

MATTER WHICH THE CHAIRMAN HAS DECIDED IS URGENT BY REASON OF THE NEED TO INCREASE AND REALIGN MANAGEMENT CAPACITY WITHIN THE SOCIAL SERVICES DIRECTORATE AND TO ACHIEVE SAVINGS WITHIN THE BUDGET.

THE VALE OF GLAMORGAN COUNCIL

CABINET MEETING: 23rd JANUARY, 2008

REPORT OF THE DIRECTOR OF SOCIAL SERVICES

SOCIAL SERVICES DIRECTORATE INTERIM MANAGEMENT STRUCTURE

Purpose of Report

1. To seek approval for reorganising, on an interim basis, the management structure in the Social Services Directorate.

Background

2. The Council is seeking to provide a clear and consistent direction for social services. It has in place an ambitious, long-term plan which is designed to produce fundamental change. The goal is to have a Social Services Directorate that provides excellent services to all those who are eligible and which is strongly placed to sustain and improve services.
3. There are certain characteristics shared by councils which achieve these standards, including:
 - consistent and informed political commitment to social care;
 - a skilled and stable workforce;
 - sound leadership, management of professional practice and systems for quality assurance;
 - robust financial and performance management;
 - effective working with others;
 - good strategic planning, based on rigorous needs analysis;
 - dynamic systems for commissioning services and purposeful engagement with the local care market;
 - focused use of corporate resources to address areas of concern;
 - a coherent approach that makes people who use services, carers and staff integral to service development.
4. The Vale of Glamorgan has been making progress towards setting in place these building blocks for effective services but it still has some way to go. This is the picture that emerges consistently from the Council's own self-assessment and recent external evaluations by the Care and Social

Services Inspectorate Wales (CSSIW) and the Wales Audit Office (WAO). In particular, there is now a strong body of evidence that the current management arrangements within the Directorate are holding back the Council from achieving its ambitious change plan for social services and delivering services within budget.

Relevant Issues and Options

5. Current position

- 5.1. The current management arrangements were put in place in January, 2007 because urgent action was needed to tackle increasing overspends in the Social Services budget, which posed a serious and imminent threat to the Council's finances. It was decided to create a new Directorate (separating off the housing function), to facilitate a clear corporate focus on social services. The management structure introduced at that time was intended to remain in place only until a new and permanent Director of Social Services took up post.
- 5.2. The Council has monitored the impact of the restructuring that took place in 2007. It acknowledges that there is a clear case for further reorganisation at this time. Some of the shortfalls that have been identified include:
 - inadequate capacity at senior level to support Director;
 - a lack of coherence in the allocation of responsibilities at operational manager level;
 - limited opportunities for integrated working, within the Council and with other key agencies; and
 - the need for a more purposeful approach to business planning and commissioning.
- 5.3. The Council recognises that management restructuring is not always a good answer to problems. It can increase costs, cause disruption, distract attention from other priorities and fail to produce intended outcomes. The Council will want to make sure that any substantial change in management structure is delivered in ways that realise intended benefits while avoiding foreseeable pitfalls. A key requirement is to establish clear outcomes and boundaries for the process from the beginning.
 - The new structure should be seen as interim, subject to review and change, until such time as it is evaluated to establish whether the outcomes sought by the Council have been achieved.
 - Any new structure should be affordable and result in an overall financial saving.

- It should provide clear expectations for the Directorate and for individual managers.
 - The underlying principles should make sense to stakeholders.
 - It should involve as little disruption as possible.
- 5.4. The changes outlined in this document have been designed to fit within these parameters. Also, the proposals are strongly grounded in evidence about what works best in local authority social services.

6. Proposed Structure

- 6.1. The attached documents set out proposals for changed management arrangements in social services. Appendix 1 outlines the functions and outcomes which the management structure must deliver. Appendix 2 is the proposed structure for the Social Services Directorate.

Resource Implications (Financial and Employment)

7. The budget for the current staffing levels in those sections of the Directorate that are affected by the proposals is £972,430 per annum. In the proposed structure, one Head of Service post would be jointly funded by the Local Health Board and one Operational Manager post would be deleted. This would produce costs of £867,750 and a saving of £104,680. It should be noted that, in the three-year social services budget action plan for 2007/2008 to 2009/2010, there was a commitment to achieving savings of £100,000 per annum in years 2 and 3 through a management reorganisation.

Legal Implications (to include Human Rights Implications)

8. The Council's statutory and contractual obligations towards the relevant post holders will be met, in consultation with the Director of Legal, Public Protection and Housing Services and the Director of Learning and Development. The new posts at Head of Service level are substantially different from those that existed in the structure in place before January, 2007; this will be demonstrated in the relevant job descriptions.

Crime and Disorder Implications

9. There are no crime and disorder implications as a direct result of this report.

Equal Opportunities Implications (to include Welsh Language Issues)

10. There are no equal opportunities implications as a direct result of this report. The proposed restructuring will be undertaken in accordance with appropriate Council HR policies and relevant employment and equalities legislation.

Corporate/Service Objectives

11. Social Services meet the following corporate objectives:
 - “To make the Vale a safe, healthy and enjoyable place in which individuals, children and families can live their lives to the full” ; and
 - “To manage the Council’s workforce, money and assets efficiently and effectively in order to maximise its ability to achieve its service aims.”

Policy Framework and Budget

12. This report is a matter for Executive decision,

Consultation (Including Ward Member Consultation)

13. The content of this report has been discussed with Finance, Human Resources and Legal Services representatives and will be the subject of consultation with the trade unions and senior staff affected.

Appropriate Scrutiny Committee

14. Community Well-being and Safety.

RECOMMENDATIONS

It is recommended that

1. Cabinet endorses the proposals outlined in the report for immediate implementation.
2. Cabinet receives a review of the interim structure in January, 2009.

Reasons for recommendations

1. To ensure that the management structure for the Social Services Directorate delivers leadership and direction for all social services function, fulfils statutory roles and organisational requirements, and enables managers to continue tackling the need for efficiency savings within the budget.

2. To establish whether the revised and interim structure is achieving the intended outcomes.

Background Papers

None.

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Director of Social Services

Officers Consulted - Director of Finance, ICT and Property
Director of Legal, Public Protection and Housing
Services
Director of Learning and Development
Head of Legal Services

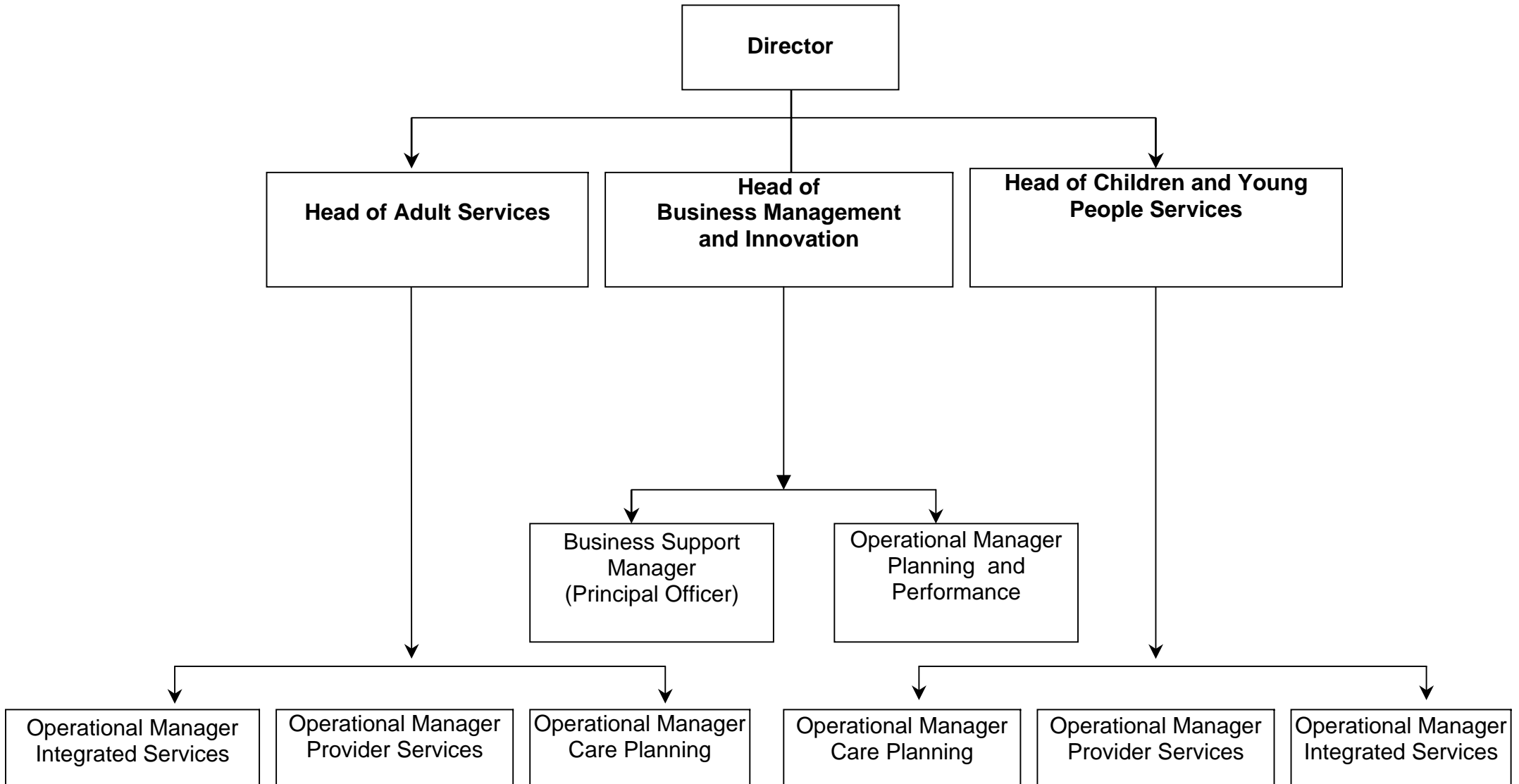
P. J. Evans
Director of Social Services

Functions and outcomes

The management structure for the Social Services Directorate has to incorporate a number of functions. It is important to set clear outcomes for the way in which these functions are delivered, to provide standards by which the impact of the proposed changes can be judged.

	Function	Outcome
1	Clarity of roles, responsibilities and delegations.	Devolved financial responsibility that guarantees business efficiency and effective use of resources.
2	Good professional advice to elected members in their executive and scrutiny roles.	Informed decision making and appropriate accountability.
3	Appropriate representation in corporate activities and groups.	Strong links between the overall aims of the authority and the aims for social services, promoting individual independence and social inclusion across all service areas.
4	Leadership and direction for all social services functions.	Effective management of continuity and change through reviewing services, implementing plans, overseeing projects, operational and business planning.
5	Effective arrangements for supporting, supervising and developing staff.	Services meet the standards that have been set for them and staff are able consistently to give of their best.
6	Capacity to fulfil statutory roles and organisational requirements.	A good balance between professional and business management, including a contribution to the management of safeguarding bodies.
7	Maintenance of agreed planning and partnership frameworks.	Working with others to shape the pattern and delivery of services through analysis of need and service demands.
8	Sufficient commissioning capacity	Plans converted into purchasing intentions that deliver best value.

SOCIAL SERVICES DIRECTORATE – PROPOSED MANAGEMENT STRUCTURE



Notes

1. The tripartite division at Head of Service level is derived from considerable evidence about what represents best practice in terms of providing clear direction, accountability, operational oversight and strategic capacity. However, there should be scope for introducing more integrated working across the directorate. For example, both Heads of Service in the operational divisions would be expected to manage their own staff but also to provide a leadership role across the Directorate in respect of a key social services activity (either care planning or service provision).

2. The Head of Service post in adult services should be advertised as a joint appointment with the Local Health Board but for a period of one year initially, to be filled on an interim or secondment basis. This would provide the Council with an opportunity to move relatively quickly in filling a considerable void in the management of social services and to share costs while, at the same time, testing out the extent to which collaboration can deliver concrete outcomes. In addition to the Head of Service role in the Directorate, the post holder would act as Commissioning Director in the Local Health Board. The post would be perceived as innovative and exciting, likely to attract interest from the small number of people with the relevant experience and skills. It is acknowledged that the post would need to be underpinned by:
 - an agreed strategy for partnership between the Council and the Local Health Board;
 - clear management arrangements across both organisations;
 - mechanisms for resolving any conflicts that might arise; and
 - explicit commitment by both partners to concrete outcomes from whole systems working, including delivery of key performance indicators and joint action to deal with budget pressures.

- logistical employment issues with joint appointments such as employee and funding status will need to be set out explicitly within a detailed job description.
3. The Head of Service post in children's services is likely to be even more difficult to fill. Although it should be advertised on a permanent basis, it may be useful to indicate that the Council would consider making a temporary appointment. We should anticipate that the process of recruitment will take some time and the Director of Social Services may have to carry out key aspects of this role temporarily. As a major new development, the post holder would be expected to play a prominent role within the management team of the Learning and Development Directorate and in ensuring implementation of the new single plan for children and young people. Again, this should be regarded as a step on the way towards far greater integration of services across education, social care, health and the voluntary sector
 4. The Head of Business Management and Innovation would have an increased role in overseeing business and strategic planning and providing a systematic approach to project management (including monitoring implementation of plans) and innovation. The unit would incorporate other aspects of quality assurance, in addition to the management of complaints and performance information. The management of commissioning would transfer to the operational divisions to reinforce the links between commissioning, financial accountability and service redesign. This would involve deletion of the relevant Operational Manager post. The Head of Service would undertake a formal deputising role for the Director. It is proposed that the person currently employed as Head of Strategy, Performance Management and Commissioning would be matched to the new post.
 5. Both operational divisions would have the same structure at Operational Manager level, with posts that reflect core social services activities. This would provide clear accountabilities but also encourage staff to share good practice in each of these areas across the two divisions.

6. For most of the Operational Manager posts, it is likely that staff already working at this level could be matched in to the new structure and continue with much of their current work. However, they would experience some change in the responsibilities allocated to them as shown in the chart below. It would be worthwhile exploring with Cardiff Council and the Cardiff & Vale NHS Trust the possibility of a shared post within the Integrated Services unit, probably to deal with mental health issues.

Operational Managers' Responsibilities

Adult Services

Care Planning

Team Manager (OP)
Team Manager (OT)
Team Manager (OPMH)
Team Manager (Hospital Social Work)
Team Manager (Physical and Sensory Impairment)

Provider Services

Team Manager (Residential and Day Care)
Team Manager (Home Care)
Team Manager (Adult Placement)

Integrated Services

Team Manager (MH)
Team Manager (LD)
Team Manager (Contracting)

Children's Services

Care Planning

Team Manager (First Contact)
Team Manager (Family and Placement 1)
Team Manager (Family and Placement 2)

Provider Services

Team Manager (Fostering)
Team Manager (Adoption)
Team Manager (Leaving Care)

Integrated Services

Service Manager (Children with Disability)
Principal Officer (Youth Offending Services)¹
Team Manager (Permanency and Placement)
Team Manager (Flying Start)

Business Management

Business Services (Principal Officer)

Team Leader (Finance)
Team Manager (Training and Development)

Business Planning and Performance

Team Manager (Performance Management)
Team Manager (Policy and Information)
Principal Officer (CPRU)
POVA Co-ordinator
Complaints Office

Innovation

Strategy Co-ordinator (Health, Social Care and Well-being Team)

¹ This post will be managed within the Chief Executive's Department for the next year.