

## **Shared Management Proposals Cambridgeshire County Council and Peterborough City Council Consultation Document**

### **1.0 INTRODUCTION AND BACKGROUND**

We are in an era of fundamental change and particularly so within public services. Local authorities have experienced funding reductions for years and at the same time have had to deal with the increasingly complex requirements of an ageing population and the heightened expectation of a public well used to getting services on demand.

- 1.1 Local government is meeting these challenges in a number of different ways, including efficiency measures and service transformation. Shared services and shared arrangements have also characterised the response some councils have made to the funding and demand challenge across the country and there are many examples of this.
- 1.2 Sharing management or services is not an end in itself, but one of a number of means by which councils can achieve their strategic ambitions. It is important before embarking on shared arrangements that there is absolute clarity about what is to be achieved. This consultation paper puts forward a proposal for shared management arrangements across Cambridgeshire County Council and Peterborough City Council in a number of areas:
  - Children and Families
  - Adult Services
  - Education
  - Community and Safety
  - Commissioning
- 1.3 In doing so the consultation paper sets out the rationale and benefits of such an arrangement not only to the council's concerned and their partners, but most importantly to the communities each Council serves.

### **2.0 THE CONTEXT**

- 2.1 Over the last few years Cambridgeshire and Peterborough have developed strong and collaborative approaches to joint working alongside exploring further opportunities to improve services to meet common challenges. We share a Chief Executive, Director of Public Health and the Executive Director of Children, Family and Adult Services / Corporate Director People and Communities ("the Director").
- 2.2 When the Director was appointed to the interim joint role, the Staffing and Appeals Committee of Cambridgeshire County Council asked her to consider whether there was scope to consider further joint arrangements for the functions set out in paragraph 1.2 above. The Director did this and in

December 2016 a further report was presented to the Staffing and Appeals Committee which set out a proposal for further joint arrangements and the committee agreed that the Director should work up the proposals into a detailed paper. At the same time the Director briefed the Leader, relevant Cabinet Members and Group Leaders of Peterborough City Council on further joint arrangements and those briefed also agreed to pursue further joint arrangements.

- 2.3 CCC and PCC have different Governance arrangements. CCC have a Committee scheme whereby PCC operates Executive (Cabinet) arrangements. One consequence of this, is that both Councils have different delegations when it comes to making changes at Chief and Deputy Chief Officer level. Within CCC the Staffing & Appeals Committee approves changes to staffing structures whereby in PCC this matter is delegated to the Chief Executive. Both CCC's Staffing and Appeals Committee and PCC's Employment Committee approve terms and conditions for the posts (including grade) and make appointments (as detailed in 10.2).
- 2.4 These joint proposals were agreed for consultation by Cambridgeshire's Staffing and Appeals Committee on Tuesday 21<sup>st</sup> March 2017, and PCC Employment Committee have been made aware of the proposals and will have an opportunity to provide their feedback on the structure for the Chief Executive to consider after consultation and ahead of implementation.
- 2.5 This consultation examines the challenges and opportunities of a shared arrangement, explains why the current arrangements do not fully meet those challenges and opportunities and suggests a shared arrangement, with safeguards to deliver these vital services. The consultation further outlines the employment impact and arrangements proposed to ensure the arrangements can serve the needs of both councils' both now and in the future.

### **3.0 COMMON CHALLENGES AND OPPORTUNITIES**

- 3.1 As stated above sharing management is not an end in itself and so the Director reviewed the environment and structures within which these services operate to understand how to provide these services in a joint arrangement to meet, more effectively, each council's ambition.
- 3.2 The observations over the period October – December 2016 demonstrate that both councils' share the following:-
- the same provision of social care services across adults and children, education and community safety services are subject to increasing demographic and direct demand for both types of service;
  - the same commissioning of services, from similar providers and using similar processes to procure, rely on agency and professional resources;
  - the same leadership requirements and working with the same partners
  - the ever increasing challenge of re-shaping services to meet the future financial resources likely to be available because of significant operational challenges. Both councils have limited leadership capacity to transform services quickly and effectively and continue to deliver operationally.
- 3.3 The current structures in each council which work in this environment of shared challenges is as follows:-

## Cambridgeshire County Council



## Peterborough City Council



- 3.4 The current approach to senior management arrangements in each Council is different. Service Director roles in Cambridgeshire are split in adults and children with two directors in both areas. In addition the Service Director roles predominantly focus on day to day operations.
- 3.5 In Peterborough those roles are unified into one adults and one children's Service Director and these roles are largely strategically focused. This has led to a different approach to the officer tier which sits beneath those Service Directors in both councils'.
- 3.6 In Cambridgeshire, 36 senior officers report into the Service Directors wherein Peterborough, Assistant Directors (4) report into the Service Directors and they manage the day to day operations of adults and children. In Peterborough there are a limited number of Heads of Service due to the operational nature of the Assistant Director roles.
- 3.7 Prior to the consideration of joint arrangements set out in this consultation, plans were already being considered in Cambridgeshire to bring together the four Service Director roles across adults and children into two roles, similar to Peterborough and to consider the roles of the Heads of Service accordingly. These plans are superseded while this proposal is consulted on.
- 3.8 The current arrangements have served each Council well for some time, but it is clear from paragraph 3.2 above those arrangements create duplication, overlap and unnecessary cost to each Council. An example of this duplication and overlap would be found in a meeting about the integration of adult services with health. In the current arrangements there would have been in attendance the two Executive Directors and three Service Directors over both Councils. Under the arrangements set out

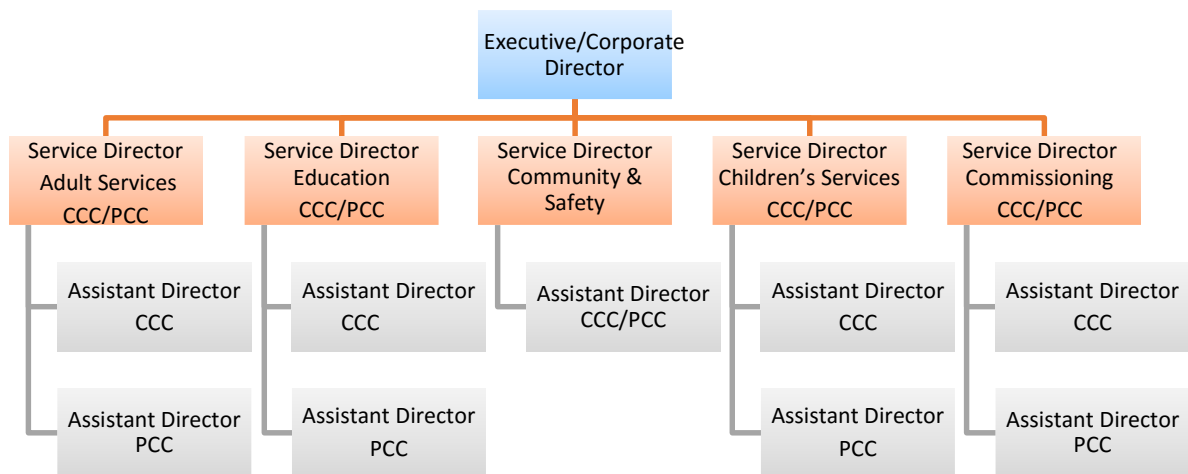
below, only the Executive Director and one Service Director would attend. This example could be replicated across all these services and our partners in the current arrangements.

#### **4.0 SHARED LEADERSHIP PROPOSAL**

4.1 The major potential benefits of a shared leadership team (Executive/Corporate Director and Service Directors) would be the ability to help in facilitating wider public service reform in social care, education and community and safety and help evidence strong officer leadership for emerging devolution proposals within the region. This team could deal with the same demand and resource challenges which, by combining the expertise of both councils, would be more able to bring wider solutions. It presents the opportunity for a more efficient and effective approach by:-

- providing one joint voice for key partners in Health, Education Regional Commissioner's Office, Police and Crime Commissioner's Office, Probation, Fire and Police and removing the significant duplication that exists currently with dual ownership and practical work and attendance at meetings;
- being ready for the opportunities provided by Devolution - Cambridgeshire and Peterborough have talked about a second Devolution deal with a focus on tackling areas of multiple deprivation and integrating health and social care;
- joining up commissioning of services to increase purchasing leverage, using common systems to ensure both councils get best value for the financial resources available and development of a more commercial approach to identify and exploit market opportunities and a focus on trade-offs between price and perceived value when making decisions;
- creating career development opportunities for officers working across both councils, learning from each other's best practice and innovation directly and offering wider experiences. Both councils' have a real risk of retention and recruitment in this very limited employment market;
- providing more time, expertise and energy to focus on the transformation needed in how we deliver services in our future strategies to meet the challenge of increased demand and scarcity of resources;
- better use of expertise that already exists and providing access to a wider resource and increased resilience should individuals leave.
- providing for financial efficiencies to be gained through sharing of leadership costs and resources and
- Most importantly people and communities will experience more of a "one stop shop" with softer boundaries, this will greatly benefit our border areas. Having one senior leader in each specialist area will prevent people being bounced from pillar to post around who is responsible.

4.2 Based on the above benefits the proposed shared leadership team is as follows:



4.3 New leadership roles are proposed in the new structure which includes an Executive Director and Service Directors. These roles are different to those which exist in either Council's current structures because, by their nature, they service two councils. In addition there is the introduction of Assistant Directors. An outline of all these roles is set out in paragraph 4.4, 4.5 and 4.6 and a job description is provided in the Appendices.

4.4 **The Executive/Corporate Director** provides the political interface between the politicians and officers. The role would also lead on shaping and recommending to both councils the most efficient and effective way to work with partners and others to achieve the stated aims of each council and has overall accountability for all the service specific areas. The role holds the statutory accountability for the Director of Children and Adult Services. This shared role will be on a loan agreement basis, with a six month notice period required by either organisation to bring the arrangement to an end.

4.5 **Each Service Director** will have their own functional specialist area described below. The key accountabilities of their roles are as follows.

- design, develop and deliver services that represent best value (cost and quality);
- develop strategy and policy within their specialist areas for approval by Committees/Cabinet/Council;
- balance the agendas of both Councils, identify opportunities for collaboration and join up of services, and in some cases accommodating and developing the different strategic ambitions of each Council;
- be responsible, together with the Executive Director, for the management of the whole service;
- be responsible for ensuring the quality and effectiveness of the services they are responsible for and
- be responsible for the management of the Assistant Directors.

4.6 **Assistant Directors** will likewise have their own functional specialist areas and their key accountabilities are as follows:

- be responsible for the day to day operational delivery of the services for which they are responsible;
- be responsible for the line management of their respective Heads of Service who, in turn are responsible for the teams which deliver frontline services;
- attend and lead the panels/committees which support the delivery of the services for which they are responsible and
- ensure that their services perform within the operational requirements set for the services they

are responsible for.

## 5.0 SERVICE AREAS

5.1 **Adult Services** are currently led by two Service Directors in Cambridgeshire. In Peterborough the same services are led by one Service Director who also has responsibility for Community Safety and Community Services. This paper has already described the benefits of having one cross authority Service Director in Adults Services to have a single view of these services for all residents working with health colleagues and the Director. In addition the commissioning responsibilities for all Adult Services are moving, as set out later, into a new commissioning function. The summary of the proposal for the new Service Director Adult Services is as follows:

- create one Service Director, Adult Services for Cambridgeshire and Peterborough
- delete the three Service Director roles (two for Cambridgeshire and one for Peterborough)
- move the adults commissioning roles into a new function, see paragraph 5.5 below and
- move the community and community safety role of the Service Director in Peterborough into a new role across both councils, see paragraph 5.4 below

5.2 **Education** is a function which has seen significant change over the last ten years. Resources to support education from a local government perspective will continue to reduce with the demise of the Education Support Grant. The majority of secondary schools in Peterborough and Cambridgeshire are academies which is already taking our relationship closer to the Regional Schools Commissioner. The Regional School's Commissioner covers both Cambridgeshire and Peterborough. Considering the ongoing academies programme and, the fact that there is much cross border work and school places take up, it is considered appropriate to share a more senior role.

At present in Cambridgeshire there is a Service Director and in Peterborough there is a Service Director post which is covered by an interim. The proposal is to create a new role of Service Directors Education shared across both councils which will enable the Regional School's Commissioner to spend more time with the post holder. It is intended to underpin the new shared Service Directors Education role with Assistant Director posts in each council to focus on the day to day operational challenges. PCC currently operates with an Assistant Director post in the structure. The summary of the proposal for the new Service Director Education is as follows:

- create one Service Director, Education for Cambridgeshire and Peterborough
- delete the two Service Director roles (one for Cambridgeshire and one for Peterborough)

5.3 **Children's Services** currently have some shared arrangements across both councils such as the Multi Agency Safeguarding Hub (MASH), safeguarding boards and delivery of child health and wellbeing services and work will continue to integrate services where this is appropriate. Our key partners, the police, health and probation, operate across Cambridgeshire and Peterborough which means many of the children's' meetings cover both authorities. Building on the MASH, there are further opportunities to develop and deliver more services together which will realise efficiencies and sharing of best practice.

At present in Cambridgeshire there are two Service Director roles for Children's Services and one in Peterborough. The proposal is to create one Service Director across Cambridgeshire and Peterborough for Children's Services to create a single view of the lives of children and families within one role. However careful consideration needs to be given as to when to effect this change. Both councils have significant challenges to meet over the coming months. In Cambridgeshire the Children's Change Programme is being implemented and that is currently being led by an Interim Service Director for Children's Social Care. In Peterborough substantial funding has been secured for a Family Safeguarding programme which needs to be rolled out during this year. Therefore the following is proposed in order

to secure a safe transition into the new joint role whilst the challenges identified above are secured;

- appoint to the new joint role of Service Director Children's Services to be operational by December 2017;
- afford an appropriate period for transition into the role to allow the agendas of both Peterborough and Cambridgeshire to be implemented by the current Service Director Children's Services in Peterborough and the Interim Director Children's Social Care in Cambridgeshire.

5.4 **Community and Safety Services** are provided across Cambridgeshire and Peterborough. In each council the split of services are as follows:

**Peterborough**

- Housing & Care and Repair
- Targeted Youth Service/Youth Offending Service
- Community Cohesion
- Domestic Abuse and Sexual Violence
- Prevention and Enforcement Service
- Adult Skills
- Community Serve
- Drug & Alcohol
- Safer Peterborough Partnership

**Cambridgeshire**

- Youth Offending Service
- Domestic Abuse and Sexual Violence
- Drug & Alcohol

The partners for this work, across both councils, are Police, Fire and Probation Services, Police and Crime Commissioner's Officer and District Councils. There are also a number of joint Boards, namely the Youth Offending Board, Domestic Abuse Board, Sexual Violence and Drugs and Alcohol Board. In addition, the Police and Crime Commissioner operates across both councils and he has recently decided to re-energise the cross county community safety board, with a focus on ensuring services such as domestic abuse and substance misuse are developed to serve both areas. The Police and Crime Commissioner is also keen to roll out in Cambridgeshire the development of prevention and enforcement services which currently operate in Peterborough. It is envisaged that as more powers are devolved locally, the community and safety service will be engaging in more work with the districts and Police and Crime Commissioner's Officer to deliver a wider range of services that support and protect communities.

The two roles which currently cover these responsibilities are the Service Director for Enhanced and Preventative Services in Cambridgeshire (partially as above) and the Services Director Adults Services and Communities in Peterborough. The responsibilities for the services which sit in those roles will be merged into one joint role of Service Director Community and Safety across both councils. This would be supported by one Assistant Director that would be shared; the rationale being that the work in this area generally spans Cambridgeshire and Peterborough and is led by the Police and Crime Commissioner's Office and supported by Public Health which operate county wide. The summary of the proposal for the new Service Director Community and Safety Services is as follows:

- create one Service Director, Community and Safety for Cambridgeshire and Peterborough
- delete the two Service Director roles (one for Cambridgeshire and one for Peterborough)

- 5.5 **Commissioning** on a joint basis currently already takes place across both councils with examples such as CAMH, Adult Mental Health and Advocacy. Service specifications are also designed and developed jointly and, where the same provider is commissioned, there is agreement to one council managing the contract. It has been identified that more capacity is required with regards to commercial capability across both authorities. Cambridgeshire currently has a Service Director Commissioning and Strategy in post which predominantly manages the day to day operational requirements of commissioning. Within Peterborough, the Service Director Commissioning role has been occupied by the same interim post holder for over 12 months. The post holder has been working across Cambridgeshire and Peterborough since October 2016 which has provided Cambridgeshire with additional capacity and capability around commercial approaches, transformation and commissioning.

The proposal is to create a new role of Service Director: Commissioning across both councils. Again, like other service areas, it is proposed that both councils would have an operational lead in an Assistant Director role, of which Peterborough already has an existing job holder and other than a line management change, the Assistant Director post within Peterborough remains unaffected. This will ensure a local focus on commissioning on a day to day basis, whilst retaining the ability to share resources that create efficiencies in the system across the geographical areas of Peterborough and Cambridgeshire. The summary of the proposal for the new Service Director Commissioning is as follows:

- create one Service Director, Commissioning for Cambridgeshire and Peterborough
- delete the two Service Director roles (one for Cambridgeshire and one for Peterborough)

## 6.0 GOVERNANCE AND ASSURANCE

- 6.1 The joint proposal has also been reviewed independently by the Chair of the County Adult and Children's Safeguarding Board, Dr Russell Wate, to assure both councils that the sharing of the leadership of these functions, particularly around Adults Services and Children's Services, is secure and the proposal is achievable. The review included as Appendix 1 and reviews the risks, benefits and mitigations to the proposal with regard to the new Service Director roles and also how the delivery of services in these individual areas may be effected.

## 7.0 FINANCIAL IMPLICATIONS

- 7.1 If the proposals are accepted, the interim arrangement for the Executive Director will be made permanent, subject to the arrangement described below and the 50:50 funding arrangement will continue.
- 7.2 For Cambridgeshire, the table below depicts the number of posts deleted across Children, Families and Adults to achieve the total savings. The changes across Children, Families and Adults have also enabled more capacity in the areas where we need it; front line social care, (more clinicians) commissioning capacity, strategic management.

**Cambridgeshire table of savings**

Children's Change Programme (net)	-£500k	-6.5FTE
Commissioning (net)	-£300k	-10 FTE
Adults (net)	-£121k	-2.5 FTE
Director level posts funded by restructures above	-£133k	-1.5 FTE



<b>TOTAL SAVINGS</b>	<b>-£1054k</b>	<b>-20.75 FTE</b>
----------------------	----------------	-------------------

- 7.3 The proposal will lead to a reduced number of senior roles where Service Director roles are shared, these will be funded on a 50:50 basis by each Council. Within Peterborough, the proposal is anticipated to generate a saving of £200k, whilst the overall saving in Cambridge County Council will be £1.054 million.
- 7.4 It should be noted that the proposed Assistant Director roles in Cambridgeshire will be funded by existing budgets and the reduction in costs and numbers of Service Directors and Heads of Service. Overall, through other proposals and in support of these proposals, the number of senior officers who sit under each Service Director will reduce from 36 to 26. In addition, in Cambridgeshire the consultation launched on commissioning includes the cost of the new Service Director role, and in the Children's Change Programme consultation includes the cost of the Assistant Director role and a significant reduction in leadership roles.

## **8.0 EMPLOYEE IMPLICATIONS**

- 8.1 The more senior role of Service Director will be responsible for both councils' services and statutory functions and will be a much larger role than the existing roles. New job descriptions have been defined and evaluated and are appended as follows:
- Service Director: Adults Services (appendix 2a)
  - Service Director: Education (appendix 2b)
  - Service Director: Communities and Safety (appendix 2c)
  - Service Director: Children's Services (appendix 2d)
  - Service Director: Commissioning (appendix 2e)
- 8.2 A new role of Assistant Director is proposed to be introduced in CCC which will be a lead managerial role sitting within each council and would be responsible for the day to day operational delivery and line management of Heads of Service. This role will report into the shared Service Director role. New job descriptions have been based upon the existing role within PCC and are included as follows:
- CCC Assistant Director: Adults Services (appendix 3a)
  - CCC Assistant Director: Education (appendix 3b)
  - Joint Assistant Director: Communities and Safety (appendix 3c)
  - CCC Assistant Director: Children's Services (appendix 3d)
  - CCC Assistant Director: Commissioning (appendix 3e)
- 8.3 It is the aim of both councils to try to minimise compulsory redundancies where at all possible. We will also ensure that redundancy selection methods and payments are in line with existing agreed procedures.
- 8.4 As a result of these proposals the following tables indicate the implications for the affected roles within CCC and PCC. It notes where posts will be deleted and the post holders (where applicable) will be placed "at risk of redundancy", equally where post holders will be ring-fenced to roles as redeployment where suitable alternative roles exist. The table also shows which posts will be vacant for staff to apply for. Should the roles not be successfully filled internally, external recruitment will take place.

## 8.5 Summary of posts proposed to be deleted

Service Area	Job Title	Grades	Number of post holders at present	Additional information
PCC - People & Communities	Service Director - Adult Services & Communities	Senior Manager pay Band 4	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles
PCC - People & Communities	Service Director - Education	Senior Manager pay Band 4	0	<b>No impact - interim currently in post</b>
PCC - People & Communities	Service Director - Children's' Services and Safeguarding	Senior Manager pay Band 4	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles
PCC - People & Communities	Service Director - Commissioning & Transformation		0	<b>No impact - interim currently in post</b>
CCC - Children's, Families and Adults	Service Director - Adult Social Care & Learning Difficulties	Director Pay Band C	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles
CCC - Children's, Families and Adults	Service Director - Older People and Mental Health Services	Director Pay Band C	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles
CCC - Children's, Families and Adults	Service Director – Learning	Director Pay Band C	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles
CCC - Children's, Families and Adults	Service Director - Strategy & Commissioning	Director Pay Band C	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles
CCC - Children's, Families and Adults	Service Director - Children's Social Care	Director Pay Band C	0	<b>No impact - interim currently in post</b>
CCC - Children's, Families and Adults	Service Director - Enhanced and Preventative Services	Director Pay Band C	1	<b>Employee 'at risk'</b>  Opportunity to apply for new roles

## 8.6 Summary of proposed new posts

Service Area	Job Title	Grades	FTE	Status
Joint - Children's, Families and Community Services	Service Director: Adult Services	CCC Director Pay Band B PCC Senior Manager Pay Band 3	1	Vacant/ringfenced
Joint – Children's, Families and Community Services	Service Director: Education	CCC Director Pay Band B PCC Senior Manager Pay Band 3	1	Vacant/ringfenced
Joint – Children's, Families and Community Services	Service Director: Community & Safety	CCC Director Pay Band B PCC Senior Manager Pay Band 3	1	Vacant/ringfenced
Joint – Children's, Families and Community Services	Service Director: Children's' Services	CCC Director Pay Band B PCC Senior Manager Pay Band 3	1	Vacant/ringfenced
Joint – Children's, Families and Community Services	Service Director: Commissioning	CCC Director Pay Band B PCC Senior Manager Pay Band 3	1	Vacant/ringfenced
CCC – Children's, Families and Community Services	Assistant Director - Adults Services	CCC Director Pay Band C	1	Vacant/ringfenced
CCC – Children's, Families and Communities	Assistant Director - Education	CCC Director Pay Band C	1	Vacant/ringfenced
CCC – Children's, Families and Communities	Assistant Director - Children's' Services	CCC Director Pay Band C	1	Vacant/ringfenced
CCC – Children's, Families and Communities	Assistant Director - Commissioning	CCC Director Pay Band C	1	Vacant/ringfenced
CCC – Children's, Families and Communities	Assistant Director - Communities & Safety	CCC Director Pay Band C	1	Vacant/ringfenced

## 8.7 Summary of post proposed for minor changes

Service Area	Job Title	To	FTE Posts occupied at present	Number of post-holders at present
PCC People & Communities	Assistant Director - Adults Services	Line Management Change	1	1

PCC People & Communities	Assistant Director - Education	Line Management Change	1	1
PCC People & Communities	Assistant Director - Children's Services	Line Management Change	1	1
PCC People & Communities	Assistant Director - Commissioning	Line Management Change	1	1

- 8.8 To effect these changes, all of the existing Service Directors at both Councils would need to be put at risk of redundancy. The Service Director roles are new and not undertaken by any existing postholder. All "at risk" Service Directors will be eligible to apply for the new Shared Service Director roles where they meet the skills requirements.

The Assistant Director roles are new in Cambridgeshire and currently exist in Peterborough. The Assistant Director roles as drafted are not undertaken by any existing postholders within CCC. CCC Service Directors can be ringfenced to these roles and an appropriate selection process will be carried out.

- 8.9 All at risk employees will be invited to apply for the Service Director and/or Assistant Director roles. Interviews for the Service Director posts would be held initially, undertaken by the Committees as outlined in Section 10 below. Once these are completed the Assistant Director selection process will commence, undertaken by the Executive Director and if appointed, the Service Director.

- 8.10 Definitions used within this document:

**At risk:** This is a member of staff who is at risk of redundancy because their substantive post is proposed to be deleted.

**Ringfenced:** This is where the post is broadly similar to a deleted post. The member of staff will be interviewed to determine their suitability for the role.

## 9.0 IMPLEMENTATION & TIMETABLE

- 9.1 The proposal has been developed with both councils' interests in mind and the recommended structure has been informally outlined with both council leaders; Cabinet Policy Forum (PCC); Group Leaders (PCC & CCC); the Children's & Adults Committees in CCC and individual portfolio holders all of whom are supportive of the proposals. It has been agreed with the Staffing and Appeals Committee at CCC and the Employment Committee at PCC.
- 9.2 A joint partnership agreement between the councils will be developed to give clarity on how sharing a leadership team will operate and the protections for both, covering loan, notice and conflict of interest, as in the case of the existing shared arrangements.
- 9.3 Consultation with Trade Unions and affected individuals is expected to commence on 3rd April and will last for not less than 30 days. It is important that the two Council's processes are aligned and therefore an indicative timetable is set out below but may be subject to variation.

Date	Action
3rd April 2017	One Joint Union meeting (both Councils) local representatives

	meeting to outline proposals and process and launch the consultation.
3rd April 2017	Start Staff Consultation: Communicated to directly affected staff.
W/C 3rd and 10 <sup>th</sup> April 2017	Consultation meetings (121's) to be held with directly affected employees in both Councils.
4th April 2017	Communication sent to staff in Children's, Families and Adults services advising consultation commenced.
W/C 24 <sup>th</sup> April 2017	Subject to no major early consultation objections to the Service Director roles; advertise expressions of interest for the Shared Service roles.
12 <sup>th</sup> May 2017, 5.00pm	Closing date for general responses to the consultation and expressions of interest for the Service Directors provided there is no requirement to extend the timetable to facilitate further discussion.
May 2017	Consultation fed back to CCC's Staffing & Appeals Committee and PCC's Employment Committee.
May 2017	Outcome of consultation emailed to all staff and trade unions
June 2017	Both Councils' staffing committees convene to undertake interviews for Service Director roles and make appointments by each respective Committee.  Both Councils' staff committees convene to appoint Service Directors to roles. <i>(subject to consultation approval by both councils)</i>
1st July 2017	Implementation of new structure and any external recruitment.

## 10. JOINT APPOINTMENT PROCESS

### 10.1 Interview

All internal at risk candidates expressing an interest in a Service Director role, will be interviewed. Where possible, interviews will take place on the same day and will be before members of both the Employment Committee of Peterborough City Council ('EC') and of the Staffing and Appeals Committee of Cambridgeshire County Council ('SAC'). The normal requirements relating to quorum and political balance will apply to the EC and SAC respectively. Both the EC and the SAC will have an opportunity to ask questions and participate fully in the interview process. At the conclusion of the internal interviews for all of the Service Director roles, the EC and the SAC will jointly consider, in turn, the suitability of each candidate for the roles. The normal voting rules will apply to the EC and SAC

respectively.

## 10.2 Appointment

Once the EC and SAC have both reached a decision as to suitability, the Chair of each Committee will formally confirm the decision of their respective Committees:

- where the EC and SAC are in agreement, the Committee of the employing Council will move to agree an appointment by majority vote. The committee of the other Council will move to endorse the agreement to enter into a shared arrangement in respect of that candidate.
- if the EC and SAC reach conflicting decisions as to suitability, there will follow a period of collective deliberation amongst members of both the EC and SAC seeking advice and/or guidance from the shared Chief Executive and Corporate Director of People and Communities as necessary.
- If at the conclusion of the collective deliberations the EC and SAC are in agreement the same process of approval will be followed as set out above.
- If the EC and SAC are unable to reach agreement, an appointment will not be approved or endorsed and consideration will be given as to the next steps.

10.3 Should any posts not be filled, they will be advertised externally and the same process as set out above will be followed in determining the joint appointment(s). The Executive Director will propose which Council should be the employing organisation ensuring, where possible, a balance between both Councils.

10.4 Appointments to Assistant Director roles within CCC will then subsequently be made by the Executive Director through a robust selection process.

## 11. TRADE UNION CONSULTATION

11.1 Formal Trade Union consultation on these proposals will start on 3rd April. Union representatives are being consulted on the proposed structures and will be available to support their union members. The consultation will last not less than 30 days.

11.2 If employees wish to speak to their Trade Union then they should contact their local representative in the first instance. Contact details are as follows:

Trade Union	Contact	Telephone	Email/address
Unison (CCC)	Robert Turner	01223 717015	<a href="mailto:robert.turner@cambridgeshire.gov.uk">robert.turner@cambridgeshire.gov.uk</a>
GMB (CCC)	Kevin Roberts	01223 458208	<a href="mailto:kevin.roberts@cambridge.gov.uk">kevin.roberts@cambridge.gov.uk</a>
Unite (CCC)	Brian Smith	01223 353048	<a href="mailto:brian.smith@unitetheunion.org">brian.smith@unitetheunion.org</a>
GMB Regional (for both CCC and	Richard O'Leary	01582 404842	<a href="mailto:richard.o'leary@gmb.org.uk">richard.o'leary@gmb.org.uk</a>

PCC)			
Unison (PCC)	Mark Burn	01733 863835	mark.burn@peterborough.gov.uk
Unite (PCC)	Jacqueline Ormston	01733 864484	jacqueline.ormston@peterborough.gov.uk
GMB (PCC)	David Shamma	07966 327980	david.shamma@gmb.org.uk

## 12. SUMMARY OF SHARED LEADERSHIP PROPOSAL

- 12.1 In summary, benefits have been realised with regards to the temporary sharing of the Director and this has been agreed as permanent. However, the existing senior leadership teams in both councils, individually, are unlikely to be of sufficient capacity to deliver the challenging agenda that both councils face and be able to support such a permanent arrangement.
- 12.2 The joint leadership structure has therefore, been designed in a way that will reinforce senior leadership, reducing middle management roles and equally have a clear distinction between the operation and the strategic/shared/transformation responsibilities. This will provide both councils with significant benefits and increased resilience as they look to transform to meet the challenges of demand and funding as follows:
- 12.3 Both councils would achieve:-
- Increased capacity to manage increased demand in all areas
  - Increased resilience during a period of transformation
  - A review and reduction in Head of Service roles
  - Shared costs for joint Director roles
  - Best use of current officer experience and skills, support for their development and likelihood of retention
  - Best practice across services/councils
  - Mirror our key partners structures and operations
  - Reduce the number of Boards and meetings freeing up officer's time
  - Support the resources needed to develop Devolution 2
- 12.4 This document provides the basis for consultation, and views and comments on the proposals are welcomed. All comments and views submitted during the consultation period will be considered and responded to at the end of consultation.
- 12.5 Comments can be raised via the dedicated consultation email in each authority as follows:
- CCC – [CFALeadershipConsultation@cambridgeshire.gov.uk](mailto:CFALeadershipConsultation@cambridgeshire.gov.uk)  
PCC - [peopleandcommunitiesconsultation@peterborough.gov.uk](mailto:peopleandcommunitiesconsultation@peterborough.gov.uk)

Any further information please contact:

**Wendi Ogle-Welbourn**

Joint Director

Tel: (01733 863749) PCC or (01223) 727993 CCC

**Janet Maulder**

Head of HR (Cambridgeshire)

Tel: (01223) 699495

**Mandy Pullen**

Assistant Director HR & Development (Peterborough)

Tel: (01733) 863628

**Appendix 1: Governance/Assurance**

**Appendix 2: Job Descriptions**



**Peterborough City & Cambridgeshire County Council**

**Joint Working Arrangements to support the Director for Children and Adult Services**

**Local Test of Assurance**

**Purpose of the Paper**

To provide an independent review of the proposal for Peterborough City Council and Cambridgeshire County Council to share further joint arrangements at a Service Director Level. This paper will look at where necessary the risks, benefits and mitigations to this, in the proposed Service Director roles, but also how the delivery of services in these individual areas may be effected.

**The Proposal**

In October 2016 it was agreed by Cambridgeshire County Council and Peterborough City Council that Wendi Ogle-Welbourn be appointed as Cambridgeshire interim Executive Director for Children, Families and Adults alongside her already substantive role of Corporate Director People and Communities in Peterborough. A Local Test of Assurance had taken place before this happened on behalf of both Councils to ensure the statutory duties of Directors for Children Services and Adult Services would be effectively delivered by this shared role. This test was passed.

It was recognised that there were likely to be more opportunities to join up aspects of operations whilst retaining sovereignty in both Councils, and Wendi Ogle-Welbourn on taking up this shared role, was tasked to identify these opportunities. This next section relies totally on the report completed by Wendi and discussions with her to further understand the context in order to form and apply an informed view for both Councils.

The following principles when coming to the view of what further joint working could take place were applied by Wendi Ogle-Welbourn:-

- Duplication of effort;
- Added value ;
- Expertise in both organisation;
- Savings;
- Impact on key partners such as health and police and probation, and
- Career development

Five areas fitted the criteria for the option of further joint working.

**1. Community & Safety**, (anti -social behaviour, community cohesion, domestic abuse & sexual violence, substance misuse, offending (including youth offending)

The police are the key partner in the areas of community & safety, they are structured to cover both Cambridgeshire and Peterborough - with sector senior officers covering both areas, probation are similar. It is known that residents consider their safety to be paramount.

Cambridgeshire and Peterborough local authorities could replicate the management structure of the police and probation by having one service director across both areas, joining up the offending teams (the youth offending board is joint) as well as the substance misuse board, the domestic abuse board is already joined up, this would result in increased capacity, reduced officers time at meetings and save the police and probation having to service meetings and boards in two authorities. Joining up management more centrally does not preclude local delivery (As demonstrated by the police structure). Districts could play a key role in the development of district based delivery of community safety services - reflective of the multi-agency prevention and enforcement team in Peterborough. This work would also support Devolution phase 2. The Service Director would be supported by an Assistant Director who would also be shared.

## **2. Adults Services**

An experienced single Adult Service Director is required for Cambridgeshire (they currently have two and this needs to be consolidated into one post). This post could then take on adult services across Peterborough and Cambridgeshire. This would make sense as the sustainable transformation 5 year plan which is driving health and adult social care integration is operating across Cambridgeshire and Peterborough as a whole and not separate, which often results in the service directors from both authorities attending the same meetings. There is already in place a shared arrangement around mental health. This would also reduce the time health partners need to service two separate management arrangements. The Service Director would be supported by and Assistant Director in Cambridgeshire and Peterborough they will ensure a local present and focus.

## **3. Education**

Education resources are being dramatically reduced and the LA role will move more towards being a strategic partner and influencer with education providers and commissioners. The role of a service director will be that of champion for all children's education, particularly the most vulnerable. This role will require different skills to that currently required for service directors in education. It would make financial sense to share the cost of a services director across Cambridgeshire and Peterborough. A head of service in both Peterborough and Cambridgeshire should remain to ensure local issues were focused upon.

## **4. Commissioning**

Given the financial challenges employing a more commercial approach to the way commissioning is required. In Cambridgeshire the commissioning function is under developed, in Peterborough it is more developed. Wendi has already brought across the service director of commissioning and transformation from Peterborough to Cambridgeshire as an interim arrangement to up the pace on savings required from Cambridgeshire and develop an effective commissioning function. Initial feedback on the value of this role has been good. A shared service director role across Cambridgeshire and Peterborough would make sense given the joint commissioning both authorities are doing with health and the opportunities for joint commission of both adult, children and public health services across both local authorities - this would achieve savings on commissioner posts and provide for better deals to be struck with providers as looking at bigger contracts and this would leverage a better price. This service director's role would require someone with a commercial background, but retaining an assistant director's role in both local authorities to ensure local operations. The Service Director would be supported by and Assistant Director in Cambridgeshire and Peterborough they will ensure a local present and focus.

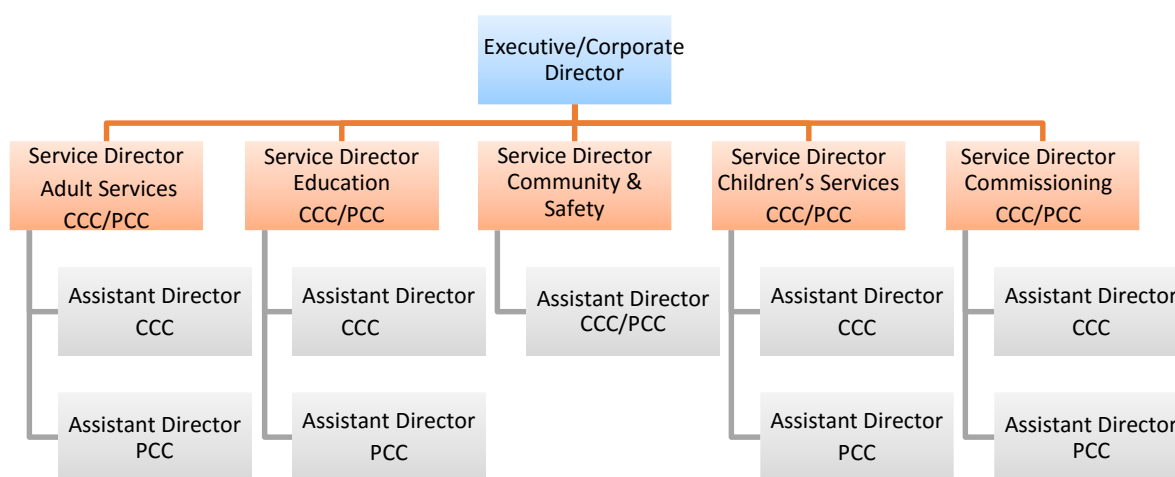
## **5. Children**

The appointment of single service director across both Local authorities is recommended. The author has had an opportunity to speak to both the Peterborough Service Director and also the Interim Service Director for Cambridgeshire, to test the feasibility of this recommendation. It would not be wise to implement this recommendation immediately as at this current time Cambridgeshire in particular is going through a major

change programme and the delivery of children services is very different across both Local Authorities. However, if the recommendation is agreed the interim in Cambridgeshire and service director from Peterborough should work together straight away and over the next few months to move to this shared arrangement in the next few months. This working together would make any intention and future move totally transparent to both the workforces but also partner agencies.

There is already a shared Multi-Agency Safeguarding arrangement through the MASH and Safeguarding boards. The MASH in particular is moving to be the single front door for each authority and having a single service director would be highly desirable in pure governance terms.

There is a current risk that Cambridgeshire do not have an assistant director in place (Peterborough has) and it is further recommended that earlier rather than later an acting assistant director is appointed.



In conclusion (Wendi Ogle-Welbourn) there is substantial benefits to Peterborough and Cambridgeshire in future partnership working; a real opportunity for service improvement as well as financial and efficiency.

### **Test of Assurance**

A Local Test of Assurance has become good practice for Local Authorities to carry out, and is seen as good governance and exercising due diligence on behalf of the local authorities. This test of assurance only really applies to the position of the Director of Children Services with its purpose to ensure that through the person allocated this role for the Local Authority that they are delivering their statutory duties as contained in The Children Act 2004. The Children Act created a single line of accountability for children services, integrating education and children social care into the statutory role of director of children service (DCS).

The role was designed to bring partners together, and ensure that focus on children was maintained. Statutory guidance was produced for the DCS post and local authorities are required under the respective legislation to have regard to the guidance. This guidance was updated in April 2013 by the Department for Education.

During the last few years the vast majority of local authorities have combined this role with the director of adult services. Therefore test of local assurance include looking at this director of adult services individually to ensure the local authorities statutory duty to adults is also delivered. Best practice guidance for this role was issued for the DASS by the Department of Health in May 2006. This guidance was/is not statutory but local authorities were encouraged to treat as statutory. The Care Act 2014 also puts obligations on Local Authorities

to have this DASS post in place.

The DfE updated their guidance on the role and responsibilities for the DCS in 2013, in order to allow combined posts. This guidance states that it is legally permissible for the DCS post to be combined with other complementary duties like the DASS. This guidance recommends that local assurance is required.

The proposals that the paper by Wendi Ogle-Welbourn highlights in relation to joint arrangements does not fit in with the need to have a Local Test of Assurance carried out, as that is in reality for the DCS and DASS role. However, it does make good practice to do this, as the joint arrangements for service directors are put in place to support Wendi in her statutory duties as the DCS and DASS for both Cambridgeshire and Peterborough.

This test of Local assurance has involved the author holding conversations with Wendi Ogle-Welbourn and also one of the service directors affected. The author was extremely impressed by the clear vision on how the joint roles would work and high levels of commitment to making it succeed. An analysis also took place of the full proposals.

A test of local assurance needed to be satisfied that the following elements which are essential in assuring that effective arrangements are in place, for the PCC & CCC to safely move forward with these proposals:

- The seniority of and breadth of responsibilities allocated to individual post holders and how this impacts on their ability to undertake those responsibilities;
- Clarity about how senior management arrangements enable staff to help the LA discharge its statutory duties in an integrated and coherent way
- Matching clarity about how far, and in what ways, partnership working with other agencies strengthens the offer made to children and families across communities in both Cambridgeshire and Peterborough.
- The adequacy and effectiveness of local partnership arrangements (e.g. the local authority's relationship with schools, the courts, children's partnership co-operation arrangements, Community Safety Partnerships, health and wellbeing boards, Youth Offending Team partnerships, police, probation, Multi-Agency Public Protection Arrangements and Multi-Agency Risk Assessment Conferences) and their respective accountabilities.

In order to further assist with this test of assurance a literature review was carried out. Three key papers were relied on, these are:

- i) Local Government Group, (2011) Shared services and management A guide for councils
- ii) Grant Thornton (2014) responding to the challenge: alternative delivery models in local government
- iii) House of Commons Library (2016) Local government: alternative models of service delivery

These three papers by their very nature are pro-sharing and utilising joint arrangements and give examples, of where it is not just back room functions but operational functions that benefit from joint working.

A further study worth considering is where the three London boroughs of Hammersmith and Fulham, Kensington and Chelsea, and Westminster have developed a close working relationship across a number of services: this is known as the 'Tri-Borough partnership'. The councils published the Tri-borough report: 'bold ideas for challenging times' on 9 February 2011. The plans sought to guarantee the independence of the three boroughs by introducing a 'sovereignty agreement' which would safeguard each of the council's local autonomy. This might be something worth considering if the leaders of the two councils feel any risks on what is being proposed.

A main concern that was highlighted in the mitigating factors section, when the local test of assurance was

carried out on behalf of the CCC & PCC ,for the appointment of Wendi Ogle-Welbourn in her current shared role, related to sufficient capacity below her. These proposals on the surface would appear to dilute the support at the most senior level. On discussion with Wendi though as long as each Local Authority appoints their own individual assistant director in each of the areas highlighted for joint arrangements, the proposals actually could strengthen this support as the streamlining and clarity of roles will benefit governance in each area.

## **Conclusion**

The test of local assurance for the proposal of further joint arrangements for Peterborough City Council and Cambridgeshire County Council is passed. The PCC & CCC can be reassured that the proposal has the necessary strengths and supports in place to deliver these roles. Although this review didn't look at value for money (as it was solely focussed on ability to deliver the statutory responsibilities) the case for cost effective and efficient working is made out abundantly.

Both LA's have already in place at least two other key strategic shared posts in the Chief Executive and the Director of Public Health as well as the shared director of Children and Adult services, so can quite adequately demonstrate and evidence that these shared posts do work. This is also the case for providing a real strength to partnership working; there are many key partners that are coterminous to both LA areas for example NHS Clinical Commissioning, the police and probation to name three.

In view of the agreement to Devolution 2, it will show real leadership by PCC & CCC and also demonstrate their commitment to devolution 2 by agreeing to these joint arrangements.

A list of benefits, risks and mitigation is highlighted below. The author does not intend to repeat them here.

Dr Russell Wate QPM December 2016

## **Benefits**

- One service director across both councils for these themes will save time and money and will enable a single view to be taken on joint issues;
- Having a stronger and clearer role of in the corporate leadership team in Cambridgeshire and Peterborough;
- A 'leaner' and more cost effective senior management structure across both LA's;
- Sustainable Transformation Plan/ Better Care Fund work – this covers health and social care integration of service delivery and commissioning (there is a government directive to join up);
- Having someone able to take a shared view of the needs of the citizens and the services they use across both LA's;
- Joint Commissioning and delivery of child health, public health and mental health will support greater coordination and efficiency in commissioning and procurement of services and support across the services;
- Greater coordination and efficiency in working with partners and other agencies, many of whom are the same for each local authority;
- Greater coordination and efficiency in common and challenging service areas such as drugs, alcohol and mental health;
- Reduced duplication in joint working such as with health services and the police;

## **Risks**

- The need to ensure sufficient capacity to manage the range and scale of service issues;
- The capacity to manage the delivery of multiple areas across two local authority areas;

- The wider scope and responsibilities of the shared role;
- Succession planning to ensure there are sufficient experienced managers and leaders within the service and ensuring continuity over time;
- Disruption during the transition period;
- Sustaining good communications, effective relationships, and sound partnership working from both services into new shared arrangements;

### **Mitigation**

- Although it is for the leader of the councils to decide, it is recommended that the councils retain separate responsibilities for children and adults in particular with a lead member or through a committee process. This will retain appropriate levels of sovereignty, support and scrutiny;
- Sufficient capacity is being maintained below the service director role. It is particularly important to appoint assistant directors in each local authority to each area.
- A review should take place as a 'light touch' after six months and a repeat test of local assurance should take place after 12 months.