
Report to
Cabinet

20 September 2005

Report of
Chief Executive

Title
Review of Organisational Structure 2005

1 Purpose of the Report

To inform Members of the responses to consultation on the Review of Organisational Structure 2005 previously reported to Cabinet on 7 June 2005 and to make final proposals.

2 Recommendations

2.1 The Cabinet are asked to agree the proposals to:

- a) **Create a Community Services Directorate containing the existing services units relating to Adult Services, Older People's Services and Housing Strategy, and the newly configured service of Culture, Leisure and Libraries, as set out in Appendix A.**
- b) **Focus a number of efficiency and effectiveness, performance, scrutiny, research, information and consultation and forward planning functions in the Chief Executive's Directorate as set out in Appendix B.**
- c) **To ensure the organisational arrangements for Scrutiny reflect Scrutiny Board Chair I leadership and member agenda setting as set out in paragraph 5.1.**
- d) **To delegate to the Chief Executive in consultation with relevant Cabinet Members the detailed arrangements for the changes.**

3 Information/Background

3.1 The report to Cabinet of 7 June 2005, set out a series of proposals as a consequence of reviewing the Organisational Structure with a closing date for consultation of 29 July and undertaking to report back to Members with final recommendations in September 2005. The terms of reference for the review were to:

- a) Review the organisational structure of the City Council in the light of the Children Act 2004 known as "Every Child Matters" and the 2005 Green Paper "Independence, well-being and Choice"

- b) Ensure that the Council is equipped for the next phase of its development 2005 – 2008 including the drive for greater value for money and providing quality essential services
- c) Avoid destabilising relatively new Directorate unnecessarily
- d) Consider the balance between senior management capacity, achieving value for money and delivering services to the public
- e) Consider both the value for money of the structure and any costs of transition between the existing and new structures

3.2 The June report set out the context of the Council's vision for the city, its corporate objectives and value. It reinforced the point that the Council wants to be an organisation which:

- Delivers quality essential services and has that at the front of its mind all the time
- Is focused on what people living in local neighbourhoods across the city want, reflecting local choices and city wide standards
- Has a culture which focuses on supporting the opportunity for everyone in the city to live as independently as possible
- Tries to treat its employees fairly while demanding high standards of service to the city
- Has a strong ethos of customer care.

3.3 After the Cabinet Report of 7 June, the report was circulated to all staff and to some partners, with a later circulation to other partners. In total, ten responses have been received to date. These include team responses from the Social Services and Housing Management Team, the Culture and Leisure Team and the Scrutiny Co-ordination Team. There have been briefings of all the political groups. There has been some informal feedback from some leisure and culture partners in meetings.

4 Summary of Consultation Responses

4.1 There has been no opposition in the consultation to the general principle of setting up a Community Services Directorate, or to regrouping the Council's research, forward planning, scrutiny, performance and efficiency/value for money functions in the Chief Executive's Directorate. Comments have in general focused on specific functional issues. The overall proposed structure therefore remains as in the June report (see Appendix A) except that is not now proposed to move Community Safety to Neighbourhood Management at this stage.

4.2 Council Employee and Member Responses

4.2.1 Culture and Leisure Management Team

In summary, the Culture and Leisure Management Team

- Welcomed the opportunity to move, with colleagues from Libraries and Adult Education, into Community Services. They saw this as a positive change which would help to strengthen all the functions involved and give a clear focus on tackling the range of community needs through culture and leisure. The Team specifically referred to the reference in the new Comprehensive Performance Assessment framework to the Culture block and its linking with social and economic outcomes.
- The Team did however want to acknowledge the benefits of the links they had developed while in City Development Directorate, and want to ensure they maintain

good links with City Development Directorate. Equally they see the potential of links with other services e.g. health, customer services, libraries etc

- The team identified the importance of work with leisure partners and made reference to the importance of working with Trust arrangements in relation to service delivery.
- Detailed comments were made on the proposed structure with the observation that the new Head of Culture and Leisure should perhaps have the opportunity to look at this before finalising anything.

4.2.2 The Culture and Leisure Finance Team commented separately and sought reassurance about impact on jobs in any transition process.

4.2.3 Scrutiny

Comments were received both from the Scrutiny Co-ordination Group and in meetings with the Chair of Scrutiny Co-ordination Board

4.2.4 The Scrutiny Co-ordination Group support the proposal to move into the Chief Executive's Directorate, believing that it would "make clearer and enhance Scrutiny's role in policy development and performance management..." amongst other advantages. The Group's preference would be for them to be integrated into the corporate performance team, although they clearly identify that their main role would be to continue to support Councillors.

4.2.5 The Chief Executive is going to Scrutiny Co-ordination Committee with this report on 14 September and will report back the view of that Committee.

4.2.6 Social Service and Housing Senior Management Team

The team made four main points

- The importance of recognising within planning for the Directorate, the possibility a Health Care Community Trust between the Coventry PCT and the Council. They make the point that currently discussions are taking place about much closer joint planning and commissioning arrangements. In the longer term structures may take a different form with more integrated services and governance
- The Team advocate transferring the Health Development Unit from its current location in City Services to the new Community Services Directorate. They take the view that "Health promotion is critical to much of the underlying values of the new Directorate both for adults and older people services but also for our role in sport and leisure" They believe that currently the work of the Health Promotion Unit is not closely enough linked in to work on National Service. Frameworks in the Health and Social Care frameworks of the Local Area Agreement, and that there would be merit in having a single Directorate leading on Health issues.
- The Team would like to see the report more strongly promoting a vision for the organisation of the Community Services Directorate being advocates for older people, people with mental ill health or disabilities, in a much broader context than social care. This would include driving the improvement of quality of life for these groups through transport, community safety, access to leisure etc.
- The Team raised the issue of co-ordination of work of pensions and benefits across the Council and the need for a clear lead on this across the Council which would come from this Directorate.

4.2.7 Comments from a range of individuals

Community Safety

A view has been expressed that Community Safety should not be transferred from Corporate Policy to Neighbourhood Management on the basis of the role Corporate Policy has in driving forward strategic policy change across the Council and the headway this has enabled Community Safety to make on issues of the Crime and Disorder Act which requires all public services to take into consideration community safety issues in their policy making and service delivery

Customer and Business Services

There is support from Customer and Business Services to the proposal to transfer the Programme Office into Corporate Policy, and the importance of making links between the service redesign process currently being put into place and the work if the corporate efficiency/value for money unit.

Trees

The point has been made by the Council's Arboricultural Officer that although a previous organisational review had expresses the intention of writing all the Council's tree service in one place, this has not yet taken place and needs to be fully implemented as soon as possible.

4.2.8 Partner Responses

Coventry Partnership Secretariat

The views expressed by the secretariat largely relate to the proposals for the Corporate Policy Unit, supporting the links between Forward Planning through the transfer of the Programme Office, performance monitoring and improvement. Specifically they have focused on the need to consolidate the good work which has begun to take place in linking research, data collection and evaluation undertaken by partners in the way in which co-ordinated research, information and consultation is co-ordinated from the Corporate Policy Unit. Key issues mentioned were customer surveys and consultation service evaluation, the data sharing partnership, best practice research and project performance monitoring.

They brought out, in particular, the need for all partners, including the Council, to be able to demonstrate the impact of their work, and the importance of making stronger links between the Performance, Impact and Evaluation (PIE) group of the Partnership and for the links between the LAA, LSP, NDC and Neighbourhood Renewal to be reinforced. This work is already underway.

CV1

The Board of CV1 have expressed the strong view that the Culture and Leisure service should not be moved out of the City Development Directorate into the Community Services Directorate but should remain in CDD. The Board see Culture and Leisure as being a driver of economic development and regeneration and see the service remaining with City Development as vital if "we are to achieve our shared ambition to create a vibrant, dynamic and growing city which is to attract more people to visit, work and live here". Some other, but not all, Leisure partners have expressed similar reservations about the proposed move.

5 Key Issues

5.1 Proposed Changes Following Consultation

Following careful consideration of the consultation responses, the following changes are proposed to the report which were put forward in June. These are:

- **Community Safety** – it is not now proposed to move Community Safety to Neighbourhood Management at this stage. Neighbourhood Management is just as much a cross-Council strategic service as Corporate Policy (although obviously with more operational links). However, given that the service and related strategies will need significant input and bedding down, it is proposed not to move Community Safety from Corporate Policy at this stage.
- **Scrutiny Group** – although it is still proposed to transfer the Scrutiny Group from Legal and Democratic Services into the Corporate Policy Unit in the Chief Executive's Directorate, it is proposed that the Scrutiny function should be clearly identified within the Corporate Policy function as a specific service, in order to underline its important relationship to Elected Members through Scrutiny. It will operate directly under the management supervision of the Head of Corporate Policy but linking in closely with the Chairs of Scrutiny Co-ordination Committee and the Scrutiny Board.

This is illustrated at Appendix B which is a revised structure from the one presented in the June Report. This modification will not prevent the maximisation of links with the planning and management of performance review and performance review across the Council as was the original intention of the proposals.

5.2 Key Points Where No Changes are Proposed

- **Culture, Leisure and Libraries**

Views expressed in consultation about the transfer of Libraries, Culture and Leisure have been mixed. The staff of the Culture and Leisure function have been all in favour. No responses have been received from Libraries staff. However, some partners including CV1 have made clear their views that they would prefer the Culture and Leisure function to stay with CDD. There are arguments to be made either way. At this time in the development of the Council's structure and services it is important that Culture, Leisure and Libraries services are part of the Council's overall vision not only for regeneration, but also for the kinds of services delivered daily to adults and families in Coventry, which contribute to everyone's quality of life. For that reason I do not propose to alter the proposal to bring Culture, Leisure and Libraries together in the new Community Services Directorate while making every effort to demonstrate to CV1 and other partners that we can allay their concerns about the move from CDD.

- **Health Development Unit/Health Promotion**

It is not proposed to move the Health Development Unit into the Directorate of Community Services at this stage. There is no doubt that links do need to be strengthened between that unit and the elements of the Community Services Directorate which relate to Health and Social Care. However, there are also good reasons for the Health Inequalities function to be linked with Environmental Health

who have a very positive tradition of dealing with Health Inequalities issues. It is proposed that there is more dialogue about the links which need to be made and about whether any changes need to be made structurally, but that no change is made at this time. There are already significant changes to be accommodated in the structurally repositioning of Culture, Leisure and Libraries into Community Services.

6 Proposal and Other Option(s) to be Considered

6.1 The Cabinet are asked to agree the proposals to:

- a) Create a Community Services Directorate containing the existing services units relating to Adult Services, Older People's Services and Housing Strategy, and the newly configured service of Culture, Leisure and Libraries, as set out in Appendix A..
- b) Focus a number of efficiency and effectiveness, performance, scrutiny, research, information and consultation and forward planning functions in the Chief Executive's Directorate as set out in Appendix B.
- c) To ensure the organisational arrangements for Scrutiny reflect Scrutiny Board Chair I leadership and member agenda setting as set out in paragraph 5.1.
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7 Other specific implications

7.1 Area Co-ordination

Proposals for the new Children and Young People's and Community Services structures are being developed to ensure that they encompass the proposed approach to Neighbourhood Management. Structures will facilitate getting a better focus on services of all kinds at a neighbourhood level. One of the key emphases in both the city's Community Plan, and the objectives for Children and Young People and Adults is on ensuring supportive communities and neighbourhoods, and focusing not just Area Co-ordination and/or Neighbourhood Management on this goal, but the rest of the Council's and partners' services.

7.2 Best Value, Comparable Benchmark Data, Finance

All the proposals being put forward are being assessed in relation to value for money, costs and how then compare to other urban areas. All "principal authorities" ie those which deliver similar services are having to make these changes so it is possible to make some comparison to other approaches. In terms of finance, there are still significant issues to be worked through with both Department for Education and Skills and Department of Health on funding for both Adults and Children and Young People's Services.

7.3 Children and Young People, Coventry Community Plan, Crime and Disorder, Impact on Partner Organisations

The existing Coventry Partnership (the Local Strategic Partnership), Children and Young People's Strategic Partnership, and Community Safety Partnership are all linked together and there is representation and involvement in developing these proposals. There are also the Older People's Mental Health Board and Learning Disability and Physical Disability

Partnership Boards which have a direct link to the development of the Community Services Directorate. These proposals will have a very direct impact on partner organisations. The Organisational Review paper discusses the possible implications of the development of a Children's Trust and a Health and Social Care Trust.

7.4 Corporate Parenting

The objectives of both the Children and Young People's Directorate and the Community Services Directorate will be to support the Council's corporate parenting of looked after children in the city.

7.5 Equal Opportunities

The proposals are designed to help promote equal opportunities for everyone in the city by people being able to achieve their fullest potential. It will also be essential that we ensure proper equal opportunities for staff in implementation of these proposals.

7.6 Health and Safety, Human Resources, Human Rights Act, Information and Communications Technology, Legal Implications, Property Implications

All the above issues will need to be taken into consideration as the authority works with its partners to achieve new council structures including potential changes to location of staff to achieve the joint teams and co-working which will be required in the new environment. We will however be seeking to achieve this in a steady, well-managed way, with full involvement of and in consultation with staff and Trade Unions.

Transition to the new structures will be done in accordance with the council's normal change management processes and the Council's Security of Employment Agreement.

7.7 Race Equality Scheme

The policies and structures being put in place will all need to have a Race Equality Impact Assessment. The Council has a successful model for doing this and will be applying this to detailed proposals as they are developed.

7.8 Risk Management

All major service changes entail risk as staff groups have concerns about their future. It is very important that a clear focus is maintained on delivery of existing services while these changes take place, with clear accountabilities at every level. We will be monitoring this closely as we progress.

7.9 Sustainable Development

Proposals will need to accommodate the goals of sustainable development both in terms of logistical decisions made and in terms of promotion of sustainability goals to the public at large and children in particular.

7.10 Trade Union Consultation

This has been referred to earlier in the report. There will be full Trade Union consultation through this process.

7.11 Voluntary Sector – The Coventry Compact

The Coventry Compact is the agreement we have with the voluntary sector about how we conduct relations with them and work with them on a day to day basis. The voluntary sector have a major role to play on both Children and Young People's Services and Community Services and members of the voluntary sector are fully involved in the various associated partnership structures.

	Implications (See below)	No Implications
Area Co-ordination	✓	
Best Value	✓	
Children and Young People	✓	
Comparable Benchmark Data	✓	
Corporate Parenting	✓	
Coventry Community Plan	✓	
Crime and Disorder	✓	
Equal Opportunities	✓	
Finance	✓	
Health and Safety	✓	
Human Resources	✓	
Human Rights Act	✓	
Impact on Partner Organisations	✓	
Information and Communications Technology	✓	
Legal Implications	✓	
Property Implications	✓	
Race Equality Scheme	✓	
Risk Management	✓	
Sustainable Development	✓	
Trade Union Consultation	✓	
Voluntary Sector – The Coventry Compact	✓	

8 Monitoring

- 8.1 The Chief Executive and Director of Community Services will be responsible for implementing the proposed changes successfully.

9 Timescale and expected outcomes

- 9.1 Timescales will be finalised shortly but likely implementation will be the transfer of Culture and Leisure to the line management of the Director of Community Services (if appointed) from the 1 October when the new Head of Culture, Leisure and Libraries takes up her position. It is proposed that the full launch of the Directorate, including the addition of Libraries will take place at a later date in line with developments currently being discussed for the Children, Learning and Young People's Directorate.

	Yes	No
Key Decision		
Scrutiny Consideration (if yes, which Scrutiny meeting and date)	✓ 14 September 2005	
Council Consideration (if yes, date of Council meeting)	✓ 1 November 2005	

List of background papers

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Papers open to Public Inspection

Description of paper

Location

PROPOSED COUNCIL DIRECTORATE STRUCTURE – SEPTEMBER 2005
(No change from June Report)

Appendix A



