



SCRUTINY

7TH FEBRUARY 2001

CABINET

12TH FEBRUARY 2001

**PROPOSALS FOR THE NEW DIVISION FOR LIFE-LONG LEARNING AND
COMMUNITY DEVELOPMENT IN THE EDUCATION DEPARTMENT**

REPORT OF THE DIRECTOR OF EDUCATION

PURPOSE OF THE REPORT

- 1.1. This report sets out proposals for the new Life-Long Learning and Community Development Division to be established in the Education Department from April 1st 2001. Elected members made a series of decisions in July 2000 following the review of Youth and Community Services by PriceWaterhouseCoopers and a consultation led by the Director of Commercial Services. This report and associated supporting papers have been drawn up from the work of the project team and consultation with the IWG and with a wider series of stakeholders.
- 1.2. The proposals pay due regard to the advice and feedback received over the last few months, especially in relation to the need to get the balance between the resources assigned to the strategic and service roles of the Division. Early proposals have been modified as a result of an important debate about the amount of change necessary to meet future challenges whilst also building on and securing the many strengths in the current services provided by the Education and Arts and Leisure Departments.

**SUMMARY: STANDARDS AND GROWTH THE ROLE OF LIFE-LONG
LEARNING AND COMMUNITY DEVELOPMENT IN RAISING STANDARDS
AND NEIGHBOURHOOD RENEWAL**

- 1.3. The City Council has placed raising standards at the heart of its priorities to regenerate and renew the city. Lifelong learning and community development are essential elements of the strategy to create sustainable schools and communities. The mission of the new Division is to work in partnership to enable people in Leicester to

become effective learners, healthy and confident individuals and empowered citizens.

- 1.4. The Division has three broad strategic areas of action – raising standards of achievement, especially those returning to learn; widening participation as part of the Department’s mission to promote social inclusion and community development through engaging directly with individuals and groups to meet their learning and development needs.
- 1.5. There are a number of important drivers on the new Division with the introduction of new funding streams for adult and youth work alongside sharper inspection regimes. Almost all of the work of the Division will be in partnership with other departments of the council, other agencies and crucially, the voluntary sector. The Division must have the capacity to respond to these new challenges as well as build effective working relationships with communities and a range of other partners.
- 1.6. These proposals for the management of the Division are an essential first step in an ongoing change programme designed to secure a step change in the way lifelong learning and community development services are provided. The proposed structure generates significant efficiency savings through bringing together the work of the two departments. These are set out in detail in paper 2 and summarised in the financial implications in paper 1. However the full impact of the proposed reduction in posts is mitigated by the number of vacant posts or those filled on a temporary basis. A significant proportion of the savings will be required to implement the necessary changes especially in relation to staff training and development.
- 1.7. The structure provide for clear lines of accountability and short chains for reporting and communication: the Assistant Director will have direct engagement with each cluster learning team through its Senior Community Learning Manager. The Senior Development Officers will report directly to the Assistant Director and along with the SCLMs form the Division’s Senior Management Team. All staff will work within a clear performance management framework which will link their individual objectives with the appropriate Community Learning Plan. Divisional staff located in schools will be performance managed by the headteacher using the division’s performance management framework within the context of a school commissioning agreement.
- 1.8. Finally these proposals provide a basis for securing service provision of consistently high quality, for reviewing resource allocation to meet need and to promote community engagement and management of local Life-Long Learning and Community Development provision in each cluster. In the wider context these proposals provide the capacity to contribute to the council’s regeneration and renewal strategy, secure the Secretary of State’s guarantee for adult and community learning, to establish the Connexions service and meet the government’s challenging targets for childcare.

RECOMMENDATIONS

The Cabinet is recommended to:

- a) Endorse the statement of aims, mission and principles for the new Division as a basis for developing a strategic Community Learning Plan and a series of Community Learning Plan for each cluster in the city.
- b) Approve the timescale for the establishment of the new Division's services and the ongoing review of its facilities, services and management arrangements.
- c) Approve the proposed structure for the management of the new Division and the associated post-filling arrangements.

The Scrutiny Committee is asked to comment on the proposals and make any observations as they see fit.

FINANCIAL AND LEGAL IMPLICATIONS

- 1.9. The financial implications are set out in detail in Supporting Paper 1. In summary the proposals generate efficiency savings in a full year of £196,737. Some of these resources will be needed to manage the transition, especially the qualification, training and development requirements associated with the effective implementation of the new management posts. The efficiency savings are an important contribution to the savings requirement of £250,000 agreed by members for the financial year 2003/4.
- 1.10. The balance between the department's school and non-school expenditure has been highlighted in the recent budget consultation. There is a need for a principled debate about achieving an appropriate balance within a set of agreed priorities.
- 1.11. This debate needs to be in the context of the development of a robust and agreed model for the needs led allocation of resources to clusters.

AUTHOR OF REPORT

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**PAPER 1: THE NEW DIVISION FOR LIFE-LONG LEARNING AND
COMMUNITY DEVELOPMENT**

REPORT OF THE DIRECTOR OF EDUCATION

SUPPORTING INFORMATION

STANDARDS AND GROWTH: THE NEW DIVISION AND ITS MISSION

- 1.1. Leicester City Council has placed raising educational standards and improving the quality of educational provision at the centre of its priorities to regenerate and create a sustainable city. High performing, sustainable schools cannot exist without sustainable, self confident communities. The key to strong, vibrant communities is engagement with the learning process in order to empower and include individuals and groups. Lifelong learning and community development is seen as central to the mission to raise standards in and beyond schools.
 - 1.2. The new Division is being established at a time of major change. Important aspects of its service responsibilities for adults and young people are coming under new funding regimes. Lifelong learning is seen as an essential element of the renewed drive to narrow the gap between the nation's most deprived neighbourhoods and the average. After a decade of relative neglect and marginalisation, life-long learning and community development is a clearly stated government priority. The review of the youth and community services provided by the city council is particularly timely as it gives a one-off opportunity to capitalise on, respond to and shape the emerging national strategies.
 - 1.3. The Implementation Working Group has developed a working mission statement to shape the development of its strategies and policies. This mission is to:
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“Work with our partners through complementary and integrated provision, enriching the lives of people in Leicester that enables them to be:

Effective learners

Healthy and confident individuals, and

Empowered citizens.”

- 1.4. Education has an essential role to play in the social and economic regeneration of the city and the development of sustainable communities. The new Division’s responsibilities in lifelong learning and community development places it at the centre of the agenda of standards and growth and linked inextricably to the development of a sustainable city. The Community Plan sets out the city’s priorities for regeneration and renewal – and sets raising standards for all as one of its first priorities along with raising the importance of education within the community, by increasing access, engagement and participation; by encouraging debate about the importance of learning; and by developing a comprehensive city-wide lifelong learning strategy. The Division has both a direct responsibility for ensuring targets in relation to adult learning and early years provision are met, and it also has a key part to play in ensuring virtually every other target is met. All the priorities in the Community Plan have a learning element to them and the Division will be a strong player corporately and with other agencies and partnerships to ensure the targets set for the city’s renewal are met.

THE AIMS AND STRATEGIC DIRECTION OF THE NEW DIVISION

- 1.5. The new Division has three broad aims – to raise standards, widen participation and promote community development. These aims are interlocking and linked with the LEA’s wider aims of raising standards and school improvement.

Raising standards

- 1.6. There is an over-riding need to see sustainable and irreversible improvements in standards of achievement of all aspects of learning provision in the city. A recent survey, for example, showed that levels of adult literacy are amongst the lowest in the country. The new Division will forge strong and effective links between the LEA’s aim to raise standards of achievement in schools and in the city as a whole. Basic literacy and numeracy skills are essential for parents to support their children at school and to enable them to enter an increasingly competitive workforce. The Division will be an important player in the city wide partnership to improve basic skills especially as part of return to learn and second chance provision. Success at school is also the single biggest predictor of individual’s participation in lifelong learning. The Division therefore has an equal stake in successful, high achieving schools. The linkage between the school development groups and the

clusters for lifelong learning and community development is essential for the development of effective programmes of school improvement, especially in the areas of family learning, basic skills, young people's support, after-school and childcare provision.

Widening participation

- 1.7. The city has high levels of participation in adult learning compared with similar authorities. This is a record of which the local authority can be proud. However the new Division aims not just to widen participation as a single statistic but to ensure that its resources are targeted to draw in those currently not participating or excluded from provision – for whatever reason. The new Division will establish a rigorous and consistent process for identifying need and targeting resources to those most in need of learning opportunities. The Community Learning Teams are a key resource in the development and implementation of innovative strategies to widen participation through a range of attractive, accessible and inclusive learning programmes that have clear routes of progression for those who want to take their learning further. The Division has access to a set of facilities that have the potential to provide a network and ladder of opportunity. It also has acquired expertise in the working with the voluntary sector which is well placed to work in partnership with the Division to reach out to, and work with, groups who have a difficult and complex set of relationships with statutory agencies.

Community development

- 1.8. The new Division has community development as one of its central responsibilities. This is a complementary and integral part of lifelong learning as effective and high quality learning is one of the most effective promoters of community development. Improving levels of achievement is also dependent upon vibrant and confident communities as positive pressure is exerted on the educational provision to excel. Leicester has a number of neighbourhoods where the capacity of communities to be confident, assertive and self managing has been eroded by high levels of deprivation and disadvantage. The government's neighbourhood renewal strategy clearly emphasises the role that learning can play in the empowerment of individuals and communities. The council itself is engaged in a major review of how it engages with communities and enables effective service provision in the city's most disadvantaged neighbourhoods. The Division has an important role to play in engaging with communities to develop community capacity and support democratic renewal. It will do this by a clear focus on promoting learning for individuals and groups as an essential element of renewal and regeneration.
- 1.9. The Division aims to promote community development through a number of linked strategies that will be set out in each cluster's Community Learning Plan: targeting resources, community learning

forums, local partnerships and engagement with the voluntary sector. The Division needs to ensure that the resources made available to it are allocated according to need and that it has appropriate learning programmes to raise standards and widen participation in the most disadvantaged parts of the city. The Community Learning Forums that will be established across the city will be one of the principal means of engaging with local communities to promote the value of learning, to identify needs and priorities, to develop programmes and provide feedback and evaluation of quality. The Forums will provide an essential element of the accountability regime for the new Division alongside the requirements set by the council and external agencies such as OFSTED and the LSC. The Forums will be an important mechanism for the development of the individual's and community's capacity to identify needs and access and organise provision, as such they will be one of the means to promote effective learners and confident citizens. Each of the seven clusters has different characteristics and so the local arrangements for community learning forums will need to be developed and take account of the different patterns of need within and between clusters, existing structures for engagement and consultation, the diversity of the local communities and the emerging structures that are part of the council's neighbourhood renewal strategy.

- 1.10. The new Division will be an active partner in the local and city-wide partnerships for regeneration and renewal to ensure that learning is at the heart of the renewal strategies and programmes and there is an emphasis on the development of sustainable community capacity. The community learning teams will play a full part in ensuring the Community Learning Plan secures and combines resources for the disadvantaged neighbourhoods. The local partnerships will also include the voluntary sector groups that the Division funds as they provide another key element of the community development strategy as they are well placed, with appropriate support, to develop the capacity of individuals and groups to develop and manage programmes that reach out in innovative and flexible ways to excluded and marginalised groups that statutory agencies find difficult to engage.

THE STRATEGIC CONTEXT FOR THE NEW DIVISION

The LSC and the local authority's Adult Learning Plan

- 1.11. The LSC assumes responsibility for the funding of adult and community learning from April 2001. The Secretary of State has provided a two year guarantee of funding to LEAs for their adult learning programmes providing a satisfactory adult learning plan is submitted. Beyond the two year guarantee period there is no presumption that LEAs will continue to be providers and there will be a clear move towards formula funding of provision. The LEA must be able to demonstrate its ability to plan and deliver high quality programmes that meet LSC objectives in a cost effective manner. The LEA has received informal feedback that the plan is of good quality and the challenge is to implement the plan

quickly, establish a positive and effective relationship with the local LSC and develop a reputation for high quality, cost effective provision. If the LEA can rise to this challenge then the LSC will look favourably on the LEA as a provider of adult and community learning in two year's time.

Connexions and the youth service

1.12. Leicestershire and Leicester are currently in a Connexions development phase with an anticipated start date for the service of April 2002. The arrangements for the new service have yet to be decided locally but the introduction of the new support service for 13-19 year olds will have a major impact on the way the LEA works with the Careers Service, other agencies involved with young people such as Social Services and on the way it deploys its youth service. The new Division will need both the strategic and operational capacity to engage in this important new development. At cluster level the new Division needs to be able to deploy youth service resources to contribute to the new role of the personal adviser. The cluster model provides an important level for local planning and delivery both within schools and for young people not catered for in a school. The new service will need to be aligned closely with the EiC strategy and the clustering arrangements should allow for effective co-ordination of provision within and between schools. The new Division is bringing together youth workers from two different departments. An early challenge will be to develop a single vision for youth work which builds on the strengths of the current provision, provides for consistency in quality across the city and places the LEA in a strong position within the Connexions partnership.

Early years development and childcare

1.13. The early years development and childcare partnership has seen significant new resources directed towards it over the last two years. Often these resources come in grant form with tight specification of the purpose of the grant. These resources are likely to continue to grow and the Division must have in place an effective infrastructure to direct these resources and to stimulate local provision.

Children's services and play

1.14. The government is increasingly recognising that the policy gap between its early years and youth support strategies needs to be bridged. The Children's Fund is one of the most recent ways in which the gap is being filled. The new Division needs to have the capacity and flexibility to respond to these potential changes and to be ready to work in partnership with schools and the voluntary sector to provide a range of support services for children.

1.15. The City Council has a long tradition of supporting play work across the city and there has been a number of concerns expressed about the

future of play in the new Division. The members' decision in July was informed by the commitments made by the Education Department to incorporate play fully into its strategies for children. Play is an important contributor to the personal and social development of the child and is seen as an essential component of an effective learning environment. Play is part of the spectrum of provision of learning and development opportunities for children and as such needs to be clearly identified in each cluster's Community Learning Plan in relation to raising standards, widening participation, promoting inclusion and community development.

Regeneration and neighbourhood renewal

- 1.16. The government increasingly recognises that the current plethora of regeneration initiatives is not necessarily providing the improvement in services or development of community capacity originally envisaged in these area based initiatives. The neighbourhood renewal strategy will aim to bring the different strands of regeneration together into a more coherent framework. Life-Long Learning and Community Development is increasingly seen as an essential element of the regeneration agenda. However there needs to be sufficient Divisional capacity at both cluster and centre to enable resources to be secured and programmes designed and implemented that make an effective contribution to regeneration and neighbourhood renewal. The proposed community learning forums also need to integrate with other community engagement developments and strategies.
- 1.17. The range of settings that the new Division will operate from – schools, free standing centres, neighbourhood centres and informal settings – provide an opportunity to develop a ladder of learning opportunities with clear progression routes for those learners who wish to pursue their learning to more advanced levels. The settings also provide a network of facilities for communities and the council itself to use. There is a high level of usage of many settings especially for vulnerable groups and the elderly whether on a lettings basis or a contract with a council department or other public agency. This range of activities gives the centres a potential for community development that few other settings can aspire to. Finally, the settings provide an infrastructure for regeneration and renewal projects. A significant number of neighbourhood and free standing centres provide a base for inward investment into communities. During the first year of the life of the new Division there will have to be a review of the range of functions currently carried out in its settings – however this must take into account the broader interests of the council and the need to sustain a range of services for vulnerable and needy groups and not jeopardise future opportunities for inward investment.

Summary

- 1.18. These areas are likely to see growth in resources over the medium term. The challenge for the LEA is to have the strategic and

operational capacity, capability and credibility to be seen as an effective and flexible partner in these areas of work. These contexts are all also characterised by partnership working. The Division will need to develop a style of working that facilitates and enables partnership, that can contribute to the achievement of other agencies' goals and is clear about its own core business and key strategies.

Accountability and performance

- 1.19. The new Division is being established as the culture of accountability permeates all aspects of local government and the public sector. The new common inspection framework for post-16 learning must provide the basis for monitoring and evaluation of quality and standards for our adult learning provision. The new Division must be prepared for an inspection within the first two years of its existence. This will require a clear focus on establishing consistent evaluation arrangements across each cluster, the training and development of key staff and the capacity to take action where quality and standards are not as high as needed.
- 1.20. The Community Education team has been developing the understanding and skills of managers and adult tutors in quality assurance through training in the new inspection arrangements. The Community Development Services team in Arts and Leisure has also implemented a management information system to support its business planning with neighbourhood centres and to link services into strategic priorities. These two developments are important building blocks for a strategy for accountability and performance. As part of the Division's preparation for an early inspection of its adult learning provision, it is proposed to carry out a review of quality and standards of provision in October 2001 in order to establish a benchmark against which targets can be set progress can be measured. The preparation for this review will provide an important set of opportunities for a range of senior managers to undertake a training and development programme before the review begins.
- 1.21. Best Value will also have an impact on the new Division as those services not funded externally come under scrutiny as part of the council's best value review programme. The financial implications section of this report set out the particular challenges the Division faces in terms of spend relative to other LEAs and other parts of the council budget. The Division will need to secure an early view of the cost effectiveness of the range of its services and have the capacity to improve its value for money where necessary.
- 1.22. Finally, the Leicester City Partnership Board has played an important part in the development of the structural arrangements for the new Division. This accountability and reporting will no doubt continue alongside the political decision making and scrutiny process.

A VISION FOR THE SERVICE AND ITS KEY STRATEGIES

1.23. As stated earlier the Division is being established at a time of unprecedented change. Carrying out a review at this moment in time provides a unique opportunity to develop a service fit for this new environment. However the stakes are high and the Division needs to be able to implement a series of interlocked strategies that will deliver high quality, cost effective services that meet the learning and development needs of the people of Leicester. Over the medium term this Division will have developed a number of key characteristics: a record of high performance; co-ordinated and joined up working with other agencies; flexible and adaptable programmes and a culture of self management based on delegation with accountability.

High performance

1.24. The Division will secure continued improvement in its performance through a clear set of management processes involving Community Learning Plans, a unified and integrated performance management system for all staff and a quality assurance scheme that meets all external requirements. The Division will have a strategic Community Learning Plan and a series of Community Learning Plans for each cluster. These will set out both the city wide and local targets for achievement, participation and development for each of the areas of service responsibility of the Division. The revised performance management system being implemented in the Education Department will be extended to all staff in the Division. Every member of staff will have clear line management, a performance review programme where targets are set, drawn from the relevant Community Learning Plan, development needs identified and a series of regular work reviews to ensure targets are being achieved.

1.25. The community learning forums will provide an important element of community accountability, but the new Division will also establish an integrated monitoring and evaluation system to assure the quality of its provision and to provide the necessary evidence to external funding and inspection agencies. The city can expect an early inspection of at least one aspect of its lifelong learning provision. It is essential therefore that robust quality assurance arrangements are implemented swiftly so the Division has an accurate picture of its strengths and weaknesses and an associated set of action plans. The quality assurance programme will involve an annual self assessment programme for each cluster along with a rolling programme of reviews of each cluster over a four year cycle. The reviews will be carried out by teams drawn from the SDOs and the community learning teams so there is a balance between specialist input, self and peer assessment.

1.26. The key to a high performance service is the motivation, commitment and skills of the staff. A staff development policy which ensures that everyone has their development needs clearly identified and met within

a coherent Divisional strategy is an essential underpinning to the service's commitment to high quality provision.

Self managing, delegation with accountability

- 1.27. The educational experience over the last decade and the recognition of the conditions for neighbourhood renewal bring together an emphasis on management arrangements that promote empowerment through delegation and devolution of responsibility as close to the "front-line" as is consistent with requirements of efficiency and consistency of service standards. This Division is committed to growing the capacity of communities and local service managers to take on increasing responsibility for managing service development and provision. However this cannot be achieved overnight. There are a number of necessary conditions that need to be met before delegation can be implemented. From the local perspective, the community learning teams and the community learning forums will need to develop working relationships that enable them to take on increased responsibility. There is an important training and development need to ensure robust local management arrangements to promote community representation and involvement. There is a range of good practice that can be drawn upon to develop this strategy as part of the early work of the new Division. Each cluster will need to set out a development plan for self management which will start with an audit and assessment of current community capacity.
- 1.28. There also needs to be an effective set of management arrangements running throughout the Division to ensure delegation with confidence. First of all the resource allocation model needs to be developed and implemented so the council can be assured that it is devolving an appropriate share of resources to each cluster. Secondly, there needs to be an effective set of service planning and performance management arrangements in place throughout the service. Thirdly, there needs to be a clear system of accountability and quality assurance arrangements in place with associated intervention mechanisms. Self management is an important goal for neighbourhood renewal and the Division has a clear set of imperatives both to develop the capacity of individuals and groups to carry out their responsibilities and implement the range of necessary management processes.
- 1.29. Within two years of the creation of the new Division each cluster should be a self managing organisation that:
- Works within a clear set of agreed priorities, accurately identified needs and resources allocated to it derived from a city wide strategic Lifelong Learning and Community Development Plan;
 - Sets out in a local learning plan the provision that will enable agreed targets to be achieved to raise standards, widen participation, promote inclusion and community development;

- Distributes, and is accountable for, the use and allocation of the resources made available to it from the LEA especially from the LSC and Connexions;
- Has effective systems for the quality assurance of provision and performance management of staff;
- Has a clear and effective process for engaging the local community so that its capacity to make decisions, manage its affairs and secure effective services is enhanced.

THE TIMETABLE FOR CHANGE

- 1.30. The establishment of the new Division is but the start of a longer process of change. A provisional timetable for change was set out in the project plan for the Implementation Team. However a provisional timetable for the next two years is required in order to scope the resources needed within the establishment of the Division and any parallel project management requirements.
- 1.31. The staffing decisions set out in this paper should be completed by September 2001. The majority of internal slottings and ringfenced interviews should be dealt with by April 2001. The Assistant Director should have been recruited from a national advertisement during April 2001 for appointment no later than September.

Change programme financial year 2001/2002

- 1.32. At cluster level there should be all the building blocks in place by September 2001. The community learning teams should be staffed and fully operational. A draft Community Learning Plan drawing together provision from each of the settings and including the relevant voluntary sector agreements will be in place to drive the performance management arrangements. An audit and assessment of community capacity will have been carried out in each cluster and preliminary arrangements put in place for Community Learning Forums.
- 1.33. In October the review of quality and standards in adult learning provision will be carried out following a programme of training and development for all senior managers.
- 1.34. There will need to be a series of staffing reviews in the Division that will focus on particular aspects of the service. The following areas of the Division will be the first focus:
- Youth, early years and children's services;
 - Administrative support team;
 - Deployment of staff within and between clusters below CLM;

- 1.35. The settings available to the Division will need to be reviewed with a view to ensuring there is an effective infrastructure in place in relation to the needs of the city;
- 1.36. A number of business process reviews will also need to be carried out:
- Adult tutor appointment and support;
 - Community grants.
- 1.37. The resource allocation model will need to be developed, consulted on, modelled for implementation in 2002/3.

Financial year 2002/2003

- 1.38. The Connexions service is likely to be established in April 2002 so the LEA will need to have a clear strategy for its youth work in order to engage effectively with its partners in the delivery of the new support service for 13-19 year olds.
- 1.39. The resource allocation model will need to be applied in this year with any necessary transition arrangements to smooth out major changes in funding within and between clusters.

Financial year 2003/2004

- 1.40. The Secretary of State's guarantee for adult learning expires and the LSC will move towards direct funding of provision probably through a formula for adult and community learning.
- 1.41. The clusters will have moved towards self management status through the implementation of a development plan for delegation with accountability.

FINANCIAL, LEGAL AND OTHER IMPLICATIONS

a) Financial Implications

Divisional issues

- 1.42. Members have agreed reductions arising from efficiency gains associated with this phase of the review in the Lifelong Learning budget as follows:

Year	£
2002/03	150,000
2003/04	250,000

The proposed structure set out in the following papers will provide a significant contribution (£196,737) towards the required savings.

- 1.43. The stepped approach to the savings is required to enable some of the implementation costs of the review to be met without the need for additional expenditure. The broad patterns of spend over the next two years for the new Division will cover:
- Qualification costs associated with training for Neighbourhood Centre Managers who become CLMs.
 - Any salary protection costs associated with the post filling process.
 - Training and development costs associated with Divisional priorities including training in quality assurance, recruitment and selection and management training for minority ethnic employees.
 - Short term additional salary costs to ensure commitments to continuity of service can be met. These include the commitment to extend the Community Grants Manager post until August 2001 pending a review of how this function will be discharged by the Division.
 - Some ongoing project management to ensure that service development is not distracted by the need to manage the ongoing changes associated with the establishment of the new Division. External advice on matters such as formula development for resource allocation.
 - Harmonisation of the two Management Information Systems currently in use in the two departments.
- 1.44. The next phase of the review will require a move towards transparent budget allocation based on need rather than the current historical and incremental approach. There will need to be an active and open debate about the basis for determining any formulae for resource allocation. The indicators used by PwC were crude but nonetheless covered important areas of socio-economic indicators and educational achievement. The Division will need to explore the range of indicators available to assess their relationship with educational and community need and capacity. The impact of different models will need to be tested and subsequent transfers within and between clusters managed so that service continuity is maintained. This work will need to be carried out in the first year of the new Division so that for 2002 there is a single cluster budget allocated according to clear criteria to secure services to meet agreed targets or process, output and outcome.
- 1.45. The review of the resource allocation model will also need to be conducted alongside a review of the deployment of staffing below the level of CLM to rectify some of the imbalances currently in existence within and between clusters. Finally, the Division will need to review the range of settings it possesses both in terms of location and effectiveness to ensure there is an effective ladder to provide educational opportunity and a network for community development. This work needs to be carried out in the first year of the new Division.

- 1.46. The new Division is being established at a time when resource streams are changing. From April 2001 the LSC will fund adult and community learning on condition the LEA submits a satisfactory Adult Learning Plan. The indicative figure provided to the LEA for planning purposes is £2.3 million. This is a significantly higher figure than our education SSA for adult learning (0.8 million). If the £2.3 million is secured for the next two years this provides a clear opportunity to develop the volume and range of provision that will form the basis for future bids to the LSC when the guarantee runs out. However there is a clear danger that if the resources provided by the LSC in years 3 and beyond are significantly less than the guarantee then the service will face a serious situation requiring radical action.
- 1.47. There is also the prospect held out by central government of growth in many of the areas of responsibility of Lifelong Learning and Community Development. This potential growth should not be seen as a solution to issues facing the new Division. An efficient and effective infrastructure of settings and human resources needs to be established that will allow us to secure additional funding from a range of sources.

The Education Department context

- 1.48. The Community Education Review in the city was not driven by the needs to reduce costs. It was however concerned with re-allocation of resources in order to meet the demands of a new Division and within the context of the overall council priority to raise standards of achievement.
- 1.49. A recent analysis has been undertaken in respect of the LEA's allocation of resources. The main outcomes of this analysis revealed that the total spending on school related activities is 2.4% below the comparator authority average which represents a difference in funding of £3.3m which relates to the level of expenditure on non-school activity i.e. Early Years and Lifelong Learning. It is agreed through consultation with schools and the wider educational community that there needs to be a principled debate about the relative levels of spend across the education budget as a whole. The new Division will accurately benchmark the range of its services against other similar LEAs so there is a clear evidence base for the debate.

The Council context

- 1.50. The total budget for the new Division arising from the incorporation of spend currently located in the Arts and Leisure Department is in excess of £10 million. This is a significant increase in the resources managed by the Education Department and could have an impact on the perception of relative spends across different functions. Again there is a need within the council for a principled debate about the purposes of this spend and the extent to which some elements of the spend are in pursuit of wider council objectives such as promotion of well being.

b) Legal Implications

- 1.51. The author has highlighted and appropriately dealt with issues surrounding the effect on staff of the proposed changes at Paper 2 paragraphs 1.9 and similarly in respect of discrimination issues at Paper 2 paragraphs 1.42 to 1.47 (Guy Goodman, Assistant Head of Legal Services, ext. 7054)

Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph References within this report
School Improvement	Yes	Paper 1: 1.5 to 1.10 Paper 2: 1.31 to 1.33
Equal Opportunities	Yes	Paper 2: 1.42 to 1.47
Policy	Yes	Paper 2: 1.39 to 1.42
Sustainable and Environmental	No	
Crime and Disorder	No	
Human Rights Act	No	

CONSULTATION

- 1.52. An Implementation Working Group was established in September to draw together the principal stakeholders in Life-Long Learning and Community Development. This group has considered a range of issues including the broad outline of the staffing proposals.
- 1.53. Formal consultation with the employees affected by the establishment of the new Division has been carried out through two mechanisms. All Arts & Leisure staff and centrally employed Education Department staff have been covered by the arrangements set out in Appendix R procedure. Staff on FE conditions of service have been consulted through the FEJOTC redundancy consultation procedure.

BACKGROUND PAPERS

- 1.54. Leicester City Council: Review of Youth and Community Services. PricewaterhouseCoopers. June 2000
- 1.55. Youth and Community Review. Report of the Director of Commercial Services. Special meetings of Education, Arts & Leisure and Policy & Resources Committees. 11th July 2000.

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12TH FEBRUARY 2001

PAPER 2: PROPOSALS FOR THE STRUCTURE OF THE NEW DIVISION

REPORT OF THE DIRECTOR OF EDUCATION

SUPPORTING INFORMATION

THE REQUIREMENTS OF THE NEW DIVISION

PwC findings regarding strategic management and service provision

- 1.1. The report by PwC into the provision of Youth and Community Service in the two departments concluded that there were four broad areas of necessary action to develop a coherent, high quality service.
- **Strategic management:** the “current lack of strategic management and the lack of a clear vision” was one of the main findings of the review. As well as proposing the establishment of the services within a single department and the appointment of an Assistant Director, PwC also proposed a central strategic team which would commission the area managers using a purchaser provider split model.
 - **Service management:** PwC reported that “a ‘patchwork quilt’ of provision has developed and continues to develop” arising from the lack of strategic leadership. The proposal to establish area groupings received little support. However the move towards community engagement foreshadowed in the report fits well with the current agenda of neighbourhood renewal.
 - **Service provision in practice:** the patchwork of provision had led to wide variations in the quality of service. Whilst there is a range of high quality provision in some parts of the city there is also a recognition that this is not consistent across the city or related to levels of resourcing. There is also a wide range of qualifications and experience in the two
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departments which PwC found needed to be addressed by the new Division.

- **Resource allocation:** the current mechanism for distributing resources is “historic and incremental” according to the report. The report proposed a resource allocation model based on indices of need which involved significant transfers within and between areas.
- 1.2. These proposals for the management of the new Division provide a clear structure for strategic management so the service can experience a clearer sense of direction and purpose. The revised structure for service provision requires senior managers to take a community wide view whilst also recognising that the majority of provision takes place in locations and settings which require leadership as well as facilities management. The proposals also lay the foundations for greater consistency and higher quality through the development of Community Learning Plan in each cluster that relate to a strategic Community Learning Plan. These plans will also drive the performance management arrangements for the new Division, thus ensuring that everyone can see the part they are playing in achieving the Division’s goals. Finally, the proposals provide the framework within which a resource allocation model can be developed and implemented. This model will need to be drawn up in consultation and secure the confidence of all the different constituencies. Senior managers across the Division will need to be engaged in the development and implementation of the allocation model.

Member decisions arising from the PwC review

- 1.3. The decisions made by members in July following the consultation on the PwC report provided the framework within which these proposals have been developed. The proposals are consistent with the original recommendations in all respects except that following discussions with headteachers the responsibility for the performance management of staff based in school settings will be discharged by the headteacher.

OVERVIEW OF THE PROPOSALS

Summary

- 1.4. The proposed structure meets the requirements set out in the PwC report in relation to enhancing the capacity for strategic management across the service and developing a clear and effective structure for service provision. The establishment of community learning teams in each of the seven clusters provides a mechanism better to co-ordinate provision and develop flexible and innovative models of learning. The proposals also set out the requirement for sharply focused strategic management and support and development functions. The overall structure provides a senior management team which is focused on both service provision and strategic planning and thinking to promote a single service ethos and culture. The proposals were developed using

some aspects of the framework of the PwC report in particular their recommendation that service management had a particular set of requirements that needed to be directly addressed in the range of posts created. The current education structure which combines strategy and policy development with supervision of the service has not been able to meet these two sometimes competing requirements as successfully as needed. The descriptions of roles and responsibilities sends important signals about style, culture and expectations across the service. A redefinition of functions is therefore proposed involving three related but distinct functions:

- The management of both direct and indirect services involves more than just delivery. To be effective requires involvement and engagement so this section will be called **Service Provision and Community Engagement**. This designation gives a strong steer that the Division is not about top-down service delivery but about the development of strategies and processes that engage the community at all points in the planning and provision cycle. This section will be composed of 7 Community Learning Teams each led by a Senior Community Learning Manager (SCLM), a team of between 2 and 4 Community Learning Managers (CLM) and a team of tutors and development workers involved in programme provision.
 - Strategic management need a clear focus on standards and outcomes so a **Performance and Achievement Section** comprising of a team of Senior Development Officers (SDO) and a small number of supporting Development Officers is proposed. The three SDOs will cover the three principal specialist areas of children, young people and adults. Their broad roles will be to ensure there is a strategic plan for each of these groups, to set city wide priorities and associated targets, to agree with each cluster their contribution to the city wide priorities and to set and oversee the quality and standards of provision in their specialist area of responsibility.
 - One of the important linkages between the two functions set out above is the **Support and Development Section** provided by a team configured to enable effective management processes throughout the Division with a particular emphasis on the needs of clusters as they move towards self management.
- 1.5. The structure proposals provide for clear lines of accountability and short chains for reporting and communication: the Assistant Director will have direct engagement with each cluster learning team through its SCLM. The SDOs will report directly to the Assistant Director and along with the SCLMs and Head of Support and Development form the Division's Senior Management Team.

Summary of the proposals

- 1.6. The proposed structure generates significant efficiency savings through bringing together the work of the two departments. These are set out in detail in the appendix one at the end of this supporting paper.
- 1.7. The proposals reduce the proportion of the budget spent on management overheads and also shift the balance towards service management whilst retaining the essential policy, strategy, support and development functions. The changes are set out in the tables below:

	Central management & costs	Location management	Total
Arts & Leisure	13	7.4	20.4
Education	5	12.6	17.6
Average	8.5	10.1	18.6

Table 1: Management costs of current structure as a proportion of the total budget.

	Performance & achievement	Support & development	Service provision & community engagement	Total
Actual (£)	323,725	280,485	1,544,129	2,148,339
% of budget	2.9	2.5	10.6	16

Table 2: Costs of proposed structure in relation to the new Division's base budget.

- 1.8. The proportion of costs spent on service management compared with strategy, policy, support and development has also increased. The current structure costs are broadly divided into central and field costs. The proportion of management costs associated with the three new functions compared with the current structure is set out in the table below. The table clearly shows that the management focus in the new Division is on the management of service provision and community engagement.

Current	Field	Centre		Total
Actual (£)	1,431,097	913,978		2,345,075
% of management costs	61	39		
Proposed	SP&CE	S&D	P&A	
Actual (£)	1,544,129	280,485	323,725	2,148,339
% of management costs	72	13	15	
Change	113,031	-309,768		

Table 3: Comparison of proportion of management costs allocated across the Division's functions.

Effect of the restructuring on the number of establishment posts

1.9. There are 92 management related posts on the establishment of the two departments. The proposed new establishment is 79 posts – a reduction of 13 posts. The reduction is achieved through the deletion of 55 posts and the creation of 42 new posts. However the impact on staff of these proposed changes is mitigated by the number of temporary staff, vacancies and secondments in the current structure. The number of permanent staff affected by the post deletion and creation process is 37. There is in effect therefore a surplus of new posts compared with permanent postholders.

DETAIL OF THE PROPOSALS

A structure for service provision and community engagement

1.10. The new structure for service provision and community engagement will have principally two new types of post created: a team comprised of a small number of CLMs and a SCLM working across two clusters. These local leadership teams will be supported and complemented by a cluster team of development workers, youth and community tutors and facilities managers in smaller locations. Each SCLM will also have a Community Partnerships Officer working with them to lead on the monitoring and support for the voluntary sector groups in the clusters for which the SCLM is responsible.

1.11. Community learning managers will work within a location in a cluster and have the following broad set of responsibilities:

- Cluster wide leadership of one of the raising standards, widening participation or community development strands;
- Responsibility for a strand in the cluster's local learning plan;

- Oversight of a small number of agreements with voluntary sector groups operating within a cluster's boundaries;
 - Quality assurance of provision for which the CLM responsible;
 - Management of a setting's Life-Long Learning and Community Development programme as part of the cluster programme;
 - Performance management of any staff located in the setting;
 - Performance management of any facilities managers in neighbourhood centres (as currently described) or community tutors managing provision in a range of primary school settings.
 - Contribution to strategic development with central staff for the service as a whole.
- 1.12. The locations in which CLMs will be placed will be finally determined by the SCLM. It is likely that the CLMs will be located in the major settings in the cluster to ensure that the bulk of the cluster programme is overseen directly by a senior member of the community learning team. There will be an appropriate mix of schools, free standing centres and neighbourhood centres staffed by the CLM team.
- 1.13. Each cluster will be led by a senior community learning manager (SCLM) who will have responsibility for two clusters. One SCLM will have responsibility for one physical cluster but will also be responsible for an eighth "virtual cluster" which will cover commissioning of locations not in a cluster such as the Leicester Adult Education College or operate on a city wide basis. The SCLM will be located in a neighbourhood centre and will spend two days each week in each of the clusters they lead. Each SCLM will be responsible for:
- The cluster's local Community Learning Plan incorporating adult, youth, children's elements within a matrix of raising standards, widening participation and community development;
 - The cluster's community learning forum and relationships with other arrangements for inter-agency working and community engagement;
 - The cluster's budget and allocations to individual settings;
 - Commissioning with each setting the particular elements of the local learning plan that will be provided through staff based at that setting;
 - Performance management of staff directly managed by the Division and quality assurance of settings such as schools to whom performance management has been delegated as part of a commissioning agreement;
 - Oversight of voluntary sector agreements in each cluster;

- Co-ordination of the collection and management of performance information in the cluster;
 - Quality assurance of cluster wide provision set out in the local learning plan;
 - Ensuring appropriate levels of cluster involvement in local regeneration and neighbourhood renewal strategies.
- 1.14. Other smaller centres, such as smaller neighbourhood centres and primary schools and community centres will be managed either by a community tutor working across the settings or by a facilities manager (currently the deputy neighbourhood centre manager). This will require changes to the job descriptions of community tutors and to the job title and job description of the deputy neighbourhood centre manager. The community tutors formerly located in one primary school will have a wider responsibility covering initially the primary schools with community status in a particular cluster.
- 1.15. Each cluster is different in character, and the programmes for Life-Long Learning and Community Development that are in place will develop over time. The current clusters have been assessed in relation to:
- **Level of demand** – current levels of funding, number of settings and adult learning volume that needs to be secured for the Secretary of State's guarantee;
 - **Level of need** – the number of wards identified in the revised index of multiple deprivation 2000 and the education, skills and training index.
 - **Level of complexity** – the range and scale of regeneration, renewal or innovation strategies e.g. New Deal, SRB or SureStart.

Based on this assessment the following allocation of posts of senior community learning managers and community learning managers are proposed:

Cluster	Senior community learning manager	Community learning manager
Beaumont Leys	0.5	3
Belgrave	0.5	2
Humberstone	0.5	3
Highfields (including St Matthews)	0.5	3
Leicester East	0.5	2
Knighton/Saffron/Eyres Monsell	0.5	3
West (including Manor House NC & Riverside CC)	0.5	4
City wide virtual Cluster	0.5	0
Total	4	20

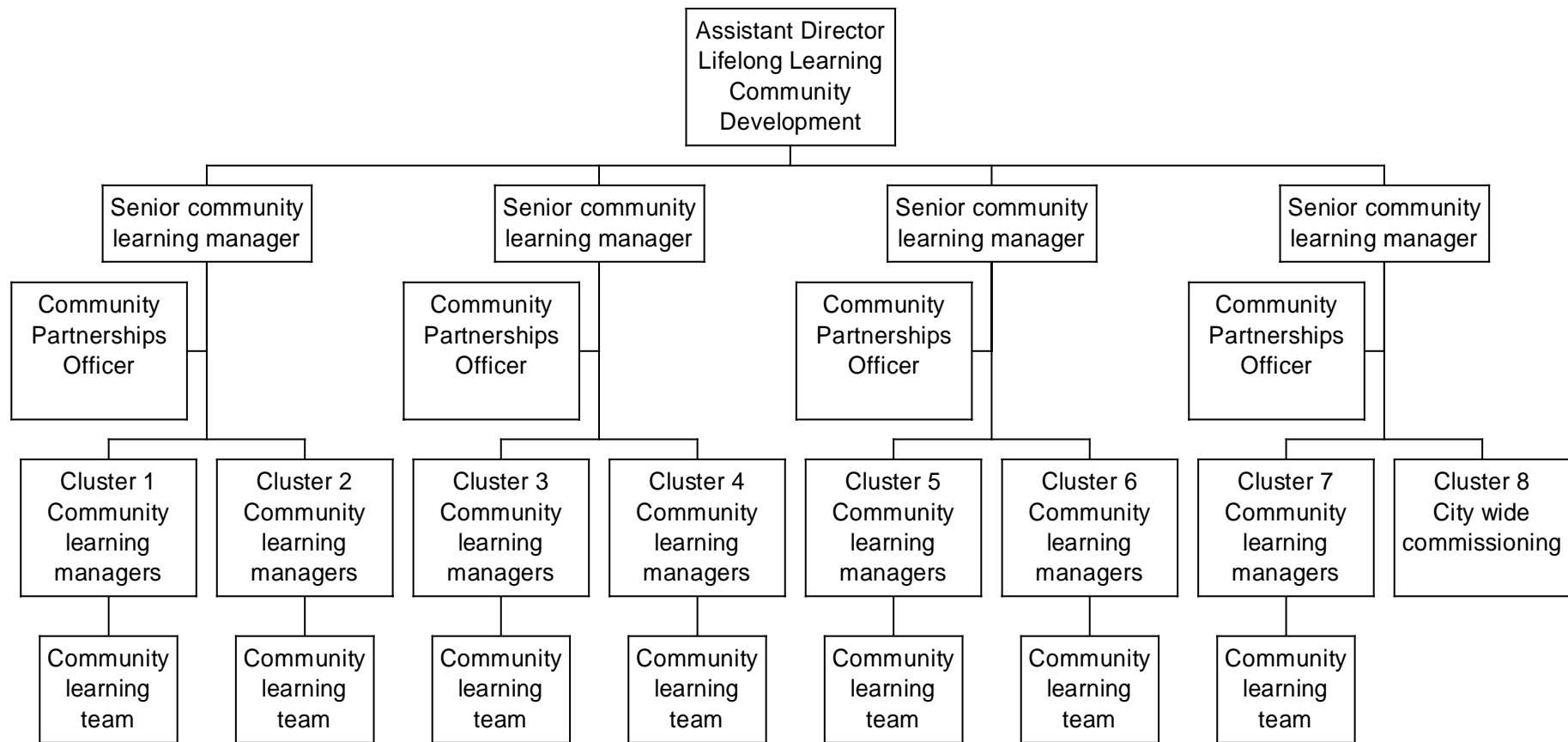
1.16. The provisional scales for these two types of senior management post will provide for progression from the current neighbourhood centre manager grades of APT&C Scale 6/PO subject to qualification to the FE management grades. The community learning managers scale will run from FEM 1 to FEM 9 (indicative) and the senior community learning managers will be placed on Soulbury 14-17 (indicative) to emphasise their challenge and support role.

1.17. The initial arrangements for performance management will be dependent upon the location of the CLM. For those managers based in schools, the performance management will be carried out by the headteacher in line with the school's policy and practice. Quality assurance of these arrangements will be an element of the commissioning agreement with the school. In the medium term the clusters will be enabled to develop their own local management arrangements as set out in the supporting paper 1. Until these arrangements are in place the performance management of CLMs not based in schools will be carried out by the SCLM.

1.18. The proposed new structure changes the relationship between schools, the CLMs and the central team. Further consultation will take place on the role of schools in the Life-Long Learning and Community Development clusters. However consultation will take place with the

relevant professional associations on the need for the current range of Principals', Wardens' and Deputy Wardens' allowances.

- 1.19. An organisation chart (below) sets out in diagrammatic form the proposed structure for the Service Provision and Community Engagement Section.

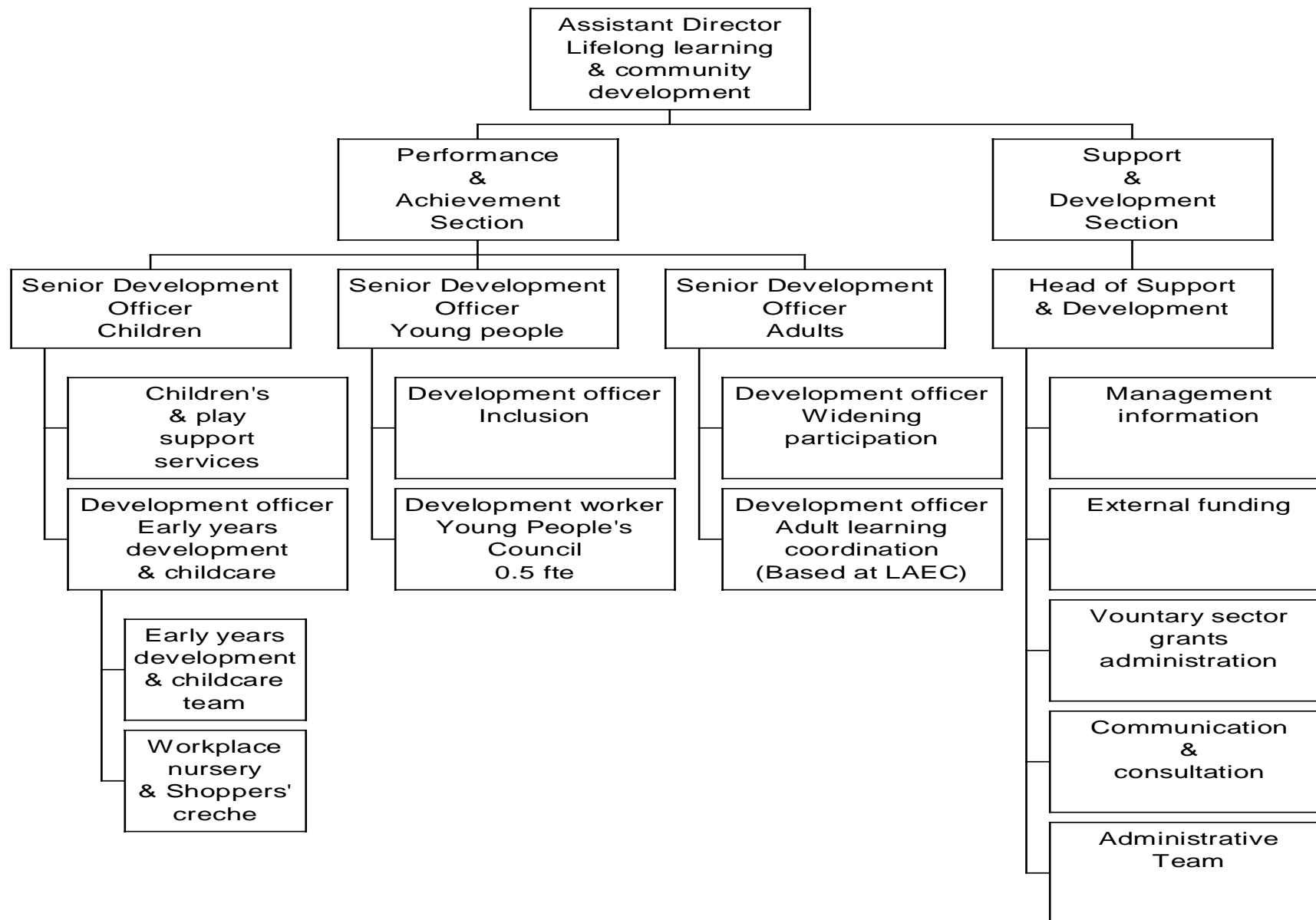


The structure for Performance and Achievement and Support and Development

- 1.20. The appointment of the permanent Assistant Director will take place in the first quarter of the new year. A job description and personnel specification will be drawn up by an independent consultancy working to the Director of Education and independently of the Life-Long Learning and Community Development Implementation Team. A national advertisement will be placed for the post and the standard recruitment exercise, led by elected members, carried out for a post of this seniority.
- 1.21. It is essential that the LEA has the capacity and capability to play its part in the new strategic partnerships that are developing and to provide clear leadership to the service as a whole. Three SDOs are proposed to provide this lead (children, young people and adults). These three senior staff will be supported by a small number of Development Officers to take forward policy and implementation. A Head of Support and Development will manage a small team of staff to cover the essential management functions for the new service.
- 1.22. The responsibilities of a Senior Development Officer will cover:
- Support for LEA engagement in strategic partnerships alongside the Assistant Director;
 - An element of the strategic plan for Life-Long Learning and Community Development that will drive the local learning plans in each cluster;
 - Professional leadership for the whole service;
 - The element of the budget to be allocated to clusters that relates to their strategic responsibility;
 - Monitoring and evaluation of quality and standards across the city;
 - Quality assurance strategy including use of performance information.
- 1.23. The specialist role of each Senior Development Officer will cover the following areas:
- Children: early years development and childcare partnership, city wide Surestart, children's services including play, the Children's Fund (and the associated emerging national children's strategy to bridge the gap between SureStart and Connexions).
 - Young people: Connexions strategic partnership and local management, youth service, the LEA's 16-19 strategy.
 - Adults: adult learning plan, local Learning and Skills Council , Lifelong Learning Partnership,

- 1.24. The Senior Development Officers will also require some support to carry out development work and a small number of officers will be appointed to take forward specific areas of policy development:
- **Development Officer Early Years Development and Childcare:** leadership of the early years development and childcare team.
 - **Development Officer Young People:** development of strategies and practice to promote inclusion of hard to reach and disaffected young people.
 - **Development Officer Adults:** development of strategies and practice widening participation to bring in hard to reach and socially excluded groups.
 - **Development Officer Adults:** co-ordination and support for adult learning programmes across the city.
- 1.25. The Division also needs the capacity to provide the Department lead for regeneration, renewal and voluntary sector strategies. This responsibility will inform the work of all aspects of the Division's work. The SCLM with responsibility for cluster 8 will fulfil this strategic responsibility along with leadership of one physical cluster and commissioning of city wide provision.
- 1.26. These officer posts will be paid on the Soulbury scale to reflect their role in supporting, challenging and advising the service. The Senior Development Officers will be paid Soulbury 14-17 and the Development Officers 4-9.
- 1.27. The central team will also require a general management capacity both to manage a large service and to support the development and operation of the seven Life-Long Learning and Community Development clusters. This support and development team should be led by an officer (PO5) and should be able to discharge the following functions:
- **Support and development:** professional development and human resource strategy and leadership of the support and development team.
 - **Management information:** collection, analysis, reporting, disseminating of data; ICT strategy.
 - **Resources and external funding:** securing and combining resources with CLMs to enhance cluster programmes; advising on preparation and submission of bids.
 - **Voluntary sector and community grants administration:** receipt and processing of bids and proposals; allocation of grants; monitoring of budgets; alerting to difficulties.

- **Communication and consultation:** publications and briefings; cluster and city wide consultation to secure the voice of the learner and potential learner.
- 1.28. This team will be appointed on PO2. In addition there will need to be an administrative team (9 staff ranging from SO to Scale 1/2) to deal with the range of detailed financial and personnel responsibilities in the Division.
- 1.29. The proposed structure for the Performance and Achievement and Support and Development sections is set out in the organisation chart below.



ISSUES RAISED IN THE CONSULTATION PHASE

Relationships between the performance and achievement function and the service provision and community engagement function

1.30. The working arrangements between these two functions are critical to the success of the new Division. The diagram in appendix two shows how an effective matrix relationship will be established between the SDOs and the SCLMs. The commissioning of provision, setting of targets and evaluation of quality and standards will take place within this matrix. This will ensure there are opportunities to integrate provision across programmes in each cluster whilst also retaining the need for a clear specialist focus on key areas of the lifelong learning curriculum.

The role of schools in the Life-Long Learning and Community Development

1.31. Schools have a central part to play in achieving the goals of lifelong learning and community development¹. The new Division also has a central part to play in creating the conditions for the development of sustainable communities that can play an active part in the mission to raise standards of achievement and the creation of effective schools. It is clear that there is an essential set of relationships that will promote high standards of achievement for both children and young people in schools and for adults in post-compulsory education and lifelong learning. The interlocking of raising standards strategies across the LEA is one condition for successful schools and lifelong learning provision. The alignment of provision around the development groups also provides a further mechanism for integration of improvement programmes. Finally, the priorities set out in the Division's Adult Learning Plan include clear commitments to increasing and improving the quality and range of basic skills and family learning provision which will make a continuing contribution to the improvement in standards of literacy and numeracy.

1.32. Schools are also important settings because of their location, facilities and commitment to the wider agenda of community development. However the current pattern of community colleges, secondary schools, primary schools and community centres and primary schools does not provide a clear and strategic framework for delivery. As the new Division is established there will be an active debate about how all schools can become involved with their communities to raise standards. Within one year of the establishment of the new Division the arbitrary distinctions between schools should have been removed and provision located within each cluster where it is judged to be

¹ A discussion document "Life-Long Learning & Community Development: The relationships with raising standards & school improvement" is available in the Members' Library.

appropriate to meet the targets set out in the cluster's local learning plan.

- 1.33. Schools that provide locations for provision have made a strong argument for their continuing role in the local management of the programmes and staff providing the programme. There will be a clear and robust commissioning agreement with each school setting to ensure that its provision is part of the cluster's Community Learning Plan. The commissioning agreement will also set out the requirements for the implementation of the Division's performance management system for lifelong learning and community development staff. The headteacher will be expected to implement these arrangements to ensure high quality performance across the full range of the CLM's responsibilities not just those that are carried out on the premises.

The role of the Leicester Adult Education College

- 1.34. It is proposed that the Leicester Adult Education College (LAEC) is commissioned to develop further its co-ordinating and development function for adult education across the city.
- 1.35. The LAEC is considered by the department to be an important and unique resource in Leicester - centrally placed and poised for change. It not only maintains a significantly high volume of adult education students but also provides services to other agencies.
- 1.36. The development of a more co-ordinated and coherent adult learning provision as set out in the Adult Learning Plan must acknowledge the need for a balance between responsive local provision and the need for a strategic, city-wide view. The LAEC has an important part to play in the development of this coherent and co-ordinated approach. In order to achieve this balance the department proposes to base the new Development Officer (Adult Learning Co-ordination) initially on a seconded basis to LAEC. Performance management will be the responsibility of the Principal of LAEC and the postholder will also be expected to support the SDO (Adults) in the co-ordination and support of adult learning programmes which meet the needs identified in each cluster and across the whole city.
- 1.37. The major objectives of the post will be:
 - To ensure the development of a co-ordinated programme of adult learning opportunities across the city by providing the common marketing and a clear system of sign-posting for adult learners.
 - To support each cluster to ensure that its programmes are co-ordinated with those of the other clusters and in line with overall Divisional aims and strategy.

- To co-ordinate the LEA's role as an external institution providing "schedule two" courses.
 - To ensure that the programme of adult learning in the city is linked to adult basic education and to programmes which aim to widen participation in adult learning.
 - To contribute to a review of the process of appointment and professional development of adult education tutors in line with the council's employment and equalities policies.
- 1.38. The postholder will be expected to work in partnership with the new Development Officer(Adults-Widening Participation) in relation to key centre objectives prioritised to meet the needs of the "hard to reach" and socially excluded adults and communities.

Management of the voluntary sector agreements

- 1.39. The Division will have a large voluntary sector programme as a result of the merger of the work of the two Departments. The voluntary sector has an important role to play in helping the Division achieve its goals to raise standards, widen participation and development of communities. A summary of this relationship is set out in a discussion paper recently prepared for wider consultation.²
- 1.40. The relatively new voluntary sector agreements are an important step forward in establishing a clear and open relationship between the council and the voluntary sector activity that it funds. The new Division will be committed to implementing the corporate strategy rigorously and contributing to any review of its effectiveness. However, the proposed structure changes the management approach to the voluntary sector agreements for which the Division will be responsible. The central aim of the new arrangements is to ensure integration between the council's directly funded provision in a cluster and that funded indirectly through voluntary sector agreements. The proposed arrangements therefore place a greater responsibility at local level for both support and monitoring than is the case currently in both departments.
- 1.41. The strategic functions associated with setting priorities, allocation of resources, negotiating and agreeing the outcomes to be expected from any funding agreement need to be secured by engagement of the senior officers in the Division. The Division also needs to have a central capacity to monitor expenditure and outcomes and needs the capacity to intervene where necessary. The clusters are best placed to build council funded voluntary sector provision into their local Community Learning Plan, to provide initial and ongoing support and to

² The voluntary sector's role in Life-Long Learning and Community Development. A copy will be placed in the Members' Library along with this report

carry out the monitoring process so that there are early indicators of difficulties. The structure therefore distributes responsibilities and resources appropriately across the Division in relation to responsibility.

- Strategic responsibilities: each SDO will be responsible for ensuring there is an appropriate emphasis on the role of the voluntary sector in each of the strategies for which the Division is responsible – children, young people, adults and the wider community development strategy. The SCLM (regeneration) as well as carrying the Division's corporate lead on regeneration and renewal will also be responsible for keeping the voluntary sector strategy as a whole under review.
- Commissioning: The respective SDOs will work with the appropriate SCLM, supported by the Voluntary Sector Policy Officer, to draw up commissioning agreements with particular voluntary groups. It is important that these agreements are seen as part of any cluster's Community Learning Plan and that the voluntary sector working in a cluster is part of the community learning forum.
- Administration and routine monitoring: the Voluntary Sector Policy Officer will ensure there are robust administrative arrangements operating across the Division for all the agreements made with different groups. This officer will also be responsible for routine monitoring of, for example, the financial arrangements in each of the groups supported.
- Monitoring of programme provision and initial support: the SCLM in an area along with the Community Partnerships Officer working alongside the Community Learning Team will monitor the provision locally and ensure that there is early warning of any difficulties or problems.
- Evaluation: each SDO will be responsible for ensuring that any voluntary sector agreements that they have drawn up are providing the outcomes required in relation to the wider goals of the strategy. The SCLM (regeneration) will be responsible for monitoring and evaluating the effectiveness of the voluntary sector agreement process as a whole and feeding this back into the corporate view.
- Intervention: the Assistant Director will determine when intervention is necessary and how that intervention might best be carried out. This would involve implementation of the corporate approach to intervention in partnership with Voluntary Action Leicester.

Equalities issues in the review

- 1.42. Black workers in both Departments have consistently raised concerns, throughout the review process, about both employment and service issues.

- 1.43. The employment concerns largely centre around the representativeness of the workforce, especially at senior levels, the effectiveness with which recruitment and selection processes are implemented, access to professional development and the understanding and support provided by senior managers for black workers.
- 1.44. Service concerns raised include the need to have the capacity, capability and expertise to devise and implement strategies that will effectively reach out and draw in excluded and disadvantaged groups.
- 1.45. The review has involved the following commitments:
- Ensuring that job descriptions and personnel specifications are scrutinised by appropriate personnel to ensure there is no discrimination through the setting of artificial barriers to posts whilst taking account of the requirement for a high performance service.
 - Monitoring the impact of the restructuring on the representativeness of the workforce after establishing a baseline for affected staff across the two departments.
 - Ensuring that within the service there is an appropriate level of expertise to develop culturally appropriate services and strategies.
 - Ensuring that local learning plans make clear references to identified groups who are experiencing social exclusion or have barriers to participation. The plans will need to contain clear targets and appropriate local strategies for widening participation. This will be part of the challenge role of the strategic team.
- 1.46. The Education Department is currently preparing its equalities strategy as part of its response to the equalities audit carried out last year and to the corporate commitment to the implementation of the findings of the McPherson Report. The new Division will be an active participant in the process of developing and implementing the equalities strategy. The initial emphases will be:
- Ensuring the Division's mission and principles reflect fully the equalities issues raised during the consultation on the draft statements. Ensuring that the mission and principles inform and drive all planning processes and service provision. Ensuring that the Division's commitment to equalities is prominently displayed in all its documents and settings.
 - Developing a clear programme of recruitment training to ensure all staff involved in recruitment and selection are fully conversant with the council's equalities policies. This programme should initially focus on key managers in the three sections of the Division.

- Setting out in the Division's professional development strategy a clear commitment to prioritising, within available resources, the management development needs of minority ethnic employees to support their career progression opportunities.
 - Enabling minority ethnic employees in the Division to establish network groups, as part of its professional development strategy, to provide support, a channel of communication and a framework to review the quality and effectiveness of service provision as it impacts on minority ethnic participants and learners.
 - Ensuring that Community Learning Forums at both cluster and city wide level are representative and reflect the city's diversity. Ensuring that the Community Learning Plans for each cluster and the city as a whole contain clear targets for the participation of excluded minority ethnic groups and appropriate strategies to meet their lifelong learning and community development needs.
 - Establishing and maintaining a system to record and analyse the composition of the Division's workforce, with an initial focus on permanent postholders. Establishing and maintaining a system for recording, reporting and analysing racial harassment incidents across the settings used by the Division.
 - Establishing and maintaining a system to monitor the participation and achievement of learners to ensure the needs of minority ethnic learners are met through the Division's Community Learning Plan.
- 1.47. The Division will ensure these commitments are met through the clear allocation of responsibilities to key staff especially the Assistant Director, Head of Support and Development, the two Development Officers for widening participation and inclusion and the SCLMs. There will also be clear equalities requirements set out in the planning and quality assurance processes.

The relationship between clusters and school development groups

- 1.48. There is broad agreement that the school development groups provide the basis for the clustering of Life-Long Learning and Community Development Division services. However there are a number of changes at the margins from the original proposals. First of all, the St Matthew's estate has close links with the Highfields area especially in relation to regeneration initiatives. It is proposed that this area be moved from Belgrave to the Highfields cluster. Secondly, Riverside Community College and Manor House Neighbourhood Centre more naturally serve the Leicester West area of the city rather than the Knighton, Saffron and Eyres Monsell cluster.
- 1.49. The largest amount of feedback however was over the size and range of issues in the Leicester West cluster. This cluster covers Braunstone,

New Parks, Newfoundpool and Rowley Fields so is both large and diverse. This complexity is reflected in the proposal to provide 4 CLMs in the cluster. It is also proposed that the SCLM with responsibility for regeneration and city wide commissioning should lead this cluster. This SCLM will have therefore only one physical cluster to lead and will also be well placed through the regeneration brief to interact with the New Deal for Communities on Braunstone. However it will also be necessary to keep this particular cluster under close review and to keep open the option of a split into two if the proposed arrangements are shown to be unsuccessful.

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APPENDIX ONE: SUMMARY OF THE PROPOSALS

Summary of change to annual salary costs

Current	Field £ 1,431,097.95	61%	Central £ 913,978.60	39%	Total £ 2,345,076.55
Proposed	Service £ 1,544,129.15	72%	Strategy £ 604,210.00	28%	Total £ 2,148,339.15
Change	-£ 113,031.20		£ 309,768.60		£ 196,737.40
	Provision & Comm Engagement £ 1,544,129.15	72%	Support & Development £ 280,485.00	13%	Performance & Achievement £ 323,725.00
				15%	£ 2,148,339.15

Summary of staffing changes

Current	Field	Central	Total
<i>Establishment</i>	53	40	93
<i>Temp/Vac/Act-Up</i>	15	6	21
<i>Permanent</i>	38	34	72
Structure Changes	Field	Central	Total
<i>Deleted posts</i>	37	18	55
<i>Transfer centre to field</i>		14	14
<i>JD/JT changes*</i>	15	2	17
<i>Unchanged posts</i>		6	6
	52	40	92
Proposed Structure	Service	Strategy	Total
<i>New posts</i>	28	14	42
<i>Transfer centre to service</i>	14		14
<i>JD/JT changes*</i>	15	2	17
<i>Unchanged posts</i>		6	6
			79

* salaries for JD/JT changes in the centre are represented in the salaries for new posts in the proposed structure

Summary of impact of proposed changes

	Field/Service	Central/Strategy	Total
<i>Deleted posts</i>	37	18	55
<i>Created posts</i>	28	14	42
<i>Permanent posts affected</i>	25	12	37
<i>Net loss (assume 100% slot)</i>			-5

APPENDIX TWO: INTERACTION BETWEEN AD, SDO AND SCLM TO PLAN AND SECURE PROVISION

