

LONDON BOROUGH OF HARROW

Meeting:	Joint Meeting of the Lifelong Learning and Health and Social Care Scrutiny Sub-Committees
Date:	17 September 2003
Subject:	Update on the development of the People First Directorate
Key decision:	No
Responsible Chief Officer:	Executive Director – People First
Relevant Portfolio Holders	Portfolio Holder for Education and Lifelong Learning Portfolio Holder for Social Services
Status:	Part 1
Ward:	All
Enclosures:	Nil

1. Summary/ Reason for urgency (if applicable)

- 1.1 This report is made available at the request of the Chair of the Lifelong Learning Scrutiny Sub-Committee and is intended to chart the progress of this new Council Directorate and the services for which it is responsible.

2. Recommendations

- 2.1 **To consider the report and comment on developments to date**

3. Consultation with Ward Councillors

- 3.1 Not applicable at this stage.

4. Policy Context (including Relevant Previous Decisions)

- 4.1 The new Council Directorates and the associated top management structure were approved by the Cabinet within the context of the New Harrow Project following a report of the Chief Executive to Members in July 2002.

5. **Relevance to Corporate Priorities**

- 5.1 The development of the Directorate of People First is intended to address two principal corporate strategic priorities, as follows:
- 5.2 To promote Harrow as a centre of lifelong learning by offering the highest quality education services, by raising aspirations and outcomes of achievement, and by providing activities for cultural, artistic and leisure pursuits which reflect the profile and the interests of all local communities.
- 5.3 To improve the quality of health and social care in Harrow by improving the life chances of children, by promoting and maximizing the independence of disabled, frail and chronically ill people, and by ensuring appropriate levels of safe care and support for those not able to live independently.

6. **Background Information**

Executive Director – People First

- 6.1 The Executive Director – People First was appointed in November 2002. However, at that time he was carrying the full role and responsibility of Director of Education. Until interim management arrangements were made to cover his duties, he had limited time and flexibility to commit to his new remit. Those interim arrangements were secured by January 2003 when the three Heads of Service in the Education Department became Interim Joint Directors of Education. This arrangement prevailed until 31 August 2003 when the Head of Children and Community Services in the Education Department took full responsibility as Interim Director and Chief Education Officer.
- 6.2 The role of the Director of Social Services has been fulfilled over recent months by an Acting Chief Social Services Officer who will continue in this role until the launch of the new Directorate.

Progress towards a new structure – critical service drivers

- 6.3 In November and December 2002 the Executive Director consulted principally with those most affected by the management changes approved by Cabinet, namely the Heads of Service in the Education and the Social Services Departments. In January, the views emerging from these earlier meetings were tested at further meetings with management teams and certain key stakeholders, including Headteachers and the Harrow Primary Care Trust (PCT). The appropriate Portfolio Holders were also consulted, as were the Nominated Members.
- 6.4 As a result, proposals were made for the development of a new structure predicated upon a number of critical service needs identified during discussions. There was strong agreement that the structure must be designed around the most efficient service planning and delivery. The drivers for change which emerged consistently in discussions were:
 - Placing the service user at the centre of services
 - Effective preventative services
 - Strengthened holistic support, particularly for the most vulnerable
 - Speed of response to emerging and identified user needs
 - Streamlined approaches to communication
 - Integrated older people's services with a single system of assessment and care
 - Community services locally based

- Services to empower the individual, promote independence and increase capacity to take control
- Sharing information on clients and communities
- Maintenance and improvement of existing service performance

6.5 Staff also gave views on potential reconfigurations to address the critical service needs which included

- Integrated health and social care services for older people
- Generic support for children and families
- Integrated services for children with disabilities
- Children's social work services
- Ethnic minority achievement and asylum seeker support
- Parent support
- Early years and childcare and play schemes
- Learning across the community
- Quality assurance and performance management
- Joint service planning and procurement
- Administrative efficiencies
- Combined resource services

The principles which lie behind these proposals were carefully considered and reflected in the proposed organisational arrangements for the new Executive Directorate for People First.

6.6 Important too for staff, key stakeholders and for the inspectorates which provide support and challenge for the authority were the statutory roles which existed in the former structure. These were the Directors of Education and Social Services, the Council's Chief Officers responsible for the planning, delivery and performance of Education and Social Services within current legislative frameworks. The point was made that these responsibilities should be located at the most senior position possible in the new Council structure. The post holders should be in a position to exercise real decision making power and to have a clear line of accountability to the Chief Executive, to elected members, to the service users and to the wider partnerships with which they engage.

New organisational structure for People First

6.7 From these considerations, an organisational structure has developed which has met with general consensus. The outline is attached as Appendix A. Members may recall that the Cabinet agreed to additional Chief Officers for the Directorate on the grounds that it is the largest in the Council with the most staff and with the biggest budget. Paragraphs below give an outline of the remit of each of the Departments within the new Directorate.

6.7 **Children Services** will concentrate wholly on services to children and their families. This will provide both universal and targeted services to enhance life chances for all children and young people. The Chief Officer who will lead and manage this division will be nominated the statutory post holder for Social Services.

6.8 **Learning and Community Development** will concentrate both on improving learning and achievement across the age ranges and promote increased social inclusion in the

local community. The Chief Officer who will lead and manage this division will be nominated the statutory post holder for Education.

- 6.9 **People First Strategy** will direct and co-ordinate planning and service review and manage key support services to achieve the objectives of the People First Directorate
- 6.10 **Community Care Services** will be a transitional arrangement and whose time scale as a stand-alone unit is dependent on work undertaken to assess the feasibility of relocating community care provided services with the PCT. This division will concentrate largely on promoting independence for adults and older people and improving their quality of life and by ensuring appropriate levels of safe care and support for those not able to live independently.
- 6.11 The Council's agreed management structure also allows for an **Area Director – People First**. This post will manage one of three areas into which Harrow is being divided and will have joint responsibility for ensuring key People First services are operating effectively across the three areas of the Borough in addition to managing all area-based services within his or her own strategic area.

Recruitment to new top management posts

6.12 At the time of preparing this report, recruitment is now almost complete to the top management posts in People First. Since these are Chief Officer posts, all of the appointments have been made by the Council's Appointments Panel. Where there has been external recruitment, assessment centres have been organized and key stakeholders have been actively involved in the selection process, giving advice to the Members.

6.13 The following is the current situation on these posts:

Director of Children's Services	Paul Clark	Currently Deputy Director Children, Schools and Families with Herts County Council	Starting 29 September 2003
Director of Learning & Community Development	Javed Khan	Currently Assistant Director Lifelong Learning with Birmingham City Council	TBA
Director of People First Strategy	Geoff Wingrove	Formerly Head of Education Strategy & Resources with LB Harrow	In post
Head of Community Care (transitional)	Nick Georgiou	Currently Acting Chief Social Services Officer with LB Harrow	Starting 29 September 2003
Area Director – People First	TBA	TBA	Appointments Panel on 11 September 2003

- 6.14 It is expected that the new Directorates across the Council will be launched on 1 October 2003. In the case of People First, functions previously found within the Education and Social Services Departments will be allocated to their new Departments within People First, as shown in the Appendix.
- 6.15 From that time, and earlier where Directors are already in post, further more detailed discussions will be taking place with staff within their new Departments. This is to ensure they have the best opportunity to make an important and productive contribution to the redesigning and, where appropriate, reconfiguration of current service teams to meet service need.
- 6.16 From this process new structures will emerge which are fit for the purposes of the New Harrow Project and, where relevant, its customer-focused area-based service delivery approaches. Consultation will then follow, formally with staff, and with relevant stakeholders to ensure all views have been appropriately captured and taken into account.

Statutory Officers

- 6.17 Members will have noted paragraph 6.6 on this issue. The organisational structure for People First gives the Directors of Children's Services and Learning and Community Development integrated themed responsibilities for Children and Young People and Learning across the Community respectively. They also have statutory responsibilities as Chief Officers for Social Services and for Education respectively.
- 6.18 Certain of their statutory responsibilities will be directed and managed outside their line management responsibilities,. For example, the statutory responsibility for special education needs is held by the Director of Learning and Community Development as Chief Education Officer but line managed by the Director of Children's Services. By contrast, the statutory responsibility for older people's social services are held by the Director of Children's Services as Chief Social Services Officer but line managed by the Head of Community Care. Therefore, they will have the further duty in supporting the Executive Director to ensure that robust mechanisms are in place to fulfil the statutory responsibilities and account to the Chief Executive, Elected Members and the community.
- 6.19 In this respect, the Chief Executive proposes to hold meetings with all the Council's statutory officers on at least a quarterly basis to ensure statutory responsibilities are being satisfactorily fulfilled.

People First Service Roll-Out – Community Schools

- 6.20 Discussions have taken place with 2 of the 3 school clusters currently working on the education components of the Council's Local Public Service Agreement (LPSA). These are the Rooks Heath and Canons clusters of schools which had identified their commitment to co-ordinated support for underachieving pupils and those at risk of social exclusion. The schools have been enthusiastic about playing a part in the roll-out of the New Harrow Project and, by many measures of disadvantage, fulfil the requirements for more targeted support by the Council and other partners.
- 6.21 It is planned that in the Autumn, particular teams of staff from People First will be working with the school clusters to continue to raise expectations of achievement, to support

children who are vulnerable and at risk and their families, to promote social inclusion broadly across the area of the school cluster, and to engage the schools more actively with quality of life issues in their local communities.

- 6.22 This will be supported further by work being done at officer level within the Harrow Strategic Partnership's Children's Executive with key staff from Harrow Primary Care Trust who see the new approach to supporting children and families locally as helping to address key issues of health inequalities.
- 6.23 Each of these initiatives will be treated as a pilot activity, will be carefully planned with appropriate key performance measures and will be subject to proper evaluation upon completion in order to test the effectiveness of new arrangements before further roll-out.
- 6.22 It may be useful for Members to bear in mind that the roll-out of People First services will depend on the priorities and needs of each locality/school cluster and could lead to different configurations of services in different areas of the Borough.

People First Service Roll-Out – Integrated Service Provision for Adults & Older People

- 6.22 Detailed work is also being undertaken at officer level together with the Harrow Primary Care Trust to scope a project which seeks to develop integrated service provision for adults and older people by April 2005. This is wholly in line with the National Service Framework for Older People and is predicated upon the desire to present adults and older people with a "seamless" service and single care pathway.
- 6.23 The scope of the project covers all services provided for older people and services for adults with physical disabilities. At the same time, work is taking place to refine relationships and business practices within the Harrow Unified Mental Health Service. It is intended that this project will be reported to the Cabinet in October and to the Board of the Harrow Primary Care Trust in parallel.
- 6.24 Learning Disability services will become the responsibility of the Council within the same time frame and PCT services will join local authority services within the Learning and Community Development Department of People First.
- 6.25 The Council still has statutory responsibilities for the services which will be the subject of integration and appropriate accountability and governance arrangements will form part of the project scope.

7. Consultation

- 7.1 Informal and formal consultation was undertaken primarily with those whose posts were most affected by the top level organizational changes, namely the Heads of Service. Other consultation has been more informal and has included service teams in the Education and Social Services Departments, key stakeholders in schools including the Education Consultative Forum, the voluntary sector and the Harrow Primary Care Trust, including the Board itself.
- 7.2 The Executive Director has maintained a communication link with the UNISON leadership throughout this process and has undertaken to continue this. Formal consultation with UNISON and the teaching professional associations on the detail of the further structural arrangements for individual Departments within the Directorate will take place at the appropriate time.

8. **Finance Observations**

- 8.1 The top management structure for People First was approved by Cabinet and resources for change management made available as part of the Budget 2003/2004. It is anticipated that further structural changes leading to new posts in the detailed structure will be paid for within existing levels of resource currently available to both the Education and Social Services Departments.

9. **Legal Observations**

- 9.1 In due course, the individual delegations (Part 3B) of the Council's Constitution will be amended. As indicated above, the law requires the Council to appoint a "Chief Education Officer" and a "Director of Social Services".

10. **Conclusion**

- 10.1 Much preliminary work has been undertaken over the past few months to prepare for the largest change to affect the Council's front-line "people services" in at least two decades. The pace of change has, to a large extent, been dictated by the pace of recruitment by Members to the Director posts in People First. That process is now significantly completed. The next stage is to build up the detailed structures in each of the Departments in People First. This will inevitably take time over the new six months or so. At the same time People First needs to begin to test out some locally based service pilots as indicated above in this report to examine the impact they have on local need.

11. **Background Papers**

- 11.1 The New Harrow Project, Report of the Chief Executive, Cabinet, 16 July, 2002
People First - Progress towards a new Directorate, Report of the Executive Director, People First, February 2003

12. **Author**

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APPENDIX A

PEOPLE FIRST STRATEGY	CHILDREN'S SERVICES	LEARNING AND COMMUNITY DEVELOPMENT	COMMUNITY CARE SERVICES (Transitional*)
<p>Purpose Directing and co-ordinating planning and service review and support services to achieve the objectives of People First</p>	<p>Purpose Providing universal and targeted services to enhance life chances for children and young people</p>	<p>Purpose Improving learning and achievement and promoting increased social inclusion</p>	<p>Purpose Promoting independence for adults and older people and improving their quality of life (*Provided services potentially located with PCT commissioned services and commissioning arrangements to be located in People First structure – to be subject of joint study with PCT)</p>
<p>Policy and Strategic Planning</p> <p>Research and Management Information</p> <p>Performance and Review</p> <p>Finance, Personnel and ICT</p> <p>Capital development including PFI</p> <p>Special Projects (e.g. School Organisation)</p>	<p>Early Years and Childcare including play schemes</p> <p>Children with Special Educational Needs</p> <p>Children in Need including the vulnerable and those at risk, those with disabilities and children looked after</p> <p>Family support</p> <p>Children's placements including fostering, adoption and residential homes</p> <p>Youth & Connexions</p> <p>Youth Offending</p>	<p>School Development & Improvement</p> <p>Adult, Community and Family Learning</p> <p>Professional Development and Training</p> <p>Health and Drugs Education</p> <p>Education and Business</p> <p>Social Inclusion and community regeneration</p> <p>Libraries and Arts</p> <p>Adults with learning disabilities</p> <p>Asylum Seekers</p>	<p>Older People</p> <p>Physical Disabilities</p> <p>Adult Mental Health</p>