THE STRUCTURE AND ORGANISATION OF THE NEW COUNCIL (2)

Introduction

1.   Following the Implementation Executive's consideration of an initial report on this subject, the present report describes the organizational structure which is recommended for the new council. The report also considers the point raised by members of the Executive about 'silos'; assesses the implications for costs and savings; and describes the next steps. The views of the Implementation Executive will be reported to the County Council's Cabinet on 22 April.
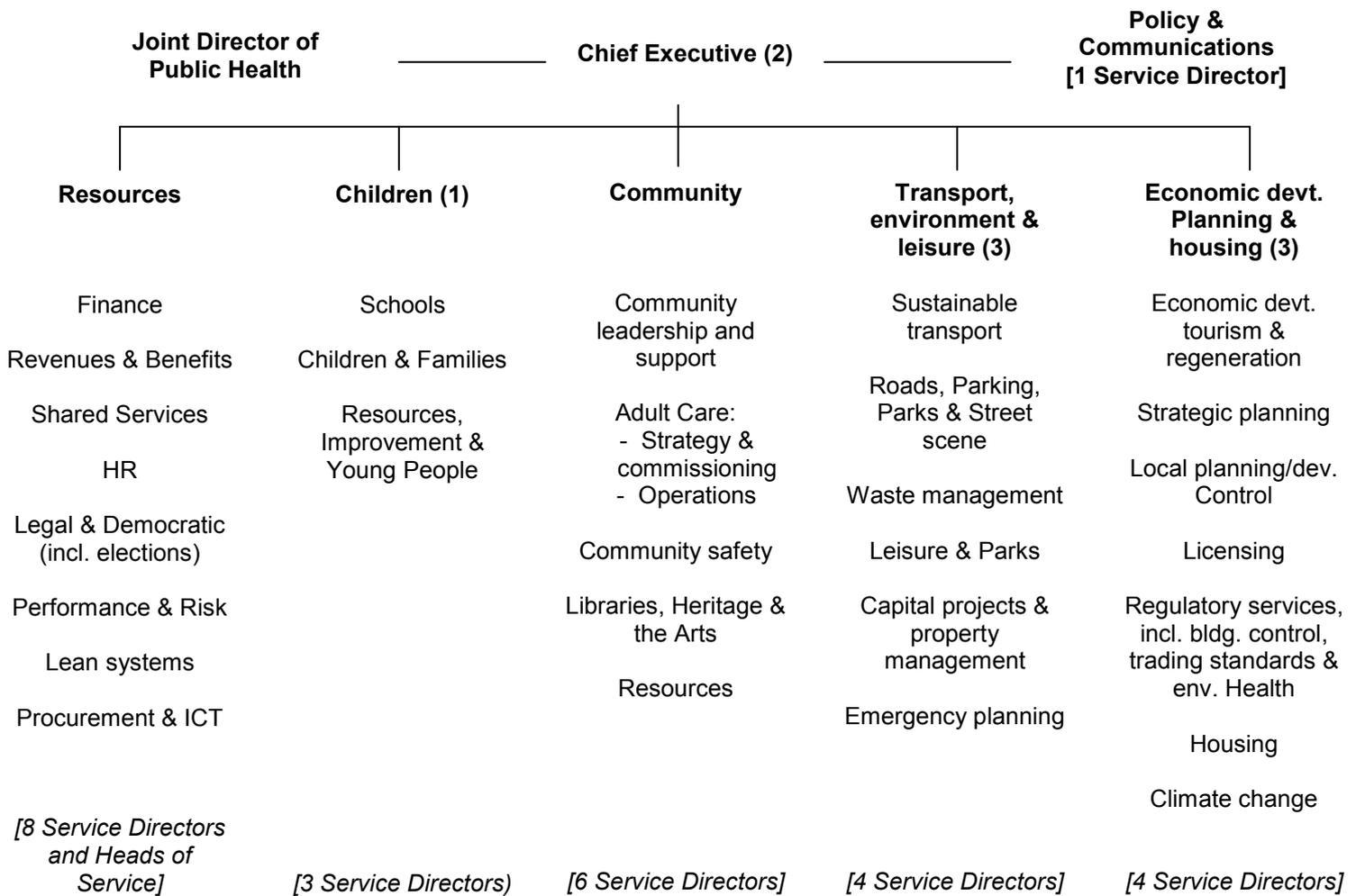
Background

2.   The Implementation Executive considered an initial report on this subject on 19 March. The conclusions of the report were summarised as follows:

- The responsibilities of Directors and other managers in the new Council must be defined to reflect and emphasise the goals of the new Council

- These goals will require improved working with other public bodies within the framework of the Local Area Agreement, and strong managerial leadership at County and local levels

- The will require alignment and integration of District and County services, organised to reflect 'lean' principles; consistent customer focus and easier access; effective commissioning and procurement (including joint commissioning with partners) in the context of greater customer choice and 'personalisation'

- And the goals will require positive relations with the voluntary sector and policies which encourage local voluntary effort; delegation to the community area where Councillors and local managers will shape local services

- The structure will require effective management of public offices and access points (including the major offices in Salisbury, Chippenham, Devizes and Trowbridge) in the context of line management by each service Director of his/her services throughout the County

- The structure of the new Council is one of many factors which will influence the Council's success in meeting its goals; others include performance management, leadership, communication, the new Business Management Programme, and the effective management of change

- A radical new structure which will work on day one. The Council can review that structure in due course in the light of experience and on the advice of its Chief Executive

- The statutory framework for Directors' posts requires Directors of Children's Services and Adult Social Services

- There are various practicable arrangements to combine the other service responsibilities of the new Council

- The new structure must embody sufficient capacity to support the programme of change while achieving savings against current costs

3. The Executive agreed that I should proceed to prepare a further report along these lines. Several Members expressed particular concern that the new Council should not work in 'silos' – separate departments working in isolation, and thereby failing to provide services which meet customers' and communities' broader needs and to do so efficiently. This point is considered later in this report (para. 16).

4. By way of background, the Appendices show the current organisation of the County and District Councils and some Unitary Councils.

The departmental structure of the new Council

5. I recommend no change in the responsibilities of the Department for Children & Education. The present structure has coherence, and reflects the statutory responsibilities of the Director. The internal organisation can be reviewed after the Joint Area Review has taken place this summer.

6. I recommend a single department of Resources, to include 'lean' systems and customer care and shared services. It would be possible to split this department in various ways, but the County's department was brought together only 14 months ago, from two (until 2000, three) departments and the experience since then confirms that this was the right move.

7. The proposed department of Community Services broadly matches the current one, with the addition of the Arts (including festivals) to the Libraries & Heritage group. An alternative would be to group library and leisure services, and there are successful examples of this arrangement. This could be considered in the future. Initially, the new Council will have to consider the overall strategy and direction of leisure services. Meanwhile, the Council will be managing diverse arrangements, including "in-house" leisure facilities as well as contracts with external providers. There are no obvious advantages in doing so through a department linking leisure and library services.

8. The Department of Community Services will have responsibility for 'community safety'. I put this phase in inverted commas as it is a result rather than a service in its own right. 'Community Safety' requires close collaboration between the Council, police and health. It is associated with communities with high social capital. Public perceptions of 'community safety' are influenced by the built environment – absence of graffiti, buildings which are will designed and built, streets which are clean and safe. I recommend that the scope and focus of 'community safety' in the department should be reviewed to ensure that they reflect these considerations.

9. The Department of Community Services also includes the responsibility for planning and co-ordinating the new Council's support for communities – strengthening the voluntary sector and its links with the Council, developing services in ways which build social capital and 'resilience', co-ordinating the Council's consultation and engagement with local communities. It is difficult to capture this range of functions in a single term but I have referred to it as 'community leadership and support'.

10. It would be positive to create a separate department with this latter responsibility but for reasons mentioned in the first report, on balance I do not recommend that. Also, I believe that it would be a mistake to separate the responsibility for community development from that for adult care. The County Council's emerging strategy to respond to the challenges facing adult care services will depend critically upon strengthening the voluntary sector and building links within local communities.

11. The proposed department for Transport, Environment and Leisure is primarily the department which will make Wiltshire's communities pleasant places to live and work. Local roads, local bus services, local leisure facilities, local waste collection and recycling, local environmental enhancement – 'Street Scene' – will be the responsibility of this department. It will face particular challenges in responding to local expectations within the limits of available resources, and this will require high skills of communication as well as professional competence. This department can be expected to work particularly closely with the Community Boards.

12. I have included responsibility for major projects and property management in the department because of the skills and synergy with major projects in roads and waste.

13. The department for economic development, planning and housing will be responsible for planning the development and growth of the county over the medium to long term. I have proposed that Housing should be located here because of its important relationship with economic development. The importance of sustainable economic growth will be crucial also to the Council's planning policies. Of course, planning extends from strategic to local decisions about development control: I recommend that they should be grouped together because I am advised that it would be risky to separate them, notwithstanding the local nature of much development control. I have proposed that other Regulatory and Protective services should be included in the department, although the precise allocation of responsibilities between this and the department for Transport, Environment & Leisure is a matter of judgement.

14. I recommend that the responsibility for communications and policy should be brought together under a Service Director reporting direct to the Chief Executive. Both policy and communications require skills and capacity throughout the Council, but they also require clear co-ordination and leadership which is best located in the Chief Executive's office. I recommend that Research and Intelligence also should be co-ordinated and led centrally within the Council, either in the Chief Executive's office or by the Director of Public Health (who is responsible for the Joint Scrutiny Needs Assessment). I am discussing the latter option with the Director herself and the Chief Executive of the PCT. Under either option, R&I would be commissioned from relevant services (and other public bodies) as well as undertaken directly, so the central capacity would not be huge.

15. The structure of the new Council at the senior level – Corporate Directors and Service Directors – is summarised in the diagram below.

Joint Director of Public Health	Chief Executive (2)			Policy & Communications [1 Service Director]
Resources	**Children (1)**	**Community**	**Transport, environment & leisure (3)**	**Economic devt. Planning & housing (3)**
Finance	Schools	Community leadership and support	Sustainable transport	Economic devt. tourism & regeneration
Revenues & Benefits	Children & Families		Roads, Parking, Parks & Street scene	
Shared Services	Resources, Improvement & Young People	Adult Care: - Strategy & commissioning - Operations		Strategic planning
HR			Waste management	Local planning/dev. Control
Legal & Democratic (incl. elections)		Community safety	Leisure & Parks	Licensing
Performance & Risk		Libraries, Heritage & the Arts	Capital projects & property management	Regulatory services, incl. bldg. control, trading standards & env. Health
Lean systems		Resources		
Procurement & ICT			Emergency planning	Housing
				Climate change
[8 Service Directors and Heads of Service]	*[3 Service Directors)*	*[6 Service Directors]*	*[4 Service Directors]*	*[4 Service Directors]*

Notes:

1 review internal structure post JAR
2 including Research & Intelligence, with either the Service Director or DPH
3 the service headings below are not intended to represent specific posts, they will be determined when the overall structure is approved.

One Council, one culture, focusing on customers and communities

16. The Implementation Executive at its previous meeting stressed the importance of working across the Council's services and departments, avoiding 'silos'. This is essential if the Council is to achieve its goals of services which are customer focused and which address communities' needs. We can do this primarily through performance management; clear identification of goals and priorities by the Council and the Cabinet, for the County and each community; corporate responsibility of Directors to embody these goals and priorities in the work of service Directors and their teams; opportunities for learning and development across departments; and regular evaluation of progress. We are currently planning a programme of learning and development involving managers and staff across all five councils from the autumn to prepare for the new council.

Costs

17. The structure I am recommending would have five corporate Directors (plus the Director of Public Health), and twenty six service Director Heads of Service. The structure is not directly comparable with the structure of the five current councils, as the precise level and breadth of responsibilities vary, but the structure represents a reduction from the current number of senior posts. (The current substantive structures are described in the Appendices.)

18. The consequent savings will depend partly upon the structures and appointments below the service Directors. These will be monitored as we move through the process and will be reported to the Executive.

Next Steps

19. The views of the Implementation Executive on this report will be reported to the County Council's Cabinet on 22 April (as the Cabinet has responsibility for a decision on this matter.)

20. Appointments Committee Procedures for appointments of corporate and Service Directors are recommended in the accompanying report. The appointments will fall to be made by the County Council's Officer Appointments Committee. These appointments should be made as quickly as possible, and in the case of all internal ones, by the end of June. A programme for appointments will be circulated as soon as possible.

Conclusion

21. The Implementation Executive is invited to consider and endorse the organizational structure recommended in this report.

22. Further reports will be brought to the Executive as the work on structures proceeds.

KEITH ROBINSON
Chief Executive