

**Highfields Youth & Community**  
**Centre Management and**  
**Governance Review**

**Consultant Report - Final**

**February 2004**

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## 1. Background

### Introduction

- 1.1 Timiti Training Consultancy was commissioned by Leicester City Council to undertake a review of Highfields Youth and Community Centre.

The scope was to review:

- The current position within the setting to deliver the future curriculum offer and services and make recommendations for a staffing and management structure to deliver high quality 'joined up' services
- The national picture with regard to Community Governance and Management arrangements to enable the Division to make recommendations that will give best practice in community management arrangements
- Models of multi purpose community use of a resource identifying strengths and weaknesses and making recommendations of a way forward
- The capacity of the Community Association and its Articles of Association to inform Governance and management arrangements,

and

- To relate future management and Governance arrangements to strategies of the City Council as a whole towards Revitalising Neighbourhoods

- 1.2 The Consultants worked for a period of four months between September and December 2003. Over that period they consulted with staff, Highfields Community Association/Management Committee, Highfields Area Forum, city-wide community organisations, local organisations, stakeholders, ward members and the following city council departments; Education, Sports and Parks and Regeneration.
- 1.3 The need for the consultancy arose because of HYCC's success in attracting £3.8m to refurbish and largely rebuild the centre. Significant funders are Sports England, Learning and Skills Council, National Lottery and Leicester City Council. Development of the centre created increased floor space, expansion in the range and quality of the provision, growth in personnel and perhaps most importantly, raised expectations.
- 1.4 The City Council was concerned to ensure that the development of HYCC became sustainable and managed effectively. These concerns were shared by the Community Association/Management Committee which also wanted to secure continued local community involvement in whatever management arrangements were agreed. All major external funders regard the city council as the accountable body with ultimate responsibility for the effective operation of the centre.

## **2. Consultation Process (Details in Appendix A, B, C, & D)**

- 2.1 Focus Group discussions were held with Full-time, part-time and substantive staff employed within Highfields Youth and Community Centre. There were 23 staff members involved in the staff focus group discussions and 15 of the twenty-three were full-time and substantial part-time staff.

- 2.2 Seven service sector focus group discussions were held and concentrated on the following areas:
- Sports Development
  - Community Groups/Development
  - Community/Performance Art
  - Services to Children
  - Information & Advice
  - Services to Young People
  - Adult Education
- 2.3 A Focus Group discussion was held with the Highfields Community Association/Management Committee and Council members. Membership of the Association reflected the ethnic composition of the area and gave a good indication of the wide ranging interest in the activities and future development of the centre.
- 2.4 There were 45 people in attendance at the Focus Group meetings. This however, does not give a true indication of the number of different people who attended since some individuals participated in more than one meetings. The total number of individuals and organisations that were involved in the consultation is attached as appendix A.
- 2.5 Interviews have been held with the Community Learning Manager (CLM)/ Head of Highfields Youth and Community Centre, Senior Community Learning Manager and the Principal of Leicester Adult Education College. The views gathered from this range of participants were used to shape the interim report which was produced in October. Interviews with senior officers and members of the city council were placed in the context of the initial findings in order to gauge their response to the trends that were emerging. Additionally, it was necessary to seek the views of key service directorates to further contextualise possible future developments of

- HYCC in relation to neighbourhoods. Given the range of provision intended for HYCC the City Council's strategies for neighbourhood renewal, sports, arts and leisure, community development, adult services, children and young people are of particular relevance.
- 2.6 In addition, the Consultants attended a number of key meetings. The meetings attended were:
- Highfields and St. Matthews Cluster Meeting
  - Highfields Youth Work Forum
  - Highfields Area Forum Executive
  - Highfields Area Forum
- 2.7 A staffing structure and arrangements questionnaire was distributed to all staff with line management responsibility within Highfields Youth and Community Centre. A full analysis of the staffing structure is included in section eight which deals with staffing arrangements.
- 2.8 The findings within this report are based on information derived through the sources outlined above, and through the consultants' desktop research. It is worth noting that the research failed to uncover other centres with similar functions which could be considered to be on a par with HYCC.
- 2.9 Only Highfields based elected members were involved in the review process. This way to ensure that senior politicians were not placed in a position where they were required to receive or scrutinise a report which they had been able to influence. The Project Board, HCA, centre staff and the city council were given the opportunity to comment on the final draft document before completion. All points made that were material to the report have been included.

### **3.0 Main Findings**

- 3.1 There is overwhelming support for the new developments at HYCC from organisations and individuals within the area. The majority of people interviewed saw it as an opportunity to build bridges and bring much needed services into the locality. However, some individuals and organisations were concerned that they might not be able to gain full access to the facilities when they become available.
- 3.2 Highfields Community Association is largely representative of the ethnic mix within the area and could provide a platform on which to build the future governance arrangements. For this to become practicable its legal identity and status must be clarified as a pre-requisite to any planned transfer of responsibilities. It is also important that members of the community are adequately prepared to undertake the range of responsibilities which interdependence would contain.
- 3.3 There is a very strong consensus for the continued involvement of local people in shaping the future of the Centre and participation in its governance. Even those who had a negative perception of the Centre's previous practices expressed a preference for local control. Many warmed to the idea of inter-dependence since they saw it as an opportunity for the City Council to recognise and value organisations.
- 3.4 No dissenting voice was raised against implementation of the community empowerment model that was developed and presented. Staff and management committee members were unanimous in their assessment that current arrangements place HYCC firmly in phase one of the model. Community organisations are intellectually supportive of the notion that resources from the City Council ought to be linked to policy and performance.

- 3.5 Leicester City Council is politically committed to the greater democratisation of its decision-making processes. This they intend to achieve through the creation of area committees. There is currently little information available on what that would mean for local people, and the extent to which they might be empowered through the creation of these new committees. Given its political and administrative status area committees could be centrally involved in strategically planning youth and community work in localities.
- 3.6 The community engagement strategy and the community development process across the City Council are differentiated but there is no system in place to share good practice. HYCC, Braunstone Sport Project and The Peepul Centre have attracted major external funds. Each is committed to the development of local people but have approached it very differently. Local organisations would benefit from greater joined up thinking and sharing of good practice within the City Council.
- 3.7 Highfields Area Forum has a substantial membership and is seen by local people as a means to have their voices heard. Its decision-making role is perhaps not fully understood within the community and this has led to some community members being disquieted about recent 'decisions'. Area Committees will need to ensure that there is little disconnection between their roles and functions and the community's expectations.
- 3.8 Although the details of the City Council's community engagement strategy is evolving more could be done to make its partnership philosophy more explicit. There is a residual view within the City, which seems to suggest that voluntary organisations should only be supported in circumstances where the City Council is unable to deliver services. In Timiti's view, this approach would provide an inadequate underpinning to the Community Empowerment model.



- 3.9 HYCC needs to engage more actively in community development and community capacity building. Expertise within the area is in the hands of too few people which could become a danger in the future to continuity and community activism.

#### **4.0 Governance**

- 4.1 Agreeing appropriate governance arrangements is perhaps the greatest challenge facing the City Council in its relationship with the voluntary sector and HYCC in particular. There is currently no explicit test for appropriateness since the tendency is to operate 'a one size fits all approach'. The need to become more discerning is generally recognised. However, the policy framework within which the City Council intends to work with the community is not clear let alone developed. Changes in the political administration have resulted in an evolving philosophy with many of the previous certainties becoming less so.
- 4.2 There is acceptance within the City Council of the need for partnership with the voluntary sector. However, progress is hindered by the juxtaposition of the desire for control by the City Council and the quest for empowerment by the community. Our investigation suggests that these two positions are not the polar opposites they at first appeared. A healthy infusion of pragmatism has caused some movements by both sides. Total control by either side in the current circumstances would appear to be unrealistic and undesirable.
- 4.3 From our discussions it emerged that the debate is not helped by sentiments of community independence, since the understanding which underpins this concept ponders to the notion of 'splendid isolation'.

Ironically, both sides in the debate seem to hold similar views and are only differentiated by the basis on which they maintain their suspicion of each other. Put simply, the City Council fear that community independence might mean an opportunity for local people to have authority to decide but not the responsibility to make amends for any failures. Conversely, the community fear that independence might provide an opportunity for the City Council to relinquish its civic responsibilities and place any failures on the community. Being starved of resources to meet the emerging needs of communities experiencing multiple deprivation was a particular fear. We would suggest that both sides would benefit from the more collaborative notion of inter-dependence which is more obviously underpinned by the concept of mutuality.

- 4.4 There is a strong commitment from all those who are employed within the centre and those who work on behalf of the Centre to work towards a community governance approach. The range of understanding as to what community governance means covers a spectrum of views. Implications of this on the current governance and management arrangements within the centre have been a consistent concern throughout the review.
- 4.5 While there is a commitment to community governance by Leicester City Council, it is not yet clear about its strategy for supporting the development and enhancement of the governance process. There are limited mechanisms in place to monitor the performance of delegated functions to community organisations and other bodies.
- 4.6 Given that the City Council wishes to work towards a community empowerment model it will need to develop a strategic framework for the future. Within that framework we would suggest that either side should be clear about the criteria that must be satisfied to achieve a designated status. If this were achieved it would make a significant contribution to the

City Council's desire to make its decision-making processes more transparent (Appendix E).

- 4.7 Young people are currently represented on the HYCC Management Committee elected through the Highfields Youth Council. They consider their present level of involvement and influence to be insufficient. Consequently, they would like to have a much greater influence in the future governance arrangements of the centre. It should be noted that mere representation on the management board would not suffice since experience thus far indicates, in such circumstances young people's voice remains largely muted. The youth forum is very active and the group of young people are able advocates. Their importance would be enhanced by a direct relationship with the management board in the future arrangements.
- 4.8 Changes in the political administration have triggered a number of strategic reviews. Several service delivery structures have been changed and decentralisation of power is being pursued through the creation of area committees. However, the scope of area committees has not been determined and their relationship with existing local mechanisms remains unclear. Presently, it is very difficult to determine for example, the future relationship between area committees and area forums. The Local Government Act 2000 provides for a number of functions to be delegated to area committees. These are being pursued by the city council under the following seven headings:

**Executive decision making** – ward members have delegated powers to make some decisions for their areas;

**Community engagement** – area committees could provide the council with a major opportunity to involve the public in helping to decide local issues;

**Area community plans** – could assist the council in its legal duties to develop a community strategy;

**Neighbourhood renewal** – the national strategy for neighbourhood renewal emphasises the importance of tackling deprivation on an area basis and in this, the role of area committees could be pivotal;

**Scrutiny** – area committees could be commissioned by scrutiny committees to look at local issues or specific problems;

**Best value and performance management** – area committees could contribute to service reviews and challenge the quality and appropriateness of that which is being delivered;

**Working with local partners** – area committees could foster closer working relationship with partners and through ward members local people could become more closely involved in the democratic machinery.

- 4.9 Initial decisions seem to suggest that area committees will become an organ primarily for ward members to exercise the powers delegated to them by the Executive. Non-elected members will at best operate within an advisory capacity with limited ability to influence the decision making process. The development of area committees might be a logical outcome of the administration's desire to extend the democratic functions of the local state. One inherent danger, however, it might unrealistically raise expectations of local people about their ability to influence decisions of the city council. Despite the apparent limitations of are committees should

they carry devolve powers such powers could be exercised in the presence of and with the involvement of local people. Local decision-making would be transparent if not fully accountable outside of the electoral process.

- 4.10 One frequent concern during the consultation was around the need for effective co-ordination of service delivery in the area. Given the complexity of the problem and the sensitivity of local politics this might be a priority for the area committee in the short term.

## **5.0 Community Dilemma**

- 5.1 It is clear from our discussions that there is strong community support for the full empowerment model. This exists despite the diversity of understanding about what a full empowerment model really means. They are, however, united in the degree of cautiousness they have expressed about embarking on this journey. Consultation on the models developed confirmed unanimously that the current legal structure of HYCC and its range of responsibilities place it at phase one on the empowerment continuum.
- 5.2 A fleeting look at the community's dilemma might suggest that they have a tendency to seek authority without accepting the accompanying levels of responsibility. Our further investigation revealed a high level of maturity to engage with the range and depth of the issues. We would suggest that any reticence we identified is largely related to the community's lack of understanding about the strategic framework of the City Council. Also the level of mutual suspicion should not be under-estimated. On the question of mutual suspicion, this is not helped by what appears to be the differentiated approach to community groups by different departments within the city council.

- 5.3** If community organisations are to develop and work with confidence with the City Council they need to be clear about the rules of engagement. Much of the insecurity expressed by community members focussed around what if the City Council does this or that? Community groups are concerned about their place within the strategic framework of the City Council. HYCC in particular expressed concerns about the different lines of accountability, given its multiple activities status and range of funding partners. Funders external to the City Council are content to have an arms length approach provided the centre delivers and reports on their targets. HYCC and other voluntary groups would benefit from greater collaboration between city council departments.
- 5.4** Historically, city council's funding has been based on grant-in aid. This is not traditionally performance related, thus the impression of gift and favour pervades the relationship. Consequently, transparency is not identified as a key feature of that process. Central to the community's concern is their quest for greater transparency and a performance oriented relationship.

## 5.5 Towards Community Governance: The Community Governance Development Model

There are four phases of development which provide a framework for community governance. We recommend that Leicester City Council adopts the Community Governance Development model as a framework, to enable it to assess, review and plan its relationship with various community organisations.

### 5.5.1 Phase 1- Local Authority Controlled

Local authority	Community organisations	Other stakeholders
<ul style="list-style-type: none"> <li>• Employs staff who are seconded within organisations</li> <li>• Accountability and line management structure are the same – to the local authority</li> <li>• Legal ownership of the building</li> <li>• Decision making processes are located within the local authority structures</li> <li>• Service delivery monitored through service plans</li> </ul>	<ul style="list-style-type: none"> <li>• Community organisations shape local services in an advisory capacity</li> <li>• Local authority employees act as professional advisors to the community organisations</li> <li>• Balance of professional knowledge and skill falls mainly with the seconded staff</li> </ul>	<ul style="list-style-type: none"> <li>• Negotiate influence through the local authority structures</li> <li>• Negate responsibility for quality assurance and performance to the local authority</li> </ul>

**5.5.2 Phase 2 – Delegated**

Local authority	Community organisations	Other stakeholders
<ul style="list-style-type: none"> <li>• Employs staff who are delegated to organisations</li> <li>• Accountability rests with the local authority</li> <li>• Line management structure through the organisations</li> <li>• Has a quality assurance role and performance monitoring role in relation to services</li> <li>• Disciplinary arrangements</li> <li>• Staff development and training</li> </ul>	<ul style="list-style-type: none"> <li>• Have line management responsibilities of staff delegated to them</li> <li>• Programme planning</li> <li>• Policing of quality</li> <li>• Secure enhancement resources</li> </ul>	<ul style="list-style-type: none"> <li>• Greater influence through local decision making processes</li> <li>• Have own monitoring and reporting mechanisms</li> </ul>



**5.5.3 Phase 3 – Devolved**

Local authority	Community organisations	Other stakeholders
<ul style="list-style-type: none"> <li>• Gatekeeper through which some resources are distributed</li> <li>• Performance and Quality Assurance role</li> <li>• Strategic planning role</li> <li>• Support services such as Human Resources services form part of devolved resources</li> <li>• Service delivery and quality monitored through Service Level Agreements</li> </ul>	<ul style="list-style-type: none"> <li>• Community organisations have responsibility for employment of staff</li> <li>• Accountability for resources rests with the community organisations governing body</li> <li>• Accountability for service delivery and quality assurance rests with both the community organisations governing body and the local authority</li> </ul>	<ul style="list-style-type: none"> <li>• Representation on the community associations governing body</li> </ul>

**5.5.4 Phase 4 – Interdependence**

Local authority	Community organisations	Other stakeholders
<ul style="list-style-type: none"> <li>• Strategic planning role</li> <li>• Service delivery and quality assurance measures secured through service level agreements</li> <li>• Professional advisory role</li> <li>• Monitor performance plan</li> </ul>	<ul style="list-style-type: none"> <li>• Community organisations have trust status or charitable organisation status (Ltd)</li> <li>• Responsibility for service planning, delivery, staffing and quality assurance</li> <li>• Accountability rests with the community organisations Board of Directors</li> <li>• Responsibility for employment contract terms and conditions</li> </ul>	<ul style="list-style-type: none"> <li>• Observer status</li> </ul>

5.5 For this approach to work effectively the city council would need to be clear about its community development role and the strategic value of working in partnership. Particular emphasis needs to be placed on how its partnership with the voluntary sector would be used to maximise the level of resources being accessed for local people. With increased pressure on

local councils to devolve power and resources, more mechanisms for doing so need to be devised.

5.6 From our analysis of the models, the legal status of HYCA and its capacity to take on the responsibilities commensurate with its empowerment ambitions, much needs to be done. Both HYCA and the City Council need to consider what is to be the nature of their role in that process. Given the significance of the developments at HYCC, the focus on it by local people and the city council, it is reasonable to conclude that it is strategically placed, to be an essential part of the future service delivery strategy for the area.

5.7 A fair assessment of the management arrangements of HYCC which involved a range of contributors has concluded that in the short term the existing structure would need to continue. What needs to be agreed is the process and time-scale for the change towards inter-dependence. Staff and management committee members are agreed that this could be achieved over a period of two to three years. There was a minority view that if accelerated it could be done within twenty four months. We considered this a trifle optimistic.

## **6.0 Service Delivery**

6.1 The improved and new facilities available within HYCC will need to balance the needs of the community with the expectations of the community and of local providers.

6.2 There are great expectations of the use of the sports and arts facilities by current users, and local organisations. Local youth and community organisations view the sports facilities as an asset to the area, and a resource that they can use to enhance their programmes. Young people

- viewed the sports facilities as a resource, they felt it would help to increase the levels of participation and engagement of young men in the community. One recurring thought was the hope that it could enhance community cohesion, reduce recent tension and promote understanding between young men of different backgrounds.
- 6.3 It is intended that both the arts and sports facilities will be used by local schools to enhance the curriculum. This could make a valuable contribution to the development of extended schools and promote greater use of facilities in the locality.
- 6.4 There is an expectation that the sports facilities will offer more than just the popular sports, and should reflect the communities within Highfields. As such cultural sports opportunities will need to be explored and developed. However, no specific ideas of what might be provided under this banner were suggested beyond the need to have a diversity of people involved in the centre.
- 6.5 One of the key challenges to the centre will be balancing the use of facilities by local organisations and members with the need to generate income through private lettings. If it is to become a centre of excellence in the context of providing access to sports this will need to be reflected in the funding strategy. On the contrary, if it is to focus on developing sporting excellence this would need to be limited in the number of sports involved.
- 6.6 The service delivery arrangements for playgroup will need to be reviewed in light of the changes to school admission for infant school children. There are approximately 120 school places available to three years olds within Highfields. Currently schools are competing with local providers to

fill spaces. Provision at HYCC should form part of the early years strategy for the area and be a feature of the extended schools provision.

- 6.7 HYCC offers a specialist advice service within Highfields. This service provides immigration advice for professionals with overseas qualifications, housing, welfare and advice for progression onto courses. It could be further enhanced by enabling other local providers to offer initial advice sessions, which would allow the centre to take on a more specialist advice role within the area. Given that advice is not one of the core provision of the centre this approach would enable a more comprehensive response to locally determined needs. Since advice is so important to people in the locality, all opportunities should be explored to make it a core funding provision by the City Council.
- 6.8 Adult education opportunities need to be broadened to take into account appropriate progression routes for students. Recent publication of a brochure outlining the range of adult learning opportunities in the area revealed an adequate number but an inadequate range. Equally, any new development needs to ensure that it can meet the needs of male learners and learners from recently settled communities. From the funding priorities identified within HYCC it should be clearly understood that its involvement in adult education will be secondary rather than a primary. This is necessary to avoid raising unrealistic expectations about what will be possible within the centre.
- 6.9 There was consensus about the need to ensure that services within HYCC compliment and add value to the level of services within the area. However, concerns were voiced about the possible impact which this might have across Highfields. Those concerns centred on ensuring that future funding, in particular from Leicester City Council, does not put in jeopardy funding for other providers within the area.

## **7.0 Case Studies**

### **7.1 Leicester Adult Education Centre**

#### **7.1.1 Governance and management structure**

Leicester Adult Education Centre has a governance and management model akin to local schools. The Centre is managed by the Principal who is employed by Leicester City Council. The Centre has a Governing Body. Its key role is to provide strategic direction for the Centre. The Chair of the Governing Body has line management responsibility for the Principal.

The Governing Body consists of 17 members taken from the following representative groups:

- Staff with the Centre
- Students enrolled on courses
- Local Councillors
- Co-opted member from the business and education sector

7.1.2 The nature of the funding framework for adult education has influenced the relationship Leicester Adult Education College has with the City Council. Leicester City Council is the main local authority to which the centre relates. The City Council provides a strategic planning role in relation to adult education and currently acts as the gatekeeper for funding from the Learning and Skills Council. Current arrangements with Leicestershire County Council is based solely on an agreement for fee remission for eligible county students enrolled on its courses.

7.1.3 The line management arrangement between the Principal and the Governing Body is considered a strength since it enables the development of a shared strategic vision, planning and direction.

7.1.4 Limited availability and range of expertise within the organisation's governance arrangements is potentially a weakness. This makes the chief officer more of a generalist having to make wide ranging interventions with reduced professional support.

## **7.2 Great George's Project**

7.2.1 Great George's is a community arts project in Liverpool. It has attracted significant levels of financial support to refurbish the building and develop its programme. Its status is of a charitable nature and it is governed by a board of directors. Funding from the local authority is provided within the context of a Service Level Agreement.

7.2.2 The governing body is comprised of local people, local authority representatives, with the major funders as observers. This is overseen by a board of trustees which has the responsibility of ensuring that the organisation remains true to its objects. Staff are employed by the board although the local authority also employs and second some part time staff.

7.2.3 Relationship with the local authority is governed primarily through the service level agreement. The planned outcomes identified in the service level agreement are linked directly to the strategic plan of the local authority. It is for example, a key contributor to the corporate arts policy for young people and is currently part of a city-wide youth arts strategy group which oversees the strategic development of youth arts. A local authority link officer has planned liaison meetings with the project director. Its youth work and youth arts activities are subject to the quality control mechanisms and inspection regime of the authority.

### **7.3 Sangat Centre – Keighley**

7.3.1 The Sangat Centre is a community based provision in Keighley. It is funded from a variety of sources including a number of different departments within the local authority. Although it has an Islamic focus it has attracted support from a range of secular organisations. The Centre is managed by a management committee which has representation from a range of interests including other religious groups, local authority and local business.

7.3.2 The building was owned by the local authority but has been transferred to the management committee under a peppercorn rent agreement. Local needs are assessed by the community group and the local authority provides some resources which enables the community organisation to respond to identified needs. Where there is a difference of emphasis between the community's assessment and the local authority's, the final decision tends to reflect the community's interest.

### **7.4 Peepul Centre, Leicester**

7.4.1 In its literature, Belgrave Baheno describes itself as a women's organisation that has provided high quality community services since 1979. For the last six years it has been promoting the Peepul vision. At the centre of this vision is a belief in the infinite potential and inherent greatness of all humanity.

7.4.2 Through the provision of facilities and access to opportunity the Peepul concept will inspire and encourage the empowerment and liberation of each individual to achieve and contribute to the creation of a just and peaceful world.



7.4.3 The Peepul Centre will be a purpose designed multi-functional Centre of Excellence which will provide high quality services under one roof. The facilities will include:

- State of the art auditorium with multi-lingual capabilities
- Art exhibition areas, Arts & Craft studio and Music Room
- Dance studio
- Broadcasting/Recording studio
- A Children's Development Centre
- Family Restaurant, Training Kitchen and Bar
- Cyber Café
- Health and Well-being Wing
- Fitness & leisure Centre
- ICT Lab and Multimedia Library
- Community surgery and Enterprise Zone
- Conference Facilities

7.4.4 The building work was scheduled for late 2003 with completion by the end of 2004. It should become fully operational at the start of 2005.

#### **Governance arrangements**

7.4.5 The current Board comprises of four people. Decisions have not been made about the future board arrangements but there is an intention to expand the board. Currently funding stakeholders are not board members. However, this might be an option for the future as the range of service delivery areas grow.

7.4.6 The Centre currently has approximately 500 members. There is no formal structure for community or membership involvement in its governance. Rather there has been investment in developing advisory groups to support curriculum areas, for example, there is an Arts Advisory Group.

Mainly it supports the outreach arts curriculum development programme and activities. Decisions have yet to be made about the future role of advisory groups.

### **Staffing arrangements**

7.4.7 Twelve months prior to the expected date of opening all the key staff are in positions. The following key posts have been appointed to develop curriculum areas and to create a strategic and an operational framework.

- Chief Executive
- Arts Director
- Arts Development Worker
- Resources Co-ordinator
- Head of Finance
- Operations Co-ordinator

Making these appointment so early in the proceedings is a very definite strength of this centre. This has enabled programmes to be developed. There are for example arts development programmes in operation in Braunstone and Saffron Lane.

7.4.8 The Peepul Centre is exploring different ways of engaging effectively with communities and users. Whilst there is a need to have structure they wish to be able to use innovative methods to support developments within the centre. This has included the use of seminars and debates to inform arts education programmes.

7.4.9 The Peepul Centre intends to have a flat staffing structure with the Chief Executive being responsible for senior directors who in turn will have line management responsibility for staff in their discrete area.

7.4.10 Given that the Peepul Centre intends to be a centre of excellence there needs to be some working links made with Highfields Youth & Community

Centre. There is some shared learning to be had in particular in the approaches that the Peepul Centre wishes to take for community involvement. In addition there may need to be some joint programme development work which can take place, in particular in the arts and health curriculum areas.

## **7.5 Millennium Powerhouse**

7.5.1 Nationally this project seems to have most in common with the HYCC development. Based in the socially deprived and economically disadvantaged multi-ethnic community of Moss Side, Manchester, it grew out of the need to address significant social issues within the local community. Initially, the community had a very strong hold on the Powerhouse. However, in a relatively short time community involvement and influence have diminished and the community is now at best, consumer rather than provider of services. The parallel between the two initiatives is clear, the dangers sign-posted and the lessons that must be learnt, stark.

7.5.2 Housed within the Power House are a number of stakeholders who second their staff to the Powerhouse to deliver specific curriculum areas and priorities:

- Library Services
- Connexions
- Youth Services

7.5.3 Despite the range of services being delivered the Powerhouse lacked cohesion and focus. The service providers did not share a common vision and the stakeholders based in the Centre did not see beyond co-location. In our assessment of the situation, Powerhouse had a multi-disciplinary group of people working to deliver their organisation's objectives which

never became a multi-disciplinary team. Irrespective of the multiplicity of providers it needed to have its operational and strategic management locally accountable.

7.5.4 The powerhouse hosts a stakeholder group which enables all funders and key stakeholders to plan and review the development of the Centre. Within the Powerhouse young people have a clear voice. A youth council is supported and they have representation on the stakeholder group and on the Powerhouse Board. The Power House has the following facilities within it:

- Residential area
- Youth work area
- Café
- Sports Facility which includes sporting hall which doubles as a performance hall
- IT suite with multi arts facility
- Library suite

7.5.5 There is a centre manager who is line managed by the Youth Service. This post-holder is responsible for the strategic and operational management of the centre and reports to the Powerhouse Board on such matters. The Powerhouse's Board does not have Trust Status.

## **8.0 Breaking New Grounds**

8.1 At the commencement of the review the consultants were cautious about the possibility of finding a model elsewhere in the country that would be appropriate for Highfields. So far the evidence would suggest that a new model drawn from a range of other models might provide the best answer. Our analysis of the variety of models available indicates, there are great similarity between them. Although all the details are not yet included, our

knowledge of the different centres named would indicate they are not radically different to HYCC.

8.2 Conceptually, breaking new ground might not require the introduction of wholly new ideas. All the requirements for an innovative approach seem to be available to different degrees in the various models we investigated. Pragmatically, the governance arrangements for HYCC need to reflect the strategic thinking within Leicester City Council.

8.3 HYCC has the links with existing providers to become a primary centre in the locality. This is reflected in the degree of voluntary co-ordination of activities and issues which it undertakes currently. The adult education programme brochure provides a good example of that co-ordination. What is missing from it is a central strategy designed to ensure the availability of learning opportunities within carefully planned progression routes.

## **9.0 Staffing and management arrangements**

9.1 Within this section we will review the current staffing position of HYCC and assess its ability to deliver the future curriculum offer. We will also examine the range of services to be delivered and make recommendations for an appropriate staffing and management structure to deliver such high quality 'joined up' services.

### **9.2 CURRENT STAFFING POSITION**

9.2.1 The Community Learning Manager heads the Centre and is line managed by the Senior Community Learning Manager within the Lifelong Learning Division of Leicester City Council. The Community Learning Manager has a remit for development of services within the Highfields area. Currently

the CLM also acts as Head of Centre for HYCC and it is not clear yet whether this duality of role will continue. The future role and function of the Community Learning Manager is subject to a current review being undertaken by the Lifelong Learning Division. Initial information received outlined the intention to move towards the appointment of Area Managers with curriculum responsibility for Youth, Adult, and Early Years. We anticipate that the staffing structure within HYCC will be influenced by the outcome of this review.

9.2.2 HYCC's staffing structure is based on section leaders who are the direct reports of the Community Learning Manager. There are currently four sectors, Adult and Community Learning, Children and Youth, Information, Advice and Guidance, and Facilities and Support. However only three of the four sectors have a section leader. The Information, Advice and Guidance is line managed by the Community Learning Manager.

9.2.3 Section Leaders have line management responsibility for fulltime and part-time staff. They are also curriculum champions taking the lead on developments and new initiatives. See table below.

Post	Number of staff line manage	Total hours per week	FTE
Community Learning Manager	10	254.5	6.9
Community Learning Tutor (0.5)	6	100	2.7
Adult & Community Learning Tutor (0.5)	16	74	2
Playgroup Leader (30.5)	6	63	1.7
Crèche Leader	4	X	X
Youth Tutor	14	128	3.5
Highfields Compact Co-ordinator	9	61.5	1.7
After school Care Club Leader	2	31	0.8

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Facilities Manager (Temporary)	5	113	3
Acting Premises Officer	3	47.5	1.3

9.2.4 Both Youth Work and the Adult Education sectors have a high proportion of part time staff. This is evidenced by the fact that 62% of Adult Education staff hold part time contracts of less than 5 hours per week. Within youth work, part-time workers are more likely to build their hours by working across the different youth provision in the city. These have implications for the time that both the sector leaders and the CLM have to provide sufficient support and supervision for staff. This multiplicity of commitment causes a degree of inflexibility in terms of deployment and attendance at some staff development activities.

9.2.5 Whilst the CLM is based within HYCC the role has a wider remit. It is difficult to assess the impact of this wider role on the CLM. Clearly there is a need to balance managing a large team of staff with the provision of adequate leadership of developments within the Highfields area. Initial analysis of the information gathered suggests that there is a high percentage of 'gift' working and this has become a cultural norm within HYCC. This will have implications when it becomes necessary for existing teams members to be replaced for any reasons. 'Gift time' has been used to enhance the capacity of the HYCC team to deliver.

9.2.6 Within the current structure the CLM would not have the capacity to take on additional line management responsibilities of more staff. Were this to happen that would necessitate a shift in current line management arrangements, and a change in the culture and nature of support and supervision given to staff. Our analysis of the current arrangements suggests that greater management efficiency could be achieved through reduced duplication. Our reasons for arriving at this conclusion are fully explained below.

9.2.7 In our assessment there are areas of uncreative tensions within the current structure (See Appendix F for detailed analysis).

- The current structure has as its foundation the working practices of the CLM. In the absence of the CLM it is difficult to envisage how the current structure would continue to support itself or be self-perpetuating. There is a need to put in place a management and staffing structure that is more robust. One which is able to absorb change and is less susceptible to the absence of a key individual. This would improve its overall operational and strategic effectiveness and make its future more secured.

9.2.8 The staffing arrangements within HYCC have been developed to meet the needs of a centre with a large part-time delivery workforce. The current staffing arrangements within HYCC comprises of:

- Weekly programme planning and accounting for actual work done - mainly with fulltime staff
- Supervision sessions that on the whole take place on a needs led basis
- Monthly team meetings of fulltime and substantial part-time staff
- Annual joint staff and management committee training days
- Termly meetings for part-time adult education tutors
- Bi-annual meetings with part-time youth workers
- Termly meetings with part-time youth workers (Compact)
- Informal contact and observation of work
- Evaluation sheets
- Training meetings

9.2.9 Supervision arrangements for fulltime staff are structured and transparent. However, the position for part-time staff is less so. They are supported on a needs led basis through a variety of mechanisms which have been identified above.



9.2.10 Support processes within HYCC have developed a heavy reliance on 'collective or group supervision' to enable staff to be kept informed of new developments and emerging issues. This practice is indicative of the ratio of full time to part time staff and the nature of part time staff deployment. A result of this process is the strong team spirit and team identity which have emerged and that were referred to repeatedly. Where the opportunity for one to one supervision exists too much reliance is placed on 'working alongside Nelly or Teddy'.

9.2.11 Our assessment of the staffing arrangements led us to conclude that it lacks overall structure and consistency. Whilst there were evidence to suggest that within small teams it has provided benefits, it's general weakness will present major issues in an expanding team.

9.2.12 The Highfields & St. Matthews Area Youth Work Forum, the Lifelong Learning Cluster Team meetings, and the Adult Education Cluster meetings provide curriculum management and support for the section leaders within HYCC. The curriculum management for the Early Years sector is still at a formative stage. Relations with the Sure Start Highfields Partnership are developing.

### **9.3 Future service delivery arrangements**

9.3.1 There is an expectation both from existing users and staff and potential users that HYCC will provide a full range of services to the community. This they anticipate will include:

- a variety of opportunities which will appeal to and engage the different communities within Highfields,
- increased opportunities for local schools to enhance their curriculum, in particular, the development of sports and arts,
- access seven days per week, and
- increased opportunities to organise, house or facilitate community events

9.3.2 Of the discrete service delivery areas that will be offered within HYCC sports development is considered to be the most opportune. Community users and organisations welcome this initiative. Sports development is also the area most likely to foster tension in the centre's attempt to balance the needs of the community against its imperative to generate additional income.

9.3.3 In order for the centre to reach its potential and reduce possible areas of local conflict it needs to market its access strategy aggressively. It has a legacy of misperception which needs to be overcome. A number of people who participated in the consultation process expressed honestly held views that the centre is open only to particular groups within the local community. This position was not supported by the consultants analysis of the membership figures which are available in different though broad ethnic categories. As mentioned earlier, membership of the management committee reflected the same broadly based ethnic categories which are frequent users of the centre.

- 9.3.4 On the whole those who engaged with the consultation processes felt that the centre needs to encourage those communities or groups which might be psychologically distant from it. These include men, and recently settled communities.
- 9.3.5 In pursuing an inclusive agenda the centre needs to ensure that it does not get suckered in becoming the domain of any particular community group. Were that to happen it would undermine its current *modus operandi*, which gives opportunity to all who wish to use it through an open access process.
- 9.3.6 There is a need for the centre to be centrally involved in helping to build capacity within the local community. Particular attention should be given to enabling local people to become more involved in the democratic processes and to become self advocates. Development of local capacity should also include the ability to develop and deliver services. There is a need to develop a strategy for the skill development of local people to ensure that they have the option to become employed locally. Failure to engage in such developments could become a disincentive to local people if they see newly created jobs going to 'more skilled outsiders'.
- 9.3.7 The city council have already begun to develop skills initiative for local people. Perhaps the best example of this practice is represented by Braunstone Sports Development Project. Local people are being trained to become skilled operators who can be hired to run some or all aspects of the project when it is opened. Given the socio-economic issues inherent in both areas this approach seems ideally suited to some 'joined up thinking' within the city council.
- 9.3.8 The centre needs to develop a robust consultation mechanism for enabling users and non-users to identify the types and range of services

they would like. Whilst there is an outline programme for the new developments this needs to be revisited. The role of the development workers for the discrete areas will be key, and where funds are secured those workers need to be employed prior to the opening of the centre.

9.3.9 HYCC could develop as a 'one stop shop' or a 'community lifestyle campus'. Developments are already underway to provide a Connexions One Stop Shop within the Centre. There is a strength of belief that HYCC could act as a hub for social, community and economic development within Highfields. As part of the community lifestyle campus or hub, HYCC could provide support to satellite provisions within the area. In doing so it would enable HYCC to have lead role in particular curriculum areas. Information and advice seems an area in which it could have a primary role. Organisations see the success of the developments within HYCC as resting on the partnerships established and maintained by HYCC. There is, however, reticence by some organisations to become fully involved in local partnerships. Others want to draw from whatever partnership accounts which are opened without first making a deposit.

9.3.10 There are two key threats to developments within HYCC. First is the threat to smaller organisations if they are not seen within a satellite arrangement with HYCC. Potentially this could create hostility to HYCC with a numbers of voices raised in opposition. As alluded to above, there exists a strong perception of exclusion. Were this to be fuelled by any implicit threat to the viability of smaller organisations matters could become quite difficult for HYCC. The city council needs to make explicit its rationale for any changes in the portfolio of organisations it decides to support. Second is the possibility that the capital cost could rocket out of control thereby threatening the viability of the development. During this consultation period budgetary decisions were made which were likely to impact adversely on the service delivery strategy.

9.3.11 There needs to be investment in community outreach work, and some work undertaken with the Highfields Area Forum, Highfields Youth Work Forum, and Highfields Sure Start Partnership to begin to address issues of delivery.

9.3.12 The focus groups and the service delivery survey have yielded some areas for development for each of the discrete areas and they are highlighted below. We recommend that they are used to shape future service delivery arrangements.

#### **9.4 Services to Children**

- There is some confusion surrounding the service to three year olds and this will need to be addressed. Parents need to be made aware of what their choices are for early years education in the vicinity. Agencies need to work together to support parents in their choices. This may result in changes to current service delivery arrangements for the playgroup provision within HYCC.
- Increase in crèche access for those who wish to take part in courses within the Centre.
- Need to develop a 'shopper's crèche' to support parents who wish to take part in other activities within Highfields.
- Development of play and educational opportunities for children within Highfields, such as Tumble Tots, holiday provision, parent & children courses, support for working parents.
- Development of family learning opportunities, in particular, targeting grandparents within the communities.

### **9.5 Services to Young People**

- Safer environment for young people to meet
- Education opportunities such as drugs awareness, homework clubs, Career fairs, mentor sessions and history sessions
- Outreach counselling service provided in conjunction with Open Door Leicester
- Alternative education opportunities in conjunction with schools.
- Dedicated space for the Youth Council. The Youth Council are keen to increase their visibility and access within Highfields and welcome the opportunity to have a dedicated operational base within HYCC. The base forms part of an underpinning strategy to enable young people to take part in the decision making systems and structures within Highfields and the city. The Youth Council has a clear role to play in future governance arrangements for HYCC and within community empowerment/involvement processes within the city.
- Increased skill based opportunities through use of sports and arts facilities. This includes young people gaining qualifications and teaching/instructing other young people
- Targeted work with boys and young men, and girls and young women
- Targeted work with young adults, including adult education opportunities such as independent living courses, parenting courses
- Advice services for young people, such as health, Careers

### **9.6 Adult Education**

- Greater promotion of health opportunities
- Parenting classes
- Broader range and increased variety of learning opportunities
- HYCC have attempted to develop appropriate services with the influence of funding themes, and the demands within the community. This has meant that the current adult education programme has a strong emphasis on access based opportunities. Any new developments need to provide

increased opportunities for people to gain employment and/or to access HE opportunities.

### **9.7 Information & Advice**

- Counselling and advice sessions
- Increase in benefit and welfare advice
- Specialised advice service to recently settled communities

### **9.8 Community Development/Groups**

- Work with refugees within Highfields to provide community development opportunities.
- Development of community events

### **9.9 Community/Performance Art**

- Skill based opportunities with the intention of enabling local people to gain employment
- Community arts events to promote community cohesion
- Additional curriculum support and local resource for schools

### **9.10 Sports Development**

- The opportunities developed through sports are viewed as an avenue for men to access services within Highfields
- Support and enhance curriculum opportunities available within local schools
- Affordable opportunities for local people
- There is an expectation that HYCC will deliver services that are less focussed on sports as an access route and be more focussed on skill based developments

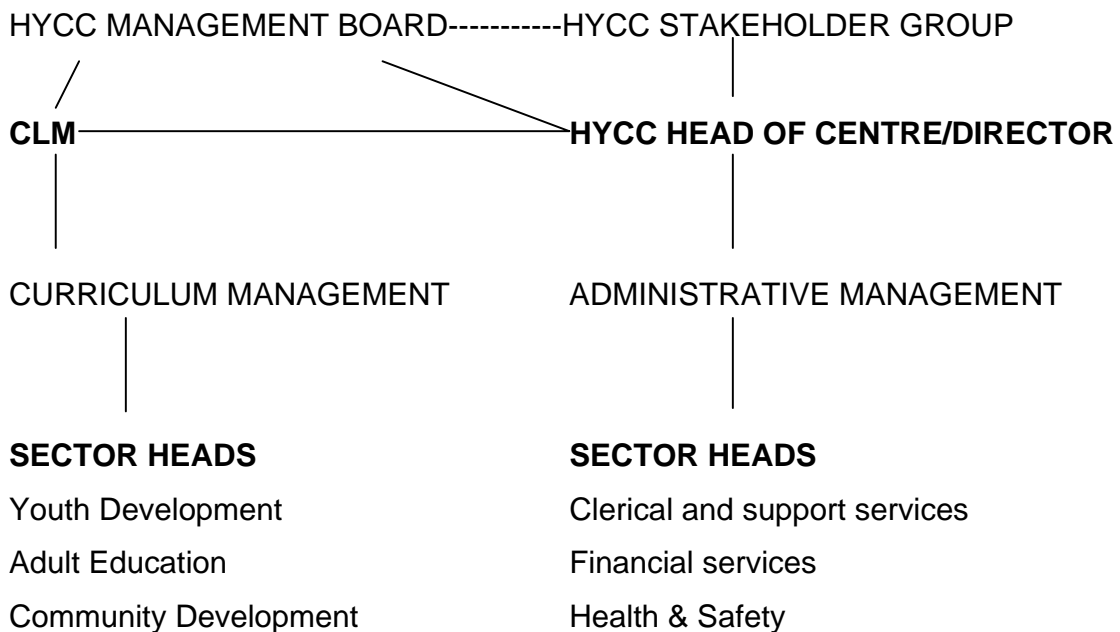
9.11 There needs to be a clear strategic leadership within HYCC. This has been one of the key areas of tensions within the Powerhouse, Manchester

and perhaps one of the key issues that has hindered the International Youth House, Leicester from developing its unique identity. The proposed management and staffing structure is therefore based on this learning.

9.12 It is crucial that the management and staffing arrangements are put into place as soon as possible. Once they are enabled to settle, governance of the centre can evolve around it with little impact on the service delivery and upon the staffing. The proposed management and staffing structure outlined below needs greater discussion, in particular the impact of the role of Area Managers. We are still unclear whether the Area Managers will have city wide or geographical responsibilities, whether their curriculum leads will be singular or multi faceted, and whether it will be one or more than one Area Manager with specific responsibilities for HYCC.

**PROPOSED MANAGEMENT & STAFFING STRUCTURE -**

**Overall structure**





Information & Guidance

Early Years

Sport Development

Arts Development

### **9.13 The HYCC Management Board**

9.13.1 Provides strategic direction for the centre and will consider the impact on and future needs of the Highfields area. The Board may feed into a locally based influencing committee – area committees.

9.13.2 The Board may have a number of curriculum focussed advisory/working groups. These groups could be shared groups with the Stakeholder Group.

9.13.3 The Board can have devolved or trust status responsibility. Under delegated responsibility it will have to draw up some local agreements for it to function as a strategic influencing body.

9.13.4 In the short to medium term the role of the Senior Community Learning Manager (CLM) or the successor post is key. What is needed is strategic management of the curriculum areas within HYCC. This might be the responsibility of a CLM with multi functional responsibilities for all the curriculum areas, or it becomes the responsibility of a number of CLM's with lead curriculum responsibility. What are the strengths and weaknesses? Currently within the Lifelong Learning Review there will be the development of curriculum specialist CLM – Youth, Adult and Early Years. Where does that leave broader community development in particular in relation to sports development and arts development within HYCC?

9.13.5 Sector Heads would be line managed directly by a CLM or the appropriate curriculum CLM. Sector heads would have responsibility for developing appropriate programmes, putting in place quality assurance measures, putting in place community links, and line management of their delivery teams, etc. Their outlook will be wider than the centre.

### **Stakeholder Group**

9.13.6 Comprises of all key stakeholders including community-based stakeholders. This group would have responsibility for performance management of services within HYCC. Its focus will be the centre itself. There should be clear delineation between the curriculum development within the centre and the operational management of the centre. The Stakeholder group will feed into other groups based in Highfields and beyond.

9.13.7 The Head of Centre/Director would have responsibility for implementing the strategic direction of the centre and providing operational management of the centre. This role will include the resources development of the centre. The relationship with the board needs to be the key. In Trust status or company limited by guarantee this post would be directly answerable to the board.

## **Appendix A**

The following local organisations were invited to take part in the consultation through involvement in the Focus Group or by responding to the service delivery survey:

1. African Caribbean Centre
2. Ajani Women and Girls Centre
3. Bangladeshi Youth & Cultural Shomiti
4. Belgrave Neighbourhood Centre
5. Bridge Junior School
6. Centre for Parents and Children
7. Charnwood Health Centre
8. Charnwood Primary School
9. Community & Economic Development Action Group
10. Connexions Leicester Shire
11. Crown Hills Community College
12. Eastern Leicester Primary Care Trust
13. Family Service Unit
14. Foundation Housing Association
15. Green Lane School
16. HAZ Leicestershire Health
17. HART
18. Health Promotion Agency
19. Highfields Adventure Playground
20. Highfields Job Centre
21. Highfields Library
22. Highfields Primary School
23. Highfields Sure Start
24. HITSLINK
25. Judgemeanow Community College

26. LAYA
27. Leicester Adult Education College
28. Leicestershire Police
29. Linwood Centre
30. Medway Community Primary School
31. Medway Community School
32. Mental Health Shop
33. Moat Community College
34. Open Door Leicester
35. Pakistan Forum Leicester
36. Pakistani Youth & Community Association
37. Nirvana
38. Red Kite Nursery
39. Refugee Action
40. Shama Women's Centre
41. Sacred Heart Primary School
42. Shenton Primary School
43. Somali Education Centre
44. Somali Information and Advice Centre
45. Sparkenhoe Community Primary School
46. Spinney Hill Primary School & Community Centre
47. St. Marks Youth Centre
48. St. Matthews Tenants Association
49. St. Matthews Neighbourhood Centre
50. St. Peters Health Centre
51. St. Peters Tenants Association
52. St. Saviours Neighbourhood Centre
53. Taylor Road Primary School
54. Uplands Infant School
55. Uplands Junior School
56. Wesley Hall Community Education Project

and, Community based workers:

57. Community Development Officer
58. Community Health Liaison Worker
59. Somalian Development Worker

## **Appendix B**

The following citywide organisations were invited to take part in the consultation through responding to the service delivery survey:

1. Leicester City Council, Economic Development, Park & Sports
2. Leicester College
3. Leicester Racial Equality Council
4. Leicester Racial Equality and Sports Project
5. Refugees and Asylum Seekers Advice Project
6. VAL Leicester Active Community Centre
7. University of Leicester
8. University of Leicester Institute of Lifelong Learning
9. De Montfort University
10. Leicester LIFT
11. Health Promotion Agency
12. Haymarket Theatre
13. Business Link
14. Government Office East Midlands
15. Leicestershire County Council, Community Services
16. Leicestershire Economic Partnership
17. Leicester Regeneration Company

## **Appendix C**

Interviews were undertaken with the following post-holders.

1. Head of Regeneration, Leicester City Council
2. Assistant Director Parks & Sports, Leicester City Council
3. Sports Development Manager, Leicester City Council
4. Corporate Director of Cultural Services & Neighbourhood Renewal, Leicester City Council
5. Director of Community and Lifelong Learning, Leicester City Council
6. Principal Officer (Adult), Leicester City Council
7. Principal Officer (Early Years), Leicester City Council
8. Arts Director, Peepul Centre
9. Senior Community Learning Manager, Leicester City Council
10. Community Learning Manager, Leicester City Council

## **Appendix D**

Focus Group Discussion were held with members of

1. Highfields Area Forum
2. Highfields Youth & Community Association Management Committee/Council
3. Highfields Youth Council
4. Staff/volunteers employed within Highfields Youth & Community Centre



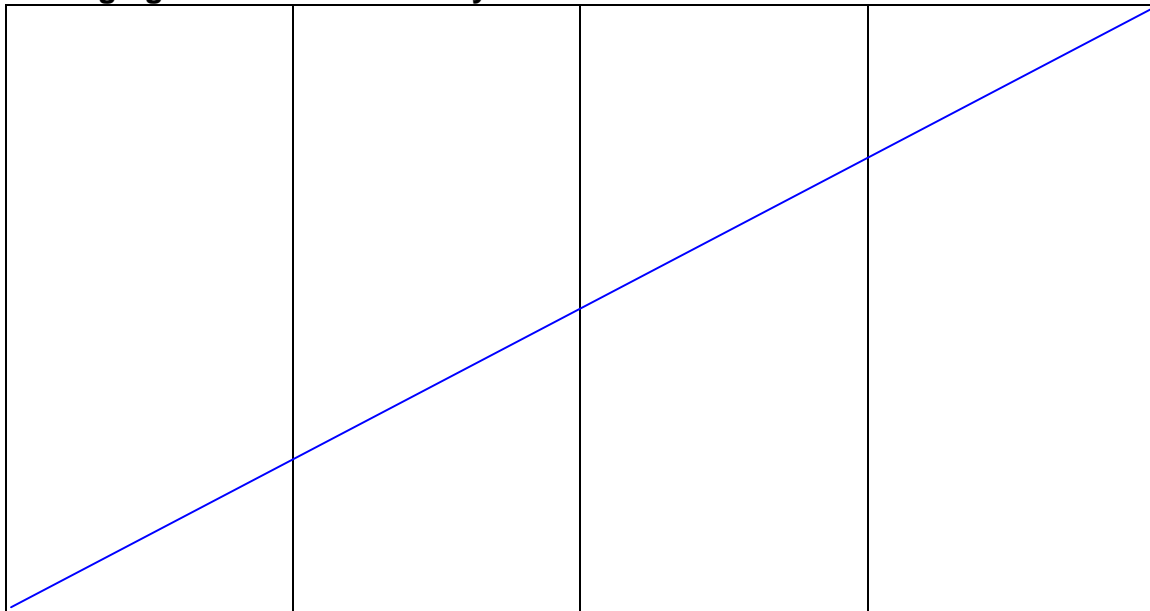
## Appendix E

### Diagrammatic representation of the Community Empowerment Model

**Local Authority** —————→→

It is important for the authority to recognise that its level of direct control reduces over time but in a planned way. This reduction in control should not be seen as a loss of influence but as an increase in the community's capacity to manage. There must be shared responsibility for the movement between phases.

#### **Changing role of local authority**



**Changing role of community organisation**

The community organisation needs to recognise that it is working towards the same end as the local authority. In achieving greater responsibility for strategic planning and service delivery it is performing the important function of community empowerment rather than seizing its liberation. The responsibility for the successful transition of roles and responsibility is shared with the authority.

**Community Organisation** —————→→

**Appendix F**

**Staffing structure and arrangements**

**Content**

Section A	Staffing Structure
Section B	Staffing Arrangements
Section C	Overall findings and areas for development

## SECTION A

### STAFFING STRUCTURE

- A1 The Community Learning Manager heads the Centre and is line managed by the Senior Community Learning Manager. The Community Learning Manager has a wider remit beyond the developments within Highfields Youth and Community Centre. The key role is the development of services within Highfields area. The future role and function of the Community Learning Manager is awaiting the review by the local authority.
- A2 The staffing structure within HYCC is based on section leaders who report and are line managed directly by the Community Learning Manager. There are currently four sectors (Adult and Community Learning, Children and Youth, Information, Advice and Guidance, and Facilities and support). However only three of the four sectors have a section leader. The Information, Advice and Guidance is overseen and line managed by the Community Learning Manager.

Post	Number of staff line manage	Total hours per week	FTE
Community Learning Manager	10	254.5	6.9

### A3 Findings

- A3.1 The current structure enables the CLM to have hands on knowledge of all the section areas. However, with the increase in section areas to include sports development and community arts maintaining the existing structure will be difficult. There is no capacity for the CLM to take on additional line management responsibility of staff without a change in the existing line management structure.
- A3.2 The Community Learning Manager has responsibility for all staff within the Information, Advice, and Guidance section. To alleviate some of the responsibilities of the CLM this section needs to have an appointed section head. This does not need to be a creation of an additional post, but could be negotiated into an existing post. The post of Information and Advice Tutor could take on line management responsibility for the Information and Advice Worker, and the 2 Guidance Officer posts. The cost implications will need to be considered.
- A3.3 The rationale as to why the Area Link Worker (Early Years) is line managed by the CLM is unclear, and we can only conclude that it is based on appropriateness and capacity. There are benefits in the Early Years

having a section leader. The Area Link Worker (Early Years) could then be overseen by the Section Leader for Early Years (see A6.1).

**A4 Adult and Community Learning, which includes Early Years**

A5 Two job share posts head this section and they are line managed by the Community Learning Manager. The Community Learning Tutor has responsibility for the Early Years staff, and shared responsibility for the adult education tutors. The Adult & Community Learning Tutor has responsibility for the adult education tutors.

Post	Number of staff line manage	Total hours per week	FTE
Community Learning Tutor (0.5)	6	100	2.7
Adult & Community Learning Tutor (0.5)	16	74	2
Playgroup Leader (30.5)	6	63	1.7
Crèche Leader	4	X	X

**A6 Findings**

A6.1 The Crèche Leader, Deputy Playgroup Leader and the Playgroup Assistant are jointly supervised by the Community Learning Tutor and the Playgroup Leader. Whilst there is a role for the Community Learning Tutor in having overall responsibility for this section, the line management and supervision arrangements could be through the Playgroup Leader. With the increase in staffing within this section there might be some mileage in developing a Fulltime Early Years Worker who would have the coordinating responsibility for all of Early Years. This could be made possible through the change in role of the Playgroup Leader to Early Years Development Worker. The cost implication would be an increase in hours from 30.5 hours to 37 hours (Increase cost of approx. £3000.00 per annum).

A6.2 10 of the 16 adult tutor workforce work between 2 and 4 hours per week. Like most adult education institutions there is a heavy reliance on part-time tutors. The increases in adult education opportunities needs to be measured with the capacity of the two community tutors to line manage additional staff. With the development of the Early Years Development Worker post this should provide some space for the community Tutors to take on responsibility for additional staff. This might include Tutors employed within the Arts development.

**A7 Children and Youth, which includes after-school provision, and Highfields Compact**

A8 The posts of Youth Tutor and Highfields Compact Co-ordinator are line managed by the Community Learning Manager. The Youth Tutor has responsibility for part-time and sessional youth workers, and all of the staff within the after school care club team. The Youth Tutor shares line management responsibility for two of the after school care club staff with the After School Care Club Leader. The Youth Tutor shares line management of the Compact Co-ordinator with the CLM.

Post	Number of staff line manage	Total hours per week	FTE
Youth Tutor	14 – 1 x F/T, 1 x 0.5, & 12 sessional	128	3.5
Highfields Compact Co-ordinator	9 – 1 x 0.5, 8 x sessional	61.5	1.7
Afterschool Care Club Leader	2	31	0.8

**A9 Findings**

A9.1 The existing structure supports a great deal of duplication in relation to line management and supervision responsibilities of staff within this section. In addition to what has been outlined above three of the part-time youth workers are jointly supervised by the Youth Tutor and the Compact Co-ordinator. It is unclear whether the level of joint support and supervision of staff is intentional or due to the way things have developed with staff taking on different roles within the centre.

A9.2 However, some level of rationalisation needs to take place to enable those with responsibility for staff to make the best use of their time, and provide effective support and supervision. As such we suggest the following changes:

- The posts of Deputy After School Care Club post and Assistant After School Care Club post be line managed by the Leader- After School Care Club.
- The post of Girls and Young Women Development Worker be line managed by the Youth Tutor.

A9.3 The existing structure has capacity to support developments for children and young people.

## A10 Facilities and Support Services

A11 The Facilities Manager shares line management responsibility of two staff with the Acting Premises Officer. There is currently only one clerical assistant. The Facilities Manager takes on some clerical support work and front of house work within the existing structure.

Post	Number of staff line manage	Total hours per week	FTE
Facilities Manager (Temporary)	5 – 2 x F/T, 3 x various hours	113	3
Acting Premises Officer	3 x various hours	47.5	1.3

## A13 Findings

A13.1 The team is a small team and will need to be expanded to meet the demands of an expanding centre.

A13.2 The role of Facilities Manager is key. This post should provide the internal and structural support for the every day running of the centre itself. This includes the coordination of the booking and use of space. It needs to include Finance and provide day-to-day support in relation to finance to the Head of Centre.

## A14 Suggestions for a way forward

Suggestions for a way forward	Cost	Benefits
Post of Information and Advice Tutor is changed to take on section Leader responsibility for the Information, Advice and guidance section	Incremental raise	Reduction of line management responsibility for the CLM by 2FTE  Increased capacity for the CLM to take on responsibility for Sports development and/or Arts development sections
Post of Playgroup Leader is changed to Early Years Development Worker who would have the coordinating responsibility for all of Early	Increase hours to 37 and possible incremental raise	Reduction of line management responsibility for the CLM by approx. 0.5FTE

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Years. This post could take on line management of the Area Link Worker (Early Years)	(3,000.00)	Reduction of line management responsibility for the Community Learning Tutors by approx. 2FTE  Increased capacity for the Community Learning Tutors to take on responsibility for additional tutors
The posts of Deputy After School Care Club post and Assistant After School Care Club post be line managed by the Leader- After School Care Club	Within existing budget as this already takes place	Reduction of line management responsibility for the Youth Tutor by 0.8FTE  Increased capacity for the Youth Tutor to take on responsibility for additional staff
The post of Girls and Young Women Development Worker be line managed by the Youth Tutor	Within existing budget as this already takes place	Reduction of line management responsibility for the Compact Co-ordinator by 0.5FTE  Increased capacity for the Compact Co-ordinator to take on responsibility for additional staff
The role of the Facilities Manager be refocused to provide day to day oversight of the running of the centre	Increase in clerical and front of house support line managed directly by the Facilities Manager	Increased capacity to manage the operations of a large centre

## **SECTION B**

### **STAFFING ARRANGEMENTS**

- B1 The current staffing arrangements comprises of:
- Weekly programme planning and follow up sheet for fulltime staff
  - Supervision sessions that on the whole take place on a needs led basis
  - Monthly team meetings of fulltime and substantial part-time staff
  - Annual joint staff and management committee training days
  - Termly meetings for part-time adult education tutors
  - Bi-annual meetings with part-time youth workers
  - Termly meetings with part-time youth workers(Compact)
  - Informal contact and observation of work
  - Evaluation sheets
  - Training meetings
- B2 **Supervision arrangements**
- B2.1 Overall staff feel that the current supervisory arrangements provide excellent to good support to staff and enables staff to develop their practice. The key strengths of the existing arrangements are:
- Good informal networks
  - Good relationships developed with staff
  - Strong culture where staff can develop their ideas and training needs
  - Opportunity to share information in an informal way
  - Open door policy
  - Opportunity to sign off and comment on work programme sheets
  - Daily contact with staff
  - All staff are able to meet and be involved in decision-making
- B2.2 However there are key tensions and issues with the existing arrangements:
- On the whole supervision takes place on an ad-hoc basis, and on a needs led basis. There is no evidence of policy directive or guidance that supports supervision practice within the Centre.
  - Meeting with and providing regular supervision of part time staff is difficult and as a result there is a heavy reliance on team meetings to inform and provide support to staff.
  - Due to the shift pattern of working for the premises officers it is difficult to provide regular supervision. Support therefore takes place on a needs led basis.



- There is no rationalisation of the supervisory relationship with those staff that hold a number of sessional based contracts within HYCC. This is particularly so for some staff within the youth sector within HYCC.

### **B3 Team meetings**

- B3.1 Team meetings are held regularly within each of the sector areas. Team meetings for fulltime and substantial staff within HYCC take place once a month. The meetings of the adult tutors and the youth workers (Compact) take place once a term. The meetings of the youth work team and the afterschool care team take place twice a year. The meetings of the under fives workers takes place once a month.
- B3.2 Team meetings serve a number of purposes as the list below highlights:
- to share information
  - to introduce new staff
  - to provide the opportunity to discuss issues
  - to provide the opportunity for training
  - to evaluate and plan
  - to team build
  - to provide support and staff appraisal
- B3.3 There is two-way flow of information between the sector team meetings and the meetings of all fulltime and substantial part-time staff. There is reliance upon the sector heads to ensure that this two-way flow of information takes place.
- B3.4 Overall staff value the informality of the support given to them, and value the time together at team meetings. The key strengths of the team meeting arrangements are:
- Staff feel able to participate and contribute
  - There is a regular cycle of meetings for fulltime and substantial part-time staff
- B3.5 The tensions and issues in relation to team meeting arrangements are:
- Meetings for fulltime staff leaves little opportunity for staff to discuss and critically appraise their work with their colleagues
  - There needs to be greater balance between information sharing and enabling staff to understand and discuss some of the wider issues in relation to lifelong learning and community development/curriculum issues

## **SECTION C**

### **C1 OVERALL FINDINGS**

- C1.1 The current staffing arrangements and structure leaves little scope for taking on additional staff without the need to reduce the current line management responsibilities of the Community Learning Manager.
- C1.2 With the development of Early years and sure start within Highfields there is the scope to explore and enable the early years sector to have a functional relationship with representatives from its sector in the same way that the youth service provision has a functional/professional relationship with the local authority youth service.
- C1.3 There is capacity to expand the adult learning sector. However this is dependent on the development of an Early Years section leader. There is a need for the adult education sector to develop new initiatives. It will need to have the time to broaden provision beyond access and entrance based opportunities, broaden the access to include newly settled communities, provide support and guidance to the sports and arts area in relation to developing skill based programmes.
- C1.4 The internal support arrangements to the centre will need to be strengthened. In particular the centre will require a post responsible for the daily operations of the centre, and will carry a health and safety responsibility. This post will also need to have responsibility for setting up and monitoring the bookings systems, including the finances. The clerical and front of house support will need to be strengthened to reflect a provision which will include increased general public access, in particular for the sporting opportunities.
- C1.5 The support and supervision arrangements need to be strengthened. Currently arrangements are informal and work well because of the small team and the close working environment of the staff. However this will change significantly, and appropriate support and supervision arrangements need to be put in place. It is not clear as to what the processes are for staff development and monitoring and evaluation of work by staff. There are some systems in place but this is inconsistently applied within the different sectors.
- C1.6 Whilst there is a feel of family support and development within HYCC the structure of support and supervision is not clear. There are no quality indicators by which supervision and staffing arrangements can be monitored and evaluated.

## **C2 KEY AREAS FOR DEVELOPMENT**

- C2.1 In the short term as HYCC recruits and inducts new staff there needs to be in place a clear management structure with transparent lines of accountability. As part of this transparent structure the existing line management responsibilities of the CLM needs to be reduced to accommodate a growth in staffing.
- C2.2 Supervision arrangements need to be put into place within each of the sector areas, and where possible peer or group supervision invested in.
- C2.3 Equally there needs to be more structured approach to Team meetings and training opportunities linked to performance monitoring.
- C2.4 There needs to be as a priority investment in the front of house provision in particular adequate clerical support and premises officer support.