

Organising for Success

A discussion document proposing
strengthening collaborative working
between schools and services for
children, young people and their families

February 2003

Paul Gray
Executive Director for Children and Young People
Surrey County Council



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Dear Colleague

This discussion document contains radical proposals to improve services for children, young people and their families in Surrey.

The County Council is committed to working with all of its partners in the public, private and voluntary sectors and with customers, carers and users. These proposals need to be considered carefully and refined further, if we are to achieve the improvements envisaged.

The central proposal is that schools would co-operate in local clusters based on natural communities and in collaboration with other services for children, young people and their families.

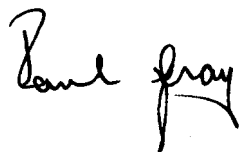
The County Council will continue to concentrate its resources, as far as possible, on its front line activities and encourage partners to do the same. This may involve sharing or transferring some of our existing responsibilities if that makes more sense to those whom we serve.

Schools and others would work together to deliver services to children, young people and their families. The first element of the proposed organisational arrangements anticipates locally based staff and managers working together in a variety of ways to ensure their activities are integrated to meet individuals and community needs. The Council's 11 local committees have been established to support and encourage such local initiatives.

This would be a long-term initiative with no pressure to push schools together, especially in areas in which natural groupings are hard to define. It will be a gradual process with no prescriptive blueprints.

Schools and partner organisations are being encouraged to come up with innovative and imaginative proposals to suit their particular circumstances. As such, therefore, this guidance is neither definitive nor exhaustive.

I very much look forward to hearing your views.

A handwritten signature in black ink that reads "Paul Gray". The signature is written in a cursive style with a large initial 'P' and a long, sweeping tail on the 'y'.

Paul Gray

ORGANISING FOR SUCCESS: EXECUTIVE SUMMARY

1. This discussion document seeks views on a radically new approach to providing services for children, young people and their families in Surrey. It involves changing how primary, secondary and special schools interact with each other and their partners. Initial views are sought on the paper by 31 March 2003.
2. The heart of the proposal is that schools voluntarily organise themselves into collaborative networks which have a formal structure and become the focal point for the development of education, health and well being for the children and young people in the area. A suggested name for the collaborative confederations is Public Service Confederations – confederations are unions of autonomous bodies who come together for mutual and collaborative interest. The core purpose of a confederation would be to address the needs of their collective community in order to raise standards of achievement, community well-being and protection of vulnerable children and young people. They would enable the schools to perform their existing roles better and become centres of community learning and other services. The importance of effective joint working between bodies responsible for services for children and young people is central to addressing the major factors that stop young people from achieving their potential.
3. A confederation could share ideas and resources in the following ways:
 - a) **Schools as Centre of their Communities**
Schools are the only public agency which touch the lives of the great majority of Surrey's parents and help to build communities. It is as parents in primary schools that many friendships are formed. Schools could pool their resources to open up their facilities and expertise for community activities, for community education such as supporting parents in their children's learning, for helping parents with their own education as well as the traditional 'leisure and pleasure' adult education classes.
 - b) **Raising Achievement**
Schools and services could support each other educationally by sharing in-service training, specialist teaching, mutual support in times of difficulties, promoting best practice, finding common solutions to children with exceptional needs or abilities, improved key stage liaison etc.
 - c) **Working with Other Agencies**
A formally organised confederation could request that other agencies work with them in a way which suits the confederation. With these other agencies, a Public Service Federation could provide integrated services to children, young people and their families. Agencies including health, police and Connexions may welcome a structure which they could engage with and make agreements with locally.

- d) **Greater Involvement**
The involvement of children, young people, families and communities in the development of local strategies, and in the design of services, will be easier. These could link to local plans and local community strategies.
 - e) **Earlier Intervention - vulnerability**
Certain young people, families and communities need more support than others. Some need targeted support, either within the context of a universal or a specialist service. A local strategy could set a framework for services, through which more effective support can be provided at the most appropriate level and time.
 - f) **Additional Educational Needs Support**
The confederations would receive delegated or devolved funds from Surrey County Council for specialist Additional support and then organise these services in ways which best suit the confederations. For example, employing support staff directly or by having named persons contracted in the confederations (with arrangements for professional support and development).
 - g) **Facilities Management**
Sharing scarce support services so that every school could concentrate on learning rather than running the support service, premises and facilities. Resources which could be shared include arrangements for caretaking, ICT technician support, local administrative and financial support, building maintenance. The link could free up resources for the classroom and engage staff for specific purposes such as bids.
4. This discussion document sets out the issues both for and against greater collaboration and how to overcome the potential pitfalls.
 5. It sets out possible network models reflecting the geographical and organisational diversity of Surrey. If these proposals found favour, Surrey could be organised into 25-30 confederations within a framework of larger networks. The proposals represent an opportunity for a locally framed education, community learning, social care and health partnership which would provide the infrastructure for the delivery of a range of public services locally.
 6. It sets out options for legal structures for bringing schools together using all the freedoms of the Education Act 2002, ranging from joint committees to locally organised companies.
 7. It sets out some of the next steps of the proposal if it finds favour with some, a majority, or all schools.
 8. A separate paper, "Success for all in Surrey", will be published shortly on how secondary schools and post 16 providers can collaborate together to deliver the expectations of a 14/19 curriculum which meets the needs of all learners.

THE COUNTY COUNCIL'S STRATEGIC INTENT FOR CHILDREN AND YOUNG PEOPLE IN SURREY

Working within the context of the County Council's priorities, the services of the Children and Young People Directorate are determined to work closely with schools, libraries, community establishments, services and local and national partners to deliver the following three strategic outcomes:

- Every Surrey school is a good school in which parents can be confident their child or children will receive the best possible start in life
- Every child or young person with additional needs has those needs met locally wherever possible, and our most vulnerable children, particularly those 'looked after', feel safe and protected
- All children, young people and families enjoy an accessible network of local community facilities that meet their learning, leisure and social needs.

WHY THE NEED FOR CONSIDERING CHANGE?

- 1 Surrey schools perform well on any benchmark and the majority of young people achieve the expectations of a modern education system. Schools have seized the opportunities of local management of resources and made good use of them. There is a passionate desire by governors, heads and staff for their school and their children to do well. There is strong local commitment by everyone to their local schools. There can be no turning back to the days when local authorities decided almost every aspect of school resourcing. Many schools are already widening their role in areas such as out of hours learning, parental education etc.
- 2 Yet there is widespread agreement that even more could be achieved in the right circumstances. Much more has been achieved by ambitious single schools with vision but there are limits on what one school, by itself, can do. More must be done if we want to achieve our aim of ensuring each young person achieves their potential and becomes a healthy, well-adjusted citizen well prepared for adult life.
- 3 Some families experience severe social and educational problems from one generation to the next without public services being able to make enough of a difference. The aim is to promote positive local outcomes and to prevent children and young people experiencing negative outcomes, both as children and young people, and later in their lives as adults. The full range of local support services need to co-ordinate their efforts to achieve this. Currently a few children and young people still "fall through the net". Effective identification and tracking of children at risk by local services and schools is key to avoid this happening.

COLLABORATION

- 4 Projects with schools working together to address their local learning needs and achieve synergy have been started in several parts of Surrey. Some are called "School focused community partnerships", others are schools improvement partnerships. The initiatives fit in well with developments elsewhere. Surrey County Council started to promote confederations, following its DfES funded New Models for LEAs study and the support of Surrey schools for confederations, in 2001/2002. The DfES (possibly influenced by Surrey's New Models study) is now promoting federations and has created new opportunities in its Education Act 2002.

CREATING NEW RELATIONSHIPS

- 5 The current organisational structure for schools and services for children and young people sometimes makes it difficult to collaborate. Creating new opportunities can be a major burden. Schools have welcomed the New Opportunities Fund for out of hours learning and many want to expand parental involvement and parental education. Schools are continually asked by other services agencies, e.g. the police, fire service, drugs education, whether they can work on other high-priority agendas such as community safety. The Education Act 2002 empowers governors to spend resources on community facilities.
- 6 The Government has identified the early years of secondary school as a subject needing early attention as some pupils fail to make the expected progress forecast at Year 7. Better liaison with primary schools on curriculum and teaching progress of individual pupils is seen as part of the answer. Better support is required for children with additional needs. Considerable resources are spent on this area but is the spending always effective? Huge effort and time is spent on administering support and co-ordinating all the specialists and agencies involved, but there is often a long time between the identification of a problem and putting the support in place. Alternative systems need to be explored. In many cases the investment in children comes too late and is not made in ways that builds capacity in the local community.
- 7 The present focus on individual schools and competition for pupil numbers makes it much less likely that other local schools will be used as a resource for helping pupils needing a change in school. Such competition also makes it less likely that best practice in organisation, curriculum, teaching and learning methods will be shared between schools.

SELF RELIANCE

- 8 The County Council is committed to a policy of self-reliance. The aim is to build capacity within communities to help individuals take control of their own lives and prevent cycles of disadvantage. A benefit of Public Service Confederations would be to increase the opportunities for

children, young people and their families to influence services in their local community.

LOCAL MANAGEMENT

- 9 Local management of schools has been beneficial overall but has led to a considerable increase in administrative costs locally – largely because of the expanding, nationally determined workloads but also in some cases because processes are individualised. The support skills required by schools are rising e.g. the potential of ICT, the complexity of finance (there are now 75 different funding streams to bid and account for) but few schools can afford, for example, specialist bidding, accountancy skills or a dedicated ICT technician.
- 10 Headteachers consequently feel overwhelmed by these ever-lengthening agendas and pressures. Some support can be easily arranged, e.g. by central contracts for the school meals service, but others need tailored solutions to the needs of that school and arrangements in which the workload can be shared with others.
- 11 Premises management can be a full-time job. The opportunity to co-locate local services can be missed. The long-term sickness of a caretaker, building maintenance or small building projects, can tie up the energies of senior staff whose minds and energies should be on teaching and learning or service delivery.

WHAT COULD COLLABORATION MEAN WITHIN A PUBLIC SERVICE CONFEDERATION?

- 12 There is no blueprint for the types of activities and services that might be provided or how they should be organised. A confederation of schools working with the local services for children and young people could undertake a number or all of the following activities.

A LOCAL STRATEGY

- 13 A local strategy for children and young people could focus on those who are most likely to experience difficulties later in life, which could be averted through early intervention and additional support. It could review how investment across schools and services can be used effectively to increase the focus on prevention in a local area and how the delivery of services could be adjusted to reduce the likelihood of negative outcomes. This local strategy could link to other developments taking place e.g. self-reliance projects and community safety initiatives such as community incident action groups.
- 14 Within local teams, different professionals could come together to assess and provide the child's needs on a holistic basis possibly via the use of a caseworker approach to mediate access to the appropriate local

services. In addition, child specific information could be speedily and easily shared between relevant participating agencies.

THE ASH PARTNERSHIP

The Ash Partnership, based on nine primary schools and Ash Manor School, has always worked well together but collaborative sharing took off in earnest two years ago when literacy support resources were devolved to schools. The schools continued to employ the two members of staff who had worked on literacy support, rather than distribute, small amounts of money. Since then there has been much closer educational liaison between the schools and on primary/secondary liaison with sharing of knowledge of pupils, in-service training and teacher skills.

The partnership is one of the pilot areas for "school focused community planning" with devolved resources for education psychology, education welfare, intercultural and English language services, language and literacy support services and physical and sensory support services. Already, the schools feel that the clearer identification of the support staff with the schools has led to better service delivery.

The schools have ambitious plans for the development of the partnership. Discussions are now under way to form the West Surrey Foundation which will create an organisation dedicated to making a significant impact on the causes of under-achievement of young people by early intervention and more effective working with all the public and voluntary sector agencies involved.

The schools in the partnership are:

- Ash Manor
- Ash Grange Primary School
- Holly Lodge Primary School
- Mytchett Primary School
- St Paul's CE Infant, Tongham
- Shawfield Primary School
- Walsh CE Junior
- Walsh Memorial CE (Controlled) Infant
- Pirbright Primary
- Wyke Primary

CURRICULUM

- 15 Confederations could plan the area's educational offer together, e.g. making the primary / secondary curriculum and transfer as seamless as possible, sharing specialist teachers within and between phases, sharing teachers on longer-term contracts, organising confederations INSET, engaging consultant specialists no individual school could afford. The list is potentially a long one.

ADDITIONAL EDUCATIONAL NEEDS

- 16 Confederations could organise their special or additional needs support with their own education welfare, educational psychology, learning and language, behaviour, social work or other specialist support. This would result in meetings being organised quickly and actions set up rapidly.

SCHOOL IMPROVEMENT

- 17 A group of schools along with adult and community learning centres and colleges, could develop a formal agreement to work together to raise standards. Schools are able now to federate, either by using the new governance arrangements under the Education Act 2002, or by having a formal contract between them with identifiable targets.

RESOURCES

- 18 Resources can be procured more economically when maintained and managed jointly by the confederation - ICT networks, caretaker absence cover etc. In addition, building maintenance and small projects could be organised jointly.
- 19 Higher levels of financial skills could be developed within the confederation. Making joint bids as a confederation would be easier especially as specialist status bids now require collaboration.

BROADER COMMUNITY LINKS

- 20 Confederations could develop joint priorities with other agencies such as health visitors, neighbourhood police officers and Connexions advisers. They could jointly work to tackle local issues, for example traffic problems caused by the school run and promote school transport planning and safe routes to schools
- 21 They could receive delegated adult education resources and organise a local programme to meet the needs of that community, and organise after school activities.
- 22 The potential is enormous...

GOVERNANCE

- 23 The greatest change would be in the strategic plans of each school and service. At the moment it is the duty of each school's Governing Body to look after the interests of their individual school – this will remain. Collaboration means that groups of school governors would ask "How can we work together, ensuring all our schools succeed in the interest of our community and that no child is left out?"

POTENTIAL BENEFITS OF CONFEDERATIONS

24 Confederations would:

- Allow greater local innovation in applying multi-agency approaches to solving community problems and improving public services for children, young people and their families
- Enable earlier interventions and more resources for prevention work
- Focus on addressing the long-term issues of children, young people and their families in a community
- Allow direct contact between those local managers able to make things happen
- Deliver sustainable services through greater inter-agency working and more co-location of services
- Apply economies of scale and be "joint bid ready"

25 Benefits could include:

- A more structured way for schools and services to collaborate, learn from each other and share best practice
- Development of transformational leadership at senior and middle management levels within schools and services
- Capacity to address issues of staffing, and to share equipment and facilities

BENEFITS TO CHILDREN, YOUNG PEOPLE AND FAMILIES

- Focusing the total funds available across the confederation as a whole, the concentration and / or pooling of resources
- Pupil inclusion - being jointly responsible for all pupils within the confederation
- Higher levels of pupil achievement, increased pupil motivation and self-esteem
- Improvements in child behaviour and social skills
- Greater parental involvement in children's learning
- More opportunities for local adult education and family learning
- Greater availability of specialist support for families
- Greater capacity for provision e.g. additional educational needs

BENEFITS TO SCHOOLS

26 Schools may want to focus on some or all of the following types of issues and activities, or indeed may choose to concentrate on other issues not specified below. Schools are encouraged to be innovative and to create their own models, but it is likely that most confederations will involve some of the following types of activities:

- Sharing teachers and / or support staff
- Sharing premises, equipment and / or specialist facilities
- Moving gifted and talented children and other groups across schools
- Allowing teachers to observe and learn from each other's lessons
- Greater opportunities for flexible working and career development
- Improved Additional Educational Needs provision
- Tackling behaviour and exclusion
- Tackling racial equality and community cohesion
- Enhanced partnership working with the community and better school security
- Easier access to essential services for staff, helping staff recruitment and retention
- Cost effectiveness and economies of scale
- Developing joint programmes of research and development
- Support groups for staff at all levels to consult and share with colleagues

BENEFITS FOR COMMUNITIES

- More diverse activities that involve parents, community members and local groups, such as playgroups, sports clubs and voluntary organisations
- A 'joined up' approach to local services by involving the local authority, local agencies and partnerships
- Sustainable programmes where activities and services are not over-dependent on the skills and time of a few key staff
- Opportunities for services that have a different ethos from school activities and present themselves as 'teacher-free' zones
- Better access to essential services that require specialist skills, such as healthcare or social care
- Improved local availability of sports, arts and other facilities
- Development of greater community cohesion
- Better supervision of children outside school hours
- Closer relationships with their schools

CHALLENGES TO GETTING THINGS RIGHT

There are some potential disadvantages:

- 27 Are schools ready for, or do they feel able to engage in, a high level of collaboration when league tables, pupil led funding and open enrolment make schools competitive? The proposal is to extend existing pilots and collaborative networks on a voluntary basis over an extended

period of time. This will enable schools to see whether the benefits achieved by the early confederations outweigh the disadvantages.

THE HORLEY LEARNING PARTNERSHIP

Although the 11 Horley headteachers have always worked well together, the opportunity to formalise our partnership was something we had discussed for some time. The group decided to act when funding became available in March 2002.

A day was spent agreeing the aims and objectives that would underpin the partnership, and the impetus generated allowed us to apply for further funding from the LEA Education Development Plan. The second tranche of funding allowed us to appoint a project manager who has helped frame the development of the partnership.

A draft service level agreement has been drawn up and is now ready to present to governors. A management committee has been elected to steer the group and the official launch is set for March 2003, with the process going live in September.

We have spent time analysing both our entitlement in terms of support in the key services from the LEA and also our perceived need. The next stage is to match the two in order to maximise the support we can offer to the children and their families.

WILL A LOCAL AREA FOCUS WORK FOR ALL OF SURREY?

28 Some schools – particularly denominational schools – service a wide area of Surrey. Two secondary schools have a national boarding enrolment. Some primary schools send children to several secondary schools in different areas. Special schools are countywide resources. Any collaborative network solution will have to be tailored to reflect these and the engagement of schools in confederations may be at differing levels.

WOULD IT CREATE MORE BUREAUCRACY AND EVEN MORE MEETINGS?

29 Initially yes. However, the 'change' agenda already expected of schools and services is very time-consuming and confederations may help this burden. At an operational level the everyday tasks of organising a school or a service should become a lot easier and a number of other meetings could be disbanded or reduced. The 'meeting burden' is a risk which would need to be monitored carefully.

COST OF CO-ORDINATING THE CONFEDERATION AND ITS DEVELOPMENT PLAN FOR COMMUNITIES?

- 30 There would be upfront costs. The County Council can assist in setting up models for structures. The confederations would want to have a senior person to organise activities on its behalf. It could be a seconded headteacher, a headteacher moving to run the confederations full-time or a new appointment of a project manager. There would be personal support costs to that person. For its existing responsibilities the confederation should more than pay its way in the savings made in co-ordinating support services, purchasing services and materials etc. The confederation could employ specialists, directly avoiding the need for schools to hire staff who cannot realistically cover all the skills required. Some confederations will want to take on new challenges and responsibilities and exploit the funding opportunities.

WILL THE OTHER AGENCIES BE PREPARED TO DELEGATE RESOURCES/SECOND STAFF/WORK ON CONTRACT/HAVE LINKED WORKERS?

- 31 The services that make up County Council's Children and Young People Directorate would organise its staff around the confederations. Other agencies feel equally frustrated by the scale of co-ordination required to support schools, children, young people and their families. We wish to explore whether they would want to organise themselves to work with groups of schools and their local communities effectively. This document will be used as part of an engagement with these other services in Surrey.

HOW DOES IT FIT IN WITH THE ROLE OF THE LOCAL EDUCATION AUTHORITY AND SERVICES?

- 32 The major change for Surrey, as an LEA, would be to organise its services differently. Community Services organises youth development, library and adult education (on contract to the LSC) in district services. Collaboration between schools and the adult education service would be required to ensure high quality, non-duplicated provision either by franchising, delegation or by existing arrangements. No major change is required in other statutory duties – devising the schools formula, organising the capital programme, planning places (but organisational reviews would change substantially, in reality), and leading the service. However, the creation of 25-30 innovative confederations would require the Council/LEA and services to change and adapt. The active participation of locally based staff and managers will be crucial. This will include, the Council's Local Directors, Local Education Officers, Multi-professional Team Managers and others depending on a Confederation's plans. In addition, colleagues in partner organisations may wish to adapt their roles i.e. school nurses, school doctors, health promotion workers or youth counselling advisers. The confederations' key role would be to deliver services more effectively on the ground, not

to be an alternative local council. It would, as now, build relationships with County and Borough / District Councils.

SCHOOL ORGANISATIONAL ARRANGEMENTS WITHIN CONFEDERATIONS

There are many options for school organisational arrangements. These models are shown below and could be adapted to secure partner representation at board level to foster the development of integrated services. The options for schools include:

A VOLUNTARY COMMITTEE OF ALL INTERESTED SCHOOLS

- 33 This model is a useful starting point for collaboration but delegation/relocation of substantial resources becomes more difficult as the “who employs the staff” question and “who decides what” on every issue if consensus is required for everything.

A STATUTORY JOINT COMMITTEE OF INDIVIDUAL SCHOOLS

- 34 The Education Act 2002 will publish regulations for such joint committees and it is assumed that they will be able to employ staff, make contracts etc. A joint committee with an agreed terms of reference and budget could avoid duplication with individual schools.

JOINT GOVERNING BODY OF SEVERAL SCHOOLS

- 35 The Education Act 2002 now restores the possibility of one governing body for several schools. The schools retain their own headteacher and identity. Collaboration would be promoted by this change in governance. However, individual schools did not like the loss of time set aside for their needs in previous joint governing body arrangements and there is less participation by parents, teachers, heads etc. There are ways of reducing the problem (e.g. Advisory School boards linked to the Governing Body) but, at first glance, it appears to be a difficult option.

INDIVIDUAL SCHOOLS AS PART OF NON-PROFIT MAKING COMPANY

- 36 The Education Act 2002 empowers schools to set up companies for certain purposes, e.g. purchasing goods, providing services, performing some LEA roles. The companies would be owned by the school, probably as “non profit-making” companies limited by guarantee but with no shareholders in the commercial sense. This could be a useful device but companies need to be regulated under company law, accounts have to be audited etc. Surrey could devise an “off the shelf” model for schools to access easily.

THE SHINE PARTNERSHIP

The Shine Partnership comprises four primary schools (Broadmere Community Primary, Maybury Infant, New Monument and Pyrford CE (Aided) Primary), Bishop David Brown Secondary and Woking College. Together they are a mixture of schools serving Surrey's most deprived communities and more advantaged areas.

The aims of the partnership are:

To share expertise and best practice and maximise use of combined resources to enhance the education of all pupils within the partnership.

To create a multi-agency 'one stop shop' to facilitate greater communication and continuity between homes, schools and education support staff.

To develop jointly funded and managed initiatives to promote lifelong learning in the local community.

The partnership has developed a draft service level agreement with support services with the aim of developing local preventative strategies to counter under-achievement because of the school or home environment. The partnership has a large entitlement to English as an Additional Language support and the total value of the devolved support services comes to £450,000.

So far, the Partnership has developed a family links programme, student work experience, a Shine choir and a distinctive corporate identity.

It has participated in close joint working between Surrey County Council and Woking Primary Care Trust. The Partnership has a joint appointment of an education welfare officer and better school attendance is now being achieved. It has also has a joint appointment ICT technician.

Next steps include linking the school improvement plans, joint in-service training, a joint Governors' working party and a Networked Learning Community with £150,000 of resources.

What characterises Shine is the enthusiasm for the supportive partnership, the belief that resources are being used more effectively and the commitment to benefit the whole community.

GROUP FOUNDATIONS

- 37 The Education Act already allows foundation schools to group together to employ staff, hold property, let contracts etc. There is already one group foundation in place between a Surrey school and two Croydon

schools. The County Council investigated this model in detail when it proposed a Foundation of North Guildford Primary Schools in 2000. The idea conflicted with primary reorganisation at the time and did not go ahead.

IMPLICATIONS FOR INTERNAL ORGANISATION OF CONFEDERATIONS

- 38 It would be up to each confederation to organise itself. It is assumed that, as a model, each governing body would want representation on a steering group/board and meet, say, termly to agree the key activities of the confederation, its budget, monitor progress and agree major changes. The headteachers would be the operational leaders working with a secretariat of some kind, financed by subscription from the schools. The confederation would appoint such staff for common services and they would be financed by schools.
- 39 The headteacher's role would undoubtedly change, as he/she would be part of a school community seeking to raise achievement, community well-being and protection for everyone in that area. He/she would still lead their own school but would need to develop co-operative styles of working with others involving degrees of give and take. Governing bodies would be similarly affected.
- 40 Many headteachers would be comfortable with this role; others would want to concentrate on a lead professional role within schools. They may, therefore, want to empower another senior management team member to represent the school and trust their judgment on the sharing of resources and activity. Governing bodies and headteachers would need to support this. Effective collaborative working would require a different kind of decision making and not every decision could be referred back to individual school level. A group foundation has all the powers to do business effectively but it requires all schools to change their status to Foundation and poses problems for voluntary aided school participation. The detailed workings of a Group Foundation is available for those considering this option.

EMPLOYMENT ISSUES

- 41 Staff working for the confederation could work for the legal body, e.g. a company as a private employer. However, as staff would probably want to retain public sector conditions of service, eg pensions, there is the possibility of seconding staff to the confederation from one or more schools.

SO WHAT STRUCTURE SHOULD BE CONSIDERED FOR SCHOOLS?

- 42 Until the Education Act 2002 proposals are made clearer, it is better not to opt for one model. The criteria for making a decision should be whether it achieves the right balance between the effective

management of individual schools of character and the efficient working of the confederation in getting things done to the benefit of all.

WHO SHOULD BE IN THE CONFEDERATION?

- 43 The composition and size of the confederation would vary. Confederations could be formed from like-minded schools, for schools facing similar circumstances, from schools of similar status (e.g. denominational character) or by geography. The consultation document proposes that the confederations be locally based, that is, all the schools in a local community should work together as this means staff can work for the confederation locally.

ARE THERE DISTINCT LOCAL COMMUNITIES IN SURREY?

Yes and No!

- 44 Surrey is made up of small and medium sized towns and these form communities which people recognise. Similarly there are villages in the countryside which form rural communities distinct from the nearest town. These communities will vary in size and population across the county, and have distinctive needs. Parts of Surrey have 'obvious' distinct local communities e.g. Haslemere, Cranleigh, Godalming, Dorking, Oxted, Ash, and Farnham. Defining distinct local communities will be more problematical in areas where there are less obvious geographical differences.
- 45 Smaller decision making bodies generally work better than larger ones and confederations larger than 15-20 schools would be of a different character. It may be necessary to subdivide natural communities and make confederations manageable, e.g. two confederations for Guildford Town and surrounding area. Denominational and, in particular, Roman Catholic schools, could join local confederations for the purpose of special needs and facilities management support but would want their own primary/secondary network.
- 46 Special schools could similarly join a local area but would want to retain their countywide specialist focus. It is not proposed that there should be an automatic linking of admissions for primary and secondary schools as the parental preference system has always been open in Surrey. There are also cases where primary schools could see themselves as part of two or more confederations.
- 47 These are not easy questions to solve. In responding to this paper, schools are asked to give their views on whether they think distinct local communities is a concept to base confederations on and, if so, which communities they see for themselves.

NEXT STEPS

1. Some parts of the County are already working together as the case studies show and it is proposed that this closer working be supported.
2. A set of questions are attached to this paper (Annex 1) and responses are sought by 31 March 2003.
3. If the concept of creating foundations of schools by one or more of the legal means set out in paragraphs 30 - 34 above is supported, the Council would publish one or more models as a basis for action. It would support the development of the confederation models with senior officers' time and a start-up budget to help schools with the time off required for its development.

Realistically, creating 25-30 confederations across Surrey would take some years to implement but would be a model around which other public services could be organised.

Annex 1: Response Form

This form has been designed to inform the discussions concerning the development of Public Service Confederations in Surrey.

Each question asks for your opinion on the sections of the discussion document and provides space for you to add any additional comments.

Please return this form by 31 March 2003.

An electronic copy of the Organising for Success discussion document can be downloaded from our web site www.surreycc.gov.uk/organisingforsuccess

You can complete the form electronically by downloading a copy from our web site and e-mailing the completed version to bob.higham@surreycc.gov.uk Alternatively, you can complete this paper version and send it back by post to:

Bob Higham
Head of Organisational Development
Children & Young People Directorate (Room 165)
Surrey County Council
County Hall
Kingston upon Thames
KT1 2DJ

Please fill in the following details to help us with our analysis of the responses

1. Are you responding as an individual, on behalf of a school or on behalf of another organisation? Please ✓

Individual

School

Organisation/Service

2. If you are responding on behalf of a school, please provide the following

Your name

Position

School name

Postcode

3. If you are responding on behalf of an organisation or a service, is it a:
(please ✓)

<input type="checkbox"/>	Voluntary Organisation	<input type="checkbox"/>	Borough / District Council
<input type="checkbox"/>	Community Organisation	<input type="checkbox"/>	Charitable organisation
<input type="checkbox"/>	NHS/Health related organisation	<input type="checkbox"/>	Business
<input type="checkbox"/>	Other (Please detail) _____		

Your name	<input type="text"/>
Position	<input type="text"/>
Organisation	<input type="text"/>
Address	<input type="text"/>
Postcode	<input type="text"/>

1. Do you agree that the development of Public Service Confederations for Surrey's distinct local communities will positively contribute to the County Council's strategic intent for children and young people in Surrey described on page 3?

Yes No

If you would like to expand on your thoughts, please do so in the box below

2. Do you think that the reasons for considering change now (paragraphs 1 - 23) are valid?

Yes

No

If you would like to expand on your thoughts, please do so in the box below

3. Potential benefits of Public Service Confederations (paragraphs 24 – 26)

Which benefits do you strongly agree with?

Which benefits do you strongly disagree with?

List any benefits below which you feel have been omitted

4. Do you agree with the "Challenges to getting things right" (paragraphs 27 - 32)?

Yes

No

If you would like to expand on your thoughts, please do so in the box below

5. Do you think that your school / service / organisation will wish to participate in a Public Service Confederation(s)

Yes

No

If "Yes", when do you think you will be ready to participate and in which distinct local community or communities?

6. Please use the box to add any further comments or questions you have.

Thank you for taking the time to contribute to the discussions.

Annex 2: Pathfinder Funding

The County Council's provisional budget for the financial year 2003/04 includes funding to assist the start-up of a small number of pathfinder Public Service Confederations. The maximum available for each pathfinder is likely to be in the order of £40,000 spread over the next 2 years. This funding can be used by Confederations on a part-funding basis.

To apply for funding, please supply the following information;

- **What do you want to achieve and by when?** This could be an outline of key activities, with milestones and specified targets. Where do you see the confederation taking you?
- **Which schools will be involved and why?** Will there be other partners involved too?
- **What will your management and leadership structures structure be?** What will your governance set-up be? Please refer to paragraphs 33 – 43
- **How will you know if you have been successful?** Identify the need for or benefits from the confederation and outline how you intend to monitor and evaluate them.

Please include a budgetary breakdown of costs, including how much pathfinder funding is being sought.

Applications will need to show evidence of the support of the individual head teachers, the governing bodies and any partners.

To be considered for Pathfinder Funding in 2003 / 04, please apply to

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by 1 May 2003