



**AGENDA PAPERS MARKED 'TO FOLLOW' FOR
SPECIAL EXECUTIVE MEETING**

Date: Monday, 4 March 2013

Time: 6.30 pm

**Place: Rooms 7 and 8, Quay West, Trafford Wharf Road, Trafford Park,
Manchester M17 1HH**

A G E N D A	PART I	Pages
4.	ADULT SOCIAL CARE: CONSULTATION OUTCOMES AND BUDGET PROPOSALS To consider a report of the Executive Member for Adult Social Care. TO FOLLOW	
5.	RECONFIGURATION OF TRAFFORD CHILDREN'S CENTRES: POST-CONSULTATION FEEDBACK ANALYSIS AND RECOMMENDATIONS To consider a report of the Executive Member for Supporting Children and Families.	1 - 86
6.	TRAFFORD LIBRARIES SAVINGS PROPOSAL To consider a report of the Executive Member for Transformation and Resources.	87 - 152
7.	PERSONALISATION - PROPOSALS FOR CHILDREN AND YOUNG PEOPLE SERVICE IMPLEMENTATION To consider a report of the Executive Member for Supporting Children and Families and the Corporate Director, Children and Young People's Service.	153 - 200
8.	IMPLEMENTATION OF "TRAFFORD ASSIST", AN INNOVATIVE MODEL OF LOCAL WELFARE ASSISTANCE IN TRAFFORD To consider a report of the Executive Member for Community Health and Wellbeing.	201 - 258

12. **HEALTH AND SOCIAL CARE ACT - CONSTITUTIONAL AMENDMENTS** 259 - 270

To consider a report of the Acting Director of Legal and Democratic Services.

[Note: In accordance with the Constitution, this item is being presented to the Executive for its comments, prior to referral to Council in March.]

14. **TRANSFORMATION PROGRAMME BENEFITS REALISATION 2012/13 - PROGRESS UPDATE**

To consider a report of the Executive Member for Transformation and Resources and the Corporate Director, Transformation and Resources. **TO FOLLOW**

THERESA GRANT
Chief Executive

COUNCILLOR MATTHEW COLLEDGE
Leader of the Council

Membership of the Committee

Councillors M. Colledge (Chairman), A. Williams (Vice-Chairman), S. Anstee, Cllr Dr. K.M. Barclay, Cllr Miss L. Blackburn, M. Cornes, J. Coupe, M. Hyman, A. Mitchell and Cllr M. Young

Further Information

For help, advice and information about this meeting please contact:

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This agenda was issued on **Tuesday, 26 February 2013** by the Legal and Democratic Services Section, Trafford Council, Quay West, Trafford Wharf Road, Trafford Park, Manchester, M17 1HH.

TRAFFORD COUNCIL

Report to: Executive
Date: 4th March 2013
Report for: Decision
Report of: Executive Member for Children and Young People Services

Report Title

RECONFIGURATION OF TRAFFORD CHILDREN CENTRES: POST CONSULTATION FEEDBACK ANALYSIS AND RECOMMENDATIONS

Summary

This paper reports on the findings of the Trafford Children Centres public consultation and provides options and recommendations for consideration by the Council's Executive.

The report attached (Appendix A) provides a comprehensive analysis of the feedback received from the public consultation held from 22nd October 2012 until 14th January 2013, on the proposal to reconfigure Trafford's 16 Children Centres to develop 6 Children Centre Hubs.

The proposal consulted upon was to reconfigure the 16 Children Centres to become 6 Children Centre Hubs that are aligned with the Area Family Support Teams (AFSTs) and to be located as follows:

- Lostock and Old Trafford (North Area)
- Partington and Urmston (West Area)
- Altrincham and Sale (South Area)

The key rationale for this proposed change to the existing service model is to enable a shift of emphasis towards prevention, early help and early intervention through strengthening multi-agency working to safeguard children and young people so they can achieve the best life outcomes.

The findings from the review of children centres (Dec 2012) has also highlighted the need for services to change, and for services to develop family outreach services working with the integrated AFSTs to support those children and families who are in the greatest need and thus the most vulnerable.

The consultation written responses do not indicate a strong objection to the proposal to refocus resources to deliver services to those children and families who are the most vulnerable and in greatest need;

There was however, significant feedback presented that required further examination of the proposals in respect to the number and location of the 6 proposed Hubs and the development of the Outreach provision.

Recommendations

The Council Executive are requested to approve the following recommendations:

1. To approve the proposal to reconfigure 16 Children Centres to 6 Hubs that align with the North, West and South Area Family Support Teams
2. To approve the revision of the identified Hub for the North Area in the original proposal from Lostock Childrens Centre (Leithwaite) to Stretford Childrens Centre
3. To approve Sale Moor and Lostock (Leithwaite) Children Centres to remain open on a sessional basis as Child and Family Community Outreach (CFCO) bases.
4. To review the workforce to deliver the Hub and family outreach support service model
5. To review the commissioning plan for external services, including renegotiating a reduced contribution to Bookstart
6. To extend the age range to support children and young people aged 0-19years and the opening times of the Hubs.
7. To change the Hub opening times from 8.30am to 4.00pm (weekdays) and the family outreach support service to be provided 8.00am to 6.00pm (weekdays, but evenings and weekends subject to service user needs)

Contact person for access to background papers and further information:

Name: Mrs Deborah Brownlee, Corporate Director Children, Young People and Families

Extension: 912 4676

Background Papers: None

Relationship to Policy Framework/Corporate Priorities	Proposal links to the Corporate Priority – Value for Money and Low Council Tax
Financial	The implementation of the proposed reconfiguration of the 16 Children Centres to 6 Hubs would enable savings to be made against the current expenditure on Children Centres. Estimated savings from proposed changes to the service delivery model are approx. £1.71m per annum.
Legal Implications:	The proposal in this report takes account of the requirements in the Childcare Act 2006; Sections 3, 3(2) and 5(A). The proposal recommendations will be compliant with the Capital Guidance for Sure Start Children’s Centres 2006.
Equality/Diversity Implications	A set of full EIA’s have been completed for both service and staff and are attached to this report. The Service EIA has been assessed as a <i>Medium Risk</i> and the Staff EIA as a <i>High Risk</i> . The completion of the EIA’s are in line with the Council’s Public Sector Equality Duty in S49 Equality Act 2010. The outcome of the Service EIA has been taken into account in formulating these proposals
Sustainability	The proposal recommendations will lead to the provision of a

Implications	more targeted service to those children and families who are the most vulnerable and difficult to engage with; the implementation of the proposal and the alignment with the Area Family Support Teams will provide a shift towards early help and early intervention models of support, thus reducing safeguarding risks and reducing generational transfer of risks.
Staffing/E-Government/Asset Management Implications	The proposal will have the following staffing implications: 24.84 fte posts and 17 casual creche posts will be disestablished. 88 staff (people) are identified as at risk (the end number of people who will receive posts following the implementation of the recommendations is undefined at present as it is subject to the competitive recruitment and selection process) 62.27fte posts will remain in the proposed structure.
Risk Management Implications	Not Applicable
Health and Safety Implications	Not Applicable

1.0 Background

The key influencing factors that informed the development of these proposals are:

- The changing needs of Children and Young People and the social, health and economic challenges faced by families since the inception of Childrens Centres
- The change in service models, with a greater emphasis now on strengthening partnership arrangements and improved multi- agency working to safeguard children and young people so as they can achieve the best life outcomes
- A review of the functions and service delivery model of Children Centres began in August 2012 and the emerging early findings were suggesting the need for Children Centre functions to shift towards an outreach family support model of service with an alignment with the Area Family Support Teams
- Early evidence collected during the Children Centres review clearly suggested that the number of families registered with Children Centres were not necessarily engaging with the Centres; in particular, the groups who were failing to take up the Children Centre offer were from vulnerable groups. The review found the following:
 - Only 3% of fathers accessed a children’s centre
 - Only 8% of teenage mothers accessed a children’s centre
 - Only 15% of lone parents accessed a children’s centre
 - Only 13% of children from BME backgrounds accessed a children’s centre
 - Only 23% of children with disabilities accessed a children’s centre

1.2 The Consultation Process: Full details of the consultation process are provided in Appendix A. Questionnaires and online surveys were widely distributed and made available during the consultation period. Parent Forums, Advisory Board and Extraordinary Meetings were held to enable parents, stakeholders to receive information in respect to the proposal. During the whole consultation process the council consulted with a total of 71 different types of partner agencies /stakeholders and 185 responses were received.

- 1.3 The detailed extensive analysis of the feedback of the consultation showed that there were two distinct categories of responses
- a) the consultation process;
 - b) the proposal to reduce the number of centres and develop a Hub and family support outreach model of service
- 1.4 There was no adverse written feedback from the consultation to suggest that the essence of the original proposal was unsupported, that is to refocus resources to deliver services to those children and families who are the most vulnerable and in greatest need;
- 1.5 Feedback raised concerns in respect to the location of the Hubs, in particular to Stretford and Sale Moor.
- 1.6 The proposal remains to;
- continue to provide the Children Centre core offer to those who choose to engage with the centres,
 - shift the emphasis towards a preventative, early help and early intervention model of service delivery.
 - achieve the unprecedented budget challenges that are facing the public sector at present, by prioritising Children Centre funding towards delivering a service which is targeted at vulnerable groups to ensure those that need support can receive it.
- 1.7 The proposals set out in the paper at Section 7 would have significant financial implications as the recommended reconfiguration of children centres from 16 to 6 Hubs will make a saving of approx £1.71m annually.

Other Options

1. Status Quo: to retain the status quo would not address the issue of engaging those who are in greatest need.
2. Whole Systems Change: to close all Children Centres and reform the workforce to Family Support /Early Intervention Workers, this option would not have provided the core children centre offer of universality
3. Charging for Service: to charge for the service is an option which was identified by a few respondents to the public consultation, this may be an option that could be explored at a later date, but, the early indication is that this option would not be financially viable at this stage to generate enough revenue to deliver both a universal and a targeted service across 16 centres.

Consultation

The council conducted an extensive public consultation on the proposal to reduce 16 Children Centres to 6 Centres and align them with the Area Family Support Teams.

The 12 week public consultation period ran from 22nd October 2012 until 14th January 2013. Full details are included in Appendix A

The following methods were used to consult with, and gather views from the public in respect to the proposals:

- Communication with service users (verbal and written)
- Information letters explaining the proposal were sent to all other stakeholders

- Briefing Sessions and Information sheets were provided to all key partnerships and advisory boards
- Publication of all the relevant consultation documents on the CYPS and Trafford MBC websites: which included a full communication briefing on the proposed changes; 'Frequently Asked Questions (FAQ) Sheet; All related policies and a feedback form were also made available on the websites
- Equality Impact Assessment documents were completed to accompany each of the recommendations associated with the consultation on the proposals.

Legal issues

Under s.3(2) of the Childcare Act 2006 the council must make arrangements to secure that early childhood services in their area are provided in an integrated manner which is calculated to (a) facilitate access to those services, and (b) maximise the benefit of those services to parents, prospective parents and young children. It is clear that the current arrangements for the operation of children's centres are not reaching the most vulnerable parents, prospective parents and children (see paragraph 1.0 above).

Under s.5A of the Act arrangements made under [section 3\(2\)](#) must, so far as is reasonably practicable, include arrangements for sufficient provision of children's centres to meet local need. In this context "local need" is the need of parents, prospective parents and young children in the authority's area.

Although the number of centres in Trafford will reduce under the current proposals the way in which the early childhood services will function in future means that the need for such centres should also reduce as more services are delivered in the community.

Under the Equality Act 2010 the council must, in the exercise of its functions, have due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. Those characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. This means that in deciding how to organise the operation of children's centres the council must consider how its proposals are likely to affect people with the protected characteristics and take that into account as one of the factors to consider alongside other relevant factors when deciding what decision to make. The Equality Impact Assessment set out at Appendix F will help the Executive to do that.

Reasons for Recommendation

The rationale for a revision of a Hub from Lostock CC to Stretford CC is based on the following:

- The Stretford reach area has significant variances in the level of needs of families across its geographical areas; there are particular pockets of high levels of need. One particular area in Stretford is recorded as being one of the 10% most deprived areas in England
- The Children's centre profile for Stretford shows that 37% of children in this area are living in poverty

- Lostock which was identified as the Hub for the North Areas does not have any areas within it that fall into the 10% most disadvantaged
- Stretford Children's Centre has a purpose built play area which has been developed with the local community and has recently been adapted to provide a facility which can be accessed and provide a positive play area for children and adults with physical disabilities, therefore enabling the centre to meet the requirements of level 3 Inclusion accreditation

The rationale for the retention of Sale Moor as a CFCO is based on the following:

- The building is located within the 20% most deprived areas, therefore, services need to be easily accessible to families living in those communities
- The South Area has the highest number of children and sits within the largest geographical area
- There are a limited number of appropriate and accessible community venues available within the Sale area.
- Sale Moor has very low engagement figures
- Sale Moor is purpose built with excellent outdoor play facilities located on the school site which would enhance the partnership with the Area Family Support Teams
- Sale Moor has a domestic facility for the development of parents 'independent living skills'

Key Decision

If Key Decision, has 28-day notice been given?

**Yes
Yes**

Finance Officer Clearance (type in initials).....PH.....

Legal Officer Clearance (type in initials).....MJ.....

CORPORATE DIRECTOR'S SIGNATURE (electronic)



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

Appendix A



TRAFFORD
COUNCIL

Trafford Children's Centres Post Consultation Report February 2013

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8.0	Summary.....

1.0 Introduction

- 1.1 This paper reports on the findings of the Trafford Children Centres public consultation and also provides options and recommendations for consideration by the Council's Executive.
- 1.2 Trafford Children Centres provide a range of activities and services from various locations across the Borough.

The key influencing factors that informed the development of the budget proposal are:

- The changing needs of Children and Young People and the social, health and economic challenges faced by families since the inception of Childrens Centres
- The change in service models, with a greater emphasis now on strengthening partnership arrangements and improved multi- agency working to safeguard children and young people so as they can achieve the best life outcomes
- A review of the functions and service delivery model of Children Centres began in August 2012 and the emerging early findings were suggesting the need for Children Centre functions to shift towards an outreach family support model of service with an alignment with the Area Family Support Teams
- Early evidence collected during the Children Centres review clearly suggested that the number of families registered with Children Centres were not necessarily engaging with the Centres; in particular, the groups who were failing to take up the Children Centre offer were from vulnerable groups. The review found the following:
 - Only 3% of fathers accessed a children's centre
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 - Only 15% of lone parents accessed a children's centre
 - Only 13% of children from BME backgrounds accessed a children's centre
 - Only 23% of children with disabilities accessed a children's centre

- 1.3 Trafford Council, therefore, decided to conduct an extensive public consultation on the proposal to reduce 16 Children Centres to 6 Centres and align them with the Area Family Support Teams.

- 1.4 The 12 week public consultation period ran from 22nd October 2012 until 14th January 2013.

- 1.5 The following methods were used to consult with, and gather views from the public in respect to the proposals:
- Communication with service users (verbal and written)
 - Information letters explaining the proposal were sent to all other stakeholders
 - Briefing Sessions and Information sheets were provided to all key partnerships and advisory boards
 - Publication of all the relevant consultation documents on the CYPS and Trafford MBC websites: which included a full communication briefing on the proposed changes; 'Frequently Asked Questions (FAQ) Sheet; All related policies and a feedback form were also made available on the websites
- 1.6 Equality Impact Assessment documents were completed to accompany each of the recommendations associated with the consultation on the proposals.
- 1.7 The written responses received and views expressed in respect to the proposals as part of the public consultation have now been analysed, and carefully considered.
- 1.8 The key findings from the analysis of the consultation feedback on the Children Centre proposals are shown in Sections 3-5 of this paper.
- 1.9. The recommendations based on the findings can be viewed in Section 7.0 of this paper.

2.0 The Consultation Process

2.1 The Questionnaires /Survey

Questionnaires and an online survey were widely distributed and made available during the Consultation period.

The Questionnaires	
Questionnaires	<ol style="list-style-type: none"> 1. Do you agree with the proposals to form Locality Hubs? 2. Will the proposed structure meet the statutory responsibilities of the Local Authority? 3. What services would you see as a priority? 4. Do you have any alternative suggestions?
Online Survey	<ol style="list-style-type: none"> 1. Do you agree with the plans to re-configure the Children's Centre's? 2. Will the proposed structure meet the statutory responsibilities of the Local Authority? 3. What services would you see as a priority in the children's Centre's? 4. Do you have any alternative suggestions or comments?

2.2 The Timeframe:

The period of consultation started on 23rd October 2012 and ended on 14th January 2013.

2.3 The number of attendances at forums and board meetings were:

21 Parent Forums were held and 98 parents attended and **12** Advisory Board meetings were held with 31 parents and 67 partners representing 15 different agencies attended, these were held during the consultation period.

2.4 The responses which were received fell into two distinct areas:

- a) Feedback on the actual consultation process; and
- b) Feedback on the proposals to reduce the number of children centres and the change the service delivery model

Feedback has been categorised into themes in the left hand column;

Consultation Process Category	Feedback: Key Issues (Frequency of specific responses in brackets)	Total No of responses:	Trafford Council Response:
Publicity of Consultation	<p>During the whole consultation process CYPS consulted with a total of 71 different types of partner agencies /stakeholders, these include:</p> <ul style="list-style-type: none"> • Service users – parents, carers and young people • Each parent registered with a Children Centre received a letter describing the proposals • Each Parent Forum, Advisory Board and Sure Start Steering Group received a presentation describing the proposals • Voluntary/ community sector • Housing Providers • Schools (mainstream and special) and colleges • Local Authority representatives within CYPS and external to the directorate • Health professionals within CYPS and external to the Directorate 	67 partners from 15 different agencies	

Consultation Process Category	Feedback: Key Issues (Frequency of specific responses in brackets)	Total No of responses:	Trafford Council Response:
Comments made regarding publicity of form (an extract)	<ul style="list-style-type: none"> • A freepost option for forms would have been helpful • Requesting people to look at a web page makes the consultation difficult and is not inclusive • Heard about it through another parent otherwise would not have known • Not everyone has received a copy of the consultation. Some had to actively seek out the documents and do their own research to respond, even those who were registered (3) (2 of these were whole parent forums) • Felt uneasy about asking for consultation form at the Centre • Parents would like to have their own meetings about the consultation and advertise these at the centre's Form hard to find on line, should have had link on main council website page (3) • Form not promoted by Children's Centre • Was form available in different languages? • Was promotion to form given for parents who are not yet registered, such as parents to be? • Form was not accessible, understood or promoted 	14	<p>The council attempted to use several different methods to communicate the proposals to the public; Children Centre staff were requested to explain the proposals to any families or service users who may have had challenges to read or understand the letters or the publicity materials. The web page was a further method of collecting responses to the proposals; service users and the public were able to drop their feedback forms off at centres or any other council facilities; some service users wrote letters without using the feedback forms and these letters have been considered as part of the analysis and deliberation process.</p> <p>It is acknowledged there were issues regarding the receipt of information via email initially. Each centre was asked to follow this up and additional documentation was sent out to service users by post. The council will ensure that any publicity leaflets and feedback sheets in any future consultations will be made available for service users to access without them having to ask for the feedback forms. Parents were free to hold their own meetings to discuss the proposals; only notices or formal consultation meetings were publicised in the centres. The form was made available in different languages upon request.</p>

Consultation Process Category	Feedback: Key Issues (Frequency of specific responses in brackets)	Total No of responses:	Trafford Council Response:
			Mums and fathers to be who use Children Centre facilities for ante natal care would be able to access the forms as would any other user; other parents to be would have the same access to the forms as would the public
No of total responses	<ul style="list-style-type: none"> • Easy Read Responses (33) • Groups and Forums (17) • Email/other responses from general public (55) • Online Survey from general public (45) (includes written questionnaires; personal attendance at meetings) 	Total Responses; 185	
Comments regarding content and complexity of forms	<ul style="list-style-type: none"> • Document too vague and not easy to understand (2) • Very wordy, poor reading, complicated (5) • Didn't understand wording of the form. If English is not your first language and you are not on the internet you can't use this form • Parents struggling with literacy will be voices unheard • A very poor consultation document • No idea what the new proposals are from reading this • Form not inclusive because of its complexity • Questions difficult to answer such as "alternative Suggestions." Feel as if strategic decisions are required • Consultation forms need redesigning • Form is in "Management speak," confusing and full of jargon 	Total Responses: 14	<p>Easy read versions of the proposals were made available and parent forum groups were also held to discuss the document. Please refer to <u>Appendix B.</u></p> <p>Translated copies were made available.</p> <p>All parent forums provided written feedback as part of the consultation process with the support of the centre.</p>

Consultation Process Category	Feedback: Key Issues (Frequency of specific responses in brackets)	Total No of responses:	Trafford Council Response:
Comments around amount and type of information given	<ul style="list-style-type: none"> • Unless you have the statutory responsibilities explained to you, or they are somewhere on the consultation document, you can't possibly answer Question 2 (11) • Minimal and inadequate information given (9) • All we are told is there will be a reduction in services, not enough to answer questions given (3) • Spurious question when the information needed to answer is not given • Would need to know specific location where the services will be provided to answer questions. • Would definitely need help to answer this form 	Total Responses: 24	<p>The consultation document was also to enable the council to consult with statutory partners in addition to the public.</p> <p>The council accepts that some of the questions could have been interpreted as difficult to answer - such as are we meeting our 'statutory duties'. An easy read document detailing the 'statutory duties' was produced and made available following parent feedback on this particular question.</p> <p>Some questions which parents felt remained unanswered were part of the consultation e.g. what services will be available? This particular question was not able to be answered specifically as services are not fixed to a specific location but are offered on a needs basis and in discussion at advisory boards. Parents who attended meetings and during individual discussions were asked to identify those centres and services that they thought were the most important and most beneficial so they could be considered as part of the future service provision. The six proposed hubs and locations were detailed in the consultation documents as:</p> <ul style="list-style-type: none"> • Urmston and Partington • Altrincham and Sale • Old Trafford and Lostock.

Consultation Process Category	Feedback: Key Issues (Frequency of specific responses in brackets)	Total No of responses:	Trafford Council Response:
Suggestions regarding meetings	<ul style="list-style-type: none"> • Could centres run question and answer sessions about the changes? More opportunities for parents to hear what is happening and make their views heard • Parents would like to meet with and talk to decision makers • Questions have remained unanswered at meetings and attempt to reschedule meeting unsuccessful 	Total Responses: 3	<p>A Q&A sheet had been distributed to assist the members of the public to feedback their views.</p> <p>Part way through the consultation period a newsletter updating parents on the process and feedback so far was made available to all parents through their local centre.</p> <p>An additional three meetings were arranged for parents to meet with Cllr Blackburn, Corporate Director of Children's Services Deborah Brownlee, and Joint Director CYPS (Healthcare) Carol Baker Longshaw.</p>
No of public attendees	How many parents attended the public meeting?	Total Responses: 12	Parents were represented at the additional Parent Advisory Meetings that were held with the Corporate Director, the Joint Director CYPS and the Executive Member Cllr Blackburn

3.0 Question 1 – Reconfiguration of Children's Centres to develop Hubs

NB: A series of graphs can be referenced in [Appendix C](#) to support the list of detailed responses below.

3.1 Do you agree with the Proposals to form Locality Hubs and to re-configure the Children's Centres?

The majority of respondents (73%) did not agree with the proposals to form Locality Hubs and reconfigure Children's Centre's.

Responses	No.	% of the total responses
In support	25	24
No	76	73
Insufficient evidence	3	2
Don't know	1	1

3.2 Detailed Responses to Question 1

Category	Responses and Comments made by you (multiple responses totals in brackets)	Total No of Responses	Trafford Council Response:
Location/ transport	<ul style="list-style-type: none"> • Hubs will not be local for everyone and harder to access for families without transport to travel, totally inaccessible for some. (30) • Hubs will be too far from existing Children centres where people go for advice and support and should be easily accessible. (24) • Will be very expensive for families who will in many cases have to get 2 buses too hub. (8) • Travelling a long way for play sessions will mean not be able to get back in time to collect other children from school (2) • Some of the groups and walk-ins are first come first served. If you have walked 10 mins and are turned away it's not too bad, but if you have got 2 buses with 3 kids? • Journey time to new hubs such as Stretford to Leathwaite and Broomwood to Broadheath are too high to be feasible (2) • There is not one public transport link to Broadheath from Hale, Bowden, Timperley or Broomwood. • If families did struggle to get to the hubs, will they be able to meet the needs of all those that previously used the centre's? 	Total Responses: 69	<p>The concept of the Hub is that this will be the base from which a range of community based activities will be coordinated.</p> <p>The independent review of children centres has highlighted the need for services to change and be provided in the family's home environment and community settings, so as they can support those families that are the most vulnerable.</p> <p>Hubs have been located in areas of greatest need.</p> <p>Many families will not need to go to a hub as services will be delivered in local community venues.</p> <p>A list of community venues has been made available and circulated to all centres to share with service users and parents. Please refer to <u>Appendix D.</u></p>

Category	Responses and Comments made by you (multiple responses totals in brackets)	Total No of Responses	Trafford Council Response:
Site Facilities	<ul style="list-style-type: none"> • Libraries are not designed as play centres. • There should be sufficient community venues to provide services (1) • Hubs will be too small for all the families to attend groups from the larger areas they will cover resulting in people being turned away (5) • Using a large community venue shared with a number of other services will reduce the opportunity for unplanned meetings with needy parents • So much time, effort and money has been invested in in the CCs and this will be wasted, Availability and suitability of other rooms will be poor (6) • Leithwaite is too small with hardly any facilities (4) • Relook at Hub no 5. If the existing CC can no longer be used it would be far better for Sale West community centre/youth club rooms to be used than the proposed hub (3) 	Total Responses: 14	<p>Yes we agree that Libraries are not designed as play centres, therefore we are intending to deliver play sessions from different venues such as church halls, school halls, parks.</p> <p>More support can be offered in family homes on a 1:1 basis. Any delivery within community venues will be risk assessed to ensure it is suitable for children and families</p> <p>The Leithwaite centre is a smaller building and community venues and parks are available locally.</p> <p>Services are already delivered within Sale West community centre and would continue e.g. sensory room, playgroup.</p>
Safeguarding/ Child Protection	<ul style="list-style-type: none"> • To comply with safeguarding standards and ofsted requirements there has to be a reduced risk of phone calls being overheard which will be more difficult in a communal building (2) • Open access buildings will create issues with safeguarding (2) 	Total Responses: 4	<p>All staff are trained with regards to safeguarding policies and procedures, including confidentiality which forms part of their professional code of practice and/or the councils policies.</p> <p>Signing in and out procedures and welfare requirements will be adapted within the hub or building in use</p>

4.0 Question 2 – Will the proposed structure meet the statutory responsibilities of the Local Authority?

NB: A series of graphs can be referenced in [Appendix C](#) to support the list of detailed responses below.

4.1 Question 2: Will the proposed structure meet the statutory responsibilities of the Local Authority?

The majority of respondents (53%) do not agree that the proposed structure will meet the statutory responsibilities of the Local Authority.

Response	No.	% of the total responses
Yes	19	24
No	43	53
Insufficient info	16	20
Don't know	3	4

NB: A series of graphs can be referenced in [Appendix C](#) to support the list of detailed responses below

5.0 Question3 – What Services would you see as a priority?

5.1 Breakdown of Service Respondents

Of all the responses received 20% referenced the Play and Stay service as being a priority service; this supports the findings from the feedback at briefing meetings with stakeholders who also indicated that the Play and Stay service was valued by service users.

NB: A series of graphs can be referenced in [Appendix C](#) to support the list of detailed responses below.

Service	No of times service mentioned	% of Respondents
Play and Stay	50	20
Breastfeeding Support	29	11
S & L support such as Talking Together and Chatterbox	20	8
Family Support	17	7
Parenting classes such as incredible years	16	6.3
Baby Group/Club	15	6
Midwife services such as antenatal clinics, drop in midwife sessions	15	6
Employment and training services for Parents	7	3
Parents group, young Parents group, young Mums group	7	3
Story and Rhyme Times	7	3
Dietician services, such as toddler feeding, healthy eating workshops and drop in sessions	7	3
Early Intervention/information	6	2.4
All current services	6	2.4
Toddler gym	6	2.4
Baby massage	6	2.4
Sure Start Centers in multiple locations	4	2
Sensory Play	4	2
Dad's group	4	2
Post Natal Depression	3	1.2
Bookstart group	2	1
Partington Pathway	2	1

Mental health support provisions	2	1
Nursery preparations groups	2	1
Targeted groups	2	1
Budgeting advice and increased support for parents in light of the proposed Welfare Reform 2013/14	3	1
Outdoor play	2	1
2 yr old funding	1	0.4
Stretford Children's Centre	1	0.4
Translation availability	1	0.4
Adoptive parents group	1	0.4
Children's services in hospitals	1	0.4
Smoking cessation support	1	0.4
Funding for Poor families, vulnerable families And single parents	1	0.4
Child care	1	0.4
Parent advocacy	1	0.4
Special needs play	1	0.4

5.2 Responses (written) to Question 3

Centre Services/ Activities	Responses (multiple responses totals in brackets)	Total Responses	Trafford Council Response:
0-19 years	<ul style="list-style-type: none"> • What services will be available for 0-19 and how will these be delivered with reduced resources? • Need to think about using schools rooms and resources to cope with wider age range • Extending services for up to 19 will be hugely beneficial for families • Will these services be available for all or just those receiving family support • How could the widening age range be supported if centres are only open school hours? • Will staff be up skilled to provide these services? 	Total Responses: 7	Many of the services are already available within the Area Family Support teams e.g. youth workers, school nurses, connexions and the integration of the children's centres with the AFST will strengthen a 0-19 years services.
Early Intervention	<ul style="list-style-type: none"> • Engaging local families, highlighting and preventing issues has been key so far, fears that this will be lost (6) • Reducing early intervention now, will only increase costs later due to increases in antisocial behavior, health issues and troubled families (14) • How can Early Intervention take place if the new venues are not really suitable (1) 	Total Responses: 21	Early intervention and prevention services remain a priority for Trafford Children and Young Peoples Services. This is offered in all areas regardless of a child's age or where they live.
Service offer	<ul style="list-style-type: none"> • The original remit of sure start centres is that they be within "pram pushing distance." This will no longer be the case. 2 buses needed in some cases (4) 	Total Responses: 16	Children centre staff can deliver services in a variety of local community venues including family's homes. They do not have to always be delivered from the children's centre 'hub'.

Centre Services/ Activities	Responses (multiple responses totals in brackets)	Total Responses	Trafford Council Response:
	<ul style="list-style-type: none"> • Activities on offer bound to be decreased to minimum (2) • “Every child matters” information did not show how the hubs will be more effective at targeting the hard to reach than the current centres • How will essential services be maintained if these well-equipped Centre's are going? • Concerns that alternative community venues will not be as welcoming to all and create a barrier for the many troubled families that come to the attention of staff through universal services (3) • Will the 0-19 services be open to all? • Does not fit in with statutory responsibilities esp. section 5A p7- that states, Universal access to Children's Centre's should be possible especially for the most deprived. • Is this affecting all universal services? Will these be reduced under the new proposals? (3) • Waiting Lists may get longer if their less available appointments (1) 		<p>Data shows that centres are not currently effective at targeting services to those ‘hard to reach families.</p> <p>The joint work with the Area Family Support Teams will enhance how we identify and support families needing extra help at the earliest point. It will provide a more holistic approach to supporting families at a local level.</p> <p>Delivery of universal services will continue to be supported by volunteers with an aim to develop this further. Health Visitors continue to offer universal visits as part of the Area Family Support Services.</p>
Equality/ Inclusion/EIA	<ul style="list-style-type: none"> • Choices of hub flawed as affluent areas bearing greatest losses • Having to travel long distances could put off vulnerable parents, the ones that need the help more than most (7) 	Total Responses: 25	<p>The case for change is to target those children, young people and their families who are ‘hard to reach.’</p> <p>The core purpose for Children's Centres is to support those families that are most in need.</p>

Centre Services/ Activities	Responses (multiple responses totals in brackets)	Total Responses	Trafford Council Response:
	<ul style="list-style-type: none"> • How can 8 Children's Centre's be made into 2 without turning needy people away? • Families who suffer insecurities may find going to a large hub intimidating and overwhelming especially if they fear encountering certain other family members (3) • Income and education levels of parents should not be the determining factor for them being able to access services. The new hubs may exclude the less advantaged by their area (2) • There has been a far higher take up of recommendations to access speech therapy since the walk in sessions were established at the Children's Centre's, this could be reversed if hubs are brought in • Could be too ill after birth of baby to attend breastfeeding support if have to get buses to a hub • Will there be amenities for all walks of life as there are now • Children's Centre's are non-denominational. Using church halls as venues brings extra problems because of faith views (3) • EIA still not available for this consultation (6) • How many languages is the Children's Centre consultation available in? 		<p>The proposal is to support our most vulnerable families and this will be achieved through provision of effective outreach services within communities. This is offered through personalised care and individual family support packages.</p> <p>Speech and Language services will work with us collaboratively to continue to deliver the services</p> <p>The Breast feeding co-ordinator and the HV service will continue to provide support and advice to families within their domiciliary setting, should any new mum encounter any difficulties. Trafford CYPS Health service have just employed a new breast feeding support worker.</p> <p>A whole range of facilities/activities will be offered to meet the needs of young children.</p> <p>The EIA is a working document, and will be reviewed and revised as necessary throughout the consultation period, this is to enable us to consider all your feedback. The consultation would have been available in any language if requested by residents where English was not their first language.</p>

Centre Services/ Activities	Responses (multiple responses totals in brackets)	Total Responses	Trafford Council Response:
Communication and Engagement	<ul style="list-style-type: none"> • Using hubs will mean having a single what's on guide for whole area, improving communication. • Having hubs will damage existing relationship between professionals and families and act against all the hard work that has built this up (4) • "Will lose my regular contact with the staff that is like a family. Care and support is incomparable" • Concern that new arrangement will be too impersonal and troubled families would be missed (7) • Families will simply not know what is on offer • Closing the Centre's could be counterproductive to the borough in that young families might move across to other boroughs that are still providing these services. Keeping the services could attract young families to the borough. • The Children's Centre link is essential to the engagement with the community • Information that you might Google is scattered and sparse but the Children's Centre's regularly send out and supply up to date reliable info regarding groups, advice and is a vital local point of contact for any person with a child. Swop this with a distant place you have hardly heard of and that will be lost (2) 	Total Responses: 17	<p>The Area Family Support Teams are considering developing a 'what's on' guide across cluster areas</p> <p>We acknowledge the need for some continuity in staff supporting families and a team will be located within the cluster area.</p> <p>The closer working with agencies will support vulnerable families not being missed. Family support will still offer a key worker for each family.</p> <p>The Family Information Service will continue to advertise groups and activities. Centres will continue to send out updates and information to all registered families.</p> <p>A website for each cluster is being developed to provide onsite forums and better information.</p>

Centre Services/ Activities	Responses (multiple responses totals in brackets)	Total Responses	Trafford Council Response:
	<ul style="list-style-type: none"> The North Pathway has further developed multi agency working and early findings are showing increased intervention with babies. However staff are concerned that with Centre closures their client group won't travel to the next closest to them and therefore won't access services.(1) Ensure services are available to all, and local to all those within the cluster boundaries, increased support for parents in light of the proposed welfare reforms(1) 		<p>Data demonstrates that these families already travel across the cluster for services. Much of the increased intervention with babies is in the family home at primary and 28 day visits and the baby groups are run at community venues jointly with health.</p> <p>Staff are aware that the welfare reform act will bring significant challenges for a number of families. The Employment and Training Officers have started to be pro-active in preparing families in partnership with other agencies.</p>
Access to outdoor play	<ul style="list-style-type: none"> Concerns around planned hubs not having access to outdoor play (8) Shocked that outdoor area in Stretford will be lost and replaced by a centre without one. So much emphasis has been put on this because of the increase in obesity etc(3) Outdoor play especially beneficial for supervised contacts 	Total Responses: 12	<p>The council acknowledges the importance of accessible outdoor play space for young children.</p> <p>The use of parks and community buildings with access to outdoor provision will always be considered in all plans.</p>
Other services	<ul style="list-style-type: none"> Concerns that opening times of hubs will affect families being able to have "contact" after school (5) There will inevitably be a reduction in services not an improvement as stated (2) 	Total Responses: 7	<p>The Council has a contact centre specifically for supervised contacts. This has a large outdoor area and is available after school.</p>

6.0 Alternative Proposals

The responses below offer suggestions for alternative options regarding the proposal to reduce 16 Children Centre's to 6 Centre's and aligning them with the Area Family Support Teams.

The most popular proposal was to introduce a small charge for using facilities as it may still be cheaper for parents to do this than taking multiple children on public transport. This proposal was mentioned 9 times.

The second most requested alternative proposal was to consider using volunteers if it means keeping the centre's open this was referred to 5 times.

Alternative Proposals:	Comments (multiple responses totals in brackets)	Frequency	Trafford Council Response:
Charging for services	<ul style="list-style-type: none"> Introduce a small charge for using facilities, it may still be cheaper for parents than taking multiple children on the bus (9) Would pay £1 for toddler gym/play & stay (3) Would pay up to £2 Would pay up to £4 Ask for voluntary donations (3) Charge a small annual fee for all services Sell toys, books etc. to boost income 	Total Response: 17	<p>A small donation has been made by some groups to contribute towards the cost of snacks. This does not cover any resources, staff and running costs of the building.</p> <p>Use of charging for services will be considered for future proposals.</p>

Alternative Proposals:	Comments (multiple responses totals in brackets)	Frequency	Trafford Council Response:
Role of volunteers	<ul style="list-style-type: none"> • Consider using volunteers if it means keeping the centres open (5) • There are many talented parents who could run their own groups as volunteers (2) • Do not use volunteers they do not have the same knowledge and commitment as Children's Centre staff (2) • You build a relationship with the staff and they want to know you and they care. Volunteers will come and go and not be like that (2) • Use the peer support system now used in breastfeeding support groups for other groups • Use mentors to teach cooking/life skills to teenagers • Volunteers feel well supported at present by children's centre staff but there are concerns about using other buildings, public safety, risk assessments, increased responsibilities for the volunteer would be off putting. • Volunteers may not feel comfortable dealing with such issues as PND whereas a qualified member of staff would. 	Total Responses: 15	<p>The role of volunteers within the Children's Centre's has been vital in delivering services over the past few years.</p> <p>This is an area that will be developed further as part of the Council's volunteering strategy to ensure continuity and sustainability of services.</p> <p>Volunteering has given many parents the confidence and experience towards gaining employment.</p> <p>Volunteers are able to provide information about services on offer and be a link person to their local children centres.</p>
Commissioned services – bookstart, daycare places	<ul style="list-style-type: none"> • Stop contracting services out. If it is profitable for them, surely Trafford Council must be able to do as good a job, but cheaper 	Total Responses: 2	<p>If all contracted services are commissioned as part of a wider 0-19 years old approach, it would identify what services need to be delivered and which organisation is the most appropriate to deliver the service.</p>

Alternative Proposals:	Comments (multiple responses totals in brackets)	Frequency	Trafford Council Response:
Partner agencies	<ul style="list-style-type: none"> • Link in with organisations such as GForce to run Children's Centre activities from other venues such as the Broomwood Centre. • Ask advice from other agencies as to how we could work together with them to maintain services • Increase working together, partners with Sure Start. E.g. Lostock Partnership and Sure Start-den building in the park and free cycling sessions worked well • Expand partnership services 	Total Responses: 4	The centres have some excellent examples of partnership working and it is proposed this would continue and be built upon.
Hiring CC services out	<ul style="list-style-type: none"> • CC services could be bought by other agencies which could generate income • Loan out CC buildings in the evening for Health and Well-being classes for the community • Hire out the children's room for birthday parties etc. this will generate funds • Offer space to private concerns on a part time basis to generate funds • Further utilize centres rather than close. Share with other council funded services or hire privately to reduce running costs 	Total Responses: 5	The council has other venues that offer this service e.g. community centres, libraries. Voluntary, private and community groups have expressed an interest in renting rooms but this was on an ad-hoc basis which does not provide a sustainable income to cover any running costs.
Finance/ resourcing	<ul style="list-style-type: none"> • Review highly paid senior management positions • Give longer contracts to services so there is less time and money spent on proposals, funding bids • Find a way through procurement to allow goods and services to be provided free (such as a roof repair) to the Children's Centres 	Total Responses: 7	As part of the proposal there will be a reduction in staffing posts and the majority of these posts are related to management posts. All council services have to follow the Council's procurement procedure.

Alternative Proposals:	Comments (multiple responses totals in brackets)	Frequency	Trafford Council Response:
	<ul style="list-style-type: none"> • Streamline procurement processes so that cheaper providers can be used (2) • If centres do close, sell off the equipment to parents starting their own groups • Free gifts costly and unnecessary 		<p>All resources will be distributed and shared with partners in their local community.</p>
Usage of centres and other facilities	<ul style="list-style-type: none"> • Turn unused children's centre rooms if attached to a library into a communication and literacy room linked to Speech and language therapy, for story and rhyme time, Chatterbox etc. • Only merge 2 existing centres not 3 as in Altrincham, it spreads resources too thin. • Would be good to have hubs in town centres such as Urmston (not Flixton), central to all cluster users-high visibility-adequate parking-scope for wider age range • Could use unused rooms in Medical Centres. These are local and known to parents • Use of more community venues such as rooms in High Schools-more availability-closer links (2) • Surely use of other community rooms and having to pay hire charges would cancel out savings incurred from moving out of the Children's Centres? • Keep open the larger centres where essential groups are run and shut the smaller ones, not the other way around (2) • If you are only going to have one centre in Altrincham, please make it in the town centre for easy access for all. 	Total Responses: 11	<p>The rationale for the proposed 'hubs' is based on:</p> <ul style="list-style-type: none"> • The number of children living in child poverty. • Areas with the highest deprivation. • The recommendations from the children centre's review <p>The 'hubs' are intending to use existing children centre buildings as there is not financial resources to develop new sites within town centres.</p> <p>All suitable rooms in local communities will be considered for service delivery. Charges will be negotiated and shared usage of facilities across partners will be considered on a no cost basis.</p> <p>During 2010/11, the children centres capital grant was used to improve the accessibility and quality of specific community buildings for young children and in return negotiated free room hire.</p>

Alternative Proposals:	Comments (multiple responses totals in brackets)	Frequency	Trafford Council Response:
	<ul style="list-style-type: none"> • Concerns around atmosphere suitable for breastfeeding support groups not being provided at other venues • Ensure better use of facilities – hardly anything goes on Monday and Friday in one • Share Sure Start premises with other services • If the new hours are to be 8.30-4.00pm how could the Centre support 0-19 years if the majority of this age group are in school during these times (1) 		<p>The Breast feeding co-ordinator and peer supporters will work with parents and centres to ensure venues are suitable.</p> <p>The hubs could be open after 4.00pm if required for other services.</p>
Publicity	<ul style="list-style-type: none"> • The hubs could work if events/groups/support for families/parents is widely advertised (4) • More proactive outreach service (2) • Don't close them – promote them 	Total Responses: 6	<p>All children's centre's have a 'what's on' guide advertising their services and activities within their local area. These are sent to all registered families, distributed by partner agencies or available in clinics/libraries.</p> <p>However the children's centre review did find that centres are not reaching all families and there is a need to be more pro-active in providing outreach services in shopping centres.</p>
Part time Children's Centres	<ul style="list-style-type: none"> • Have the centres open 4 days a week if it saves costs • Keep centres open half the week • Full time children's centres are needed not part time 	Total Responses: 3	It would be difficult to agree which days to open as some options would not suit all parents. The use of community buildings allow for services to be offered on a more flexible basis.

7.0 Trafford Council Response and Recommendations

- 7.1 Following an in-depth analysis and comprehensive consideration of the feedback from the public consultation process as documented in this paper it was found that the majority of the feedback received indicated a desire to continue with the 16 Children Centres and the existing service delivery model.
- 7.2 A significant number of responses indicated concerns in respect to the travelling distance between the Hubs if the proposed reduction in children centres was supported. This feedback has been addressed in section 5 of this report.
- 7.3 There was no evidence of adverse feedback to suggest that the essence of the original proposal was not supported to enable services to be refocused so as to provide a targeted service to those children and families who are the most vulnerable and in greatest need;
- 7.4 To achieve this vision – it is necessary to reduce the number of centres to free up resources to enable Trafford CYPS to deliver this ambition notwithstanding, that there will be a commitment to continue to provide the core offer at a universal level for those who wish to access and engage with children centres.
- 7.5 It is, therefore, recommended that Trafford Council proceed with the proposal to reduce Trafford's 16 Children Centres into a locality based model around 6 Children's Centre Hubs.

It is recommended that Trafford Council review and revise one of the North Area Hubs from Lostock (Leithwaite Centre) to Stretford Childrens Centre (**See Appendix E**) due to the following:

- Closer proximity to North AFST in respect to Stretford being a base for outreach workers
- Stretford is the only Children's Centre which currently shares a site with a VCS organisation, Home Start. This sharing of workspace will enable closer joint working and developments such as, a shared referral route to ensure smooth transition of care provision between agencies
- The Stretford reach area has significant variances in the level of needs of families across its geographical areas; there are particular pockets of high levels of need. One particular area in the Stretford is recorded as being one of the 10% most deprived areas in England
- The Children's centre profile for Stretford shows that 37% of children in this area are living in poverty
- Lostock which was identified as the Hub for the North Areas does not have any areas within it that fall into the 10% most disadvantaged
- Stretford Children's Centre has a purpose built play area which has been developed with the local community and has recently been adapted to provide a facility which can be accessed and provide a positive play area for children and adults with physical disabilities, therefore enabling the centre to meet the requirements of level 3 Inclusion accreditation

- Consultation feedback from parents responding to the proposals strongly opposed the closure of the centre with particular reference to the loss of the garden area having a significant impact on the local communities
- This is especially pertinent given the rising obesity levels in the locality area (Profile info 11.19% in Stretford compared with 9.15% Lostock and Gorse Hill). More recent data shows these figures have decreased for both areas; however, Stretford remains higher than Lostock and Gorsehill and above the Trafford average
- There are fewer dentists, doctors and chemists in Stretford area than Lostock and Gorsehill and the CC profile states that families residing in Stretford travel further for services than in Trafford as a whole
- FIS reported that Lostock and Gorsehill have 61 different types of organised family and leisure activities whereas Stretford had 46 types
- Opportunities to increase the wider use of the Stretford building by the local community and partners is a realistic aspiration in particular enhancing opportunities to harness innovative and creative opportunities with a number of services outside of children's centre provision. This would enhance provision for families and encourage community ownership of Stretford Children Centre through extending the use of volunteers
- Stretford has 350 children attending 3 / 4 yr old funded early education compared with Lostock and Gorsehill who have 425 children attending (110% Stretford resident 3 / 4 yr olds compared to 116% L&G). It is, therefore, it is important that the children not attending this education provision are supported in activities such as Home Learning / Take Away Play / Small Talk as the EYFSP scores for Stretford children are below the Trafford average
- Stretford venue is large, with multiple rooms; therefore, it can house larger groups of adults and children, therefore reducing the costs of sessions to the Authority
- Lostock have higher numbers of children eligible for 2 yr funding, therefore increasing the need in Stretford for provision
- The EYFSP gap is wider in Stretford (27.52%) than Lostock and Gorsehill (26.0%)

7.6 The remaining 6 Children Centres will provide Community Hubs for children and their families, and services will also be offered within the family home or local community venues.

7.7 The consultation feedback has indicated that it would be beneficial if Sale Moor Children Centre remained open on a part time/sessional basis as Child and Family Community Outreach (CFCO) base, with the South Cluster Hub staff delivering activities from the CFCO on a sessional basis;

7.8 It is recommended therefore, that Sale Moor remain open as Child and Family Community Outreach (CFCO) base. The CFCO base will not be staffed full time but will be used as a venue which will enable volunteers, partner agencies and the Area Family Support Team to deliver groups and activities for children aged 0-19 years and their families locally.

- 7.9** The rationale for the retention of Sale Moor as a CFCO is based on the following:
- The building is located within the 20% most deprived areas, therefore, services need to be easily accessible to families living in those communities
 - The South Area has the highest number of children and sits within the largest geographical area
 - There is a limited number of appropriate and accessible community venues available within the Sale area
 - Sale Moor has very low engagement figures
 - Sale Moor is purpose built with excellent outdoor play facilities located on school sites which would enhance the partnership with the Area Family Support Teams
 - Sale Moor has a domestic facility to support programmes for 'independent living'
- 7.10** It is recommended that in order to support the redesign of the Children Centre provision which will enable the development of a locality Hub based model, a review of the workforce will be necessary.
- 7.11** This is to ensure that the skill mix and competencies reflect a workforce that can deliver a robust outreach and family support service to children and young people aged 0-19 years and their families.
- 7.12** It is also recommended that the 6 Children's Centre Hubs will be open 8.30 am to 4.00 pm to provide a flexible community space for children and families.
- 7.13** It is also recommended that a review of externally commissioned services by Children Centres will be completed by the end of March 2013, e.g. Midwifery and Speech & Language Therapy; this review will enable a more coherent strategic approach to commissioning support to enhance the children centres core offer.
- 7.14** It is also recommended that the contribution from the Children Centres budget to the bookstart programme should continue but at a negotiated reduced price.

8.0 Summary

- 8.1** It is recommended that the Executive Council support the proposal to redesign the service model for the delivery of the children centre provision, by reconfiguring services by reducing the number of children centres from **16** to **6** Locality Hubs which will be aligned with the North, South and West Area Family Support Teams, including reviewing the workforce, the commissioning of external services, extending the age range from 0-19years and the opening times of the Hubs.

8.2 The original proposal was to establish locality Hubs at :
(North). Lostock and Old Trafford
(West). Urmston and Partington
(South) Sale and Altrincham

8.3 Following consideration of the extensive feedback received, and based on the additional information provided in S7.5 and S7.9 above, it is recommended that the Council Executive approve:

- the revision of the original proposal and support the North Area Hub be changed from Lostock Children Centre to Stretford Childrens Centre and;
- Lostock Children Centre (Leithwaite) is redesignated as a Child and Family Community Outreach base;
- that Sale Moor Childrens Centre remains open, but is redesignated as a Child and Family Community Outreach base for the South of the Borough to provide community based sessional activities

Children's centre's Statutory Duty

What is the Guidance?



- Sure Start Children's Centre Statutory Guidance tells Trafford Council what the Government think Children's Centres should offer to support children and families.

What does it say Children's Centres should help with?

It says that Sure Start Children's Centres should help families to find services like:



- Health – for example during pregnancy, help to breast feed, to eat well and to exercise.



- Parenting and family support – for example ideas to help your child develop, or support in managing difficult behaviour.



- Training and employment opportunities – for example confidence courses, college courses, volunteering and help getting into work.



- Early education and childcare – for example play and learning at home or in groups, advice to use and find 2, 3 and 4 yr funded child care places, help choosing childcare.

Does it say who should help Children's Centres do this?

The guidance says that the local council is responsible for helping to improve the well-being of young children in their area.



It tells us how other groups such as Health Authorities and Job Centre Plus should work together with the local council to do this.

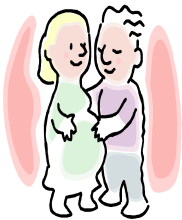
What difference does it say it wants Children's Centres to make for families?

The guidance says each Children's Centre should:



Help children develop and be ready to go to school.

Centres should do this by supporting parents and giving opportunities for learning and play.



Improve child and family health and life chances. Centres should do this in lots of ways, some examples are: ante natal appointments, parent craft, breast feeding support, healthy eating advice, dental advice, exercise, first aid, safety at home.

How do centres know what is needed?

The guidance says that to do all this well Children's Centres need to:



Listen to people in the local community and find out what they need. Also to use other information about the area to help make decisions.



Provide groups which have been tested so that we know they work. To offer this help to families who are struggling and who are most in need.

Who should Children's Centres talk to when they are planning what to do or when they are making changes?



The statutory guidance tells Children's Centres that they should talk to the local community and with other agencies before making changes, and in planning services.

Is there a group to help Children's Centres plan and deliver services?



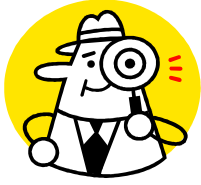
Every Children's Centre has a group called an Advisory Board. This group helps choose what is happening in the centre and checks what difference the Children's Centre is making.



The Advisory Board has people attending from other services like Health and voluntary groups. It is also very important that parents from the local community attend these meetings.

Who checks Children's Centres are safe and doing a good job?

Children's Centres are inspected by Ofsted.



Ofsted's job is to look at the services offered, speak to parents to hear what they think and to see if the children's centre is making a difference to families. They look at how well different organisations work together to meet families needs.

Ofsted also check that the Children's Centre and staff are safe and that they support the most vulnerable children and adults in the local area.

The full guidance can be found at the Department of Education Website:

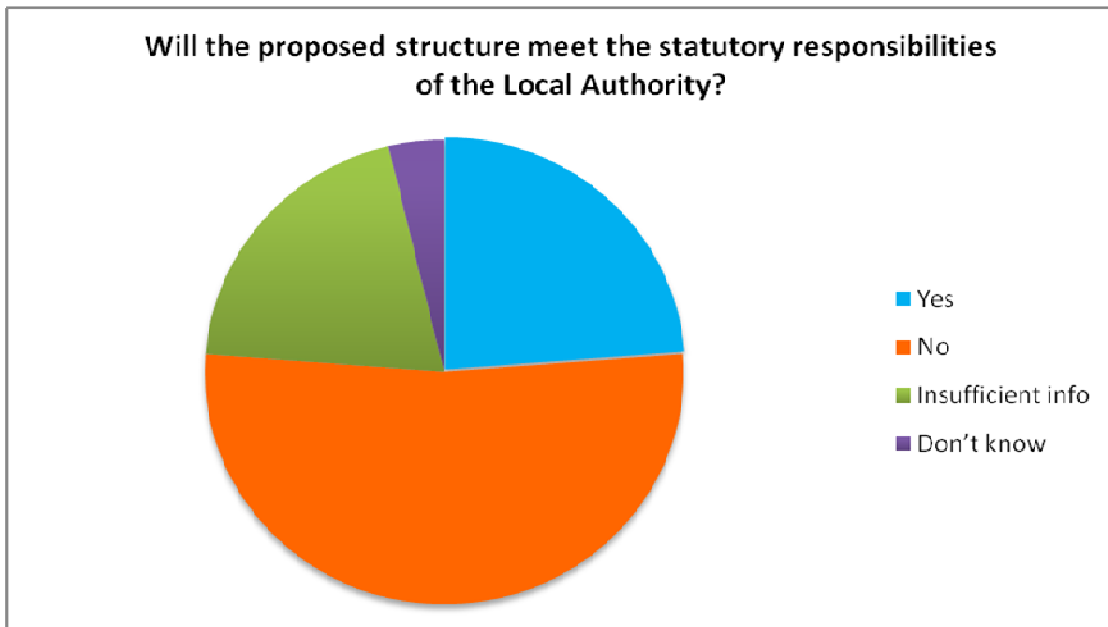
www.education.gov.uk

Graphs of Consultation Responses

Question 1- Do you agree with the Proposals to form Locality Hubs/ plans to reconfigure the Children's Centres?

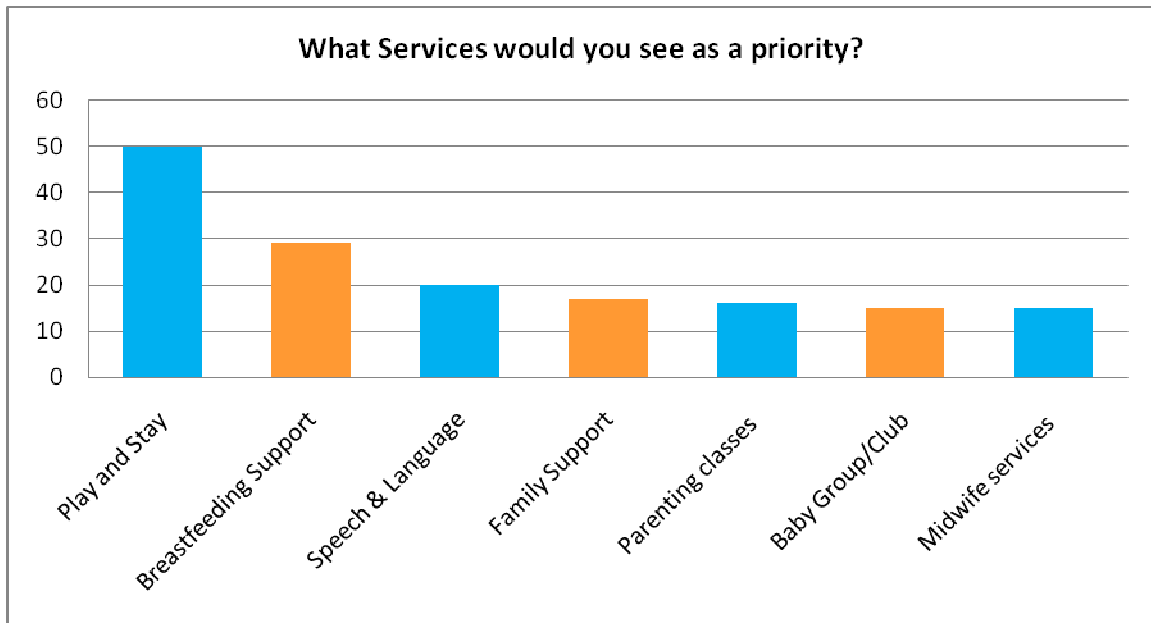


Question 2 Will the proposed structure meet the statutory responsibilities of the Local Authority?



Graphs of Consultation Responses

Question 3 - What services would you see as a priority?



Community venues in children's centre communities – December 2012

Trafford children's centres use a variety of venues in local communities to make sure services are accessible to families.

Below is a list of example venues available in each of the current children's centre areas, as requested during recent parent consultation events.

Please note: not all of these venues are currently used but could be in the future. Centres only use venues that have been checked for safety and suitability.

NORTH					
Old Trafford					
Old Trafford Library/ Community Centre and Children's Centre Shrewsbury Street Old Trafford M16 9AX	Old Trafford Family Centre Powell Street Old Trafford M16 7QQ	Seymour Community Park Primary School Northumberland Road Old Trafford M16 9QE	St John's Hall St. Johns Road Old Trafford M16 7GX	Sports Barn (Talk Two) Seymour Grove Park Old Trafford M16 9PQ	Community Room Seven Sisters Flats Old Trafford Manchester
Old Trafford Community School Malvern Street Old Trafford M15 4FL	Sharon Youth Association Chorlton Road M16 7WQ	Bright Horizons 463 Stretford Road Old Trafford M16 9AB	St Antony's Centre Eleventh Street Stretford M17 1JF	blueSCI 54-56 Seymour Grove Old Trafford M16 0LN	St. Alphonsus R.C. Primary School Hamilton Street Old Trafford M16 7PT

Community Venues in Children's Centre Communities

Firwood					
Kings Road Primary School and Firwood Children's Centre Kings Road Firwood M16 0GR	St Hilda's School Warwick Road South Firwood M16 0EX	St. Hilda's Church Warwick Road/South Kings Road Firwood Old Trafford	Firwood Community Centre The Quadrant Greatstone Road Stretford M32 8QS	St Teresa's Primary School St Teresa's Rd Firwood Stretford M16 0GQ	Seymour Grove Health Centre 70 Seymour Grove M16 0LW
Longford Park School 74 Cromwell Road Stretford M32 8QJ	Longford Park Stadium Ryebank Road Chorlton-cum-Hardy M21 9TA				
Stretford					
Stretford Children's Centre Poplar Road Stretford M32 9AN	Stretford Public Hall Chester Road Stretford M32 0LG	Chester Road Day Nursery 1056-1058 Chester Road Stretford M32 0HF	St Matthews Playgroup St Matthews Church Chapel Lane Stretford	Salvation Army Hall Meadows Community Church Brunswick Street Stretford M32 8NJ	Fledglings Day Nursery Burleigh Road Stretford M32 0PF
Barton Clough Primary School Audley Avenue Stretford M32 9TG	Stretford Library Kingsway Stretford M32 8AP	The Quest Barton Road Stretford M32 9PL	St Hugh of Lincoln Primary School Glastonbury Road, Stretford M32 9PD	Sevenways Methodist Church Barton Road Stretford M32 9RD	All Saints Church Barton Road Stretford M32 9RB

Community Venues in Children's Centre Communities

Delamere Centre Delamere Avenue Stretford M32 0DF	Moss Park Infant/Junior School Moss Park Road Stretford M32 9HR	St. Matthew's C.E. Primary School Poplar Road Stretford M32 9AN	St. Ann's R.C. Primary School Derbyshire Lane Stretford M32 8SH	Victoria Park Infant/Junior School Henshaw Street Stretford M32 8BU	Highfield Primary Bridgenorth Avenue Urmston M41 9PA
Lostock & Gorse Hill					
Trafford College Talbot Road Stretford M32 0XH	Gorse Hill Studios Cavendish Road Trafford M32 0PS	Gorse Hill Methodist Church Wesley Street Stretford M32 0GL	Gorse Hill Medical Centre 879 Chester Road Stretford M32 0RN	Stretford Leisure Centre Greatstone Road Stretford M32 0ZS	Gorse Hill Primary School Burleigh Road Stretford M32 0PF
Stretford Grammar School Granby Road Stretford M32 8JB	Stretford High School Great Stone Road Stretford M32 0XA	The Lodge Scout Hut Beresford Rd Gorse Hill M32 0PY	Lostock College Selby Road Stretford M32 9PL	The Leithwaite Centre and Lostock & Gorse Hill Children's Centre 229 Winchester Road Stretford, M32 9PT	
WEST					
Flixton & Woodsend					
Acre Hall Primary School and Children's Centre Irlam Road Flixton M41 6NA	Woodsend Community Group - 8th Flixton Scout Hut Woodsend Crescent Road Flixton	Woodsend Library Woodsend Road Flixton M41 8GN	The Croft St Michael's Parish Church - The Rectory 348 Church Road Flixton, M41 6HR	St John's C of E Church Irlam Road Flixton M41 6AP	Flixton House Flixton Road Flixton M41 5GJ

Community Venues in Children's Centre Communities

Flixton Academy of Performing Arts Curzon Building Princess Road Urmston, M41 5SQ	St Monica's Church Woodsend Road South Flixton M41 6QB	Delamere Toy Library The Toy House 91 Irlam Road Flixton M41 6AP	Flixton Cricket Club Lawrence Road M41 8UU	Flixton Infant School Mardale Avenue Flixton M41 5SA	Flixton Junior School Delamere Road Flixton M41 5QL
Flixton Girls High School Flixton Road Flixton M41 5DR	Wellacre Academy Irlam Road Flixton M41 3WA	Woodsend Education Centre Lydney Road Flixton, M41 8RN			
Urmston					
Urmston Library and Children's Centre Unit 34, Golden Way Urmston, M41 0NA	Urmston Grammar School Newton Road Urmston M41 5UG	Urmston Infant/Junior School Wycliffe Road Urmston, M41 5AH	St Clements Church Hall Stretford Road Urmston, M41 9JZ	Urmston Cricket Club Moorside Road Urmston M41 5UU	Urmston Unitarian Church Queens Road Urmston M41 9HA
Greenfield Church Primrose Avenue Urmston M41 0TY	Urmston Methodist Church George Street Urmston M41 9BA	5 th Urmston Scouts Easbrook Urmston M41 9JA	Urmston Leisure Centre Bowfell Road Urmston M41 5RR	St. Antony's Catholic College Bradfield Road Urmston, M41 9PD	Jane Jarvis Dance Studio 9A Atkinson Road Urmston M41 9AD
Urmston Masonic Hall 15 Westbourne Road Urmston M41 0XQ	English Martyrs' R.C. Primary School Wycliffe Road Urmston, M41 5AH				

Community Venues in Children's Centre Communities

Davyhulme					
Davyhulme Library and Children's Centre Hayeswater Road Davyhulme M41 7BL	St Mary's Primary School Cornhill Road Davyhulme M41 5TJ	Christchurch Church Hall Lostock Road Davyhulme M41 0TD	Davyhulme Infant School Cantebury Road Davyhulme M41 0RX	Our Lady of the Rosary Parish Centre Davyhulme Road Davyhulme M41 7DS	Hartford Community Centre Canterbury Rd Davyhulme M41 0RX
George H Carnall Kingsway Park Davyhulme M41 7FJ	Cornerstones Methodist Church Hayeswater Rd Davyhulme M41 7BL	Davyhulme Youth Centre Davyhulme Road Davyhulme M41 7DN	St Mary's Church Hall Davyhulme Road Davyhulme M41 7BU	Kingsway Primary School Davyhulme Road Davyhulme M41 7BU	Our Lady of the Rosary R.C. Primary School Davyhulme Road Davyhulme M41 7DS
Woodhouse Primary School Nursery Road Davyhulme M41 2WW	Egerton High School Kingsway Park Davyhulme M41 7FF				
Partington					
Partington Community Centre Central Road Partington M31 4FL	Partington Primary School Central Road Partington M31 4FL	Our Lady of Lourdes Primary School Lock Lane Partington M31 4PJ	The People's Church Chapel lane Partington M31 4EY	Partington Sports Village Chapel Lane Partington M31 4ES	The Fuse Warburton Lane Partington M31 4BU

Community Venues in Children's Centre Communities

Partington Social Club Warburton Lane Partington M31 4NR	Forest Gate Primary School Daniel Adamson Avenue Partington M31 4PN	Broadoak School Warburton Lane Partington M32 4BU	Partington & Carrington Children's Centre Central Road Partington M31 4FL	The Healthy Living Centre Central Road Partington M31 4FL	
SOUTH					
Sale Moor					
Sale Private Day Nursery 96 Northenden Road Sale M33 3HB	Sale Moor Methodist Church Northenden Road Sale M33 2PP	Lime Tree Primary School and Sale Moor Children's Centre Budworth Road Sale, M33 2RP	St Francis Church Budworth Road Sale M33 2RP	Conway Rd Health Centre Conway Road Sale M33 2TB	Sale Moor Community Centre 359 Norris Rd Sale M33 2UP
The Scout Hut Raglan Road Walton Park Sale M33 4AW	Holy Family Catholic Primary School Old Hall Road Sale Moor M33 2JA	Walton Park Sports Centre Raglan Road Sale M33 4AG	Brooklands Primary School Woodbourne Road Sale M33 3SY	Sale Moor Community Partnership 359 Norris Road Sale Moor, M33 2UP	Refresh Norris Road Sale Moor M33 2UP
Sale Central					
Chapel Road Clinic 70 Chapel Road Sale M33 7EG	Sale Library and Sale Central Children's Centre Sale Waterside Sale M33 7ZF	St. Anne's C.E. Primary School Trinity Road Sale M33 3ED	Templemoor Infant School Nursery Close Sale M33 2EG	Sale Masonic Hall Tatton Road Sale M33 7EE	Waterside Arts Centre 1 Waterside Sale M33 7ZF

Community Venues in Children's Centre Communities

Sale Leisure Centre Broad Road Sale Manchester M33 2AL	St Joseph's Playgroup St Joseph's Catholic Primary School Marlborough Road Sale, M33 3AF	Voluntary Community Action Trafford (VCAT) Park House 73 Northenden Road Sale, M33 2DG	Sport Trafford Crossford Bridge Pavilion Danefield Road Sale, M33 7WR	St Paul's Church 15 Springfield Road Sale M33 7YA	Trinity Methodist Church 3 Cheltenham Drive Sale M33 2DQ
Amblehurst Hotel 44 Washway Road Sale M33 7QZ	Worthington Primary School Worthington Road Sale M33 2JJ	Cadmans Dance Centre 11A Ashfield Road Sale M33 7DY	Sale Grammar School Marsland Road Sale M33 3NH		
Ashton on Mersey					
United Reformed Church Whitefield Road Sale M33 6NZ	Wellfield Infant School and Ashton upon Mersey Children's Centre Church Lane Ashton on Mersey, Sale M33 5QW	Ashton Upon Mersey Cricket and Tennis Club Little Ees Lane Sale Cheshire M33 5GT	Carrington Lane Methodist Church Ennerdale Drive Sale M33 5NE	St.Mary Magdalene 44 Moss Lane Ashton on Mersey Sale M33 6GD	The Salvation Army 27 Ashton Lane Sale M33 6NP
Firs Primary School Firs Road Sale Cheshire M33 5EI	All Saints' Catholic Primary School Cedar Road Sale M33 5NW	Ashton on Mersey Golf Club Ltd Church Lane Sale M33 5QQ	St. Mary's Church of England Primary School St. Mary's Road Sale M33 6SA	Wellfield Junior School Dumber Lane Ashton on Mersey Sale M33 5QX	Park Road Primary School Abbey Road Sale M33 6HT

Community Venues in Children's Centre Communities

Ashton on Mersey School Cecil Avenue Sale Cheshire M33 5BP	Forest Park School at Lauriston House 27 Oakfield Ashton-upon-Mersey M33 6NB	Ashton on Mersey Rugby Club Banky Lane Sale M33 5SL	Trafford Metrovicks Finneybank Road Sale M33 6LR		
Sale West					
Sale West Youth Centre Newbury Avenue Sale M33 4QW	Cherry Manor Centre Cherry Lane Sale M33 4GY	Manor High School Manor Avenue Sale M33 5JX	Sale West Development Centre 120 Manor Avenue Sale, M33 5JX	Meadway Health Centre Meadway Sale M33 4PS	St. Margaret Ward Catholic Primary School Cherry Lane Sale, M33 4GY
Tyntesfield Primary School Alma Road Sale M33 4HE	Bodmin Road Health Centre Bodmin Road Sale M33 5JH	Woodheys Primary School Meadway Sale M33 4PG	Coppice Library and Sale West Children's Centre Coppice Avenue Sale, M33 4ND	Coppice Avenue Scout Hut (behind the Coppice Avenue Library) M33 4ND	Firs Primary School Firs Road Sale M33 5EL
Broomwood & Timperley					
Broomwood Primary School and Broomwood & Timperley Children's Centre Mainwood Road Timperley, WA15 7JU	Broomwood Community Centre Mainwood Road Timperley WA15 7JU	The Larkhill Centre Thorley Lane Altrincham WA15 7AZ	Heyes Lane Primary School Crofton Avenue Timperley WA15 6BZ	The Scout Hut Brook Close Timperley Altrincham WA15 6RH	Brentwood School Brentwood Avenue Timperley WA14 1SR

Community Venues in Children's Centre Communities

Pictor School Grove Lane Timperley WA15 6PH	Timperley Methodist Church Hall Stockport Road Altrincham WA15 7UG	Timperley Library 405 Stockport Road Timperley WA15 7XR	Timperley Health Centre 169 Grove Lane Timperley Altrincham WA15 6PH	Timperley Community Centre 121 Park Road Timperley WA15 6QQ	Cloverlea Primary School Green Lane North Timperley Altrincham WA15 7NQ
Park Road Academy Primary School Frieston Road Timperley WA14 5AP	St. Hugh's Catholic Primary School Park Road Timperley WA15 6TQ	Altrincham United Reformed Church 19 Woodlands Parkway Timperley WA15 7QT	The Pelican Hotel 350 Manchester Rd Timperley WA14 5NH	Altrincham Kersal RFC Kersal Drive Stelfox Avenue Timperley WA15 6UL	St. Vincent's Catholic Primary School Orchard Road Altrincham WA15 8EY
Willows Primary School Victoria Road Timperley Altrincham WA15 6PP	Wellington School Wellington Road Timperley Altrincham WA15 7RH				
Hale Barns					
All Saints Church Hale Road Hale Barns WA15 8ST	Unitarian Church Hall Hale Road Hale Barns Altrincham WA15 8SP	Shay Lane Medical Centre Hale Barns Altrincham WA15 8NZ	Elmridge Primary School and Hale Barns Children's Centre Wilton Drive Hale Barns, WA15 0JF	Well Green Primary School Briony Avenue Hale WA15 8QA	St Peters C of E Church Harrop Road Hale WA15 9BU

Community Venues in Children's Centre Communities

Altrincham Grange Sports & Social Club Grange Avenue Timperley WA15 6DX	Manchester Airport Marriot Hotel Hale Road Hale Barns WA15 8XW	Hale Chapel Hall Hale Road Hale Barns WA15 8SS	All Saints Hale Barns with Ringway Parish Church Hale Road, Hale Barns Altrincham, WA15 8ST	Shay Lane Medical Centre Hale Barns Altrincham WA15 8NZ	St. Ambrose College Wicker Lane Hale Barns WA15 0HF
Broadheath & Dunham					
The Hub Altrincham Baptist Church Pownall Road Altrincham, WA14 2SZ	Navigation Primary School Hawarden Road Altrincham WA14 1NG	Oldfield Brow Primary School Taylor Road Altrincham, WA14 4LE	Altrincham Library 20 Stamford New Road Altrincham WA14 1EJ	Altrincham Town Hall Market Street Altrincham WA14 1PG	Dunham Road Unitarian Chapel Dunham Rd WA14 4NX
Altrincham Methodist Church Barrington Road Altrincham WA14 1HF	London Midland Railway Club Altrincham Club 127 Navigation Road Altrincham WA14 1LJ	St. George's Parish Centre Off Church Walk Behind St. George's Church Altrincham WA14 4DS	Cresta Court Hotel Church Street Altrincham WA14 4DP	Altrincham Leisure Centre Oakfield Road Altrincham WA15 8EW	St Alban's Church Lindsell Road Altrincham WA14 5NX
Broadheath Primary School and Broadheath & Dunham Children's Centre Sinderland Road Altrincham, WA14 5JQ	Altrincham C of E Primary School Townfield Road Altrincham WA14 4DS				

Community Venues in Children's Centre Communities

Hale & Bowdon					
Bowdon C of E Community Room and Primary School Grange Road Bowdon, WA14 3EX	Hale Library Leigh Road Hale WA15 9BG	Bowdon Assembly Rooms (The Cinnamon Club) The Firs Altrincham, WA14 2TQ	Mercure Altrincham/ Bowdon Hotel Langham Road Bowdon, WA14 2HT	St. Ambrose College Wicker Lane Hale Barns WA15 0HF	Hale Methodist Church Hale Road Hale WA15 9HQ
Altrincham United Reform Church - Trinity Hale Church 81 Cecil Road Hale, WA15 9NT	Bowdon Vale Methodist Church Priory Street Bowdon, WA14 3BQ	The Stamford Arms The Firs Bowdon WA14 2TW	Bollin Primary School Apsley Grove Bowdon WA14 3AH	Stamford Park Infant/Junior School Cedar Road Hale WA15 9JB	Loreto Grammar School Dunham Road Altrincham WA14 4AH
Altrincham College of Arts Green Lane Timperley WA15 8QW	Altrincham Grammar School for Boys Marlborough Road Bowdon WA14 2RS	Altrincham Grammar School for Girls Cavendish Road Bowdon WA14 2NL	Blessed Thomas Holford Catholic College Urban Road Altrincham WA15 8HT		

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Comparison between Stretford and Lostock Children Centres (Reach Areas)

	Stretford	Lostock	Rationale for each
Reach area	20% -130 children 30% - 93 children 70% - 617 children	20% - 149 children 30% - 523 children 70% - 365 children	Lostock has 65% of children under five years old living in a disadvantaged area against 27% in Stretford.
Outreach Family Support	High number	Low numbers.	Lostock does not have the level of engagement from families and requires more early intervention support.
Budget	£53,000 running costs (£30,000 bills, £10,000 cleaning, £13,000 caretaking)	£0 running costs (Trafford Housing Trust fund the building running costs)	Lostock does not have any running costs following a capital agreement which states free room rental for 10 years. One reception staff would be required for whichever hub and has already been factored into the budget.
Venue	It is a purpose built building with excellent outdoor facilities. It has rooms that would allow for community usage.	Lostock is in the heart of the community next to shops and a proposed IT café	Stretford CC offers a quality purpose built provision for young children.
Obesity rates at reception	9.22%	8.75%	Stretford has the highest obesity rates
Workless Households	25.95%	34.11%	Lostock has the highest workless households
Trafford Deprivation ranking (out of 16 centres)	5	3	Lostock is ranked 3 rd out of 16 children's centres with the highest needs
EYFSP	69.39%	71.89%	
EYFSP % GAP	27.52%	26.02%	

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EQUALITY IMPACT ASSESSMENT TEMPLATE - TRAFFORD COUNCIL (Service)

A. Summary Details		
1	Title of EIA:	Re-configuration of Children Centres
2	Person responsible for the assessment:	Jenny Hunt – Children’s Centre Strategic Lead
3	Contact details:	07760167000 Jenny.hunt@trafford.gov.uk
4	Section & Directorate:	CYPS - Early years
5	Name and roles of other officers involved in the EIA, if applicable:	Carol Baker-Longshaw Joint Director for Health and Social Care – CYPS

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B. Policy or Function		
1	Is this EIA for a policy or function?	Policy <input type="radio"/> Function <input checked="" type="radio"/>
2	Is this EIA for a new or existing policy or function?	New <input type="radio"/> Existing <input type="radio"/> Change to an existing policy or function <input checked="" type="radio"/>

3	What is the main purpose of the policy/function?	<p>The core purpose of Sure Start Children’s Centres is to improve outcomes for young children and their families, with a particular focus on the most disadvantaged, so children are equipped for life and ready for school.</p> <p>The proposal intends to:</p> <ul style="list-style-type: none"> • Re-configure Trafford’s 16 Children centres into a geographical model based on 6 children’s centres. These would reflect the three CYPS Area Family Support Teams with 2 centres in the north area, 2 in west area and 2 in south area. The 6 centres would provide a community hub for children and their families while services will be offered within a family home or local community venues. • Re-configure core staff to enhance an outreach, creche and family support provision for 0-19 years and their families. The 6 Children’s Centre hubs would be open 8.30 – 4.00 and provide a flexible community space for children and families. This would lead to a reduction in management and front line staff and some of the existing Children’s Centre building would no longer be funded.
4	Is the policy/function associated with any other policies of the Authority?	Yes the function reflects policies within CYPS e.g. Safeguarding.
5	Do any written procedures exist to enable delivery of this policy/function?	Yes, there are a number of procedures associated to the delivery of this function in particular Sure Start Statutory Guidance for Children’s Centres.
6	Are there elements of common practice not clearly defined within the written procedures? If yes, please state.	No.

7	Who are the main stakeholders of the policy? How are they expected to benefit?	<p>Parents /Service Users Job Centre Plus Midwifery Colleges CYPS Housing providers Voluntary and Community Organisations Childcare Providers Libraries Schools</p> <p>Benefits:</p> <ul style="list-style-type: none"> • Develop a holistic approach for the whole family through the Area Family Support teams. • Ofsted inspections on a cluster model. • Develop a co-production model at a neighbourhood level. • Focus on the most vulnerable families.
8	How will the policy/function (or change/improvement), be implemented?	<ul style="list-style-type: none"> • Through consultation and analysis of feedback from services users, stakeholders and staff. • Recruitment process into new staffing structures.
9	What factors could contribute or detract from achieving these outcomes for service users?	<ul style="list-style-type: none"> • The outcome of the consultation could change the proposed configuration. • Resistance from public & staff when implementing any change. • As services and resources will be focused on the most vulnerable or minority groups, we need to ensure that families who (traditionally) do not meet either criteria receive support as and when needed.
10	Is the responsibility for the proposed policy or function shared with another department or authority or organisation? If so, please state?	The proposal is to re-shape and integrated the children's centres with CYPS Area Family Support Team's to support a holistic approach to our most vulnerable families.

C. Data Collection		
1	What monitoring data do you have on the number of people (from different equality groups) who are using or are potentially impacted upon by your policy/ function?	Lone parents Ethnicity Young parents Fathers Children with a disability
2	Please specify monitoring information you have available and attach relevant information*	Number of families who accessed services in 2011/12: 3% of fathers (140 from 4797) 8% of teenage mothers (11 from 135) 15% of lone parents (236 from 1558) 13% of children from BME backgrounds (374 from 2913) 23% of children with disabilities (34 from 143) Further information is available from the Performance team.
3	If monitoring has NOT been undertaken, will it be done in the future or do you have access to relevant monitoring data?	Data is updated on a quarterly basis.

**Your monitoring information should be compared to the current available census data to see whether a proportionate number of people are taking up your service.*

D. Consultation & Involvement

1	Are you using information from any previous consultations and/or local/national consultations, research or practical guidance that will assist you in completing this EIA?	<p>A number of factors were taken into consideration when designing the above model:</p> <ul style="list-style-type: none"> • Data sets related to Child Poverty, Indices of Multiple Deprivation, the number of children (under five) living in lower super output areas and number of under five living within each centre footprint • Recommendation from the Children’s Centre Review • The Trafford Partnership four neighbourhood locality model • National Guidance on the core purpose of centres states that centres should have a particular focus on families in greatest need of support, and where possible ‘natural catchment areas’ • The number of children that accessed a centre irrespective of where they lived
2	Please list any consultations planned, methods used and groups you plan to target. (If applicable)	<p>Public consultation will include:</p> <ul style="list-style-type: none"> • Communication to all service users • Letters to all other stakeholders • Briefing to all key partnerships and boards • Drop in sessions for service users and other stakeholders • Publication of all consultation documents including a full briefing, frequently asked questions, any draft policies and a feedback form placed on the CYPS and Trafford MBC websites • A press release to publicise the drop in sessions. Information and posters advertising the drop in sessions to be circulated to schools and other public venues

EIA Service

		<p>Staff consultation (including staff on maternity leave, sick leave or annual leave) will include briefing session, FAQ, 1-1 sessions, consultation feedback form. Consultation meetings with part-time staff and those on maternity leave will be held at a convenient time for them also to ensure inclusion.</p>
3	<p>**What barriers, if any, exist to effective consultation with these groups and how will you overcome them?</p>	<p>We will ensure that staff who are not present at work are kept fully informed of the proposals and are offered opportunity to attend face to face and group meetings. Consultation meetings with part-time staff and those on maternity leave will be held at a convenient time for them also to ensure inclusion.</p>

***It is important to consider all available information that could help determine whether the policy/ function could have any potential adverse impact. Please attach examples of available research and consultation reports.*

E: The Impact – Identify the potential impact of the policy/function on different equality target groups

The potential impact could be negative, positive or neutral. If you have assessed negative potential impact for any of the target groups you will also need to assess whether that negative potential impact is high, medium or low.

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	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Gender – both men and women, and transgender;		Medium		Reduction in staff means less universal services available to all families so families not considered as being vulnerable or with an identified need may be affected. Parents could feel isolated without peer support.
Pregnant women & women on maternity leave		Medium		Ante-natal checks are offered in some of the children's centre buildings proposed in the changes. Midwifery services require a health room suitable for consultation.
Gender Reassignment			Yes	Services would be available for all families with an identified need
Marriage & Civil Partnership			Yes	Services would be available for all families with an identified need

	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Race - include race, nationality & ethnicity (NB: the experiences may be different for different groups)		Medium		Specific children's centre buildings are seen within the local community as a safe place for mothers and their children to access services without their extended family for example; Muslim faiths. If services are to be delivered in other buildings this could disengage families.
Disability – physical, sensory & mental impairments		Medium		The reduction of children's centre buildings could reduce the number of accessibility child friendly buildings available with access to outdoor play.
Age Group - specify eg; older, younger etc)		Medium		Universal services available for children aged 0-5 years will reduce and limit opportunities for early identification of needs.
Sexual Orientation – Heterosexual, Lesbian, Gay Men, Bisexual people			Yes	Services would be available for all families with an identified need
Religious/Faith groups (specify)		Medium		Not having enough venues that recognise and reflect families religious backgrounds and what is acceptable for particular groups

As a result of completing the above what is the potential negative impact of your policy?

High †

Medium †

Low †

F. Could you minimise or remove any negative potential impact? If yes, explain how.

Race:	Improve links with local community groups and explore the potential to expand their provision.
Gender, including pregnancy & maternity, gender reassignment, marriage & civil partnership	Audit existing universal services available for all families within their local community and promote the various activities on offer and signpost families appropriately. Ensure that families and partner agencies are aware of how to access children's centre services if and when needed. Midwifery service could locate to their local clinics and children's centres undertake outreach work in the clinics.
Disability:	To review the accessibility of venues available and explore how other children and families buildings could be used and resources shared e.g. youth centres
Age:	Provide an integrated approach with partner agencies and join up services with health who offer universal services to children under five years old. To ensure there are clear pathways for identifying and supporting families with particular needs. Ensure venues are suitable for babies and young children with access to outdoor provision.
Sexual Orientation:	N/A
Religious/Faith groups:	Ensure services are offered from a variety of settings in their local community that enable families to access the services. More outreach work will allow families to access support within the family's home.

Also consider the following:		
1	If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for a particular equality group or for another legitimate reason?	NO
2	Could the policy have an adverse impact on relations between different groups?	NO
3	If there is no evidence that the policy <i>promotes</i> equal opportunity, could it be adapted so that it does? If yes, how?	N/A

G. EIA Action Plan

Consultation Activity	Organisations to be contacted	Method of Engagement	Date to initiate activity	Date for completion	1st Six weeks: Progress 26.11.12	2nd Six weeks: Progress 14.01.13
Publication of full consultation document	Available to all interested parties containing the consultation questions	Written consultation document produced and available to download from council website	w/c 15th October 2012	W/e 19th October 2012	Completed	Completed

Consultation Activity	Organisations to be contacted	Method of Engagement	Date to initiate activity	Date for completion	1st Six weeks: Progress 26.11.12	2nd Six weeks: Progress 14.01.13
Contact made with schools and libraries where centres are co-located	Kings Rd Primary School, Lime Tree Primary School, Broomwood Primary School, Acrehall Primary School, Elmridge Primary School, Wellfield Primary, Trafford Housing Trust, Sarah Curran- Library manager.	Written letters and telephone call	w/c 15th October 2012	W/e 19th October 2012	Telephone calls were made on 15th October	Completed
Contact made with all key stakeholders	Libraries, SLT, midwifery, dietetic, homestart, job-centre, college, health visitors, social care, early years, childcare providers, police, housing, schools.	Written letters	w/c 15th October 2012	W/e 19th October 2012	Completed	Completed
Seeking responses to consultation questions	Available to all interested parties containing the consultation questions	Online questionnaire	w/c 15th October 2012	Closes 14th January 2012	Responses being received and collated.	On going until 14th January

Consultation Activity	Organisations to be contacted	Method of Engagement	Date to initiate activity	Date for completion	1st Six weeks: Progress 26.11.12	2nd Six weeks: Progress 14.01.13
Briefing to all Children's Centre Advisory Boards and Children's Centre Steering Group	Children's Centres Steering group, Broomwood, Broadheath, Davyhulme, Firwood/Old Trafford, Flixton, Partington, Sale Moor, Sale West, Stretford Advisory Boards	Face to face	W/c 22nd October 2012	End of November 2012	All advisory board briefings completed apart from Lostock which is on the 4th December 2012. CC steering group was cancelled awaiting another date. 4 have been completed thus far.	Lostock Advisory Board held 4th Dec CC steering group held 11th Dec 2012.
Newsletter to service users	Posted out to all service users	Newsletter posted to service users and available in children's centres	W/c 22nd October 2012	End of November 2012	To be drafted and circulated by 7th Dec 2012.	Completed - circulated 19th Dec 2012.

Parent forums
 Easy read version
 Online, paper, email

Please ensure that all actions identified are included in the attached action plan and in your service plan.

Signed:

Name: Jenny Hunt
Designation: Lead Officer

Date: 9th January 2013

Signed:

Name: Carol Baker-Longshaw
Designation: Joint Director Services for Children, Young People & Families

Date: 9th January 2013

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Final Report:

Review of Trafford MBC

Children's Centre Services 2012

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Introduction

1. This report sets out the context, main findings and key recommendations of the independent review of children's centre services undertaken between September and November 2012.

1.1. This report is supplemented by appendix 1 – 'National Best Practice in Children's Centres', which was developed as part of the review, and appendix 2 – 'Trafford data analysis of children's centre performance'.

Executive Summary

- Trafford is a high performing local authority in terms of children's centre key performance indicators. However, this very positive picture masks some inequalities in outcomes for some children and families.
- Registration and engagement rates of children and families, including target groups, are generally lower than those seen nationally in centres judged to be good or outstanding by Ofsted.

In line with national changes, Trafford MBC CYPS should target children's centre services further to meet the needs of more disadvantaged children and families by:

- Merging / clustering children's centres and related resources to focus even more on targeted early intervention and to align more closely with area based services and locality hubs.
- Clarifying children's centre worker roles so that outreach and family support work is more clearly defined and the roles are distinct from each other.
- Developing a locality based team approach to outreach (engagement of target families) and family support.
- Strengthening governance and performance management / service improvement arrangements so that targets are more focused on improving outcomes for those families who are disadvantaged, and in line with the Government's stated core purpose of children's centres. Amalgamate advisory boards to align with the proposed cluster model.
- Improving the use of data and implementing a consistent approach to evidencing impact so that self evaluation is more robust and needs / gaps are identified and met at a local level.

2. The national context in which children's centres operate changed in April 2012, when HM Government stated that:
 - 2.1. 'The core purpose of Sure Start Children's Centres is to improve outcomes for young children and their families, **with a particular focus on the most disadvantaged, so children are equipped for life and ready for school, no matter what their background or family circumstances.**'
 - 2.2. 'Children's centres should focus on **reducing inequalities** in child development and school readiness and support improvements in:
 - 2.2.1. parenting aspirations, self esteem and parenting skills;
 - 2.2.2. child and family health and life chances.'
 - 2.3. 'Evidence shows that development during the early years of a child's life lays an essential foundation for progress throughout life. Parenting and the home learning environment, health and economic wellbeing all have an impact on child development.'
 - 2.4. '**Local authorities should assess the strengths and need across the area to inform the local commissioning of services.**'
 - 2.4.1. 'This joint approach involves sharing data and assessing strengths and need across the local community to identify gaps and opportunities. This would inform a local, integrated offer of access to services through each children's centre, which ensures funding and resources are aimed at those in greatest need.'
 - 2.4.2. It will require children's centre leaders to assess what services already exist locally and decide what evidence suggests about which additional services are needed to improve outcomes for all parts of the local community but particularly for those with the greatest needs.'
3. In September 2012, Trafford CYPS initiated a project to review its current children's centre services.
 - 3.1. The review was undertaken between September and November 2012 by a team of reviewers with expertise and knowledge in commissioning, inspecting and delivering children's centre services nationally:
 - **Michael Blakey**, Children's Centre Inspector
 - **Nicola Jackson**, Former Commissioner of Children's Centres

- **Gemma Roberts**, Former Children's Centre Officer
- **Ryan Edgeler**, Young Consultant and Former Children's Centre user
- **Maegan Whiteley**, Participatory Research Specialist
- **Hazel Plant**, Data Analyst.

3.2. A children's centre steering group established by Trafford MBC oversaw the review.

3.3. The review was undertaken in five stages.

3.3.1. **Phase 1a** – data collection and analysis.

- Desk based research including an analysis of self evaluation documentation, development plans and published Ofsted reports for each of the children's centres.
- Desk based analysis of a wide range of data on reach, engagement and impact of services in Trafford. This included analysing data for each Super Output Area covered by each children's centre (appendix 2).

3.3.2. **Phase 1b** – national best practice review.

- Best practice review of a wide range of research into the effectiveness of children's centres. Reports on children's centres judged to be outstanding by Ofsted across England were reviewed (appendix 1).

3.3.3. **Phase 2** – stakeholder workshops and surveys.

- Street based parent consultations and parent workshops / attending 'Stay & Play' and 'Baby Club' activities.
- Stakeholder and staff workshops.
- Stakeholder (n=42) and staff (n=90) surveys.

3.3.4. **Phase 3** – analysis of stakeholder and staff feedback.

3.3.5. **Phase 4** – centre visits and future service models & recommendations. Each children's centre was visited by a reviewer to help the review team to understand the geographical setting of each centre. No further evaluation of the services delivered or outcomes achieved were undertaken during these visits.

3.3.6. **Phase 5** – Stakeholder and staff workshops to share good practice.

3.4. This report is structured around the proposed new inspection judgements that will apply to all inspections of children's centres¹:

¹ Refer to current consultation at www.ofsted.gov.uk

- access to services by young children and their families
- the quality and impact of practice and services
- the effectiveness of leadership, governance and management
 - This report uses Ofsted terminology when expressing proportions as words:

Proportion	Description
97-100%	Vast/overwhelming majority or almost all
80-96%	Very large majority, most
65-79%	Large majority
51-64%	Majority
35-49%	Minority
20-34%	Small minority
4-19%	Very small minority, few
0-3%	Almost no/very few

Main Findings

4. Overall, Trafford MBC is a high performing local authority. However, although there are several positives messages in respect to Trafford’s children’s centres there are also areas for improvement in producing the best outcomes for children and families².

4.1. In terms of the key children’s centre performance indicators³:

- 4.1.1. (NI72) – The achievement of children at the end of the Early Years Foundation Stage has been well above the national average over the last three years.
- 4.1.2. (NI92) – The gap between the lowest achieving children and their peers has been narrower than the national average over the last three years.
- 4.1.3. (NI55) – Obesity rates of children in Reception are falling and are now well below the national average.
- 4.1.4. (NI53) – Breastfeeding rates at 6-8 weeks are above the national average.
- 4.1.5. However, when data is analysed at a Super Output Area (SOA) level some inequalities become evident. For example, in 2010/11, NI72 overall was above the national average at Broadheath and Dunham Children’s Centre. However in

² Appendix 2

³ These are the key indicators that inspectors must take account of. However, data on the number of children living in workless households and those taking up working tax credits is not included here because the data is deemed to be too old to draw conclusions from. Data on hospital admissions is included in appendix 2.

the 20% most deprived SOA in that reach area, the percentage of children achieving NI72 has fallen consistently: from 69.2% in 2008/09 to 46% in 2010/11, which is well below the national and Trafford average⁴.

- 4.2. Registration and attendance rates are considerably higher at Partington and Carrington Children's Centre than other children's centres in Trafford. This demonstrates the effectiveness of 'Partington Pathway' at increasing registrations, and strengthening links with health services. However, registration and attendance rates are generally lower across Trafford MBC than those of children's centres judged to be good or better by Ofsted nationally. Target groups are not always engaged and increasing the participation of these children and families should remain a priority.
- 4.3. Centres often have strong partnerships with a range of other services, for example, Speech and Language Therapy, CAMHS and TEDS, but the recording of these sessions with families is not always accurately done by children's centres. As a result a consistent approach to recording attendance at any service accessed at the children's centre, and ensuring that all families are registered, will help to identify areas for development and the sharing of good practice and resource within Trafford.
- 4.4. Staff and stakeholders generally hold positive views about the impact of children's centres:
 - 4.4.1. Over 75% of respondents to the staff survey reported that they felt that children's centres were good or excellent at improving outcomes.
 - 4.4.2. Over 85% of stakeholders stated that children's centres are good or excellent at improving outcomes.
 - 4.4.3. 95% of stakeholders stated that children's centres are good or excellent at helping families to stay safe.
- 4.5. To date, eight Trafford children's centres have been inspected by Ofsted (see below).
 - 4.5.1. All have been judged to be satisfactory or good.

⁴ Appendix 2

4.5.2. None have been judged to be outstanding, although there are examples in neighbouring local authorities – for example, Longsight Children’s Centre and Martenscroft Children’s Centre in Manchester.

4.5.3. Many of the recommendations in Trafford inspection reports are similar to those found in other inspection reports in similar authorities. However, some other urban local authorities have made faster progress in reshaping services to meet the Core Purpose.

4.5.4.

Pre Sept 2011	Overall Effectiveness	Capacity for sustained improvement
Broomwood & Timperley	Good	Good
Flixton & Woodsend	Satisfactory	Satisfactory
Partington & Carrington	Good	Good
Stretford	Good	Good
Post Sept 2011	Overall Effectiveness	Capacity for sustained improvement
Davyhulme	Satisfactory	Satisfactory
Firwood	Satisfactory	Good
Old Trafford	Good	Good
Sale West	Good	Good

4.5.5. Although some services are evaluated well, there is no consistent approach to evidencing the impact of services across children’s centres. Without this focus and rigour of evaluation it is more difficult for centres and Trafford MBC to work out what works well and which services / interactions have the greatest impact.

4.5.5.1. However, there is some good practice in Trafford. For example Report Cards are used well to demonstrate the impact of Curriculum Vitae workshops at Firwood Children’s Centre.

Six Key Recommendations

5. This section outlines the key overarching recommendations from the review.
 - 5.1. In line with national changes, target children's centre services further to meet the needs of local families whose circumstances may make them more vulnerable:
 - 5.1.1. Trafford children's centres and resources need to focus even more on early intervention and to align more closely with area based services.
 - 5.1.2. Clarify children's centre worker roles so that outreach and family support work is more clearly defined and the roles are distinct from each other. Provide role specific training on engaging families and using data effectively.
 - 5.1.3. Develop a locality based team approach to outreach (engagement of target families) and family support.
 - 5.2. Increase registration and engagement rates, particularly of vulnerable groups. Ensure that all children and their parents are registered and that their attendance is accurately recorded. Streamline registration forms. Use live birth data and register families, whenever possible, at the point at which they register births.
 - 5.3. Strengthen links with health services, particularly health visitors and midwives, so that registration rates (and engagement rates) of target groups increase in all centres.
 - 5.4. Strengthen governance and performance management / service improvement arrangements so that targets are more focused on improving outcomes for those families who are disadvantaged, and in line with the Government's stated core purpose of children's centres.
 - 5.4.1. There is a need to strengthen the structures, systems and processes to provide Quality Assurance and professional challenge to leadership and management.
 - 5.5. Improve the use of data and implement a more consistent approach to evidencing impact so that self-evaluation is more robust and needs / gaps are identified and met.
 - 5.6. Promote children's centres well through a wide range of services, social media and through highly effective targeted outreach work.

Access to services by young children and their families

6. Partington and Carrington Children’s Centre has significantly increased the rate at which it registers children so that the large majority of children living in the reach area are now registered. However, this trend is not typical in Trafford (Table 1). Overall, a minority, or small minority, of children are registered with children’s centre services in nine out of sixteen children’s centres. Examples of good practice can be taken from centres in Brighton and Hove who typically register the vast majority of children through effective health led arrangements. It is critical that children’s centres are in contact with the families living in their reach areas so that services can be appropriately targeted for those most in need.

6.1. Overall engagement rates are typically low, with the exception of Partington and Carrington children’s centre, which is a significant outlier. Overall, less than a third (27.8%) of children living in Trafford accessed a children’s centre service at any children’s centre in 2011/2012.

Registration Rates 2011/12								Engagement Rates 2011/12										
	Almost no/very few	Very small minority, few	Small minority	Minority	Majority	Large majority	Very large majority, most	Vast/overwhelming majority or almost all		Almost no/very few	Very small minority, few	Small minority	Minority	Majority	Large majority	Very large majority, most	Vast/overwhelming majority or almost all	
Old Trafford									Old Trafford									
Broomwood and Timperley									Broomwood and Timperley									
Hale Barn									Hale Barn									
Broadheath and Dunham									Broadheath and Dunham									
Hale and Bowdon									Hale and Bowdon									
Partington and Carrington									Partington and Carrington									
Sale Moor									Sale Moor									
Sale Central									Sale Central									
Ashton upon Mersey									Ashton Upon Mersey									
Sale West									Sale West									
Firwood									Firwood									
Stretford									Stretford									
Urmston									Urmston									
Flixton and Woodsend									Flixton and Woodsend									
Davyhulme									Davyhulme									
Lostock and Gorse Hill									Lostock and Gorse Hill									

Table 1 – Registration and engagement rates 2011/12

6.2. Engagement of target groups appears to be low overall as seen in the 2011/12 data:

- 3% of fathers accessed a children's centre
- 8% of teenage mothers accessed a children's centre
- 15% of lone parents accessed a children's centre
- 13% of children from BME backgrounds accessed a children's centre
- 23% of children with disabilities accessed a children's centre
- However, attendance is not always recorded and this will distort the data. For example, TEDS is delivered at children's centres but the attendance of children and families is not recorded by the centre.

6.3. Ofsted inspections have identified registration and engagement rates as areas for improvement:

6.3.1. 'Increase the number of local children and families registered with the centre' and 'Increase the registrations of children aged under two years of age' – Partington and Carrington.

6.3.2. 'Increase the level of engagement of children and families from across the reach area, including those in target groups, particularly teenage mothers, lone parents and fathers' – Davyhulme.

6.3.3. 'Ensure the Primary Care Trust speeds the process to overcome barriers to sharing relevant data about the location and number of children in the area' – Firwood.

6.4. Parental views support the Ofsted recommendations above. Typically, parents who do not access children's centres say: 'if you don't approach them to find out what's going on they won't approach you.' Also, parents who access services delivered by partners at children's centres often say: 'they didn't tell us anything else that is going on at the centre.'

The quality and impact of practice and services

7. Parents that access children's centre services generally say that staff develop positive relationships with them.

7.1. The generic children's centre worker role can limit the work staff do with the most vulnerable families because the role is too broad and lacks focus. Staff strongly agree with this view:

- 7.1.1. 'Staff having specific roles such as: family support; groups and courses; registrations and promotions.'
 - 7.1.2. 'Specialists in different roles, rather than everyone doing a bit of something when they have the time. We have to wear too many hats.'
 - 7.1.3. 'A focused outreach team.'
 - 7.1.4. 'At present I feel that children's centre workers are spread too thinly and there should be more specific roles.'
 - 7.1.5. 'More specific roles for children's centre workers, for example family support workers and community engagement workers.'
8. Most staff believe that the data they receive is useful in helping them to carry out their role effectively.
- 8.1. However, data provided by the LA are not always provided in a timely manner to children's centres. Sometimes this data is not analysed sufficiently well or explained to staff so they can use it to inform development plans and to target services to those most in need.
 - 8.2. Targets which are set by the authority and centre managers are often based on registrations and do not include engagement targets. It is important to focus on both.
 - 8.3. Centre based development targets are not always specific enough – i.e. not broken down to Super Output Areas or taking into account narrowing the gap in outcomes between different groups. Data is not always provided to centres at SOA level, even when it is available. For example, EYFS NI72.
 - 8.4. Staff and stakeholders views confirm the judgements made in a number of inspections of children's centres. Ofsted recommendations include:
 - 8.4.1. 'Improve the analysis and quality of information gathered at centre level' – Firswood.
 - 8.4.2. 'Make more effective collection and use of data to identify gaps, plan provision and evaluate its impact on outcomes for users' – Stretford.
 - 8.4.3. 'Introduce rigour into the way in which the centre evaluates the impact of its work on improving the outcomes for children and families' – Flixton and Woodsend.

8.4.4. 'Continue, with the support of the council, to develop ways of evaluating the impact of the services provided' – Broomwood and Timperley.

The effectiveness of leadership, governance and management

9. There is no consistent approach to evidencing the impact of services and staff and different centres have therefore developed several approaches to measuring the impact of the services they deliver. Without this evidence and robust tracking it is more difficult for advisory boards to support and challenge leadership and management.

9.1. Staff generally support this view, for example: 'There is an incredible amount of data but it is often conflicting and is distributed at different times, in different formats with a lack of analysis. This poses problems for centres and their boards in understanding and using the data to plan more effectively and also impacts on the performance management processes in place (e.g. quarterly reviews). It is important to note that some data which is essential cannot currently be accessed (e.g. referrals from live births for automatic registration).'

9.2. Another member of staff, attending a review workshop stated:

Different places of recording information / different systems in place. People work in a variety of ways which may show difficult when people work across centres.

10. Recommendations from Ofsted inspections include:

10.1. 'Strengthen self evaluation by:

10.1.1. developing further strategies to evaluate and demonstrate impact;
and

10.1.2. with the local authority, improve information and data which demonstrates the proportions of relevant groups in touch with the centre and those who are not currently accessing the centres services.'

10.2. 'Strengthen the role of the advisory board in providing support to the centre and guiding its improvement planning' – Woodsend.

10.3. 'Develop the work of the advisory board so that they are able to provide more challenge to the centre by setting more specific and realistic targets for improvement' – Broomwood and Timperley.

11. Findings of the review support these Ofsted recommendations. There is significant duplication in the work of current advisory boards and leadership and management activity including the production of development plans and self evaluation documentation. Staff views support this approach:

• Amalgamate centres so only need 1 SEF / improvement etc. parents forum / advisory board.

12. Governance would be improved by:

12.1. Amalgamating self-evaluation documents and development plans to avoid duplication, particularly if centres are closely linked by management or geography for example.

12.2. Quality assuring the work of children's centres in a more robust way. Strengthening structures so that the quality assurance function becomes an independent performance improvement function, or an internal 'at arm's length' function.

12.3. Providing effective supervision for all staff, particularly those delivering front line services, and setting individual targets linked to development plans.

12.4. Providing 'data packs' to children's centres on a quarterly or six monthly basis and supporting children's centres to analyse these well.

12.5. Providing staff training to ensure that all staff become skilled in quality assurance, measuring impact and self-evaluation.

Closing remarks

The review team would like to thank all those parents, staff and stakeholders who took part in this review.

We had a wealth of evidence available to us and through a process of synthesis and triangulation we have identified the key things that we believe will help make the biggest difference to the lives of vulnerable children and families. We have listened to many people and looked at evidence from around England about outstanding practice. Our recommendations are therefore founded on evidence of what works well.

Remaining focused on improving the lives of the most vulnerable – those that are often 'hidden' in the overwhelmingly positive picture in Trafford – is the most important thing that we can all do going forwards.

We recognise that there are significant changes ahead in Trafford and wish you well over the coming months.

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Agenda Item 6

TRAFFORD COUNCIL

Report to: Executive
Date: 4th March 2013
Report for: Decision
Report of: Executive Member Transformation and Resources and
Corporate Director for Transformation and Resources

Report Title

Trafford Libraries Savings Proposal

Summary

To seek agreement to proposed changes to the Library Service which were subject to public and staff consultation. The Council's Revenue Budget Report 2013/14 included £280,819 of Library Service savings. How those savings would be delivered was subject to Public and Staff consultation which has now closed and the results analysed. This Report outlines the views expressed during the consultation and in light of those findings proposes some changes to the Library Service

Recommendation(s)

The Executive are asked to agree to the updated Library Service proposals.

Contact person for access to background papers and further information:

Name: Wendy Marston
Extension: 4009

Background Papers: None

Annexes: Trafford Libraries Post Consultation Report (Attached)
Library Service Equality Impact Assessments (Attached)

Implications:

Relationship to Policy Framework/Corporate Priorities	Meets the Council's statutory duty to provide a comprehensive and efficient library service
Financial	Delivers an annual saving of £136,050 in year 1 and a further £144,769 in year 2. This is the same as proposed in the Council's Revenue Budget Report 2013/14
Legal Implications:	Meets the Council's statutory duty to provide a comprehensive and efficient library service and the public sector equality duty under the Equality Act 2010
Equality/Diversity Implications	These are specified in the overarching report and individual equality impact assessments
Sustainability Implications	N/A
Staffing/E-Government/Asset Management Implications	There will be no front line staff compulsory redundancies as a result of these proposals.
Risk Management Implications	N/A
Health and Safety Implications	N/A

1.0 Background

This paper summarises the options considered to make savings within the Library Service, the outcomes of the Libraries Public and Staff Consultation and provides recommendations for the Executive to approve; a full Public Post Consultation Report is attached.

As part of the Council wide spending challenge a number of options were considered to make savings within the Library Service. Proposals were put in place for the Library Service to make £280,819 savings primarily through extending the use of volunteers across all libraries and reducing library management. Due to the nature of the proposals a full public consultation exercise was required on £194,853 of the savings proposed in order to gauge the opinions of the users of the Borough's libraries, residents, businesses and other interested parties. The £85,966 difference relates to proposals that did not require public consultation. £57,523 of that difference is a saving in management and £28,443 will be as a result of implementing a new library management system (LMS). The new LMS will go live in March 2013 and as well as delivering savings it will also provide improved customer service and facilitate collaborative working with other AGMA library services.

A three-month public consultation period ran from October 22nd 2012 until January 14th 2013. A staff consultation ran from October 15nd 2012 until January 14th 2013.

The consultation was undertaken through the following formats:

- A letter and Questionnaire was sent to every active user of Greatstone Library
- A consultation document was available in hard copy, primarily in libraries
- A questionnaire was available on-line

2.0 Other Options

Prior to the final proposals being agreed consideration was given to alternative ways of making savings within the Library Service.

In order to deliver similar savings to those achieved through introducing volunteers up to three small libraries would have had to be closed or one large library. Another alternative considered was transferring the Library Service to a Trust status. A transfer to a Trust or Mutual status may be considered in the future. A table showing the savings proposals including cost savings is shown in Appendix A.

A summary of the key savings proposals and whether they were taken forward or rejected is shown in the table below;

Savings Proposal	Taken Forward	Consultation Required
P1. Extend the use of volunteers across all libraries	Yes	Public and Staff
P2. Transfer Greatstone Library to the Town Hall	Yes	Public and Staff
P3. Reduce Library Managers by 2 FTE	Yes	Staff
P4. Replace Receptionists with Customer Service Advisors	Yes	Staff
P5. Remove Bookstart Coordinator	Yes	Public (CYPS) and Staff
P6. Implement a new library system	Yes	No
P7. Remove support for the Toy Library	No	N/A
P8, 9, 10, 11 &12. Close up to 5 libraries	No	N/A
P13. Transfer the service to a Trust	No	N/A

Fig 1 Savings Proposals Matrix

3.0 Consultation Findings

A public consultation was undertaken between the 22nd October 2012 and 14th January 2013.

A total of 700 Questionnaires were sent directly to active users of Greatstone Library and it was available on the Councils website or on paper in Libraries. In total, the Public Consultation received 399 responses either on-line or on paper

The following two Equality Impact Assessment documents were prepared and were available during the public Consultation;

1. Extending the use of volunteers across all libraries
2. The transfer of Greatstone library to the Town Hall

Consultation with staff was also undertaken. The staff consultation was part of Trafford’s wider consultation with all staff potentially affected by various budget proposals. The formal consultation period for staff started on 15th October 2012 and concluded on 14th January 2013. A response to the staff will be made following a decision by Executive on the options made in this Report.

An additional two Equality Impact Assessment documents were prepared to accompany the staff Consultation;

1. Reducing the number of Library Managers
2. Replacing receptionist with Customer Service Advisors

The key outcomes to the proposals from the Public and Staff Consultations are shown in the table below:

Consultation Proposal	Public Consultation Outcome	Staff Consultation Outcome
P1. Extend the use of volunteers across all Trafford libraries	Opposed to proposal (54.8% oppose 35.6% support)	Opposed to proposal (69% oppose 22.4% support)
P2. Transfer Greatstone library to the Town Hall	In Favour of proposal (25.7% oppose 30.4% support)	In Favour of proposal (6.8% oppose 83.1% support)
P3. Reduce Library Managers by 2 FTE		Opposed to proposal (50% oppose 43.5% support)
P4. Replace Receptionist with Customer Service Advisors		In Favour of proposal (6.8% oppose 81.4% support)
P5. Remove Bookstart Coordinator		Opposed to proposal (50.8% oppose 20.3% support)

Fig 2 Public and Staff Consultation Matrix

The proposal to extend the use of volunteers has received almost exactly the same public response as last year (54% opposed and 36% supported). This provides confidence that the success of using volunteers at Hale and Old Trafford libraries will extend to all libraries.

4.0 Options

Following the Public and Staff Consultations the Savings Proposals were reviewed to take into account the feedback received and a number of options were prepared.

A summary of the options considered is shown in the table overleaf:

Proposal	Options	Saving
P1. Extend the use of volunteers across all libraries	Option 1 - Continue with the proposals as outlined in the consultation document i.e. extend the use of volunteers across all Trafford libraries	£189,979
	Option 2 – Maintain 1 additional Customer Service Adviser in Urmston. This carries a budget pressure of £20,231 to be funded by deleting a vacant post within Access Trafford	£189,979
	Option 3 - Maintain 1 additional Customer Service Adviser in Urmston and transfer a further .5 Customer Service Adviser from Sale to Urmston library. This carries a budget pressure of £20,231 to be funded by deleting a vacant post within Access Trafford	£189,979
	Option 4 – No changes to current operational model	£0
P2. Transfer Greatstone library to the Town Hall	Option 1 – Transfer Greatstone Library to the Town Hall	£4,874
	Option 2 – Retain Greatstone library	£0
P3. Reduce Library Managers by 2 FTE	Option 1 - Continue with the proposals as outlined in the consultation document i.e. reduce Library Managers by 2FTE	£57,523
	Option 2 – Reduce Library Managers by 1.5 FTE. This carries a budget pressure of £14,381 to be funded from the Book Fund.	£57,523
	Option 3 – No changes to current operational model	£0
P4. Replace Receptionist with Customer Service Advisors	Option 1 – Replace Receptionists with Customer Service Advisors	£0
	Option 2 – Retain Receptionist posts	£0
P5. Remove Bookstart Coordinator	Option 1 - Remove the Bookstart Coordinator post	£27,310¹
	Option 2 - Retain .5 FTE to complete Bookstart duties. This carries a budget pressure of £13,655 to be funded from the Book Fund and CYPS	£13,655¹
P6. Implement a new library system	Option 1 - This decision has already been agreed	£28,443

Fig 3 Options Matrix ¹ Saving is within CYPS

5.0 Financial

The 2013/14 Budget Report Saving for the services covered by this consultation was £280,819. As a result of amendments to the proposals following consultation the saving is unchanged. The changes would be funded by deleting an existing vacant post with Access Trafford and using a small amount of the Book Fund. The reduction in the Book Fund will be mitigated by revising the number of hard copy reference books bought. Many reference resources are now accessed online.

Proposal	2013/14 Budget Report Saving
P1. Extend the use of volunteers across all libraries	£73,653 (plus another £116,326 in 2014/15)
P2. Transfer Greatstone library to the Town Hall	£4,874
P3. Reduce Library Managers by 2 FTE	£57,523
P4. Replace Receptionist with Customer Service Advisors	N/A
P5. Remove Bookstart Coordinator	This is a CYPS commissioned service
P6. Implement a new library system	£28,443 in year 2
Totals	£280,819

Fig 4 Savings Matrix

6.0 The Public Sector Equality Duty

Under the Equality Act 2010 a public authority, in the exercise of its functions must have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons sharing a relevant prohibited characteristic and persons who do not; and foster good relations between persons sharing a relevant prohibited characteristic and persons who do not.

Protected characteristics for the purposes of the Act are disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

In order to assist the evaluation of the proposals and to ensure that the council paid due regard to its duties under the Equality Act, four Equality Impact Assessments (“EIAs”) were carried out as part of the evaluation process to ensure that due consideration was given to age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation, and the likely impact of the proposals on each of those groups

The EIAs are available to the Executive who will decide whether or not to support the proposals contained within this report. Any potential impacts have been identified through the EIA and consultation processes. Where any potential impact has been identified consideration has been given to whether measures can be taken to mitigate against those impacts, and the mitigation measures are set out within the body of the relevant EIA or are reflected in modifications to the proposals.

In considering the Report and deciding whether to accept the recommendations the Executive are required to have regard to the Public Sector Equality Duty. In order to satisfy this duty the Executive must consider the potential impacts identified in the EIAs and the consultation responses which are appended to this Report. Where reasonable and appropriate mitigation measures have been proposed which will offset either wholly or in part the impacts identified. Where mitigating measures are not proposed, countervailing factors, namely the significant budgetary pressures facing the Council and the need to make improvements and efficiencies to the services concerned are considered to provide justification for the measures proposed.

7.0 Recommendation

As a result of the consultation the following recommendations are made for each of the proposals:

Proposal	Recommendation
P1. Extend the use of volunteers across all libraries	Option 3 – As a result of public feedback maintain 1 additional Customer Service Adviser in Urmston and transfer a further .5 Customer Service Adviser from Sale to Urmston library. This carries a budget pressure of £20,231 to be funded by deleting a vacant post within Access Trafford. Any resource issues at Sale Library will be covered from the Contact Centre
P2. Transfer Greatstone library to the Town Hall	Option 1 – Transfer Greatstone Library to the Town Hall
P3. Reduce Library Managers by 2 FTE	Option 2 – As a result of staff feedback reduce Library Managers by 1.5 FTE. This carries a budget pressure of £14,381 to be funded from the Book Fund.
P4. Replace Receptionist with Customer Service Advisors	Option 1 – Replace Receptionists with Customer Service Advisors
P5. Remove Bookstart Coordinator	Option 2 - Retain .5 FTE to complete Bookstart duties. This carries a budget pressure of £13,655 to be funded from the Book Fund and CYPS
P6. Implement a new library system	P6 Option 1 - This decision has already been agreed

Fig 5 Recommendations Matrix

There will be no compulsory redundancies as a result of these proposals.

The Executive are asked to:

- **Approve the recommendations as set out in the table above**

In considering the Report and deciding whether to accept the recommendations the Executive are required to have regard to the Public Sector Equality Duty under the Equality Act 2010. In order to satisfy this duty the Executive must consider the potential impacts identified in the EIAs and the consultation responses which are appended to this Report. Where reasonable and appropriate mitigation measures have been proposed which will offset either wholly or in part the impacts identified. Where mitigating measures are not proposed, countervailing factors, namely the significant budgetary pressures facing the Council and the need to make improvements and efficiencies to the service are considered to provide justification for the measures proposed.

In light of the results of the consultation a number of changes have been made to the proposals and in particular the number of retained staff in Urmston and an additional .5 Library Manager. Whilst opposition has been expressed in relation to the proposals for extending the use of volunteers across all Trafford libraries, the Executive should also be mindful of the following factors in reaching a decision:

- I. The significant proportion of residents who supported the concept of helping to deliver Council services in previous budget consultation, with libraries raised as a specific service where residents considered they could assist
- II. The successful experience of using volunteers at Hale and Old Trafford libraries
- III. The support from 36% of respondents to the public consultation in relation to the proposals for extending the use of volunteers across all Trafford libraries
- IV. The 49 residents who have indicated an interest in volunteering in libraries as a part of the consultation
- V. The significant financial pressure facing the Council and the need to make savings whilst also seeking to protect front line services
- VI. Alternative options undertaken by other local authorities including the closure of libraries
- VII. The library service to residents in Trafford will not be reduced

Key Decision

This is a key decision currently on the Forward Plan: Yes

Finance Officer Clearance ID.....
Legal Officer Clearance JLF.....

CORPORATE DIRECTOR'S SIGNATURE



.....

To confirm that the Financial and Legal Implications have been considered

Table of Savings Proposals

	Proposal Taken Forward						Proposals Rejected							Total Savings option 1 + option 2 + option 3 + option 6
	Proposal 1 Additional volunteers across all libraries	Proposal 2 Relocate Greatstone library	Proposal 3 Reduce management at Woodsend Partington Lostock Davyhulme & Altrincham	Proposal 4 Replace receptionists with Customer Service Advisors	Proposal 5 Remove Bookstart Coordinator	Proposal 6 Implement new library Management system	Proposal 7 Remove Library Service support from Toy Library	Proposal 8 Close Bowfell library	Proposal 9 Close Lostock library	Proposal 10 Close Davyhulme library	Proposal 11 Close Woodsend library	Proposal 12 Close Coppice library	Proposal 13 Transfer remaining libraries to a Trust	
Saving	£189,979 ¹	£4,874	£57,523	£0	£27,310 ³	£28,443 ⁴	£24,528	£6,160	£63,281	£63,602	£98,354	£182,486	£165,724	£280,819 ¹
Staff impact	-10.75			2	-1		-1		-1	-1.59	-1.6	-7.14	41.5	
Management impact			-2						-1	-0.7	-0.5	-1	7	
Training impact	+1													
Staff consultation														
Public consultation														
Partner consultation														
Sensitivity	Med	Low	Low	Low	Med	Low	Med	Med	High	High	High	High	Med	Med
Legal Implications	Med	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low	Med	Med
EIA														
Comments	This option has medium risk which will be mitigated by only replacing staff through natural attrition	Greatstone is close to the Town Hall and will relocate when the Town Hall reopens	This option has little impact on the customer	This will improve customer service at the Town Hall	The savings are in CYPS as this is a commissioned service	This will deliver customer service improvements from 2013 and cost savings from 2014		Bowfell is close to Urmston library	Lostock library is within walking distance of Urmston library	Davyhulme library is within walking distance of Urmston library	Woodsend is within walking distance of Urmston but on the NW edge of the Borough	Coppice is not in a town centre & residents shop at Sale which is within walking distance	This saving is delivered through a business rate relief	
Year 1 Saving	£73,653 ²	£4,874	£57,523											£136,050
Year 2 Saving	£116,326					£28,443								£144,769

¹ This is a 2 year saving and includes the cost of an additional trainer

² This includes the £27,500 cost of an additional trainer

³ This was a commissioned service from CYPS and their savings is £27,310

⁴ This will be delivered from Year 2 onwards

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Trafford Libraries

Post Consultation Report

February 2013

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1.0 Introduction

- 1.1 This paper reports on the outcomes of the Libraries public consultation and provides options and recommendations for the Councils Executive to consider.
- 1.2 Trafford Library Service provides a number of services from 14 libraries across the Borough. There were more than 1,100,000 visits to Trafford libraries last year and over 850,000 books were issued

In previous public consultation, residents have said that they wanted to see volunteers used to help deliver Council services and the Library Service was frequently mentioned as one of those where volunteers could help out.

During the current difficult financial climate, as a result of lower levels of funding, Trafford Library Service has had to reduce costs and one way that this has been achieved without closing libraries or reducing opening hours has been by introducing volunteers into Hale and Old Trafford libraries, supporting the loan of books.

This has proved to be a real success in both Old Trafford and Hale Libraries. Hale in particular has been over subscribed for volunteers (over 30 have come forward).

Following the success of this approach and in order to avoid closing any libraries or reducing opening hours, it was proposed to extend the use of volunteers across all libraries.

We also proposed to move Greatstone library in Stretford Leisure Centre into the refurbished Town Hall which will improve the service available to customers.

The proposals were outlined in a consultation titled Looking Forward, Options for the future of Trafford Libraries.

- 1.3 Trafford Council undertook an extensive public consultation on the proposals contained within Looking Forward, Options for the future of Trafford Libraries..

The 12 week public consultation period ran from October 22nd 2012 until January 14th 2013.

It was undertaken through the following formats:

- A letter and consultation document was sent to every active user of Greatstone library

- A consultation document was available in hard copy, primarily in libraries

- A questionnaire was available on-line

- 1.4 A total of 700 questionnaires were sent directly to active users of Greatstone library. In total, the Consultation received 399 responses from the public.
- 1.5 Equality Impact Assessment documents were prepared to accompany each of the recommendations associated with the Consultation.

- 1.6 Consultation with staff was also undertaken. The staff consultation was part of Trafford's wider consultation with all staff potentially affected by various budget proposals. The formal consultation period for staff started on 15th October 2012 and concluded on 14th January 2012. In total, the Consultation received 66 responses from the public.
- 1.7 The key outcomes to the proposals from the Public and Staff Consultations are shown for each proposal within this report.
- 1.8 The responses received and views expressed during the consultation have been carefully considered and taken into account in the recommendations to deliver a comprehensive and efficient library service.

2.0 Purpose and scope of the public consultation

- 2.1 The purpose of the Libraries public consultation was to engage people who live, work or study in Trafford in understanding and providing feedback on the proposed changes to the way in which library services are delivered in the Borough.
- 2.2 The public consultation took place over 12 weeks (22nd October 2012 – 14th January 2013) and its purpose was to investigate public opinion on the following proposals:

To use volunteers across all libraries
Transfer Greatstone Library to the Town Hall

In addition respondents could add further comments on the library service

3.0 Methodology

- 3.1 Access Trafford Libraries outlined various proposals to meet the required savings as part of the wider Council spending challenge. The service entered into a 12 week public consultation period on 22nd October 2012 and this concluded on 14th January 2013.
- 3.2 A wide range of approaches were used to capture public response to the Library Review:

A letter outlining the proposals and a copy of Looking Forward was sent to 700 active users of Greatstone library

All consultation documentation including the questionnaire was available on Trafford Council's website <http://www.trafford.gov.uk/librariesconsultation>

An email address was provided for any requests for information.

The questionnaire 'Looking Forward' outlined both proposals and asked for feedback on each one. In addition people could give general feedback about library services

Hard copy of all the documentation was available at all Trafford Libraries and other Council buildings

Alternative formats and languages of background documentation were available on request

The Staff consultation on the proposals ran for 13 weeks from 15th October 2012 until 14th January 2014. Staff accessed this via the Access Trafford pages on the Intranet

Discussions with Trafford Leisure Trust because of Greatstone library being located in Stretford Leisure Centres

- 3.3 A phone number and text link was also provided to enable people to discuss the proposals should they wish to.
- 3.4 There were no requests to hold a public meeting as part of the consultation

4.0 Consultation Feedback

4.1 Response Rate

The 'Looking Forward' questionnaire was made available on the Trafford Council web site throughout the consultation period and printed copies were available at all libraries and on request. Over 700 copies were posted to active users of Greatstone library.

The public could also email any questions they had to a specific email address which was checked daily. There was also a phone number in case people wanted to talk about the proposals.

399 public responses to the 'Looking Forward' consultation were received.

4.2 Public Consultation

People were asked to give their view on each proposal and provide additional comments. There was also the opportunity to give more general comments. These views and number of comments are shown in Fig 1 below.

Answer Given	Use Volunteers across all libraries		Transfer Greatstone Library to the Town Hall		Any Other Comments
	Views	Comments	Views	Comments	
Strongly support	56 15%	16	55 15.1%	11	8
Tend to support	77 20.6%	44	56 15.3%	25	19
No views either way	25 6.7%	4	107 29.3%	7	4
Tend to oppose	54 14.4%	38	29 7.9%	18	14
Strongly oppose	151 40.4%	96	65 17.8%	50	48
Don't know	11 2.9%	8	53 14.5%	5	5
		206		116	98

Fig 1 Public Response to Proposals Overview (Volume of answers, % and number of comments)

4.3 Staff Consultation

All Access Trafford staff were given the opportunity to comment on the proposals via a questionnaire on the Access Trafford intranet.

A total of 66 submissions were received with 118 separate comments on the proposals. This is covered in more detail in a Staff Consultation Report.

4.4 Breakdown by Equality Streams

Those who responded to the questionnaire were asked to provide equalities profile information. Where available the information from the 2001 Census has been included to show how representative the respondents were. The results are below:

4.4.1 Libraries used

Respondents were asked which libraries they used, in some cases people used more than one library hence the overall percentage is greater than 100%.

Libraries Used		
Altrincham	92	23.2%
Bowfell	16	4%
Coppice	36	9.1%
Davyhulme	59	14.9%
Greatstone	45	11.4%
Hale	46	11.6%
Lostock	12	3%
Old Trafford	23	5.8%
Partington	23	5.8%
Sale	90	22.7%
Stretford	85	21.5%
Timperley	44	11.1%
Urmston	147	37.1%
Woodsend	50	12.6%
Home Library Service	2	.5%
Talking Book Service	3	.8%
Non Trafford	35	8.8%
None	2	.5%

Fig 2 Which Library do you use?

4.4.2 Gender

Stating gender was not a requirement of the consultation and 22.8% failed to provide this information.

The response was greater from females than males and the proportion was greater than shown in the 2001 Census. However, this does reflect library usage as more females use libraries than males.

Gender			% of Stated	2001 Census
Male	109	27.3%	35.4%	49%
Female	199	49.8%	64.6%	51%
Not Stated	91	22.8%		

Fig 3 What is your gender?

4.4.3 Disabilities

Stating a disability was not a requirement of the consultation and 13% failed to provide this information.

The response of 13.5% stating a disability is slightly below the 18% of the 2001 Census.

*Please note, as some customers have more than 1 disability the individual disabilities add up to more than the disability total.

Disabilities			% of Stated	2001 Census
Mobility (getting around)	32	8%	9.2%*	
Using hands/fingers	6	1.5%	1.7%*	
Hearing	14	3.5%	4%*	
Eyesight	11	2.7%	3.2%*	
Learning	0	0%	0%*	
Any Disability	47	11.8%	13.5%	18%
None	300	75.2%	86.5%	82%
Not Stated	52	13%		

Fig 4 Do you have a disability?

4.4.4 Ethnicity

Stating ethnicity was not a requirement of the consultation, however only 11.5% failed to provide this information.

The response of 10.8% stating an ethnic origin other than white British is more than the 8.4% of the 2001 Census.

Ethnicity			% of Stated	2001 Census
White British	315	78.9%	89.2%	91.6%
Other White Background	10	2.5%	2.8%	8.4%
Asian/Asian British	8	2%	2.3%	
Black/African/Caribbean/Black British	7	1.7%	2%	
Chinese	2	.5%	.6%	
Mixed ethnic origin	5	1.2%	1.4%	
Other origin	6	1.5%	1.7%	
Not Stated	46	11.5%		

Fig 5 Ethnicity of Users

4.4.5 Age

Stating age was not a requirement of the consultation, however only 6.7% failed to provide this information.

The 65+ age group are over represented compared to the 2001 Census and the under 16 age group are under represented. This could be due to parents completing the consultation on behalf of the family.

Age			% of Stated	2001 Census
Under 16	7	1.7%	1.9%	20%
16-24	7	1.7%	1.9%	64%
25-44	115	28.8%	30.9%	
45-64	135	33.8%	36.3%	
65+	108	27%	29%	16%
Not Stated	27	6.7%		

Fig 6 Age of Users

5.0 Proposal 1 – Use of volunteers in all libraries

5.1 Proposal

The proposal is to extend the use of volunteers across all libraries to support the book lending element of the Library Service.

Access to Council Services in libraries would still be provided by Customer Service Advisors in the same way that we do at Hale and Old Trafford.

We propose to train and introduce volunteers in all of our libraries on a phased basis.

We do not intend to make any staff redundant with volunteers introduced as they are trained and as staff leave through natural turnover.

We would provide an additional trainer to ensure volunteers were properly trained.

We would seek the following number of volunteers at each library.

Library	Number of volunteers required
Altrincham	10
Coppice	10
Davyhulme	5
Lostock	5
Partington	5
Sale	15
Stretford	10
Timperley	15
Urmston	15
Woodsend	5
Total	95

Fig 7 Proposed number of volunteers

5.2 Proposed Savings

The saving associated with the proposal was £73,653 in the first year and £116,326 in the second year. The saving takes into account the cost of an additional trainer to train volunteers.

5.3 Background

Earlier this year we introduced volunteers at Hale and Old Trafford libraries to assist in the running of the book lending service. Sufficient Customer Service Advisor (CSA) roles were retained at Hale Library and Old Trafford Library to support volunteers and deliver other Council Services.

The Council still support the libraries with staff and management and by buying and maintaining the stock, maintaining the buildings and providing training volunteers. Volunteers maintain the book lending part of the library service and activities, thereby enabling the libraries to remain open.

Trafford staff are still be available to deal with Council enquiries such as council tax and benefits, waste and recycling, blue car badges and pest control.

Hale library soon became oversubscribed for volunteers and there is currently a waiting list of 10. A successful launch event was held at Hale Library on 5 July 2012.

There are now 12 volunteers helping at Old Trafford library. A volunteer at Old Trafford library has successfully applied for a staff role as a Customer Service Advisor in the Library Service. This demonstrates the opportunity for a route to employment offered by volunteering. Another volunteer has taken the initiative to promote Asian fiction in Old Trafford library

5.4 Consultation Responses / Submissions

5.4.1 Public

Fig 8 below shows the answers given to the proposal to use of volunteers across all libraries. This is split by the volume and % of support for the proposal and shows the number of additional comments received and their categorisation e.g. supportive / unsupportive and the % of responses:

	Response Count	Response %	Additional Comments
Strongly Support	56	15%	11
Tend to support	77	20.6%	25
No views either way	25	6.7%	7
Tend to oppose	54	14.4%	18
Strongly oppose	151	40.4%	50
Don't know	11	2.9%	8
Skipped the question	25		
Total responses	399		

Fig 8 Use of volunteers across all libraries response count and % of responses.

Of the 374 responses to this proposal 35.6% were either strongly supportive or tended to support the proposal and 54.8% strongly opposed or tended to oppose the proposal. The overall result from the public was that they were on balance not supportive of this proposal.

During the consultation 49 people have indicated that they would consider becoming a volunteer at the Libraries.

Fig 9 below shows the number of results split by the library used.

Comment Categorisation	Strongly Support	Tend to Support	No Views Either Way	Tend to Oppose	Strongly Oppose	Don't Know	Totals

Altrincham	19	21	4	13	27	4	88
Bowfell	0	3	0	1	9	1	14
Coppice	7	6	1	7	13	0	34
Davyhulme	4	18	4	7	18	4	55
Greatstone	3	11	2	10	17	1	44
Hale	13	8	2	4	15	2	44
Lostock	1	2	1	1	5	1	11
Home Library	1	0	0	0	0	0	1
Outside Trafford	6	9	2	4	10	1	32
Old Trafford	6	3	1	4	8	0	22
Partington	2	3	4	1	10	1	21
Sale	11	16	3	11	40	2	83
Stretford	9	16	6	9	39	2	81
Timperley	7	14	3	6	11	1	42
Urmston	7	27	8	19	74	3	138
Woodsend	1	10	3	12	18	0	44
Totals	97	167	44	109	314	23	754
Total that answered the question	56	77	25	53	150	11	372

Fig 9 Breakdown of support by library used by number of respondents

As can be seen in Figs 10 above, the opposition to the proposal is higher at Urmston.

As well as an objective question residents were able to provide additional comments. There were 213 comments and they have been grouped and answered as follows;

Number of comments	Theme of comment	Council response
95	Volunteers are detrimental to the service and professionalism	Staff will be retained to answer customer service enquiries and

		volunteers will be trained. This has not been an issue in either Hale or Old Trafford where volunteers are already in place
39	Volunteers are good if they keep libraries open	The basis for proposing the use of volunteers was to keep all of the libraries open
24	Concern over staff redundancies	No front line staff will be made redundant and volunteers will only be used where staff have left
24	Ok if an addition to staff and no staff redundancies	There will always be a member of staff in a Library to answer customer enquiries and no front line staff will be made redundant
20	Other	The responses given could not be grouped
9	Volunteers are unreliable	It is accepted that volunteers are unlikely to be as reliable as paid staff but this has not been an issue in either Hale or Old Trafford libraries
5	Find savings in other ways eg raise council tax	The Executive is not minded to raise Council Tax and alternatives to using volunteers were also proposed and rejected as this would have meant closing libraries as some other authorities have done.

Fig 10 Additional respondent comments

5.4.2 Staff

The majority of staff (69%) were against the proposal.

Do you agree with the proposal	Response Count	Response %
Yes	13	22.4%
No	40	69%
Don't know	5	8.6%

Fig 11 Staff Response

5.5 Trafford Council's Response and Recommendation

5.5.1 Options

Option 1 - Continue with the proposals as outlined in the consultation document i.e. extend the use of volunteers across all Trafford libraries

Option 2 – Maintain 1 additional Customer Service Adviser in Urmston.

Option 3 - Maintain 1 additional Customer Service Adviser in Urmston and transfer a further .5 Customer Service Adviser from Sale to Urmston library.

Option 4 – No changes to current operational model

5.5.2 Recommendation

Prior to this consultation all options for saving money in the Library service were considered and the only alternative to extending the use of volunteers was to close some libraries.

In light of the results of the consultation it is recommended that changes are made to the proposal for the number of staff retained at Urmston library. Whilst opposition has been expressed in relation to the proposals, the Executive should also be mindful of the following factors in reaching a decision:

- I. The successful experience of using volunteers in Hale and old Trafford
- II. The support from 35.6% of residents in relation to the proposals to use volunteers in all libraries
- III. The 49 residents who have indicated an interest in volunteering in libraries as a part of the consultation
- IV. The significant financial pressure facing the Council and the need to make savings whilst also seeking to protect front line services
- V. Alternative options undertaken by other local authorities including the closure of libraries
- VI. Service to residents will not be reduced

It is therefore recommended that **Option 3** be pursued, this would result in an additional 1.5 Customer Service Advisers being available in Urmston. This option takes into account the consultation feedback and concerns raised over the level of concern from users of Urmston library.

The cost of this option will be covered from disestablishing a vacant Customer service Adviser post from elsewhere in Access Trafford

In addition the Council will work in collaboration with the Citizens Advice Bureau (CAB) to provide a Video Link from Old Trafford library and one other, possibly Coppice, in 2013. The CAB has secured Lottery funding for this pilot. This will be used to pilot the technology and assess its usability and customer acceptance.

This will mitigate the potential issue of a member of staff not being available or able to answer a customer enquiry.

5.5.3 Savings

The initial proposal provided a saving target of £189,979 and the revised proposal will deliver the same saving.

5.5.4 Equality Impact Assessment

An initial Equality Impact Assessment was carried out prior to the consultation and a more detailed EIA has been carried out on the recommendation. This can be found in Appendix B.

5.5.5 Mitigation

A detailed plan will be confirmed for how volunteers will be recruited, trained and phased in over the next 2 years.

The Council will work in collaboration with the Citizens Advice Bureau (CAB) to provide a Video Link from Old Trafford library and one other, possibly Coppice, in 2013. The CAB has secured Lottery funding for this pilot. This will be used to pilot the technology and assess its usability and customer acceptance.

5.5.6 Implementation

Should the recommended approach be approved a detailed plan for how volunteers will be recruited, trained and phased in will be prepared. Those who have expressed an interest in volunteering through the consultation will be contacted to confirm their interest.

6.0 Proposal 2 – Transfer Greatstone Library to the Town Hall

6.1 Proposal

The proposal is to transfer the Library in Stretford Leisure Centre (Greatstone Library) to the Town Hall

Moving the service to the Town Hall will provide customers with an improved service that will include access to Customer Service Advisors (none are currently present at Greatstone) who can answer any customer enquiries.

The Town Hall is less than 500 metres from the Leisure Centre so should cause no disruption for customers who use the library there.

6.2 Background

Greatstone Library is a small self service library located within Stretford Leisure Centre. Of those customers that use Greatstone library 40% also visit another library.

The refurbished Town Hall opens in the spring of 2013 and will include an area for a small lending library.

6.3 Consultation Responses/ Submissions

6.3.1 Public

Fig 12 below shows the answers given to the proposal to transfer Greatstone library to the Town Hall. This is split by the volume and % of support for the proposal and shows the number of additional comments received and their categorisation e.g. supportive / unsupportive and the % of responses:

	Response Count	Response %	Additional Comments
Strongly Support	55	15.1%	11
Tend to support	56	15.3%	25
No views either way	107	29.3%	7
Tend to oppose	29	7.9%	18
Strongly oppose	65	17.8%	50
Don't know	53	14.5%	5
Skipped the question	34		
Total responses	399		

Fig 12 Transfer Greatstone library to the Town Hall. Response count and % of responses.

Of the 365 responses to this proposal 30.4% were either strongly supportive or tended to support the proposal and 25.7% strongly opposed or tended to oppose the proposal. The overall result from the public was that they were supportive of this proposal.

As well as an objective question residents were able to provide additional comments. There were 120 comments and they have been grouped and answered as follows;

Number of comments	Theme of comment	Council response
48	Disagreed that the library should	Whilst there were more

	transfer to the Town Hall	comments against moving the library most respondents to the question were in favour of the proposal
23	Agreed that the library should transfer to the Town Hall	This supports the proposal
21	Didn't know enough about the library and didn't use Greatstone	There are no amendments to the proposal as most comments were from residents who did not use Greatstone Library
17	Other	The responses given could not be grouped
9	Agreed that the library should transfer to the Town Hall but with some reservations	This supports the proposal
3	Close Greatstone or another library	Closing libraries was rejected

Fig 13 Additional respondent comments

6.3.2 Staff

The majority of staff were in favour of the proposal to transfer the library from Greatstone to the Town Hall

Do you agree with the proposal	Response Count	Response %
Yes	49	83.1%
No	4	6.8%
Don't know	6	10.2%

Fig 14 Staff Response

6.4 Trafford Council's Response and Recommendation

6.4.1 Options

Option 1 - Transfer the library from Greatstone to the Town Hall

Option 2 - Retain Greatstone library

6.4.2 Recommendation

In light of the results of the consultation it is recommended that **Option 1** is progressed and the Greatstone library service is transferred from Stretford Leisure Centre to the Town Hall as soon as possible.

6.4.3 Savings

The proposed saving of £4,874 will be delivered

6.4.4 Equality Impact Assessment

An initial Equality Impact Assessment was carried out prior to the consultation and a more detailed EIA has been carried out on the recommendation. An overview of the Equality Impact Assessment can be found in Appendix B.

6.4.5 Mitigation

Arrangements will be made to offer the Home Library service to any applicable customers who cannot access the Town Hall

6.4.6 Implementation

The service will be transferred to the Town hall as soon as possible after the refurbished Town hall reopens.

7.0 Any Other Comments

A section was included in the consultation questionnaire that gave respondents an opportunity to add any other comments. In total 102 additional comments were made. The following headings cover the theme of most comments.

7.1 Retain professional staff

This was a theme from the consultation last year and was addressed by retaining additional staff in Hale and Old Trafford libraries. As the same model is being used for all other libraries the concern is mitigated.

7.2 Heart of the community

The current proposals ensure that all Trafford libraries remain open and 95% of residents are within 1 mile of their local library and 99% within 2 miles.

7.3 Libraries should not close

The recommendation ensures that no library will close.

7.4 Volunteers should not replace staff

The recommendation is that volunteers will be phased in and no front line staff will be made redundant as a result of the proposals

7.5 Access to other services

The recommendation ensures that sufficient staff will be available to deliver other Council services.

8.0 Recommendations Summary

8.1 Options and Recommendations

The responses received and views expressed during the consultation have been carefully considered and taken into account in the recommendations to deliver a comprehensive and efficient service within the libraries.

The following table shows the options and recommendations for the Library Consultation:

Proposal	Options	Recommendation
P1. Use volunteers in all libraries	<p>Option 1 - Continue with the proposals as outlined in the consultation document i.e. extend the use of volunteers across all Trafford libraries</p> <p>Option 2 – Maintain 1 additional Customer Service Adviser in Urmston.</p> <p>Option 3 - Maintain 1 additional Customer Service Adviser in Urmston and transfer a further .5 Customer Service Adviser from Sale to Urmston library.</p> <p>Option 4 – No changes to current operational model</p>	Option 3 – Continue with the proposal to implement volunteers in all libraries but maintain 1 additional Customer Service Adviser in Urmston and transfer a further .5 Customer Service Adviser from Sale to Urmston library.
P2. Transfer Greatstone library to the Town Hall	<p>Option 1 – Transfer Greatstone Library to the Town Hall</p> <p>Option 2 – Retain Greatstone library</p>	Option 1 - Transfer the library from Greatstone to the Town Hall as soon as it reopens

Fig 15 Summary of Options

8.2 Cost Benefit of Recommendations

The following table shows that there are no changes to the original savings based on the changes made in the proposals outlined in 8.1

Proposal	2013/14 Consultation Report Saving	Proposed Saving
1. Use volunteers in all libraries	£189,979	£189,979
2. Transfer Greatstone library to the Town Hall	£4,874	£4,874
Totals	£194,853	£194,853

Fig 16 Cost Benefit of Recommendations

9.0 Conclusion

To conclude, it is recommended that the Council Executive reviews and approves the preferred options highlighted in this report.

10.0 Appendices

Appendix A: Consultation Document




TRAFFORD COUNCIL

INTRODUCTION

Trafford Library Service provides a number of services from 14 libraries across the Borough. There were more than 1,100,000 visits to Trafford libraries last year and over 850,000 books were issued.

In previous public consultation, residents have said that they wanted to see volunteers used to help deliver Council services and the Library Service was frequently mentioned as one of those where volunteers could help out.

During the current difficult financial climate, as a result of lower levels of funding, Trafford Library Service has had to reduce costs and one way that this has been achieved without closing libraries or reducing opening hours has been by introducing volunteers into Hale and Old Trafford libraries, supporting the loan of books.

This has proved to be a real success in both Old Trafford and Hale Libraries. Hale in particular has been over subscribed for volunteers (over 30 have come forward).

Following the success of this approach and in order to avoid closing any libraries or reducing opening hours, we intend to extend the use of volunteers across all libraries.

We also intend to move the library in Stretford Leisure Centre into the refurbished Town Hall which will improve the service available to customers.

The options are described in more detail below followed by a questionnaire where we would welcome your views.

2



TRAFFORD COUNCIL

IMPROVEMENTS TO SERVICES

A major improvement this year has been the introduction of eBooks, available from the Trafford Libraries website. We have also made a number of eBook Readers available to loan for anyone who cannot afford an eBook Reader or those who want to 'try before they buy.'

We have also removed the charge for the loan of audio books.

Over the next few months we will be working to implement a new library management system across all libraries. This will deliver an improved service and a financial saving as well as the opportunity for future development with other Greater Manchester Councils.



Proposals

The proposal in each area is highlighted in **bold**.

4

1.

Extend the use of volunteers across all libraries

Earlier this year we introduced volunteers at Hale and Old Trafford libraries to assist in the running of the book lending service. Sufficient Customer Service Advisor (CSA) roles were retained at Hale Library and Old Trafford Library to support volunteers and deliver other Council Services.

The proposal is to extend the use of volunteers across all libraries to support the book lending element of the Library Service.

Access to Council Services in libraries would still be provided by Customer Service Advisors in the same way that we do at Hale and Old Trafford.

We propose to train and introduce volunteers in all of our libraries on a phased basis.

We do not intend to make any staff redundant with volunteers introduced as they are trained and as staff leave through natural turnover.

We would seek the following number of volunteers at each library.

Library	Number of volunteers required
Altrincham	10
Coppice	10
Davyhulme	5
Lostock	5
Partington	5
Sale	15
Stretford	10
Timperley	15
Urmston	15
Woodhend	5
Total	95

Table 1

5

Appendix A: Consultation Document

CONSULTATION

8. It would help if you could provide some basic information about yourself.

Male
 Female
 Under 16
 16-24
 25-44
 45-64
 65+

Your postcode

Do you have a disability?

No
 Using hands/ fingers
 Eyesight
 Mobility (getting around)
 Hearing
 Learning

Which best describes your ethnic background?

White British
 Black/African/Caribbean/Black British
 Asian/Asian British
 Chinese
 Other White background
 Mixed ethnic origin
 Other origin

9. Would you be interested in volunteering in libraries?

If so please give your details below.


Name

Address

Email

Which Library you would like to volunteer in?

10


TRAFFORD COUNCIL

CONSULTATION

Please answer the questions below and provide any comments you have on the proposals outlined. The consultation will run from Monday 22nd October 2012 and closes on Monday 14th January 2013.

You can also access this questionnaire online at www.trafford.gov.uk/librariesconsultation. Alternatively you can hand it in to any Trafford Library or return to: Access Trafford Consultation, Sale Waterside, Sale M33 7ZF

1. Which library or library service do you use? Please tick all that apply

Altrincham
 Old Trafford
 Bowfell
 Partington
 Coppice
 Sale
 Davyhulme
 Stretford
 Greatstone
 Timperley
 Hale
 Urmston
 Lostock
 Woodsend
 Home Library Service
 Talking Book Service
 A library outside Trafford
 None

7

CONSULTATION

2. If you don't use a library please could you tell us why

3. How often do you use a library?

Every day
 Once a month
 More than once a week
 Once every few months
 Once a week
 Less often

4. Why do you use a library? Please tick all that apply

Borrow/ return books
 Find information
 Borrow/ return DVDs
 Local/ family history
 Borrow/return audio books
 Learning activity
 Use computers
 Children's events (Rhymetimes)
 Council services (blue car badge etc)
 Adult events (reading groups etc)
 Study/research
 Do homework

5. Have you ever used our online services? Please tick all that apply

Online renewals
 Local groups & Societies
 Online reservations
 Trafford Lifetimes (Local history)
 Online catalogue
 Recommend stock
 Book a PC
 Online reference sources
 Sign up for email notification
 Joined online

8

6. Please use the sections below to indicate your views and provide comments on each proposal –

Proposal 1 – Use of volunteers across all libraries

Strongly support
 Tend to oppose
 Tend to support
 Strongly oppose
 No views either way
 Don't know

Comments:

Proposal 2 – Transfer Greatstone Library to the Town Hall

Strongly support
 Tend to oppose
 Tend to support
 Strongly oppose
 No views either way
 Don't know

Comments:

7. Please use the box below to provide any other comments

9

Appendix B: Overview of Equality Impact Assessments

Potential negative impacts of initial budget proposals on certain services for some groups of service users have been identified, in particular, people from B.M.E. communities, disabled people, older people and women. The programme of consultation, resulting feedback and work with partners and providers has identified shared responses to mitigate risk and improve services and in some areas, initial proposals have been amended.

Name of E.I.A.	Contact person	Key Protected Groups likely to be affected/ experience adverse impact	Mitigation planned or risk
Use of volunteers across all libraries	Sarah Curran	Age, disability, gender and race	<p>Risks: Reduction in quality of service to vulnerable groups. Negative response to the proposal from current users of the service. Volunteer expenses.</p> <p>Mitigation: The libraries will remain open and all the services currently offered will be maintained, either by Council staff or volunteers. Consultation feedback has identified some areas where we need to manage the risk. This has resulted in a proposal for additional Council staff being retained at Urmston library Volunteers will be required to undergo a CRB check to ensure they comply with Council safeguards. Volunteers will undergo a training programme that will enable them to deliver library services such as shelving items returned to the library, reserving items for customers, dealing with customer's library accounts, booking customers onto People's Network computers, assisting with photocopier and printing. We will ensure that volunteers reflect the community, particularly with regard to language and culture. There will be opportunities for those who would benefit from the experience of volunteering, such as young people. We will be working with Pulse Regeneration to recruit volunteers and support staff. They will be assisting the council to provide value-added services to local residents and communities that respond to local need. Volunteers will be monitored to ensure an</p>

			acceptable standard is maintained
Transfer Greatstone library to the Town Hall	Sarah Curran	Age and disability	<p>Risks: Reduced hours of the Town Hall Library compared to Greatstone Location of Town Hall Library</p> <p>Mitigation: Analysis of usage of Greatstone Library shows that 72% of items were issued between 9-5pm which will be the opening hours of the Town Hall Library. For people who wish to access a library outside of these hours Stretford Library is 1.33 miles away and Old Trafford 1.7 miles There will be Customer Service Advisors at the Town Hall Library which will give greater accessibility to council services and advice than is the case at Greatstone There will be access to People's Network computers and printing/ photocopying facilities The Town Hall Library is less than 1/3 of a mile from the current Greatstone Library. We will ensure there is sufficient signposting to the new library.</p>

EQUALITY IMPACT ASSESSMENT - TRAFFORD COUNCIL

A. Summary Details		
1	Title of EIA:	Greatstone and Town Hall Libraries
2	Person responsible for the assessment:	Sarah Curran
3	Contact details:	912 2823 sarah.curran@trafford.gov.uk
4	Section & Directorate:	Access Trafford, T&R
5	Name and roles of other officers involved in the EIA, if applicable:	Mike Lewis, Director of Customer Services
B. Policy or Function		
1	Is this EIA for a policy or function?	Policy <input type="radio"/> Function <input checked="" type="radio"/>
2	Is this EIA for a new or existing policy or function?	New <input type="radio"/> Existing <input type="radio"/> Change to an existing policy or function <input checked="" type="radio"/>
3	What is the main purpose of the policy/function?	To transfer the current Greatstone library to the refurbished Town Hall. Greatstone Library is located within Stretford Leisure centre and as a result of budget reductions last year is currently unstaffed.
4	Is the policy/function associated with any other policies of the Authority?	No
5	Do any written procedures exist to enable delivery of this policy/function?	No

6	Are there elements of common practice not clearly defined within the written procedures? If yes, please state.	
7	Who are the main stakeholders of the policy? How are they expected to benefit?	<p>The public who use Greatstone Library</p> <ul style="list-style-type: none"> The main benefit will be access to staff who will be able to answer queries. Currently Greatstone Library is unstaffed <p>The Access Trafford staff at Trafford Town Hall</p>
8	How will the policy/function (or change/improvement), be implemented?	<ul style="list-style-type: none"> The proposal will be subject to a public consultation and the results fed into this EIA If the proposal is confirmed then the stock from Greatstone Library will be moved to the refurbished Town Hall during late March / early April 2013 Staff currently employed as Receptionists will be offered the chance to apply for a Customer Service Advisor role. Those who are successful will then undergo the necessary training Any staff not wishing to be considered for a Customer Service Advisor role will be able to apply for VR/VER.
9	What factors could contribute or detract from achieving these outcomes for service users?	<ul style="list-style-type: none"> The public being unwilling to visit the library in its new location Reduced hours of library availability
10	Is the responsibility for the proposed policy or function shared with another department or authority or organisation? If so, please state?	No

C. Data Collection		
1	What monitoring data do you have on the number of people (from different equality groups) who are using or are potentially impacted upon by your policy/ function?	All library customers are asked to give equalities data when they join but all not all do so. The data provided relates to customers who have used the libraries in the last 12 months
2	Please specify monitoring information you have available and attach relevant information*	Please see Appendix 1
3	If monitoring has NOT been undertaken, will it be done in the future or do you have access to relevant monitoring data?	

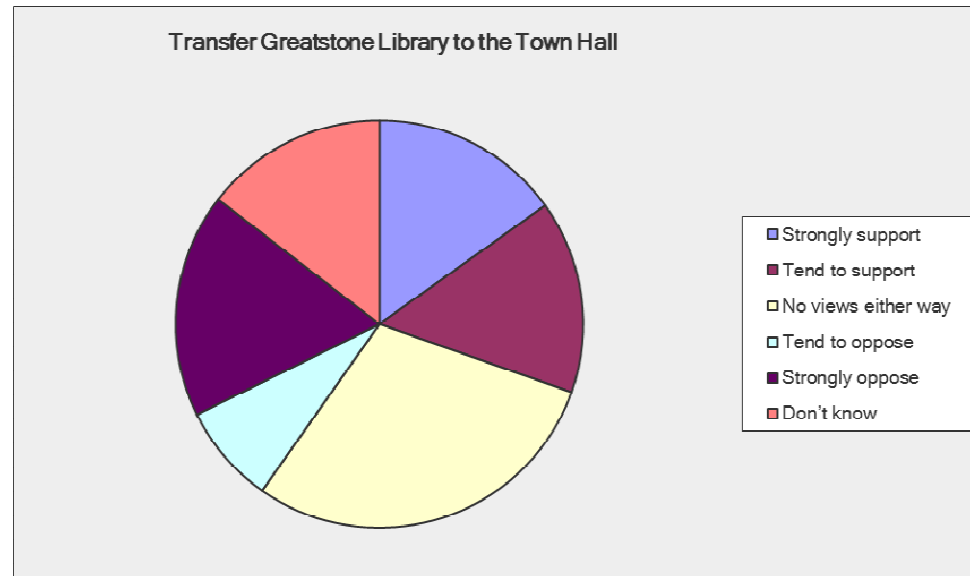
*Your monitoring information should be compared to the current available census data to see whether a proportionate number of people are taking up your service

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D. Consultation & Involvement		
1	Are you using information from any previous consultations and/or local/national consultations, research or practical guidance that will assist you in completing this EIA?	A public consultation was carried out from 5 th December 2011 until 5 th March 2012 on a number of points but it included the proposal to withdraw staffing from Greatstone Library and make it fully self service.
2	Please list any consultations planned, methods used and groups you plan to target. (If applicable)	<p>Public Consultation</p> <ul style="list-style-type: none"> Public consultation across all libraries via paper copies and online. This commenced on 15th October 2012 and concluded on 14th January 2013 An email address was be available for customers and staff to use for any queries – libraries@trafford.gov.uk

- A phone line was available for any queries – 912 3189
- We were not required to visit Neighbourhood Forums
- We consulted with staff

At the end of the consultation process there had been 399 responses from the public and 365 people completed the section on the proposal to relocate Greatstone into the Town Hall. There were 120 comments on the proposal



Proposal 2 - Transfer Greatstone Library to the Town Hall

Answer Options	Response Percent	Response Count
Strongly support	15.1%	55
Tend to support	15.3%	56
No views either way	29.3%	107
Tend to oppose	7.9%	29
Strongly oppose	17.8%	65

Don't know	14.5%	53
<i>answered question</i>		365

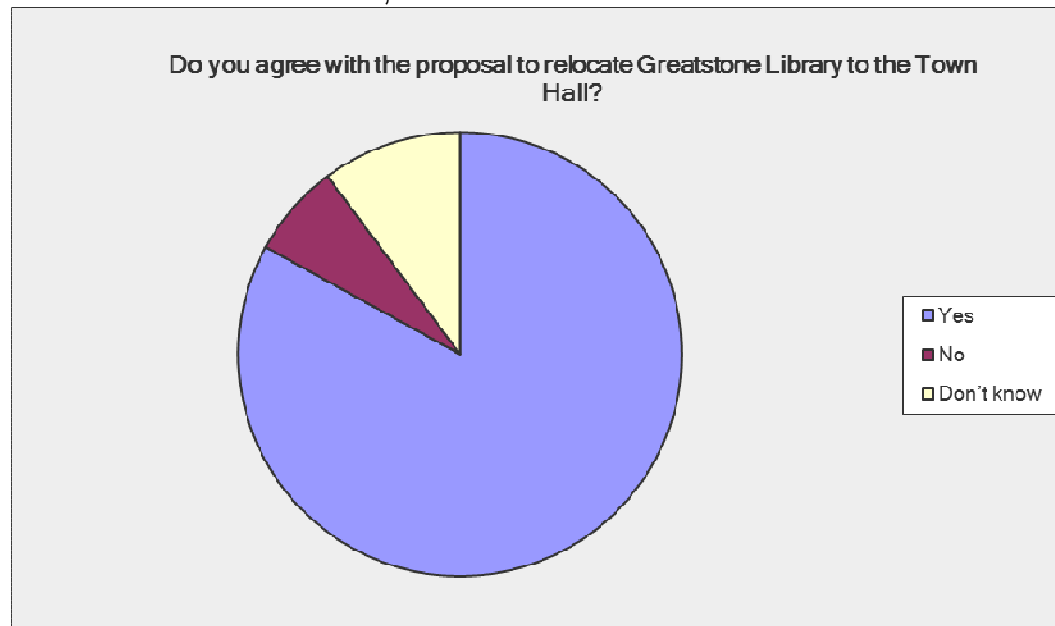
Comments included;

“I think the library needs an adult present or there is a tendency for it to turn into a place for youngsters to hang out, as there is little else on offer for them”

“Preferable to being unstaffed though concerns re lack of Saturday opening and parking facilities at the Town Hall”

Staff Consultation

Staff were also consulted on this option and the results from that consultation are below;



Do you agree with the proposal to relocate Greatstone Library to the Town Hall?		
Answer Options	Response Percent	Response Count
Yes	83.1%	49
No	6.8%	4
Don't know	10.2%	6
<i>answered question</i>		59
<i>skipped question</i>		7

Staff comments included;

“I think this proposal is a really good initiative, the borrowers visiting the new library will have a much better experience and personal assistance if they require it”

“Good use of resources”

3	**What barriers, if any, exist to effective consultation with these groups and how will you overcome them?	<p>We do not consider there to be any barriers consulting with the above groups.</p> <p>The number of responses in the previous consultation in 2011/12 was proof that customers had enough choice in how to contribute to the consultation and we replicated that choice.</p>
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***It is important to consider all available information that could help determine whether the policy/ function could have any potential adverse impact. Please attach examples of available research and consultation reports*

E: The Impact – Identify the potential impact of the policy/function on different equality target groups

The potential impact could be negative, positive or neutral. If you have assessed negative potential impact for any of the target groups you will also need to assess whether that negative potential impact is high, medium or low

	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Gender – both men and women, and transgender;			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
Pregnant women & women on maternity leave		Low		<ul style="list-style-type: none"> • Pregnant women and women on maternity leave will be able to access the services as at present. However those women who visit the library after attending ante-natal swimming classes and classes with young babies will have slightly further to travel
Gender Reassignment			√	We have considered the nature

				of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
Marriage & Civil Partnership			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
Race- include race, nationality & ethnicity (NB: the experiences may be different for different groups)			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited

Disability – physical, sensory & mental impairments		Low		Reduced opening hours New location
Age Group - specify eg; older, younger etc)		Low		New location
Sexual Orientation – Heterosexual, Lesbian, Gay Men, Bisexual people			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
Religious/Faith groups (specify)			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited

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As a result of completing the above what is the potential negative impact of your policy?

High

Medium

Low x

F. Could you minimise or remove any negative potential impact? If yes, explain how.

Race:	<ul style="list-style-type: none"> • There will be greater accessibility to council services than at present as the Town Hall library will be staffed
Gender, including pregnancy & maternity, gender reassignment, marriage & civil partnership	<ul style="list-style-type: none"> • We will be able to offer Storytimes and Rhymetimes to parents of babies and young people which is currently not the case at Greatstone Library
Disability:	<ul style="list-style-type: none"> • There will be greater accessibility to council services than at present as the Town Hall library will be staffed • One member of staff has gained a BSL qualification • Customers wishing to use a library outside of this hours will be able to visit Stretford Library which is 1.3 miles away or Old Trafford Library which is 1.7 miles away
Age:	<ul style="list-style-type: none"> • All services will be accessible as they are now, however, if necessary older customers can be referred to the Home Library Service or Talking Book Service • Younger customers will benefit from having staff available to help answer any homework queries and photocopying/ printing facilities • The library opening hours at the Town Hall Library will not be as long as they currently are at Greatstone but online reference sources are available to use outside of normal opening hours. Analysis of issue figures show that 72% of items were issued between 9am and 5pm, which will be the new opening times of the Town Hall library. • Customers wishing to use a library outside of this hours will be able to visit Stretford Library which is 1.3 miles away or Old Trafford Library which is 1.7 miles away

		<ul style="list-style-type: none"> • There will be some visitor car parking at the Town Hall • Over 40% of customers who use Greatstone Library also use another library in Trafford
Sexual Orientation:		N/A
Religious/Faith groups:		N/A
Also consider the following:		
1	If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for a particular equality group or for another legitimate reason?	The proposals should overall give a better quality of service as trained Customer Service Advisors and there more facilities will be available to customers. These include People's Network computers, printing and photocopying.
2	Could the policy have an adverse impact on relations between different groups?	N/A
3	If there is no evidence that the policy <i>promotes</i> equal opportunity, could it be adapted so that it does? If yes, how?	

G. EIA Action Plan

Recommendation	Key activity	When	Officer Responsible	Links to other Plans eg; Sustainable Community Strategy, Corporate Plan, Business Plan,	Progress milestones	Progress
Complete public consultation		December 2012 – January 2103	Libraries Manager			Completed
Review submissions from public consultation	Submissions read	January 2013	Libraries Manager		Results published	
If proposal is accepted ensure that affected staff are informed of options	Meetings with affected staff	February 2013	Libraries Manager		Meetings with staff taken place	
Ensure those staff that want to become Customer Service Advisors are trained	Training plan put in place	February 2013 onwards	Service Support Manager		Staff are fully trained	

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Ensure library opens in Town Hall	Books and equipment moved	Late March / early April 2013	Libraries Manager		Library opens	
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Please ensure that all actions identified are included in the attached action plan and in your service plan.

Signed 
Lead Officer Sarah Curran
Date 17th January 2013

Signed 
Service Head Mike Lewis
Date 17th January 2013

Appendix 1

Equalities data for customers using Greatstone Library within the last 12 months

Gender

Male	759	42%
Female	1053	58%

Race

African	19	1%
Asian British	147	9%
Bangladeshi	9	1%
Black British	91	6%
Caribbean	19	1%
Chinese	12	1%
Chinese British	7	0%
Indian	37	2%
Other Asian Background	10	1%
Other Black Background	1	0%
Other Ethnic Background	11	1%
Other White Background	65	4%
Pakistani	77	5%
White and Asian	15	1%
White and Black African	15	1%
White and Black Caribbean	37	2%
White British	1019	63%
White Irish	29	2%

Disability

Hearing	2	15%
Mobility	2	15%
Other	4	31%
Sight	5	38%

Age

Under 5	126	3%
Junior	852	22%
13-15	335	9%
16-18	245	6%
Adult	2021	53%
60+	262	7%

Sexual Orientation

Data not available

Religion/ Faith

Data not available

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EQUALITY IMPACT ASSESSMENT - TRAFFORD COUNCIL

A. Summary Details		
1	Title of EIA:	Extend the use of volunteers across all Libraries
2	Person responsible for the assessment:	Sarah Curran
3	Contact details:	912 2823 sarah.curran@trafford.gov.uk
4	Section & Directorate:	Access Trafford, T&R
5	Name and roles of other officers involved in the EIA, if applicable:	Mike Lewis – Director of Customer Service
B. Policy or Function		
1	Is this EIA for a policy or function?	Policy <input checked="" type="checkbox"/> Function <input type="checkbox"/>
2	Is this EIA for a new or existing policy or function?	New <input type="checkbox"/> Existing <input type="checkbox"/> Change to an existing policy or function <input checked="" type="checkbox"/>
3	What is the main purpose of the policy/function?	To introduce volunteers across all libraries in Trafford
4	Is the policy/function associated with any other policies of the Authority?	Greater use of volunteers across the Authority
5	Do any written procedures exist to enable delivery of this policy/function?	<ul style="list-style-type: none"> • Volunteer library role and duties • Trafford Volunteering Strategy

6	Are there elements of common practice not clearly defined within the written procedures? If yes, please state.	No
7	Who are the main stakeholders of the policy? How are they expected to benefit?	<p>Customers using Trafford libraries</p> <ul style="list-style-type: none"> • No libraries will close as a result of using volunteers • all services will still be available to customers • a reduction in costs across the service <p>Staff working in the libraries</p> <ul style="list-style-type: none"> • There will be no redundancies as a result of this proposal
8	How will the policy/function (or change/improvement), be implemented?	<ul style="list-style-type: none"> • Trafford Council would still support the organisations by buying and maintaining the stock, maintaining the buildings and providing training to the volunteers. • Learning from the experience at Hale and Old Trafford libraries this proposal would be introduced on a phased basis over a two year period. • An extra Trainer will be recruited to help deal with the extra training that will be required. • We do not intend to make any staff redundant, introducing volunteers when staff have left through 'natural wastage'. • Once the minimum number of Customer Service Advisors has been reached we will stop recruiting volunteers and not go below the stated numbers for Customer Service Advisors. • Volunteers will be working alongside Trafford Library staff and will be subject to CRB checks (which are free of charge for volunteers) • Volunteers will be dealing with library related duties and enquiries, whilst Trafford Library staff will also be dealing with Council enquiries such as council tax and benefits

9	What factors could contribute or detract from achieving these outcomes for service users?	<ul style="list-style-type: none"> • Not enough volunteers coming forward • Some libraries in close proximity to each other may be trying to attract volunteers from the same catchment population e.g. Davyhulme and Urmston • Resistance to change • Objections from members of the community
10	Is the responsibility for the proposed policy or function shared with another department or authority or organisation? If so, please state?	Not currently, although meetings with Pulse Regeneration are taking place as part of their role as third sector leader for Trafford Council. This is with a view to Pulse taking some responsibility for the co-ordination and organisation of the volunteers within the libraries. The Libraries Manager is also on the Trafford Volunteer Steering Group

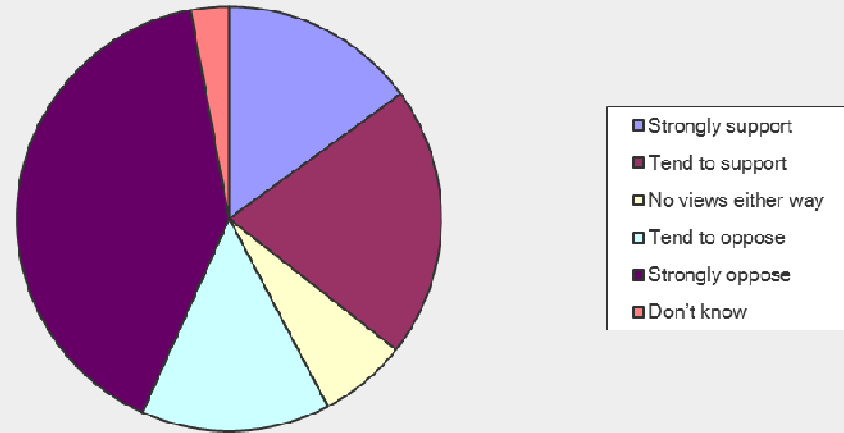
C. Data Collection

1	What monitoring data do you have on the number of people (from different equality groups) who are using or are potentially impacted upon by your policy/ function?	All library customers are asked to give equalities data when they join but not all do so. The data provided relates to customers who have used the libraries in the last 12 months
2	Please specify monitoring information you have available and attach relevant information*	Please see Appendix 1 for details
3	If monitoring has NOT been undertaken, will it be done in the future or do you have access to relevant monitoring data?	

**Your monitoring information should be compared to the current available census data to see whether a proportionate number of people are taking up your service*

D. Consultation & Involvement		
1	Are you using information from any previous consultations and/or local/national consultations, research or practical guidance that will assist you in completing this EIA?	A public consultation was carried out from 5 th December 2011 until 5 th March 2012 on a number of points but it included the proposal to introduce volunteers.
2	Please list any consultations planned, methods used and groups you plan to target. (If applicable)	<p>Public consultation</p> <ul style="list-style-type: none"> • Public consultation across all libraries via paper copies and online. This commenced on 15th October 2012 and concluded on 14th January 2013 • An email address was available for customers and staff to use for any queries – libraries@trafford.gov.uk • A phone line was available for any queries – 912 3189 • We were not required to visit Neighbourhood Forums • We also consulted with staff <p>At the end of the consultation process there had been 399 responses from the public and 374 people completed the section on the proposal to introduce volunteers across all libraries. There were 213 comments on the proposal</p>

Proposal 1 - Use of volunteers across all libraries



Proposal 1 - Use of volunteers across all libraries

Answer Options	Response Percent	Response Count
Strongly support	15.0%	56
Tend to support	20.6%	77
No views either way	6.7%	25
Tend to oppose	14.4%	54
Strongly oppose	40.4%	151
Don't know	2.9%	11
<i>answered question</i>		374
<i>skipped question</i>		25

Some of the comments from the public included;

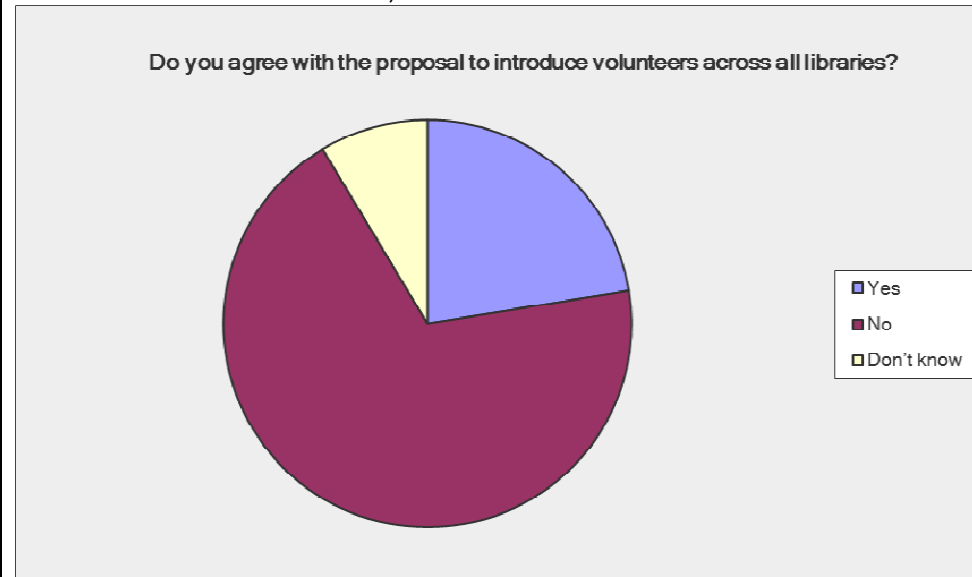
“Librarians and trained library staff have traditionally provided a valuable service to borrowers, enquiries etc. I don't believe that volunteers should be used in place of paid staff to provide library services”

“Cannot rely on volunteers all the time”

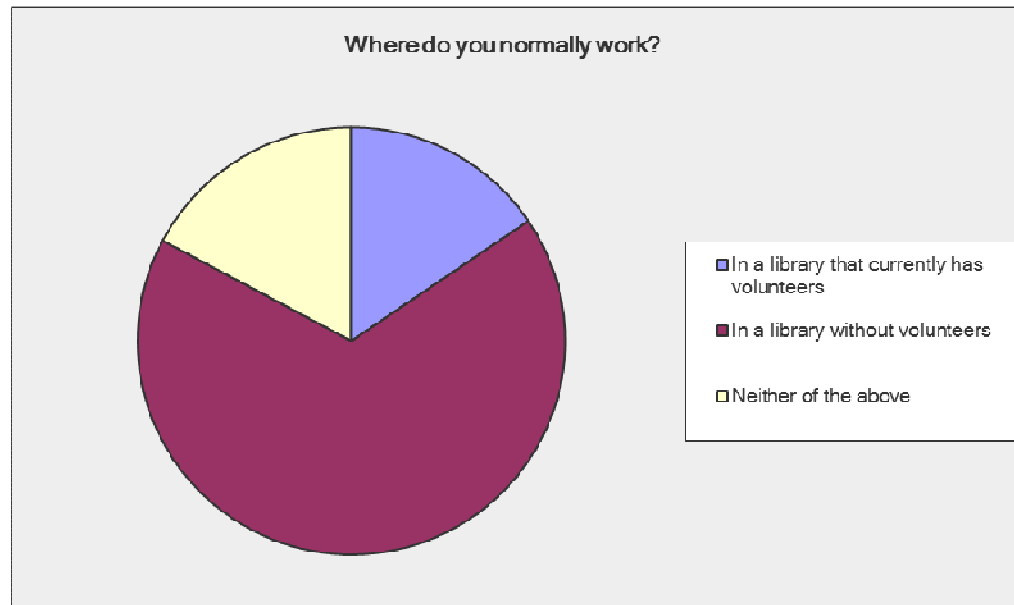
“I want to volunteer to use my skills and energy to benefit the local community”

Staff Consultation

Staff were also consulted on this option and the results from that consultation are below;



Do you agree with the proposal to introduce volunteers across all libraries?		
Answer Options	Response Percent	Response Count
Yes	22.4%	13
No	69.0%	40
Don't know	8.6%	5
<i>answered question</i>		58
<i>skipped question</i>		8



Where do you normally work?		
Answer Options	Response Percent	Response Count
In a library that currently has volunteers	15.5%	9
In a library without volunteers	67.2%	39
Neither of the above	17.2%	10
<i>answered question</i>		58
<i>skipped question</i>		8

Some of the comments received included;
 “Volunteers are driven and have a cause to assist. They do not have the level of commitment or attendance that paid staff are contracted to deliver. This can lead to a fall in standard to the service level customers have come to expect in their libraries.”

		<p>“Volunteers can be very useful in an organisation but only if they are an ADDITION to the staff necessary to run the library in the first instance”</p> <p>“Good idea in principle but feel there needs to be greater standardisation in volunteer skills.”</p>
3	<p>**What barriers, if any, exist to effective consultation with these groups and how will you overcome them?</p>	<p>We do not consider there to be any barriers consulting with the above groups.</p> <p>The number of responses in the previous consultation in 2011/12 was proof that customers had enough choice in how to contribute to the consultation and we will be replicating that choice.</p>

***It is important to consider all available information that could help determine whether the policy/ function could have any potential adverse impact. Please attach examples of available research and consultation reports*

E: The Impact – Identify the potential impact of the policy/function on different equality target groups

The potential impact could be negative, positive or neutral. If you have assessed negative potential impact for any of the target groups you will also need to assess whether that negative potential impact is high, medium or low

	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Gender – both men and women, and transgender;			√	Volunteers will be working alongside current Trafford Library staff. We will ensure that, wherever possible, volunteers reflect the balance of the community where the library is based.
Pregnant women & women on maternity leave			√	Pregnant women and women on maternity leave will be able to access the same services as at present
Gender Reassignment			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
Marriage & Civil Partnership			√	We have considered the nature

				of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
			√	As the libraries will be remaining open, this should not adversely affect this group.
			√	As the libraries will be remaining open, this should not adversely affect this group.
			√	As the libraries will be remaining open, this should not adversely affect this group.
			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited

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Religious/Faith groups (specify)			√	We have considered the nature of the proposals but it is not considered that there will be any impact on people in this group. We have mitigated against the impacts in specific ways for those groups where the proposals will impact and in a general way for those where the information limited
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As a result of completing the above what is the potential negative impact of your policy?

High

Medium

Low x

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F. Could you minimise or remove any negative potential impact? If yes, explain how.

Race:	<ul style="list-style-type: none"> • By ensuring that the volunteers match the profile for the catchment area • All services will be accessible as they are now
Gender, including pregnancy & maternity, gender reassignment, marriage & civil partnership	<ul style="list-style-type: none"> • By ensuring that the volunteers match the profile for the catchment area • Libraries at Coppice and Old Trafford have Children's Centres in the same building and customers can access all their services and information
Disability:	<ul style="list-style-type: none"> • By giving equal opportunities for volunteering to people with disabilities. This is already the case at Hale Library • All services will be accessible as they are now
Age:	<ul style="list-style-type: none"> • By ensuring that volunteers come from different age groups.

		<ul style="list-style-type: none"> • By offering younger people the opportunity to gain work experience • All services will be accessible as they are now
Sexual Orientation:		<ul style="list-style-type: none"> • By ensuring that the volunteers match the profile for the catchment area • All services will be accessible as they are now
Religious/Faith groups:		<ul style="list-style-type: none"> • By ensuring that the volunteers match the profile for the catchment area • All services will be accessible as they are now
Also consider the following:		
1	If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for a particular equality group or for another legitimate reason?	N/A
2	Could the policy have an adverse impact on relations between different groups?	No
3	If there is no evidence that the policy <i>promotes</i> equal opportunity, could it be adapted so that it does? If yes, how?	

As a result of the public and staff consultation there are changes to the proposals;

The table below gives information on the minimum members of staff necessary at each library and the estimated number of volunteers that would be needed (numbers will depend to a certain extent on how many hours each volunteer can commit to)

The table below gives information on the minimum members of staff necessary at each library and the estimated number of volunteers that would be needed (numbers will depend to a certain extent on how many hours each volunteer can commit to)

Library	Current number of staff	Minimum number of staff	Staff savings	Number of volunteers
Altrincham/ Hale	8	7	1.0	10
Coppice	6.15	4	2.15	10
Davyhulme	1.59	1	0.59	5
Lostock	1	1	0	5
Partington	2	1.5	0.5	5
Sale	10	9	1.0	15
Stretford/ Old Trafford	7.67	7	0.67	10
Timperley	4.8	3	1.8	15
Urmston	7.94	6.5	1.44	15
Woodsend	1.6	1	0.6	5
Total	50.75	41	9.75	95

There will be a reduction of 9.75 FTE Customer Service Advisors, not 10.75. The distribution of staff savings will also be changed slightly;

Library	Original staff savings	Revised staff savings
Sale	0.5 FTE	1 FTE
Urmston	2.94FTE	1.44 FTE

0.5 FTE staff saving has been moved from Urmston to Sale

G. EIA Action Plan

Recommendation	Key activity	When	Officer Responsible	Links to other Plans eg; Sustainable Community Strategy, Corporate Plan, Business Plan,	Progress milestones	Progress
1 Complete public consultation	Review submissions from the public	October 2012 – January 2013	Libraries Manager			Completed
2. Complete staff consultation	Review submissions from staff	October 2012 – January 2013	Libraries Manager			Completed
3. Recruit volunteers if the proposal is accepted	Liase with Pulse Regeneration	March 2013	Libraries Manager		Volunteers recruited	
4. Start to train the volunteers	Training plan implemented	April 2013 onwards	Service Support Manager			
5. Managing the reduction of Customer Service Advisors	Savings made across libraries	April 2013 onwards	Sarah Curran			

Please ensure that all actions identified are included in the attached action plan and in your service plan.

Signed *Sarah Curran*
Lead Officer Sarah Curran
Date 17th January 2013

Signed 
Service Head Mike Lewis
Date 17th January 2013

Appendix 1 Gender

	Altrincham	Bowfell	Coppice	Dawhulme	Greatstone	Hale	Lostock	Old Trafford	Partington	Sale	Stretford	Timperley	Urmston	Woodsend
Male	5840	369	2058	646	759	2770	418	3401	1068	6143	4461	2806	3901	1022
Female	6551	504	2662	896	1053	3863	605	3614	1374	7439	4784	3607	4807	1223

Race

	Altrincham	Bowfell	Coppice	Dawhulme	Greatstone	Hale	Lostock	Old Trafford	Partington	Sale	Stretford	Timperley	Urmston	Woodsend
African	176	4	45	15	19	24	14	829	49	113	213	35	108	12
Asian British	238	10	151	2	147	175	37	982	14	213	429	96	116	7
Bangladeshi	25	1	9		9	7		68	1	19	32	11	23	
Black British	90	9	63	18	91	19	38	759	26	170	429	34	118	10
Caribbean	35		10	2	19	8	8	209	1	52	135	3	23	3
Chinese	132	2	46	4	12	18	9	25	3	122	44	25	31	3
Chinese British	71	5	18	8	7	24	1	18	1	73	28	26	20	2
Indian	405	5	97	17	37	87	21	382	3	472	223	117	125	45
Other Asian Background	195	4	51	8	10	39	2	270	2	160	138	48	60	12
Other Black Background	19	1	6	3	1	3	5	60	7	16	19	9	8	2
Other Ethnic Background	81	3	39	4	11	52	13	73	16	121	78	19	58	12
Other White Background	1159	15	128	38	65	447	21	302	64	839	767	214	348	44
Pakistani	175	3	35	6	77	90	39	778	8	98	430	51	62	12
White and Asian	63	1	28	2	15	40	6	63	6	61	54	40	24	6
White and Black African	34	4	23	4	15	15	4	102	8	45	78	18	21	4
White and Black Caribbean	45	3	40	6	37	11	14	138	27	68	133	20	52	11
White British	7646	671	3252	1242	1019	4659	754	1343	1886	9540	5037	5078	6785	1916
White Irish	193	12	63	27	29	124	16	59	52	284	197	115	123	27

Disability

	Altrincham	Bowfell	Coppice	Dawhulme	Greatstone	Hale	Lostock	Old Trafford	Partington	Sale	Stretford	Timperley	Urmston	Woodsend
Hearing	25	3	13	2	2	4	7	5	13	29	31	12	32	2
Mobility	32	2	30	4	2	9	15	2	18	59		10	57	5
Other	17		11	1	4	6	8	5	9	35	16	9	28	4
Sight	17	2	11		5	8	9	1	9	31	9	10	27	4

Age

	Altrincham	Bowfell	Coppice	Dayhulme	Greatstone	Hale	Lostock	Old Trafford	Partington	Sale	Stretford	Timperley	Urmston	Woodsend
Under 5	499	24	479	291	126	639	67	291	180	975	497	656	609	217
Junior	2023	322	1582	481	852	2219	476	1493	700	3569	1989	2266	2153	794
13-15	751	210	585	123	335	753	373	681	325	1271	781	825	794	254
16-18	556	187	386	129	245	527	216	599	245	939	565	603	578	189
Adult	14379	1477	4623	1536	2021	6123	1429	6674	2367	16460	10433	6326	9323	1918
60+	4059	466	1430	709	262	2193	222	485	538	4551	2102	2246	3106	777

Sexual orientation

Data not available

Religion / Faith group

Data Not available

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TRAFFORD COUNCIL

Report to: Council Executive
Date: 4th March 2013
Report for: Decision
Report of: Executive Member for Supporting Children and Families and the Corporate Director Children and Young People

Report Title

Personalisation - Proposals for Children and Young People Service Implementation

Summary

This report sets out proposals for the implementation of a personalisation model in Children and Young People Service (CYPS) from 1st April 2013. Personalisation will underpin a major change in the way in which the business of CYPS is carried, out empowering families to take a pivotal role. This is a central principle of the CYPS 2015 vision and will support a transformation in the way we work with families and the broader community. We are at the forefront nationally of developments for Children's Services and it is envisaged personalisation will bring the following benefits;

- Equitable access to services with a transparent allocation of resources
- Empowerment of children and families to shape their support based on need
- Greater flexibility in the use of resources
- Improved relationships and engagement with children and families
- Greater ownership of resources by children and families

The proposals were developed following a detailed programme of activity that included;

- Research and analysis of personalisation good practice
- Requirements of the Legal Framework as set out in Section 2 of this report
- Evaluation of Pilot Project between January and July 2012
- Learning from feedback on current processes from children, parents, and professionals
- Consultation process undertaken between October 2012 and January 2013

This has culminated in proposals covering a range of mechanisms and support required for a personalised approach for children with complex additional needs. The following key themes of this approach are explored in more detail in Section 6 of the report.

- Concept of Personalisation
- Resource Allocation System (RAS)
- Financial Model
- Personalisation Policy
- Infrastructure Support

Recommendations

- 1) Executive approves the implementation of personalisation for children with complex additional needs from 1st April 2013. The principles underpinning this implementation are outlined in Section 6.1. Implementation will be phased in over a 6 month period to enable assessment and allocation processes to be undertaken.
- 2) As part of this implementation, approval is sought for the following key mechanisms to support personalisation;
 - Resource Allocation System (Section 6.2)
 - Financial Model (Section 6.3)
 - Infrastructure Support (Section 6.4)
 - Transition Plan (Appendix 1)
 - Changes to contingency funding to align with Adult Services (6.5)
 - Development of a Personalisation policy (Section 6.6)

Contact person for access to background papers and further information:

Name: John Pearce, Director Commissioning, Performance & Strategy, CYPS
 Extension: 5100

Background Papers: None

Implications:

Relationship to Policy Framework/Corporate Priorities	Personalisation is a key component of the CYPS 2015 vision and will support achievement of a range of priorities.
Financial	Financial model and its impact are set in Sections 6 and 7 of the report. Introduction of the personalisation model will lead to an overall reduction in spend in line with the budget proposals.
Legal Implications:	Legal implications are described in Section 2 of the report.
Equality/Diversity Implications	A full Equality Impact Assessment has been completed with analysis of equality and diversity issues underpinning the process. It is also explored in more detail in Section 3 of the report
Sustainability Implications	N/A
Staffing/E-Government/Asset Management Implications	Workforce development issues have been identified and will form part of the implementation process.
Risk Management Implications	N/A
Health and Safety Implications	N/A

1.0 Introduction

- 1.1 Trafford Children and Young People's Service (CYPS) have been working on a transformation project to establish a personalised approach to service delivery for children, young people and their families since September 2010. A significant amount of research, consultation and planning was undertaken before moving to a pilot phase in January 2012. The pilot tested out different approaches with 25 families participating and the evaluation highlighted some key areas of learning. Information on the pilot and its outcome is covered in Section 5 of this report.
- 1.2 Personalisation is well established in Adult's Services and has been subject to a major national project with significant funding attached to it since 2008. In Children's Services the principles have been embraced but due to the relative complexity of interventions on high cost/low volume basis it has been challenging to progress. There are very few examples of good practice relating to Children's Services and we are not aware of any areas nationally that have moved to full implementation.
- 1.3 Personalisation will underpin a major change in the way in which the business of CYPS is carried, out empowering families to take a pivotal role. This is a central principle of the CYPS 2015 vision and will support the transformation in the way we work with families and the broader community. We are at the forefront nationally of developments for Children's Services and this programme provides a real opportunity to deliver services in a different way. It is very much aligned to national policy around localism, empowering families and building strong communities and develops the role of services as facilitators.
- 1.4 A range of benefits have been evidenced through the implementation of personalisation;
- Equitable access to services through a transparent resource allocation process. Financial analysis demonstrates a historical imbalance between allocation to children and young people with similar levels of need.
 - Empowerment of children, young people and parents to shape packages of care that meet their needs. Throughout the project there are opportunities for young people and their families to build a skill base that can impact on other parts of their lives.
 - More flexible use of resources and the development of innovative services rather than traditional short break models leading to improved outcomes
 - Improved relationships between parents and professionals due to the transparency and equity of the model. Effective resource allocation can remove what has historically become an adversarial process.
 - Greater ownership of resources by young people and families which has been shown to deliver significant efficiencies. Where families have choice of the use of funding there is evidence of a greater value placed on the support package they receive and awareness of the cost.

2.0 Legal Framework

- 2.1 Part III of the Children Act 1989 (“the 1989 Act”), sets out local authorities’ duties to provide support services for children in need and their families. Section 17 of the Act provides a definition of children in need which includes disabled children and sets out the duty local authorities have with regard to such children. In Part III children are defined as under the age of 18 (s105).
- 2.2 The Framework for the Assessment of Children in Need and their Families (2000) is guidance to local authority social services departments and other agencies on the assessment of children in need under the CA 1989. It is issued under section 7 of the Local Authority Social Services Act 1970, which requires local authorities in their social services functions to act under the general guidance of the Secretary of State.
- 2.3 The introduction of the power to make direct payments in lieu of providing services to families with disabled children; disabled parents; and to disabled 16 and 17 year olds was achieved through amendment to the 1989 Act, a new section 17A was inserted by the Carers and Disabled Children Act 2000.
- 2.4 The National Framework for Children and Young People’s Continuing Care (2010) provides a recommended structure for assessing, deciding and agreeing bespoke packages of continuing care for those children and young people under 18 who have continuing healthcare care needs that cannot be met by existing universal and specialist services alone.
- 2.5 The Green Paper ‘Support and Aspirations: A New Approach to Special Educational Needs and Disability’ (2011) laid down a commitment to introduce the option of a personal budget by 2014 for all families with children with a statement of SEN or a new ‘Education, Health and Care Plan’ (EHC). The Government has now indicated that legislation will be developed to a timescale of September 2014 for full implementation.
- 2.6 In September 2012, draft legislation, the ‘Reform of provision for children and young people with Special Educational Needs was placed before Parliament to enable the introduction of the single education, health and care plan. The draft legislation:
- explains, for the purposes of this legislation, a young person means a person over compulsory school age but under 25.
 - sets out the duties on local authorities for preparing and delivering Education, Health and Care Plans for children and young people with special educational needs (up to 25th birthday when appropriate).
 - makes clear that when a local authority is deciding whether to carry out an assessment for a young person aged 19 or over, it must have regard to that person’s age.
- 2.7 At present, the only legal basis for ‘personalisation’ is the Direct Payments legislation; and local authorities retain a legal duty regarding assessment and service provision. Therefore even with the introduction of personalisation and Resource Allocation System (RAS) allocations, the local authority retains a legal duty to meet eligible needs, even if this results in care costs above an

individual's RAS allocation. Personalisation does not remove the legal duty for local authorities to meet eligible assessed needs.

3.0 Public Sector Equality Duty (PSED)

- 3.1 In line with the council's PSED under section 49 of the 2010 Equality Act an Equality Impact Assessment (EIA) has been carried out for publication as part of the consultation process. The development of the EIA has enabled the Council to give due regard to the impact of the proposed changes on those identified with protected characteristics under the 2010 Equality Act.
- 3.2 A full Equality Impact Assessment has been produced using the information and analysis gathered through the development work, evaluation and consultation phases of the project. The EIA is attached as Annexe 1 of this report.
- 3.3 The concept of personalisation and the introduction of personal budgets are designed to transfer increased choice and control to children/ young people with disabilities and their families. By adopting such an individualised approach, effectively meeting the needs of children/ young people and their families will be the focus of any support plans implemented. Self-assessment questionnaires will be used to gain a full understanding of the needs of children/ young people and their families and, via a resource allocation system, a personal budget will be determined according to this.
- 3.4 The amendments to the policy and approach to service delivery will impact on those children with complex additional needs who meet the threshold for social care support. This impact could be positive or negative depending on the individual assessment of need to be completed through the process. The resource allocation system used to determine the amount of a personal budget is weighted according to increasing need; those children with the most complex needs receive the highest weighting. The resource allocation system is also age related and separates children/ young people in to four age bands. The bandings are weighted with increased financial allocation at the older age range in recognition of older children requiring more expensive services such as 2:1 support and residential overnight stays.
- 3.5 As the new resource allocation system develops it is evident that through the implementation of the personalisation policy, some children and young people will be offered a personal budget that does not equate to the cost of the care package they currently receive. The policy therefore has the potential to impact on individuals positively, negatively or in a neutral way. Although, as a consequence of the policy, some negative impacts may be reported, the amount offered to children/ young people and their families will always be proportionate to the needs presented.
- 3.6 This new individualised approach to meeting needs accounts for the specific needs of a child/ young person irrespective of their religion, faith and/ or sexual orientation. However, the increased level of choice and control introduced by personal budgets will allow children/ young people and their

families to develop their care support plan in accordance with their needs which can include the above.

- 3.7 Personal Budgets are allocated in accordance with assessed need, using the RAS to determine a financial allocation. Children/ young people and families can choose to spend this allocation how they choose; providing it meets the needs of the disabled child and does so in a legal and safe way. This is an equitable system which uses the same assessment process for all involved.
- 3.6 It is expected the implementation of personalisation will have the following beneficiaries; children and young people with disabilities, along with their families, are expected to greatly benefit from the increased level of choice and control with regard to the social care support services they receive. Feedback to date, both from the pilot in Trafford and national research, has suggested that personalisation and personal budgets have had a positive impact on outcomes.

4.0 Consultation Process and Engagement

- 4.1 A consultation was undertaken as part of the wider Trafford Council Budget Consultation. This included the following targeted consultation activities for families and professionals in relation to personalisation:
- Approximately 200 families are already in receipt of a short break, all families have been directly written to and invited to comment on the proposals (Nov 2012) via website or in writing or via phone call
 - All teams within the Complex Additional Needs (CAN) service have been consulted with during October and November (2012)
 - Direct discussion with the CAN social care team in November 2012
 - Direct discussions at the CAN advisory forum with multi agency colleagues from inside and outside of CAN in November 2012
 - Direct discussion with the CAN parents advisory forum in November 2012
 - Direct discussion with the SAM pathfinder in November 2012
 - Discussion with Special School Heads and broader discussion on proposals with Primary and Secondary Heads.
 - Meetings with voluntary and community sector organisations
 - 2 targeted consultation events 21st January.
 - Proposal included on the Council website for budget consultations
- 4.2 In terms of engagement, the following response statistics have been recorded:
- 4 direct responses from parents
 - 1 response received from CAN social work team
 - Verbal responses recorded from special school headteachers
 - Verbal responses recorded from Parent's Advisory Forum
 - Verbal responses recorded from CAN Advisory Forum
 - 25 parent attendees at consultation events 21st January
 - 13 professional attendees at consultation events 21st January
- 4.3 The following information was gathered through the consultation process;

Parental responses: Focused on the impact for individual children and families and the flexibility and the type of support available from a personal budget. Overall parents felt that personalisation was a positive step forward. They particularly liked the ability to control and shape their resources to meet their child's specific needs. Change in the power of relationships between parents and professionals was also described as a partnership and seen as a positive.

The potential reduction in the amount of finances offered to some families was cited as an issue that required careful consideration and queries regarding the management of this were raised. A clear complaints process was requested so parents had some recourse if there was a disagreement around a personalised package of support. Some concerns were also raised about the proposed resource allocation system and it was queried if all families would have to have a personalised package or was this to be optional.

In conclusion parents felt personalisation was a positive however, consideration was to be given to the impact of this on individual CYP and families. A range of detailed specific questions were also raised that will be picked up as part of the implementation process.

Professional responses: As with parents the concept of personalisation and the offer of personal budget were well received in principle. Queries were raised in relation to the choice and responsibility that this placed upon parents and the quality assurance mechanisms that would be in place to support this.

The impact on existing services was an issue if alternative provision became favoured through the personalisation process. The social work staff raised questions about assurance of delivery of safe services and audit of spend within the proposed model. The need to continue to meet statutory requirements was highlighted.

There was also interest in the offer of personalisation to a wider group of CYP than those who currently receive services and clarification regarding this matter was discussed. Queries in relation to safe placements and the audit of placements were raised. Overall personalisation was seen as a positive step forward but the finer detail of how this would work in reality was raised.

The proposals set out address the majority of the concerns raised within the consultation, although as identified in the Equality Impact Assessment there is scope for the proposal to have both positive and negative impacts. However the proposed approach will bring a level of equity and transparency that will have a beneficial impact over a period of time. Some of the specific areas highlighted will be focused on through the implementation phase.

5.0 Personalisation Pilot Project - Evaluation Overview

- 5.1 The pilot project ran from January to July 2012 to test Trafford's approach to the personalisation of children's services for those with complex and additional needs. The project used a Resource Allocation System (RAS) developed by In Control over a number of years and seen as good practice nationally. 25 children were assessed using the self-assessment questionnaire and worked

through the process to receiving a personal budget with an agreed care support plan.

5.2 In addition to the 25 children identified for the pilot, to enhance the richness of the data for evaluation purposes the pilot group was increased to include 132 further cases (total 158). There are a total of 213 CYP with a current package of support (55 cases not used as a comparator). These children had been considered during the pilot phase by the Complex Additional Needs (CAN) Resource Panel and were identified as suitable for use in evaluation according to the following criteria:

- The child must be accessing a package of support from the service that has an annualised cost
- The child must have a completed RAS assessment score; either completed by the social worker with the family not present (indicative RAS score) or with the family present as part of the pilot (true RAS score)

5.3 The evaluation has been informed by both quantitative and qualitative data. Quantitative data gathered from the evaluation cohort has been analysed in relation to the RAS used for the pilot and to inform the financial modelling. The data used is primarily sourced from brokerage performance data and data collected via the CAN resource panel. Qualitative data has been collected via interviews with frontline professionals and representatives from both social workers and the brokerage service to evaluate the pilot from a practical frontline perspective. The key findings were to review the RAS questions to include the wider context of the family, consider the role of social workers in RAS process and to consider a refresh of the points allocation system. This information has been integral to the recommendations established for consultation and a formal qualitative evaluation is planned to be completed by February 2013.

5.4 The pilot programme has been extremely useful to develop thinking around the issue of personalisation and how a policy could successfully be developed and implemented within Trafford. The evaluation of the pilot attempts to highlight some of the main issues arising from the current model and suggests ways in which the objectives of personalisation could be achieved in a sustainable way as and when the policy is mainstreamed across the service and within other areas within CYPS.

5.5 As a result of the evaluation of the pilot project a number of key themes for consultation were identified. These themes are outlined in Section 6 of this report and were subject to a 90 day consultation as part of the main budget consultation process from October 2012.

6.0 Key Themes

6.1 Personalisation Concept

The major focus of the consultation process has been the concept of personalisation and the principles that underpin it. The key principles of personalisation align with our vision for the delivery of children's services and

it is important that vision is shared by the families and communities we serve. In particular the following themes will be central to the consultation;

- § Empowerment of children, young people and their families to have a central role in planning their own support package and directly influence the use of resources allocated to them. We also need to ensure there is a safety net for those families that do not wish to or are unable to engage with personalisation.
- § Equitable use of resources through a transparent assessment and allocation process in which children and their families are fully engaged and involved. To ensure this all families will need to have a 'RAS' so that levels of need can be benchmarked even if they do not wish to engage in personalisation.
- § Development of more innovative support packages that move away from some of the more traditional models of delivery. This will enable a support package to be tailored to a young person's individual needs, interests and ambitions rather than fitting them into a service because that is all that's available.
- § Improved relationships with families due to much greater involvement and engagement in the process. Historically assessment and resource allocation has often become an adversarial process and by placing children and the families at the centre of it there should be significant benefits for all.

6.2 **Resource Allocation System (RAS)**

The resource allocation system is the key mechanism for establishing a level of need for a child and their family that can be benchmarked against others to ensure equitable provision of services. It is a professional tool that social workers and brokers use with families generating a RAS score to feed into the financial model for personal budgets.

The RAS assessment questionnaire used by Trafford CYPS in the pilot is the RAS 5, developed by In Control for personalisation. The RAS 5 is designed around the Every Child Matters outcome framework to ensure it looks at all aspects that may impact on a family. As a result of the evaluation some further work will be done by a group of key professionals on the RAS looking at issues such as age related questions. However there are significant benefits with using a nationally recognised tool that can be comparable across boundaries and has a strong evidence base built up by In Control over a number of years.

It should also be noted that the RAS does not replace social care assessment process under the National Assessment Framework or our responsibilities to provide services that meet the level of professionally assessed need. We will utilise the statutory initial and core social care assessment processes to define the needs of the child/ young person, alongside the RAS as a tool to allocate resources aligned to defined need and specific outcomes, which will be detailed in the child/young persons care support plan. This will ensure that the professional assessment and supporting opinion is fully considered as part of the resource allocation process and that resources are aligned to needs and outcomes. To aide the robustness of this process cases will be peer reviewed (prior to the panel process) to ensure consistency, equity and transparency in the decision making process.

6.3 **Financial Model**

The financial model attached to personalisation is probably the most complex element of the process. As a result of the evaluation numerous scenarios have been modelled to look at the different impacts on families based on the existing data we have. Inevitably whichever model is used will generate changes in resources allocated to individual families, particularly since we are aware of a number of inequities in how resources have been allocated in the past. As the financial modelling has been undertaken, professional views have informed the proposed approach as the 'soft intelligence' they are able to feed into the process from their knowledge of families has been critical. The proposed financial resource allocation model for consultation is outlined below. As a result of the evaluation we have shaped it to address some of the following issues;

- § Proposed model is age related and split into four age bands as there was a significant discrepancy in the pilot model that favoured younger children at the expense of those moving to transition. It is far more likely that older children will require more expensive services such as residential overnights and 2 to 1 support, and we will also be developing socialisation and life skills with the older group. Therefore the age bandings are weighted with an increased financial allocation at the older age range.
- § Children with a lower level of need were being allocated disproportionately high packages of support under the pilot model which had a set value per point with no weighting. Cost escalates significantly for children with very complex needs due to the cost of specialist support and that needs to be reflected in the model. We have reviewed models piloted in a number of other areas and as a result established some thresholds at the lower end and placed far higher weighting on support for children with the most complex needs. As a benchmark any child scoring under 100 points will not reach the threshold for a targeted service and those between 100 and 150 points will have a set allocation managed by their social worker and will not be required to go through the brokerage process.
- § The model tries to take into account significant transition points in the complexity of support required creating a stepped model. A key point in this approach established a level at which there would be an expectation that overnight breaks would be required. Scores of over 200 points are weighted accordingly to enable availability of funding for some family based

provision for those up to 10 and residential for 10 and over if required. Due to the stepped nature of the model some mitigation needs to be built in around the key trigger points. To enable this to happen it is proposed that there is a moderation process for any RAS value identified within 10 points either side of a stepped point in the model. The financial allocation per point is for the totality of the offer. The financial model will be subject to regular evaluation following implementation to ensure it is fit for purpose and aligned to the Council's financial resources.

Proposed Financial Model

Band	100-149 (fixed offer)	150-199	200-259	260+
Under 5	£500.00	£0.10	£0.30	£0.50
5-9 years	£750.00	£0.20	£0.50	£0.75
10-13 years	£1,000.00	£0.30	£0.75	£1.00
14 plus	£1,300.00	£0.40	£1.00	£1.30

6.4 Infrastructure Support

To ensure the effective implementation and operation of personalisation there is a requirement to establish some critical infrastructure to support. A successful gateway bid for 2012-13 has allocated funding to establish a brokerage service, the development of a short breaks co-ordinator post, workforce development via training and also the development of a bespoke behaviour management team. Aspects of this have been tested out through the pilot phase and in particular there has been significant learning about the role of brokerage.

A specification for full tender of a brokerage service has been developed and from April 1st 2013 the contract will have been awarded. Attention will also be focused upon the development of parents as professional support brokers as part of the brokerage offer to improve the engagement, involvement and relationships with families. The short breaks co-ordinator post will enable the support and advice to children, young people and their families regarding their personal care support plan with audit against individual outcomes as a key focus of this role. The innovation of a small but dedicated team of children's learning disability nurses/ assistant psychologists and support workers will develop the offer of individual intensive home based behavioural advice and support, with modelling of behaviour management techniques across a range of community settings to support the child or young person in every setting they access. The service principle will be to offer intensive strategies to parents and carers which will support and enable the child/ young person to remain an integral part of the family, reducing the need for residential short break provision and increasing positive outcomes for children and young people.

Another key aspect of the infrastructure required for personalisation is market development, particularly within the voluntary and community sector. CYPS established a framework of service providers for Complex and Additional Needs (CAN). Work has been ongoing with these providers to develop their personalisation offer so families have a broad range of options available to them for their support package. The nature of personalisation and the

innovation linked to it makes it extremely challenging for providers to ensure they are offering services that meet those needs and we are supporting them to do so.

6.5 Personalisation Policy: It is proposed to establish a new personalisation policy for CYPS that will incorporate direct payments as a mechanism rather than a separate process. At present there is confusion between personal budgets and direct payments that needs clarifying. We need a very clear publicly accessible document that sets out the parameters around personalisation and how it will be operated. There has been some key learning in relation to this from two complaints during the last year. The policy will include a range of information for professionals and parents to ensure clarity about the personalisation process to be implemented.

6.6 Related Issues

In addition to the central components of personalisation we also needed to consider how the following related issues are resolved;

§ **Alignment of the Direct Payment offer for children and young people to the offer made by adult services:** Currently all Direct payments for children and young people include an additional 3.5% for “contingency purposes”. We propose to adopt the same approach as adult services and to remove that 3.5% contingency from existing personal budgets and offer it only by application to all recipients from this time. There are a total of 11 (out of 85 families) who have utilised contingency funds in the last 2 years.

In addition, to align with adult services we will offer a flat rate of hourly, three quarters of an hour and half hourly rate of pay for direct payments to all new recipients. As with the implementation of personalisation there will be shifts in resources for individual families resulting from this approach.

§ **Complaints:** A central part of our personalisation approach is to improve the engagement, involvement and relationships with families. To ensure appropriate challenge we need to establish a robust complaints process that can provide a way of dealing with any issues as they arise and a route for families to question areas of the process if required.

§ **Complex and Additional Needs Resource Panel:** We have reviewed the role of the Resource Panel. It is envisaged they will have a future role in deciding upon the appropriateness of support packages to meet need the process will be revised to ensure transparency and equity in decision making and resource allocation. Emphasis on the professional accountability through the panel process has also been refreshed. A revised Terms of Reference will be implemented from 1st April 2013.

§ **SAM Pathfinder:** Personal budgets are a key component of the developing single assessment model for children with complex needs nationally. This pilot has been very closely aligned with the work on the Pathfinder and the learning in relation to personal budgets will continue to inform it. As the Pathfinder will establish personal budgets across social care, education and health it is important that the new model we are proposing can also meet those requirements.

7.0 Impact of Proposed Changes

- 7.1 The recommended resource allocation system (RAS) will lead to an equitable provision of resources across all children with complex additional needs receiving support from the service.
- 7.2 The impact on individual children and families will depend on the current level of support they receive and how that relates to the RAS. Historically allocations have not necessarily been matched against need on an equitable basis and therefore the proposal will have a positive impact for some families and a reduction in resource allocated to others.
- 7.3 The Equality Impact Assessment explores this further including the mitigation provided for families affected. The transition plan set out in Appendix 1 provides a safety net for families that will be phased out over a period up to October 2015. A detailed individual risk assessment has been completed for those families that our projections indicate are most affected.
- 7.4 Children and families will have the opportunity to opt out of personal budgets if they do not believe they are the right model for them and they wish to continue to be in receipt of support directly provided by the LA. However to ensure equitable provision the RAS score for those families will be used as a basis for comparing their level of support to those accessing personal budgets.
- 7.5 It is recognised that there are likely to be exceptional cases, for example if a child requires full time care, and the model will not be appropriate for those families. They will be dealt with outside of the personalisation model in the same way they currently are.
- 7.6 The implementation of the personalisation model is predicated upon the development of new ways of working to support families, specifically in the behavioural management of children and young people with challenging behaviour. Evidence describes the positive benefits of intensive behavioural advice and guidance and modelling type interventions in all of the child/ young person's environments can have a significant impact upon the child's behaviour and family resilience, reducing the need for residential short break provision by sustaining the child in the home environment. This model is being developed in Trafford and will be offered in addition to the personal budget. This is a key component to mitigate the impact on families
- 7.7 Consideration also needs to be given to the likely positive impact of the application of continuing care processes for children and young people with complex health needs and the resulting likely financial resource allocation from health.

8.0 Other Options

- 8.1 **Retain existing model:** This option has not been recommended as it will sustain inequitable use of resources and impact on the Council's ability to meet our statutory requirements. It would also maintain a traditional model of service delivery that is not fit for purpose in the current environment and continue to leave the Council open to challenge. In addition it would not

enable the efficiency targets to be achieved through the more flexible use of resources.

8.2 **Implementation only for new cases:** This option would mitigate the impact for families in receipt of existing support but also retain inequity in the system both for those receiving allocations below the RAS score and for new families. It is also likely to be unsustainable financially given the increasing demand and levels of complexity within the service. In addition it would not enable the efficiency targets to be achieved through the more flexible use of resources. Therefore it is not recommended.

9.0 Reasons for Recommendation

9.1 A range of options have been considered through the pilot process and the proposals for consultation developed to ensure an equitable provision of support to children with complex additional needs and their families. It also provides the opportunity to empower young people and their families to play a central role in establishing the support package to meet their needs. The benefits envisaged from implementation of the proposal are set out in Section 1.4 of this report.

10.0 Consultation

10.1 Public consultation activity has been undertaken and has provided the opportunity to challenge the proposed changes. These challenges have been considered in relation to the recommendations set out and can be mitigated by the actions recommended. Information on the consultation process is provided in Section 4 of this report.

Key Decision

This is a key decision currently on the Forward Plan: Yes

Finance Officer Clearance (type in initials).....PH.....

Legal Officer Clearance (type in initials).....MAF.....

CORPORATE DIRECTOR'S SIGNATURE (electronic)



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

Equality Impact Assessment - Personalisation

A. Summary Details

1	Title of EIA:	Personalisation
2	Person responsible for the assessment:	Esther Kavanagh Dixon, CYPS Andy Clark, Commissioning Officer, CYPS
3	Contact details:	Esther.Kavanagh-Dixon@trafford.gov.uk / 0161 934 8558 Andrew.Clark@trafford.gov.uk / 0161 934 8560
4	Section & Directorate:	Integrated Commissioning Unit CYPS
5	Name and roles of other officers involved in the EIA, if applicable:	Caroline Drysdale, Head of Service for Complex and Additional Needs Jill Colbert, Head of Service, Commissioning

B. Policy or Function

1	Is this EIA for a policy or function?	Policy <input checked="" type="checkbox"/> Function <input type="checkbox"/>
2	Is this EIA for a new or existing policy or function?	New <input checked="" type="checkbox"/> Existing <input type="checkbox"/> Change to an existing policy or function <input type="checkbox"/>
3	What is the main purpose of the policy/function?	As part of the Aiming High for Disabled Children programme, individual budgets for families with disabled children and young people were piloted in a small number of areas. Following these pilots, Children and Young People's Service (CYPS) has been working on a transformation project to establish a personalised approach to service delivery for

		<p>children, young people and their families since September 2010. A significant amount of research, consultation and planning was undertaken before moving to a pilot phase in January 2012. The pilot tested out different approaches with 25 families and the evaluation highlighted some key areas of learning.</p> <p>Personalisation will underpin a major change in the way in which the business of CYPS is carried out empowering families to take a central role in agreeing the support they need and want. This is a central principle of the CYPS 2015 vision and will support the transformation in the way CYPS work with families and the broader community. The policy is very much aligned to national policy around localism, empowering families and building strong communities and develops the role of services as facilitators.</p>
4	Is the policy/function associated with any other policies of the Authority?	<p>The policy links closely with the personalisation agenda implemented in Adult Services. Personalisation is well established in Adult's Services and has been subject to a major national project with significant funding attached to it since 2008.</p> <p>The project to implement personal budgets and associated policy development is part of Trafford's Children and Young People's Services Transformation Programme.</p> <p>In addition to this, CYPS has set out its priorities in its Children and Young People's strategy, the policy fits with the following priorities:</p> <ul style="list-style-type: none"> • Close the gap in outcomes for children, young people and families in vulnerable groups - this policy has been designed to ensure that

children with complex and additional needs will be supported according to their level of need.

- Ensure that young people are well prepared to achieve in adulthood through high quality learning and development - children and young people with complex and additional needs will be able to use their personal budget to choose the support they need to prepare for their transition into adulthood
- Close the gap in outcomes for children, young people and families based on their localities - personal budgets will enable children and young people with additional and complex needs, along with their families, to have choice and control with regard to the services they use, irrespective of location
- Improve the health and wellbeing of children, young people and their families - the policy promotes improved health and wellbeing of children, young people and their families. It gives children, young people and their families greater choice and control over the services they use to meet their needs.

The policy also contributes to the following corporate priorities:

- Low council tax and value for money - by ensuring that the council's resources are shared equitably, reflecting the needs of children, young people and their families, the council will continue to deliver this priority.
- Improving the health and wellbeing of residents - personal budgets aim to continue to improve the health and wellbeing of children, young people and their families by giving them choice and control

		<p>over the services they receive to meet their needs. Resources will be distributed in a fair and equitable way.</p> <ul style="list-style-type: none"> • Preserving and improving educational excellence - this policy aims to support those children and young people with additional and complex needs, including those who require additional educational support.
5	Do any written procedures exist to enable delivery of this policy/function?	<p>In Control, a national charity that advocates greater control for those individuals and families who need increased support have produced a range of documents to support the delivery of personal budgets. Trafford CYPS have chosen to use In Control's resource allocation system 5, which includes a self-assessment questionnaire that families will complete with their social worker. Based on the information in the self-assessment questionnaire, the resource allocation system will then determine a personal budget amount.</p> <p>Policies and procedures with regard to direct payments have been developed to support personalisation in Adult Services. These policies and procedures are being used to develop CYPS specific documentation to support personal budgets for children and young people.</p> <p>These policies are being reviewed and revised currently to ensure they reflect the changes in national policy and local practice and in due course will be scrutinised appropriately prior to implementation.</p>
6	Are there elements of common practice not clearly defined within the written procedures? If yes, please state.	<p>All elements of common practice will be defined within written procedures. Policies and procedures underpinning personal budgets are currently being developed and form part of the public consultation</p>

		between October 2012 and January 2013.
7	Who are the main stakeholders of the policy? How are they expected to benefit?	<p>The main stakeholders of the policy are children and young people with complex and additional needs along with their families.</p> <p>Through the implementation of this policy, a range of benefits are expected to be realised including:</p> <ul style="list-style-type: none">• Equitable access to services through a transparent resource allocation process. Financial analysis of the current support provided to families highlights some major imbalances between allocations to children and young people with similar levels of need.• Empowerment of children, young people and parents to shape packages of care that meet their needs. Throughout the project there are opportunities for young people and their families to build a skill base that can impact on other parts of their lives.• More flexible use of resources and the development of innovative services, rather than traditional short break models, leading to improved outcomes• Improved relationships between parents and professionals due to the transparency and equity of the model. Effective resource allocation can remove what has historically become an adversarial process.• Greater ownership of resources by young people and families which has been shown to deliver significant efficiencies. Where families have choice of the use of funding there is evidence of a greater value placed on the support package they receive and awareness of the cost.• A smoother transition for children and young people into adult life where they may well continue to receive a personal budget from

		Adult Services.
8	How will the policy/function (or change/improvement), be implemented?	<p>The policy and a report on the consultation findings will be considered by the Council Executive in early 2013. The policy (if agreed) will then be implemented from the 1st April 2013.</p> <p>This is a CYPS transformation project which is a partnership between CYPS Commissioning and operational teams. The policy provides a new framework by which the needs of children and young people with additional and complex needs are met. The Complex and Additional Needs (CAN) service will implement the policy with support from commissioning colleagues and the Direct Payments Team in Adults Services.</p> <p>The policy will affect all children and young people who are eligible for a service from the CAN service. Children and young people will be allocated a personal budget which they can use to arrange the support which best meets their needs. Children, young people and families will be able to opt out of receiving a personal budget and continue to receive support directly provided by the local authority. However, for those choosing to opt of receiving personal budgets, their RAS score will be used as a basis for the package of support provided by the local authority.</p> <p>It is recognised that there are exceptional cases, for example if a child requires full time care, and personalisation will not be appropriate for those families. Such exceptional cases will be managed in the same way they currently are; on a case by case basis outside of the personalisation model.</p>

For new referrals to the CAN service, a social worker will work with the child/ young person and their parents/ carers to carry out the necessary assessments. If the child/ young person is found to be in need of targeted/ specialist support and also meet the eligibility criteria, a social worker will undertake a self-assessment questionnaire with the child/ young person and their family. The CAN service will then use the policy and the associated resource allocation system to allocate a personal budget to the child/ young person.

For those children and young people who are already in receipt of services from CAN, a RAS will be completed and a personal budget offered. Transitional arrangements will be put in place to ensure these children and young people are supported during the transition to personal budgets. Individual transition arrangements will be based on the difference between the cost of pre-existing provision and the personal budget offered. Depending on the level of impact, families will have a transitional period, providing a safety net that will be phased out over a period of up to two years. These arrangements will allow families to gradually adjust to their new resource allocation.

At present, 213 children and young people are receiving a package of support from the CAN service. It is expected that all of these children and young people will be in receipt of a personal budget by October 2013 (unless they decide to opt out or are an exceptional case). Transitional arrangements will mean that for some, their personal budget may change year on year until a child/ young person is in receipt of their RAS-based allocation only by 1st October 2015.

		<p>CYPS is currently out to tender for a brokerage service. This service will provide support to children, young people and their families in developing care plans to utilise their personal budgets. The tender exercise will be completed by February 2013 and the brokerage service in place for implementation of the policy on 1st April 2013.</p> <p>The implementation of the policy will be supported by the Direct Payments Team in Adults Services. This team will be responsible for ensuring the necessary personal budget contracts and agreements are completed by the child, young person and parents and oversee the transfer of funds from the council to the allocated bank account. The team will also be responsible for auditing personal budget spend and escalating any issues with regard to irregular payments.</p> <p>CYPS are considering the use of pre-payment cards as part of the personalisation project which would enable families to transact directly with providers but via a managed system which protects the council's resources. This project is on-going and fully engaged with Council wide developments including the review of the pre-payment card pilot in adult services.</p>
9	<p>What factors could contribute or detract from achieving these outcomes for service users?</p>	<p>Positive outcomes for service users under personalisation will be dependent on a number of factors, primarily the following:</p> <ul style="list-style-type: none"> • A robust and equitable resource allocation system with a clear rationale for the equitable distribution of resources; • An effective brokerage resource to support families in planning appropriate packages of care;

- A strong economy of service providers available, within easy reach, to flexibly offer the services required to meet the outcomes for service users;
- The implementation of the single health, care and education plan in line with government policy and plans. It is essential that there is a contiguous interface with the other services and assessments planned under the Single Assessment Model (SAM) Pathfinder. As personalisation in Social Care is one of the three assessments that make up the model, successful outcomes for clients within Social Care may to some extent be dependent on the wider assessment framework that these clients may be subject to and in particular the commissioning intentions of the Clinical Commissioning Group.
- A loss or reduction in the allocation of resources for short breaks beyond that already in scope.

A loss of resource or quality of delivery in any of the above listed areas would potentially have a detrimental impact on achieving quality outcomes for service users.

10 Is the responsibility for the proposed policy or function shared with another department or authority or organisation? If so, please state?

The responsibility for the policy is not shared with another department, authority or organisation however the policy is a direct result of current government policy.

The introduction of the power to make direct payments in lieu of providing services to families with disabled children; disabled parents; and to disabled 16 and 17 year olds was achieved through amendment to the 1989 Act: a new section 17A was inserted by the Carers and Disabled Children Act 2000. The concept of personal budgets and

scope of direct payments has since been extended by the publication of the Government's Green Paper 'Support and Aspirations: A New Approach to Special Educational Needs and Disability' (2011). This laid down a commitment to introduce the option of a personal budget by 2014 for all families with children with a statement of SEN or a new 'Education, Health and Care Plan' (EHC).

C. Data Collection

1	<p>What monitoring data do you have on the number of people (from different equality groups) who are using or are potentially impacted upon by your policy/ function?</p>	<p>As per the 2011 census, the total number of children living in Trafford under the age of 19 was 56,500. Of this, 29,100 were male and 27,400 were female.</p> <p>As of September 2012, there were 213 children and young people receiving a package of support from the Complex and Additional Needs Service. All children and young people receiving a package of support have some form of complex and/ or additional need(s). Under personalisation, all children and young people eligible for receiving support from the CAN service would do so via a personal budget (unless managed as an exceptional case).</p> <p>Information on 153 of these children has been used to model the proposed resource allocation system. 60 cases have been excluded from the modelling process as not all information relating to these children was available at the time of writing the EIA. Of the 153 children/ young people included in the modelling, 95 (62%) were male and 58 (38%) were female. This greater number of boys receiving a</p>
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package of support may be epidemiological, as it has been proven that boys are more likely to be diagnosed with ASD than girls.

The ethnicity breakdown of children receiving a package of support from the CAN service is as follows:

Ethnicity	Total	%
African	3	2
Any other Black Background	1	0.7
Any other ethnic group	3	2
British White	110	71.9
British Asian	1	0.7
Caribbean	1	0.7
Chinese	1	0.7
Indian	7	4.6
Libyan	1	0.7
Other Asian	5	3.3
Other mixed	4	2.6
Other white	1	0.7
Pakistani	5	3.3
Polish	2	1.3
White & Asian	4	2.6
White & Black Caribbean	2	1.3
(blank)	2	1.3

Under the proposed model of personalisation, indicative personal budget allocations have been calculated. The indicative allocations suggest that 50 children/ young people would receive a higher personal

		<p>budget compared to the current cost of service provision.</p> <p>The indicative allocations suggest that a maximum of 103 children/ young people would receive a lower personal budget compared to the current cost of service provision. Transitional arrangements will be put in place for 79 families receiving a reduction in their personal budget of more than £1k compared to their pre-existing package of support. Under the proposed model, the majority of families will have their personal budget implemented over a two year period, thus providing them with a safety net and allowing them to gradually adjust to their new resource allocation.</p>
2	Please specify monitoring information you have available and attach relevant information*	The monitoring information available is detailed above. It is derived from both the 2011 census and local data collected by the CAN service.
3	If monitoring has NOT been undertaken, will it be done in the future or do you have access to relevant monitoring data?	In addition to the monitoring information detailed above, it is proposed that, as part of the brokerage service, an inclusion form is completed with the child/ young person or their parent/ carer to ensure any support plans are personalised to the child/ young person's individual needs. The inclusion form will include questions regarding age, race, gender, religion/ faith and sexual orientation. Although this data will be collected to ensure support plans utilise services and providers who recognise and celebrate specific needs and requirements, it also provides an opportunity for the CAN service to collect monitoring data which can be used in the future to help assess impact.

**Your monitoring information should be compared to the current available census data to see whether a proportionate number of people are taking up your service*

D. Consultation & Involvement

1	Are you using information from any previous consultations and/or local/national consultations, research or practical guidance that will assist you in completing this EIA?	<p>In Control, the national charity promoting greater choice and control for those who require additional support have produced a range of useful resources, including both research findings and information documents in relation to personal budgets. These resources will be used to help inform the development of the EIA and assess the impact this policy will have on children, young people and families in Trafford.</p> <p>Trafford has previously been involved with the Aiming High for Disabled Children programme whereby a small number of your people transitioning to Adult Services were given a personal budget. Young people used their personal budgets to access support services as detailed in their care support plan. This pilot resulted in positive outcomes and the findings from this have been fed into a more recent pilot.</p> <p>A pilot project was established at the beginning of 2012 to test Trafford's approach to the personalisation of children's services for those with complex and additional needs. Using a resource allocation system developed by In Control, 25 children were assessed using the associated self-assessment questionnaire and started along the process to receiving a personal budget with an agreed care support plan. The findings from the evaluation of this pilot have helped inform the development of the EIA.</p> <p>The proposals around the introduction of personal budgets are currently out to public consultation, which is due to end January 2013. The</p>
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		findings from this consultation period will also be fed into this EIA and an updated EIA will be produced following the consultation period.
2	Please list any consultations planned, methods used and groups you plan to target. (If applicable)	<p>The proposals for personal budgets have formed part of the budget consultation that took place between October 2012 and January 2013. A document was prepared for stakeholders which outlines:</p> <ul style="list-style-type: none">• the 2015 Vision and the principles underpinning it• the range of services currently delivered and commissioned,• the Council's activity to date to deliver savings,• the proposed service developments and what they mean in terms of impact and how we intend to implement them. <p>Budget proposals were then published on Trafford Council's website, including the CAN service proposals, which included an outline of the proposals for personalisation. Members of the public and professional stakeholders were invited to submit their response either by letter or through an online questionnaire. Budget consultation closed on January 14th 2013. The Head of Service also wrote out to each family known to the team to alert them to the consultation exercise.</p> <p>A consultation event took place on the 21st January 2013. All families within the CAN service that are affected by the proposed changes were written to directly and invited to attend one of two sessions. Feedback from the event is summarised in this document.</p> <p>Among professionals, a peer review took place among social workers and their responses have been collated. Direct interviews have taken place with social workers and brokers to gather their views on the</p>

		process, and brokers have interviewed a number of families post-care plan and have reported their findings back to commissioners where relevant.
3	**What barriers, if any, exist to effective consultation with these groups and how will you overcome them?	It is hoped that by targeting key stakeholders, including those groups and organisations with a particular focus on the protected characteristics as defined by the equality duty, all are able to effectively participate in the consultation.

***It is important to consider all available information that could help determine whether the policy/ function could have any potential adverse impact. Please attach examples of available research and consultation reports*

E: The Impact – Identify the potential impact of the policy/function on different equality target groups

The potential impact could be negative, positive or neutral. If you have assessed negative potential impact for any of the target groups you will also need to assess whether that negative potential impact is high, medium or low

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	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Gender – both men and women, and transgender;			X	Personalisation and personal budgets are focused on the individual concerned; therefore this new individualised approach should meet the specific needs of a child/ young person irrespective of their gender.
Pregnant women & women on maternity leave			X	
Gender Reassignment			X	
Marriage & Civil Partnership			X	

<p>Race- include race, nationality & ethnicity (NB: the experiences may be different for different groups)</p>	<p>X</p>			<p>Personal budgets will focus on an individual's needs and the support they require. Current guidance and practice with regard to language, translation and interpretation will apply. Although needs are assessed on an individual level, some work may need to be done to target minority ethnic groups to ensure they are aware of the changes in policy and how they can access services. The resource allocation process, indirectly, and the appointed broker will take account of culture and identity which in turn will inform the child and families choices around use of their personal budget. Further, the nature of the personal budget process itself allows for families to design their support package around their particular cultural requirements. Any positive impact would be limited as the current market is not well developed with regards to culturally sensitive services</p>
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				however commissioners will monitor the provision of such services in the market.
Disability – physical, sensory & mental impairments	X	X	X	<p>Feedback to date, both in Trafford and in national pilots, has reported that personalisation and personal budgets have had a positive impact on outcomes. They will enable children/ young people and their families to have increased choice and control over the services they receive to meet their needs.</p> <p>Personalisation and personal budgets provide an individualised approach to meet needs. Needs will be assessed via a self-assessment questionnaire, completed by the child/ young person, their family and their social worker. This assessment will establish the child/ young person's level of need and using the associated resource allocation system, a personal budget will be allocated according to this.</p>

The resource allocation system used to determine the amount of a personal budget is weighted according to increasing need; those children with the most complex needs receive the highest weighting.

As the resource allocation system develops it is evident that through the implementation of the personalisation policy, some children and young people will be offered a personal budget that does not equate to the cost of the care package they currently receive. The policy therefore has the potential to impact on individuals positively, negatively or in a neutral way. Although, as a consequence of the policy, some negative impacts may be reported, the amount offered to children/young people and their families will always be proportionate to the needs presented.

<p>Age Group - specify eg; older, younger etc)</p>	X	X	X	<p>The resource allocation system is also age related and separates children/ young people in to four age bands. The bandings are weighted with increased financial allocation at the older age range in recognition of older children requiring more expensive services such as 2:1 support and residential overnight stays.</p> <p>As the new resource allocation system develops it is evident that under the policy of personalisation, some children and young people will be offered a personal budget that is different to the cost of the care package they currently receive. Depending on their age and level of need, the personal budget could potentially be the same, lower or higher than the costs of their current service package. This therefore has the prospect of impacting on</p>
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				<p>individuals positively, negatively or in a neutral way. Although, as a consequence of the policy, some negative impacts may be reported, the amount offered to children/ young people and their families will always be proportionate to the needs presented.</p>
<p>Sexual Orientation – Heterosexual, Lesbian, Gay Men, Bisexual people</p>	X			<p>This new individualised approach to meeting needs should account for the specific needs of a child/ young person including their sexual orientation. The increased level of choice and control introduced by personal budgets will allow children/ young people and their families to develop their care support plan in accordance with their needs which can include the above. Commissioners will monitor the level of access to and availability of services which promote positive sexual identity whilst also influencing improved practice around monitoring</p>

				sexual orientation.
Religious/Faith groups (specify)	X			This new individualised approach to meeting needs should account for the specific needs of a child/ young person irrespective of their religion/ faith. However, the increased level of choice and control introduced by personal budgets will allow children/ young people and their families to develop their care support plan in accordance with their needs which can include the above.

As a result of completing the above what is the potential negative impact of your policy?

Assessing the impact of the policy as a whole, rather than considering it on an individual service user level, the negative impact of the policy is considered low. The current system is inequitable and therefore has the potential to negatively impact on service users. The proposed policy provides a structured framework whereby needs are assessed and resource is allocated in and fair and equitable way. As this is a new framework it will negatively impact on some more than others however the principles of transparency, fairness, accountability and equitability ensure that under the new policy, the resource offered to children/ young people and their families will be proportionate to the needs presented.

High

Medium

Low X

F. Could you minimise or remove any negative potential impact? If yes, explain how.

Race:	No impact identified
Gender, including pregnancy & maternity, gender reassignment, marriage & civil partnership	No impact identified
Disability:	<p>Amend the policy The policy could be amended to reduce the possible negative impact on some service users. A number of financial models have been considered with regard to the resource allocation system and the preferred model is seen as being the most equitable model based on need. Given this, it would not be appropriate to change the model to minimise potential negative impact at the cost of a reduction in the equitability of the system.</p> <p>Lessen the Impact In order to lessen the potential negative impact on individuals, it has been proposed that the policy be implemented over a period of up to two years. Individual transition arrangements will be based on the difference between the cost of pre-existing provision and the personal budget offered. Depending on the level of impact, families will have a transitional period, providing a safety net that will be phased out over a period of up to two years. These arrangements will allow families to gradually adjust to their new resource allocation.</p>

In addition to the transitional arrangements, detailed individual risk assessments will be completed for those families most affected by the implementation of personal budgets. Risk assessments will account of the child's condition, their current package of care, their RAS allocation and any additional factors or exceptional circumstances that must be considered to accurately assess risk. Families who have been risk assessed will be monitored closely to ensure they are able to cope with any change due to the introduction of personal budgets. If a family needs additional support due to crisis, other statutory processes would need to be considered to address any urgent support needs.

A number of pieces of work are currently taking place which will help to reduce any negative impact relating to this policy and further support families in receipt of personal budgets.

A brokerage service will be available to offer advice and support to families receiving a personal budget. This service will provide comprehensive support to help develop person-centred plans for children and young people that meet their needs and contribute to achieving positive outcomes.

Using infrastructure investment a Behaviour Support Team is being commissioned from CYPS to provide individual intensive home based behavioural advice and support. This service will provide behaviour management techniques to support the child/ young person to access the community settings they

choose. This additional support, provided by a small dedicated team, will enable the child/ young person to remain an integral part of the family while also accessing a range of community based services helping to increase positive outcomes. The service will focus on those families with a significant transition to personalisation in the first instance.

A newly commissioned short breaks coordinator will oversee individual cases and ensure that both quality and value are achieved for families, whilst also focusing on reducing the necessity for families to undergo statutory assessment to access short breaks.

Work is on-going with service providers to support them in developing their service offer, ensuring there is a broad range of services available for children and young people to incorporate into their package of support.

A new personalisation policy is also being developed. This will be a public document clearly articulating the principles behind personalisation, how it will operate and who will be affected by its implementation. The policy will include a range of information for parents and professional to ensure there is clarity about the personalisation process and its implementation. This will include guidance as to how parents can request that their child be considered as an exceptional case, how parents can appeal against a decision and the process for lodging complaints.

Age:

Amend the policy

The policy could be amended to reduce the possible negative impact in relation to age. However, the age bandings and associated weightings have been introduced in recognition of older children requiring more expensive services such as 2:1 support and residential overnight stays. Given this, it would not be appropriate to change the model to minimise potential negative impact at the cost of reducing the models ability to adequately reflect need.

Lessen the Impact

In order to lessen the potential negative impact on individuals, it has been proposed that the policy be implemented over a period of up to two years. Individual transition arrangements will be based on the difference between the cost of pre-existing provision and the personal budget offered. Depending on the level of impact, families will have a transitional period, providing a safety net that will be phased out over a period of up to two years. These arrangements will allow families to gradually adjust to their new resource allocation.

In addition to the transitional arrangements, detailed individual risk assessments will be completed for those families most affected by the implementation of personal budgets. Risk assessments will account of the child's condition, their current package of care, their RAS allocation and any additional factors or exceptional circumstances that must be considered to accurately assess risk. Families who have been risk assessed

will be monitored closely to ensure they are able to cope with any change due to the introduction of personal budgets. If a family needs additional support due to crisis, other statutory processes would need to be considered to address such urgent need.

A number of pieces of work are currently taking place which will help to reduce any negative impact relating to this policy and further support families in receipt of personal budgets.

A brokerage service will be available to offer advice and support to families receiving a personal budget. This service will provide comprehensive support to help develop person-centred plans for children and young people that meet their needs and contribute to achieving positive outcomes.

Using infrastructure investment a Behaviour Support Team is being commissioned from CYPS to provide individual intensive home based behavioural advice and support. This service will provide behaviour management techniques to support the child/ young person to access the community settings they choose. This additional support, provided by a small dedicated team, will enable the child/ young person to remain an integral part of the family while also accessing a range of community based services helping to increase positive outcomes. The service will focus on those families with a significant transition to personalisation in the first instance.

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Work is on-going with service providers to support them in developing their service offer, ensuring there is a broad range of services available for children and young people to incorporate into their package of support.

A new personalisation policy is also being developed. This will be a public document clearly articulating the principles behind personalisation, how it will operate and who will be affected by its implementation. The policy will include a range of information for parents and professional to ensure there is clarity about the personalisation process and its implementation. This will include guidance as to how parents can request that their child be considered as an exceptional case, how parents can appeal against a decision and the process for lodging complaints.

Sexual Orientation:

The policy will have a positive impact in enabling children and young people to choose services and providers who recognise and celebrate their sexual identity.

Religious/Faith groups:

The policy will have a positive impact in enabling children and young people to choose services and providers who recognise and celebrate their religion/ faith.

Also consider the following:

1	If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for a particular equality group or for another legitimate reason?	The policy will have an adverse impact on some children, young people and families however personalisation promotes the equitable use of resources through a transparent assessment and allocation process in which children and their families are fully engaged and involved. The distribution of resources will be based on need, with assessment underpinning all allocation decisions.
2	Could the policy have an adverse impact on relations between different groups?	Rather than having an adverse impact on relationships, it is hoped that this policy change will promote improved relationships between CYPS and families due to much greater involvement and engagement in the process of assessment and allocation of resources. Historically, assessment and resource allocation has often become an adversarial process and by placing children and the families at the centre of it there should be significant benefits for all. There is no presumed adverse impact between different groups of Trafford residents.
3	If there is no evidence that the policy <i>promotes</i> equal opportunity, could it be adapted so that it does? If yes, how?	

G. EIA Action Plan

Recommendation	Key activity	When	Officer Responsible	Links to other Plans eg; Sustainable Community Strategy, Corporate Plan, Business Plan,	Progress milestones	Progress
Transition arrangements for the implementation of the new policy must be carefully considered and managed	Full consultation process, gaining feedback from key stakeholders, children, young people, parents and carers	Between October 2012 and January 2013	Caroline Drysdale	The proposed policy changes have been made as part of the CYPS transformation agenda and links to both the CYPS Strategy and the Corporate Plan.	All stakeholders contacted during consultation process and all consultation activities undertaken	Activity completed January 2013
Development of a service specification for brokerage services	Draw on findings from the personalisation pilot to develop a specification that meets the needs of children, young people and	During October 2012	Andy Clark		Service Specification completed Service out to tender	Activity completed January 2013

	their families					
Risk assessments to be completed for those families most affected by the implementation of personal budgets	Detailed risk assessments considering the wider context of the child and family's current situation	During February 2013	Caroline Drysdale		Risk assessments completed	This will be completed by mid-February 2013
Development of a personalisation policy	Development of a detailed policy providing guidance and information the principles behind personalisation , how it will operate and who will be affected by its implementation	During February 2013	Caroline Drysdale and Andy Clark		Policy completed Policy approved	This will be completed by March 2013 It is expected the policy will be approved in March 2013
Development of a inclusion form for use by the	Development of an inclusion form capturing	During March 2013	Andy Clark		Inclusion form approved	It is expected the inclusion

brokerage service	information on age, race, gender, religion/ faith and sexual orientation					form will be approved in March 2013
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Please ensure that all actions identified are included in the attached action plan and in your service plan.

Signed
Lead Officer Jill Colbert
Date 19th February 2013

Signed
Service Head
Date

Personal Budgets – Transition Arrangements

Overview

As part of the transition to a personalisation model, 153 clients have been identified within the CAN Social Care service whose current package of provision will be replaced by a personal budget offer based on a RAS assessment. This document summarises the proposals for transition arrangements for these clients.

As personal budgets represent an entirely different approach to delivering services, however, CYPS are keen to emphasise that a reduction in the quality or level of support provided does not necessarily follow from a reduction in funding. Personal budget offers are tied to a wider package of support to help plan and broker services to meet individual needs. Families offered a personal budget will receive comprehensive planning support from a support broker or lead professional. Support plans will be written to make the best use of the money available and will take into account transition arrangements.

Transition plans

It is proposed that individual families' transition arrangements to their new funding offer will be based on the difference between the cost of pre-existing provision and the cost of the new offer.

The table below summarises the approach proposed:

Name	Description	Transition Plan
Group 1	New RAS-based allocation of funds exceeds the calculated cost of previous package of support	Immediate effect - All those increasing under the revised RAS to take effect between April/Sept 2013 depending on when the support plan is agreed and implemented
Group 2	New RAS-based allocation of funds represents a decrease in allocation from base cost of between £1 and £999.99p PA	Immediate effect - To take effect between April/Sept 2013 depending on when the support plan is agreed and implemented
Group 3	New RAS-based allocation in funds represents a decrease in allocation from base cost of between £1K and £2,499.99p PA	Staged transition plan – Allocation will decrease by 50% of the difference between base cost and RAS allocation on 1 st October 2013, and by the same amount again on 1 st October 2014. Client will be in receipt of their RAS-based allocation only (with no transition uplift) on 1 st October 2014

Name	Description	Transition Plan
Group 4	New RAS-based allocation in funds represents a decrease in allocation from base cost of over £2.5K PA	Staged transition plan – Allocation will decrease by 33.3% of the difference between base cost and RAS allocation on 1 st October 2013, and by the same amount again on 1 st October 2014 and 1 st October 2015. Client will be in receipt of their RAS-based allocation only (with no transition uplift) on 1 st October 2015

Any transition plans would be superseded by a further RAS allocation process (following the initial RAS). Further RAS assessments or allocations will be applied if there is a significant change in need or if a child/young person enters a new age banding within the transition period. In these cases, the new allocation would take precedence and would be applied with immediate effect.

Challenges to the initial RAS assessment would not be considered part of a new RAS process and changes to allocations as a result of challenges would be reflected in revised transition plans.

Example 1. A young person has a pre-existing package of support totalling £8,637 in cost to service. Their RAS assessment results in a personal budget offer of £10,413. As a group 1 client, they will receive their new personal budget offer immediately, effective from the date their care support plan is agreed by the CAN Resource Panel.

Example 2. A young person receives a pre-existing package of support at a total cost to service of £11,912 and their RAS assessment indicates that they would be entitled to a personal budget of £9,367, making them a group 4 client. As of 1st October 2013, their personal budget allocation would be £11,063.67p (a reduction of £848.33p). On 1st October 2014, their budget would be reduced again to £10,215.34p. On 1st October 2015 the young person would begin to receive their RAS allocated budget of £9,367.

Example 3. A young person is 12, and will turn 14 (transitioning to a new RAS band) on 20th August 2014. They currently receive a package of support worth £15K from CAN Social Care. Their RAS indicates that they are entitled to a personal budget of £13,572, making them a group 3 client. On 1st October their personal budget allocation would be £14,286 (a reduction of £714). Prior to their birthday on 20th August 2014, the client receives a new RAS assessment taking into account their new age band. Their RAS offer as of 20th August 2014 is calculated as £17,643.60p. This new RAS offer supersedes the transition plan and the client is offered the new budget amount from the 20th August.

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TRAFFORD COUNCIL

Report to: Executive
Date: 4 March 2013
Report for: Decision
Report of: Councillor Dr Barclay, Executive Member, Health and Well Being.

Report Title

Implementation of "Trafford Assist", an innovative model of Local Welfare Assistance in Trafford

Summary

The purpose of the report is:

- To outline the forthcoming abolition of the Social Fund and the transfer of responsibility for Local Welfare Assistance from the Department of Work and Pensions to Local Authorities
- To present the options appraisal undertaken within the Council to identify the most effective local delivery model
- To outline the recommended Trafford Local Welfare Assistance (LWA) model, "Trafford Assist" for Executive decision

Recommendation

That the Executive approve the adoption of the Trafford Assist model of provision for local welfare assistance as set out in this report and endorses the steps taken to date to implement it.

Contact person for access to background papers and further information:

Name: Joanne Willmott, Joint Director of Operations, Communities and Well Being
Extension: 2710

Background Papers: None

Appendix 1 – Options Appraisal
Appendix 2 – Information for Scrutiny
Appendix 3 – Eligibility Criteria
Appendix 4 – Equality Impact Assessment

Implications:

Relationship to Policy Framework/Corporate Priorities	Proposal will enable effective delivery of Local Welfare Assistance that will link to all Corporate Priorities
Financial	Budgets proposed in this report of £562,219 (section 6) can be financed from the grant expected from the Government. Positive intervention model will ensure effective use of resources and value for money.
Legal Implications:	Section 70 of the Welfare Reform Act 2012 effectively abolishes the Social Fund and this report proposes the local alternative.
Equality/Diversity Implications	Services are undertaken in line with the public sector equality duty set out in Section 49 of the 2010 Equality Act. An Equalities Impact Assessment has been completed and the proposed local welfare assistance scheme takes into account the results of that impact assessment which will also be included to inform the way in which the scheme is administered. In addition the effect of the operation of the scheme on individuals with protected characteristics will be reviewed once it is up and running.
Sustainability Implications	Not Applicable
Staffing/E-Government/Asset Management Implications	Not Applicable
Risk Management Implications	Risk Management Strategy is incorporated into the report
Health and Safety Implications	Not Applicable

1. Introduction

The Social Fund, currently administered by the Department of Works and Pensions (DWP), supports the most financially vulnerable people in society by paying for one off expenses and unforeseen costs and is currently funded via a combination of loans and grants.

As part of the wide ranging Welfare Reforms and the Government's Localism Agenda the Social Fund is being abolished with effect from the 1/4/13, with responsibility for delivering Local Welfare Assistance transferring to Local Authorities. The development of Trafford's Local Welfare Assistance model has been closely aligned to the wider welfare reform changes such as changes to Council Tax Benefit and Housing Benefit as the interdependencies between various welfare reforms, together with the current economic situation, will potentially increase need and demand for Local Welfare Assistance.

There is no national guidance or framework prescribing Local Welfare Assistance as the expectation is that Local Authorities will develop the best service for their local area. The key message from the DWP is that the current scheme is not fit for

purpose and Local Authorities need to innovate and look at adding value to their chosen model.

2. Value of the fund

A DWP settlement letter received in August 2013 stated that the amount of funding due to Trafford for the years 2013/14 and 2014/15 is:

Fund allocation from DWP	2012/13	2013/14	2014/15
Set up costs	£4,641	-	-
Administration Grant	-	£98,077	£89,898
Local Welfare Assistance fund	-	£464,142	£464,142
		£562,219.00	£554,040.00

3. Options Appraisal

Joanne Willmott, Joint Director of Operations, Communities and Wellbeing, was appointed Senior Responsible Officer for the Project on 4/9/12, supported by Karen McDonald, Business Change Analyst with the Transformation Team.

During September and October 2012 a range of activities were undertaken to inform the options appraisal and key recommendations including:

- Work with the Welfare Reform Steering Group
- Local Welfare Assistance workshop
- Benchmarking with other local authorities
- Meeting with Department of Work and Pensions partnership manager.
- Meetings with Children and Young People Service staff regarding section 17 payments and funding available to children leaving care
- Meetings with Revenue and Benefits team representatives
- Discussions with third sector partners including Citizens Advice Bureau, Credit Union and Trafford Housing Trust

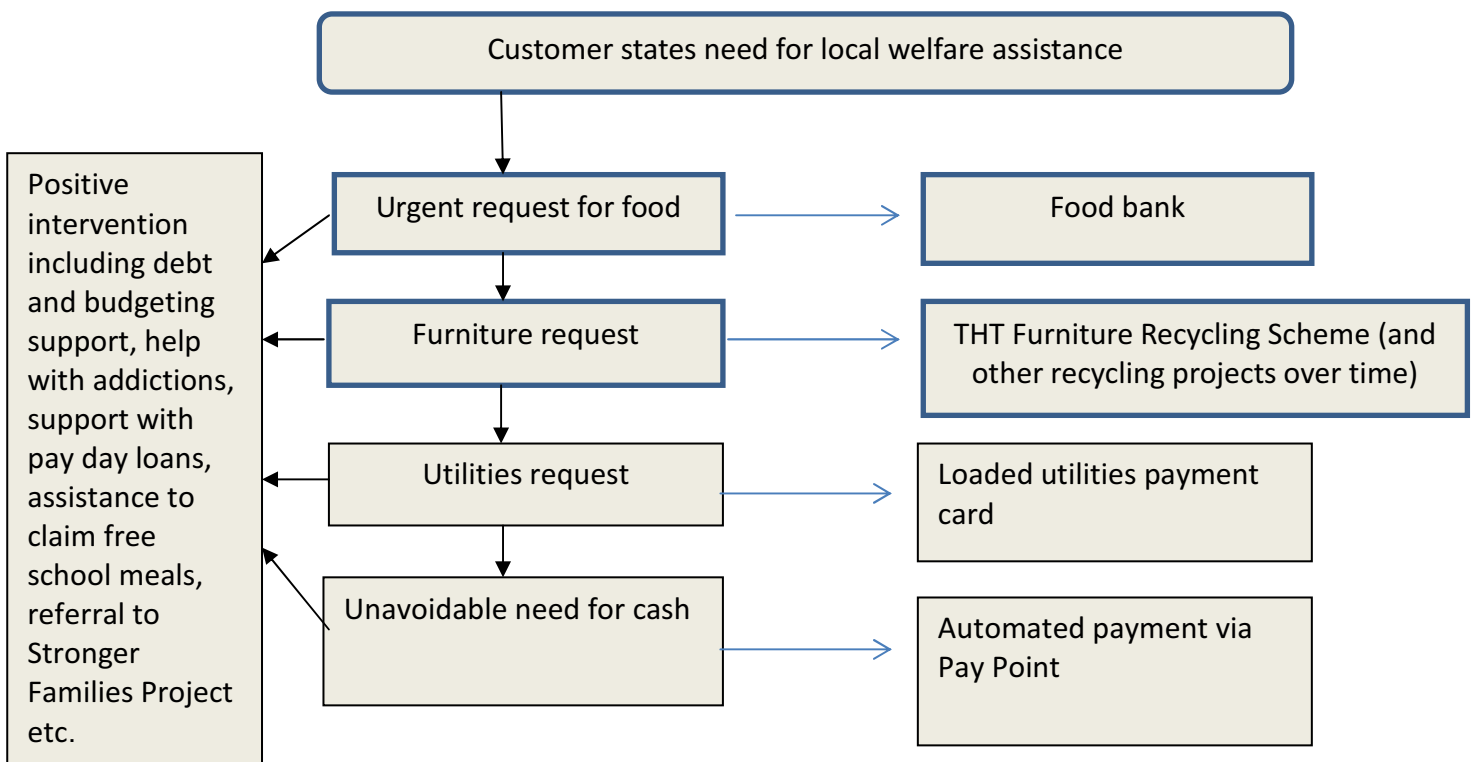
A comprehensive options appraisal was developed and presented to the Transformation, Performance and Resources Meeting on the 5/11/12 where the recommended model was endorsed for CMT decision. This is included as appendix 1 of this report

CMT endorsed the model on 14th November, 2012. It was also identified by CMT that a presentation of the proposed model to Scrutiny on the 12th December 2012 would be useful.

The Scrutiny Committee raised a number of helpful points, such as the importance of involving Local Members which have been added to this report. They also requested further information which forms appendix 2 of this report.

4. Trafford Assist

The following diagram illustrates Trafford’s Positive Intervention Model for Local Welfare Assistance to provide innovative solutions and reduce the requirement for cash payments. Consultation and discussion with a range of partners has resulted in naming this project “Trafford Assist”



The national economic situation and the interplay of a wide range of welfare reforms means Trafford Council is required to meet a potentially increasing level of need for local welfare assistance with a shrinking resource. We cannot therefore attempt to replicate the DWP model which is not fit for the future.

Trafford’s model is innovative and transformational to deliver maximum benefits for a vulnerable cohort of Trafford residents while ensuring best value for the Council.

Trafford Assist consists of the following core elements:

- Development of a collaborative model based on a partnership between Trafford Council, Trafford Housing Trust and Trafford Citizens Advice Bureau supported by a range of trusted assessors from the community and voluntary sector.

- Development of 6 key strands of Local Welfare Assistance

Development of food banks (Citizens Advice Bureau). The CAB service will be the statutory core provision, supported and enhanced by a range of voluntary provision, primarily delivered by the faith community. An element of the budget has been reserved to enable the payment of small grants to organisations looking to establish additional food banks.

Development of furniture and white goods provision (Trafford Housing Trust) with potential to extend this to other furniture recycling projects over time.

Using request for help as positive intervention point. This includes delivery of budgeting and debt advice (CAB, Credit Union and wider information and advice partnership) together with wrap around support from wider Council teams and functions such as Trading Standards (loan sharks), drug and alcohol services, free school meals, alignment with section 17 payments, referral to Stronger Families Project etc.

Limited use of automated payments via Pay Point where cash alternative is unavoidable.

Triage provided by a range of third sector organisations, with CAB as lead partner.

Assessment and decision making will be undertaken by the Revenue and Benefits Department, supported and overseen by a Council Wide steering group. Three new Trafford Assist roles have been developed and recruited to.

All partners such as Citizen Advice Bureau, Trafford Housing Trust and a wide range of information and advice providers have been involved in developing Trafford Assist and are fully committed to implementing this service on the 1/4/13.

5. Trafford Assist Pathway

Trafford Assist will work in the following way:

- Citizens Advice Bureau Trafford and a number of information and advice providers will operate as trusted assessors. They will be contacted by individuals in need and discuss people's specific circumstances. If people meet initial eligibility criteria the trusted assessor will complete an on-line referral form. A full wrap around service based on positive intervention including benefits advice, debt counseling and support to access a wide continuum of support services will be available

- The referral form will be submitted electronically to the Trafford Assist assessment team, located within Revenue and Benefits Department
- A decision will be made within 1 working day (current waiting time can be up to 14 weeks) on whether individual meets eligibility criteria and if they do the most appropriate award.
- Individual applicant receives food bank voucher, furniture voucher, or electronic code to receive loaded utility card or cash payment via Pay Point.

6. Proposed Budget to support model

The Local Welfare Assistance fund available for administration and awards is £562,219

Budget item	Amount
Civica software	£8,000
Civica set up costs	£3,500
Paypoint set up costs	£5,850
Paypoint training days	£2,625
One off set up costs	£10,440
Trafford Assist staffing team	£74,441
Communication & administration	£9,339
Citizen Advice Bureau food bank	£90,000
Trafford Housing Trust Rainbow furniture	£150,000
Credit Union	£20,000
Cash equivalent awards	£100,000
Information & Advice contributions	£20,000
Development fund re food banks & alternative recycling schemes	£16,439
Partington Youth Centre running costs	£25,000
Contingency	£26,585
Total	£562,219

7. Eligibility Criteria

Eligibility criteria have been worked up by a wide range of partners and stakeholders and formally signed off by the Welfare Reform Steering group – please see appendix 3. Key principles include that an applicant must be a Trafford resident (or expected to become one within 6 weeks to ensure support offered to people escaping domestic abuse or leaving prison) with no accessible capital or funds. All cases will be considered on their individual merit with priority given in relation to:

- Mental or physical disability and illness and general frailty
- Physical or social abuse or neglect
- A long period of residential or institutional care or sleeping rough
- Unstable family circumstances
- Behavioural problems, e.g. because of drug or alcohol misuse
- Risk of carer breakdown

8. Citizens Advice Bureau Trafford (CAB)

Citizens Advice Bureau Trafford is a key partner in the development and delivery of Trafford Assist and their major contribution needs to be recognised.

A formal specification and funding agreement has been developed in which the CAB has a central role in providing a food bank service to vulnerable people living in Trafford. This will be in accordance with the agreed referral/eligibility process. The service will ensure that service users are treated with both dignity and respect throughout their journey. The content of the food parcels are being discussed with representatives from Public health to ensure they offer a balanced and nutritious selection of food. Specific responsibilities include:

- To carry out the assessment process to determine needs and to filter those most in need and who or where to best signpost to, focusing on areas such as: Assessment of debts / welfare / poverty / employment etc.
- To provide access via telephone as well as drop in sessions throughout the borough during core opening times of Monday to Friday 9am till 5pm
- To provide a dedicated LWA telephone advice line which is available Mon to Fri 9am till 5pm
- To provide a home delivery service where needed
- To provide a borough wide service
- The service will be responsible for the purchasing of the food parcels which will be done on a spot purchase basis
- To recruit and support volunteers as and when required
- To register with the Council as a food business
- To support client applications to LWA

Funding of up to £90,000 has been agreed to fund infrastructure costs, staffing capacity and the spot purchase of food parcels. The current social fund does not offer a service out of hours and at weekends. Part of the on- going monitoring and evaluation of Trafford Assist will be to establish if an out of hours option is required and then develop as necessary. Trafford's Emergency Duty Team already operate out of hours and provide crisis support in relation to social care to individuals and families in Trafford.

9. Trafford Housing Trust Rainbow Furniture

Trafford Housing Trust Rainbow Furniture is a key partner in the development and delivery of Trafford Assist and their major contribution needs to be recognised.

A formal specification and funding agreement has been developed which identifies the role of Rainbow Furniture in providing emergency household items to vulnerable individuals referred via Trafford Local Welfare Assistance. The service will ensure that all Trafford residents referred via Trafford Local welfare assistance service receive a high quality supportive service offering both dignity and respect to the individual.

Specific responsibilities include:

- To provide quality equipment as outlined within Trafford Housing Trust's guidelines and policies
- To provide items as specified on the referral consent form. Any items not specified cannot be invoiced for and will not be paid by Trafford Council
- To provide a home delivery service where needed
- To provide a borough wide service
- To recruit and support volunteers as and when required
- To invoice the Council on a spot purchase basis
- To support individuals seeking employment where possible and appropriate, in line with THT's guidance

An overarching budget of £150,000 has been allocated to purchase the following items on a spot purchase basis:

Item	
Wardrobes	
Settees	
Cookers	
Beds	
Bedding	
Towels	
Mattresses	
Fridges	
Washing machines	
The below items are as part of a complete starter pack for a complete purchase price of £60	
4 Plates	
Cutlery	
Cups	
Kettle	
Hand and body towel	

Bedding
Pans
Cooking utensils
Drinking glasses
Mirror

10. Project Management and Implementation

A full project plan has been developed and a Steering Group has been established. Key milestones achieved to date include:

- Agreeing pathways and eligibility criteria
- Developing communication plan and supporting marketing materials
- Agreeing working protocol with DWP and information and advice partners
- Commencing Equality Impact Assessment
- Confirming business processes
- Completing Food bank (CAB) and Furniture (THT) specifications and funding agreements
- Devising a utilities solution via pay point
- Recruitment to Revenues and Benefits Team
- IT procurement, implementation of Civica solution and training for staff
- Identifying Partington Youth Centre as Trafford Assist hub, providing storage space for food banks, furniture recycling and community clothing recycling project.
- Shadowing planned and agreed with DWP staff once Trafford Assist staff are in place. A local communication agreement has been developed and DWP staff have been invited to stakeholder briefings w/c 11th March.
- The stakeholder briefings will take place in Sale, Urmston & Old Trafford to reach as many stakeholders as possible.

Implementation for 1/4/13 is on track, with all due milestones achieved. Key outstanding actions include finalising the application form and communication material for distribution to key stakeholders (including Elected Members).

11. Conclusion

Trafford Assist has already received positive recognition by the National Social Fund Project Team who have identified it as innovative and providing added value and stated that Trafford Council were well advanced in implementing a positive model, compared to other Local Authorities.

Trafford Assist is based on positive intervention and a balanced approach to rights and responsibilities and provides the best possible outcomes to vulnerable Trafford residents while also delivering value for money for the Council and the most effective approach to demand management.

Other Options

Outsource the scheme to an established organisation.

This would involve an external partner processing applications, making award decisions and distributing customer payments. Discussions have taken place with several potential partners including Credit Union and Family Fund, however a complete solution has not been found to support this option.

Do not provide a formal Local Welfare Assistance Scheme in Trafford.

This option presents significant risk to the Council:

- There is already substantial demand for the Social Fund which is likely to increase due to the impacts of several imminent Welfare Reforms.
- Customers will be directed to Trafford Council by DWP which will leave the Council vulnerable and could damage reputation if customers present at customer access points and suitable arrangements are not in place to provide assistance.
- Additional demand could be placed on other discretionary funds within the Council e.g. Section 17 payments which prevent children going into care.
- The most financially vulnerable residents of Trafford could be left without any means of support which could be harmful, especially following an unforeseen crisis
- An AGMA benchmarking exercise has confirmed that only one Council is considering whether to put a formal scheme in place. All other Councils are proposing to provide a formal scheme.

Consultation

As outlined in the report and attached options appraisal extensive discussion and consultation has taken place with a wide range of stakeholders and partners.

Reasons for Recommendation

As outlined in the report Trafford Assist is an innovative and transformational model focussed on delivering effective support to Trafford citizens while delivering maximum value for money to the Council

Key Decision No

Finance Officer Clearance (type in initials).....ID.....

Legal Officer Clearance (type in initials).....MJ.....

CORPORATE DIRECTOR'S SIGNATURE (electronic)

A handwritten signature in black ink that reads "Deborah Brounlee". The signature is written in a cursive style with a large initial 'D' and 'B'.

To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

Appendix 1 – Options Appraisal



Social Fund Reform
High Level Delivery Options
Version 2.0
21st November 2012

Document History

Version	Summary of Changes	Date	Author
0.1	Additional information added	24.10.12	Karen McDonald
0.2	Amendments following Peer Review	24.10.12	
0.3	Additional information added	26.10.12	
0.4	Additional information added	30.10.12	
0.5	Amendments following Peer review	31.10.12	
0.6	Additional information added	01.11.12	
0.7	Report re-formatted	02.11.12	
0.8	Amendments following SRO review	02.11.12	
1.0	Submitted to TPR	05.11.12	
1.0	Submitted to CMT	12.11.12	Jo Willmott/ Karen McDonald
1.1	Amendments following feedback from Corporate Director CYPS	12.11.12	
1.2	Amendments following feedback from CMT	20.11.12	
2.0	Submitted to Corporate Director CYPS for Lead Member Briefing	21.11.12	

Approvals

Name	Title	Date of Issue	Version
Joanne Willmott	Senior Officer Responsible	02.11.12	0.8
Joanne Willmott	Senior Officer Responsible	05.11.12	1.0
TPR		5.11.12	1.0
CMT		21.11.12	2.0

Distribution

This document has been distributed to:

Name	Title	Date of Issue	Version
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1. Executive Summary

Background

The Social Fund, administered currently by the Department of Works and Pensions (DWP), supports the most financially vulnerable people in society by paying for one off expenses and unforeseen costs and is currently funded via a combination of loans and grants.

In 2010 Central Government announced a review of the Social Fund. This is part of a wide range of Welfare Reforms. The review is at the heart of the Government's Localism Agenda and determined that two main elements of the Social Fund would transfer to Local Authority control from April 2013. Other elements of the fund will remain under DWP control and the DWP have stated that the Local Authority controlled element of the Social Fund will be called Local Welfare Assistance.

This report is to advise the Transformation Performance and Resources Group of options available for delivering the Social Fund when Trafford Council takes responsibility for elements of the fund and recommends the option which best suits the needs of vulnerable Trafford residents.

Trafford must decide on the most appropriate model for delivering the scheme in a very short time period. The chosen scheme must be fully operational by 1st April 2013.

Elements of the Social Fund to be localised from April 2013

Two cash limited elements of the current Social Fund provision will become the responsibility of Local Authorities from April 2013:

- Crisis Loans for items and/or living expenses
- Community Care Grants

Value of the fund

A DWP settlement letter received in August 2013 states that the amount of funding due to Trafford for the years 2013/14 and 2014/15 is as detailed in the following table:

Fund allocation from DWP	2012/13	2013/14	2014/15
Set up costs	£4,641	-	-
Administration Grant	-	£98,077	£89,898
Local Welfare Assistance fund	-	£464,142	£464,142

The DWP have indicated that they paid out £794,500 in 2010/11 to financially vulnerable customers in the Trafford Borough for Crisis Loans and Community Care Grants.¹ This amount reduced to £559,600 in 2011/12 due to changes implemented to the Social Fund eligibility criteria.

It should be noted that an unspecified amount of the money paid out was for Rent In Advance payments which will be paid out of a separate Discretionary Housing Payments (DHP) fund in Revenues and Benefits from April 2013. DHP funding will increase at this time to partially mitigate the severe financial effects on some customers due to new Welfare Reform initiatives including:

- Localised Council Tax Support Scheme from April 2013
- Housing Benefit Under Occupancy reductions from April 2013
- Benefits Cap from April 2013
- Universal Credit phased introduction from October 2013

The 2013/14 fund allocation represents only 83% of the amount of money paid out in Trafford 2011/12.² At the same time, demand on the Social Fund is highly likely to increase as many customers will struggle to pay priority bills and as a result will be unable to budget for replacement household items. In addition they will have insufficient financial resources to cope should a crisis arise unexpectedly.

The fund will not be ring-fenced therefore a decision is required on how the monies will be spent. This decision will impact the overall delivery model of the scheme.

Delivery options for Local Welfare Assistance

The following delivery/administration options have been considered as part of this review:

1. Outsource the scheme to an established organisation. This would involve an external partner processing applications, making award decisions and distributing customer payments.
2. The development of a mixed model focusing on key areas of need. This will consist of an initial agency referral process to assist with claims and give budgeting advice. This will be followed by an internal assessment and decision making process in Revenues and Benefits. Fund awards will be distributed via 3rd party collaboration including food banks and recycled furniture. Cash payments will be avoided by the use of pre- paid cards.
3. Do not provide a formal Local Welfare Assistance Scheme in Trafford.

¹ This accounts for elements of the fund that will be transferring to Trafford.

² 2011/12 spend supplied by DWP

Benchmarking and consultation

Benchmarking has been undertaken with all AGMA Councils. At the same time consultation has taken place with members of the Welfare Reform Steering Group and front line staff who support customers in the completion of Social Fund applications. Further detailed information can be found in Section 6.

Recommendations

Key Recommendations

The national economic situation and the interplay of a wide range of welfare reforms means Trafford Council is required to meet an increasing level of need for local welfare assistance with a shrinking resource. We cannot therefore attempt to replicate the DWP model which is not fit for the future.

The model needs to be innovative and transformational to deliver maximum benefits for a very vulnerable cohort of Trafford residents while ensuring best value for the Council.

The comprehensive options appraisal undertaken over the last two months has informed the following key recommendations:

- Development of a collaborative model based on a partnership between Trafford Council, Trafford Housing Trust and Trafford Citizens Advice Bureau.
- Development of 6 key strands of Local Welfare Assistance

Development of food banks (CAB)

Development of furniture and white goods provision (Trafford Housing Trust) with potential to extend this to other furniture recycling projects over time

Delivery of budgeting and debt advice (CAB and wider information and advice partnership) to support people to more effectively manage their resources.

Limited use of pre - payment cards where cash alternative is unavoidable.

Triage provided by a range of third sector organisations, with CAB as lead partner

Assessment and decision making to be undertaken by Revs and Benefits Department, supported and overseen by a Council Wide steering group. Funding has been identified from DWP grant to fund this team together with other key developments.

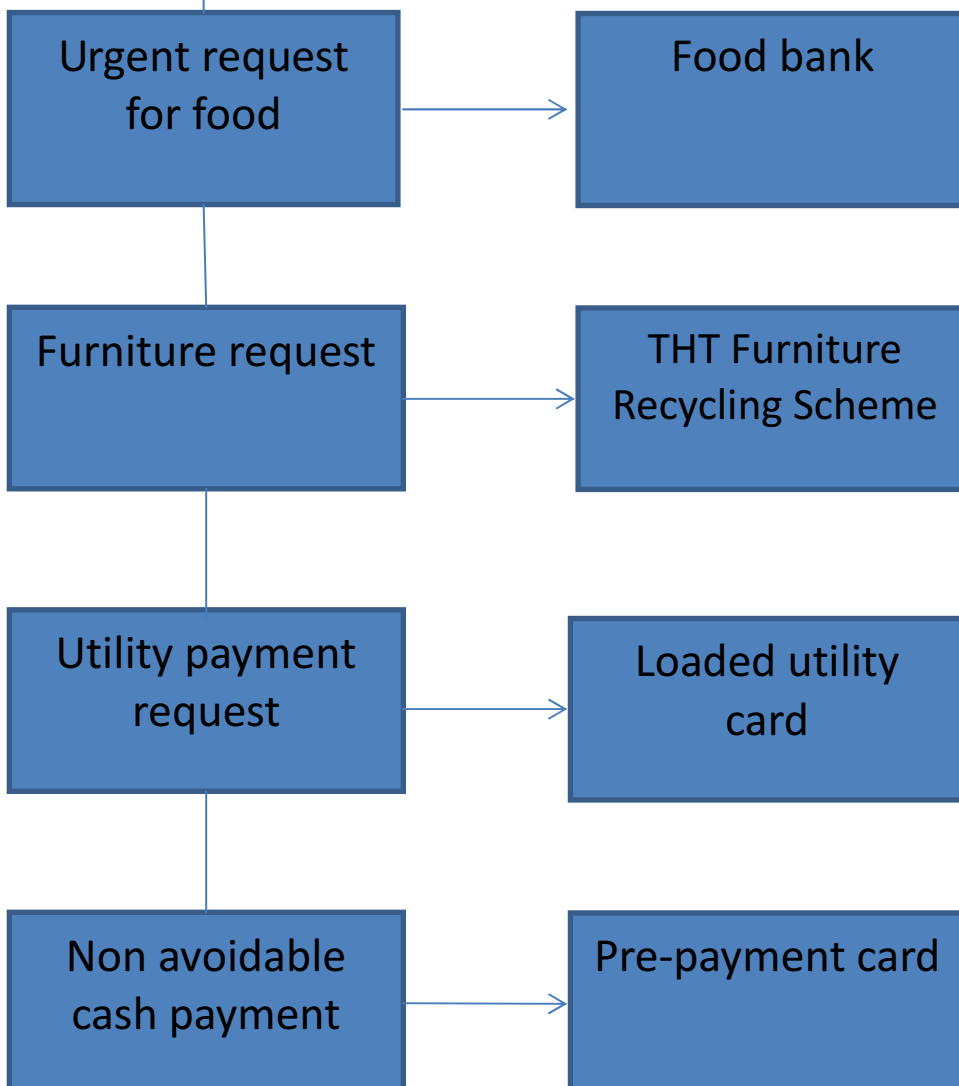
Underpinning Recommendations

- The eligibility criteria for the scheme would be designed by an expert task group to ensure robustness and transparency.
- Governance arrangements would be made in conjunction with Procurement, Audit and Legal Services.
- The fund would be managed internally to establish strict controls and monitoring of award distribution.
- The assessment process would be supported by referrals from agencies such as Welfare Benefits and CAB. There is opportunity for the agencies to work with the customer to establish the root cause of financial problems where possible and offer positive signposting to other agencies where appropriate.
- The Benefits Service has immediate access to customer information including the Council Tax Property Database and DWP benefit entitlement information.
- The Benefits Service has infrastructure and skilled staff who have expertise in processing benefits and Discretionary Housing Payments. Approximately 18,000 benefit applications are currently handled, many of which are from vulnerable people.
- Local Welfare Assistance compliments the existing Discretionary Housing Payment Scheme, administered within the Benefits Service.
- Good working relationships are already in place between the Benefits Service and agencies such as Access Trafford, Welfare Benefits, Registered Social Landlords and CAB. A formal collaborative approach will be developed between all parties to explore opportunities for the scheme.
- Essential household items can be distributed by the Trafford Housing Trust Rainbow Furniture Project who sell good quality used items for a fraction of the price of new goods. This is a non- profit making Social Enterprise in the heart of the north of the Trafford Borough. The development of this arrangement will safeguard the fund as it will be cheaper than supplying new goods, therefore reducing costs, and also ensure that goods reach customers homes for their intended purpose.
- In order to reduce cash payments an arrangement will be developed by Trafford CAB who are in the process of setting up a food bank in the borough. This will be supported by an agreed amount of Local Welfare Assistance money and ensure that balanced nutritious meals are provided to support customers' health and wellbeing.
- One off pre-payment cards will be promoted to cover Crisis Loan expenses, where the award is not for essential household items or food. This will negate the requirement for staff to administer cash payments directly to customers.
- Further opportunities will be explored with partners to reduce cash payments as far as possible for example collaboration with Utility and travel companies.

The following diagram shows Trafford's recommended Diversion Model for Local Welfare Assistance

Local Welfare Assistance Diversion Model to provide innovative solutions and reduce the requirement for cash payments

Customer states need for Local Welfare Assistance



2. Drivers for Change

Central Government announced in 2010 that the Social Fund would be reviewed as part of the wider agenda to change the whole Welfare Benefit scheme in 2013. The reforms are underpinned by the phased introduction of Universal Credit in 2013.

The Social Fund Review determined that two main elements of the Social Fund would be abolished on 31st March 2013 and that funding for discretionary Local Welfare Assistance Schemes would be granted to Local Councils to administer their own schemes from April 2013.

Two funds will move to local authority control from April 2013:

- Community Care Grants
- Crisis Loans for items and expenses

As a result, Local Authorities are now developing policies and processes to distribute funds to the most financially vulnerable people in their communities.

The following table gives an overview of the current Crisis Loan and Community Care Grant Scheme.

Fund element	Description	Criteria
Crisis loan items or expenses (recoverable)	<ul style="list-style-type: none"> • Intended to help people with immediate short-term needs in a crisis or as a result of a disaster • Payments can be for living expenses or household items 	<ul style="list-style-type: none"> • Applicant must be over 16 years old • The need must be as a result of an emergency or disaster • There would be a serious risk/damage to health and safety without the payment • Exclusions apply e.g.; hospital in-patients and prisoners
Community Care Grant (non recoverable)	<ul style="list-style-type: none"> • For essential household items, travel expenses, removal expenses, utility connection/reconnection charges • Help people to live independently in the community • Help families who are under extreme financial pressure 	<ul style="list-style-type: none"> • Must receive a qualifying benefit: Income Support, Income Based Job Seekers Allowance, Income Related Employment and Support Allowance, Pension Credit • Award is reduced by amount of any capital held

The following table gives a breakdown of claims received, awards made and spend in 2011/12. A detailed breakdown of spend is not available from DWP at this time.

Social Fund category	Claims received per category	Awards made per category	% of total awards made Per category	Spend per category	% of total spend Per category	% awards made Based on number of claims received per category	%refused claims Based on number of claims received and awards made
Crisis Loan Items 2011/12	290	130	4	£20,100	3.6	44.8	55.2
Crisis Loan Living Expenses 2011/12	3450	2830	77	£152,600	27.3	82	18
Community Care Grants 2011/12	1400	710	19	£386,900	69.10	50.7	49.3
Totals	5140	3670	100	£559,600	100		

Trafford must be prepared to have an operational scheme in place from April 2013. This requires key decisions on the operating model and the development of a full project plan including a strategy, local policies and regulations, collaboration opportunities, ICT systems, business processes and engagement with all relevant stakeholders.

Central Government is encouraging Local Authorities to think creatively about the design and delivery of this new service provision, and there is no prescribed guidance on how to deliver the scheme. As such collaboration and community engagement has been considered as part of the delivery model. In addition consultation has taken place with a range of agencies who provide advice and guidance to customers about benefits and financial matters on an ongoing basis.

The future of Welfare Benefit schemes requires Councils to work closely with partners to understand the needs of communities. This is already taking place at Trafford Council and strongly supports the Council's vision. The Council also has a social obligation to work with communities to reduce deprivation, anti-social issues and crime.

Critical Success Factors

- To comply with Central Governments agenda to localise discretionary benefit.
- Provide a holistic solution which utilizes funds and resources achieving value for money for Trafford Council.
- Claims will be assessed by highly trained staff who will strive to ensure that awards are made to those most in need.
- Manage Government funding robustly so that expenditure is within budget and does not exceed funding.
- Collaborate with key agencies and stakeholders to ensure that customers have the best advice and guidance with work is undertaken to establish root cause and prevention wherever possible.
- Ensure value for money on items purchased especially where funds are used to obtain essential household items.
- Ensure that the scheme criteria are robust, transparent and complies with policy, procurement, audit and legal requirements.
- Adequate measures must be in place to ensure staff safety.
- Ensure that staff are appropriately skilled and trained to handle diverse and challenging customer interactions.

3. Scope / Outline

1. To recommend the most appropriate Local Welfare Assistance option for Trafford Council for 1st April 2013.
2. To provide costs for each delivery option.
3. To review existing DWP qualifying criteria and payment options for the Social Fund to establish whether this is the most appropriate way of administering the scheme.
4. To benchmark with AGMA Councils to determine their approach to Local Welfare Assistance provision.
5. To consult with key stakeholders including Third Sector to understand their experiences and requirements for Local Welfare Assistance.
6. Make recommendations on appropriate payment methods.

4. Methodology

Findings to support this document have been collected via a range of activities in September and October 2012 with key stakeholders as follows:

Findings vehicle	Outputs
Desk top analysis – DWP information	<ul style="list-style-type: none"> Understand the current criteria and application methods of the Social Fund scheme
Steering Group discussions	<ul style="list-style-type: none"> Share members experiences relating to Social Fund Consultation – what are their thoughts and ideas for a new Local Welfare Assistance Scheme
Steering Group Questionnaire	<ul style="list-style-type: none"> Completed data capture to help inform the design of a new Local Welfare Assistance Scheme.
I Network workshop with Social Fund Project Officers from the North West region	<ul style="list-style-type: none"> Benchmarking information Alternative Social Fund delivery options Sub group meetings with AGMA Councils for project life cycle
Multi Agency workshop with officers directly involved with Social Fund customer applications	<ul style="list-style-type: none"> Share front line experiences Obtain customer feedback Share ideas to create a new and improved scheme
Meetings with CAB Chief Officer	<ul style="list-style-type: none"> Explore opportunities of a collaborative working approach for a food bank in North Trafford
Meetings with Trafford Housing Trust	<ul style="list-style-type: none"> Explore opportunities of the Rainbow Furniture Recycling Project providing used furniture and white goods as part of the Local Welfare Assistance scheme.
Interview with Trussell Trust North West Development Officer	<ul style="list-style-type: none"> An understanding of the Trussell Trust food bank provision in South Trafford
Interview with Information Governance Officer CYPS	<ul style="list-style-type: none"> An understanding of data sharing implications
Interview with Senior Business Support Officer Section 17 payments CYPS	<ul style="list-style-type: none"> An understanding of the Section 17 discretionary payments fund
Interview with Senior Business Support Officer Children In Care CYPS	<ul style="list-style-type: none"> An understanding of the funding available for young people leaving care
Interview with Emergency Planning Manager	<ul style="list-style-type: none"> An understanding of funding/arrangements in place for residents following a disaster in the community

5. Existing Provision

Limited statistical data has been provided to Local Authorities to date from DWP. Detailed information is required to understand what the fund has paid out for and any emergent key trends in order to manage demand and expectations and provide the most appropriate replacement scheme.

Customers can self-refer when making an application to the fund. There is no root cause investigation into the customers' needs or steps to offer preventative signposted services.

Application and Payment methods

Community Care Grants & Crisis Loan Items/Services

Application is via a 36 page hard copy form which is taken or posted to a Job Centre Plus office. The form is very detailed and includes sections on personal information, moving house, health problems, items required, money paid out, travelling expenses and payment options. The waiting time for a decision is typically 4 weeks.

If the claim is successful, payment will be made directly into a bank account or Credit Union account or exceptionally by giro.

Crisis Loans for day to day living expenses

Application is via a free phone telephone application service. The waiting time to speak to a claims assessor is estimated to be 40 minutes and the application process can typically take over an hour. The process is via a scripted check list. If the claim is successful the customer will be given a same day time slot to present at the nearest Job Centre Plus Office and receive a giro to cash at the Post Office.

Customers are given a shared time slot for giro collection. They are kept in a waiting area by security staff and then called by name to collect their giro. The giro is presented from behind a glass screen and there is also security presence at the exit area.

Repayment of Crisis Loans

Crisis Loans for items or expenses are repaid in installments either from benefit payments or if the customer is working, by arrangement. The repayment terms are agreed by the customer before the loan is paid. Deduction amounts vary dependent upon the customer's circumstances. Often there is a delay in the deductions being taken and more than one loan can be recovered at the same time. This leads to further financial hardship as customers cannot cope financially with a significantly reduced benefit rate. Customers can apply to have the deductions reduced although this can be a lengthy process and is not always successful. This can often lead to a further Crisis Loan application.

Community Care Grants are not recoverable.

Recent changes to the Social Fund

Several changes to the Social Fund eligibility criteria have been implemented by DWP since April 2011. These measures demonstrate the challenge of safeguarding the cash limited funds, and ensuring that the monies are distributed to the people who are most in need. For example:

- Protecting the funding for Community Care Grants by disallowing repeat claims for the same need within 12 months.
- Disallowing repeat claims for Crisis Loan Items following a disaster for the same need within 12 months.
- A cap has been set of three Crisis Loan awards for general living expenses in a 12 month period.

6. Benchmarking

1. Welfare Reform Steering Group.

70% of members of the Welfare Reform Steering Group completed a questionnaire to capture their views on fundamental considerations for the new Local Welfare Assistance Scheme. The following table summarizes key statements made which have been considered in the recommended option for the new scheme:

Local Welfare Assistance consideration	Summary
The overall scheme	<ul style="list-style-type: none"> • All responses stated that internal provision would be preferable to maintain strict controls of the fund and customer care standards and allow a holistic approach to service delivery. • Several responses specified that the scheme should be administered by Revenues and Benefits due to their expertise in benefit claims assessments and instant access to customers financial details • The number of claims should be limited to a specific amount per customer per year. Case by case exceptions should apply where there is immediate risk of homelessness or a risk to health and safety. • The fund needs to be very closely managed on a regular basis to monitor budgets, demands and trends.
Eligibility	<ul style="list-style-type: none"> • All responses stated that existing DWP criteria should be used as a starting point for the new scheme. • Proof of residence in Trafford should be a requirement. Exceptions will apply where the customer is homeless or fleeing domestic violence. • Supporting information from an agency should be provided at the point of application.

Local Welfare Assistance consideration	Summary
	<ul style="list-style-type: none"> • A specific list of allowable items should be defined for the scheme. This should not be published. • The scheme must be fair and transparent. • The scheme should prevent homelessness, starvation and risk of significant danger to the customers safety or wellbeing.
The application process	<ul style="list-style-type: none"> • Applications should be by referral from an agency where possible to ensure that information supplied is reliable and comprehensive. • Crisis Loan expenses applications should be made by telephone to ensure that claims are processed quickly and negate the need for customers to approach the Council in person. • Visits should take place to assist particularly vulnerable customers. This would be an opportunity to ensure that positive signposting takes place. • Staff and customers must be able to clearly understand the process to manage expectations. • Information should be shared between Council departments to streamline the process. • Staff safety is paramount. Staff should be equipped with the appropriate skills to deal with sensitive and challenging situations. • Risk assessments need to take place to plan for appropriate security measures.
Payment methods	<ul style="list-style-type: none"> • All responses stated that cash should be avoided. This will help to mitigate safety issues and potentially deter false claims which have occurred when cash is given. • Use furniture projects and food banks to avoid the need for cash and ensure that funds are spent on their intended purpose. • Work directly with Utility companies and travel companies to make direct payments to suppliers. • Provision of second hand goods must be sustainable and have capacity to deal with demand.
Ideas for the new Local Welfare Assistance Scheme	<ul style="list-style-type: none"> • Community initiatives should be widespread, large scale and available to everybody. • Knowledge of all available discretionary grant schemes is essential to support customers. • Advice services and Council departments need to work together to ensure that appropriate support is given and avoid the risk of duplicate awards from differing sources. • Work with Registered Social Landlords to establish processes to help tenants move into new properties without delay.

Local Welfare Assistance consideration	Summary
	<ul style="list-style-type: none"> • Work on a solution to help customers who have no choice but to abandon their belongings when they leave a property only to require new items when they are rehoused later. • Collaborate with Housing Providers and Support Providers to ensure that people most in need are prioritized. For example homeless households are unable to move on to permanent accommodation without furniture. This causes bed blocking. An early referral process and swift action is required to reduce the cost of homelessness. • The prospect of recovering awards should not be abandoned as this would help the fund to go further.

2. AGMA Councils

All ten AGMA Councils attended an I Network Social Fund event in October to discuss key Local Welfare Assistance considerations. A questionnaire was also completed which detailed options for delivery for the new Local Welfare Assistance Scheme.

Nine Councils intend to deliver the new scheme internally using a range of collaborative approaches with partners including Food banks and Furniture Recycling schemes. Five Councils intend to administer the scheme within Revenues and Benefits. One Council is yet to decide whether to provide a Local Welfare Assistance Scheme.

One of the key issues raised was the threat of customers accessing funds from neighbouring authorities, and being awarded duplicate Local Welfare Assistance awards. It was agreed that Council officers should meet on a monthly basis to discuss a common list of issues and strive to align local schemes and collaborate wherever possible

7. Key Findings/Issues/Opportunities

The DWP has confirmed that the existing Social Fund scheme is not fit for purpose. The following table details key findings/issues and how these can be mitigated to provide an improved scheme.

Key finding/issue	Mitigation/opportunity
<p>A lack of key data from DWP exists:</p> <ul style="list-style-type: none"> • Spend by location/ward • Spend by circumstance i.e.; flood • Breakdown of reasons for high claim refusal rates • How will the fund be distributed? • How many applications are in person as result of dire emergency? 	<ul style="list-style-type: none"> • Meeting with DWP 7th November. • DWP workshop for Local Authority staff 8th November. • Build an accurate claims history database from April 2013 to monitor budget, demands and trends.
<ul style="list-style-type: none"> • Social fund refusal rates are very high. • The refusal rate for Community Care Grants in Trafford in 2011/12 was 50%. • This is a waste of assessment time, incurs high administration costs and causes frustration and distress for customers. 	<ul style="list-style-type: none"> • Local Welfare Assistance applications should be referred by a recognised agency wherever possible. This filter can be used to guide and advise customers, and ensure that claims made are commensurate with the claims criteria. • The eligibility criteria for the scheme will be robust, easy to understand and transparent to limit the number of claims which are ultimately refused. • Specialist training will be given to claims assessors to ensure consistent decision making. • Structure the application to assist with early identification of eligibility.
<ul style="list-style-type: none"> • Cash payments are made by giro or into a bank account. There is no audit trail to ensure that payments are used for their intended purpose. 	<ul style="list-style-type: none"> • Cash payments should be avoided where possible. • Recycled furniture and white goods can be provided by a Social Enterprise. • A food bank can be set up by CAB. • Pre-paid cards should be used to cover crisis expenses. • Explore opportunities with other agencies to make direct payments. • Existing procurement frameworks should be utilised where possible.
<ul style="list-style-type: none"> • Crisis Loan (expenses) applications typically take over an 	<ul style="list-style-type: none"> • Crisis Loan Expenses applications will be dealt with by telephone locally

Key finding/issue	Mitigation/opportunity
<p>hour on the telephone. Calls are handled in a contact centre which is not necessarily based locally and deals with a large volume of claims covering many local authority areas. There are several intervals where the customer is kept on hold, causing upset and frustration.</p> <ul style="list-style-type: none"> The application form for Community Care Grants and Crisis Loan items is 36 pages long. 	<p>and will handle only Trafford requests.</p> <ul style="list-style-type: none"> Crisis Loan Items and Community Care Grant applications should largely be made on line. Claims should be completed by an agency in the customer's presence where the customer has no computer access. Supporting statements can be made by the agency at the time of the claim submission. A small supply of hard copy forms will be available for use when a computer is not available and the customer is self-referring. Visiting Officers will be deployed where a customer is particularly vulnerable so that one to one support can be given.
<ul style="list-style-type: none"> Staff safety is a serious concern. DWP staff operate behind glass screens and security staff are employed at Job Centre Plus Offices. 	<ul style="list-style-type: none"> The application process will be inclusive, transparent and customer focused. Customers will be treated as individuals on a case by case basis. Advanced customer service training will be provided for front line staff at key customer service points across Trafford.
<ul style="list-style-type: none"> Deductions from benefit to recover Crisis Loan repayments can lead to further financial hardship and repeat Crisis Loan applications. 	<ul style="list-style-type: none"> Local Welfare Assistance payments are not recoverable. It will not be possible to recover the money at source from DWP benefits and recovery by sundry debtor bill would be costly and time consuming. There will be a limit on Crisis Loan applications within a 12 month period. A universal support network will be offered to customers at the point of referral to enable preventative measures.
<ul style="list-style-type: none"> The Social Fund has created a dependency for some customers who submit repeat claims within a short time period. 	<ul style="list-style-type: none"> Communications must make clear that the Social Fund has been abolished and replaced with a new scheme with different eligibility criteria, application methods and

Key finding/issue	Mitigation/opportunity
	<p>awards.</p> <ul style="list-style-type: none"> • Agency advice and signposting will be available to encourage customers to take responsibility for their circumstances and receive support to prevent a similar situation from recurring in the future. • Stakeholder briefings will take place to communicate that Local Welfare Assistance is the last resort for customers rather than a first point of access.
<ul style="list-style-type: none"> • A Council wide Service Review for Information & Advice Services is currently taking place which will be working towards a new delivery model for Information and Advice services across the Council. 	<ul style="list-style-type: none"> • The key aim of the review is “to provide clear, accurate and accessible information and advice to Trafford residents when they need it, whilst providing a value for money service”. • This aim supports one of the key strands of the recommended Local Welfare Assistance model which uses a triage system provided by a range of information and advice agencies. • Access to clear and accurate information is vital to the success of the Local Welfare Assistance model. The outcomes of the review will support this. • The Social fund Project team will be kept updated on the progress of the I&A review to ensure that the access to Social fund is not adversely affected by the I&A review outcomes.

8. Recommendations

Option 1 Outsource the scheme to an established organisation.

This would involve an external partner processing applications, making award decisions and distributing customer payments. Discussions have taken place with several potential partners including Credit Union and Family Fund, however a complete solution has not been found to this option.

Credit Union

The Manchester Credit Union was approached to discuss the possibility of providing a complete Local Welfare Assistance solution. This would include assessments, decision making, award distribution and fund monitoring.

The Credit Union expressed reluctance to make decisions on Local Welfare Assistance claims despite reassurance that the claims criteria would be robust, transparent and designed collaboratively, and claims would be supported by agencies where appropriate. A costing model from the Credit Union was requested to determine whether further discussions could take place however further information has not been received to date.

Family Fund

The Family Fund charity is a registered charity for families with disabled children and is one of the UK's largest grant-makers. Earlier this year the Family Fund offered Local Authorities a complete Grant Platform and outsourced Grant Administration Service for Local Welfare Assistance which included receipt of the application through to awarding the payment. In recent weeks, there have been significant changes to their service provision:

- Requirements to provide Councils with the highest levels of security for data. The Family Fund have confirmed that these requirements will be too challenging and burdensome.
- The Family Fund portal does not have the key design features that are required i.e. on-line or self- service application methods.
- Family Fund were not prepared to risk or commit further investment in their solutions without a number of firm agreements being put in place and Local Authorities have significantly delayed their commitment to their chosen Family Fund Local Welfare Assistance solution.

As a result of these changes the Family Fund have withdrawn the Grant Platform and Grant Administration Service and are currently offering fulfillment of grant items only. This option would not provide a complete solution or give the opportunity to work with recycled goods and food bank providers and would ultimately be more costly as only new goods would be distributed thus reducing Trafford's options.

Option 2 An initial agency referral process followed by internal assessment and decision making provision carried out in Revenues and Benefits, with 3rd party collaboration to distribute fund awards.

The Council has an opportunity to embrace the new Local Welfare Assistance Scheme with a vision to develop a high quality service which meets the needs of residents. A collaborative model will ensure that expert agencies support customers to establish root cause and offer positive signposting.

Local Welfare Assistance assessment staff will work in the Benefits Development and Support Team in Revenues and Benefits and will be managed by the

Customer Development and Support Services Manager. Assessment staff will be trained to review customers' financial and specific circumstances including emotional and health issues when assessing each claim.

Cash payments will be avoided wherever possible and alternative payment methods including recycled furniture and white goods will afford the Council the opportunity to work with trusted partners, providing a value for money solution.

The scheme should be monitored and evaluated from April 2013 to analyse spend, demand and trends and seek further collaborative opportunities with partners where appropriate.

It is recommended that Option 2 is the most suitable option for Local Welfare Assistance in Trafford.

Please see Appendix A which demonstrates Trafford's recommended Local Welfare Assistance Model

Local Welfare Assistance Fund 2013/14

The Local Welfare Assistance fund available for administration and awards is £562,219

Description of cost	Amount
IT	£8,000
One off set up costs	£13,940
Assessment Team	£74,441
Communication and administration	£9,399
Contributions to CAB Food Bank	£100,000
Trafford Housing Trust recycled furniture and white goods	£190,000
Credit Union	£20,000
Cash equivalent awards	£100,000
Information and advice contributions	£20,000
Development fund re food banks and alternative recycling schemes	£16,439
Contingency	£10,000
Total indicative expenditure	£562,219.00

Breakdown of Indicative costs for 2013/14

	Details	Costs
Local Welfare Assistance claims assessors	2x fte Band 5 + on costs	£56,899

Local Welfare Assistance Coordinator	0.5 fte Band 7 + on costs	£17,542
One off set up costs	IT development, Transformation Team support etc.	£13,940
I.T Provision annually from existing Revs & Bens system suppliers	Civica software provision	£8,000
Professional print services from recommended Council supplier	Design and artwork services	£840
Print costs for hard copy forms from recommended Council supplier	1000 hard copy forms and envelopes (represents 20% of applications in 2011/12)	£1089
Postage costs	Franked postage costs for 1000 forms	£530
Return postage costs for hard copy forms	Business Reply service	£690
Scanning costs	Scan 1000 hard copy forms into I.T system	£3,750
Pre-paid cards	1000 cards (represents 35% of Crisis Loan expenses payments made in 2011/12)	£2,500

Option 3 Do not provide a formal Local Welfare Assistance Scheme in Trafford.

This option presents significant risk to the Council:

- There is already substantial demand for the Social Fund which is likely to increase due to the impacts of several imminent Welfare Reforms.
- Customers will be directed to Trafford Council by DWP which will leave the Council vulnerable and could damage reputation if customers present at customer access points and suitable arrangements are not in place to provide assistance.
- Additional demand could be placed on other discretionary funds within the Council e.g. Section 17 payments which prevent children going into care.
- The most financially vulnerable residents of Trafford could be left without any means of support which could be harmful, especially following an unforeseen disaster.
- An AGMA benchmarking exercise has confirmed that only one Council is considering whether to put a formal scheme in place. All other Councils are proposing to provide a formal scheme.

9. Risks

The following table demonstrates key risks to the project and how they will be mitigated.

Risk	Mitigation
<ul style="list-style-type: none"> The Local Welfare Assistance scheme may not be operational by 1st April 2013 leaving a gap in emergency discretionary provision for Trafford residents. This would result in a fragmented approach to assisting financial vulnerable people and potentially cause reputational damage to Trafford Council. 	<ul style="list-style-type: none"> A task group including project management will be in place from November 2012 to oversee and implement policies, systems and processes required to ensure that a Local Welfare Assistance scheme is operational by 1st April 2013. Deadlines will be strictly monitored to ensure that the project progresses at the required rate throughout the project life cycle.
<ul style="list-style-type: none"> DWP will relinquish responsibility for the Social Fund from 31st March 2013. An absence of joint communication by DWP, agencies and Trafford could mean that unrealistic expectations are held by DWP, agencies and customers. This could result in an incorrect understanding of the new Local Welfare Assistance scheme. 	<ul style="list-style-type: none"> A meeting has been arranged with DWP to discuss a joint communications plan. Trafford staff have been invited to a DWP workshop to discuss communication and roles and responsibilities. Internal stakeholders including Customer Services staff will be briefed on the new Local Welfare Assistance Scheme. Information providers in Trafford are being consulted with and will be briefed on the new Welfare Assistance Scheme.
<ul style="list-style-type: none"> There will not be an adequate I.T system in place to support the internal administration of Local Welfare Assistance by 1st April 2013. 	<ul style="list-style-type: none"> I.T solutions will be investigated in November Discussions will be held with Trafford's Procurement Team in November. I.T specifications, implementation, testing and training will be closely project managed.
<ul style="list-style-type: none"> Staff may not have the appropriate skills and training to 	<ul style="list-style-type: none"> Customer Services staff will be briefed in the key principles of the

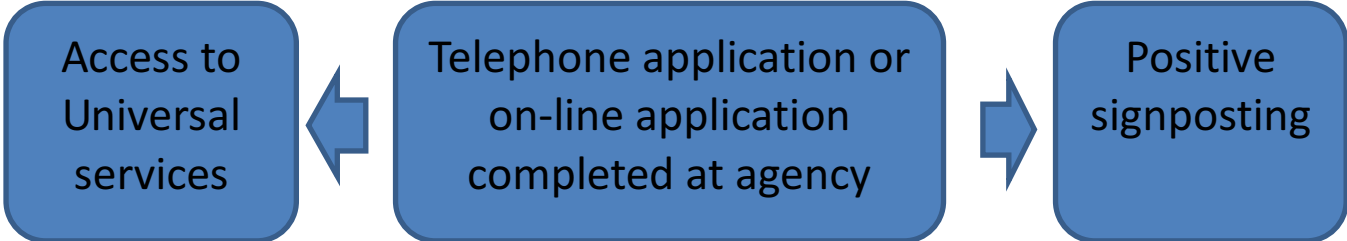
<p>handle sensitive and challenging customer interactions appropriately. This could result in potentially volatile instances.</p>	<p>scheme, application methods and where to obtain support.</p> <ul style="list-style-type: none"> • Advanced Customer Service training will be provided to staff who have direct contact with Local Welfare Assistance customers. • Risk assessments will take place at customer facing access points.
<ul style="list-style-type: none"> • Duplicate payments could be made to customers who qualify for awards from more than one discretionary fund. 	<ul style="list-style-type: none"> • A coordinated approach will be implemented. Cross referencing of claims will take place to check on any previous claims history. • A customer claims history will be recorded from the start of Local Welfare Assistance so that claims records can be accessed instantly.

10. Proposed Next Steps

- Design Implementation Plan
- Set up Local Welfare Assistance Taskforce Group and schedule regular meetings
- Appoint Legal/Accountancy/ICT representatives
- Develop communications strategy
- Agree data sharing protocols with Legal/key internal and external stakeholders
- Design LWA Scheme criteria in conjunction with Steering Group and Taskforce Group
- Tender process for purchase cards (part of Corporate Pre-Paid Card User Group)
- Tender process for ICT system
- ICT system development
- ICT system implementation
- System testing
- Develop Service Level Agreements with 3rd sector/Registered Social Landlord stakeholders
- Design EIA document
- Write LWA Scheme regulations
- Design business processes
- Recruitment of staff
- Train staff
- Brief key stakeholder groups
- Produce internal/external communications

LOCAL WELFARE ASSISTANCE MODEL

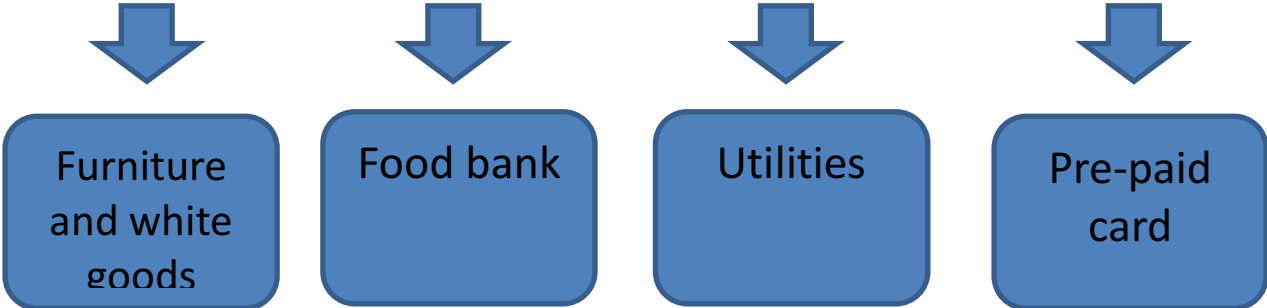
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ASSESSMENT AND DECISION



AWARDS



Appendix 2

Information requested by Scrutiny Committee of 12th December

1: Risk Assessment

The following table demonstrates key risks to the project and how they will be mitigated.

Risk	Mitigation
<ul style="list-style-type: none"> The Local Welfare Assistance scheme may not be operational by 1st April 2013 leaving a gap in emergency discretionary provision for Trafford residents. This would result in a fragmented approach to assisting financially vulnerable people and potentially cause reputational damage to Trafford Council. 	<ul style="list-style-type: none"> A task group including robust project management and governance arrangements has been established to oversee and implement policies, systems and processes required to ensure that a Local Welfare Assistance scheme is operational by 1st April 2013. Deadlines will be strictly monitored to ensure that the project progresses at the required rate throughout the project life cycle.
<ul style="list-style-type: none"> The changing benefit landscape will increase demand for Local Welfare Assistance leading to pressure on the available budget 	<ul style="list-style-type: none"> The model is based on maximising the impact of Local Welfare Assistance investment and diverting people from requiring cash assistance through positive intervention The budget will be monitored weekly to ensure effective use A review will be undertaken in July 2013 to evaluate impact and identify any further actions necessary
<ul style="list-style-type: none"> DWP will relinquish responsibility for the Social Fund from 31st March 2013. An absence of joint communication by DWP, agencies and Trafford could mean that unrealistic expectations are held by DWP, agencies and 	<ul style="list-style-type: none"> A meeting has been held with DWP to discuss a joint communications plan. Trafford staff have attended a DWP workshop to discuss communication and roles and responsibilities.

<p>customers. This could result in an incorrect understanding of the new Local Welfare Assistance scheme.</p>	<ul style="list-style-type: none"> • Internal stakeholders including Councillors and Customer Services staff will be fully briefed on the new Local Welfare Assistance Scheme. • Information providers in Trafford are being consulted with and will be fully involved in the implementation of the new Welfare Assistance Scheme.
<ul style="list-style-type: none"> • There will not be an adequate I.T system in place to support the internal administration of Local Welfare Assistance by 1st April 2013. 	<ul style="list-style-type: none"> • I.T solutions have been scoped in November 2012 • Discussions have been held with Trafford's Procurement Team in November. • I.T specifications, implementation, testing and training will be closely project managed.
<ul style="list-style-type: none"> • Staff may not have the appropriate skills and training to handle sensitive and challenging customer interactions appropriately. This could result in potentially volatile instances. 	<ul style="list-style-type: none"> • Customer Services staff will be briefed in the key principles of the scheme, application methods and where to obtain support. • Advanced Customer Service training will be provided to staff who have direct contact with Local Welfare Assistance customers. • Risk assessments will take place at customer facing access points.
<ul style="list-style-type: none"> • Duplicate payments could be made to customers who qualify for awards from more than one discretionary fund. 	<ul style="list-style-type: none"> • A coordinated approach will be implemented. Cross referencing of claims will take place to check on any previous claims history. • A customer claims history will be recorded from the start of Local Welfare Assistance so that claims records can be accessed instantly.

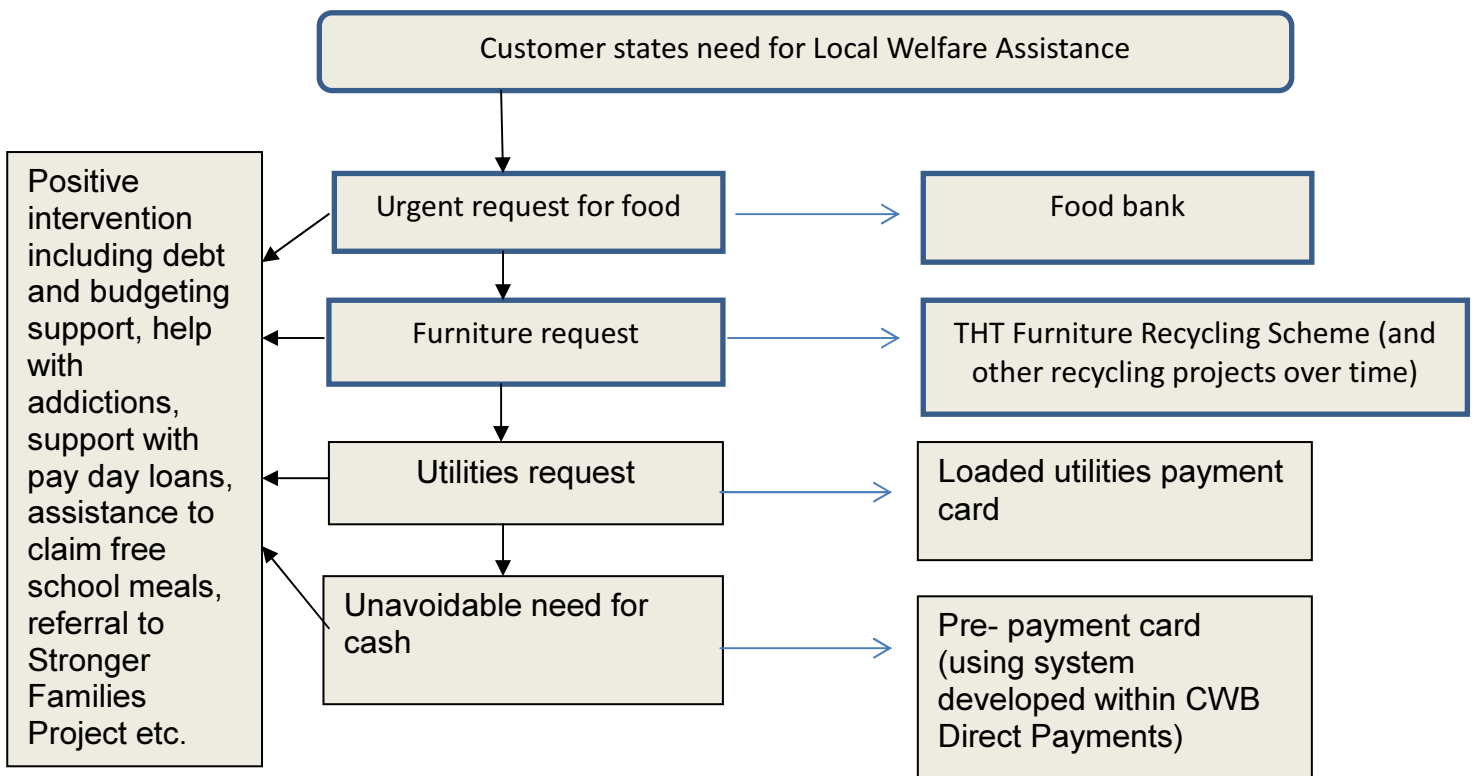
2: Trigger Events and Pathways

Trigger events include:

- Money lost, stolen or spent, leaving household unable to purchase essentials such as food
- Household emergency such as a fire, leaving household without essentials such as food and furniture
- Key household equipment such as fridge or cooker requiring replacement
- Out of the ordinary travelling expense such as need to attend a funeral of close family member and no money available to pay for this.
- Leaving residential care and requiring furniture to establish home in the community.

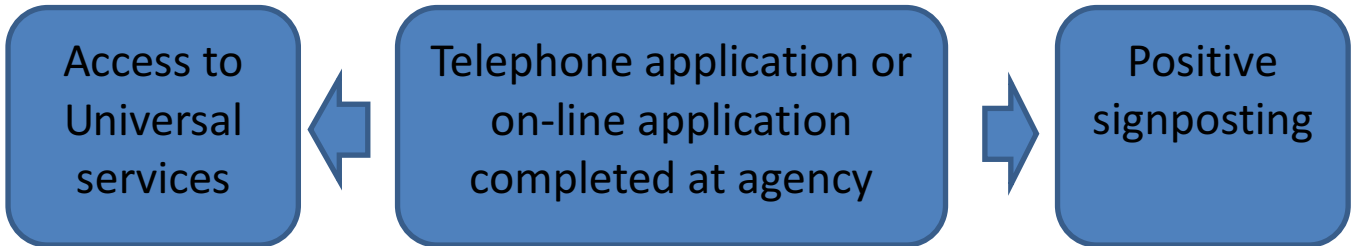
Please note these are only examples of trigger events. It may be more helpful to think about the actual need that a range of different emergency trigger events create—mainly for food, furniture, white goods, warmth and small amounts of cash

Trafford’s model will allow a flexible and individualised response based on an evaluation of actual need, as opposed to current prescriptive and inflexible model based on the completion of a 36 page application form via centralised call centre.



LOCAL WELFARE ASSISTANCE MODEL

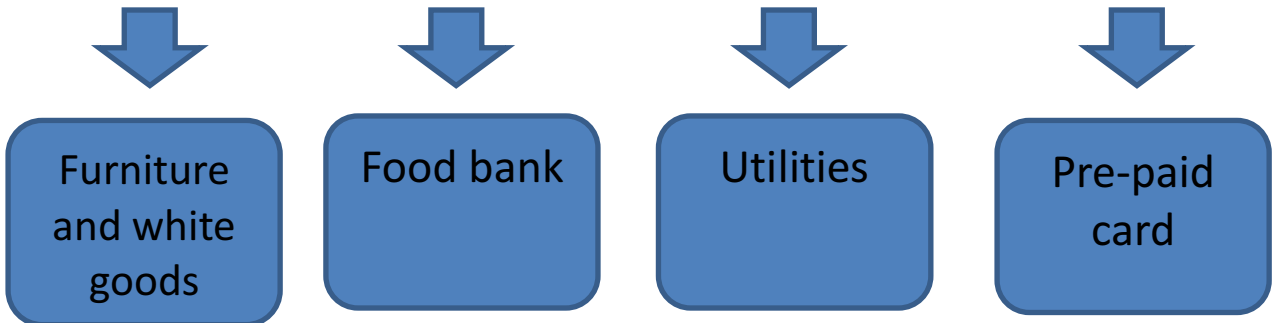
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ASSESSMENT AND DECISION



AWARDS



3: Key Differences between Current and Proposed System

Current Model – Social Fund

- Operated by Department of Work and Pensions
- Mixture of loans and grants
- Centralised scheme operated via call centre
- Long delays of up to 14 weeks to process application and make award
- Cash payments only – no root cause analysis to understand cause of financial vulnerability, no checking that the claimed issue is real or that the award is spent on the requested issue.

Proposed System – Local Welfare Assistance

- Operated by Local Authority
- Mixture of direct provision of items and grants
- Local triage system based on partnership with information and advice providers, led by Citizens Advice Bureaux. The Citizen Advice Bureaux will receive additional funding to support the increase in capacity necessary.
- Quick decision making within one working day
- Based on positive intervention to meet immediate need for example provision of food and support to address underlying issue such as poor budgeting skills or addiction issues

4: Analysis of previous use of the Social Fund in Trafford

Please note all of this information has been extracted from the DWP website:

<http://www.dwp.gov.uk/local-authority-staff/social-fund-reform/>

The information is limited by what the DWP currently record and have made available to Local Authorities. The definitions used are those of the DWP

2011/2012 (Full Year)	Crisis Loan Items	Crisis Loan Living Expenses	Community Care Grants
Awards & applications rounded to nearest 10			
Summary			
Number of Applications received	290	3,450	1,400
Total expenditure	£20,100	£152,600	£386,900
Number of Awards	130	2,830	710
Lone Parent Status			
Lone Parent	20%	21%	30%
Not a Lone Parent	65%	63%	39%
Unknown	15%	17%	31%
Age of youngest child			
0-5	17%	18%	26%
6-8	2%	3%	4%
9-12	2%	2%	4%
13-16	3%	2%	4%
No children 16 or under	75%	75%	61%
Age of recipient			
Under 18	0%	1%	1%
18 to 24	35%	34%	20%
25 to 34	20%	29%	24%

35 to 44	19%	19%	19%
45 to 54	20%	14%	21%
55 to 64	5%	3%	9%
65 to 69	2%	0%	2%
70 to 79	1%	0%	3%
80 to 89	0%	0%	1%
90 and over	0%	0%	0%
Unknown	0%	0%	0%
Household type			
Couple	7%	7%	11%
Single Female	36%	38%	55%
Single Male	57%	55%	34%
<i>Percentages may not sum to 100% due to rounding</i>			

Number and type of Community Care Grant applications by local authority between April 11 and September 2011

Total Community Care Grant Spend	£ 167,700	This is only for 6 months period	
Number of Community Care Applications	700		
Applications by Demand			
Moving out of residential/institutional accommodation	40		
Helping people to stay in the community	180		
Families under exceptional pressure	180		
Prisoners/offenders on temporary release	10		
Planned resettlement	30		

Travel expenses	20		
Directions not satisfied or travel expenses refused on budgetary grounds	240		
Number of Legitimate Demand Applications	460		
Total Number of Awards	370		
Awards by theme	Number	Spend	
Moving out of residential/institutional accommodation	40	£ 8,910	
Helping people to stay in the community	140	£ 63,240	
Families under exceptional pressure	150	£ 79,260	
Prisoners/offenders on temporary release	Under 10	£ 60	
Planned resettlement	20	£ 12,670	
Travel expenses	20	£ 2,330	
Crisis Loans	Applications	Awards	Spend
Leaving care and not entitled to benefit	10	10	£ 200
Leaving care - rent in advance	Less than 10	-	£100
Disaster e.g. fire, flood, explosion, chemical leaks etc.	20	10	£ 700
Emergency travelling expenses	Less than 10	-	£ 100
Lost or stolen money/giro	450	340	£21,300
Alignment (management of movement from one benefit to another)	1,340	1,230	£75,600
Capital not realisable (entitlement to some benefits subject to capital held. Some people may not be able to access this capital e.g. joint account frozen due to divorce, money in probate etc.)	290	250	£15,000
Reconnection of fuel supply	Less than 10	-	£100
Homelessness - securing accommodation	10	10	£1,500

Benefit spent - living expenses required	990	840	£ 41,800
JSA disallowance imposed on customer	160	60	£10,200
Item needs replacement	30	20	£ 2,200
Total (<i>Numbers may not sum due to rounding</i>)	3,300	2,770	£ 168,800

Funding

DWP funding 2011/12 £559,600

Trafford Council funding 13/14 £464,142 (plus £98,077 administrative grant)

The difference in funding will be managed through a range of mechanisms:

- A number of functions remain the responsibility of DWP such as alignment (payment of cash sum while people change from benefit to benefit or their employment status changes) In 2011/12 this accounted for £75,600 of the DWP budget
- Trafford's model ensures maximum value for money. At present there is no effective checking mechanism e.g. if person claims they have experienced a fire there is not a check with the local Fire and Rescue Service to confirm this actually occurred. Similarly no check is made that the money awarded is spent on the item claimed for. As we will offer direct provision of food and furniture as our default position this will manage the current potential misuse of the social fund.
- At present there is no positive intervention to deal with the root cause of the issue such as poor budgeting skills or under claiming of additional benefits such as free school meals. The Trafford model will reduce people's repeat use of Local Welfare Assistance as opposed to the Social Fund.
- Use of greater purchasing power and good quality recycled furniture. At present people are given the cash equivalent of what it would cost them as an individual to purchase for example a new bed. Under Trafford's Local Welfare Assistance Model we will be using recycled furniture where appropriate at a greatly reduced cost or will use Trafford Housing Trust's bulk buying power if people require new items, again ensuring the money goes a lot further.

5: Member Briefings

The need to brief local Members in a timely way to enable them to assist and signpost their constituents effectively is fully acknowledged and will be built into the communication plan.

Appendix 3 – Eligibility Criteria

Local Welfare Assistance Criteria

Underpinning definition

To provide basic assistance with:

- One off costs resulting from an emergency
- Establishing or maintaining living in the community
- Meeting travel costs as a result of exceptional circumstances

Conditions

- Awards will not be made for the same furniture item within a 12 month period
- Food awards will be based on family size and date that customer will next receive any money.
- No more than 2 crisis awards will be made within a 12 month period

Eligibility criteria

Subject	Criteria and comments
Residency	<ul style="list-style-type: none"> • Must live in Trafford unless the customer is EXPECTED to live in Trafford in the next 6 weeks and can provide evidence of this from an agency. • Must have UK residency • Local Connection criteria applies.
Age	16 years and over
Income	<p>In the case of all LWA claims there must be no accessible capital and funds</p> <p>1. Claims for furniture</p> <p>Is customer on a passported benefit?</p> <ul style="list-style-type: none"> • If YES then an Income & Expenditure Assessment is not required. • If NO then an Income & Expenditure Assessment is required. <p><i>The Income & Expenditure form currently used for Discretionary Housing Payments will be adopted for LWA claims.</i></p> <p>2. Applications for food/travel</p> <ul style="list-style-type: none"> • In the case of a 1st crisis application for food/travel there will be no requirement for an income and expenditure form to be completed due to the urgency of the situation.

	<ul style="list-style-type: none"> • Proof of reason for travel will not be required where the need is for travel costs up to £10.00 • Proof of reason for travel will be required where the cost of travel exceeds £10.00 <p>In the case of a second crisis application for food/travel:</p> <p style="padding-left: 40px;">A) If the customer is in receipt of a passported benefit or alternative benefit (to be defined) there is no requirement to complete an Income & Expenditure form.</p> <p style="padding-left: 40px;">B) If the customer is not on an approved benefit there will be a requirement to complete an Income & Expenditure form.</p> <p>3. Applications for fuel</p> <p>Fuel applications will be considered from householders only.</p> <p style="padding-left: 40px;">A) If the customer is in receipt of a passported benefit or alternative benefit (to be defined) there is no requirement to complete an Income & Expenditure form.</p> <p style="padding-left: 40px;">B) If the customer is not on an approved benefit there will be a requirement to complete an Income & Expenditure form.</p>
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Local Connection criteria

(1)A person has a local connection with the district of a local housing authority if they have a connection with it—(a)because they are, or in the past were, normally resident there, and that residence is or was of their own choice, (b)because they are employed there, (c)because of family associations, or (d)because of special circumstances.

(2)A person is not employed in a district if they are serving in the regular armed forces of the Crown.

(3)Residence in a district is not of a person’s own choice if—

(a)They become resident there because they, or a person who might reasonably be expected to reside with them, is serving in the regular armed forces of the Crown, or

(b)They or a person who might reasonably be expected to reside with them, become resident there because they are is detained under the authority of an Act of Parliament.

(4)In subsections (2) and (3) “regular armed forces of the Crown” means the Royal Navy, the regular forces as defined by section 225 of the **M1**Army Act 1955 **F1**or the regular air force as defined by section 223 of the Air Force Act 1955].

(5)The Secretary of State may by order specify other circumstances in which—

(a)a person is not to be treated as employed in a district, or

(b) Residence in a district is not to be treated as of a person's own choice.

It should be noted that Local Connection provision is not usually applied in cases of domestic violence

Internal Guidance for decision makers

Guiding Principles

Discretionary Payment Officers will consider all the circumstances of each case and pay particular attention to:

- The nature, extent and urgency of the need
- The existence of resources which could meet the need
- Whether any other person could wholly or partly meet the need

Circumstances which may affect priority include:

- Mental or physical disability and illness and general frailty
- Physical or social abuse or neglect
- A long period of residential or institutional care or sleeping rough
- Unstable family circumstances
- Behavioural problems, e.g. because of drug or alcohol misuse
- Risk of carer breakdown

Examples where higher priority should be given:

- An award would significantly reduce the risk of someone going into care
- An award would immediately alleviate exceptional pressure in a substantial or noticeable way
- The lack of an item would seriously undermine someone becoming established in the community

EQUALITY IMPACT ASSESSMENT TEMPLATE - TRAFFORD COUNCIL

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A. Summary Details		
1	Title of EIA:	Trafford Assist – Local Welfare Assistance in Trafford
2	Person responsible for the assessment:	Karen McDonald, Business Change Analyst, Transformation Team
3	Contact details:	0161 912 4845
4	Section & Directorate:	Transformation Team
5	Name and roles of other officers involved in the EIA, if applicable:	Gaynor Burton, Equality and Diversity Manager Joanne Willmott, Joint Director of Operations

B. Policy or Function		
1	Is this EIA for a policy or function?	Policy <input type="radio"/> Function <input checked="" type="radio"/>
2	Is this EIA for a new or existing policy or function?	New <input checked="" type="radio"/> Existing <input type="radio"/> Change to an existing policy or function <input type="radio"/>
3	What is the main purpose of the policy/function?	To provide emergency assistance to financially vulnerable citizens.
4	Is the policy/function associated with any	Interface with wide ranging welfare reform

	other policies of the Authority?	
5	Do any written procedures exist to enable delivery of this policy/function?	Eligibility criteria, process maps, governance structure, CMT and Executive reports.
6	Are there elements of common practice not clearly defined within the written procedures? If yes, please state.	Scheme locally designed, based on local needs and best outcomes for Trafford citizens
7	Who are the main stakeholders of the policy? How are they expected to benefit?	Citizens without accessible capital and funds who have experienced an emergency or financial crisis. Benefit will be meeting individual need in terms of food, furniture, warmth or cash payment.
8	How will the policy/function (or change/improvement), be implemented?	Project Steering Group providing oversight and scrutiny of project. Assessment team in place.
9	What factors could contribute or detract from achieving these outcomes for service users?	Contribute – successful implementation of whole programme, based on positive intervention, multi- agency partnership working and excellent relationship with Department of Work and Pensions Detract – failure to deliver project plan, insufficient budget, lack of partnership working
10	Is the responsibility for the proposed policy or function shared with another department or authority or organisation? If so, please state?	Collaborative partnership approach in relation to co design and delivery. Accountability remains with Local Authority.

C. Data Collection		
1	What monitoring data do you have on the number of people (from different equality groups) who are using or are potentially impacted upon by your policy/ function?	Extensive data from DWP in terms of age, gender, family status, geography and need Formal monitoring of customer profile in terms of protected characteristics will commence on 1/4/13 when Trafford Assist commences
2	Please specify monitoring information you have available and attach relevant information*	Please see Executive report
3	If monitoring has NOT been undertaken, will it be done in the future or do you have access to relevant monitoring data?	See comments above

**Your monitoring information should be compared to the current available census data to see whether a proportionate number of people are taking up your service*

D. Consultation & Involvement		
1	Are you using information from any previous consultations and/or local/national consultations, research or practical guidance that will assist you in completing this EIA?	Involved wide range of partners and stakeholders from across Trafford.
2	Please list any consultations planned, methods used and groups you plan to	No formal consultation undertaken as not required. However lead partners Citizen Advice Bureau Trafford and wide range of information

	target. (If applicable)	and advice providers have been involved in co designing and implementing new model Full range of stakeholder briefings scheduled, Diverse Communities Board invited
3	**What barriers, if any, exist to effective consultation with these groups and how will you overcome them?	None

**It is important to consider all available information that could help determine whether the policy/ function could have any potential adverse impact. Please attach examples of available research and consultation reports*

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E: The Impact – Identify the potential impact of the policy/function on different equality target groups

The potential impact could be negative, positive or neutral. If you have assessed negative potential impact for any of the target groups you will also need to assess whether that negative potential impact is high, medium or low

	Positive	Negative (please specify if High, Medium or Low)	Neutral	Reason
Gender – both men and women, and transgender;	X			Women traditionally more likely to manage food provision within a family/household. Delivery of food parcels ensure nutritional needs of family are met, reduces risk engendered

				by cash payment
Pregnant women & women on maternity leave	X			As above
Gender Reassignment			X	
Marriage & Civil Partnership			X	
Race- include race, nationality & ethnicity (NB: the experiences may be different for different groups)		X		Potential risk in food parcel approach failing to meet culturally appropriate diet
Disability – physical, sensory & mental impairments	x	X		Potential risk in food parcel approach failing to meet appropriate dietary requirements. Furniture and food awards will be delivered to persons own home, a benefit to some Disabled people
Age Group - specify e.g.; older, younger etc.)	x			Furniture and food awards will be delivered to persons own home, a benefit to some older people
Sexual Orientation – Heterosexual, Lesbian, Gay			X	

Men, Bisexual people				
Religious/Faith groups (specify)		x		Potential risk in food parcel approach failing to meet culturally appropriate diet

As a result of completing the above what is the potential negative impact of your policy?

High

Medium

Low x

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F. Could you minimise or remove any negative potential impact? If yes, explain how.	
Race:	<p>Advice being undertaken to ensure food parcels are culturally appropriate. In individual circumstances a cash payment could be made to meet specific requirements.</p> <p>Information will be gathered through the assessment process to ensure the scheme meets individual needs.</p>
Gender, including pregnancy & maternity, gender reassignment, marriage & civil partnership	
Disability:	<p>Advice being taken from Public Health to ensure food parcels meet dietary requirements</p> <p>Information will be gathered through the assessment process to ensure the scheme meets individual needs.</p>
Age:	
Sexual Orientation:	

Religious/Faith groups:		<p>Advice being undertaken to ensure food parcels are culturally appropriate. In individual circumstances a cash payment could be made to meet specific requirements</p> <p>Information will be gathered through the assessment process to ensure the scheme meets individual needs.</p>
Also consider the following:		
1	If there is an adverse impact, can it be justified on the grounds of promoting equality of opportunity for a particular equality group or for another legitimate reason?	Not applicable
2	Could the policy have an adverse impact on relations between different groups?	No
3	If there is no evidence that the policy <i>promotes</i> equal opportunity, could it be adapted so that it does? If yes, how?	The model is innovative and transformational and looks to deliver positive interventions and wrap around support to a vulnerable cohort of Trafford residents.

G. EIA Action Plan

Recommendation	Key activity	When	Officer Responsible	Links to other Plans e.g.; Sustainable Community Strategy, Corporate Plan, Business Plan,	Progress milestones	Progress
On- going monitoring of equality impact	Design of appeals and evaluation model to ensure due regard of equality considerations and impact of individual and communities in relation to protected characteristics.	By 1/4/13	Karen McDonald	Trafford Assist Project Plan		
Ensure effective continuum of support and intervention	Develop links with range of partnership boards, organisations	By 1/4/13	Karen McDonald	Trafford Assist Project Plan		

	and communities to ensure coherence of signposting and wrap around support					

Please ensure that all actions identified are included in the attached action plan and in your service plan.

Signed

Lead Officer

Date



Signed:

Service Head Joanne Willmott, Joint Director of Operations,

Date 21/2/13

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TRAFFORD COUNCIL

Report to: Executive
Date: 4 March 2013
Report for: Consultation
Report of: Acting Director of Legal and Democratic Services

Report Title

Health and Social Care Act 2012 – Constitutional Changes

Summary

The purpose of the report is to advise Members of the changes to the Council's Constitution required as a result of changes arising from the Health and Social Care Act 2012 that take effect from 1st April 2013.

The report refers to changes relating to the transfer of the public health function to the Council, the formal establishment of the Health and Wellbeing Board and revisions to health scrutiny regulations.

The report will be submitted to Council on the 13th March.

Before making any recommendations or suggesting amendments to the Constitution the Monitoring Officer is required to consult the Standards Committee, the Scrutiny Committee and the Executive under article 15 of part 2 of the Constitution.

Any comments on the report will be submitted to the meeting of Council on the 13th March.

Recommendations

The Executive/Standards Committee/Chairman and Vice-Chairmen of Scrutiny Committees are asked to consider the following recommendation as part of the consultation process:

1. That the Council notes the transfer of the Public Health function pursuant to the Health and Social Care Act 2012, along with related staff to the Local Authority with effect from 1st April 2013.
2. That the Council establish a Health and Wellbeing Board with the membership and terms of reference as set out in the report with effect from the 1st April 2013.
3. That the Council confirms that, with effect from 1st April 2013, responsibility for the scrutiny of health services continue to be discharged by the Health Scrutiny Committee and that the arrangements agreed by Council (Minute numbers 11 and 40 refer) be retained

4. That Council authorise the Acting Director of Legal and Democratic Services to make the necessary changes to the constitution in relation to.

- **the transfer of the Public Health function**
- **the establishment of the Health and Wellbeing Board and**
- **health scrutiny arrangements**

Contact person for access to background papers and further information:

Name: Peter Forrester

Extension: 1815

Background Papers:

There are no background papers to this report

Background Information

Relationship to Corporate Priorities	The transfer of public health functions are in line with the Council's priorities around health and well-being.
Financial	There are no financial issues arising from this report about the constitutional changes
Legal Implications	The Legal implications and requirements to ensure lawful decision making from the 1st April 2013 are outlined in this report.
Equality/Diversity Implications	None
Sustainability Implications	None
Staffing/E-Government/Asset Management Implications	The transfer of public health will result in NHS staff transferring to the Local Authority.
Risk Management Implications	Consideration has been given to the implications of the transfer of contracts and other liabilities and the transfer of staff. A due diligence exercise in relation to these liabilities has been carried out
Health and Safety Implications	None

1. The Health and Social Care Act 2012 contains a number of provisions that will see Local authorities taking the lead for improving health and coordinating local efforts to protect the public's health and wellbeing.
2. The Act provides for the transfer of specific elements of the Public Health function to the local authority as well as the establishment of a Health and Wellbeing Board and revised arrangements for health scrutiny. The Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 were issued on the 8th February 2013 which set out the specific requirements around the HWB and Health Scrutiny.
3. Much of the ground work around these changes has been carried out. Work on the transfer of public health has been on-going for some time and a shadow Health and Well-being Board has been in place since May 2012. New arrangements around Health Scrutiny were also put in place at the same time.
4. The changes require a number of changes to the Council's constitution and these are set out below.

Public Health

5. Section 12 of the Health and Social Care Act gives each relevant local authority a new duty to take such steps as it considers appropriate to improve the health of people in their area.
6. The Public Health Service will provide a wide range of services in the key area of Public Health. This is a new service for Trafford and involves the transfer of substantial health improvement duties on the 1 April 2013 from the NHS. The role is to commission a range of mandatory and other public health services to people aged 5 and over in Trafford and services (appendix A) that are designed to:
 - Improve significantly the health and wellbeing of the people of Trafford
 - Carry out health protection functions
 - Reduce health inequalities across the borough
 - Ensure the provision of healthcare advice
7. Work on the transfer of public health to the Council has been underway for some time. The Director of Public Health and his team will transfer to the Council on the 1st April. The public health grant allocation was announced in January to support public health related activity. This will be in the region of £10.2M. The service will be hosted in the new Children, Families and Wellbeing Directorate
8. The transfer will require some constitutional changes and the Council is asked to agree to the following:
 - The role and responsibilities of the Director of Public Health and the specific delegations to the post holder and their team that may be required in addition to general officer delegations (appendix A).
 - Changes to the Delegations to the Corporate Director of Children, Families and Wellbeing to reflect a strategic overview of the local authority's public health responsibilities and statutory responsibilities around children's and adults services (appendix A).

- Amendments that are required to the Constitution to reflect the position of Director of Public Health as a statutory senior post (appendix A).

Health and Well-being Board

9. The Health and Social Care Act 2012 also establishes the Health and Wellbeing Board (HWB) as a statutory Committee of the Council from the 1st April 2013. The Act sets out requirements in relation to the membership, responsibilities and functions of the Board.

10. In terms of function, the Health & Social Care Act expects of the Health & Wellbeing Board that it:

- Must encourage all those who arrange the provision of health and social care services to work together in an integrated manner.
- Must provide advice, assistance, support and encouragement to organisations making joint commissioning/provision arrangements through Section 75 of the NHS Act 2006.
- May encourage those who arrange provision of health-related services to work closely with the Health & Wellbeing Board.
- Must discharge the duty on the Council and Clinical Commissioning Group jointly to prepare and publish a Joint Strategic Needs Assessment and a Health & Wellbeing Strategy.

11. The Council agreed to set up a Shadow HWB and approved Terms of Reference and membership at the meeting of Council held on 23rd May 2012. The Shadow Health and Wellbeing board opted for a small membership in line with the guidelines set out by the Department of Health. The membership of the board during 2012/13 was as follows:

- Executive Member for Community Health and Wellbeing
- Executive Member for Adult Social Services
- Executive Member for Supporting Children and Families
- Shadow Executive Member for Community Health and Wellbeing
- Non-Executive Member GM Cluster Board
- Corporate Director of Communities and Wellbeing
- Corporate Director of Children and Young People
- Joint Director of Public Health
- Chair of Pathfinder Clinical Commissioning Group
- Nominated Director Pathfinder Clinical Commissioning Group
- Pathfinder Clinical Commissioning Group Lay Member
- Chair of LINK until such time that it becomes Health Watch

12. The current arrangements provide for the Executive Member for Community Health and Wellbeing to chair the board and a nominated individual to serve as vice chair. Where a discussion is to be held on a particular subject; for example maternity services, other stakeholders have been invited to attend the board.

13. The Department of Health (DoH) issued regulations on the 8th February 2013 about the formal arrangements for the Health and Well-being Board and guidance on the procedural arrangements for such Boards is to be issued by the LGA and Association of Democratic Services Officers (ADSO).

14. The regulations make provision for the disapplication and modification of certain enactments relating to local authority committees appointed under section 102 of the Local Government Act 1972. The aim is to provide local areas with the flexibility and freedom to shape their Health and Wellbeing Boards as best fits with local circumstances. In particular:
- Health and Wellbeing Boards will be free to establish sub-committees and delegate functions to them;
 - voting restrictions have been lifted so that non-elected members of a Health and Wellbeing board (i.e. CCG representative, local Healthwatch, Directors of Public Health, Children's Services and Adult Social Services and any wider members) can vote alongside nominated elected representatives on the board.
 - political proportionality requirements have also been lifted so that the question of political proportionality of Health and Wellbeing board membership is left to local determination.
15. The arrangements for the Shadow HWB fall within the Regulations and it is not proposed to make any changes to these arrangements. The establishment of a statutory HWB will require amendments to the Council Constitution and these are attached at appendix B. The changes are based on the existing membership and working arrangements for the Shadow Health and Well-being Board and include:
- amendments to Article 8 to reflect the establishment of the Health and Wellbeing board
 - an addition to Part 3 'Responsibility for Functions' to reflect delegations to the Board
16. Other amendments will be required to Part 4 of the Council Procedure Rules to reflect issues of quorum, membership, voting rights as arise from regulations and Part 5 - Code of Conduct to reflect extension to the Board. The Acting Director of Legal and Democratic Services will make the appropriate consequential amendments to these sections.

Health Scrutiny

17. New regulations in relation to health scrutiny were issued on 8th February which make provision for local authorities to review and scrutinise matters relating to the planning, provision and operation of the health service in their area. They replace the previous 2002 regulations on health scrutiny.
18. Under the new arrangements for health scrutiny, local authorities have greater flexibilities in how they discharge their health scrutiny functions. It is for the Council to decide how they wish to deal with health scrutiny matters and they can delegate their responsibilities to Overview and Scrutiny Committees or other Committees (as opposed to the previous position which required the establishment of a Scrutiny Committee to deal with health scrutiny).
19. Certain elements of the previous regulations have been preserved but there are new obligations on NHS bodies, relevant health service providers and local authorities around consultations on substantial developments or variations to services to aid transparency and local agreement on proposals.
20. The Council reviewed its scrutiny arrangements in May and September 2012 and given the importance of health scrutiny established a separate Health Scrutiny

Committee alongside a Scrutiny Committee (Minute numbers 11 and 40 refer). The Council also took account of the statutory powers which enable a scrutiny committee to refer a proposed substantial variation in service delivery to the Secretary of State. The Council put arrangements in place that any intended referral by the Health Scrutiny Committee to the Secretary of State must also be agreed by the Chairman of the Scrutiny Committee.

21. It is recommended that the arrangements put in place for health scrutiny be retained and that any constitutional changes required as a consequence of the new regulations and subsequent guidance be made by the Acting Director of Legal and Democratic Services.

PART 3 - SCHEME OF DELEGATION TO OFFICERS

DIRECTOR OF PUBLIC HEALTH	<p>The holder of the post of Director of Public Health shall be responsible for the management of the public health function within the Children, Families and Well-being Directorate and the discharge of the statutory responsibilities of the Director of Public Health. This includes:</p> <ul style="list-style-type: none"> • Prepare the annual report on the health of the local population • Take responsibility for all of the Council’s duties to take steps to improve public health • Take responsibility for the delivery of any of the Secretary of State’s public health protection or health improvement functions that s/he delegates to local authorities, either by arrangement or under regulations – these include services mandated by regulations made under section 6C of the 2006 Act, inserted by section 18 of the 2012 Act. • Exercising the Council’s functions in planning for, and responding to, emergencies that present a risk to public health, their local authority’s role in co-operating with the police, the probation service and the prison service to assess the risks posed by violent or sexual offenders. • Carrying out of such other public health functions as the Secretary of State specifies in regulations • Being responsible for the Council’s public health response as a responsible authority under the Licensing Act 2003, such as making representations about licensing applications. • If the local authority provides or commissions a maternity or child health clinic, then regulations made under section 73A(1) will also give the DPH responsibility for providing Healthy Start vitamins (a function conferred on local authorities by the Healthy Start and Welfare Food Regulations 2005 as amended). • Being a member of the Health & Well Being Board.
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Mandatory and Other Public Health Services

MANDATORY SERVICES
1. Appropriate access to sexual health services (ie., comprehensive sexual health services (including testing and treatment for sexually transmitted infections, contraception outside of the GP contract and sexual health promotion and disease prevention)
2. Steps to be taken to protect the health of the population, in particular, giving the local authority a duty to ensure there are plans in place to protect the health of the population
3. Ensuring NHS commissioners receive the public health advice they need
4. The National Child Measurement Programme
5. NHS Health Check assessment.

OTHER SERVICES
1. Tobacco control and smoking cessation services
2. Alcohol and drug misuse services
3. Public health services for children and young people aged 5-19 (including Healthy Child Programme 5-19) (and in the longer term all public health services for children and young people)
4. Interventions to tackle obesity such as community lifestyle and weight management services
5. Locally-led nutrition initiatives
6. Increasing levels of physical activity in the local population
7. Public mental health services
8. Dental public health services
9. Accidental injury prevention
10. Population level interventions to reduce and prevent birth defects

OTHER SERVICES
11. Behavioural and lifestyle campaigns to prevent cancer and long-term conditions
12. Local initiatives on workplace health
13. Supporting, reviewing and challenging delivery of key public health funded and NHS delivered services such as immunisation and screening programmes
14. Local initiatives to reduce excess deaths as a result of seasonal mortality
15. The local authority role in dealing with health protection incidents, outbreaks and emergencies
16. Public health aspects of promotion of community safety, violence prevention and response
17. Public health aspects of local initiatives to tackle social exclusion
18. Local initiatives that reduce public health impacts of environmental risks.

Part 3 – Corporate Director Delegations

Add the following to the Scheme of Delegation for the Corporate Director for Children, Families and Wellbeing.

Without prejudice to the specific delegations to the Director of Public Health to maintain a strategic overview of the discharge of the Council's functions in relation to public health.

Part 3 - Appointment of Officers

1. As set out in Article 12 of the Constitution, the following designations have been made:
 - a) The Chief Executive is designated Head of Paid Service in accordance with section 4 of the Local Government and Housing Act 1989
 - b) The Director of Legal & Democratic Services is designated Monitoring Officer in accordance with section 5 of the Local Government and Housing Act 1989
 - c) The Director of Finance is designated Chief Finance Officer in accordance with section 151 of the Local Government Act 1972
2. The Chief Executive is appointed Returning Officer for any constituency or part of a constituency coterminous with or contained in the Borough of Trafford
3. The Chief Executive is appointed Returning Officer for the elections of Councillors for the Borough of Trafford and of Councillors for parishes within the Borough.
4. The Chief Executive is appointed Registration Officer for any constituency or part of a constituency coterminus with or contained in the Borough of Trafford.
5. The Chief Executive following consultation with the Leader of the Council may appoint a Corporate Director to the role of Deputy Chief Executive on such terms and conditions including remuneration, as the Chief Executive sees fit. The Deputy Chief Executive shall:
 1. undertake any duties delegated to him/her by the Chief Executive
 2. perform duties of the Chief Executive set out in this Constitution either;
 - (i) upon the instruction of the Chief Executive; or
 - (ii) upon the instruction of the Leader of the Council when the Chief Executive is absent from his/her duties for whatever reasons for a period of five consecutive

working days or more. During such times, the Deputy Chief Executive shall undertake any of the powers of the Chief Executive set out in this Constitution, except where the Constitution already provides for deputising arrangements (for example, Proper Officer functions)

6. The Director of Legal & Democratic Services is appointed as the officer who may do acts in respect of Registration in the event of the Chief Executive's absence or incapacity
7. The Corporate Director Children, Families and Wellbeing is appointed as the Statutory Director of Children' Services under section 18 of the Children Act 2004
8. The Corporate Director Children, Families and Wellbeing is appointed as the Statutory Director of Social Service (Adults) under section 6 of the Local Authority Social Services Act 1970
9. The Corporate Director Transformation and Resources is appointed as the Statutory Scrutiny Officer under section 21ZA of the Local Government Act 2000
10. The Director of Public Health is appointed as the Statutory Director of Public Health as required under the Health and Social Care Act 2012.

Part 2 - ARTICLE 8 – REGULATORY AND OTHER COMMITTEES

8.01 Regulatory and other committees

- (a) The Council will appoint the committees set out in the left hand column of the table “Responsibility for Council Functions” in Part 3 of this Constitution to discharge the functions described in column 3 of that table.
- (b) These Committees will conduct their proceedings in accordance with Article 13.
- (c) The Council will appoint a Health and Wellbeing Board with the membership and terms of reference as set out in the table “Responsibility for Council Functions” in Part 3 of this Constitution. The Board will conduct their proceedings in accordance with the procedure rules in Part 4 of the Constitution.

Part 3 - RESPONSIBILITY FOR COUNCIL FUNCTIONS

Committee	Membership	Functions
<p>Health and Well-Being Board (established in accordance with S194 of the Health and Social Care Act 2012).</p>	<p>Membership of the Health and Wellbeing Board will comprise of:</p> <ul style="list-style-type: none"> • Executive Member for Community Health and Wellbeing • Executive Member for Adult Social Services • Executive Member for Supporting Children and Families • Shadow Executive Member for Community Health and Wellbeing • Non-Executive Member GM Cluster Board • Corporate Director of Children, Families and Wellbeing • Joint Director of Public 	<p><u>Terms of Reference</u></p> <ol style="list-style-type: none"> 1. To provide strong leadership and direction of the health and wellbeing agenda by agreeing priority outcomes for health and wellbeing. 2. To develop a shared understanding of the needs of the local population and lead the statutory Joint Strategic Needs Assessment (JSNA). 3. To seek to meet those needs by producing a Joint Health and Wellbeing Strategy for Trafford and ensure that it drives commissioning of relevant services. 4. To drive a genuine collaborative approach to commissioning of improved health and care services which improve the health and wellbeing of local people and reduces health inequalities. 5. To promote joined-up commissioning plans across the NHS, social care and public health. 6. To have oversight of local Clinical Commissioning Group (CCG) and local authority commissioning plans. 7. To operate as a thematic partnership within the context of the Sustainable Community Strategy Trafford 2021 and align its work to the Trafford Partnership in that capacity. 8. To improve local democratic accountability and engage with the Health and Wellbeing Forum which includes Trafford residents, service providers and other key stakeholders to understand health and wellbeing needs in

Committee	Membership	Functions
	<p>Health Chair of Clinical Commissioning Group</p> <ul style="list-style-type: none"> • Nominated Director Clinical Commissioning Group • Clinical Commissioning Group Lay Member • Chair of LINK until such time that it becomes Health Watch <p>The Executive Member for Community Health and Wellbeing will chair the board and a nominated individual will serve as vice chair</p>	<p>Trafford.</p> <p>9. To monitor and review the delivery of health and wellbeing improvements and outcomes through robust performance monitoring.</p>

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