity of the sector to tender for and deliver more public services and own/manage assets	Joint understanding of priorities and processes. Third sector organisations well supported to tender for and deliver public services
Financial stability with a variety of income sources.	Develop plans for the ownership/management of community assets, where appropriate	Third Sector organisations with capital assets and resources, including skilled and experienced people

## Good Commissioning – Challenge Questions for service managers

### *Understanding service needs*

- How do we know how effectively we are identifying user needs within each service delivery area?
- How are we involving service users in the design of service delivery? What have we changed, because of that involvement?
- What means have we for engaging relevant Third Sector and private sector providers in the design of services, to meet identified user needs?
- Which features of service delivery have our users said are the most important to them? How do we assess our performance against them?
- What outcome measures have we identified for each service delivery area? Are they things that users value? How do we monitor our performance against them?

### *Understanding the market*

- How do we know what numbers and types of providers can supply the specific services we want to commission?
- How are we identifying potential local and national suppliers that might wish to tender for these services?
- How do we involve potential suppliers in service design and the design of our commissioning processes? What have we changed because of that involvement?
- How competitive are the markets for these particular services? How has that changed recently?
- If there is no market in this area of service delivery, what steps are we taking to create one?
- What effect is our current commissioning practice having on our local supplier market? What could we do to improve it?

### *Effective procurement*

- How do we assess compliance with the principles of good commissioning in our own commissioning and procurement practice?
- How are we monitoring the performance of our current suppliers and how are we using the information we collect to improve service delivery?
- How well do competing bids for service contracts enable us to compare value for money? How do our suppliers know what information to include, to help us to do so?
- What wider social, economic, or environmental benefits do we expect to gain from our current commissioning practice? How do we take account of them, when considering overall value for money, and how do we know that we are achieving them?

## CHESHIRE EAST COUNCIL

### Advisory Panel – People

**Date:** 23 September, 2008  
**Report of:** John Weeks, Chairman People Workstream  
**Title** **Cross Boundary Usage of Library Services**  
**Report No:**

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*This paper, which is in the format of a Cabinet report, is presented to the Advisory Panel (People) to enable Panel Members to be aware of a forthcoming Cabinet issue and to contribute views to inform the decision making of the Cabinet.*

#### **1.0 Purpose of Report**

- 1.1 This report advises Members of issues relating to cross boundary usage of Library Services after 1<sup>st</sup> April 2009.

#### **2.0 Recommendation**

- 2.1 That Members note the current situation for library users.
- 2.2 That Members agree that there should be cross boundary usage for library services users after 1<sup>st</sup> April 2009 and instruct officers to take steps to implement this proposal.

#### **3.0 Background**

- 3.1 Library Services are one of the most highly used, highly valued and highly visible services of the authority. The initial findings of the Cheshire Community Survey 2008 show that 66% of residents in Cheshire East have visited a library at least once during the last 12 months with 57% of those who had visited, visiting at least once a month. 91% of users think libraries are very good or good.
- 3.2 The current situation is that once they have joined a library, members are entitled to use all County Council Libraries i.e. 44 static libraries and 6 mobile libraries, they have access to the stock of all those libraries, they can reserve items from any library to be delivered to their nearest library, they can borrow items from one library and return them to another library, they can reserve and renew items at any library, they pay the same fines and charges, they can search a complete catalogue of library stock either within their home library or via the Service's web pages and can reserve and renew items by this method as well. They also have access to an unrivalled suite of online information and reference sources including Encyclopaedia Britannica, Who's Who, Times Digital Archive and Kompass Business Directory. Many users borrow from libraries which, after April 1<sup>st</sup> 2009 will be in different authorities, e.g. Knutsford and Northwich, Middlewich and Winsford, Crewe and Chester. This may be because they live near one and work near another or because they live near one and have children or grandchildren

who live near another.

3.3 The concern is that after April 1<sup>st</sup> 2009 residents will receive a diminished service and that e.g. library members in Crewe, Macclesfield, Congleton, will no longer be able to reserve or borrow material from Chester, Northwich, Ellesmere Port libraries unless they are a member of both library services and are able to make a personal visit to a library in the neighbouring authority to collect reserved items. Library users are already raising issues of this nature with frontline staff. Unless a solution is found it is likely to lead to a loss of reputation for the new authorities from day one of their existence.

3.4 Cross boundary usage provides a simple and workable solution. By this means members of Cheshire East Library Service would be able to use their membership cards to access library services in Cheshire West and Chester and vice versa. Membership cards would be branded as Cheshire East for those resident in that authority. The retention of support and specialist services e.g. transport, library management system, virtual reference library, on a pan Cheshire basis means that this can be achieved with relative ease and at no cost. There are other library authorities which have similar arrangements in place e.g. City of Nottingham and Nottinghamshire County Council, Denbighshire and Flintshire.

#### **4.0 Financial Implications for Transition**

4.1 There are no new specific costs associated with transition.

#### **5.0 Financial Implications 2009/2010 and Beyond**

None

#### **6.0 Risk Assessment**

6.1 There are no day 1 or year 1 risks associated with this proposal. Longer term risks which would threaten the viability of cross boundary usage are identified below

<b>Area</b>	<b>Risk</b>	<b>Comment</b>
Support and Specialist Services	Disaggregation after year 1 review	If such things as transport, bibliographical services, library management system, virtual reference library were divided the viability of cross boundary usage might be threatened
ICT	Replacement or upgrade of library management system	If the 2 authorities chose different systems this would make it impossible for users to have one membership card which could be used in both places, they would need to

		search 2 catalogues and could no longer reserve books from or return books to any library in Cheshire
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## 7.0 Summary and Conclusion

Local Government Reorganisation poses a threat to the level and quality of library services residents currently receive either because they would have access to a narrower range of resources if they were only able to use the service in one or other authority or because they would be required to become members of two separate library authorities and to make a physical visit to the neighbouring authority.

If this were to happen it would be likely to attract bad publicity, cause political embarrassment and loss of reputation for the new authorities.

Allowing and facilitating cross boundary usage provides a simple solution, tried, tested and found to work in other parts of the country.

**For further information:-** Linda Morris, Senior Manager Libraries, Cheshire County Council

**Lead Councillor:** Councillor Andrew Knowles

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**Local Government (Access to Information) Act 1985:**

**Background Documents**

None

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## CHESHIRE EAST COUNCIL

### Advisory Panel – People

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**Date of meeting:** 23 September, 2008  
**Report of:** John Weeks, Chairman People Workstream  
**Title:** Partnership In Service Delivery

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*This paper, which is in the format of a Cabinet report, is presented to the Advisory Panel (People) to enable Panel Members to be aware of a forthcoming Cabinet issue and to contribute views to inform the decision making of the Cabinet.*

#### **1.0 Purpose of Report**

- 1.1 All the authorities that form the constituent parts of the new Cheshire East Council currently 'partner', in different ways, with a wide range of organisations to deliver services to our respective communities. These can be through either a formal agreement (SLA) with funds specifically allocated to a service area or through more general grant funds that communities can bid into.

There are significant benefits to this way of working including:

- Provision of additional capacity
- Specialist expertise.
- Access to additional/alternative funding.
- Community ownership of service delivery.
- Links to National work programmes.

- 1.2 A significant number of these various partnerships are formalised through service level agreements (SLA's) or an equivalent, and financial and in kind contributions are factored into existing (08/09) budgets.
- 1.3 A number of these partner organisations are starting to prepare their 09/10 work programmes and associated budgets and have asked for clarification as to Cheshire East's likely contributions in order that they can plan for the coming year.
- 1.4 The range and value of services provided vary considerably between authorities; for example the provision of "contracted out" Museum Service provision in Macclesfield is included as a partnership service. The Silk Museum Trust delivers to a sub-regional/regional audience, acts as a tourism draw for Macclesfield and costs the local authorities £144,000. At the other level, the support to a voluntary run Museum such as that in Congleton delivers a very local service at a considerable lower cost. The value may be equal.

- 1.5 The purpose of this report is to seek members confirmation that, at least for the coming year, 2009/2010, support to partner organisations will be at a level equivalent to the current (2008/2009) year or at a level previously agreed with the current grant-giving Authority.

## **2.0 Decision Required**

- 2.1 That East Cheshire Council consider and agree that the level of financial support to existing external service delivery partners be maintained for 2009/2010 at current levels.
- 2.2 That it is agreed that all partnership arrangements be subject to more detailed review in year one to assess cost/outcomes of all individual agreements.

## **3.0 Financial Implications for Transition Costs**

- 3.1 Within the Culture & Leisure Services of existing Authorities the total (cash) value of grant and partnership arrangements per annum is:

Cheshire	£146,532
Macclesfield	£113,340
(NB an additional £20,000 was given to the Silk Museum Trust 2008-2009 but this was from reserves and was not from the revenue budget)	
Crewe & Nantwich	£16,000
Congleton	£12,000
TOTAL	£287,872

This includes contributions ranging from small grant funds to more strategic partnership service delivery. This resource is accounted for in current budgets (08/09). Consequently there are no additional financial implications for transition.

## **4.0 Financial Implications 2009/10 and beyond**

- 4.1 Subject to members preferred option, the financial implications beyond transition will vary. The recommendation that all partnership contributions be reviewed within year one could result in a range of cost options beyond 09/10 from no cost (all contributions ended) to increased costs (cost uplift of existing partnerships) and all points between.
- 4.2 All subsequent reviews should take into account:
- Correlation of Partner Objectives to those of the new Council
  - Affordability
  - Specific and agreed outcomes
  - External finance leverage
  - Overall value for money and 'Quality' assessment

All reviews should be undertaken within an agreed and consistent methodology.

## 5.0 Legal Implications

- 5.1 A decision is required to enable existing partners to plan for 2009-2010. A failure to inform them of the new Authority's intention in good time could jeopardise some of those organisation's sustainability and could expose the Council to the risk of a legal challenge if adequate notice of any intention to withdraw funding had not been given.

## 6.0 Risk Assessment

- 6.1 The risks associated with this report are:

Risk	Mitigation	Comment
<p>Failure to clarify Councils contribution to external partners resulting in:</p> <p>a) Reduced Service delivery</p> <p>b) Negative impact on partner organisations viability</p> <p>c) Loss of external funding leverage</p> <p>d) Negative press coverage and reputational impact</p>	<p>Early consideration of Cheshire East's position in respect to external partner funding will allow either certainty of funding for 09/10 or time to plan for reduced 09/10 service delivery.</p>	<p>Partners are already seeking information regarding the Council's intentions.</p>

## 7.0 Background and Options

- 7.1 Increasingly local authorities are working more with partners in service delivery rather than direct provision. This approach (enabling) has benefits in producing more focused service delivery with greater opportunity for external funding. The range of services and organisations partnered with is considerable across all existing authorities and would include examples in the sports, arts, countryside and heritage sectors.
- 7.2. Partner organisations are now developing their 09/10 work progress and are seeking financial support to underpin those programmes.

7.3 Options that members might wish to consider include:

	Options	Officer Comment
1.	Review all external partnerships prior to confirming 09-10 funding.	Not thought practical given the number of agreements to review and time available.
2.	Maintain existing arrangements (taking into account any previously agreed changes for 2009-2010) for the year only prior to review in 09/10.	This arrangement gives certainty of Service Delivery for 09/10. Given the number of arrangements in place potential need to prioritise review areas for 09/10.
3.	Maintain existing arrangements and review based on risk assessment/value over term 1.	A more sustainable approach to service provision/review.
4.	End all existing arrangements and consider all applications/proposals in 09/10.	Considerable service delivery impact for 09/10 and external funds put at risk. Adverse reputational comment.

## 8.0 Overview of Day One, Year One and Term One Issues

- 8.1 Agreeing to continue funding arrangements for 2009-2010 will allow service delivery to continue through day one without interruption. During Year One a full review of partnership arrangements can be initiated with the outcomes informed by the Council's new strategic priorities. This will then ensure that for the remainder of Term One all partner organisations are contributing to the Council's required outcomes and their performance is measured to determine the value of that contribution.

## 9.0 Reasons for Recommendation

- 9.1 Existing authorities have a significant number of partnerships that they invest into in order to deliver and add value to services for the local community.
- 9.2 External parties are seeking the new Council's view for funding arrangements at least for 09/10 and preferably beyond.
- 9.3 A decision is required to clarify arrangements for 2009-2010.

**For further information:**

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**Background Documents:** *Not applicable*

# CHESHIRE EAST COUNCIL

## Advisory Panel – People

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**Date of meeting:** 23 September, 2008  
**Report of:** John Weeks, Chairman People Workstream  
**Title:** Fees & Charges 2009/10

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*This paper, which is in the format of a Cabinet report, is presented to the Advisory Panel (People) to enable Panel Members to be aware of a forthcoming Cabinet issue and to contribute views to inform the decision making of the Cabinet.*

### 1.0 Purpose of Report

- 1.1 The purpose of this report is to recommend an approach to setting fees and charges for the Council's culture and leisure services for 2009/10.

### 2.0 Decision Required

- 2.1 The Portfolio Holder for Health and Well Being recommends to the Cabinet that fees and charges for the council's culture and leisure services be maintained at the levels currently charged by the existing authorities, with an average inflationary increase of 2.5% applied for 2009/10 as agreed elsewhere.
- 2.2 It is recommended that in line with 2.1 above, current arrangements for membership schemes and formal leisure card or other discount schemes remain the same for 2009/10 pending a formal review aimed at harmonisation for the new authority in 2010/11.
- 2.3 However, it is recommended that existing policies in the existing local authority areas for discounts applied to the normal headline charges for key target groups be harmonised as follows;
- Children aged between 0 years and 2 years inclusive – free access
  - Children aged between 4 years and 15 years inclusive (normal appropriate child discount)
  - People aged 60 years and over – (normal appropriate senior citizens discount)
  - People with a registered disability – Free access to swimming during normal programmed public swimming sessions.

Harmonisation of these key policies areas on headline discounts will help the authority avoid any potential criticisms that it is unfairly treating these key target groups differently in different parts of the new authority

area, even though the actual discounted price paid may vary slightly from area to area as now.

- 2.4 That a further comprehensive review of fees and charges be carried out for 2010/11 to look at the feasibility of harmonisation of all charges for culture and leisure services, where it is appropriate, across the Cheshire East Area.

### **3.0 Financial Implications for Transition Costs**

- 3.1 None

### **4.0 Financial Implications 2009/10 and beyond**

- 4.1 The level of budgeted income from fees and charges in 2009/10 will be dependent on the level of inflationary increase applied. The level of income in 2010/11 and beyond will depend on the fees and charges structure agreed by the Council following the proposed review

### **5.0 Legal Implications**

- 5.1 Limited. There may be a small chance of legal challenge on the basis of equality and opportunity if certain fees and charges or policies determining fees and charges are not harmonised

### **6.0 Risk Assessment**

- 6.1 The risk associated with this report is:

<b>Risk</b>	<b>Mitigation</b>	<b>Comment</b>
Failure to set a viable fees and charges structure in time to inform budget setting	Agree to base year 1 fees and charges on existing structures.	Mitigation action will require the Council and customers to tolerate a variation in fees and charges between services and geographical areas.
Complaints from individuals and groups about inconsistencies in fees and charges in year 1.	Public awareness campaign explaining the reasons, and that a full review will be carried out in year 1.	

## **7.0 Background and Options**

- 7.1 All the existing authorities that form the new Cheshire East Council generate income through fees and charges for a range of services and activities. These fees and charges have been formally agreed by the existing authorities for 2008/09 and are reflected in their budgets.
- 7.2 A comparison has been undertaken of some of the key existing headline fees and charges related to leisure facilities managed by the existing authorities.
- 7.3 The most significant anomalies appear to be:
- Headline swimming charges are significantly cheaper in Macclesfield when compared to the other two local authority areas;
  - Grass football pitches are significantly more expensive within the Congleton compared with Crewe & Nantwich and Macclesfield;
  - Crewe & Nantwich is the only area that offers free entry to children under 5 years whereas the other two areas allow free entry for children under 3;
  - Crewe offers a junior discount for children under 17 years whereas the other two local authority areas offer discounts for those under 16 years;
  - Congleton allows free use of leisure facilities by members of the armed forces;
  - Crewe offers free swimming for people with a registered disability.
- 7.4 The only area where there is no variation is library and archive services which are delivered by a single authority, though some of their services (eg photocopying) are offered by other services.
- 7.5 Some fees and charges (including those for libraries) have been increased every other year by 2 years' worth of inflation. In cases where no increase was made in 2008/09 a two year inflationary increase will be due in April 2009; this includes charges for library services.
- 7.6 Assuming the proposed shared service arrangements for libraries are agreed, it would be appropriate for the two new unitary authorities to maintain the same levels of fees and charges in 2009/10.
- 7.7 Where market / competitor analysis shows that an inflationary increase is not sustainable – that is, it would result in a significant reduction in

usage or income – an exception report should be brought to the Portfolio Holder.

7.8 Options that members might wish to consider include:

	Options	Officer Comment
1.	Harmonise all fees and charges for council culture and recreation services in time to inform budget setting for 2009/10	Due to the complexity of the current charging structures, and the need for market research to inform the setting of new charging levels, this is not considered a realistic option.
2.	Maintain existing charging structures – with an appropriate inflationary increase - for 2009/10, with a full review to be carried out for implementation in 2010/11.	This option will enable the Council to set budgets for 2009/10, and will give time for a full options appraisal for fees and charges for 2010/11.
3.	Maintain existing charging structures –with an appropriate inflationary increase for 2009/10 but harmonise certain key criteria under which certain discounts are applicable including the age limits for pre-school and children and for people with a disability	This will enable the Council to set budgets for 2009/10 and allow time for a full options appraisal for fees and charges fro 2010/11 but will also help ensure that there is a consistency in the policies for offering discounts off the headline fees and charges for key target groups within the local community

## 8.0 Overview of Day One, Year One and Term One Issues

- 8.1 Proposed fees and charges for the leisure and cultural facilities need to be established very soon to enable budgets to be established for 2009/10 and arrangements made to introduce the new charges on day one of the new authority.
- 8.2 There is very little time to undertake a comprehensive review of all of the fees and charges being applied by each of the existing authorities to be able to make appropriate recommendations for complete harmonisation where it would be appropriate to do so without affecting the budget setting timetable and process for the new authority.
- 8.3 Harmonising some of the policies applied by the existing authorities in respect of key community groups such as children, the elderly and people with a disability would have minimal financial impact but help avoid any criticism of inequity in year one.



## **9.0 Reasons for Recommendation**

- 9.1 The approach to be adopted in respect of fees and charges needs to be confirmed at an early stage to ensure that the budget process for the new authority for 2009/10 can be set.
- 9.2 Recommending maintaining existing fees and charges for leisure and cultural services for 2009/10 plus an allowance for an uplift by an average of 2.5% for inflation will help maintain current revenues and allow time for a more considered and comprehensive review of fees and charges to be undertaken with a view to greater harmonisation where appropriate for 2010/11.
- 9.3 Agreement to harmonising some of the policies applied by the existing authorities in respect of discounts for key community groups such as children, the elderly and people with a disability would have minimal financial impact but help avoid any potential criticism of inequity in year one.

### ***For further information:***

*Portfolio Holder: Councillor Andrew Knowles  
Officer: Keith Pickton  
Tel No: 01270 537795  
Email: keith.pickton@crewe-nantwich.gov.uk*

### ***Background Documents:***

*Fees and Charges lists for cultural and recreational services for each of the existing authorities*

*Documents are available for inspection at: Crewe*

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**Cheshire East  
Advisory Panel – People  
23 September, 2008**

**Transforming the quality of dementia  
care: Consultation on a national  
dementia strategy.**

*June 2008*

**RESPONSE TEMPLATE**

**Closing date for responses: 11 September 2008**

Please send to: [dementia.strategy@dh.gsi.gov.uk](mailto:dementia.strategy@dh.gsi.gov.uk)

Alternatively, they can be posted to:

David Corcoran  
Dementia Team  
Department of Health  
8E13 Quarry House  
Quarry Hill  
Leeds LS2 7UE

**Before submitting your response to the Department, please make sure that it has been saved in a name that will make it easier for us to track. Many thanks.**

**Respondent Details (Please provide the details of a single point of co-ordination for your response)**

Title	Ms
Full Name	June Westley
Organisation	Cheshire County Council
Your Role	Locality Manager Older People's Services
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Email Address	<a href="mailto:June.westley@cheshire.gov.uk">June.westley@cheshire.gov.uk</a>
Phone Contact	01625 374717

**If you are replying on behalf of a group of respondents or a number of organisations, please complete the following information:**

Organisations represented within this response	Cheshire County Council Central and Eastern Cheshire PCT, Western Cheshire PCT, in consultation with Cheshire and Wirral Partnership NHS Trust
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**Response details**

<b>Date of response:</b> 10.09.08	<b>Closing date:</b> 5pm on 11 September 2008
<p><b>Confidentiality:</b> Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).</p> <p>If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this, it would be helpful if you could explain to us why you regard the information that you have provided to be confidential. If we receive a request for disclosure of the information we will take full account of your request, but we cannot give an assurance that confidentiality can be maintained. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.</p> <p>The Department will process your personal data in accordance with the DPA and, in the majority of circumstances; this will mean that your personal data will not be disclosed to third parties.</p>	



## **Views are sought on the following:**

### **Chapter 1 – Improved Awareness**

#### **1. Are these the outcomes, recommendations and suggested means of achieving them the right ones?**

The document proposes a full and thorough approach to awareness raising, which is an important aspect of work and describes significant input from local resources as well as nationally, targeting local employers and organisations dealing directly with the public. It recognizes the need for a cultural shift in public and professional attitudes to and knowledge of dementia, including understanding the positive help possible.

The development of national standards and competencies for staff will be helpful. The requirement that all staff working with people with dementia should be trained in dementia is welcomed and needs to be an ongoing process over the long term.

It would be helpful if the strategy identified links with the relevant strategies and developments in the workforce, education and training sectors and built upon these links and developments.

#### **2. Is there anything that has been missed to help us improve public and professional awareness of dementia?**

We welcome the proposal for national initiatives and campaigning. All forms of the media should be fully used for this. The development of training is also important but full implementation may take longer than the 5 year timescale proposed and will need to be an ongoing process.

Recognition and estimation of the costs this will entail would be helpful and recommendations on how this can be financed. Also, the likely effect on pricing of independent sector services and the subsequent effects on the social care market are significant factors, which should be considered.

#### **3. What can you or your organisation do to help implement the recommendations?**

Work with health promotion services to develop information and publicity strategy jointly. Use broader local authority networks such as through economic development, and responsibility for schools. Develop training and learning opportunities for staff. Work through Community Strategies, the LAA and LSP mechanisms to influence the involvement of partners.

## Chapter 2 – Early diagnosis and intervention

### 1. Are these the outcomes, recommendations and suggested means of achieving them the right ones?

The proposals for new and effective services for early diagnosis and intervention through a single point of access and service provision address a significant gap in current services. Services should be multi-agency, offering a range of interventions and information, including legal, practical and financial issues as well as signposting. Staff will need to be aware of the provisions of the Mental Capacity Act.

### 2. Is there anything that has been missed to help enable early diagnosis and intervention?

The success of the proposals will be dependent on the effectiveness of awareness raising for the public and professionals. The issue of meeting criteria for services is significant, including FACS criteria and access to “dementia drugs”, which have received very high profile and are often considered the main form of intervention. Funding availability for non-critical services and charging for these will impact significantly on implementation of these measures e.g. will the dementia care advisor be a service subject to charging by the local authority?

### 3. Do you agree that the diagnosis of dementia should be made by a specialist?

The strategy could be clearer about what it means in terms of specialist assessment. Certainly it should be made by services with specialist knowledge, skills and access to appropriate diagnostic tests. Recent reports show that GPs are currently ill equipped to offer reliable identification or diagnosis. However, local access and the “softer” end of identification, advice and information on maintaining wellbeing and managing some of the challenges of living with dementia should be available.

### 4. How open should referral systems to a memory service be? Should people be able to refer themselves, or should they have to go to a GP first?

Memory services should have referral systems open to all for advice and information as well as diagnosis. It is important that family and carers should be able to seek information and advice independently. Also GPs should be expected to increase their knowledge and skills in the area of older people’s mental health and dementia as they are a key point of reference for the whole population.

## **5. How would the dementia advisers be able to ensure continuity of care?**

The ability of this new role to achieve continuity of care will be dependent upon good links with services that are part of a clearly defined care pathway of interventions and support which people need.

It would be helpful to clarify the relationship of the dementia adviser to advocacy workers, support workers, community nurses, CPNs, social workers, brokers and care navigators. Indeed it may be more helpful to think of this as a role, which could be agreed to be taken on by a clearly identified person from this range of people rather than a specific post.

Separating the post from existing posts role will not in itself achieve the desired outcome if appropriate services are unavailable.

Providers of care will also need to consider how best they can ensure continuity of care within their services. This could be a significant challenge in the organisation, funding and provision of home care services.

## **6. What can you or your organisation do to help implement the recommendations?**

Local Authorities are charged with significant responsibilities for commissioning services, jointly with PCTs.

There are substantial issues in terms of commissioning capacity and in the availability of an appropriately skilled workforce and financial resources.

If the services achieve the aim of offering early diagnosis, timely advice, and information to the 50%-70% of people with dementia who are currently not identified, it can be anticipated that there will be greatly increased demand for scarce resources, which have not been costed.



## Chapter 3 – High-quality care and support

### 1. Are these the outcomes, recommendations and suggested means of achieving them the right ones?

The outcomes and propositions are wide reaching and ambitious and will significantly improve the quality and scope of dementia services, if fully implemented. The recommendations for leadership, training and registration in dementia care for all care homes and related commissioning practice reflect logically the proportion of service users who have dementia. However the impact on the care market in terms of price and workforce may be significant.

The timescale of 5 years is also very ambitious, and will need the release and provision of significant resources to implement the 'spend to save' approach.

### 2. Is there anything that has been missed that would help to ensure high-quality care and support for people with dementia and their families?

The extra and improved services outlined would ensure significant improvements. However there could be more detail and emphasis on the need to promote wellbeing and quality of life for people with dementia and their carers, including non- pharmacological interventions. The strategy could also place more emphasis on the need for jointly commissioned care pathways to promote best practice, reduce health inequalities and facilitate evaluation, ensuring value for money.

The consultation document highlights important links to carers' strategies but it would be helpful to strengthen this aspect of the Dementia Strategy.

There could also be more detail on the expectations of the role universal services could play in ensuring full 'citizenship' for people with dementia and their carers. Local, accessible services can and should have a higher profile.

### 3. What more could be done in acute care, home care and care homes?

The measures proposed are far reaching and should prove effective if implemented. However, some of the recommendations and propositions may be unrealistic in the short and medium term, as sufficient staff and financial resources are unlikely to be available e.g. the proposals for mental health assessment and review for the majority of people being admitted to and living in residential care. The availability of suitable home care staff and funding to train them is also problematic. A career structure for staff with enhanced skills may provide an important impetus, but this would take considerable resources and timespan to implement.

Understanding, knowledge and skills in person-centred care and responding to challenging behaviour are important in providing good quality care. The potential contribution of Dementia Care Mapping to improving quality of care,

particularly in care homes, could be described. There could be greater emphasis on the need for co-operation and liaison between the network of services providing support to individuals and their carers.

It is to be hoped that the final strategy and implementation plans contain realistic, and challenging, targets linked to the national performance indicator sets, and clearly identify ring fenced resources to enable their achievement.

#### **4. What more could be done to make the personalisation of care agenda (including individual budgets) work for people with dementia and their family carers?**

There will be a need to ensure that these systems offer sufficient information, advice and support to people with dementia and their carers and avoid unrealistic assumptions about their capacity for self assessment and care management. Choices available should include directly provided services, whether health or social care, independently provided or public services, including care management, advocacy and brokerage, without people being disadvantaged by price differentials. This can be important in ensuring continuity of care.

There will also be a need for systems for personalisation and individual budgets to ensure that people with dementia are protected from abuse, particularly financial exploitation, which has been identified as a significant risk for those people.

The issue of CRB checks and appropriate training and regulation of personal assistants is also crucial to the success of the personalisation agenda.

## Chapter 4 Delivering the National Strategy

### **1. Are these outcomes, recommendations and the suggested means of achieving them the right ones?**

The establishment of national baseline measurements of dementia services would be helpful. However, it will be difficult to capture data from existing generic services, particularly considering the low level of identification of dementia and other mental health problems within those services.

In Cheshire most services for older people are used by all older people, including those with dementia. There are relatively few specialist services provided exclusively for people with more substantial mental health needs, including dementia.

### **2. Is there anything that has been missed to help us deliver the national Dementia Strategy?**

The strategy identifies the levers for change, which may apply. However, the document also suggests that the recommendations are merely a digest of possible priorities and actions and that commissioning decisions will depend on local prioritisation and use of existing resources. Without a strong lead from central government, supported by targets and standards, local health and social care commissioners are likely to find difficulty in identifying the necessary resources to improve the quality of life and care for people with dementia and their family carers.

The strategy should contain explicit links with the national performance indicator set, and the priorities within Community Strategies, LSPs and the LAA, and an expectation that the strategy will influence partnership decisions on the allocation of resources.

### **3. What are your priorities for implementation? What can and should be done first?**

The County and its Health Partners have already started to put mechanisms in place to ensure that the strategy for dementia is a key part of partnership working for the future.

Some priorities have been identified and these include development of crisis and home treatment services and improved access to intermediate care services.

At present there is a lack of comprehensive data available for a complete local strategy and the completion of the local Joint Strategic Needs Assessment in the coming months will be key to this. The strategy should make formal reference to the Joint Strategic Needs Assessments.

Some of the workstreams identified, including national initiatives, can be developed in parallel for example, investment in research, setting national standards for training and local initiatives to improve the quality of services.

#### **4. What should the timetable for implementation be?**

Given the scale of demographic change in Cheshire, it is clearly urgent that services for people with dementia are improved as a priority. However, a 5 year timescale for the scale of improvements identified is very ambitious without significant extra resources, clearly identified and ring fenced.

#### **5. Does this draft strategy fully address issues of equality and diversity and the needs of particular groups?**

The National Dementia Strategy needs to take into account the special needs of those adults, under the age of 65, with early on-set dementia. They are much more likely to suffer from other forms of dementia than Alzheimer's disease, more likely to be in employment, to have school age children and have heavier financial commitment, such as mortgages and support to children in higher education. Also, the strategy needs to make more explicit recognition of adults with learning disability who are now living to an older age, but are more at risk of developing dementia type diseases in their mid to late 40's. Services for these people are often very fragmented, with service users falling between older people and younger adult's mental health services.

It would also be helpful to include further support and guidance to ensure that when implementing the National Dementia Strategy the cultural needs of all black and minority ethnic groups are being taken into account.

#### **6. What can you or your organisation do to help implement these recommendations?**

Local Authorities and PCTs in their community leadership role have an important part to play in developing the awareness and understanding of local communities and universal services towards those with dementia and their carers.

Local Authorities in Cheshire are about to undergo a reorganisation away from the two tier model of one County council and six city and district council to two unitary authorities. The publication of the final version of the strategy and implementation plan in October this year will be an important contribution in guiding future work and recommendations for the consideration of the two new Authorities which will be established in Cheshire in April 2009.

#### **General comments**

Do you have any other comments you would like to make in relation to this consultation?

Cheshire County Council, Central and Eastern Cheshire PCT, Western Cheshire PCT and Cheshire and Wirral Partnership NHS Trust welcome the consultation document Transforming the Quality of Dementia Care, which raises the profile and highlights the need to develop appropriate services for the growing number of people with dementia, their families and carers.

We welcome the approach taken by the consultation document in recommending changes and improvements throughout health and social care systems and the challenges to our organisations. We recognise the costs and risks of changing nothing and will make the best use of research, guidance and resources to improve services for people with dementia in Cheshire. We also welcome the proposals for national and local initiatives to develop awareness, information, research and training.

However, it should be recognised that implementation of the strategy poses significant resource challenges to health and social care organisations in terms of commissioning, service and workforce development, which will be difficult to meet in the current economic climate, without increased financial support from central government.

The strategy identifies the levers for change, which may apply. However, the document also suggests that the recommendations are merely a digest of possible priorities and actions and that commissioning decisions will depend on local prioritisation and use of existing resources. Without a strong lead from central government, supported by targets and standards, local health and social care commissioners are likely to find difficulty in identifying the necessary resources to improve the quality of life and care for people with dementia and their family carers.

The collation of evidence on cost effectiveness recommending investment strategies, which will produce longer term cost benefits to health and social care systems as well as improvements in service choice and quality for people with dementia and their carers, is very helpful. Also welcome will be the further economic analyses planned for the final report.

However, there appear to be no plans to provide estimates of costs related to extra investigations, medication, care packages in the community or other previously unidentified needs and these are important aspects of improving dementia care.

This opportunity to contribute to the formation of the final strategy is welcome. However current commissioning work, such as needs assessment, is under development so that it is not possible to offer definitive responses in terms of priorities for development.

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