

APPENDIX "A"LOCAL GOVERNMENT REORGANISATION IN MID-WARWICKSHIREJOINT CONSULTATIVE COMMITTEE

First Report of the Joint Advisory Committee of Chief Officers on the Bains Report (Study Group on the New Local Authorities - Management and Structure), based on a memorandum prepared by the Clerks' Working Party.

1. Rather than our essaying an all-embracing report on "Bains" at one attempt we think it would be better to tackle the problem in stages, and this report may serve as a start in focusing attention at once on some of the major issues on which decisions will have to be taken if real progress is to be made between now and June 1973.
2. The essential principles of "Bains", cardinal to the evolution of a system such as the one advocated by that body, may be summarized thus:-
 - (1) Emphasis on corporate approach and the breaking down of departmental or polarized attitudes;
 - (2) Extensive and clearly defined delegation to officers;
 - (3) Constant monitoring and review of performance;
 - (4) Importance of the personnel function;
 - (5) Appointment of a Chief Executive, with no department, assisted by a management team of Principal Chief Officers;
 - (6) A Policy and Resources Committee with (say) four sub-committees and, in parallel, four services or programme committees (corresponding very roughly with the old "departmental" or "spending" committees).
3. We feel that principle (6), reflecting an entirely new concept of committee structure, is the one most likely to call for detailed discussion now by the elected members, and for this reason we intend to concentrate in this Report largely on chapter 4 of "Bains", leaving many other important matters to be dealt with in subsequent Reports.
4. The Committee structure in diagram 5(b) on page 118 of "Bains" is recommended for adoption. For convenience this is reproduced in the Appendix to this Report.
5. Some basic questions are highlighted and need to be answered:-
 - (1) Should the Policy Committee include minority party members? (Paragraph 4.23)

Bains, on balance, says "yes". (4.27).
 - (2) Is it agreed that members of the Policy Committee shall be allowed to sit on other (services) committees?

Bains suggests "yes". (4.30) and we support this view.

- (3) Should the leader of the majority party be Chairman of the Policy Committee? (4.31).

(We recognize that members of two of the combining authorities have not hitherto had to face problems of this kind but feel, nevertheless, that the new council will need to take a realistic view of the situation likely to present itself).

- (4) Number and size of committees (4.32 - 39). If committees are reduced in number then either the committees must become larger or members sit on very few committees. Some compromise is called for, and because of the size of membership of councils, committees may have to be larger than might be desirable. (4.36).

- (a) Is four an acceptable number of services committees?
 (b) Is a figure of 14 or 15 a practical maximum size for any committee?
 (c) Would it be the general wish of members to serve on two committees?

If these three questions can be answered affirmatively it becomes possible to work out some kind of tentative structure.

6. Depending on settlement of the immediately preceding questions the following pattern emerges. It is based on the assumption that the Council as finally constituted will have 53 members.

A. Policy and Resources Committee.

	<u>Seats</u>				
Chairmen of Services Committees				4	
Elected members (to include Chairmen of four Policy sub-committees in due course)	<u>9</u>	13

B. Policy and Resources Sub-Committees.

Finance	..	..	..	..	9	
Personnel	..	..	..	..	9	
Land	..	..	..	..	9	
Review	..	..	..	..	<u>9</u>	36

C. Services Committees.

Housing	..	..	..	..	15	
Recreation & Amenities	..	..	..	..	14	
Development	..	..	..	..	14	
Health & Control	..	..	..	..	<u>14</u>	57

Total number of seats available 106

(= 2 x 53)

7. Should any of the primary assumptions upon which the above calculations are based be varied then quite different equations would need to be worked out. On the suggested pattern, however, every member would have two seats out of those available on the committees and sub-committees. If so desired, the Chairman of the Council could be an ex officio member of all committees (following the practice regarding most Mayors at present). Certain limitations would apply:-

No member would be chairman of more than one committee or sub-committee.

No member should serve on more than one of the four sub-committees.

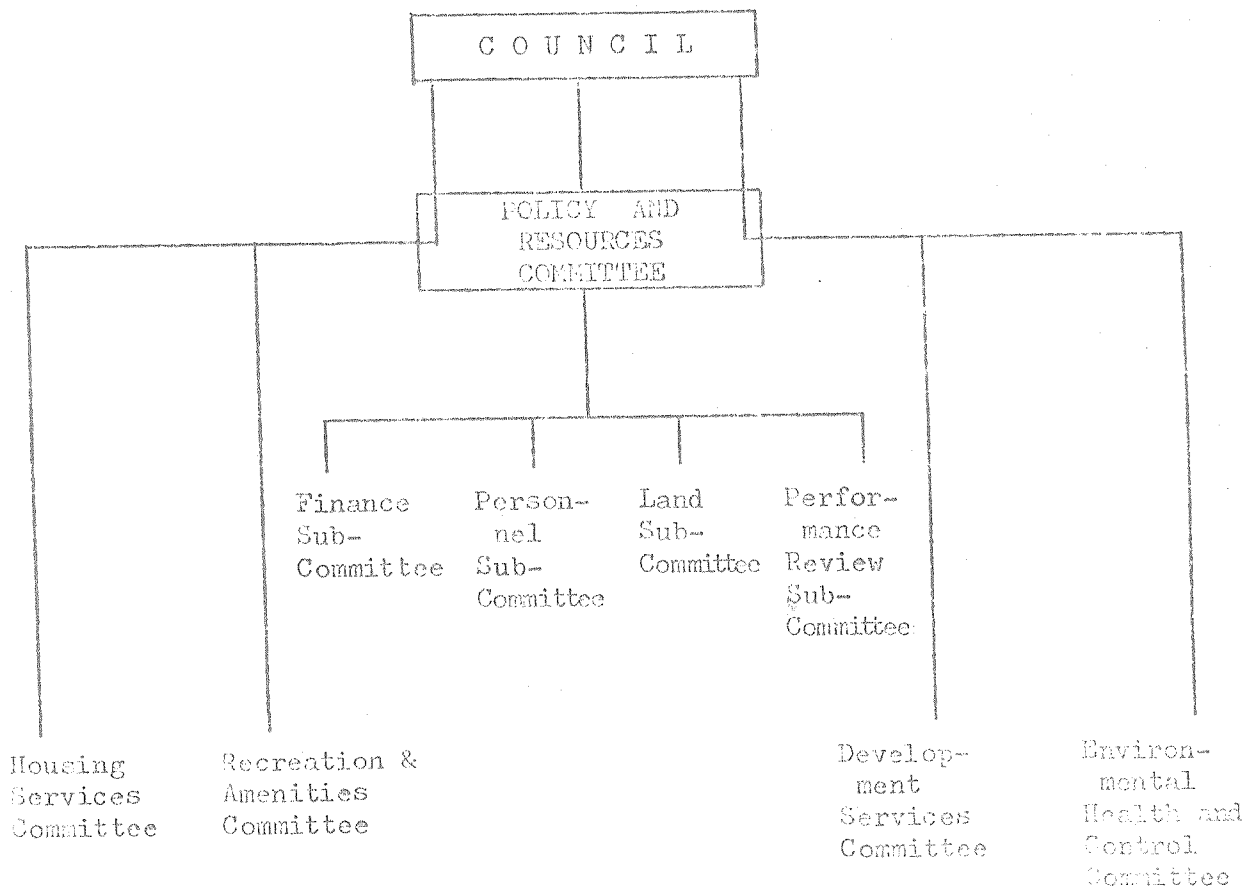
8. Functions to be allocated to services committees will be dealt with in a later report as will the staffing structure. Terms of Reference for the Policy and Resources Committee would be those set out in Appendix A of "Bains".
9. Your officers put forward these proposals in the hope that they will form a constructive basis for a useful debate.

JAMES N. STOTHERT

Clerk to the
Joint Consultative Committee.

APPENDIX

[Diagram 5(b) on page 118 of "Bains"]



LOCAL GOVERNMENT REORGANISATION IN MID-WARWICKSHIRE

(DISTRICT NO. 4)

Second Report of the Joint Advisory Group for Chief Officers
on the Bains Report

1. Introduction.

This is the second in our series of reports and relates to chief officer organisation and departmental structure, as dealt with at length in Chapter 5 of Bains. The numbered references in this report accord with the paragraphs in that Chapter.

2. We had contemplated the presentation of further reports later covering committee activities, departmental functions, and establishments, but hesitate to proceed with them now in view of the clear discouragement of action in so many directions. It has been constantly stressed that most of the real decisions will fall to be arrived at by the new Council and that in fact the Joint Committee has a very limited role.

3. Furthermore, to go into detail on departmental functions and establishments on which thinking may be widely divided would involve lengthy and time-consuming discussions with staff representatives, and these discussions, we feel, would be more meaningful if undertaken when the new chief officers have been appointed.

4. Like our first report (JAC.1), this one is based on certain prime assumptions postulated by Bains, the first and probably the most important being the concept of a chief executive, dealt with in paragraphs 5.9 to 5.35. For convenience we reproduce again Appendix 'J', "Job Specification for a Chief Executive", set out on page 165 of Bains, already approved by the Joint Committee.

5. Applications for this post will be invited shortly. As soon as permissible a decision will have to be reached by the new Council as to the method of appointment of this officer and the field from which he is to be drawn, but nothing can be done on this score until the new Council has been elected.

6. Should the Chief Executive have a Department? (5.25) The arguments for and against the Chief Executive having direct-line responsibility are well developed, but the final opinion (5.28) is that even in the smaller district he should be entirely detached. It would certainly seem that for a period of some years the role of the person appointed will be sufficiently exacting to keep him fully occupied without the conventional "in line" responsibilities.

To assist him he will probably only need a personal aide and a secretary (5.34).

The Chief Officers' Management Team. This should consist of the principal Chief Officers who would act as a team with the Chief Executive. The inter-departmental working groups (5.44) are a very important integral part of the system of corporate management.

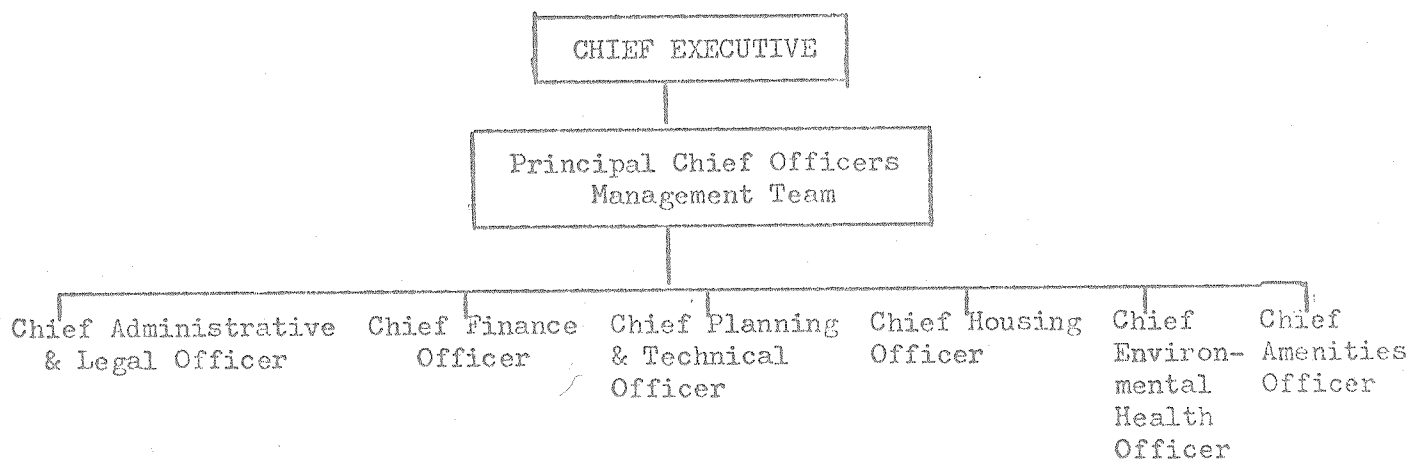
5.47. The Team's two broad functions. The first is the long-term strategic function of considering and advising on policies, and the second that of overall management co-ordination and progress-chasing.

5.51 deserves noting. It recommends a small selection panel of members (as opposed to a large committee) to deal with all chief officer appointments and it may be worth mentioning that this system has existed in Leamington for many years and has met with considerable success in operation.

5.56. The question of deputies will have to be faced when details of establishments are being considered.

In the light of the collective experience of the chief officers of the four authorities they would view with considerable misgivings any proposal to eliminate appointments of deputies to the various chief officers. This view is arrived at without resort to subjective thinking about the need to fit existing deputies into the new structure, although that situation is bound to be very much in our consciousness. The chief officers' continuing involvement in the corporate work of the management team will clearly place greater responsibility on a "number 2" for the smooth day-to-day running of a department.

7. 5.60 et seq. Departmental Structures. The actual structure proposed is set out below but 5.62 is worth mentioning in emphasizing as it does the desire to break down the perpetuation of the one-department/one-committee link which has so fostered the development of departmentalism in the past. This leads into an examination of directorates (5.63) and broadly speaking the concept is rejected. Our suggested departmental structure is based on Diagram 5(d) set out on page 121 of Bains, with modifications, and may be shown as follows:-



All these six officers would rank as Principal Chief Officers and together form the Management Team. It is not suggested that they should all be paid alike, but guidance on this point may emerge soon when the current negotiations on chief officers' pay reach some agreement.

8. For the reasons indicated at the beginning of this report in paragraphs 2 and 3 we do not now propose at this stage to embark upon the question of the detailed scope of functions to be discharged by the departments under the control of these six officers. In some cases their spheres of activity will be similar to those of equivalent departments existing today: in others they may be substantially different.

An important factor very much in mind, and one to which careful regard will have to be paid when precise responsibilities are allocated by the new Council, is the need to keep all the departments more or less in balance in size and importance. The whole concept of corporate management will get off to a poor start if some departments are made so all-embracing as to leave little scope for useful activity by others. This thinking underlies the following paragraphs containing the Group's comments.

9. (a) Planning and Technical

There is obvious room at present here for local indecision and unease. The effective field of work must rest in large measure upon the result of current agency discussions with the County Council,

covering highways, traffic management, car parking and refuse disposal, as well as arrangements to be arrived at with the Regional Water Authority concerning sewerage and determination locally of staffing problems on planning. We are satisfied however that irrespective of the degree of agency functions from the County Council, there will be sufficient work for a Technical Department. The Bains chart on page 121 separates Planning from other technical duties, but we feel that there is a great deal of overlapping between these two services (and in all four Mid-Warwickshire authorities the present Engineers are responsible for Planning and Technical work). We therefore consider that there should be a combined Planning and Technical Department under a Chief Planning and Technical Officer.

(b) Housing

The consensus of opinion is clearly in favour of bringing together all aspects of public sector housing. The new Council's responsibilities in the private sector will be more open to argument, involving as they must the expertise and qualifications of many departments (i.e. Health, Technical, Legal and Finance). On balance it may well be considered that the best service can still be provided to the public and the new Council by leaving responsibility for private housing activities to be dealt with by the departments now qualified to carry out the task, strengthened by the Corporate Management approach and the use as necessary, of inter-disciplinary teams, rather than by creating an all-embracing housing department. The new Council may wish to examine the position in much greater detail. Certainly the task of managing over 8000 dwellings will by itself be a major responsibility for the proposed Chief Housing Officer.

(c) Environmental Health

We are satisfied that the tasks and responsibilities in this specialised field which will continue to fall on the new authority are sufficient to merit a separate department.

(d) Administrative and Legal

The extensive legal work and that of the very wide field of Council administration at present under the direction of the Town Clerks and Clerks will not fall on the proposed Chief Executive. There will clearly be a need for a major department to undertake this work for the new authority and the Chief Officer will naturally be a key member of the Management Team.

(e) Finance

The need for a Chief Finance Officer cannot be questioned, as the Act requires that one of the local authority's officers shall have responsibility for the administration of financial affairs. The Chief Financial Officer, like the Chief Administrative and Legal Officer, is essential to the Management Team.

(f) Amenities

There remain a number of smaller departments in the present authorities which do not fall naturally into any of the departments so far proposed. Bains draws attention to the internal conflict which can arise by grouping dissimilar functions (5.70) but points out that the concept of a director responsible for a number of departments which have been integrated may lead to improved co-ordination and communication between those departments.

There is no doubt that the emphasis in the future will be on increased leisure time and thus an increasing demand for leisure

amenities of all kinds. We therefore feel that, as the remaining services and departments fit broadly into the description of "Amenities", a Chief Amenities Officer should be introduced whose responsibilities would cover all aspects of leisure, recreation and cultural activity, including;

- Parks, Recreation Grounds, Golf Courses
- Baths
- Allotments
- Cemeteries and Crematorium
- Royal Spa Centre and other places of entertainment
- Catering Establishments
- Conferences and Publicity (but not Public Relations)
- Entertainments
- Art Gallery and Museum
- Pump Room Medical Department

In the discharge of many of these functions, covering such a wide field, it is clear that in an authority of the size of the new District no one department could possibly be entirely self-sufficient, and the need for a corporate approach must again be emphasised.

(g) Personnel Officer

We have given careful consideration to the Chapter in Bains on Personnel Management and the recommendations in the report. We are unanimous in supporting the view that Personnel Management is highly important and that in many authorities too little emphasis has been given to this matter. Some doubt may be voiced, however, as to whether it merits the special position vis-a-vis the Chief Executive shown on page 121. Personnel work with the present authorities usually falls on the Clerk and the Treasurer and it may be that at the outset of the new administration a section in one of these departments could be charged with responsibility for all Personnel and Establishment work with special emphasis on staff training and development. Ideally, the person directly responsible for this function should be qualified in Personnel Management, but clearly very few authorities will be able to appoint such a person for some years to come owing to the shortage of qualified staff. The standing of the Personnel Officer should be such that he is accepted as the authority on matters falling within his control by Committees, Chief Officers and staff.

(h) Management Services

We agree with Bains that the Computer should remain in the Treasurer's department but that the use of computer time and facilities should be determined by the Management Team on receiving advice from a multi-disciplinary team.

Bains suggests that Work Study practitioners should operate in individual departments but that there is a need for a central unit to control the overall deployment of work study staff. We are further considering this point, but it will not affect our recommendations on the departmental structure for the new authority as outlined above.

10. Conclusion

These recommendations are submitted in the hope that, subject to endorsement by the Mid-Warwickshire Joint Committee, they may be put to the new Council and found to be of material assistance in reaching decisions on the many difficult questions which will face them immediately following their election.

27/3/1973.

J. N. STOTHEBT

Chairman
Joint Advisory Group.