

**CAMBRIDGESHIRE COUNTY COUNCIL (CCC) AND PETERBOROUGH CITY COUNCIL (PCC) SHARED SERVICES - JOINT WORKING AGREEMENT AND PROTOCOLS**

**To:** General Purposes Committee

**Meeting Date:** 20th September 2018

**From:** Amanda Askham –  
Director of Business Improvement and Development

**Electoral division(s):** All

**Forward Plan ref:** Not applicable      **Key decision:** No

**Purpose:** To provide an update on the progress of the Shared and Integrated Services Programme.

To seek endorsement for a CCC and PCC Joint Working Agreement, associated protocols and Section (s.133) arrangements.

**Recommendation:** General Purposes Committee is recommended to comment on, endorse and recommend to Full Council to agree the principles set out in the Joint Working Agreement and Protocols.

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## **1. BACKGROUND**

- 1.1 In 2016, Cambridgeshire County Council started on an ambitious programme of transformation, with a determination to improve lives for local people despite an increasingly challenging financial context. Building a whole system approach which puts community outcomes firmly at the centre of all that we do and which is built around shared priorities, outcomes and cost efficiencies is a crucial part of the programme. This work requires a greater degree of collaboration between local public services, their partners and providers and with the public than has been ever previously been experienced in Local Government.
- 1.2 As part of this new model of Local Government, Cambridgeshire County Council (CCC) and Peterborough City Council (PCC) have come together with the support of their Members to explore the merits of shared and integrated services, looking at how we might further develop our close working relationship to reduce cost to serve, avoid duplication and ensure that we put outcomes for people at the heart of service delivery.
- 1.3 This approach is not new, over the last few years both Councils have taken advantage of opportunities for shared services as they arose. In 2015, Dr Liz Robin, was appointed as joint Director of Public Health in CCC and PCC under a shared services arrangement. In June 2016, Gillian Beasley was appointed as Chief Executive of both Councils after a trial period which demonstrated the benefits of the shared role. Later that year, following the resignation of the CCC Executive Director for Children, Families and Adults (now the People and Communities (P&C) Directorate), Members in both Councils agreed a programme of integration for senior roles and all Directors in P&C are now in shared roles.
- 1.4 Following the success of these opportunistic arrangements and the benefits they delivered to both Councils, in November 2017 General Purposes Committee noted Peterborough City Council's request to the Chief Executive to explore delivery of further shared services and asked that this became a joint programme of work. Members acknowledged that opportunities could take a number of forms but principally the aim is to save money, make efficiencies and manage demand on Council services.
- 1.5 In January 2018, following a high level review of opportunity areas, members in Cambridgeshire County Council and in Peterborough City Council approved a programme of work to identify and maximise opportunities in the following areas:
  - Sharing back office functions
  - Reducing leadership costs
  - Maximising purchasing power
  - Reducing duplication of systems and processes
  - Reducing estate costs
  - Building resilience through shared teams, shared systems and processes
- 1.6 As the programme has progressed, some clear areas of opportunity and significant benefits for both organisations have been identified. However, to develop robust business cases both for the overarching work and for individual pieces of integration within the programme, a Joint Working Agreement (JWA) must be established. The JWA will allow both Councils to share the information, expert knowledge and the

resource that are needed to develop a strategic and evidence based approach to further shared or integrated services.

- 1.7 The JWA and Protocols that are appended for comment and endorsement, set out the principles which will govern the way in which CCC and PCC will identify and integrate their services. These documents will provide officers with the support and guidance they need to develop business cases and then to implement change.
- 1.8 It should be noted that the JWA is not a commitment to deliver future services in any particular way and that it includes a Sovereignty Guarantee designed to protect the separate legal and political identities of each Council. The method of service delivery will be outlined in individual project business cases and approved through the governance as outlined in schedule 8 of the JWA.

## **2. KEY HEADLINES OF THE JOINT WORKING AGREEMENT**

- 2.1 The Joint Working Agreement (“JWA”) encapsulates the shared aims and intended outcomes of a collaborative approach to service delivery (see in particular Schedule 2) and sets out the core principles and requirements underpinning formal joint working arrangements between PCC and CCC.
- 2.2 Whilst the JWA does not in itself give rise to joint working arrangements in general or in relation to any particular service area it does provide a platform through which opportunities can be explored and approved on a case by case basis. This includes the requirement to produce a detailed business case assessing the overall viability of each proposal having regard in particular to the financial and human resource implications.
- 2.3 Where joint working arrangements are approved, they will be implemented and reviewed in accordance with the JWA. In particular, Schedules 4 to 7 of the Agreement contain the HR, Financial, Information and Technology Sharing Protocols which govern the way in which the services are delivered. These Protocols provide the foundations for compliant and efficient ways of working together ensuring the overall viability of the arrangements in terms of resource and information governance.
- 2.4 Where the joint working arrangements provide opportunities for staff from each organisation to work together, this will be formalised via a s.113 Agreement (see Schedule 3).
- 2.5 Schedule 8 of the JWA sets out the general governance arrangements spanning both PCC and CCC and Schedule 9 contains a Sovereignty Guarantee which sets out each organisation’s commitment to protecting and honouring the political independence of each organisation.
- 2.6 In terms of risk and liability, each organisation will retain overall responsibility for its staff and budgets and will continue to maintain appropriate levels of insurance in that respect. Where however the staff of one organisation are acting on behalf of the other, that other organisation will be liable for their acts and/or omissions. Equally each authority will bear the cost of any liability or obligations arising from the delivery of the service within that setting. Where there is a clear distinction, complaints and other proceedings will be managed by the organisation to which they relate however it is foreseen that there will be

occasions when it is necessary to agree a joint process and that so far as is permissible there should be a collaborative response to any issues identified.

- 2.7 The JWA will continue in force until either Council gives notice after which there will be a period of 12 months for the arrangements to be brought to an end giving each organisation sufficient time to look at alternative models of delivery. However, there is in defined circumstances (see clause 23.5) the option for more expedient action to be taken in which case the agreement can be terminated on 3 months' notice. Ultimately however it is intended that these arrangements will continue indefinitely having regard to the significant benefits it is envisaged will be achieved and there are standard dispute resolution provisions to assist in the resolution of any issues that may arise.
- 2.8 The overall success of the joint working arrangements will be continually kept under review by the service leads for the relevant service areas. A more formal review will also be completed annually by the Senior Responsible Officer for the purpose of formulating an annual strategic business case (see clause 4) and the arrangements will be subject to the usual audit requirements of each authority (see clause 20).

### **3. ALIGNMENT WITH CORPORATE PRIORITIES**

- 3.1 **Developing the local economy for the benefit of all**
- 3.2 **Helping people live healthy and independent lives**
- 3.3 **Supporting and protecting vulnerable people**

The Programme will be outcomes focused, ensuring that all corporate priorities across both organisations are taken into account when developing proposals for every service and function.

### **4. SIGNIFICANT IMPLICATIONS**

#### **4.1 Resource Implications**

There are no significant implications directly involved with the approval of the JWA. The Human Resources and Financial protocols (schedules four and five) outline how the finances and impacts on the workforce will be managed. All proposals for change will be subject to individual project business cases.

#### **4.2 Procurement/Contractual/Council Contract Procedure Rules Implications**

There are no significant implications directly involved with the approval of the JWA. An allocation of any joint procurement activity will be required at individual project business case level between CCC and PCC.

#### **4.3 Statutory, Legal and Risk Implications**

The JWA and the Section 113 sets out the principles which will govern the way in which CCC and PCC will identify and integrate their services to include a Sovereignty Guarantee designed to protect the separate legal and political identities of each Council.

#### **4.4 Equality and Diversity Implications**

There are no significant implications directly involved with the approval of the JWA and appended schedules. Impact Assessments relevant to both parties will be undertaken when changes are being proposed to existing service, policy, strategy or function through the Shared and Integrated Services Programme.

#### **4.5 Engagement and Communications Implications**

There are no significant implications directly involved with the approval of the JWA.

#### **4.6 Localism and Local Member Involvement**

Both Councils are committed to continuing to represent the needs, priorities and ambitions of local people in their neighbourhoods. Commissioning or delivering services together is not designed to change how residents experience services, it is about how to get things done more efficiently. Members of both parties will be engaged with Shared Services Programme as outlined in Schedule 8 (Governance arrangements) of the JWA.

#### **4.7 Public Health Implications**

There are no significant implications within this category.

<b>Implications</b>	<b>Officer Clearance</b>
<b>Have the resource implications been cleared by Finance?</b>	Yes Name of Financial Officer: Tom Kelly
<b>Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?</b>	Yes Name of Officer: Paul White
<b>Has the impact on statutory, legal and risk implications been cleared by LGSS Law?</b>	Yes Name of Legal Officer: Fiona McMillan / Amy Brown
<b>Have the equality and diversity implications been cleared by your Service Contact?</b>	Yes Name of Officer: Amanda Askham
<b>Have any engagement and communication implications been cleared by Communications?</b>	Yes Name of Officer: Christine Birchall
<b>Have any localism and Local Member involvement issues been cleared by your Service Contact?</b>	Yes Name of Officer: Amanda Askham
<b>Have any Public Health implications been cleared by Public Health</b>	Yes Name of Officer: Tess Campbell

<b>Source Documents</b>	<b>Location</b>
Appointment to Shared Senior Management Posts across Children, Family, Adults and Education and determination of salary – PCC Employment Committee report – 23 June 2017	<a href="http://democracy.peterborough.gov.uk/ieListDocuments.aspx?CId=141&amp;MId=4001&amp;Ver=4">http://democracy.peterborough.gov.uk/ieListDocuments.aspx?CId=141&amp;MId=4001&amp;Ver=4</a>
Review of Senior Leadership Team – CCC Staffing and Appeals Committee report – 16 June 2017	<a href="https://tinyurl.com/y8s7t9qx">https://tinyurl.com/y8s7t9qx</a>
Shared and Integrated Services Update for Communities and Partnerships Committee at CCC (May 2018)	<a href="https://tinyurl.com/y86ddnln">https://tinyurl.com/y86ddnln</a>