

Decision Session - Executive Members for Leisure,
Culture and Social Inclusion and Children and Young
People's Services

12 January 2010

Report of the Assistant Director (Lifelong Learning and Culture)

21st Century Learning: 21st Century Libraries – Taking the Vision Forward.

Summary

1. This report asks the Executive Members to agree new staffing structures for the Library and Archive Service and the Adult and Community Education Service.

Background

2. In 2006 members agreed *21st Century Learning 21st Century Libraries*, a vision for delivering learning through library learning centres and other community facilities underpinned by a partnership between the Library and Archive Service, the Adult and Community Education Service and the development of explore centres.
3. Since then the partnership has secured external funding of just under £1m, developed two new Explore Centres and, in early 2010, will open York Explore, a fully refurbished library learning centre, as part of a ground breaking public/private partnership with Aviva.
4. *21st Century Learning 21st Century Libraries* supports the Government's ambitions for Informal Learning set out in the *Learning Revolution*, the recent government White Paper on the future of informal learning. It aims to:
 - Build a culture of informal learning across the City.
 - Support people to drive their own learning, through self organised groups.
 - Broaden choice and clarify opportunities through better information provision.
 - Deliver and support e learning by offering state of the art technology and training.
 - Place the local authority as the lead strategic body for the delivery of informal learning.

5. The proposals in this paper will support and strengthen the key strategies of *21st Century Learning 21st Century Libraries*:

- **A broad informal learning offer with clear progression routes:** The combination of the two services has developed a powerful informal learning offer. This enables learners to make progress from informal learning for example, a reading group to more structured learning for example in an accredited ICT course.
- **A strong and shared vision for learning:** When Aviva were looking for partners to deliver a community project, the combination of the two services was able to articulate a powerful vision for a community based financial capability programme that built on the core strengths of both organisations.
- **Multiple entry routes to learning:** Learners can access learning in many different ways and easily progress to other learning, e.g. from a reading group to a language class, from reading a basic text to getting support with literacy, from a basic computer taster course to a more complex accredited programme.
- **A community based library service supporting learning:** Universities and colleges all have their own library. York public library service is there to support adult community based learning across the city. By working closely with ACE it can support adult learners through the provision of stock, access to the internet and space to study.
- **Developing digital participation:** It is vital in today's world that everyone has access to a computer and can easily learn how to get onto the internet. This is particularly true for those who for many reasons are excluded. Older learners are a particular target group to ensure that the digital divide does not grow. This begins from free 1 2 1 starter sessions for people who have never used a computer through to accredited IT courses run through our flexible learning centres. Thus every resident in York can access CYC services online for free and with support how and when they need it.
- **A community based learning network:** The continued development of flexible ICT centres in 5 of the largest libraries ensures that learners have access to ICT and skills for life programmes particularly during the day when other venues such as schools are not available.
- **Developing and supporting adult literacy:** By close working arrangements Adult literacy provision is enhanced and opportunities maximised. For example in a recent work-based reader development initiatives using the six book challenge, people were encouraged to read their six books and then an adult education Literacy tutor went to speak with the group about how they could further improve their skills. Further Adult literacy classes are supported by library visits and the setting up of reading groups working with Reader Development Librarians.
- **Supporting older learners:** This is a key group for both services. As it highlighted in the recent enquiry into the future for lifelong learning the demographic changes that are happening over the next 20 years are significant as we experience an increasingly ageing population. Support to this group through learning to both increase skills for employment and

support leisure and community development is going to be key to ensuring productive functioning into the fourth age for most people.

Consultation

6. The Council's restructure guidance has been followed throughout the process with particular emphasis on consultation with staff. Their thoughts and comments have directly influenced the final proposal – especially those of frontline staff. Unison has been kept informed.

The Restructure Proposals

Outcomes for customers:

7. Key outcomes of these proposals for customers and staff will be:
 - Improved literacy and numeracy skills and more people achieving qualifications
 - More staff on the frontline working directly with the public
 - Improved access to archives and local history
 - Improved library services for older people including those in residential care
 - Free access to an excellent information service that supports democracy and independent living
 - A coherent ICT offer to enable people to improve their ICT skills
 - Improved Personal and Community Development Learning to respond to the challenges of the Learning Revolution
 - More provision for people with disabilities, learning difficulties and mental health issues
 - New Family Learning Intervention Funding programmes
 - A new ESOL centre in the new York Explore centre
 - Further development of Community based informal learning provision
 - Greater digital participation - building on the existing good work and training more library staff to deliver flexible IT learning
 - Strengthened Information, Advice and Guidance function with the provision of learning information points

8. The proposed restructure follows the principles of *More for York* to deliver:

More for our customers:

- More opening hours at times that are more convenient for people
- Staff freed up to work directly with customers and learners
- New services and new learning programmes
- Communities involved in the development and delivery of services
- Greater focus on older learners in response to demographic changes
- A wider range of learning programmes that are more joined up

More for our employees:

- Simpler, more efficient decision making with front-line staff having the authority to meet customers' needs
- Clearer roles with potential for personal and professional development
- More time to spend with customers giving more job satisfaction
- Staff freed up to innovate and improve services

More for our money:

- Fewer management posts
- More front line posts
- New income streams to resolve the current income deficits
- Budget pressures resolved across both services including projected overspends

9. The main features of the proposed staffing structures are as follows:

Bringing the Services together:

- Single Performance Management Function, including Management Information (MIS)
- Joint ICT team to enable progression from taster to more advanced skills
- Creation of a team to develop and delivering more informal learning and the learning revolution
- Explore Centre managers from libraries and area organisers and curriculum managers from adult and community education forming single teams to develop and deliver the learning offer
- Joint IT and elearning technical support team
- Creation of a single information function including exploiting web 2 technology, the further development of Yortime and the creation of an on line booking system

Library and Archive Service:

- An Information and E Services Librarian post which will make our reference and information service fit for purpose in the 21st century
- A Business Development Manager post which will maximise income generation and exploit the potential of the explore centres
- A Families and Inclusion Librarian post which will develop work with older people and tie the service closer to the Children's Trust
- The Archives Development Manager (previously temporarily funded) to bring together the City Archive and Local History services
- New "explore" centre manager posts with a wider remit than current library manager posts which will aid the development of the existing and potential centres

- An Early Years Coordinator who will ensure the continuance of the Bookstart project
- Fewer tiers of management ensuring that the service can work more efficiently and effectively

Adult and Community Education:

- A new “support services” function under a single manager, bringing together fragmented functions and creating some further capacity to manage accreditation
- A single curriculum team under one manager for planning, quality assurance and programme development
- Area Co-ordinators to replace Centre Co-ordinators (a reduction of 1 FTE) making for more efficient and effective working
- “Supported Learning” Manager who will develop new provision for people with learning difficulties and disabilities
- A new full-time teaching post to work across Skills for life, flexible and work-based learning
- A new post of Curriculum manager ICT and elearning
- Reduction in outreach development posts by 1 FTE to ensure that they are sustainable
- Rationalisation of some front line staff following the closure of one centre last year

Options

10. The principal options are:
- to implement the proposed new staffing structures
 - to maintain the status quo

Analysis

11. The new staffing structures are recommended in order to deliver the following outcomes:
- Learning services aligned with national and local priorities particularly the Foundation Learning Tier, Functional skills, including Literacy, Numeracy and ICT and Employer responsive funding
 - A flagship Explore York Library Learning Centre – open seven days a week with a range of activities for all the family including a café that is open in the evenings and on Sundays
 - Increased opening hours at York Explore Centre within budget through the introduction of self issue machines . The technology will be paid for through Prudential borrowing repaid over three years by a small reduction in staff hours

- Increased income: The Business Development Manager will exploit all opportunities to increase income. notably through room hire and café income. Sunday opening will be key to the success of this.
- The City Archive and the Local History Library brought together as one service in York explore centre, creating a synergy that allows these internationally important collections to be managed to their greatest potential.
- The Learning Development Officer working to develop the further informal learning activities and events responding to learner needs in communities
- National Standard for Information Advice and Guidance (Matrix Accreditation) across both service areas in 2010 ensuring a leading edge information and advice function
- More staff focused on service delivery so they can spend more time with the public both inside and outside of library buildings developing the above partnerships
- A secure future for Bookstart in York

Implications

Financial

	Library & Archive		Adult Education	
	2010/11	Max. Cost	2010/11	Max. Cost
	£'000	£'000	£'000	£'000
Cost of Structure	1,650	1,757	908	956
Funding				
Existing Staffing Budget	1,754		973	
Adjustments:				
- Loss of Grants	32			
- Cost of self-issue machines	35			
- Archive Manager Post: fall out of one-off funding	32			
Total Available Funding	<u>1,665</u>		<u>973</u>	
Surplus	<u>15</u>		<u>65</u>	

All figures are shown at 2009/10 prices

12. The proposed restructure of the Library & Archive Service is shown in detail at Annex A. The summary table above shows that the full year ongoing cost of the proposed structure is £1,650k against an existing ongoing staffing budget of £1,665k, an expected long term saving of £15k.
13. In the short term, however, there are likely to be pay protection costs to be funded by the Service following the implementation of this structure. These have yet to be confirmed but are estimated to be in the region of £13k in 2010/11.

14. The proposed restructure of the Adult & Community Education Service is shown in detail at Annex B. The summary table above shows a full year ongoing cost of £908k against an existing staffing budget of £973k, a saving of £65k over the current structure.
15. It should be noted that the Service will offer up a £65k saving in the 2010/11 budget round.
16. The new structure is within budget for the Library and Archive Service and resolves the £32k current shortfall in the City Archive budget. It achieves this with no loss of service to the public.
17. Funding for Adult and Community Education is negotiated on an annual basis with the Learning and Skills Council (LSC) in line with national priorities. Funding comes for specific areas of provision to essentially purchase programmes from the council. In some areas this funding has been reduced for academic year 2009/10 and is likely to reduce further in 2010/11. Funding was reduced for 2009/10 by some £50k and there may be a similar reduction for 2010/11.
18. In some areas there have been increases in funding for example in Family Learning, where a new grant of some £60k is available to fund new Family Learning Intervention programmes.
19. The proposed structure takes account of these funding variations aiming to reduce management overheads. Further reductions in management costs may be required in the future depending on funding levels.

Human Resources (HR):

20. There are major HR considerations to be taken into account when decisions are made on the scale and time frame for the restructuring of both of these service areas. Extensive consultation and discussions have been held between Senior Management, Human Resources, Unions and the relevant staffing groups. Further discussions are planned to identify key dates to brief staff groups and their relevant Associations. This has been managed in line with the current Change Management Procedures and this needs to continue when looking at the next steps of the process.
21. There are no Equalities, Legal, Crime and Disorder, Information Technology or Property Implications arising from the restructure.

Next Steps

22. Formal implementation is expected from 1 April 2010. However, because both services are carrying a number of vacancies there will need to be some recruitment to posts immediately following approval. This will follow current departmental budget processes relating to budget constraints and HR processes in relation to redeployment.

Corporate Objectives

23. The restructure proposals contribute to the following Corporate Objectives:
- City of Culture – by increasing participation
 - Learning City – by providing improved facilities and services
 - Sustainable City – by creating or improving local places to learn
 - Inclusive City – by involving children, young people and their community in the design of their services
 - Effective Organisation – by implement the More for York principles including the reduction of management posts

Risk Management

24. Both services rely on generating substantial income streams from either course fee income or room hire to balance their budgets. The staffing structure proposed aims to support effective income generation. Close monitoring will be required on performance in this area especially in relation to new services.

Recommendations

25. The Executive Member for Leisure, Culture and Social Inclusion is asked to approve the new staffing structure for the Library and Archive Service set out in Annex A.
26. The Executive Member for Children and Young People's Services is asked to approve the new staffing structure for the Adult and Community Education Service set out in Annex B.

Reason: So that the *21st Century Learning: 21st Century Libraries* vision may be taken forward effectively.

Annexes:

- A. Library and Archive Service Proposed Staffing Structure
- B. Adult and Community Education Proposed Staffing Structure

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**Report
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Wards Affected:

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Background Papers:

Project files held by the report authors.