

The Vale of Glamorgan Council

Cabinet Meeting: 20 June, 2016

Report of the Cabinet Member for Regeneration and Education

Management Review of the Learning and Skills Directorate

Purpose of the Report

1. To seek Cabinet's agreement to a revised management structure for the Learning and Skills Directorate.

Recommendation

1. To agree the proposed revised management structure and to authorise its implementation by the Director of Learning and Skills in consultation with the Head of Human Resources.

Reason for the Recommendation

1. To enable a management structure to be put in place, following the Council's HR policies and procedures, that ensures the Directorate is well placed for the next stage of its development and delivers increased outcomes alongside agreed savings targets.

Background

2. The current organisational structure as indicated in [Appendix A](#) has developed over a number of years. Over time, aspects of the structure have been reviewed, however, a more fundamental review has not been carried out. The focus has been on the delivery of improved outcomes. These are now starting to be delivered, with the very good and strong outcomes from Estyn's monitoring visit, although there is more to do. The role of the directorate is changing and resources are reducing. There is a need to ensure that the directorate is well placed for the next phase of its development to reflect these changing roles and to protect the quality of front line services.

Relevant Issues and Options

3. Learning and Skills is required to find a saving of £40k in 2016/17 and a further £40k in 2017/18 as a result of a management review. It is considered preferable to have a strategy that plans to deliver the full £80k rather than to need to revisit the structure within a year.

4. The Head of School Improvement and Inclusion has recently been appointed to the Assistant Director post with Central South Consortium leaving the post of Head of School Improvement and Inclusion vacant from 1 June. The Consortium has been keen to develop a shared role of a senior challenge advisor/school improvement lead officer for the Vale of Glamorgan to mirror practice elsewhere in the consortium. This is considered an effective and efficient approach and following the above appointment recruitment has been undertaken and concluded for this new role. Aspects of governor support, post 16 work and some specialist HR functions are being delivered regionally. Scoping work has been commissioned in relation to some other services but this is currently at an early stage and therefore is not reflected in the proposed structure.
5. Adult Community Learning is now delivered through a regional partnership with Cardiff Council, Cardiff and Vale College and other partners. Arts development recently transferred into the directorate and is managed as part of the library service.
6. The directorate is delivering three management intensive re-shaping projects and the fourth, strategy and resources, will be scoped in 2016/17. Re-shaping projects elsewhere in the Council may impact on the work programme. These projects are altering the Directorate's role away from operational activity and the direct provision of services to an increasing commissioning and enabling role. Community groups, schools and potentially an arms-length company will play a more significant role. Directorate staff will increasingly be commissioning services and holding providers to account.
7. There are a number of other complex projects to deliver including the Barry secondary school transformation programme, post-16 development work, the anticipated implementation of new legislation for additional needs and potential deeper collaboration and federation projects.
8. Much of the work of the directorate requires current teams to work together e.g. in relation to school reorganisation, the Welsh in Education Strategic Plan (WESP) , provision for pupils at risk of being NEET, funding the special school. The current structure creates some unnecessary barriers for example in relation to work to support vulnerable learners. In other aspects there will continue to be a need to work across the structure, using project management approaches where appropriate.
9. Some of the work of the directorate is very specialist and sporadic. It does not make sense to employ full-time staff to carry out all these activities. There may be a need to engage staff on short term contracts from time to time to carry out this work where appropriate which will be charged to existing budgets.
10. Some of the teams have become very small over time and therefore rather fragile. Staff turnover or sickness can potentially place the delivery of services at risk. It can be hard to manage peaks in workload. Similarly some lines of accountability are long and some managers have narrow spans of control with only one or two people reporting to them. Shorter lines of accountability can ensure staff are more directly accountable for their work, increase efficiency and improve communication. The four operational manager posts (and equivalent lead officers) have become increasingly uneven in their responsibilities and workloads over time.
11. The lead officer for Inclusion is currently seconded to the ALN re-shaping project with acting up arrangements in place. This secondment is due to conclude in summer 2016.

12. The aim of the proposed new structure is to enable us to deliver an aspirational and culturally vibrant Vale where educational outcomes are the best in Wales and match those of successful authorities in England.

Key features of the new structure

13. The proposed new structure ([Appendix B](#)) takes the role of the Central South Consortium into account and incorporates a joint post to better manage the interface and to avoid duplication. This is a key post to ensure that the consortium's plans reflect our ambitions and priorities, that the consortium delivers those plans effectively, that local authority knowledge about and support for individual schools is well coordinated and that knowledge about schools improvement priorities informs the directorate's work.
14. The proposed structure for the directorate takes into account previous changes to SEN/inclusion including increased delegation to schools, the re-shaping proposals for these services and seeks to anticipate the impact of the proposed new ALN legislation. This is an area where the Directorate's role is changing fast from being a major provider of services, to one where services are commissioned and de-commissioned and the Directorate's role is to champion the needs of individual children and their families.
15. The directorate provides and commissions a range of early intervention and well-being services for children and young people. Increasingly these services are targeted on those most vulnerable to underachievement and social exclusion: we provide fewer universal services. A number of these services are currently, or have previously been, funded by specific grant schemes. There is a need to better coordinate these services to ensure they provide a coherent and effective programme, based on clear outcome expectations and with clearly documented referral and step down arrangements.
16. There are continuing benefits of a close link between libraries and adult community learning underpinned by the planned move of the open learning centre to Barry library. The library service's work to support the development of community libraries has many synergies with the development of cost-recovery leisure courses for adults and both services work with volunteers and support job seekers to develop their skills and access employment opportunities.
17. The proposed structure increases the sizes of several teams: the minimum team size will be three with most teams significantly bigger. There will be a subsequential need to review some teams following this management review. The proposed structure increases the span of control of most managers to at least three members of staff. It should be noted that some managers including those that commission activity have few staff management responsibilities albeit that they have very significant responsibilities for service development and for managing budgets.

Notes on individual posts

18. New posts:

Head of Achievement for All:

This new post has a clear focus on education outcomes and is responsible for both meeting additional learning needs and addressing the needs of other vulnerable learners. This post is responsible for implementing the ALN re-shaping project embedding a commissioner, rather than provider, approach to much of the work. The postholder will lead on the implementation of the new ALN Act in due course.

There is a significant piece of work to be done to improve the coherence and efficiency of services for vulnerable learners bring targeted youth service interventions alongside those of the behaviour and attendance teams and CYPP funded services. The postholder will work closely with the Lead Officer for School Improvement/senior challenge advisor to contribute to the 'team around the school' for schools requiring more intense support and will lead the preparation of the annual Service Plan to include the work of the Lead Officer for School Improvement/Senior Challenge Advisor. The role interfaces with Social Services and includes responsibilities for safeguarding. The postholder will be responsible for substantial revenue budgets which are frequently under pressure. The postholder will also be a member of DMT and will manage the work of three managers.

Operational Manager for ALN:

This new post is responsible for commissioning (planning, securing, monitoring, reviewing) the delivery of ALN services. This will include determining the future need for specialist ALN provision; developing and monitoring provision for ALN learners through the use of the quality assurance framework for schools; school place planning for Ysgol y Deri, service level agreements for the delivery of outreach services and for minimising out of county placements. The postholder manages and will re-structure and quality assure the specialist teacher service, manages the tuition service for pupils out of school and arrangements for children who are educated at home, and commissions or provides training for SENCOs/ALNCOs and other school staff. This post has safeguarding responsibilities, is a member of DMT and manages the ALN Manager and safeguarding officer.

ALN Manager:

This post is responsible for managing the directly provided support services for pupils with additional needs. This involves ensuring that high quality services are provided that meet the needs of children, that the skills of school staff are developed and that staff are actively supported and monitored while working in schools and other settings. The additional learning needs re-shaping strategy envisages that over time most of these services will be managed by schools or other providers. This post will therefore be further reviewed when the strategy has been implemented.

Complex Needs Manager / Principal Educational Psychologist:

This new post is responsible for the assessment of individual pupils with complex additional learning needs, including statemented learners, looked after children and children with English as an additional language, and for monitoring their progress. The Manager is responsible for the work of education psychologists and specialist administrative staff and prepares reports for tribunal where necessary. The manager works closely with the Operational Manager for ALN to place learners appropriately in commissioned placements. The manager also works closely with parents, schools, advocacy groups, social services and health to address the needs of individual children and supports parents' groups. In the event that Welsh Government delegates responsibility for post-16 learners in specialist settings this postholder will take on additional duties. This postholder manages the work of the Complex Cases Manager, LAC/EAL coordinator, educational psychologists and complex needs team.

Lead Officer for Social Inclusion and Wellbeing:

This new post is responsible for the wide range of early intervention and well-being services for children and young people. Increasingly these services are targeted on those most vulnerable to underachievement and social exclusion: fewer universal

services are being provided. A number of these services are currently, or have previously been, funded by specific grant schemes. There is a need to review these services so they provide a coherent and effective programme, based on clear outcome expectations and with documented referral and step down arrangements. The services include activity funded through the Families First programme, programmes supporting the Engagement and Progression framework to reduce the numbers of young people who are NEET, the work of education welfare officers , alternative pathways for 14-19 year olds, behaviour services (subject to ALN re-shaping), work to reduce exclusions, the Pupil Referral Unit (PRU) and the youth service . The postholder is responsible for engagement with children and young people and is a member of DMT. They are responsible for the work of the Engagement and Progression Manager, Prevention and Partnership Manager, Behaviour and Attendance Manager and the Head of the PRU.

Culture and Community Learning Manager:

This new post is responsible for libraries, adult community learning and arts development. They lead the library service's work to support the development of community libraries and, through the Cardiff and Vale Community Learning Partnership, are responsible for the delivery of programmes of learning to prioritised learners, for the delivery of Welsh for Adults provision and for the continuing development of cost-recovery leisure courses for adults. Working with volunteers and community organisations and supporting job seekers to develop their skills and access employment opportunities, this postholder works closely with other managers in the Council and voluntary sector delivering projects to increase prosperity. This post, for which we will seek applications in the early autumn, plays a key role in developing welsh-medium provision in out-of-school settings. Following this recruitment the management team will be further reviewed to ensure sufficient coordinating capacity.

Access Manager:

This new post is responsible for school place planning ensuring that the right number of school places are available in the right places, that school reorganisation proposals are developed to support the delivery of the best education outcomes in Wales and that admission policies are appropriately developed and administered. This post is responsible for developing and monitoring the capital programme for the Directorate in consultation with Property Services. The postholder works closely with the Lead Officer for School Improvement/Senior Challenge Advisor to develop school organisation proposals and with planning development officers. They lead engagement and consultation activity with stakeholders and are also responsible for presenting the Council's case at admission appeals. There is frequent contact with parents, schools and regular report writing. Applications for this post will also be sought in the early autumn.

Access Officer:

A new post in the access team will be created to ensure continuing capacity to deliver a high quality admissions service and to contribute to the development of school organisation proposals.

Lead Officer for School Improvement/Senior Challenge Advisor:

This post will be a joint role for both the Council and Central South Consortium working for approximately half their time for each organisation. Either organisation may be the employer in law. This is a key post to ensure that the consortium's plans

reflect our ambitions and priorities, that the consortium delivers those plans effectively, that local authority knowledge about and support for individual schools is well coordinated and that knowledge about schools improvement priorities informs the directorate's work. The lead officer will help to avoid duplication between the work of the Council and the Consortium and will have a job description common with other similar roles in the Consortium. The postholder will be responsible for reporting on the attainment of pupils and the progress of schools to members, supporting red/amber schools and holding them to account including support for scrutiny panels, coordinating HR support for individual schools with complex requirements and for support for non-maintained nursery settings. They are responsible for preparing the local authority's annex to the Consortium business plan and contribute to the Service Plan prepared by the Head of Service for Achievement for All. The postholder is responsible for managing the work of challenge advisors working in the Vale. The postholder is a member of DMT and attends the Council's headteacher meetings as well as the Consortium's Operational Board and Senior Leadership Team.

19. Posts with changed responsibilities/reporting arrangements:

Governor Support and Complaints Manager:

This post takes on additional responsibilities for the preparation of the Welsh in Education Strategic Plan (WESP). They continue to be responsible for governor support (increasingly provided on a regional basis), for SACRE and for complaints. The postholder works closely with the Lead Officer for School Improvement/Senior Challenge Advisor to support schools to strengthen leadership including advice to governors and headteacher appointments. They maintain the partnership agreement with schools. The post will in future report to the Operational Manager: Strategy and Resources.

Engagement and Progression Manager:

This post is retitled (from Senior Youth Manager) to emphasise the key accountability for implementing the engagement and progression framework to further reduce the numbers of young people who are not in education, employment or training. This involves working with a range of partners to identify those at risk of becoming NEET from an early age and to ensure case workers are in place for those identified. The postholder leads on activities to engage children and young people of all ages in decision-making and is responsible for the wider youth service.

Prevention and Partnership Manager:

This post is retitled (from Children and Young People's Partnership Manager) to emphasise the key accountability for commissioning and delivering a coherent range of prevention services, with clear referral arrangements and stepping down arrangements underpinned by evaluation. They will assume responsibility for the operation of SELFIE and the well-being datapacks for schools. This role continues to be responsible for the detailed administration associated with grant funding for some services. The postholder maintains the children and young people's partnership arrangements and will take on the work linked to sport and play from the post of Lead Officer for School Improvement.

20. Posts with more minor changes or which are unaffected by these proposals

- Catering Manager: unaffected

- Head of Strategy, Community Learning and Resources: The key focus of this role is maintained. The Service assumes responsibility for governor support, the preparation of the Welsh in Education Strategic Plan and for complaints: there is a major focus on preparation for Band B of the 21st century schools programme and in relation to re-shaping. Responsibility for Engagement and Progression shifts to the Head of Achievement for All.
- Finance Manager: unaffected
- ICT and Data Manager: unaffected
- Safeguarding Officer: unaffected
- Head of PRU: the post will report to the Lead Officer for Social Inclusion and Wellbeing but is otherwise unaffected
- Complex Cases Manager: the post is retitled from Complex Needs School Liaison to better reflect the postholder's continuing management responsibilities.
- LAC/EAL Manager: this post will become part of the complex needs team and report to the Complex Needs Manager/Principal Educational Psychologist. The postholder focuses on securing the progress of learners who are looked after, are travellers or who are at the early stages of acquiring English as an additional language: they are an advocate for these vulnerable learners, work with schools and social services to ensure high quality plans are in place and developed, and that barriers to success are actively addressed for individual children.
- Behaviour and Attendance Manager: this post will report to the Lead Officer (Social Inclusion and Wellbeing). Responsibility for reducing exclusions has been re-emphasised in the revised job description.
- Associate advisor: the associate advisor for early years will report to the Lead Officer for School Improvement/Senior Challenge Advisor.

21. Deleted posts:

- Head of School Improvement and Inclusion (vacant)
- Lead Officer Inclusion (replaced by new post)
- Lead Officer for School Improvement (potentially redundant)
- Lead Professional Officer for Safeguarding and Learner Support (replaced by new post)
- Principal Educational Psychologist (replaced by new post)
- Lead Officer: Youth and Community Learning (replaced by new post)
- School Organisation Manager or Policy and Access Manager (potential redundancy)
- Principal Librarian or Adult Community Learning Manager (potential redundancy)

22. Employees in the Learning and Skills directorate are employed on a number of different sets of terms and conditions. The opportunity is being taken to review the position in relation to some of these posts to increase the number of posts which are on local government terms and conditions, rather than soulbury, teachers or youth worker arrangements. These changes will be made in consultation with individual employees paying particular regard to the pension entitlements that have been accrued.

Resource Implications (Financial and Employment)

23. The estimated full year savings of these changes in 2017/18 are £139,886: part year savings will be made in 2016/17 although the precise value of these savings will be dependent on the detailed timing of implementation which has not yet been fully programmed.
24. The savings achieved will meet the Management Review savings targets set for the Learning and Skills Directorate in 2016/17 and 2017/18 and make a contribution towards the savings targets for ALN re-shaping (£26,179) and Strategy and Resources re-shaping (£33,708). In some cases ALN staff transferring to new terms and conditions will gain 'headroom' for incremental increases in later years as a result of the restructure reducing the ALN saving to £10,069 and the overall saving to £114,293: further consequential changes are therefore planned in future years as the re-shaping strategy is implemented in order to identify further savings to contribute to the ALN re-shaping programme.
25. There are three posts potentially redundant which will be managed in line with the Council's policies to avoid compulsory redundancy whenever possible: the cost of redundancy will potentially offset the revenue savings in the initial period after restructuring.

Sustainability and Climate Change Implications

26. The new structure seeks to anticipate the longer term needs of the directorate.

Legal Implications (to Include Human Rights Implications)

27. There are a variety of employment law implications arising from the contents of this report. The employing Directorate are working with Human Resources in regards to these proposals and will seek legal advice as and when appropriate or necessary.

Crime and Disorder Implications

28. There are no Crime and Disorder implications arising from this report.

Equal Opportunities Implications (to include Welsh Language issues)

29. A scoping for equality impact assessment has been completed ([Appendix C](#)). This has not identified the need to complete a full impact assessment.

Corporate/Service Objectives

30. An aspirational and culturally vibrant Vale - all Vale of Glamorgan citizens have opportunities to achieve their full potential.

Policy Framework and Budget

31. This is a matter for Executive decision.

Consultation (including Ward Member Consultation)

32. The proposals have been shaped by extensive consultation. Initially the need for a review and the key assumptions to underpin the new structure were discussed with the Directorate Management Team and with the wider Management Forum. The proposals for the new structure has been discussed, during a consultation period running from 13th April to 11th May, with the trade unions, with managers potentially

affected by the proposals on an individual basis, with the headteacher steering group and with staff in the Directorate more widely. A number of changes were made to the proposals, including changes to draft job descriptions, as a result of consultation.

Relevant Scrutiny Committee

33. Learning and Culture.

Background Papers

None.

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