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|----------------|--|
| Meeting        | General Functions Committee  |
| Date           | 23 April 2012  |
| <b>Subject</b> | <b>Re-organisation of the Senior Officer and Council Structures</b>  |
| Report of      | Chief Executive and Head of Paid Service   |
| Summary        | This report seeks approval for the Head of Paid Service to implement a new organisational structure with new senior officer roles. |

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| Officer Contributors   | Chief Executive and Head of Paid Service<br>Assistant Director - HR   |
| Status (public or exempt)                                    | Public  |
| Wards affected   | Not applicable  |
| Enclosures   | Appendix 1 – Equality Impact Assessment<br>Appendix 2a & 2b – Delivery Units & Commissioning Groups<br>Appendix 3 – Corporate Management Structure<br>Appendix 4 – Post created in each function<br>Appendix 5 – Proposed Structure details |
| For decision by  | General Functions Committee   |
| Function of  | Council   |
| Reason for urgency / exemption from call-in (if appropriate) | Not applicable  |

Contact for further information: Jacquie McGeachie, Assistant Director - HR - 020 8359 7952

## **1 RECOMMENDATIONS**

- 1.1 That the Committee authorise the Head of Paid Service to implement the new organisational structure as set out in this report.**
- 1.2 That the Committee authorise the Head of Paid Service to make changes to the functional design of the proposed arrangements for the re-organisation of the Senior Officers and council structures that may occur as part of any consultation.**
- 1.3 That the Committee authorise the Head of Paid Service to appoint to all the new posts, with the exception of those roles that are classified as Chief Officers set out at 3.4 of the report.**
- 1.4 That following statutory consultation, and compliant with the Managing Organisational Change Policy, the Assistant Director Human Resources is instructed to arrange for redundancy letters to be issued to those employees who have not secured a designate role in the new structure or been redeployed as a result of the process.**
- 1.5 That following the successful appointments to the new senior management structure, the Head of Paid Service be authorised to delete the existing senior management team structure.**
- 1.6 That the Committee instruct the Head of Paid Service, to provide a progress report to the General Functions Committee in October 2012.**

## **2 RELEVANT PREVIOUS DECISIONS**

- 2.1 None**

## **3 CORPORATE PRIORITIES AND POLICY CONSIDERATIONS**

- 3.1 The council is currently structured on traditional departmental/directorate lines. However a number of internal and external factors mean that the structure now needs to evolve to focus on the customer, and manage its resources and responsibilities.**
- 3.2 In particular**
  - The customer is at the centre of the council's business and the structure is formed around this principle, and facilitates the use of customer insight more effectively.
  - The ongoing reductions in public expenditure necessitate further reductions in the management overhead of the organisation.
  - The council's One Barnet response to reductions in public expenditure is shifting the skills requirements for senior staff. Greater emphasis on the effective client and commercial management of providers is now needed.

- The public sector situation remains fluid with shifting priorities and funding uncertainties. A more flexible organisation able to shift capacity and better manage resources is needed in this climate.

- 3.3** The proposals set out in this report provide a platform for the council to effectively respond to this challenging environment. They do this by proposing a managed transition to a greater focus on the commissioning of services. This in turn creates a ‘core’ of the structure, (Delivery Units, The Commissioning Group, and Assurance) that will be adjustable over time as priorities and resources change.
- 3.4** Councils are not entirely free to develop structural arrangements of their own choosing and are required to identify certain posts within their structure. Similarly there is a Constitutional requirement to identify Chief Officers within the structure. The table below sets out how these posts are identified within the proposed structure.

| <b>Chief Officer Post Title</b>             | <b>Statutory Responsibilities</b>   |
|---|---|
| Chief Executive                             | Head of Paid Service  |
| Chief Operating Officer                     | Director of Finance (Section 151 Officer)   |
| Director of People                          |   |
| Director of Place                           |   |
| Director of Assurance                       | Monitoring Officer  |
| Director of Children’s Services             | Director of Children’s Services   |
| Director of Adults and Communities          | Director of Adult Social Services   |
| Assistant Director of Finance and Resources | Deputy Section 151 Officer  |
| Lead Commissioner for Health & Well-being   | Director of Public Health (post will transition into the local authority as part of the integrated health agenda in April 2013) |

#### **4 RISK MANAGEMENT ISSUES**

- 4.1** Ensuring a degree of stability has been a key factor when agreeing the approach to the reorganisation of the senior management team during a time of financial constraint and where major change projects are already taking place. The approach, as detailed in the report, gives due consideration of the impact

that transitioning to a new organisation design may have on the stability and morale of the organisation.

- 4.2 Where new posts are not filled as part of the internal or external selection process, interim arrangements will be put in place to ensure continuity of services. This will be necessary to ensure capacity to continue to lead the organisation whilst in a transitional period.
- 4.3 A communication plan will be drawn up to ensure employees are well informed, particularly as the re-organisation transition process may involve whole teams or departments moving to new functions.
- 4.4 The re-organisation of the council's structures will need to ensure that a robust selection process is in place in order that the right people are appointed, and where a post is designated as a 'Chief Officer' their appointment will be by a Member Panel.

## 5 EQUALITIES AND DIVERSITY ISSUES

- 5.1 **Job evaluation and reward:** The evaluation of new job roles will be carried out by the Hay Group who are recognised experts in this field. Equal pay is fundamental to the Hay Group evaluation and reward methodologies and this method is the most widely used of its kind and is designed to be applied fairly to all job types and sizes, and to concentrate on the job irrespective of who holds it.
- 5.2 **The selection process for internal and external candidates:** Attention has been paid to ensure that each stage of the process is fair to all and is as diversity friendly as possible. This has been achieved as follows:-
  - 5.2.1 **Application stage:** We have sought to make this stage of the process as transparent and informative as possible. This includes:
    - Keeping the application process as simple as possible asking only for the essential information needed at this stage, focusing predominantly on essential personal details and key experience to date;
    - Providing guidance and giving details of things that candidates should consider when completing the application;
    - Providing realistic job previews through the use of self selection questionnaires so that participants can be more focused about which role to apply for and what the role involves;
    - Ensuring that all participants have access to the same information so 'levelling out the playing field' and providing all with the same starting position.
  - 5.2.2 **Assessment stage:** A well designed assessment process is, by its very structure, the fairest approach to the selection of candidates. This is because:-
    - It involves several people in the evaluation process;
    - It involves different types of exercises so that candidates have more than one opportunity to perform at their best;

- If candidates underperform in one activity, they have the opportunity to improve their performance in subsequent exercises;
- Candidates are only assessed on what is observed and heard by assessors in a standardised exercise setting, not assumptions and suppositions based purely on what a candidate says in an interview;
- All candidates are assessed against a standardised and consistent set of measures, typically a competency framework with clearly outlined indicators;
- The review session at the end of each centre involves a moderation process where scores are scrutinised to ensure that they are consistent across all candidates;
- All assessors have undergone specialised training to learn techniques that minimise subjectivity and increase objectivity.

**5.2.3 External recruitment:** Activities will be based on well-researched preparation which seeks to identify where candidates can be found for a given role. This might involve working with specialist professional bodies representing minority groups or looking at alternative sources for candidates with specific experience other than the usual local government pool.

**5.3** An employee Equalities Analysis will be undertaken and this will look at the Equality impacts at four milestones. The Milestones will be:-

- At the launch of the re-organisation of the council's structure – Mid April 2012;
- At the 'application close' stage of the selection process – end of May 2012;
- At the end of the assessment centre stage of the selection process – end of June 2012;
- At the end of the interview panel which is the end of the selection process and will include those successful applicants with job offers – end of July 2012.

The first milestone analysis details are detailed in Appendix 1, and it is worth noting two areas for monitoring going forward. Firstly the organisation has a workforce of 63.48% female; however the senior management team has 43.16% female. Secondly the organisation has a workforce of 50.27% White British and within the senior management population this is 71.58%.

## **6 USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)**

**6.1** The Chief Executive has discussed with Directors and their senior management teams his intention to re-organise the council's structures and as part of the process there will be on-going opportunities to input and feedback on its design and the cultural change.

**6.2** There are a number of organisation and workforce challenges that have been considered in the design of the process to transition to a new organisation structure:-

- Ensure a seamless transition so services to customers and residents of Barnet are not disrupted;
- Keep the focus on the organisation's priority to deliver the corporate plan and maintain productivity levels;
- Be mindful of the corporate knowledge the organisation risks losing and ensure a process to capture this is built into the transition period;
- Create career opportunities and avoid an 'at risk' environment for a prolonged period of time;
- Monitor morale and any potential early exits of employees from the organisation;
- Ensure the interdependencies with the One Barnet projects are known and any impact on potential TUPE managed;
- Create capacity to transition to a new organisational structure;
- A new pay and grading structure to deliver a sustainable pay bill whilst attracting the right talent and skills.

Based on these challenges, the number and nature of the posts involved and the time period, the transition is designed to put individuals in control of their careers and the choices they make. Individuals will have the space and support to form their own views about what the proposed new organisation structure means to them, and how this meets with their own career aspirations.

**6.3** The strategy of the council is to deliver efficiencies and Value for Money through a mix of service channels. The intention is to align a review of its Pay and Reward strategy to the timelines within this project.

**6.4** The baseline cost for the current senior management team is £9,535k. The total Medium Term Financial Strategy (MTFS) savings from 2012/13 and up to and including 2014/15 are £1,115k (table 1). In order to clarify the base budget those staff represented on a TUPE list as part of the One Barnet projects, DRS and NSCSO, are taken into consideration, this equates to £2,146k (24 staff). After taking into account the total MTFS savings in the years 2012/13 – 2014/15 and the TUPE list the residual baseline budget is £6,274k. Any proposed structure will achieve the £1,115k MTFS savings as a minimum.

Table 1

|              | 2012/13 | 2013/14 | 2014/15 | Total     |
|--------------|---------|---------|---------|-----------|
| MTFS Savings | (£582k) | (£263k) | (£270k) | (£1,115k) |

## **7 LEGAL ISSUES**

### **7.1 None save those contained in the main body of the report**

## **8 CONSTITUTIONAL POWERS**

### **8.1 Constitution Part 3 -Responsibility for Functions – 2 – Responsibility for Council Functions - General Functions Committee discharges council functions not reserved to council including staff matters.**

## **9 BACKGROUND INFORMATION**

### **9.1 Principles**

The approach to developing the new design has been informed by the design principles developed through consultation with senior management and the experiences of other local authorities.

The starting position has been that the council's organisational design should follow its strategy and future direction. The aim is to align people, systems, and processes within the local context to deliver the council's vision, so 'form follows function'.

Any new structure also needs to:

- Enhance accountability
- Reduce costs
- Respond to a changing policy environment.

The proposals in this report seek to do this by:

- Clarifying roles and responsibilities in the organisation giving clearer accountability for policy, strategy and resource allocation, for delivery of outcomes and for the governance of these arrangements.
- Reduce costs by minimising duplication of roles across the authority and centralising a number of functions in the Commissioning Group.
- Introducing a structure better able to flex to reflect changing priorities or reduced resources.

### **9.2 Organisation Structure**

**9.2.1** The proposed structure is designed to be simple and adaptable to change. It is based around five core units: Delivery Units; Strategic Commissioning Board; Assurance Group; Commissioning Group and Support Services/Customer Services.

**9.2.2** Whilst each unit has a distinct role and function, there will be a high level of joint working across the functions. Each function is described in more detail below:

- **Delivery Units:** A mixture of in house and private service providers. Delivery Units are primarily operational and focused on executing commissions set by the Commissioning Group. Delivery Units will have autonomy to seek operational solutions based on their front-line and professional expertise. (Appendix 2a)
- **Assurance Group:** Supports Members providing independent oversight and assurance to them and the organisation on governance procedures and business processes.
- **Commissioning Group:** Translates priorities and outcomes set by the Members into a range of delivery specifications or ‘commissions’ using specialist expertise from across the council and its partners. The Commissioning Group commissions services from a range of providers in line with the delivery specifications it develops. It manages commercial relationships, contracting, procurement and the council’s business planning cycle. (Appendix 2b)
- **Externalised Support Services and Customer Services:** Provides support services, such as finance and HR, to support the day to day operations of the council as well as the management of the council’s interactions with customers.
- **Strategic Commissioning Board:** Provides overall management and leadership of the organisation and works with Members to set the strategic outcomes for the borough. Sets and monitors the future direction of the council and ensures high performance against outcomes. It is accountable for the delivery of these outcomes.

### 9.3 Children’s Services

The position on Children’s Services is rapidly evolving and is therefore treated differently in these proposals. During the development of these proposals there has been

- Further developments in arrangements for schools which require the authority to consider what can be delivered from a limited budget.
- An OFSTED inspection which whilst rating the authority ‘Good’ identified areas for improvement.
- The launch of the Troubled Families initiative with substantial funding and attention attached to this.
- New statutory guidance on the role and status of the DCS.

#### 9.3.1 In the first instance, for these reasons, these proposals set out only minimal changes to the existing structure, primarily integrating a number of Children’s commissioning functions within the Commissioning Group.

However the DCS will work in the coming six months on producing proposals with the Cabinet Member and Chief Executive that:

- Enhances the authority's leadership of educational standards and establishes delivery unit arrangements that support this.
- Develops structures to deliver the Families/Troubled Families agenda.
- Creates delivery arrangements that address the issues set out in the OFSTED inspection and those outlined in the Munro report.
- Works with the People Director to develop effective strategies for the delivery of outcomes for families.

In so doing the authority will need to consider how best to maximise resource through seeking partnerships with neighbouring boroughs, the voluntary sector, schools and the private sector.

These proposals will be subject of reports back to this committee and where necessary Cabinet.

#### **9.4 Structure and Affected Posts**

- 9.4.1** There will be potentially 95 posts broadly impacted by the changes. These posts are currently defined as Directors, Assistant Directors and Heads of Service and known as the Council's Management Group. Of these 95 posts 24 are included in potential TUPE arrangements within the DRS and NSCSO projects. Appendix 3 details the current Corporate Structure and responsibilities.
- 9.4.2** The proposals to re-organise the council's senior management team structure will include 48 new posts; of which 3 will be at level 7 (Strategic Director) or equivalent, 5 at level 6 (Director/Deputy Director) or equivalent, 14 at level 5 (Assistant Director) or equivalent, and 26 at level 4 (Head of Service) or equivalent (Appendix4).
- 9.4.3** The details of the structure proposal are set out in Appendix 5. Final arrangements will be subject to consultation with individual service heads. Outcomes will be authorised via delegated powers and reported in October 2012.

#### **9.5 Workforce transition**

To implement a new organisation structure, with a significant number of new senior officer roles, the transition will require successful candidates to be appointed as 'designates' into their new posts by the end of September 2012. The designated post-holders will lead and support the transition period from October 2012 through to March 2013, and in January 2013 will commence their new role.

At the beginning of October 2012 an assessment will be made as to the readiness to move to the new structure, taking into account the percentage of posts filled. At this stage formal consultation will begin in October 2012 to delete the existing structure and the posts within it. Those employees that chose not to apply for a role in the new structure, or were unsuccessful, and not

on a TUPE list will be ‘at risk’ and the usual redeployment rules will apply as will the council’s Managing Change policy.

**9.5.1 General principles:** It is anticipated that most if not all roles will be significantly different due to the fundamental shift in the leadership and skill requirements. Support will be offered throughout the process to help individuals make the right career decisions, discuss opportunities and prepare for their next role. This support will be front loaded at the beginning of the process. The end to end process is designed to provide the maximum flexibility for individuals with the minimum of risk to the organisation. The existing structure will continue until January 2013.

**9.5.2 Communication and support:** The proposals on the organisation’s changes to its structures and new job roles will be shared with those most impacted and provides an opportunity for feedback. Individuals will also have the opportunity to discuss the transition process, their preferred career options and how it may affect those in scope for any TUPE.

**9.5.3 Assessment and selection:** The selection process will include an assessment centre followed by a panel interview. This will give the organisation an opportunity to observe a number of skills and behaviours that have not been required previously, and provides the applicant with an opportunity to demonstrate their current capabilities and future stretch potential. Information gathered during the process will provide individuals with valuable feedback, and will support the creation of personal development plans.

**9.5.4 Accountabilities:** A revised Accountabilities and Leadership Framework will support the transition to the new organisation and provide greater clarity on the key accountabilities for the leadership roles. The combination of accountabilities and behaviours will enable new ways of operating, such as separation between commissioning and delivery, where appropriate, whilst recognising the important relationship between the two. The focus on high quality delivery and effective partnership working are embedded by identifying both what needs to be done in the new leadership roles and how this should be achieved. The framework will:-

- Promote clear definition of accountabilities between roles
- Provide a future basis for performance management
- Support the cultural shift through a common understanding of behaviours
- Enable cross functional partnership working and commissioning
- Provide a career development framework which supports career planning and talent management
- Support recruitment and selection

## **9.6 Key milestones:**

| Date                    | Activity   |
|-------------------------|--|
| April 2012              | Communication and engagement with senior managers                  |
| May 2012                | Career management and support                                      |
| June – July 2012        | Internal selection process   |
| July – August 2012      | External selection process   |
| August – September 2012 | Offers and appointments to designated posts                        |
| October – December 2012 | Formal consultation  |
| October – March 2013    | Transition period  |
| January 2013            | Go live with new organisational structure and senior officer roles |

## **9.7 Trade Unions**

Trade Unions were briefed in confidence on the re-organisation of the council's structures and throughout the transition will be kept informed of changes and outcomes.

Legal: PL

Finance: JH/MC

|                                |                    | Total     | Affected group % | LBB Population as a % as at 9 March 2012(excluding schools) | Variance | Mid April | End of May | End of June | End of Sept |
|--------------------------------|--------------------|-----------|------------------|---|----------|-----------|------------|-------------|-------------|
| In Post                        | Permanent          | 79        | 83.16            |   |          |           |            |             |             |
| In Post                        | Acting Up          | 1         | 1.05             |   |          |           |            |             |             |
| In Post                        | Interim            | 11        | 11.58            |   |          |           |            |             |             |
| In Post                        | Joint Post         | 3         | 3.16             |   |          |           |            |             |             |
| In Post                        | Secondment         | 1         | 1.05             |   |          |           |            |             |             |
|                                | <b>Total</b>       | <b>95</b> | <b>100.00</b>    |   |          |           |            |             |             |
| Gender                         | Female             | 41        | 43.16            | 63.48   | -20.32   |           |            |             |             |
| Gender                         | Male               | 54        | 56.84            | 36.52   | 20.32    |           |            |             |             |
| Age                            | 1992 - 1986        | 0         | 0.00             |   |          |           |            |             |             |
| Age                            | 1985 - 1976        | 10        | 10.53            |   |          |           |            |             |             |
| Age                            | 1975 - 1966        | 20        | 21.05            |   |          |           |            |             |             |
| Age                            | 1965 - 1951        | 51        | 53.68            |   |          |           |            |             |             |
| Age                            | 1950 - 1941        | 0         | 0.00             |   |          |           |            |             |             |
| Age                            | 1940 and earlier   | 0         | 0.00             |   |          |           |            |             |             |
| Age                            | Not known          | 14        | 14.74            |   |          |           |            |             |             |
| Ethnic Group                   | Not known          | 11        | 11.58            | 7.55  | 4.03     |           |            |             |             |
| Ethnic Group                   | White British      | 68        | 71.58            | 50.27   | 21.31    |           |            |             |             |
| Ethnic Group                   | Other White        | 7         | 7.37             | 6.86  | 0.51     |           |            |             |             |
| Ethnic Group                   | Black Caribbean    | 2         | 2.11             | 5.53  | -3.42    |           |            |             |             |
| Ethnic Group                   | Black African      | 1         | 1.05             | 8.15  | -7.10    |           |            |             |             |
| Ethnic Group                   | Mixed Other        | 1         | 1.05             | 1.75  | -0.70    |           |            |             |             |
| Ethnic Group                   | Asian Indian       | 2         | 2.11             | 7.09  | -4.98    |           |            |             |             |
| Ethnic Group                   | Asian Chinese      | 1         | 1.05             | 0.63  | 0.42     |           |            |             |             |
| Ethnic Group                   | Other ethnic group | 2         | 2.11             | 1.79  | 0.32     |           |            |             |             |
| Disability                     | No Information     | 10        | 10.53            | 3.15  | 7.38     |           |            |             |             |
| Disability                     | No                 | 84        | 88.42            | 94.28   | -5.86    |           |            |             |             |
| Disability                     | Disabled           | 1         | 1.05             | 2.62  | -1.57    |           |            |             |             |
| Religion or Belief             | Christian          | 32        | 33.68            | 47.00   | -13.32   |           |            |             |             |
| Religion or Belief             | Jewish             | 2         | 2.11             | 3.10  | -0.99    |           |            |             |             |
| Religion or Belief             | Hindou             | 1         | 1.05             | 6.10  | -5.05    |           |            |             |             |
| Religion or Belief             | Not Stated         | 32        | 33.68            | 14.90   | 18.78    |           |            |             |             |
| Religion or Belief             | Other              | 2         | 2.11             | 3.60  | -1.49    |           |            |             |             |
| Religion or Belief             | No Religion        | 20        | 21.05            | 16.60   | 4.45     |           |            |             |             |
| Religion or Belief             | Athiest            | 1         | 1.05             | 1.60  | -0.55    |           |            |             |             |
| Religion or Belief             | Agnostic           | 5         | 5.26             | 1.20  | 4.06     |           |            |             |             |
| Sexual Orientation             | No Information     | 26        | 27.37            | 10.07   | 17.30    |           |            |             |             |
| Sexual Orientation             | Hetrosexual        | 63        | 66.32            | 68.54   | -2.22    |           |            |             |             |
| Sexual Orientation             | Bi Sexual          | 0         | 0.00             | 0.36  | -0.36    |           |            |             |             |
| Sexual Orientation             | Gay / Lesbian      | 2         | 2.11             | 1.29  | 0.82     |           |            |             |             |
| Sexual Orientation             | Prefer not to say  | 4         | 4.21             | 19.74   | -15.53   |           |            |             |             |
| Marriage and Civil Partnership | married            | 32        | 33.68            | 31.99   | 1.69     |           |            |             |             |
| Marriage and Civil Partnership | Single             | 14        | 14.74            | 24.37   | -9.63    |           |            |             |             |
| Marriage and Civil Partnership | Widowed            | 1         | 1.05             | 0.56  | 0.49     |           |            |             |             |
| Marriage and Civil Partnership | Divorced           | 5         | 5.26             | 2.75  | 2.51     |           |            |             |             |
| Marriage and Civil Partnership | Civil Partnership  | 2         | 2.11             | 0.30  | 1.81     |           |            |             |             |
| Marriage and Civil Partnership | Not known          | 39        | 41.05            | 38.28   | 2.77     |           |            |             |             |
| Marriage and Civil Partnership | Cohab              | 2         | 2.11             | 1.32  | 0.79     |           |            |             |             |

# Appendix 2a - Functions in internal delivery units

| <b>Adults &amp; Communities</b>   | <b>Children's Services</b>  | <b>Street Scene</b>   |
|---|---|---|
| <ul style="list-style-type: none"> <li>- Older People and Long Term Conditions</li> <li>- Access, Enablement and Disability</li> <li>- Learning Disabilities</li> <li>- Practice and Mental Health</li> <li>- Deprivation of Liberty &amp; Safeguards</li> <li>- Commissioning</li> <li>- Transformation &amp; resources</li> <li>- Leisure</li> <li>- Community Safety</li> <li>- Public Health</li> </ul> | <ul style="list-style-type: none"> <li>- Children's Services Commissioning Unit. (contracts for SEN &amp; LAC placements, Children's Health, Children's Centres / child care / nurseries, all other grants</li> <li>- Data and Business Support teams.</li> <li>- Complaints (statutory role.).</li> <li>- School finance / SEN finance / LAC finance</li> <li>- School Support and Challenge.</li> <li>- Admissions / School attendance and prosecution.</li> <li>- Pupil place planning.</li> <li>- School exclusions, managed moves and the PRUs.</li> <li>- SEN / Educational Psychology to age 24, transitions worked with Adults Services.</li> <li>- Raising Participation Age</li> <li>- 14 to 24 Skills, Education and Apprenticeships.</li> <li>- Music Service.</li> <li>- Library Service.</li> <li>- Referral and Assessment Teams/Child Protection</li> <li>- Children in Care</li> <li>- Leaving Care</li> <li>- Children in Need</li> </ul> | <ul style="list-style-type: none"> <li>- Adoption and Fostering</li> <li>- Placement</li> <li>- Safeguarding, quality assurance across full council functions and partnership lead on safeguarding.</li> <li>- Council lead for the Local Safeguarding Board.</li> <li>- Disabled Children's Team</li> <li>- Domestic Violence</li> <li>- Executive Management Board of the Children's Trust.</li> <li>- Early Intervention, referral and assessment , CAF / MAGs</li> <li>- Children's Health, FNP.</li> <li>- Early years and Children's Centres quality assurance / training</li> <li>- Troubled Family Unit</li> <li>- Integrated Youth Service (inc.YOS), Positive for Youth policy and Statutory Duty.</li> <li>- Community Safety and Leisure Services lead.</li> <li>- Libraries</li> </ul> |

# Appendix 2b - Lead Commissioners - description

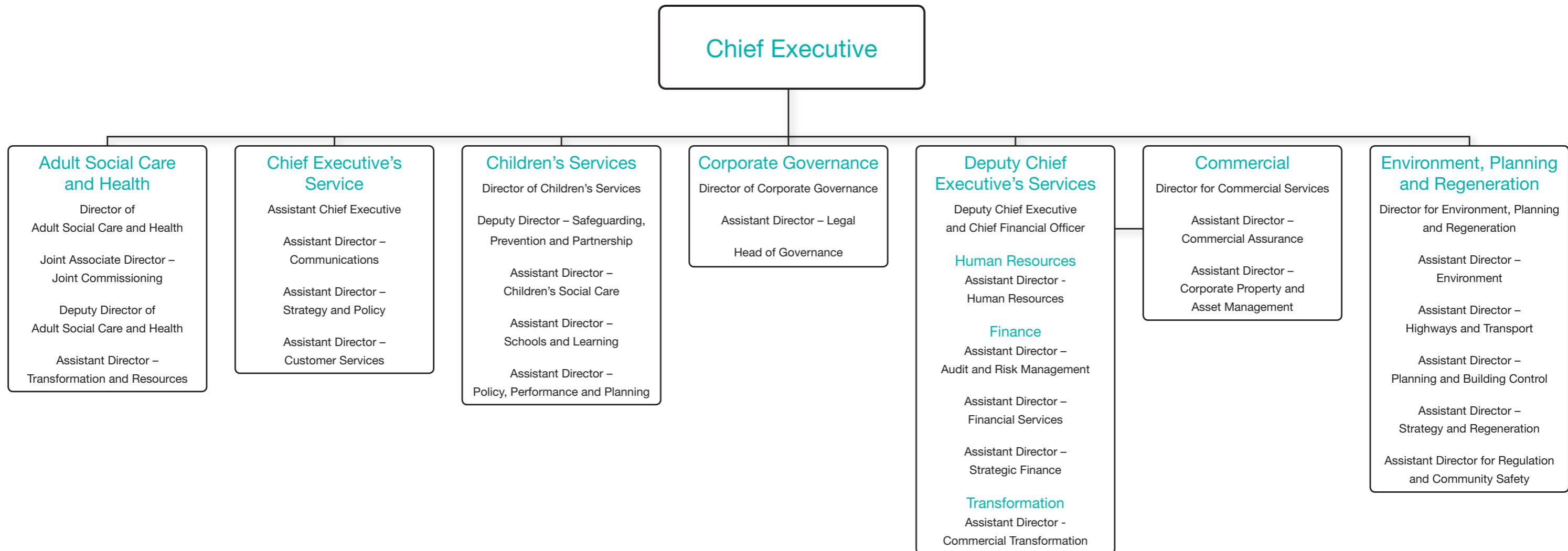
| Lead commissioner                           | Description   |
|---|---|
| <b>Lead Commissioner - role description</b> | <p>The lead commissioner role has a number of responsibilities. These include:</p> <ul style="list-style-type: none"><li>•Lead the development of strategies and delivery plans for their areas</li><li>•Lead teams assembled from the Commissioning Pool to create strategies, plans and commissions</li><li>•Work collaboratively with their fellow Lead Commissioners and other parts of the organisation to ensure strategies and delivery plans are joined up</li><li>•Review data and insight emerging from the Delivery Units and NSO and CSO to identify new opportunities, risks and areas of poor performance</li><li>•Undertake horizon scanning activities to identify new trends and challenges as they emerge. This will include understanding legislation and guidance for their area</li><li>•Manage strategic partnerships</li><li>•Lead policy development in their areas of specialism, drawing on resource from the Commissioning Pool</li></ul> <p>Delivering these responsibilities will require a mix of skills including:</p> <ul style="list-style-type: none"><li>•Subject matter expertise</li><li>•Hands-on knowledge of commissioning services</li><li>•Ability to influence key stakeholders</li><li>•Commercial awareness</li><li>•The ability to interpret diverse data sets</li></ul> <p>This is a diverse set of skills and experience, and will need to be prioritised as part of the recruitment process.</p> |

# Appendix 2b - Lead Commissioners - description

The table below links the lead commissioner roles to ‘super outcomes’ discussed at the CDG away day on 9<sup>th</sup> March 2012, and also to the current priorities based on the corporate plan.

| <b>Lead commissioner</b>                | <b>Mapping to super outcomes</b>  | <b>Mapping of current priorities</b>  |
|---|---|---|
| <b>Public health</b>                    | Support to the most vulnerable<br>Better life chances for children & adults<br>Customer tailored services | Director of Public Health - Shared with either the Clinical Commissioning Group or West London Alliance<br>Promoting greater independence, and a positive experience of care and support for carers<br>Improving health and wellbeing, providing better outcomes for service users<br>Using resources more efficiently  |
| <b>Environment</b>                      | Engaged, cohesive & safe communities<br>A well designed place with sustainable infrastructure             | Providing sustainable and high quality waste management<br>Keeping Barnet moving<br>Keeping Barnet Safe   |
| <b>Enterprise &amp; regeneration</b>    | A well designed place with sustainable infrastructure<br>A strong and diverse local economy               | Conserve and regenerate – achieving sustainable growth and providing affordable housing   |
| <b>Schools, skills &amp; learning</b>   | Support to the most vulnerable<br>Better life chances for children & adults                               | Ensuring <b>every school is a good school</b> , and targeting resources at people in danger of not achieving  |
| <b>Older people</b>                     | Support to the most vulnerable<br>Better life chances for children & adults<br>Customer tailored services | Promoting greater independence, and a positive experience of care and support for carers<br>Improving health and wellbeing, providing better outcomes for service users<br>Safeguarding vulnerable adults and children<br>Promoting personalisation of services and enhanced quality of life for social services service users  |
| <b>Family &amp; community wellbeing</b> | Support to the most vulnerable<br>Better life chances for children & adults<br>Customer tailored services | Safeguarding vulnerable adults and children<br>Promoting personalisation of services and enhanced quality of life for social services service users<br>Investing in early intervention and prevention to reduce the number of families experiencing complex problems<br>Ensuring every school is a good school, and <b>targeting resources at people in danger of not achieving</b> |

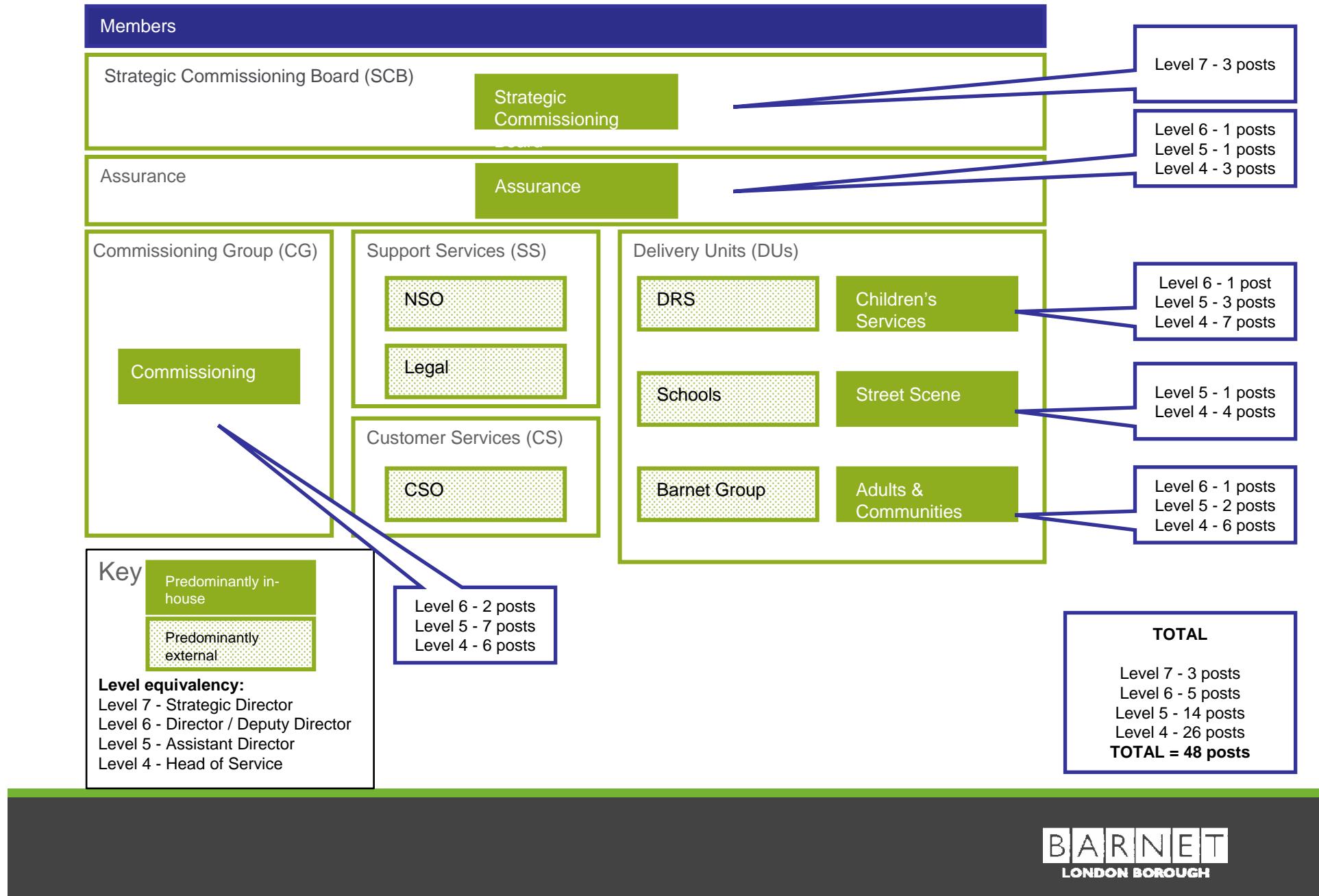
# Corporate structure chart



|   |  |  |  |
|---|--|--|--|
| <b>Adult Social Care and Health</b>   | <b>Chief Executive's Service</b>   | <b>Children's Service</b>  | <b>Corporate Governance</b>  |
| <p><b>Responsible for:</b></p> <p><b>Joint Commissioning:</b> Joint commissioning of health and adult social care services. Also service lead for the Health and Social Care Integration project.</p> <p><b>Care Services Delivery:</b> social care, social work, including learning disabilities and mental health services; occupational therapy; adult safeguarding. Also sponsor for the Health and Social Care Integration project.</p> <p><b>Transformation and Resources:</b> Transformation of social care and resources, including performance, customer care, communications and financial affairs.</p> | <p><b>Responsible for:</b></p> <p><b>Communications:</b> Corporate communications, and media, including press enquiries/releases. Also Barnet First and design/advertising. Mayor's Office and Civic Events. Also leading the internet improvements as part of the Customer Services Transformation project.</p> <p><b>Strategy and Policy:</b> Policy, partnerships, performance and equalities. Insight, consultation and other strategic issues. Third sector and lead for the Community Coaches project.</p> <p><b>Customer Services:</b> Customer services, libraries, registration and nationality, revenues and benefits. Also leading the customer service improvements as part of the Customer Services Transformation project.</p> | <p><b>Responsible for:</b></p> <p><b>Safeguarding, Prevention and partnership:</b> Partnerships, prevention and multi-agency working, including early intervention and prevention, safeguarding, early years, youth support, youth offending service, complex and special needs and disabled children. Also service lead for the Early Intervention project.</p> <p><b>Children's Social Care:</b> Children's social care, including adoption, fostering, children in care and corporate parenting.</p> <p><b>Schools and Learning:</b> Schools issues, including admissions, 14 – 19 year-olds, school services and post 16 commissioning. Also service lead for the Leisure project.</p> <p><b>Policy, Performance and Planning:</b> Policy, performance and planning, school place planning, commissioning, catering and workforce development.</p> | <p><b>Responsible for:</b></p> <p><b>Legal:</b> Delivery of legal advice, conduct of legal proceedings and insurance arrangements for the council through direct and external provision and Corporate Anti-Fraud (CAFT) arrangements for the council.</p> <p><b>Governance:</b> All aspects relating to formal council decision making including executive arrangements, scrutiny, committee and forum meetings, delegated powers, Member support and democratic engagement.</p> |

|   |   |   |
|---|---|---|
| <b>Deputy Chief Executive</b>   | <b>Commercial</b>   | <b>Planning, Environment and Regeneration</b>   |
| <p><b>Responsible for:</b></p> <p><b>Human Resources:</b> Responsible for all human resources matters including major change initiatives throughout the organisation.</p> <p><b>Audit and Risk Management :</b> Responsible for the provision of internal audit services and to facilitate risk management throughout the organisation.</p> <p><b>Financial Services:</b> General financial services issues.</p> <p><b>Strategic Finance:</b> For strategic finance questions.</p> <p><b>Commercial Transformation:</b> For all issues relating to the One Barnet and service transformation programme.</p> | <p><b>Responsible for:</b></p> <p><b>Commercial Assurance:</b> For all issues relating to procurement of goods and services and strategic commercial negotiations.</p> <p><b>Corporate Property and Asset Management:</b> Responsible for all the areas concerned with property and corporate estates management.</p> | <p><b>Responsible for:</b></p> <p><b>Environment:</b> Greenspaces, leisure, refuse and recycling, street scene operations and waste strategy. Also service lead for the Street Scene project.</p> <p><b>Highways and Transport:</b> Highways, Transportation, Parking, Passenger Transport and Fleet. Also matters relating to the Parking and Passenger Transport projects.</p> <p><b>Planning and Building Control:</b> Any matters relating to planning applications and development including Building Control in the borough. Also matters related to the Development and Regulatory Services (DRS) project.</p> <p><b>Strategy and Regeneration:</b> Strategic planning and housing issues; delivery of regeneration projects and supporting skills and enterprise initiatives.</p> <p><b>Regulation and Community Safety:</b> Community safety; Environmental Health; private sector housing conditions; disabled facilities grants. Finchley Public Mortuary and Hendon Cemetery and Crematorium. Also service lead for the Community Safety project.</p> |

# Appendix 4 - Posts created in each function



# **Reorganisation of the council's structure**

## **Appendix 5 - Functional design**

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### **1. Introduction**

Commissioning involves a fundamentally different approach to determining how services should be provided by the council. In simple terms, commissioning is the adoption of a system in which the council works with partners and residents to set the strategic priorities of the borough, in the context of the available resources, and agrees a set of outcomes which reflect the needs of residents and which the full range of local partners work together to achieve. Services are then 'commissioned' from a diverse mix of providers (public sector, arm's length, private, voluntary etc.) to deliver these outcomes.

The commissioning process requires the council and its partners to have oversight of the full range of resources available across agencies and to align these resources to achieve the stated outcomes, prioritising as required. Services are commissioned across the full range of providers in the market without prejudice. Throughout the process, the focus remains on achieving the best outcome for residents, without any pre-determined position on who should provide the services required.

Commissioning places greater emphasis on analysis and evaluation than traditional models of providing public sector services. Analysis to determine what issues need to be addressed and evaluation to assess if the issues have been successfully addressed.

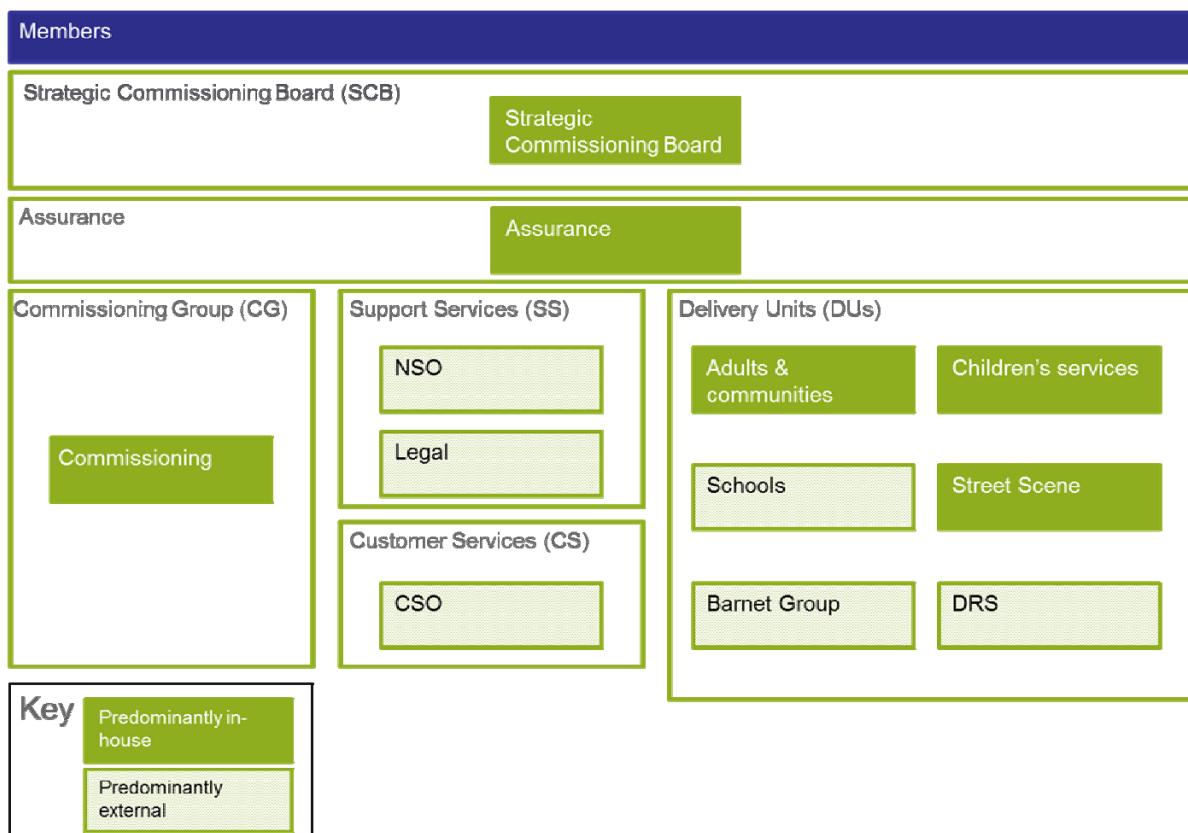
Commissioning builds on the current methods for engaging residents and developing services with them. It places understanding residents and working with them at the heart of its core processes. Commissioning provides members with clear accountabilities for what is expected to be delivered and by whom.

## 2. The reorganisation of the council's structure

The restructure proposed will enhance the council's ability to use commissioning to deliver its services. Commissioning already plays a large role in how the council works and this restructure will build on the council's existing capability.

The proposed structure is simple and based around five core functions. Whilst each function has a distinct role, there will be a high level of joint working across these functions in order to unlock the benefits of commissioning. The model recognises the equal importance of delivery and commissioning.

**Diagram 1: Proposed Structure**



### 3. Main functions of the new organisational design

- **Strategic Commissioning Board:** Provides overall management of the council, working with Members to set the strategic outcomes for the borough. Sets and monitors the future direction of the council and ensures high performance against outcomes.
- **Assurance Group:** Provides independent oversight and assurance to Members and the Board on governance procedures and business processes. Supports Members in carrying out their ward and scrutiny roles.
- **Commissioning Group:** Translates outcomes set by Members and the Board into a range of delivery specifications or ‘commissions’ using specialist expertise from across the council and its partners. The Commissioning Group commissions services from a range of providers in line with the delivery specifications it develops. It engages Members, residents and partners to help it create commissions and in their review.
- **Delivery Units:** A mixture of in-house, arms length, volunteer and private service providers. Delivery Units are primarily operational and focused on executing commissions set by the Commissioning Group. Delivery Units engage Members and residents in the creation of services. They have accountability for delivery of key services.
- **Support Services and Customer Services:** Provides support services, such as finance and HR, to support the day to day operations of the council as well as the management of the council’s interactions with customers. Customer Services help to ensure that residents and other customers remain a central focus of all units.

The aim of the new structure is to generate greater opportunities for innovation, through a stronger customer focus. This will be achieved by moving away from directorate silos to an organisational model which promotes maximum levels of delegated decision making.

As such, the structure is not hierachal. Under the new design, Delivery Units, whether internal or external to the council, will be supported and expected to lead, shape and re-design their services to best meet the needs of residents. Support and Customer Services help deliver services but also have a responsibility for identifying opportunities to improve the council’s functions.

## 4. The commissioning process

Commissioning is not a linear process. At any given time within a commissioning organisation, commissions will be running at different scales and across multiple policy areas. This means that commissioners and those delivering commissions have to manage a changing portfolio of commissions. As the portfolio changes the criteria against which success is measured change, resources will be reallocated and delivery models change. All the functions are involved in each phase of commissioning, although they all play different roles and have different levels of involvement. The commissioning process involves four key phases: Analyse, Plan, Do and Review.

The first phase of the cycle is **analyse** this is when the issues that need to be addressed are identified. The phase can be part of a planned cycle of commissioning or be triggered by an emerging need or priority (for example a new political priority or an emerging social issue such as increased drug use in an area). Residents should be engaged in this process. Partnership and collaborative working across organisations are important at this stage developing a shared understanding of the issues in the area is an important starting point for collaboration. The phase involves gathering and interpreting information about:

- the needs of the area,
- the public bodies impacted by those needs,
- the impact of current services,
- the resources available (including other public sector organisations, the third sector and private business),
- legal and regulatory issues (if relevant).

The **plan** phase is when the needs are prioritised, desired outcomes identified, resources are allocated and plans developed. Members and residents should have a leading role in this phase and help to shape the council's agenda and priorities. It is a creative period when the parties involved in commissioning identify ways to deliver the desired outcomes. It involves working with partners to try to develop a common, or at least a complimentary, approach to the needs.

The **do** phase is when commissions are delivered, and if necessary, market and capacity building takes place. It may begin with a period of development when the interventions designed to deliver the outcomes are tested and refined. Throughout the delivery of a commission the impact of interventions is assessed, reported to Members and the public and, if suitable, the approach is changed. The delivery of commissions involves close working between all the council units and partners involved in a commission.

The **review** phase is when the impact of the commission is evaluated. This is not just an evaluation of the delivery of the commission it also assesses whether the outcomes were the right ones and the strategy suitable. The review phase should engage with service users, Members and other residents (if relevant) as a part of the evaluation. The **review** phase could be reached as part of a planned cycle or triggered by a poorly performing commission that it has not been possible to rectify. During this phase Members, with support from the council, will decide what to do with a commission. The phase feeds into the **analyse** phase by providing information on the impact of current services on the identified need.

## 5. Detail of the new functional design

### ***Strategic Commissioning Board***

#### ***Role of the Board***

It is proposed that the Board perform the following core functions:

- Responsibility with Members for the overall management and leadership of the council;
- Work with Members to set the council's future strategic direction;
- Work with Members and local partners to set the key strategic outcomes for the borough;
- Provide strategic policy advice to Members, including on the relative priority of outcomes;
- Work with the Commissioning Group to oversee the development of commissioning strategies/delivery specifications to achieve agreed outcomes;
- Oversee the allocation of resources across the borough against the outcomes;
- Overall accountability for performance against outcomes;
- Responsibility for risk and reputation management; and
- Own the strategic relationships with partners.

#### ***Structure of the Board and rationale***

The Board will be made up of senior officers from the council (and potentially later also from its local partners). The main difference from the current Board is that, rather than maintaining Directors which oversee discrete directorates and policy areas (e.g. Director for Planning, Environment and Regeneration), the council will create strategic director posts.

These Director roles will be fundamentally different from existing Director roles in terms of their perspective, with oversight and responsibility of a much broader policy portfolio (e.g. Strategic Director for 'Place' role, which will oversee outcomes relating to Barnet as a place to live).

The **rationale** behind this approach is twofold: To help break down traditional policy 'silos' and ensure a more holistic approach to policy development and delivery across the borough; and to discharge service delivery functions from Directors to Delivery Units in order to allow the Board to carry out its strategic function in setting the future direction of the council and assessing the needs of the borough.

The intention is to ensure that the council has the capacity to be 'outward facing' in order to maximise the opportunities for the organisation to be the local democratic leader of public services in the borough in order to better manage the total public sector resources available, as envisaged through scaling up of Community Budget approaches.

The Board will take responsibility for ensuring effective local partnerships are in place, which will involve the Delivery Units providing key mechanisms for agreeing

local priorities and outcomes to be achieved across the broader commissioning partnership.

It is proposed that the Board will include the Chief Executive and initially four Directors with the potential to include senior representatives from local partner organisations.

### ***Key relationships***

Whilst the Board will need to maintain strong relationships with almost all the other parts of the organisation, its crucial relationships will be with Members, partners, the Commissioning Group and Assurance.

The Board will work side by side with the Cabinet and wider Council to set the priorities and outcomes for the borough. The Board will provide advice to the Leader and Cabinet on policy issues and on the future direction of the council.

The Board will need to have a close and open relationship with the Commissioning Group. Not only will the Board work with the Commissioning Group to translate the agreed outcomes into commissions, the Board will rely on insight and intelligence from commissioners (garnered through their relationship with Delivery Units) on what is working and not working at the front line, and feedback from customers.

Whilst the Board will have a relationship with the Delivery Units, it may not be as frequent or as structured as its relationship with commissioners. Where problems arise in the commissioning process, or where Delivery Units fail to meet their targets, it will be for the Board to take action or resolve conflict.

This could involve initiating a ‘special measures’ intervention which necessitates the relevant Service Director (Head of Delivery Unit) reporting to the Board on a daily basis for a specified period of time until improvements are achieved. If the situation is not resolved, the Board will have the powers to initiate capability proceedings against the Service Director under Council terms and conditions.

Where a Statutory Officer post sits within a Delivery Unit, there will be a direct accountability line to the Chief Executive.

The Board will also have a close relationship with the Assurance Group, in order to satisfy itself that the council’s operations, governance procedures and processes are fit for purpose and lawful.

## ***Assurance Group***

### ***Role of the Assurance Group***

It is proposed that the Assurance Group perform the following core functions:

- Independent and technical assurance to Members and the Board;
- Assurance on governance procedures;
- Assurance on risk management, control and business processes;

- Assurance that policies and processes are legal and transparent;
- Assurance on data protection and information management procedures;
- Assurance that the Commissioning Group, Customer Services, Support Services and Delivery Units are working together;
- Identify areas of poor performance, help the unit understand the causes, work with the unit to develop a plan to address it;
- Identify potential areas for monopolistic behaviour/collusion among providers and devise procedures to monitor and manage this.

The **rationale** behind the formation of the Assurance Group is to create a single, independent and highly skilled team to provide holistic oversight and assurance to the Board and Members on issues which span the entire breadth of the council and the way it operates.

### ***Key Relationships***

The Assurance Group will need to build strong relationships with all parts of the system in order to provide the Board with assurances that council processes and procedures are compliant and that corporate risks are identified and managed.

The Assurance Group will need to liaise with the Commissioning Group, Support Services, Delivery Units and Customer Services in order to access the data and information required to assess whether the commissioning process is working; whether functions and units re working together effectively; to identify emerging risks and issues; and to provide the required assurances to the Board. The Assurance Group will also support the effectiveness of Audit Committee and the Member Scrutiny process.

## ***Commissioning Group***

### ***Role of Commissioning Group***

It is proposed that the Commissioning Group perform the following core functions:

- Work with Delivery Units, Support Services and Customer Service to provide data and analysis that informs strategic decision making by the Board and Members;
- Translate outcomes and priorities set by Members and the Board into commissioning strategies and delivery plans;
- Identify innovative solutions that could be used in Barnet to deliver outcomes and suggest these to Members and Delivery Units;
- Advise the Board and on whether the Delivery Units are on course to deliver the commissioned outcomes;
- Manage some strategic partnerships on behalf of the Board;
- Define evaluation criteria and performance measures for commissions;
- Provide advice to the Board and Lead Commissioners on how to approach technical elements of the commissioning process;
- Manage contractual relationships with major providers (DRS, NSCSO) on behalf of the Board; and

- The Commissioning Group can decide whether a Delivery Unit is performing satisfactorily in delivering a commission.

The **rationale** behind the creation of the Commissioning Group is to bring together a group of specialist teams which will lead the development of commissioning strategies, overseen by the Lead Commissioners, together with the required support and technical expertise to support the process. This means bringing together performance, Insight, communications, consultation and procurement and contract management within a single group which is focused around the development and monitoring of commissioning strategies.

### ***Key Relationships***

In its position at the centre of the organisation, it is essential that the Commissioning Group has strong relationships with all other parts of the organisation, as well as private providers.

As set out in the Board section, the Commissioning Group will need to work with the **Board** to agree the priorities and outcomes for the borough and translate them into commissioning strategies. The Commissioning Group will also need to provide the information and data required by the **Assurance Group** to undertake its duties to assure the Board that operational and governance processes and procedures are fit for purpose.

It is expected that the Lead Commissioners will have close relationships with their respective **Lead Members** and that Members will contact Commissioners in the first instance with any questions about a particular service (although ward matters about individual issues should continue to be directed to the Delivery Units).

However, given that Delivery Units will have a wide ranging set of responsibilities; it is possible that Members will go directly to Delivery Units for information about an existing service, or to request a new service. This makes the relationship between the Commissioning Group and **Delivery Units** crucial.

Not only will the Commissioning Group need to have access to the market to identify potential new providers, it will need to work in partnership with existing Delivery Units – both internally and externally – to ensure that commissions are delivered according to agreed contracts; that information and performance data is being shared; and that – where Members do go directly to Delivery Units – this is fed back to commissioners so that they are aware of any potential impact on resources or on the delivery of other priorities.

## ***Delivery Units***

### ***Role of Delivery Units***

It is proposed that the Delivery Units perform the following core functions:

- Deliver the commissions/delivery/service specifications set by the Commissioning Group to time and within the specified resource levels;

- Work in partnership with other organisations to deliver these commissions, including commissioning of services by the Delivery Units;
- Support the commissioning process through the provision of information and expertise;
- Make data available to allow the performance to be measured against the agreed delivery specification/contract;
- Support the Commissioning Group in the development of commissioning strategies;
- Provide intelligence and insight to the Commissioning Group on the views of the customer and what is happening at ‘the front line’;
- Manage operational and regulatory relationships on behalf of the Board; and
- Make operational leadership decisions.
- Be accountable to Members for their delivery.

### ***Key Relationships***

Delivery Units should have the freedom to develop and operate autonomously in order to identify the most effective way to deliver the commissions set by the Commissioning Group.

The most crucial relationship for the Delivery Units will be with the Commissioning Group and each Delivery Unit will have a proposed Tier 3 lead to work closely with the Lead Commissioner in developing and monitoring commissions. Once commissions and delivery specifications have been agreed, there will effectively be a contractual arrangement in existence between Delivery Units and the Commissioning Group which will need to be closely monitored and scrutinised.

Where Delivery Units are failing to deliver, there will be roles for the Board, Cabinet and Scrutiny to hold the Delivery Units to account and agree a way forward.

Delivery Units are also essential in providing insight, intelligence and data to feedback into the commissioning process in order to provide innovation and service improvements. It is important that the Delivery Units make this data available to commissioners in a timely way.

### ***Support Services***

#### ***Role of Support Services - New Support (NSCSO) and Legal***

Support Services will perform the following core functions through the council’s NS partner:

- NSCSO will provide the essential services required to keep the council running operationally: HR; Finance; Procurement; Contract management; Estates; and Revs and Bens.
- Customer services will provide a broad service that can manage all of the council’s day to day customer transactions, identify opportunities for improvement and support residents to self-serve and, where appropriate, be directed away from statutory services.

- NSCSO will consolidate data on the council's operation for Assurance and the Commissioning Group.
- NSCSO identifies opportunities to improve the council's operations and raises these to the appropriate body (usually the Commissioning Group or a Delivery Unit).
- NSCSO can act as the Commissioning Group's agent in contract management. However, it will not hold the relationship with those suppliers and only has power over them because of its role as agent for Commissioning Group. NSCSO will not act as the Commissioning Group's agent for itself.

Legal will provide legal advice to Commissioning Group and in-house Delivery Units. It is proposed that this is delivered as a shared service with the LB Harrow.

### ***Key Relationships***

**NSCSO** will support Members in resolving constituent issues and providing detailed analysis of issues in their wards / portfolios.

**NSCSO** will provide operational support to the entire council and will need to work closely with the retained client-side functions within the Commissioning Group. **NSCSO** may act as the Commissioning Group's agent in contract negotiations.

**NSCSO** will be uniquely placed to identify opportunities to improve the council's operations. Opportunities that involve significant change will be raised to the Commissioning Group as a potential commission. Opportunities for smaller incremental change can be raised directly with Delivery Units.

**NSCSO** will play an important role in gathering and consolidating information about the operation for the Commissioning Group and Assurance.

**Customer Services** will play a crucial role in providing the Board and Commissioning Group with the data and information required on customer behaviour and experiences to allow them to make strategic decisions about future service provision, the priorities of residents and to monitor performance of the Delivery Units against agreed specifications.