



Meeting of the

HUMAN RESOURCES COMMITTEE

Tuesday, 20 December 2005 at 6.00 p.m.

A G E N D A

VENUE

Room M72, 7th Floor, Town Hall, Mulberry Place, 5 Clove Crescent,
London, E14 2BG

Members:	Deputies (if any):
Chair: Councillor Betheline Chattopadhyay Vice-Chair: Councillor Helal Abbas	
Councillor Rajib Ahmed Councillor Timothy O'Flaherty Councillor Helal Rahman	Councillor Janet Ludlow, (Designated Deputy for Councillors Tim O'Flaherty and Rajib Ahmed) Councillor Martin Rew, (Designated Deputy for Councillors Tim O'Flaherty and Rajib Ahmed) Councillor Marian Williams, (Designated Deputy for Councillors Tim O'Flaherty and Rajib Ahmed)

[Note: The quorum for this body is 2 Members].

If you require any further information relating to this meeting, would like to request a large print, Braille or audio version of this document, or would like to discuss access arrangements or any other special requirements, please contact: Rebecca Arnold, Democratic Services, Tel: 020 7364 4651, E-mail: rebecca.arnold@towerhamlets.gov.uk

LONDON BOROUGH OF TOWER HAMLETS

HUMAN RESOURCES COMMITTEE

Tuesday, 20 December 2005

6.00 p.m.

1. APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2. DECLARATIONS OF INTEREST

To note any declarations of interest made by Members, including those restricting Members from voting on the questions detailed in Section 106 of the Local Government Finance Act, 1992.

Note from the Chief Executive

In accordance with the Council's Code of Conduct, Members must declare any **personal interests** they have in any item on the agenda or as they arise during the course of the meeting. Members must orally indicate to which item their interest relates. If a Member has a personal interest he/she must also consider whether or not that interest is a **prejudicial personal interest** and take the necessary action. When considering whether or not they have a declarable interest, Members should consult pages 181 to 184 of the Council's Constitution. Please note that all Members present at a Committee meeting (in whatever capacity) are required to declare any personal or prejudicial interests.

A **personal interest** is, generally, one that would affect a Member (either directly or through a connection with a relevant person or organisation) more than other people in London, in respect of the item of business under consideration at the meeting. If a member of the public, knowing all the relevant facts, would view a Member's personal interest in the item under consideration as so substantial that it would appear likely to prejudice the Member's judgement of the public interest, then the Member has a **prejudicial personal interest**.

Consequences:

- If a Member has a **personal interest**: he/she must declare the interest but can stay, speak and vote.
- If the Member has **prejudicial personal interest**: he/she must declare the interest, cannot speak or vote on the item and must leave the room.

When declaring an interest, Members are requested to specify the nature of the interest, the particular agenda item to which the interest relates and to also specify whether the interest is of a personal or personal and prejudicial nature. This procedure is designed to assist the public's understanding of the meeting and is also designed to enable a full entry to be made in the Statutory Register of Interests which is kept by the Head of Democratic Renewal and Engagement on behalf of the Monitoring Officer.

	PAGE NUMBER	WARD(S) AFFECTED
3. UNRESTRICTED MINUTES		
To confirm as a correct record of the proceedings the unrestricted minutes of the meeting of the Personnel Committee (now renamed the Human Resources Committee) held on 30 th June 2005.	1 - 4	
The following reports were not available in time to dispatch the agenda five clear days prior to the meeting. The Committee are requested to formally agree to admit the items to the agenda for the reasons for urgency stated in paragraph 1 of each report.		
4. APPOINTMENT OF THE DIRECTOR OF ADULT SERVICES (HRC004/056)	PAGE NUMBER 5 - 12	WARD(S) AFFECTED All Wards
5. ORGANISATIONAL ARRANGEMENTS FOR CHILDREN'S SERVICES (HRC005/056)	13 - 30	All Wards

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LONDON BOROUGH OF TOWER HAMLETS

PERSONNEL COMMITTEE

30th JUNE 2005

At a meeting of the **PERSONNEL COMMITTEE** held on **THURSDAY 30th JUNE 2005** at the **TOWN HALL, MULBERRY PLACE, 5 CLOVE CRESCENT, LONDON E14 2BG** at **7.00 p.m.** in **ROOM M72.**

Members Present

Councillor Betheline Chattopadhyay (Chair)
Councillor Helal Abbas
Councillor Helal Rahman
Councillor Tim O'Flaherty
Councillor Rajib Ahmed

Officers Present

Ms Christine Gilbert	(Chief Executive)
Ms Cara Davani	(Service Head, Human Resources)
Mr Mark Keeble	(Interim Head of Human Resources Strategy)
Ms Rebecca Arnold	(Principal Committee Officer)

1. Election of Vice-Chair for the 2005/06 Municipal Year

RESOLVED

That Councillor Helal Abbas be elected Vice-Chair of the Personnel Committee for the 2005/06 Municipal Year.

2. Apologies for Absence

None were received.

3. Declarations of Interest

None

4. Unrestricted Minutes

The minutes of the meeting of the Personnel Committee held on 20th April 2005 were agreed as a correct record of that meeting and signed by the Chair.

5. Report of the Head of Democratic Renewal & Engagement

5.1 Personnel Committee Terms of Reference (Report Number PC001/056)

The Committee received a report of the Head of Democratic Renewal & Engagement which set out the Committee's terms of reference for information.

The Chair moved and it was

RESOLVED

That the Terms of Reference of the Personnel Committee be noted.

6 Report of Director of Resources

6.1 Terms and Conditions of Employment and Employee Handbook (Report Number PC002/056)

The Committee received a report of the Director of Resources which presented revised, draft terms and conditions of employment for new employees and an updated draft employee handbook for approval.

Several Members commented on the comprehensive nature of the new handbook and praised officers for their hard work in compiling it.

Arising from discussion on the handbook, a Member suggested that officers look at ways to further encourage staff to travel by bicycle.

With regard to the revised terms and conditions of employment, the Chief Executive requested that paragraph 10 be clarified to make it clear that members of staff were required to give either one month's notice or three months, as relevant.

At the conclusion of the discussion the Chair moved and it was

RESOLVED

That:

- 1) Subject to the resolution of the query set out above in relation to paragraph 10 of the document, the draft terms and conditions of employment be approved, as set out in the report (PC002/056) for use for all new starters with effect from 1st August 2005; and
- 2) The draft employee handbook be approved, as set out in the report (PC002/056) to replaced the existing version.

7. Report of the Chief Executive

7.1 Role of Deputy to the Chief Executive (Report Number PC003/056)

The Committee received a report of the Chief Executive regarding the deputising arrangements for the Chief Executive and the re-designation of the posts of Adviser to the Chief Executive and Chief Legal Officer.

Following the introduction of the report by the Chief Executive, the Chair Moved and it was

RESOLVED

That

- 1) A formal deputising arrangement for the Chief Executive be established and this role be delegated by the Chief Executive to a member of the Corporate Management Team on a 2 year rotating basis, this would be reviewed after one year in the first instance;
- 2) The arrangement set out at (1) above be put in place on a trial basis with effect from 1 September 2005 until the end of December 2006 and the role be undertaken during this time by the Corporate Director (Social Services);
- 3) For clarity, the post of Adviser to the Chief Executive be re-designated to Assistant Chief Executive; and
- 4) As recommended by the recruitment consultants, the title Chief Legal Officer be changed to Assistant Chief Executive (Legal Services).

8. Any Other Business the Chair Considers Urgent

There was no other business or any exempt business on the Agenda for this meeting.

Close of Meeting: 7.15 p.m.

Councillor Betheline Chattopadhyay
Chair: Personnel Committee

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Agenda Item 4

COMMITTEE	DATE	CLASSIFICATION	REPORT NO.	AGENDA ITEM
Human Resources Committee	20 th December 2005	Unrestricted	HRC004/056	
REPORT OF: Christine Gilbert, Chief Executive		TITLE: Appointment of Director of Adult Services		
ORIGINATING OFFICER(S): Mark Keeble, Acting Head of Human Resources Strategy				

1. INTRODUCTION/SUMMARY

- 1.1 Following amendments to the Local Authority Social Services Act (1970), the Council has a statutory duty to appoint a chief officer with responsibility for the provision of adult social services. The Council proposes to appoint a Director of Adult Services who will assume these statutory duties from January 2006. Therefore, it is a matter of urgency the Council establish and appoint to this post to enable these duties to be assumed and support the wider implementation of the Council's new management structure for Children's Services.

2. RECOMMENDATIONS

- 2.1 That the Human Resources Committee agrees to establish the post of Director of Adult Services from January 2006.

3. BACKGROUND

- 3.1 In addition to placing a statutory requirement on local authorities to appoint a Director of Children's Services, the Children Act (2004) also made an amendment to the Local Authority Social Services Act (1970). This amendment requires authorities to appoint a Director of Adult Social Services who will be responsible for the delivery of social services functions other than those for which the Director of Children's Services is responsible.

Local Government Act, 2000 (Section 97)

List of "Background Papers" used in the preparation of this report

Children Act (2004)
Local Authority Social Services Act (1970)
Department of Health Draft Guidance on the role of the Director of Adult Social Services (2005)
Carers Act (2004)

Mark Keeble
Town Hall, Mulberry Place
Telephone 020 7364 4789

- 3.2 The Department of Health issued draft guidance on the role of the Director of Adult Social Services in March 2005. In February 2005, the Government also issued the Green Paper *Independence, Wellbeing and Choice; Our vision for the Future of Adult Social Care in England*. Responses to this paper, which have recently been published, indicate that the post of Director of Adult Social Services may be renamed Director of Adult Services to better reflect the range of services the role will be allocated. The Government is not intending for the guidance to be statutory. The aim is to issue best practice guidance to give authorities the scope and flexibility to adopt an approach that reflects local needs, provided the role retains sufficient focus on the needs of its adult client group. Our work on the best value review of older people already emphasises the value of a broader vision rather than a narrower focus on social care which, of course, still remains of vital importance. This report therefore proposes the establishment of a post with the broader range of responsibilities.
- 3.3 The Council's Corporate Director, Children's Services, was appointed in September 2005 and is currently leading on the establishment of a new Directorate of Children's Services in the Council. As is evident from another report on the agenda at this meeting, consultation is now imminent on the Service Head structure necessary to support Children's Services and it is appropriate to consider the place of Adults Services. Although the role of Director of Adult Services is ongoing, I do not envisage a separate Adult Services directorate is sustainable in the medium to longer term. However, a radical corporate re-organisation of directorates is not appropriate at this current time and would be likely to de-stabilise and slow progress. Furthermore, we have yet to assess the organisational implications of our Local Area Agreement and the emerging health and well-being strategy that will be considered by Members early in 2006. Whatever organisational structure is agreed in 2006, it will require a statutory chief officer with adult social care responsibilities.

4. ROLE AND RESPONSIBILITIES OF THE DIRECTOR OF ADULT SERVICES

- 4.1 The Council's Director of Adult Services will ensure a co-ordinated approach is taken to meeting the needs of adults in a similar way to that expected from the Director of Children's Services in ensuring the needs of all children and young people are met. The draft guidance outlines seven key aspects to the role, these are:
- accountability
 - professional leadership
 - leading the implementation of standards
 - managing cultural change
 - promoting local access and ownership and driving partnership working

- delivering an integrated whole systems approach to supporting communities
- promoting social inclusion and wellbeing.

4.2 The requirements of the statutory role will entail establishing clear lines of responsibility, a heavy investment in working with partners and ensuring the social care needs of adults are given appropriate emphasis. Adult users of social care are defined as people aged eighteen or over with assessed social care needs and may include:

- people with physical frailty due to ageing
- people with physical disabilities
- people with sensory impairment
- people with learning disabilities
- people with mental health needs (including mental frailty due to old age)
- people with long term medical conditions requiring social care in addition to health care
- people who misuse substances
- asylum seekers.

4.3 The Director of Adult Services will play a key role in ensuring the different providers of services to adults deliver them to meet the needs of individuals s/he will champion the needs of adults across organisational boundaries. This will involve working particularly closely with a range of partners including housing services and associations, primary care and mental health trusts. The Director will need to play a leading role in the Tower Hamlets Partnership and the Local Area Agreement will provide an important framework for ensuring the needs of service users are met effectively.

4.4 There is an expectation that as a statutory chief officer, this post will be a senior one within the Council. The Council's Director of Adult Services will therefore be a member of the Corporate Management Team and will be expected to play a leading role corporately across the Council. The post will report to the deputy to the Chief Executive but as a statutory officer will also have a direct relationship with the Chief Executive. It is envisaged that the post will work particularly closely with the Corporate Director, Children's Services, to ensure information about adult services is provided to young people as they make the transition from childhood to adult life. The Director of Adult Services will also be responsible for ensuring adult social services are compliant with the Carers Act 2004.

5 APPOINTING A DIRECTOR OF ADULT SERVICES

5.1 Given the similarities between the proposed role of Director of Adult Services and the current Service Head, Adult Service post, it is expected that the post holder will be assimilated into the new role. This

will be confirmed once a matching exercise has been completed in accordance with the Council's Handling Organisational Change Procedure, the results of which be reported to Human Resources Committee. It is anticipated that the new post would become operational from January 2006.

- 5.2 A draft job description and person specification are attached as Appendix 1.

6. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 6.1 The cost of appointing a Director of Adult Services will be contained within existing budgets.

7. CONCURRENT REPORT OF THE CHIEF LEGAL OFFICER

- 7.1 The report sets out the requirement for the Council to appoint a Director of Adult Social Services in accordance with the requirements of the Local Authority Social Services Act (1970) following its amendment by Children Act (2004).

8. EQUAL OPPORTUNITIES IMPLICATIONS

- 8.1 The Government's Green Paper on *Independence, Wellbeing and Choice* sets out the vision for the future provision of adult social care services. Appointing a Director of Adult Services will assist in tackling the social exclusion faced by adults with social care needs, for example, those that are disabled, have mental health needs and asylum seekers.

9. ANTI-POVERTY IMPLICATIONS

- 9.1 The delivery of high quality services to adults will help to ensure they can continue to participate or enter the labour market. Increasing levels of employment amongst adults, particularly those who are disabled, will make a direct contribution to the prosperity of the local area.

10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

- 10.1 No direct implications for environmental sustainability.

11. RISK ASSESSMENT

- 11.1. If the Council does not appointment a Director of Adult Services then it will fail to meet a statutory requirement. The action in this report mitigates this risk.



DRAFT		JOB DESCRIPTION
Post Title: Director of Adult Services	Post No:	Grade: CO
Directorate: Adult Services	Service: Adult Services	Section: Not Applicable
Responsible to:	The Deputy to the Chief Executive, but will also have a direct relationship with the Chief Executive and as such will be a member of the Corporate Management Team	
Responsible for:	Adult Services	
Purpose of the job:		
<ol style="list-style-type: none"> 1. To accelerate the rate of progress in Tower Hamlets by driving forward change, both inside and outside the Council, so that a culture of continuous and ambitious improvement becomes embedded and improves the quality of life for those living and working in Tower Hamlets. 2. To direct and co-ordinate the work of Adult Services and provide strategic direction and leadership on matters relating to Adult Services. 3. To be the responsible and accountable officer for development of policy and strategy on all matters relating to Adult Services. 		
Major duties and responsibilities		
<ol style="list-style-type: none"> 1. To lead, manage and take overall responsibility for the work of Adult Services functions by providing professional leadership that ensures the services provided are continuously monitored and reviewed so that they are of the highest quality and the overall role of Adult Services functions is consistently achieved 2. To develop and ensure the effective delivery of innovative strategies and policies in order to meet local needs and aspirations. 3. To be responsible for the delivery of social services functions listed under the Local Authority Social Services Act 1970 in respect of adults and ensure that adult social services comply with the requirements of the Carers Act 2004. 4. To ensure that clear protocols are in place to deal with adults identified as being at risk, that staff are aware of these and that the Adult Protection Committee operates effectively. 5. To promote the personalisation of services and the wellbeing of all adults with social care needs. 6. To work closely with the Director of Children's Services to support young people to make the transition to adult life. 7. To ensure high professional standards of practice and performance in all areas of the service. 8. To be responsible for the Adult Services budget, ensuring effective commissioning strategies are in place in the interests of effective service provision, achieving value for money within the best value framework. 9. To support, and perform at the highest levels, in the performance assessment process run by the Commission for Social Care Inspection. 10. To work closely with housing and other community service providers, primary care and mental health trusts to ensure that services are developed that meet the need to all adults with social care needs. 11. To ensure that service developments are properly planned and that delivery is facilitated through the public, private and community sectors through strong and effective partnerships. 12. To advise the Chief Executive on all issues relating to the quality and development of Adult Services in the borough and to give information and advice to members and support for the Council as required. 13. To maintain and develop communications and working relationships within Adult Services, the wider community and outside agencies, including central government, local public and voluntary sector partners. 14. To ensure the development of a culture of quality and equality. 		



Management

1. To manage a comprehensive Adults Services provision in accordance with statutory and corporate objectives such as compliance with the constitution and all corporate policies on employment, equalities, finance, health and safety.
2. To ensure senior managers within Adult Services take responsibility and are accountable for all operational and functional aspects of their service.
3. To agree with each Service Head under your direction, annual service plans which are in support of corporate and strategic priorities and embed the best value framework.
4. To monitor and assess the performance of senior managers against service plans and targets, providing advice, support and remedial action where necessary.
5. To conduct individual performance and development reviews with the Service Heads and establish individual performance plans.

Corporate

1. To work with senior officers to develop corporate strategy and direction based around an integrated approach to service delivery.
2. To provide leadership in the development and implementation of the Community and Strategic Plans.
3. To comply with the Council's Standing Orders and to act as principal advisor to the Council's Cabinet, Committees and senior officers on all aspects of Adult Services.
4. To implement organisational change at corporate and operational levels, ensuring appropriate systems of performance and development, communications, quality measures, monitoring and review are in place.
5. To undertake corporate projects as required.
6. To work with residents, the voluntary sector and the community to make Tower Hamlets a better place to live, work or visit.
7. To represent the Council at local and national level, attending and presenting at such conferences, seminars and working parties may be required in order to actively promote Tower Hamlets.
8. To actively oppose and where possible eradicate all forms of discrimination as an employer and service provider.

Additional

1. This is politically restricted statutory chief officer post under Section 2 of the Local Government and Housing Act 1989.
2. The post requires a satisfactory Criminal Records Bureau Enhanced Disclosure on appointment and at least once every three years thereafter.



DRAFT

PERSON SPECIFICATION

Post Title: Director of Adult Services	Post No.	Grade: CO
Directorate: Adult Services	Service: Adult Services	Section: Not Applicable
Experience		
<ol style="list-style-type: none"> 1. A track record of achievement in leading and managing delivery of adult social care services. 2. Experience of strategic and senior management preferably within a local authority setting including multi-disciplinary teams. 3. A track record of developing a vision for the ongoing provision of high quality, effective and relevant services to a diverse community. 4. Experience of working in partnership with local residents, businesses and local communities to identify service needs and achieve required outcomes. 5. Proven experience of leading and managing major change, including cultural change, and service integration which has resulted in measurable service improvements. 6. Experience of strategic planning within a diverse organisation. 7. Experience of strategic financial management, including managing complex budgets in order to obtain value for money and achieve service and corporate objectives. 8. Commitment to, and experience of, corporate management within a local authority. 9. A track record of success and achievement in adopting a customer focused approach in service provision. 10. Significant and successful experience of working at a senior management level within adult social services or related relevant field. 		
Knowledge		
<ol style="list-style-type: none"> 1. A thorough knowledge of the service, advice planning and delivery issues facing a diverse inner city local authority. 2. A broad understanding of how social care services provided to adults operate and of how improvements can be effected by integrated planning. 3. A working knowledge of the legislation and statutory obligations relating to adult social care services. 4. An understanding of consultation methods and techniques appropriate to a diverse community. 5. An understanding of customer care principles, systems and methods. 6. An understanding of the needs of adult users of social care services, their welfare and safety issues in a diverse inner city area. 7. A clear understanding of the processes and practice of performance management, appraisal and professional development to ensure service outcomes are achieved. 8. An understanding of the role and function of local government and of current issues relating to the performance of public services. 		
Skills and Abilities		
<ol style="list-style-type: none"> 1. An ability to provide clear leadership and strategic direction for the service in a manner that secures commitment and ownership. 2. An ability to manage, empower and motivate a diverse range of professionals, to establish effective teams and to further development. 3. An ability to allocate resources strategically and to ensure effective monitoring and control. 4. Sound judgement and the ability to analyse a situation and convert this into effective service delivery. 5. A positive and enthusiastic approach to change and the ability to manage it with confidence to achieve continuous improvement. 6. A clear focus on outcomes and the ability to deliver required results. 		



7. An ability to establish and maintain effective partnerships to achieve required outcomes.
8. An ability to communicate clearly, convincingly and sensitively, both orally and in writing.
9. An understanding of how to achieve results in a political environment and an ability to do so.
10. An ability to relate to, work with and empathise with, the aspirations of people at all levels and from a variety of backgrounds.
11. An understanding of and commitment to the Council's vision and the ability to ensure this is translated into reality.
12. A demonstrable commitment to combating discrimination and disadvantage both in employment and service provision.

Attitude and Behaviour

1. Able to work closely and establish positive relationships with Members, Chief Officers, officers of the Council, external agencies, community groups and individuals.
2. Able to work across service boundaries to secure ownership for corporate initiatives.
3. Able to respond constructively to changing demands, meets tight deadlines and maintain quality services.
4. Work well under pressure.
5. Performance orientated – sets and achieves high standards for self and others.
6. Flexible and adaptable – responds positively to changing demands.
7. Professional demeanour which commands confidence.
8. Highest standards of personal integrity.
9. Political sensitivity.
10. Committed to the delivery of customer-focused services and continuous service improvement.
11. Team player.

Equalities

1. A proven and demonstrable commitment to the principles and practice of equality and diversity in employment and service delivery.
2. A proven and demonstrable commitment to and understanding and leadership of inclusive service planning and provision.

Education

1. Degree or equivalent.
2. Evidence of continuing professional development.

Other qualities

1. A personal and professional demeanour which engenders confidence within the council and externally
2. A champion of a high performance culture.
3. Drive and determination to raise aspirations and accelerate performance and progress.
4. The capacity to undertake a demanding job under pressure.
5. The willingness to undertake evening and weekend work.

Agenda Item 5

COMMITTEE: Human Resources Committee	DATE 20 th December 2005	CLASSIFICATION Unrestricted	REPORT NO. HRC005/056	AGENDA ITEM
REPORT OF: Kevan Collins, Corporate Director, Children's Services		TITLE: Organisational Arrangement for Children's Services		
ORIGINATING OFFICER(S):				

1. INTRODUCTION/SUMMARY

- 1.1 In response to the Children Act, local authorities must bring together elements of their Education and children's Social Services functions. Whilst the Act is specific in some respects, for example the requirement to appoint a Director of Children's Services designate, and a Lead Member for Children's Services by 2008, organisational arrangements to combine these functions need to be determined locally.
- 1.2 The determination of a management structure is crucial to the continued improvements in service delivery and therefore it is a matter of urgency that the Council agree to a management structure for Children's Services.

2. RECOMMENDATIONS

- 2.1 Human Resources Committee are requested to agree to implement the Children's Services management structure proposed in Section 5 and Appendix 2.

3. BACKGROUND

- 3.1 The implications arising from the Children's Act need to be considered alongside other significant policy developments that will impact on an array of services for children and young people:
 - The DFES Five Year Strategy and the New Relationship with Schools
 - The DFES White Paper: Higher Standards, Better Schools For All
 - The Ten Year Childcare Strategy
 - The NHS – National Service Framework for Children, young People and Maternity Services
 - The Youth Matters Green Paper

- 3.2 The Council needs to consider its structures and partnership working arrangements at a number of levels, including:
1. Inter Agency: How the Council plans, co-ordinates and organises its services with partners, for example, Tower Hamlets Partnership, Children's Trust and other arrangements
 2. Council Management: How the authority organises its services and management capacity, for example, the Children's Services management structure
 3. User/Local Service Delivery: How direct services to children are provided, for example, front-line practices and multi-disciplinary teams
- 3.3 The new Children's Service will be responsible for approximately 60% of the council's budget and manage over 3000 employees.
- 3.4 Many authorities are undertaking or have recently completed a restructuring exercise at a senior level to better manage the Education and Children's Social Services functions within a Children's Services Directorate. This paper outlines the potential benefits and risks associated with various structural models, proposes a senior management structure for Tower Hamlets and highlights issues for further consideration.
- 3.5 Senior level structural change will not, in itself, guarantee improved performance. However, it is a means of facilitating improved co-ordination and, where appropriate, the integration of strategy, process and front line delivery.
- 3.6 The potential benefits of these changes are:
- Better outcomes for children through improved quality, efficiency and effectiveness of services
 - Organisational efficiency
 - An ability to meet national imperatives including the revised inspection arrangements
 - An opportunity to align the arrangements for ensuring improved outcomes for children with local developments in the way other services are delivered
- 3.7 There are a number of factors which will inform the development of the management structure, including the current performance within the existing Education and Social Services Directorates, the shape and development of the Tower Hamlets Partnership and Children's Trust arrangements and the existing level of co-ordination and integration of services.

- 3.8 The changes to organisational arrangements are intended to help provide improved services. However, there are a number of performance risks to be managed. These factors both inform the design of the management structure and the change process:
- The focus on organisational reform distracts from the 'core business' of delivery of services to children
 - An enforced shake-up undermines services, reinforces a silo mentality and produces new cracks
 - Issues around the establishment and orientation of new lines of accountability
 - High calibre candidates can not be found to fill newly created crosscutting or area-based senior Children's Services posts
 - Insufficient attention is paid to the ongoing priority of workforce development and improved service delivery.
- 3.9 Although there are potential risks, the Children's Services agenda provides an opportunity to provide improved outcomes for young people. Without structural change at a senior level, these improvements will be more difficult to achieve.
- 3.10 Extensive engagement has been used by some authorities to help reduce some of the risks associated with restructuring. In addition, some Councils have taken an evolutionary approach rather than attempting to implement immediately bold organisational reform. Clarity about the purpose, plans and pace of change is important and will help reduce the uncertainty felt by staff about new arrangements.
- 3.11 There is already considerable progress in Tower Hamlets with the development of integrated children's services. There are a growing number of areas where integrated front line delivery is emerging, including CAMHs, children with disabilities and looked after children. A revised senior management structure will help build on this and further support the transition to integrated children's services.

4. RESTRUCTURING OPTIONS

- 4.1 Looking at practice from elsewhere, there appears to be three basic models for the management structure at the first and second tier of a Children's Services Directorate.
- Option 1: Minimal Structural Change
 - Option 2: The Common Integrated Structure
 - Option 3: An Integrated Structure featuring Area Management

4.2 Option 1: Minimal Structural Change

4.2.1 Under this model, the Council would keep its existing service head arrangements and there would be minimal upheaval for staff. Education and Children's Social Services would remain managerially separate within the directorate. There would be limited support within the management structure for the Director to integrate strategy, process and services across education and children's social services.

4.2.2 This model does not encourage the authority to explore the breadth of integrated possibilities. Information sharing and joint commissioning, for example, are more likely to be piecemeal and without coherence. A revised structure may better provide the capacity for the expected step change to the integrated planning and delivery of Children's Services. In addition, significant efficiency gains would be difficult to achieve without a restructure. Future inspections will assess Children's Services rather than education and children's social services separately and this model may not be best suited to responding to future Children's Services initiatives.

- Potential Benefits: Focus can remain on service not structures
Existing performance maintained
- Potential Risks: More difficult to encourage integration and resultant improved outcomes
Limited potential for efficiency gains
Structure may receive criticism at inspection

4.3 Option 2: Common Integrated Structures

4.3.1 There appears to be a more common model of Children's Services managerial arrangements which many authorities have adopted. Although individual structures differ, there appears to be two key characteristics:

- Separate Schools and Children's Social Care services
- At least one additional common or crosscutting service.

4.3.2 Authorities usually have at least two separate major 'front-line' services for Schools and Children's Social Services (Social Care). There is also often a third front-line service. This typically deals with non-school education related functions such as, Lifelong Learning and the Youth Service.

4.3.3 In addition to these, there is usually one or a number of services that jointly cover functions such as Finance, Performance, Human Resources,

Commissioning, Partnerships and Strategy which had previously been located in separate Education and Social Services Departments. In some cases these functions have been combined under Business Support. In other examples you will find separate 2nd tier services, which may include: Resources, Partnerships & Investment and Commissioning, Strategy & Performance.

4.3.4 A form of this model ensures that the priorities of raising school standards and protecting vulnerable children remain prominent and with clear lines of accountability in separate services. Given the borough's existing good performance in these areas, this is particularly important for Tower Hamlets. The additional common or crosscutting service(s) provide the capacity to further facilitate the cultural and practice change envisaged by the Children's Services agenda. The integration at a senior level of support services also provides an opportunity for efficiency savings, although, of course, within Social Services many existing support services are currently shared between Adult and Children's Services.

4.3.5 Although this model is characterised by separate school and children's social care services, and at least one common service of support functions, there is considerable diversity within this option. There tends to be between four and six Service Heads reporting directly to the Director of Children's Services. The location of sections within the two or three front-line service blocks differs between authorities and there is potential for using the restructuring to bring previously separate teams closer together.

- Potential Benefits: Shared support functions – efficiency gains and joined-up thinking
Clear focus and accountability for school standards and the protection of vulnerable children
Provides capacity for further change
Structurally sound for inspection
- Potential Risks: May be difficult to find suitable candidates for common support services
Primary change focus on support functions rather than front-line services

4.4 Option 3: Integrated Structure featuring Area Management

4.4.1 Another possible structure option is to include a dimension of area management.

- 4.4.2 The stated benefits of area management are that a locality based structure is better able to provide a more responsive service and encourages innovation and joined-up working at the front-line. Creating the capacity for the 'localisation' of services can help to build added flexibility and create the conditions for the children's service to develop as part of an evolutionary and ongoing process.
- 4.4.3 The ODPM's 10-Year Vision for Local Government has a clear focus on neighbourhoods and there is an emphasis in Every Child Matters on community level planning and service delivery.
- 4.4.4 A structure featuring senior-level area management could also help encourage strong links with LAP areas and school networks. However, an area approach may not be favoured in Tower Hamlets, given previous experiences with neighbourhood management.
- 4.4.5 There are a number of risks associated with area-based models. Most obviously, there is the danger of area services duplicating each other's work and a potential loss of efficiency. The existence of common or crosscutting support services to provide the infrastructure for delivery may, to some extent, address this. However, it would also be more difficult to maintain standards borough-wide with area management and there is a danger that existing performance levels may be undermined with a radical restructure, particularly if it is difficult to find suitable people for new, area-based management positions.

Potential Benefits: Encourages a responsive service, innovation and joined-up working at the front-line
 Linkages with LAPs and School Networks
 Creates added flexibility to support the growth and development of the service

Potential Risks: Radical restructure could threaten existing good performance
 Loss of universal borough-wide standards
 Less clarity around accountability and responsibility
 Duplication and a loss of efficiency

5. PROPOSED STRUCTURE FOR TOWER HAMLETS

5.1 In developing a revised management structure, consideration has been given to the current context, including:

- The strong Education and Social Services performance in many areas
- The current level of development with the Tower Hamlets Partnership and Children's Trust arrangements
- The existing level of co-ordination and integration of services

5.2 The existing structure of the Education and Social Services (excluding Adult Social Services), is attached as Appendix 1.

5.3 In addition, the proposed structure has been developed to meet the following criteria:

- Priorities, such as school standards and child protection, are prominent and well-placed
- Provides clarity of accountability in delivering and developing services
- Creates organisational capacity to build upon existing good services and manage the change agenda
- Encourages the integration of strategy, process and front-line delivery across functions and organisations
- Supports consistency and equality of access to services borough-wide
- Includes an element of local/area management
- Encourages a focus on prevention and early intervention
- Supports performance management and would fare well at inspection

5.4 The Tower Hamlets Approach

5.4.1 The proposed structure, which is attached as Appendix 2, has been designed to address, as far as possible, the inherent risks associated with bringing together education and children's social services (care) functions. In order to maintain the existing emphasis on services, at this stage the organisational restructure will focus on the tier beneath the Director – service head level – with existing sections and teams largely being maintained¹.

¹ The development of the third tier and below will follow as part of the restructure process. As opportunities arise to review the current arrangements the criteria outlined on page 2 will be applied. For example, the Council is appointing a Head of HR, Children's Services rather than fill the two heads of HR vacancies currently held in education and social services. The arrangements for HR in adults social services needs to be considered as part of the structure and support for the new adults service.

- 5.4.2 The Council's priority of supporting the borough's most vulnerable children will be acknowledged with a streamlined Children's Social Services (Social Care) service which focuses on Child Protection, Children's Resources, Looked After Children, Field Work Services and Project Management, Quality & Audit. The other functions within the exiting service, including Health Partnerships and Children's Fund, will join with some sections currently located within Access & Inclusion and Standards & School Development to form Children's Services 0-11.
- 5.4.3 The design of two services to focus on Children's Services 0-11 and 11-19 is to encourage the integrated planning and delivery of inclusive front-line services. The 0-11 Service brings together some previously separate functions such as Early Years and Primary School Improvement and will allow the co-ordination of services for young children to be considered holistically at a strategic level.
- 5.4.4 The 11-19 Service includes functions with a dedicated focus on older children such as Secondary School Improvement and the Pupil Referral Unit. The service will hold responsibility for working with a range of partners to secure improved pathways from school into further education, work or training. In addition, both the 0-11 and 11-19 Services contain a number of sections and teams which aim to support children of all ages. For example, SEN, Extended Schools and Governor Support provide services which benefit young people both pre and post age 11. The location of these sections across the two services, responsible for the majority of front-line children's services, will help ensure that provision is not planned and considered in term of thematic silos – for example 'Access functions' and 'Attainment services' - and to encourage the development of inclusive mainstream services. Supporting transition and transfer as children progress through education and care will require specific attention as a cross cutting priority across the services.
- 5.4.5 The 0-11 and 11-19 Services will work closely together and are responsible for the further development of area-based children's services in the borough. There is strong imperative for planning and managing services at a local level. The ODPM's 10-Year Vision for Local Government has a clear focus on neighbourhoods and there is an emphasis on community level planning and service delivery within Every Child Matters. The Tower Hamlets Partnership is already encouraging the borough's service providers, including the Council, to consider the provision of services and facilities at a LAP level. The Partnership's recently submitted Local Area Agreement includes a crosscutting block, 'Making it Local, Making it Personal' which aims to increase local influence over service planning and delivery, and community participation.

- 5.4.6 In terms of Children's Services, this means an increasing focus on considering provision for children holistically at an area basis – what is available locally and does it meet community needs. This also provides an opportunity to look at resources and other multi-use facilities in a neighbourhood, such as schools and youth centres, to plan their use more effectively.
- 5.4.7 The development of local service delivery will be incremental; considering which functions could be more effectively co-ordinated and delivered locally. It also provides an opportunity for innovation and piloting joined-up working at the front line. In order to encourage this approach, the Service Heads 0-11 and 11-19 will have a responsibility to lead the development of locally based services – each working across four LAPs, exploring how services can best be co-ordinated and provided to the needs and priorities of particular areas.
- 5.4.8 The remaining front-line service within the new structure is the Youth Service & Community Learning. Although the focus of Community Learning is on all residents, rather than just young people, it is felt that there is a strong case for the service being located within Children's Services. Most obviously, the aims of lifelong learning are closely aligned with the Directorate priority of promoting educational achievement and there are clear stakeholder and operational links with the Children's Services, particularly relating to post-16 and the development of pathways into further learning and employment.
- 5.4.9 Similarly, the Youth Service is not a statutory Children's Services function - although its client group is exclusively young people. However, given the importance of the Youth Service within the borough and the need for its continuing service improvement, it is felt that its best fit is within the Directorate focused on improving outcomes for young people. The close links developed between the Youth Service and identified vulnerable young people provides an ideal base for developing support for Young People not in Education, Employment or Training (NEETs).
- 5.4.10 There will also be changes within the new structure relating to support functions such as finance and HR. Teams currently located separately in Education and Social Services will be brought together in a new Resources Service, which will have responsibility for Capital Programmes (including Building Schools for the Future), Accountancy and HR functions. This new service will be well placed to consider shared infrastructure and meet potential developments such as increasing use of pooled-budgets and multi-agency working.
- 5.4.11 Partnership working, integrated strategy and joint commissioning are central to the Children's Services agenda. A new Partnerships, Commissioning and Strategy service will lead on governance and

partnership work including the further development of the Children's Trust, links with the Tower Hamlets Partnership and encourage joint policy, planning and commissioning across children's services. This service will work closely Children's Services 0-11, 11-19 and Children's Social care to develop the area-based approach and ensure that the health, community and other organisations are fully engaged.

5.4.12 The scale and reach of the new service will require a strong focus on management information and performance data. Investment in this area has provided a significant contribution to the improved performance in education and social services. In bringing the services together a focus on information and data sharing is identified as a key driver to secure the improved outcomes expected from the Children's Services agenda. To secure these priorities, previously separate information, technical resources and performance functions will be brought together within Monitoring and Performance. This service will also help ensure that Council is well placed to meet the requirements of external inspections, which will assess Children's Services rather than Education and Social Services separately.

6. IMPLICATIONS

6.1 Children's Services integration is a long-term process rather than an event. However, the management restructure is an opportunity to build-upon the exiting good services, whilst providing the capacity for further improvements through better co-ordination and integration.

6.2 The new structure will also have an impact beyond the Directorate itself. Most obviously, there a number of 'children's services', that will remain outside of the Directorate and major implications following the division of Adult and Children's Social Services.

7. DEFINING CHILDREN'S SERVICES

7.1 The question of what functions should be structurally part of Children's Services beyond the statutory remit is complex. Many of the Council's services, including Housing, impact directly on children's life chances. A broad Children's Services Directorate may be best placed to consider services holistically and maximise the integration possibilities. However, the focus on priorities such as school standards and the protection of vulnerable young people could be lost in a large, unwieldy Directorate. In practice, the debate tends to focus on the location of a limited number of services:

- Lifelong Learning Currently in Education
- Youth Service Currently in Education

- Youth Offending Currently in Chief Executive's
- Libraries & Idea Stores Currently in Environment and Culture
- Play & Recreation Currently in Environment and Culture

7.2 Key criteria used in determining the location of such functions are:

- Focus Is the client base all or predominately children and young people?
- Relationships Are the stakeholder and operational links primarily shared with Children's Services or another directorate?
- Prioritisation How closely and directly linked is the function to Children's Services priorities?
- Performance What is the current level of performance? How much co-ordination and integration is there?
- Practicalities What are the historical reasons for the current location? How easily could the function be absorbed into Children's Services? What impact would it have on other Directorates?

7.3 The proposed management structure has located Lifelong Learning, and the Youth Service within the Children's Services Directorate for the reasons outlined, whilst it is proposed that IDEA stores, Youth Offending and Play Services will remain within their existing Directorates.

7.4 It is felt that Youth Offending fits best within Crime Reduction Services. This is partly because of the team's close relationship with other functions in the service such as Community Safety, Drug Action and the Anti-Social Behaviour Control. In addition, these functions all closely share stakeholder and operational links with the police, probation service and other organisations.

7.5 There is also a Play Service - including the One O' Clock Clubs - currently located within Environment and Culture, which focuses exclusively on children and young people. However, it is not proposed to locate these officers within the Children's Services Directorate at this stage. This is due to their geographical location within parks and their strong operational links with leisure more generally.

8. ADULT SOCIAL SERVICES AND CORPORATE IMPLICATIONS

8.1 The creation of a Children's Services Directorate has usually led to the establishment of a separate Adult Social Services Department and the disaggregation of support functions covering both adult and children's social services. The potential efficiency gains from a Children's Services Directorate are often cited, but it should be noted that there are a

- significant number of support functions currently already shared between Adult and Children's Social Services. Some work is currently underway to establish the proportion of resources within the existing Social Services Department devoted to children's and adult services respectively.
- 8.2 The new structure will require the establishment of clear protocols and joint teams working across adult social services and the new children's social care service. These arrangements will be employed to support families who are receiving support from both services and support transition arrangements as young people, with ongoing needs, transfer from the children's services to adult care.
- 8.3 It is also important to ensure that the links between Adult and Children's Social Services are not weakened following the formal establishment of the Children's Services Directorate. This is significant given the common challenges both Services face and to ensure a seamless service for younger residents as they begin to access adult services. The long-term location of Adult Social Services, and other major structural issues, will be addressed in a forthcoming corporate restructure.

9 PROCESS AND TIMELINE FOR ESTABLISHING THE SENIOR MANAGEMENT TEAM IN CHILDREN'S SERVICES

- 9.1 The process for establishing the Children's Services senior management team is guided by the council's procedure for handling organisational change, and supported by the accompanying guidelines for managers.
- 9.2 A paper has been prepared which sets out the options for service delivery and puts forward a proposed structure for the Tower Hamlet's Children's Service Senior Management Team.
- 9.3 Those members of the current senior teams affected by the restructure will receive a pack of information which will include a copy of the restructure proposals along with job descriptions, and a timetable for appointments.
- 9.4 An initial briefing and question and answer session took place on December 6th. The meeting was led by the Corporate Director, Children's Services and a representative of the HR team was also in attendance. At this meeting it was explained that each of the jobs in the proposed new structure is considered to be substantially different from the existing posts in the Social Services and Education Management Teams.
- 9.5 Copies of the existing and proposed structures will be provided to existing service heads in education and social services when the formal consultation on the new management structure commences.

- 9.6 During the period of the consultation the current Service Heads will be invited to register an expression of interest in the new posts. Expressions of interest will be required by 5th January 2006.
- 9.7 The consultation period will cease on until January 16th. Comments and feedback received on the proposed structure and roles will be welcomed at all stages during the consultation process. The Corporate Director and a representative of HR will hold one to one meetings with individuals if requested. Those attending meetings can if they wish be accompanied by a Trade's Union Representative.
- 9.8 Responses to feedback received during the consultation process will be provided by the 18th January, when a copy of the final version of the structure will be issued.
- 9.9 Applications for posts from the current Service Heads will close on 24th January. A Member panel will then be called to undertake the interviews.
- 9.10 Those posts which are not filled by internal candidates will be advertised in the press at a date to be determined.
- 9.11 The timetable is set out in the table below.

Establishing the senior management team for the new directorate		
Presentation of paper to Human Resource Committee	w/c 19 th December	
Launch of staff and trade union consultation	w/c 19 th December	
Expressions of interest invited by:	5 th January 2006	
Consultation closes	16 th January	
Amendments to structure and final paper issued	18 th January	
Closing date for internal applications	23 rd January	

10. COMMENTS OF THE CHIEF FINANCIAL OFFICER

- 10.1 The revenue budget for the Children's Services Directorate will be formed by the transfer of existing approved budgets within the Education and Social Services Directorates. The new management structure has been designed within the total budget envelope created by that transfer and the deletion of existing posts.

As indicated earlier in this report, Children's Services will account for around 60% of the Council's total General Fund budget, and resource management will need to feature prominently in the Directorate. To reflect this the proposed structure includes a Service Head – Resources. Particular financial risks will arise during the transition phase, especially around maintaining budgetary accountability and control, and these will need to be managed as part of the process of change.

11. CONCURRENT REPORT OF THE CHIEF LEGAL OFFICER

- 11.1 Members are requested to (i) consider the options specified in section 4 of this report for the establishment of a management structure for Children's Services and (ii) agree to implement the structure proposed in section 5 to establish the Council's Children's Services Directorate.
- 11.2 The integration of services related to children is a major policy objective of the Children Act 2004. To ensure clear accountability, Section 18 of the Act required 'Children's Services Authorities' to appoint a Director, Children's Services and designate a Lead Member for this service. Their three key roles require: (i) responsibility and accountability for local authority children's services, (ii) leadership to drive through change and (iii) forging partnerships to bring together relevant local partners.
- 11.3 This report highlights the changes required to the existing management structure for both the children and the education service identified by the Corporate Director in order to drive change and create a coherent system providing integrated, personalised support for children, young people and their families. As detailed within this report the process for establishing this structure is guided by the council's procedure for handling organisational change.

12. EQUAL OPPORTUNITIES IMPLICATIONS

- 12.1 The Change for Children programme aims to provide all children and young people with the support and opportunities to achieve their full potential and to safeguard their wellbeing and welfare.

13. ANTI-POVERTY IMPLICATIONS

- 13.1 Evidence shows that educational achievements is the most effective way of improving outcomes for poor children and break cycles of deprivation. The delivery of high quality services to children and young people will help to ensure they can enter the labour market. Increasing levels of employment amongst young people will make a direct contribution to the prosperity of the local area.

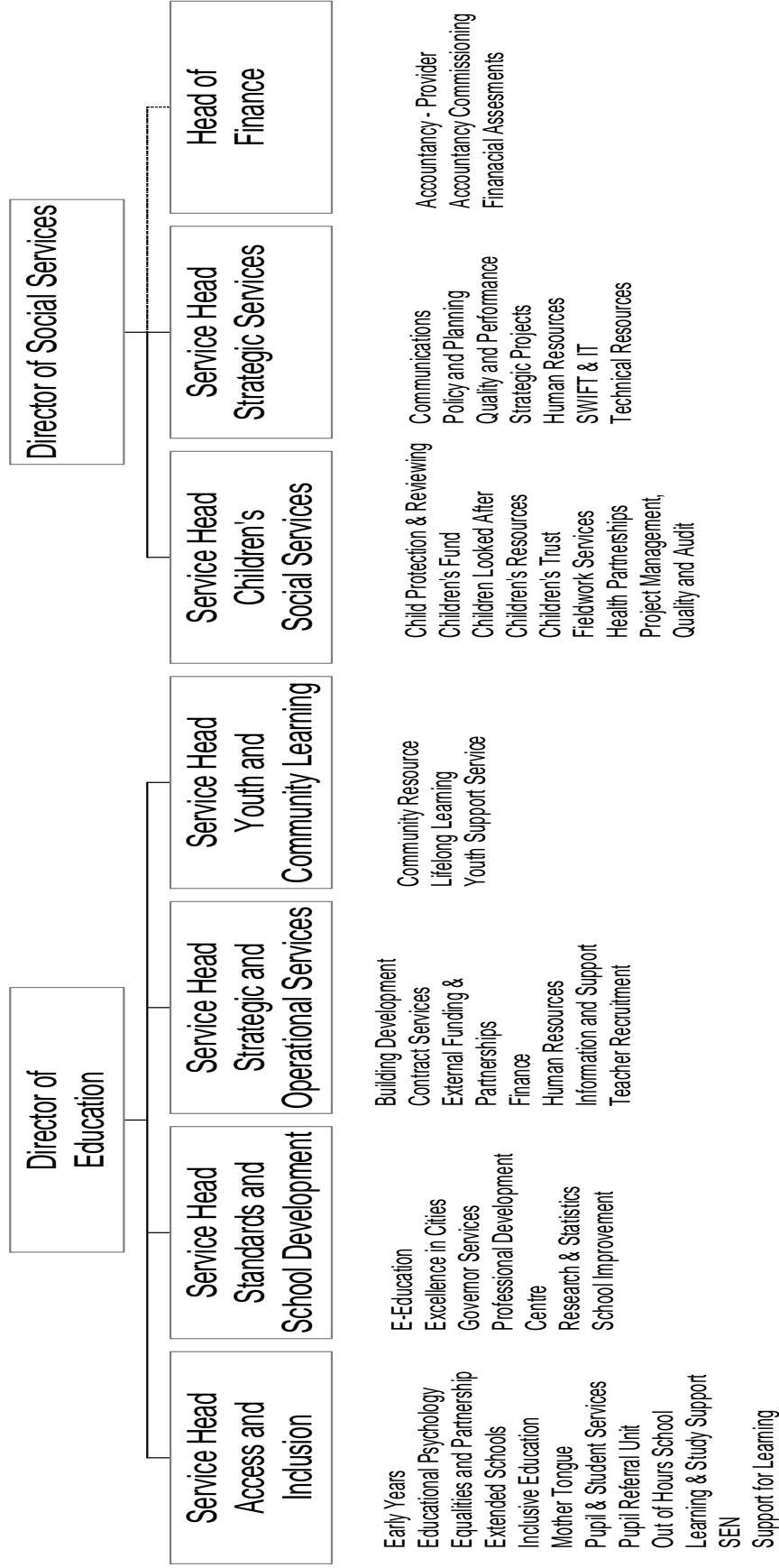
14. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

14.1 No direct implications for environmental sustainability.

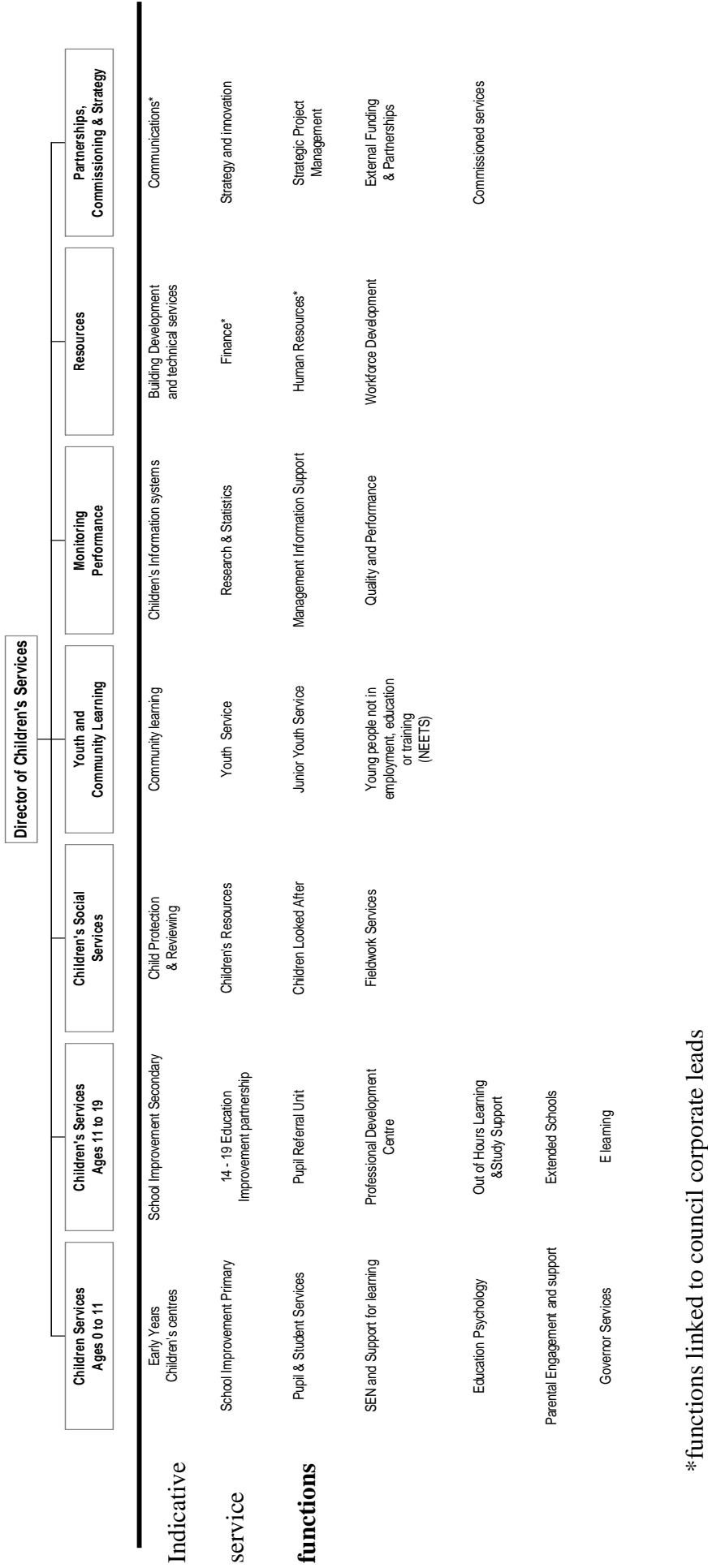
15. RISK ASSESSMENT

15.1 If the Council does not implement a new structure to deliver Children's Services, it will fail ultimately to meet a statutory requirement and delay implementation of the Change for Children programme. The action in this report mitigates that risk.

Appendix 1: Existing Structure (Excluding Adult Social Services)



Appendix 2: Proposed Structure



*functions linked to council corporate leads

