

Leicester  
City Council

**WARDS AFFECTED**  
**ALL**

## **DECISION TIMETABLE**

**CABINET**

**5 APRIL 2004**

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### **REFERRAL FROM EDUCATION LIFELONG LEARNING SCRUTINY COMMITTEE REGARDING THE DIVISIONAL ORGANISATION REVIEW**

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#### **Report of the Corporate Director of Education and Lifelong Learning**

##### **1. Purpose of Report**

- 1.1 This report presents, for Cabinet's consideration, a resolution passed at the last meeting of the Education and Lifelong Learning Scrutiny Committee regarding the organizational review of the Lifelong Learning and Community Development Division. The report also contains a response to the resolution from the Service Director responsible for the review.

##### **2. Summary**

- 2.1 At its last meeting the Education and Lifelong Learning Scrutiny Committee, during its discussion on the next Divisional Organisation Review agreed a resolution regarding the conduct and content of the Organizational Review of the Lifelong Learning and Community Development.
- 2.2 The resolution is put before Cabinet for its consideration. The Service Director responsible for the review provides his comments on this resolution in the supporting information alongside a brief summary of the background to the organization review.

##### **3. Recommendation**

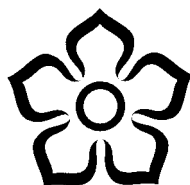
- 3.1 Cabinet is recommended to:
- (a) note the resolution of the Education and Lifelong Learning Scrutiny and the response of the Service Director.

##### **4. Financial and legal Implications**

- 4.1 There are no Legal or Financial implications arising from this report.

**2. Report Author/Officer to contact:**

Name: John Crookes  
Title: Service Director, Lifelong Learning & Community Development  
Phone: 229 4380



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## **SUPPORTING INFORMATION**

### **1. Report**

1. At its last meeting the Education and Lifelong Learning Scrutiny Committee, during its discussion on the next Divisional Organisation Review agreed the following resolution:
  - 1.1 Welcome the helpful participation of all including the Director and his colleagues in the Working Group. However, it regrets and expresses its concern that the Director of Education did not agree to its unanimous request to suspend the review to allow further consideration of the matters raised.
  - 1.2 Request that in future the Director agrees to such reasonable requests.
  - 1.3 Agree that all such organizational reviews as this, that have a direct impact on service delivery to the people of Leicester, are rightly within the remit of this Committee and the Executive.
  - 1.4 Agree that the review has major flaws including:
    - (a) the failure to adequately consult and involve service users in the review and achieve agreement on the aims of the review.
    - (b) the lack of any clear evidence base that supports the need for a review.
    - (c) that the move to specialization runs counter to all other government and council initiatives including Sure Start, Children's Centres, Sustainable Communities and Revitalising Neighbourhoods.

- (d) that the 4 separate services could become 4 silos hindering the need to work cohesively.
- (e) many staff strongly disagree with the proposals.
- (f) the omission of the Adult Education College, one of the largest providers of adult education in the city and part of the Council service.
- (g) the lack of any consideration as to the impact on communities with multiple deprivation, and their ability to access external funding.

1.5 Request the Director and Cabinet member to ensure that:

- (a) a credible working balance is achieved between strategic planning and quality assurance on the one hand and the need to build institutions and groups that are self-managing and self determining within communities.
- (b) existing good practice in our, community associations, voluntary groups, college councils, management committees is valued and built upon, and not supplanted.
- (c) a detailed account of how services will be delivered at a neighbourhood level is produced before any further changes are implemented.
- (d) there is transparency as to the movement and overall scale of resources and this is reported to the next Committee.
- (e) trade unions are involved in the development of the service and that their support is actively sought

1.6. Invite a speaker from Gateshead Lifelong Learning service for our next meeting. Gateshead have achieved the highest possible score on their Adult Learning Inspection and we understand that they run a fully integrated service.

1.7 The Scrutiny Committee considered a report by the Service Director on the Divisional Organisation Review on 4 November 2003. The committee agreed to convene a working group to consider the review in more detail and requested the Corporate Director to suspend the review pending the work of this group.

1.8 The Divisional Organisation Review was commenced in early October 2003 and proposes to move the current predominantly generically managed service to a structure where there are four specialist services – adult learning, youth, early years and community services. The Review is being conducted under the council's protocol for organisation review and change. As the review does not entail "radical departmental structure changes" the approval for this review rests with the relevant Corporate Director, in this case the Corporate Director for Education and Lifelong Learning.

- 1.9 The Cabinet Link was kept fully informed throughout the process of the review about both the content of the proposals and the conduct of the review. The formal review began in October with proposals for the restructuring of the senior management team, this was completed in late November.
- 1.10 At this point, in response to union and scrutiny concerns, there was a period of discussions with unions and with members of scrutiny about the proposals as a whole. Cabinet, at its meeting in December, in its consideration of the Adult Learning plan also considered the organisation review. The minutes note that "Councillor Johnson ... was concerned, in the interests of those involved, that the review be concluded as quickly as possible. However, he welcomed the input of the Education and Lifelong Learning Scrutiny Committee and noted that he understood that an Education and Lifelong Learning Scrutiny Committee Seminar would be held before Christmas. This would look to scope the issues with a view to a more detailed exploration at a meeting early in the new year. However, in view of the urgency, views would be required by 10 January 2004."
- 1.11 Cabinet then went on to resolve:
- (i) that the Adult Learning Plan, as attached to the report, be recommended to Council; and
  - (ii) that the associated review of Lifelong Learning and Community Development, be conducted to completion with utmost urgency and no delays.
- 1.12 The Chair of the Scrutiny Committee organised two seminars, one in December and the second one in January. A report of these meetings was then presented to the March meeting of Scrutiny and the resolution set out above passed.
- 1.13 During January meetings were convened by the Service Director Human Resources with unions and management of the Education and Lifelong Learning Department. These discussions concluded with an agreement to progress the review within the council's protocols with a commitment from both unions and management to adhere to a set of draft standards for consultation. These are attached as Appendix 1.
- 1.14 Following these agreements the organisation review moved to its next stage with the publication of proposals for the service management and service delivery elements of the services on February 12<sup>th</sup>. The review is currently completing the consultation phase and will begin the post filling process as soon as slotting lists have been published and any appeals from staff heard and resolved.
- 1.15 In considering the Scrutiny resolution members may wish to take the following comments on the resolution into consideration.
- 1.16 Scrutiny, in its first three resolutions, makes a number of comments about the role of the Corporate Director in the review and how he might respond to requests from Scrutiny. The Corporate Director has, throughout the organisational review exercised his delegated powers to act in relation to the protocol for organisation review and change. This review is being conducted properly within the remit of the current policy and practice.

- 1.17 Scrutiny in its fourth resolution makes a number of criticisms of the review. The review manager would make the following brief points in response to these criticisms:
- (a) The protocol for organization and staffing change has been agreed with the Council's recognized Trade Unions and provides a framework for Managers and staff on the conduct of organization reviews. As such there is no reference to consultation requirements with service users. Clearly the council would aspire to greater involvement of stakeholders and users in the design, delivery and evaluation of services. The review manager is organizing a meeting with community associations and governing bodies of community colleges and community primary schools to discuss the proposals.
  - (b) The evidence base for change was presented to the unions in November last year.
  - (c) Strategic stakeholders have responded positively to the proposed specialisation of the services as the principal focus for joining up is with services beyond the Division not within it. For example, the early years service will have as its prime partner the Children's Centre and Sure Start programmes across the city. The review will enable much stronger joining up with other agencies to deliver integrated and coherent services for children, young people and adults.
  - (d) The danger that the four services will become silos will be dealt with through joint planning, co-location of staff, team working responsibilities in job descriptions and induction programmes that emphasise the need for coherent and coordinated services.
  - (e) There is a range of views expressed about the proposal to specialise and unions claim that many staff disagree with the proposals. A staff panel survey showed a large majority of staff responding supported the proposal to specialise. Feedback, especially from early years and youth work staff, indicates the review provides an important opportunity to create high performing services that are increasingly expected to play a major part in the implementation of the Bill "Every Child Matters" and the development of the Children's Federation..
  - (f) The Leicester Adult Education College (LAEC) is not part of this review as it has a delegated scheme of management and the key area for restructuring rests in the community based provision of the Division. The Service Director Lifelong Learning and Community Development has committed to a full review and consultation on the options for a delegated adult learning service. The LAEC will be a full part of this consultation which will take place after the inspection of the Adult Learning Service which is due to take place in late May this year.
  - (g) The Division has a set of statutory and strategic plans covering its principal services. Each of these plans has to demonstrate how it intends to meet the needs of disadvantaged communities. The organisation review proposes only to alter the management arrangements for the delivery of these plans and as such there will be no adverse impact on communities as a result of these proposals. Indeed the proposals are intended further to improve quality of services and as such should improve outcomes for people.

2.18 The Scrutiny Committee further requested the Director and Cabinet Link to ensure a number of issues. The Service Director's response to these requests is set out below and Cabinet is recommended to endorse them:

- (a) A credible and working balance will be achieved between strategic planning and quality assurance and the need to build self management and self determination within communities. This will be achieved through an appropriate planning and engagement process for each service and the Division as a whole which will build on the Sure Start principle of community led and professionally coordinated services.
- (b) Existing good practice will be built on in the new arrangements both in relation to service provision and engagement with community associations. There will however continue to be developments in a range of strategies to engage with service users, non-users and the wider community. Many of these strategies will dovetail with developments with partners such as the need to establish local governance arrangements for Children's Centre Networks.
- (c) A detailed account of how services will be delivered at a neighbourhood level has been developed and presented to Scrutiny. This is also being circulated widely in the service.
- (d) A report will be presented to the next scrutiny committee setting out how resources have been shifted in relation to the priorities set out in the council's revenue budget strategy. This will show the changes that will be made to reflect the increased focus on core services.
- (e) Trade unions are actively involved in the development of the service through the protocol for organisation and staffing change. The standards for consultation provide a joint commitment to this active involvement.

## **FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

### **1. Financial Implications**

There are no Financial Implications arising out of this report.

### **2. Legal Implications**

There are no Legal Implications arising out of this report.

### 3. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	<b>Yes</b>	<b>1.10</b>	
Policy	<b>No</b>		
Sustainable and Environmental	<b>No</b>		
Crime and Disorder	<b>No</b>		
Human Rights Act	<b>No</b>		
Elderly/People on Low Income	<b>No</b>		

### 4. Background Papers – Local Government Act 1972

Proposals to create specialist services within the Lifelong Learning & Community Development Division.

Education and Lifelong Learning Scrutiny 4th November 2003

Lifelong Learning & Community Development Division Review

Education and Lifelong Learning Scrutiny 9 March 2004

### 5. Consultations

None

### 6. Report Author

Name: John Crookes

Title: Service Director, Lifelong Learning & Community Development

Phone: 229 4380