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Meeting: Shared Services Joint Committee

Date: Wednesday 26th October 2022

Time: 2.00 pm

Venue: Council Chamber, Corby Cube, George Street, NN17 1QG

To members of the Shared Services Joint Committee

Councillor Jonathan Nunn (Co-Chair), Councillor Jason Smithers (Co-Chair), Councillor Adam Brown, Councillor Lloyd Bunday, Councillor Helen Harrison and Councillor Malcolm Longley

Members of the Panel are invited to attend the above meeting to consider the items of business listed on the agenda.

	Agenda				
Item	Subject	Presenting Officer	Page no.		
01	Apologies for Absence	Chair			
02	Declarations of Interest Members are asked to declare any interest and the nature of that interest which they may have in any of the items under consideration at this meeting.	Chair			
03	Notification of requests to address the meeting The Chair to report on any requests to address the meeting.	Chair			
04	Minutes To confirm the Minutes of the meeting of the Committee held on 21st September 2022.	Chair	5 - 8		
05	Chair's Announcements To receive communications from the Chair.	Chair			
06	Shared Lives Disaggregation- Variation Notice	Zakia Loughead (N)/ Katie Brown (W)	9 - 16		
07	Learning & Development (L&D) Phase 2 Disaggregation - Change Request	Gabriella Mercuri (N)/ Adele Wylie	17 - 24		

		(N)/ Alison Golding WNC	
08	Learning & Development (L&D) Phase 2 Disaggregation - Variation Notice	Gabriella Mercuri (N)/ Adele Wylie (N)/ Alison Golding WNC	25 - 32
09	SEND Information Advice and Support Service (IASS) Disaggregation - Variation Notice	Ann Marie Dodds (N)/Tony Challinor (W)	33 - 42
010	IAA Executive Report Public Health - Adult Learning Schedule 3 Appendix A - Public Health - Adult Learning Service Plan Schedule 3	Paul Starkey (N)	43 - 56
011	Personal Budget Support Service (PBSS) Variation Notice	Matthew Jenkins (N)/ David Watts (N)	57 - 70
012	Urgent Business The Chair to advise whether they have agreed to any items of urgent business being admitted to the agenda.		
013	Exclusion of Press and Public The following report(s) contain exempt information as defined in the following paragraph(s) of Part 1, Schedule 12A of Local Government Act 1972. Members are reminded that whilst the following item(s) have been marked as exempt, it is for the meeting to decide whether or not to consider each of them in private or in public. In making the decision, members should balance the interests of individuals or the Council itself in having access to the information. In considering their discretion members should also be mindful of the advice of Council Officers. Should Members decide not to make a decision in		
	"That under Section 100A of the Local Government Act 1972, the public and press be excluded from the meeting for the following item(s) of business on the grounds that, if the public and press were present, it would be likely that exempt information falling under the provisions of Schedule 12A, Part I, Paragraph(s) 3 would be disclosed to them, and that in all the circumstances of the case, the public		

interest in maintaining the exemption outweighs the public interest in disclosing the information."		
Catherine Whitehead, Monitoring Officer		
West Northamptonshire Council		
Proper Officer		
Tuesday 18 October 2022		

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Committee Administrator: Richard Woods / Maisie McInnes, Democratic Services

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Exempt and Confidential Information

Where there is a need for the Council to discuss exempt or confidential business, the press and public will be excluded from those parts of the meeting only and will be unable to view proceedings.

Members' Declarations of Interest

Members are reminded of their duty to ensure they abide by the approved Member Code of Conduct whilst undertaking their role as a Councillor. Where a matter arises at a meeting which **relates to** a Disclosable Pecuniary Interest, you must declare the interest, not participate in any discussion or vote on the matter and must not remain in the room unless granted a dispensation.

Where a matter arises at a meeting which **relates to** other Registerable Interests, you must declare the interest. You may speak on the matter only if members of the public are also allowed to speak at the meeting but must not take part in any vote on the matter unless you have been granted a dispensation.

Where a matter arises at a meeting which **relates to** your own financial interest (and is not a Disclosable Pecuniary Interest) or **relates to** a financial interest of a relative, friend or close associate, you must disclose the interest and not vote on the matter unless granted a dispensation. You may speak on the matter only if members of the public are also allowed to speak at the meeting.

Members are reminded that they should continue to adhere to the Council's approved rules and protocols during the conduct of meetings. These are contained in the Council's approved Constitution.

If Members have any queries as to whether a Declaration of Interest should be made please contact the Monitoring Officer at – monitoringofficer@westnorthants.gov.uk

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Shared Services Joint Committee

Minutes of a meeting of the Shared Services Joint Committee held at The Forum, Moat Lane, Towcester, NN12 6AD on Wednesday 21 September 2022 at 2.00 pm.

Present: Councillor Adam Brown (Acting Chair, in the Chair)

Councillor Jason Smithers Councillor Adam Brown Councillor Lloyd Bunday Councillor Helen Harrison

Substitute Members: Councillor Phil Larratt

Also Councillor Mike Hallam

Present:

Apologies

Councillor Jonathan Nunn Councillor Malcolm Longley

for

Absence:

Officers

Anna Earnshaw, Chief Executive (WNC)

Janice Gotts, Executive Director - Finance (NNC)

Sarah Reed, Executive Director - Corporate Services (WNC) Catherine Whitehead, Director of Legal and Democratic and

Monitoring Officer (WNC)

Louise Seymour, Assistant Director - Place Shaping (WNC)

Chris Wales, Chief Information Officer (WNC) Richard Woods, Democratic Services Officer

20. **Declarations of Interest**

There were no declarations of interest.

21. Notification of requests to address the meeting

There were no requests to address the meeting.

22. Minutes

The minutes of the meeting of the Committee held on 17 August 2022 were agreed as a correct record.

23. Chair's Announcements

There were no announcements from the Chair.

24. Hosted/Lead Disaggregation

Library Support Services Variation Notice

The Committee considered a report from the Assistant Director – Housing, Communities and Wellbeing (NNC), the Director of Communities and Opportunities (WNC) and the Library Service Manager (WNC) which sought approval to proceed with the disaggregation of the Library Service Business Support Service which was currently hosted by West Northamptonshire Council and provided to North Northamptonshire Council.

In presenting the report, the Assistant Director – Place Shaping (WNC) explained that, following the previous decision of the Shared Services Joint Committee to reprofile the disaggregation timeline to 31 Marc 2023, a detailed impact assessment had since been undertaken and the options put forward to the Committee were a result of that work.

The Assistant Director – Place Shaping (WNC) advised that, as a result of the work undertaken, the recommended option for the disaggregation of the service would be to disaggregate the strategic management function and supporting professional and administrative functions, with continued collaboration in commissioning of business support services, along with a review of the service structures in both WNC and NNC following the disaggregation.

It was proposed by Councillor Adam Brown that the recommendations set out in the report be refused, owing to WNC's desire not to take on any additional cost implications, however this motion was not seconded and subsequently was not voted on. Following a discussion between Committee members, it was agreed to adjourn the meeting for a period of 10 minutes until 2:25pm in order for members and officers to discuss and agree a way forward.

The meeting reconvened at 2:25pm and it was proposed by Councillor Adam Brown and seconded by Councillor Jason Smithers that a decision on this item be deferred to the next meeting of the Committee, in order to allow for more time for members and officers to discuss the recommendations and work through their implications.

Resolved

(1) That a decision on the recommendations relating to the Library Support Services Variation Notice be deferred until the next meeting of the Committee.

Personal Budget Support System (PBSS) Disaggregation Variation Notice

The Assistant Director – Adult Social Services (NNC) and the Assistant Director – Commissioning and Performance (WNC) submitted a report which sought approval to disaggregate the Personal Budget Support Service (PBSS) currently hosed by North Northamptonshire Council (NNC) and provided to West Northamptonshire Council (WNC).

Owing to there being no officer in attendance to present the report, members agreed to defer this item to the next meeting of the committee.

Resolved

(1) That a decision on the Personal Budget Support System Disaggregation Variation Notice be deferred to the next meeting of the Committee.

Digital Disaggregation and ICT Discovery Update

The Committee considered a report from the Chief Information Officers for both NNC and WNC which provided an update on the progress in accordance with the disaggregation timeline of the disaggregation of the Digital Service from West Northamptonshire Council, and the disaggregation of Strategy and Architecture from West Northamptonshire Council. A further update was also provided on the discovery exercise for the report on IT disaggregation from West Northamptonshire Council of the Service Delivery and Operations and Infrastructure teams.

In introducing the report, the Chief Information Officer (WNC) explained that work was underway to remove the Business Systems function from the Inter Authority Agreement as this was already operating under the separate governance of the Lead Authority Board (LAB) of which both WNC and NNC were a part.

In response to questions from the Committee regarding the possible delay to the digital disaggregation timeline, the Chief Information Officer (WNC) explained that the delay was as a result of confirming financial data and in-scope roles, which had put the disaggregation timeline of the digital service by December 2022 at risk. The Chief Information Officer (WNC) outlined that such a delay may result in the completion of the disaggregation being delayed until approximately February 2023.

The Chief Information Officer further outlined that, as a result of a delay to the appointment of the Programme Team for the disaggregation meant that the start of the discovery work would be impacted, likely resulting in a delay to the delivery date of a full disaggregation report until at least March 2023.

Resolved

- (1) That the delay to the Digital team disaggregation timeline to February 2023 be noted.
- (2) That the delay to the discovery timeline for Service Delivery and Infrastructure & Operations to March 2023 be noted.

(3) That the extension of the hosted arrangement for the Programme Team for a further 18 months be approved.

25. Inter Authority Agreements

Inter Authority Agreements – 2022-23 Q1 Performance Report

The Committee considered a report from the Executive Director – Corporate Services (WNC) and the Assistant Chief Executive (NNC) which set out the draft quarter one performance report for services delivered via the Inter Authority Agreement (IAA) arrangements between NNC and WNC.

In introducing the report, the Executive Director – Corporate Services (WNC) explained that the vast majority of the key performance measures had either met or exceeded target, with all but 3 of the 51 indicators now showing as green, demonstrating good progress countywide.

The Executive Director – Corporate Services (WNC) advised that where performance has not been met against agreed targets, an overview of the reasons why, along with any mitigating and remedial actions taken will be reviewed by a senior officer from the relevant service and presented back to Members.

The meeting closed at 2.41 pm

Resolved

(1) That the IAA 2022-23 Quarter 1 Performance Report be noted.

26. Urgent Business

There were no items of urgent business.

Chair:	

Date:





Shared Services Joint Committee Wednesday, 26th October 2022

Report Title	Shared Lives Service – Variation Notice Report
Report Author	Katie Brown and Zakia Loughead
Executive Member	Cllr Helen Harrison, Executive Member for Adults, Health and Wellbeing, NNC Cllr Matt Golby, Portfolio Holder for Adult Care, Wellbeing and
	Health Integration, WNC

Key Decision	□ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?	□ Yes	⊠ No
Are there public sector equality duty implications?	□ Yes	⊠ No
Does the report contain confidential or exempt information (whether in appendices or not)?	□ Yes	⊠ No
Applicable paragraph number/s for exemption from publication under Schedule 12A Local Government Act 1972		

Contributors/Checkers/Approvers

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Approver	Officer Name	Date Officer Approved Report
North MO	Adele Wylie	21st September 2022
North S151	Janice Gotts	21st September 2022
West MO	Catherine Whitehead	21st September 2022
West S151	Martin Henry	21st September 2022

List of Appendices

None

1. Purpose of Report

1.1 To seek approval to proceed with disaggregation of the service in a safe and legal manner, reducing the potential disruption to the statutory service and diminish risk to service users, West Northamptonshire Council (WNC) and North Northamptonshire Council (NNC).

2. Executive Summary

- 2.1 The Shared Lives Scheme is a CQC regulated care service that is delivered in accordance with North NNC and WNC's statutory obligations under the Care Act 2014 and the Health and Social Care Act 2008. It is a countywide service that provides alternative longer term and respite supports for adults over the age of 18. The service is delivered in accordance with national guidance issued by Shared Lives Plus, a national charity that facilitates 150 Shared Lives Schemes across the UK with the aims of facilitating support, reducing isolation, and providing person-centred support in the home and the community for service users in order to improve independent living, prevent poor outcomes and avoid the high costs of late intervention.
- 2.2 Shared Lives supports adults with eligible social care needs including adults with learning disabilities, mental health problems and older people, needs that make it harder for them to live on their own. The Scheme matches eligible individuals who require care, with an approved carer and is designed to provide adults, who have a range of needs, with full time, personalised support.
- 2.3 The Scheme also extends to the provision of an alternative option for care leavers / foster children to be supported in the community with identified carers under the umbrella of the 'Staying Put Scheme' in collaboration with Children's Services. Northamptonshire Children's Trust are aware of the disaggregation proposals and are part of the steering group for future developments in this area.
- 2.4 The Service is hosted by WNC, covering both Adults and Care Leavers in collaboration with the Children's Trust across Northamptonshire. The timeframe for disaggregation was set out within the Transformation Task and Finish Group.
- 2.5 Disaggregation activity relating to the service functions are underway and aligned to the agreed timeline.

3. Recommendations

- 3.1 It is recommended that the Shared Services Joint Committee
- 3.1.1 Approve the disaggregation of Shared Lives by 31st January 2023
- 3.1.2 Grant delegated authority to the Monitoring Officers for North and West Northamptonshire Councils to put into place a deed of variation to the Inter Authority Agreement (IAA) for the service to exit the IAA schedules 2A3 and 2A7.
- 3.1.3 Approve that both WNC and NNC will act in accordance with Service Plans and Collaborative Working Agreements to ensure a seamless and smooth hand over, in particular to agree that NNC will reimburse WNC for the payments that are made to the NNC shared lives placements, to support the smooth transition and ensure that carers continued to be paid as per the shared lives contracts, will be agreed by both WNC and NNC service leads and approved by Monitoring Officers until such time as a formal Deed of Variation has been completed.
- 3.2 Reason for Recommendations
- 3.2.1 The proposed option to disaggregate Shared Lives most closely aligns with the agreed requirement to disaggregate the service, as set out in the Local Government Reform (LGR) Blueprint and in the Transformation Task and Finish Group Priority Disaggregation timeline.

- 3.2.2 This option adopts the LGR Blueprint, whereby a service has been hosted for a period before it can safely and legally disaggregate.
- 3.2.3 Ensures the Councils and customers receive the most benefit from the delivery of the Shared Lives service, by enabling the organisations to tailor the service, to the local demographics and address the needs and priorities of the individual authorities.
- 3.2 Alternative Options Considered
- 3.3.1 Shared Lives is currently being delivered as a hosted service, with WNC providing the service on behalf of NNC. This hosted arrangement could continue for a longer period before disaggregation.
- 3.3.2 Not to disaggregate and continue with the current arrangements permanently.

4. Report Background

- 4.1 The timeline for disaggregation of the Service is currently set for the end of January 2023, as part of wider plans for the Adult Social Services disaggregation (IAA schedules 2A3 and 2A7).
- 4.2 The team currently hosted by (WNC) provides a service to North Northamptonshire Council (NNC) through a hosted arrangement in line with the Local Government Reform (LGR) blueprint previously agreed through the LGR transformation programme. The current arrangements are scheduled in the blueprint to end on the 31st January 2023.
- 4.3 The Service Recruit and monitor placements for adults with care and support needs across Northamptonshire.
- 4.4 The Service assess new applicants / carers for the Scheme
- 4.5 The Service assess the customers / scheme users referred to the Scheme.
- 4.6 The Service ensure that carers have access to training to ensure that all carers comply with annual statutory regulations and legislative training requirements.
- 4.7 The Service Run the scheme to meet the standards set out by CQC under the Health and Social Care Act 2008.
- 4.8 Quasi-Judicial Decisions Independent panel all volunteers meet quarterly each year to approve new carers to the scheme.
- 4.9 Provide an alternative provision under the 'Staying Put Scheme' in agreement with the Northamptonshire Children's Trust. The NCT have been informed of the disaggregation timetable and have no concerns to raise.
- 4.10 The current service comprises of 5.87 FTE plus a proportion of a Registered Manager as follows:

Staff Location	Roles	Employment Type	Staff
WNC	Shared Lives Officers	Permanent	4.87 FTE
WNC	Business Support Assistants	Permanent	1
WNC	Registered Manager	Permanent	Sits under another Registered Manager remit

4.11 In June 2021, the NNC and WNC Shadow Executive Committees approved and adopted a Disaggregation Blueprint.

5. Issues and Choices

5.1 The following options are to be considered:

Option A – Continue with full disaggregation by January 2023.

Option B – The current service provision be changed to a Lead Service model.

Option A is the recommended option for the following reasons: The proposed option is to disaggregate the Service:

5.2.1 Resource:

The proposed structure ensures that we can meet both West and North demand.

5.2.2 Set governance timetable:

The disaggregation of the Shared Lives service will be to the agreed timeline set by Members

- 5.2.3 Business Plan:
 - Disaggregation will allow each Council to develop the service in line with its business plan.
 - It will enable each Council to provide a more personalised and connected service.
 - It will allow each Council to develop an enhanced understanding of the community being served, to develop and improve the service offer.
 - Opportunity for each team to develop more targeted training.

5.2.4 Data Governance:

A Data Protection Impact Assessment and a Data Splitting and Cleansing Assessment will need to be carried out during disaggregation. New Data Sharing Agreements, Data Protection Impact Assessment and new/revised privacy notices will be required, with specific note to any shared data requirements across North and West and to data retention schedules.

- **5.3 Option B** is not the recommended option for the following reasons:
- 5.3.1 NNC will not be able to develop the service in line with its Corporate and Service plan.

5.3.2 Keeping the service hosted by the West is against the plans and principles set out in the Future Northants blueprint and not in line with the decision made by Shared Services Joint Committee Members to disaggregate the service

6. Implications (including financial implications)

6.1 Resources and Financial

- 6.1.1 Additional resources will be required from the enabler services such as Human Resources, ICT, Legal Services, to support the disaggregation process.
- 6.1.2 The proposed NNC staffing structure post disaggregation will require and additional £23,854 funding per annum as shown in the table below.

Staff Location	Roles	Employment Type	Staff	Cost
NNC	Shared Lives Officers	Permanent	2.43 x FTE	£77,033
NNC	Business Support Assistants	Permanent	1 x 0.5 FTE	£12,958
NNC	Manager	Permanent	1 x 0.5 FTE	£23,854
NNC Staff Tot	al			£113,845
Additional admin costs of approximately				£10,000
The cost for NNC's structure including on-costs totals				£123,845
NNC Budget				£100,459
NNC Funding variance				£23,386

- 6.1.3 However, a manager role has been identified by NNC that could absorb the Shared Lives Service as part of their remit and this would mean that this post would not need to be recruited to and funded. This would potentially therefore cover the funding gap of £23k per annum.
- 6.1.4 Further developments and expansion of the Services would require revisiting costs in the future.

6.2 Legal and Governance

- 6.2.1 The Shared Service Joint Committee is responsible for "ensuring there are robust plans for any disaggregation of services and that there is a smooth transition to new service delivery arrangements". They are also responsible for ensuring that statutory arrangements are in place for each Council.
- 6.2.2 The Service is currently operating in accordance with the Inter Authority Agreement that exists between West Northamptonshire Council and North Northamptonshire Council. If the recommendation proposed within the report is agreed, then the Councils will approve any further amendments under the

- Inter Authority Agreement to ensure that adequate contract and financial management and governance is in place between the authorities.
- 6.2.3 As outlined within the report, this is a statutory service. The Local Authority is legally responsible for the Service.
- 6.2.4 A Collaborative Working Agreement (CWA) may be required for a period of time following disaggregation between NNC and WNC, in particular to agree NNC will reimburse WNC for the payments that are made to the NNC shared lives placements to support the smooth transition and ensure that carers continued to be paid as per the shared lives contracts. This will be considered as part of the disaggregation process.
- 6.2.5 An Exit Plan will be drawn up as part of the programme of work in the later stages of disaggregation, to be approved by the Executive Director.
- 6.2.6 NCT have been informed of the disaggregation and timetable. Future developments will be discussed by individual Council's post disaggregation.

6.3 Relevant Polices and Plans

6.3.1 Disaggregation of the Service complies with the requirements of the approved Blueprint, whereby it outlines the hosted services in each authority that require disaggregating.

6.4 Risk

6.4.1 If the Service is disaggregated in accordance with the original timescales of January 23, the following risk and issues will arise:

Risk Assessment	Mitigating Action
Shared lives customers continuing to have access to respite in adjoining authority regardless of their ordinary residence	Data Sharing Agreement to be in place signed by both authorities to enable respite to continue
Additional £23k Budget required for NNC staffing including a part-time manager.	An existing NNC Manager Role has been identified that can absorb management of the Shared Lives Service. There will therefore be no requirement for additional budget.

6.5 Consultation

- 6.5.1 This report does not meet the parameters required for public consultation
- 6.5.2 Staff Consultation and staff TUPE is required

6.6 Consideration by Executive Advisory Panel

6.6.1 No considerations arising from this report

6.7 Consideration by Scrutiny

6.7.1 No considerations arising from this report

6.8 Equality Implications

6.8.1 The Service provides a service to people with protected characteristics, namely adults with learning disabilities, mental health problems and older people. This section of the community could be exposed to high risk if the Service is not disaggregated in a prudent and lawful manner. The proposed timescales will reduce the disruption and danger to service users.

6.9 Climate Impact

6.9.1 No negative impacts arising from this report.

6.10 Community Impact

6.10.1 The Community as a whole will be protected by ensuring a high-quality service is in place.

6.11 Crime and Disorder Impact

6.11.1 None

7. Next Steps

- **7.1** The impact assessment and Project Plan have been developed in accordance with the Joint Disaggregation Principles.
- **7.2** An exit plan would be developed in accordance with the requirements of the Inter Authority Agreement (IAA) for the hosted provision of functions and services between NNC and WNC.

8 Background Papers

8.1.1 None







Shared Services Joint Committee Wednesday 26th October 2022

Report Title	Disaggregation Change Request: Learning and Development Phase 2
Report Author	Marie Devlin-Hogg, Assistant Director Human Resources, NNC marie.devlin-hogg@northnorthants.gov.uk
	Alison Golding, Assistant Director Human Resources, WNC alison.golding@westnorthants.gov.uk
Executive Member	WNC Cllr Mike Hallam, Portfolio Holder for HR & Corporate Services.
	NNC Cllr Jason Smithers, Leader of the Council and Portfolio Member for Governance and HR.

Key Decision	□ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?	□ Yes	⊠ No
Are there public sector equality duty implications?	□ Yes	⊠ No
Does the report contain confidential or exempt information (whether in appendices or not)?	□ Yes	⊠ No
Applicable paragraph number/s for exemption from publication under Schedule 12A Local Government Act 1972	None	

Contributors/Checkers/Approvers

Approver	Officer Name	Date Officer Approved Report
North MO	Adele Wylie	21 ST September 2022
West MO	Catherine Whitehead	
North S151	Janice Gotts	21 ST September 2022
West S151	Martin Henry	

<u>List of Appendices</u> None

1. Purpose of Report

1.1 This report seeks approval of a change request to reprofile the disaggregation of L&D Apprenticeship Training Provider function and the Employer Apprenticeship Digital Account Service (DAS) from October 2022 – March 2023 to October 2023 - April 2024. The change request recommends that these functions remain hosted for an additional year, provided by North Northamptonshire Council (NNC) to West Northamptonshire Council (WNC).

2. Executive Summary

- 2.1 Recommendations to disaggregate Learning and Development via a two phased approach were presented to and approved at the Shared Services Joint Committee on 27th April 2022.
- 2.2 Phase 1 of the disaggregation, which includes Leadership and Digital, Adults Communities and Wellbeing and Children's (excluding NCT) is underway and on target to be delivered by the approved completion date of 30 September 2022.
- 2.3 Phase 2 disaggregation from October 2022 April 2023 includes:
 - ILearn (digital / learning management system)
 - The L&D business support function
 - Apprenticeship Training Provider function
 - Apprenticeship Employer Digital Account Service (DAS) (Management of the Apprenticeship Levy)
- 2.4 This report seeks approval of a change request that recommends extending the disaggregation of the L&D Apprenticeship Training Provider function and the Apprenticeship Employer Digital Account Service (currently in Phase 2) by a further 12 months, commencing in October 2023 as opposed to October 2022.
- 2.5 This will mitigate the key risks identified in Section 5 of this report.
- 2.6 Section 6 of this report notes that the financial considerations of this change request will be factored into the 2023/24 Learning and Development budget.

3. Recommendations

That the Shared Services Joint Committee:

- 3.1 Approve the recommendation to retain the functions listed below in a hosted arrangement for an additional year from April 2023 March 2024, delivered by North Northamptonshire Council (NNC) to West Northamptonshire Council (WNC)
 - The Apprenticeship Training Provider function.
 - Apprenticeship Employer Digital Account Service (DAS).

- 3.2 The key reasons for these recommendations:
 - To ensure the safe and legal disaggregation of training provision, with minimal disruption to service delivery across North Northamptonshire Council (NNC) and West Northamptonshire Council (WNC) and mitigate the key risks detailed within this report.

4. Report Background

- 4.1 The recommendation noted in 3.1 relates to two of the functions that are due to disaggregate in Phase 2, detailed below:
 - The Apprenticeship Training Provider function
 This function is responsible for the in- house delivery of apprenticeships including Team Leader Level 3, Business Administration Level 3, and Lead Adult Care Worker Level 3 (this includes the CQC Required Care Certificate Training funded by the Apprenticeship Levy). Training is tailored to each organisation's priorities and objectives.
 - Apprenticeship Employer Digital Account function
 This function manages the digital apprenticeship accounts for NNC,
 WNC, NCT and Milton Keynes Council in accordance with Education &
 Skills Funding Agency rules and regulations. It is also responsible for
 the procurement and commissioning of external training providers and
 consultancy support to increase apprenticeship take up and ensure all
 levy funds are utilised.
- 4.2 Detailed fact checks relating to the above functions have been completed by the relevant service leads and the information gathered has been used to inform the recommendations in this report.
- 4.3 The main risks associated with disaggregating the apprenticeship functions from October 2022 March 2023 include the financial / viability risks of running a 'single' in house service for NNC only, the risk of enforced closure of the NNC apprenticeship provider service, and risks to the quality and consistency of service delivery to learners and statutory compliance for both authorities.

These are highlighted in more detail in the next section.

5. Issues and Choices

- 5.1 Continuing with a hosted service arrangement long term is not an option, as it fails to align to the Blueprint and the agreement to separate L&D services for WNC and NNC.
- One of the choices that has been considered in depth is to continue with the current proposed timeline of disaggregating **all phase 2** L&D functions by April 2023, rather than the recommended reprofiled approach put forward in this report. At the time when the original disaggregation timetable was agreed, the full impact of disaggregating the phase 2 functions had not been undertaken.

As a result of this more detailed analysis, it has become evident that commencing disaggregation of the Apprenticeship Training Provider and DAS in October 2022 poses a number of key risks to North and West Northamptonshire Councils.

- 5.3 One of the key risks for the NNC apprenticeship service is the financial risk. The current delivery of Apprenticeships and Digital Apprenticeship Service (Levy Account Management) operates as a **joint** risk model with any under or overspends split 50/50 between the two authorities. The service is a net cost to the authority with a budgeted IAA recharge to WNC of £195k for apprenticeship functions.
- 5.4 If the apprenticeships functions were to disaggregate and NNC move to a customer supplier model with WNC, then assuming the West continue to use NNC as their principal supplier of apprenticeships, NNC would maintain the same income and delivery expenditure but would lose any additional monies from WNC as detailed in 5.3. This would cause a pressure in the NNC budget.

The finance business partner has advised that if WNC chose not to use NNC as their supplier then this would likely make the apprenticeships function in NNC financially untenable.

The most financially viable option, if NNC is to continue to deliver apprenticeships to WNC, would be through a joint risk model. In the future and in conjunction with finance colleagues, further work will need to be undertaken to demonstrate whether or not this is the most efficient way of procuring apprenticeships for NNC moving forward.

5.5 Continued viability of delivering the service is another significant risk.

The current learner profile for apprenticeships equates to 55% of learners based in NNC and 45% based in WNC. If NNC were to withdraw delivery of apprenticeships to WNC, this would result in the withdrawal /transfer of 45% of the current learner base within the hosted service. There is a significant risk therefore that NNC would fail to meet the minimum success rate for its learners, which is 70%, as currently that is only achievable with the 'joined' hosted learner profile. Failure to meet the minimum success rate is likely to trigger an enforced 'closure' of the service by the Department for Education. The closure would be publicised on their website and would trigger an Ofsted inspection upon the Adult Learning Services team due to the fact they share a UK Provider Reference Number with the Apprenticeship Training Provider team. Reputationally, this would not promote NNC as an Employer of Choice or support our goal to grow and nurture talent from within our organisation at NNC.

5.6 As has been noted in previous reports, there is also a risk to West Northamptonshire Council in regard to apprenticeship delivery. In January 2022, the Government announced that it will no longer be accepting applications from organisations to become their own 'in-house' apprenticeship provider; unless there is clear evidence that no other provider can supply the apprenticeships in question. NNC is currently a registered 'in house' apprenticeship service provider, delivering a range of apprenticeship

qualifications across NNC, WNC, and NCT. Disaggregation of this function will mean that WNC have no ability to continue to deliver in-house apprenticeships to its employees. If employees from the apprenticeship delivery service are disaggregated from October 2022 and transfer to West Northamptonshire Council, they will not be able to carry out their role as WNC are not a registered provider and have no mechanism to become one in the near future. This will render their roles redundant. Any redundancy costs would be a shared cost between NNC and WNC. There is also a reputational risk to the quality and consistency of learning for those apprentices who are currently completing their qualifications and an increased risk of 'non completions,' which impacts funding from the Department for Education and Skills Funding Agency.

WNC have approached NNC to continue with the provision of apprenticeship functions by NNC to WNC via a hosted arrangement for a further twelve months to mitigate this risk.

- 5.7 Furthermore, the Education and Skills Funding Agency (ESFA) do not actively support training providers who are working with less than 50 Apprentices in training at any one time. Disaggregating the Apprenticeship Training Provider service would potentially mean NNC are unable to meet these minimum learner requirements in the short to medium term, without the inclusion of the WNC learner numbers. The NNC delivery model would need to be reviewed to decide if the Council is able to compete within the open market to ensure viability of learner numbers; or if it is no longer sustainable to retain in-house delivery. Should it be concluded the in-house delivery is no longer sustainable that would mean relinquishing the current NNC Apprenticeship Provider status, which once yielded, would not be obtainable at any point in the future as the register is closed, unless you can demonstrate that you are the only provider that can deliver the apprenticeship that you require. It is currently not possible for WNC to apply for such status as all apprenticeships the Council requires are available in the open market from other providers. In discussions with the Department for Education, there is no consideration for the apprenticeship register to reopen at any point in 2023 or 2024.
- 5.8 Apprenticeship Training delivery in 2021-2022 drew an income of £101,326 in levy funding back into the Councils. In addition to this 16 schools and departments also received £3000 grants each for employing an Apprentice. It is established that with the development of the new Team Leader Apprenticeship (including ILM Diploma) and two new apprenticeship programmes (Level 5 Operations/Departmental Manager and Level 2 Adult Care Worker) due to be launched in January 2023, future incomes will increase by £22,500 within 2022-2023 without any significant increases in workforce establishments.
- 5.9 The apprenticeship training team has started to implement the use of Traineeships and T-level qualifications across the North and West Councils. The purpose of these programmes, launching in September 2022, is to fill hard to recruit workforce vacancies and entry level posts to encouraging local candidates between the ages 19-24 to consider long-term careers within the Council.

Disaggregating the Apprenticeship service provider team is likely to have a detrimental impact on the roll-out of Traineeships and T-Levels in both authorities. This is due to the fact the vital roles supporting and co-ordinating these new development programmes sit within the apprenticeship delivery team and there would no longer be sufficient resource to support these new initiatives. For clarity, T levels are new qualifications for 16–19-year-olds that are an alternative to A levels. They are designed by employers to train students for highly skilled jobs and help them to meet the skill requirements for the future either via employment or an apprenticeship route. Traineeships provide work experience for students that prepares them for work or an apprenticeship. Both these government initiatives are closely aligned to our apprenticeship offering. The government and funding arrangements will promote this blended offering in the future. If the North is no longer a viable Apprenticeship provider for the reasons noted above, this will have a significant impact on T-Levels and Traineeships.

- 5.10 Consideration also needs to be given to the delivery of stand-alone programmes (provided at a loss compared to income generated), such as Diploma in Adult Care, ILM Level 3 Diploma in Management and ILM Level 5 Diploma in Leadership. These stand-alone programmes can be integrated into the apprenticeship delivery, allowing substantial cost savings to the Council. To allow NNC to continue to deliver a hosted service will enable re-investment of Apprenticeship Levy funding back into the Council for the delivery of these programmes; with only registration and certification costs to pay. Disaggregation would result in a potential loss of income to NNC, as WNC can choose to spend this Levy money on another external provider. NNC are well placed to deliver this and have subject matter experts that can provide tailored training to both organisations.
- 5.11 In addition, any considerations in regard to changing the current status of the apprenticeship delivery team must also be reviewed in the context of the wider Adult Learning Services team. The apprenticeship in-house delivery team share the same 'registered training number known as the UK Provider Reference Number with the Adult Learning Service and therefore the link between the two services is influential in how we are viewed by external regulatory authorities. Actions taken by one team could trigger an Ofsted inspection on the other team with only 24 hours' notice provided.
- 5.12 The L&D function currently delivers the apprenticeship functions to the Northamptonshire Children's Trust, through a service level agreement. Presently, this agreement is due to expire on 30 September 2022, pending ongoing discussions with NCT. NCT have indicated that they would like to continue accessing the apprenticeships levy management services via a new/revised service level agreement with the Councils. As WNC cannot be an apprenticeship provider this will be the responsibility of NNC to provide whilst they are a registered provider. Any disaggregation decision will need to factor in the necessary resources to deliver this.
- 5.13 Considering the key points raised above, reprofiling the disaggregation of the apprenticeship functions across 2023/24 will serve to mitigate the majority of the risks and issues that have been identified. It will also provide sufficient time for new initiatives to be launched such as T-Levels and Traineeships, and the completion of a full financial viability study to be undertaken by the NNC

- Apprenticeship service lead and finance colleagues, to inform the future operating model for NNC.
- 5.14 As the apprenticeship digital account function is so closely aligned to the apprenticeship delivery, it makes sense not only financially to mirror the recommendation to reprofile the disaggregation until 2023-2024, to avoid disjointed delivery and compliance / levy funding issues.

6. Next Steps

6.1 Pending agreement to this change request, the next steps will be to proceed with the disaggregation of the remaining phase 2 functions (iLearn / learning management system and L&D business Support) and commence formal consultation with impacted employees and recognised trade unions.

7. Implications (including financial implications)

7.1 Resources and Financial

- 7.1.1 The impact of this change request will be factored into the 2023/24 Learning and Development budget. If the change request is approved, then there will be no impact on the 2023/24 Learning & Development Budget.
- 7.1.2 The WNC Inter Authority Agreement (IAA) contribution is in place for 2022-23 for all seven L&D service areas. The IAA income to NNC will reduce by the associated amounts for the disaggregating service areas at the point of disaggregation. In addition, if this change request is approved the IAA income from WNC to NNC will remain in place for the Apprenticeship Training Provider and DAS functions for an additional year.

7.2 Legal and Governance

7.2.1 The L&D service level agreement that is in place with the Northamptonshire Children's Trust is due to expire on 30 September 2022. The Trust have indicated that they would like to continue commissioning their apprenticeships from NNC through a revised service level agreement.

7.3 Relevant Policies and Plans

7.3.1 Not applicable

7.4 Risk

7.4.1 There are no significant risks arising from the proposed recommendation, it does however mitigate several key risks. The period of disaggregation would be extended by twelve months for two of the seven functions within L&D.

7.5 Consultation

7.5.1 Not applicable.

7.6 Consideration by Executive Advisory Panel

- 7.6.1 Not applicable.
- 7.7 Consideration by Scrutiny
- 7.7.1 Not applicable.
- 7.8 Equality Implications
- 7.8.1 Not applicable.
- 7.9 Climate Impact
- 7.9.1 Not applicable.
- 7.10 Community Impact
- 7.10.1 Not applicable.
- 7.11 Crime and Disorder Impact
- 7.11.1 Not applicable.

8 Background Papers

8.1 Not applicable.





Shared Services Joint Committee Wednesday 26th October 2022

Report Title	IAA Variation Notice Learning and Development Disaggregation – Phase 2
Report Author	Marie Devlin-Hogg, Assistant Director of Human Resources, NNC, marie.devlin-hogg@northnorthants.gov.uk
	Alison Golding, Assistant Director of Human Resources, WNC, alison.golding@westnorthants.gov.uk
Executive Member	WNC Cllr Mike Hallam, Portfolio Holder for HR & Corporate Services
	NNC Cllr Jason Smithers, Leader of the Council and Portfolio Member for Governance and HR.

Key Decision	□ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?	☐ Yes	⊠ No
Are there public sector equality duty implications?	□ Yes	⊠ No
Does the report contain confidential or exempt information	☐ Yes	⊠ No
(whether in appendices or not)?		
Applicable paragraph number/s for exemption from		
publication under Schedule 12A Local Government Act 1972		

Contributors/Checkers/Approvers

Approver	Officer Name	Date Officer Approved Report
North MO West MO	Adele Wylie Catherine Whitehead	21st September 2022
North S151 West S151	Janice Gotts Martin Henry	21st September 2022

List of Appendices

None

1. Purpose of Report

- 1.1 To seek approval to disaggregate the Learning and Development (L&D) functions listed below, by 31 March 2023:
 - Business Support
 - Learning Management System (online learning)

2. Executive Summary

- 2.1 On 24th September 2020, the North Northamptonshire Shadow Executive Committee approved and adopted a Disaggregation Blueprint. This included agreement to a hosted L&D service, provided by NNC to WNC for the first 18 months of operation, with separate L&D services to be created by October 2022.
- 2.2 The North hosted Learning and Development service has responsibility for delivering a comprehensive learning and training offer to West Northamptonshire Council and also the Northamptonshire Children's Trust (NCT), through a separate established service level agreement.
- 2.3 In total, there are seven separate functions that fall within the hosted Learning and Development service. Recommendations to disaggregate Learning and Development via a two phased approach were approved at the Shared Service Joint Committee on 27th April 2022. Phase 1 of the disaggregation is currently in progress and on track to disaggregate three functions by 30 September 2022.
- 2.4 The recommendations within this report seek approval to disaggregate a further two L&D functions, Business Support and the Learning Management System function, by 31 March 2023, in line with the Shared Service Joint Committee approval on 27th April 2022. This would form Phase 2 of the disaggregation process.
- 2.5 In addition to this Phase 2 disaggregation paper, a change request has also been submitted to the Shared Services Joint Committee that recommends extending the disaggregation of the L&D Apprenticeship Training Provider function and the Apprenticeship Employer Digital Account Service (currently in Phase 2) by a further 12 months, commencing in October 2023 as opposed to October 2022. This will mitigate key risks that have been identified in the impact assessments for these services.
- 2.6 If this Phase 2 disaggregation paper and the change request is approved, then five of the seven L&D functions will be disaggregated by April 2023.

3. Recommendations

- 3.1 It is recommended that the Shared Services Joint Committee:
 - a) Approve the disaggregation of the L&D functions listed below, by 31 March 2023:
 - Business Support.
 - Learning Management System.
 - b) Grant delegated authority to the Monitoring Officers for North and West Northamptonshire Councils to put into place a deed of variation to the Inter Authority Agreement (IAA) for the service to exit the IAA.
 - c) Approve that both WNC and NNC will act in accordance with Service Plans, Exit Plans, and any Collaborative Working Agreements agreed by both WNC and NNC service leads and approved by Monitoring Officers until such time as a formal Deed of variation has been completed.

3.2 Reason for Recommendations:

- Ensure the safe and legal disaggregation of Learning and Development functions, in line with the Local Government Reform Blueprint.
- Enable each authority to tailor their learning and development provision to their organisational/corporate priorities and service delivery model.
- To ensure that any changes to the Inter Authority Agreement arising from disaggregation are correctly enacted with proper authority.

3.3 Alternative Options Considered

The options to remain as a hosted service was considered but it is recognised that this option does not align to the Disaggregation Blueprints agreed by the Shadow Executives in September 2020.

4. Report Background

- 4.1 Since the formation of the two unitary authorities in April 2021, the L&D service has been hosted by NNC and provides services to WNC and the Northamptonshire Children's Trust as per the agreed Blueprints and Service Level Agreements that are in place.
- 4.2 Detailed disaggregation fact-checks and impact assessments have been completed and the outcome of this work informed the decision to

- disaggregate learning and development in two phases, commencing in April 2022.
- 4.3 Phase 1 of the disaggregation is currently in progress and on track to disaggregate three functions (Adults Communities & Wellbeing L&D, Children's Education L&D and the Leadership and Digital function) by 30 September 2022.
- 4.4 Recommendations to take the specialist children's NCT L&D provision inhouse were presented by NCT to the Children's Trust Joint Committee on 7th September 2022 and approved. This North function will therefore transfer to NCT as part of a TUPE transfer and will run parallel to the L&D disaggregation process, with a proposed completion date of 31st October 2022.
- 4.5 The impact of the Phase 2 disaggregation (Business Support and the Learning Management System/online learning system) will be factored into the 2023/24 Learning and Development budget. In terms of separating out the hosted Learning Management System for NNC and WNC, the quotes received from the suppliers indicate that there are no additional costs. The new separate contract costs would still be within the budget envelope.
- 4.6 To ensure continuity of service delivery, both authorities will review operating structures post disaggregation. Therefore, any future service redesign will be carried out separately, in accordance with the respective governance processes for each Council. WNC and NNC will meet future funding requirements through the realignment of existing budgets.
- 4.7 The recommended option comprises of a 50/50% split of staff and budgets, operating independently in NNC and WNC. Phase 2 comprises of 11 roles in total equating to a total of 10.1 FTE to be split across West and North.

5. Issues and Choices

- 5.1 The Impact Assessment considered two main options:
 - (1) Remain as a Hosted Service.
 - (2) A 50/50% split of functions.

The key benefits and dis-benefits of these options are summarised in Table 1.

5.2 **Table 1**

Option	Benefits	Dis-benefits	
Option 1 –	 No disruption to current 	•	Does not align to agreed
Remain as a	service /ensures consistency		Blueprints for hosted service
Hosted	and continuity of training		disaggregation.
Service.	provision.	•	Reduces ability to deliver
			bespoke / tailored learning and

- training solutions that meet the Realises some economies of specific needs of each Council. scale in delivery of training Lack of ownership of learning courses. and development opportunities. Reduces risk of skills gap/ management capacity and facilitates cross-working. Financial efficiencies of a single learning management system. Option 2 – Aligns to the Corporate Plan Duplication in mirroring generic Split the and agreed Blueprints for training course and reporting **Function** each organisation. requirements. 50/50% Enables each authority to Potential for skills gap/ provide bespoke / tailored specialist knowledge gap due learning solutions that align to to 50/50 split, leading to further organisational priorities and recruitment post needs. disaggregation. Enables each council to Potential for some in scope employees to leave, due to redesign their L&D delivery model and structure in a way concerns about work location that is fit for the future and in and distance from home line with budgetary address.
- 5.3 Option 2 is recommended and has been endorsed by ELT and CLT on 6th September 2022 and Joint Members Board (JMB) on 5th October 2022.

requirements.

- 5.4 If approved, the Business Support team and Learning Management System will disaggregate with as near to a 50/50 split of staff resource and budget as possible.
- 5.5 Option 2 will deliver disaggregation safely and legally, within the approved Shared Services Joint Committee timeline of 31st March 2023.
- 5.6 As a joint project between North and West Northamptonshire Council, it has been agreed that the North Transformation Team provide a lead Project Manager. Enabler resource across both authorities will also be required to support to ensure the project is delivered within the expected timescales.
- 5.7 Any options listed here will be reflected in the Decisions and Minutes published after the meeting.

6. Next Steps

6.1 Engagement and formal consultation with in-scope staff and recognised union representatives will take place following approval of the recommendations in this report.

7. Implications (including financial implications)

7.1 Resources and Financial

- 7.1.1 This disaggregation has been factored into the 2023/24 budget planning process.
- 7.1.2 The WNC Inter Authority Agreement (IAA) contribution is in place for 2022-23 for all seven L&D functions currently. The IAA income to NNC will reduce by the associated amounts for the disaggregating functions at the end of phase 1 and phase 2.
- 7.1.3 NNC and WNC will meet any future funding requirements through review and realignment of existing budgets and operating structures across the teams as required.

7.2 Legal and Governance

- 7.2.1 The Shared Services Joint Committee is responsible for ensuring there are robust plans for any disaggregation of services and that there is a smooth transition to new service delivery arrangements. The Committee is also responsible for ensuring that statutory arrangements are in place for each Council.
- 7.2.2 The L&D service, which provides statutory and mandatory training, is currently hosted by NNC and provided to WNC. Upon the termination of this hosted Inter Authority Agreement, an exit strategy will be put in place.
- 7.2.3 As part of the disaggregation process, employees will undergo a consultation period where the outcome of employee allocation will be determined, and some employees will transfer across to WNC under Transfer of Undertakings (Protections of Employment) rules (TUPE) and the disaggregation principles agreed with the Trades Unions.

7.3 Relevant Policies and Plans

7.3.1 The disaggregation of the L&D functions complies with the requirements of the approved Blueprint, which outlines the hosted services in each authority that require disaggregating.

7.4 Risk

7.4.1 There are no significant risks arising from the proposed recommendations in this report. Any project management risks will be managed through the project governance process.

7.5 Consultation

7.5.1 Consultation with affected employees and recognised trades unions will commence in November 2022 for a minimum period of 45 days, subject to the approval to proceed with phase 2 disaggregation.

7.6. Consideration by Executive Advisory Panel

7.6.1 Not applicable

7.7 Consideration by Scrutiny

7.7.1 Not Applicable

7.8 Equality Implications

7.8.1 Any equality impacts will be considered as part of the formal employee consultation process.

7.9 Climate Impact

- 7.9.1 As part of the disaggregation some staff will TUPE from NNC to WNC, there may be reduced or additional travel considerations for some members of staff.
- 7.9.2 There is the ability to better utilise technology and deliver more online training to offset the potential impact noted in 7.9.1 and align delivery to each Councils future working strategies. Alongside, training materials can also be provided online therefore reducing paper and printing usage.

7.10 Community Impact

7.10.1 Not Applicable.

7.11 Crime and Disorder Impact

7.11.1 Not Applicable.

8. Background Papers

8.1 Not Applicable.







Shared Services Joint Committee Wednesday 26th October 2022

Report Title	Variation Notice SEND Information, Advice and Support Service (IASS)
Report Author	Susan Tanner, Assistant Director Commissioning & Partnerships North Northamptonshire Council Tony Challinor, Assistant Director Commissioning & Partnerships West Northamptonships Council
	Partnerships, West Northamptonshire Council
Executive Member	Cllr Scott Edwards, Executive Member for Children, Families, Education and Skills North Northamptonshire Council
	Cllr Fiona Baker, Lead Member for Children Families, Education and Skills West Northamptonshire Council

Key Decision	□ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?	☐ Yes	⊠ No
Are there public sector equality duty implications?	□ Yes	⊠ No
Does the report contain confidential or exempt information (whether in appendices or not)?	□ Yes	⊠ No
Applicable paragraph number/s for exemption from publication under Schedule 12A Local Government Act 1972		

Contributors / Checkers / Approvers

Approver	Officer Name	Date Officer Approved Report
North MO	Adele Wylie	21st September 2022
West MO	Catherine Whitehead	21st September 2022
North S151	Janice Gotts	21st September 2022
West S151	Martin Henry	21st September 2022
Other Director / SME		
Other Director / SME		

1. Purpose of Report

- 1.1 Disaggregation of the Special Educational Needs and / or Disabilities & Information, Advice and Support Service (SEND IASS), which is currently hosted by North Northamptonshire Council (NNC) and provided to West Northamptonshire Council (WNC), is set out in the Planned Schedule of Disaggregation (Local Government Reform Blueprint).
- Having carefully considered the risks and benefits of this disaggregation, the paper seeks approval for the implementation of disaggregating the services to WNC and NNC by 1 April 2023.

2. Executive Summary

- 2.1 Governed by the Inter Authority Agreement, the SEND IASS is hosted by NNC and provides services across both North and West Northamptonshire.
- 2.2 The hosted arrangement is governed and monitored by the Inter Authority Agreement (IAA) between both councils and is made up of eleven employees.
- 2.3 Local Authorities have a statutory duty to provide information, advice and support to children and young people with a disability or SEN, and their parents and / or carers. This is set out in section 4 of this report.
- 2.4 The delivery of the service is now being reviewed as set out in the Blueprint, and this paper considers the risks and benefits of disaggregation and different delivery models. The paper makes a recommendation that the service is disaggregated.

3. Recommendations

- 3.1 It is recommended that the Shared Services Joint Committee:
- 3.1.1 Approve the decision to disaggregate the SEND IASS as Option 1 below. All work to be completed by no later than 31st March 2023.
- 3.1.2 Grant delegated authority to the Monitoring Officers for NNC and WNC to put into place a deed of variation to the Inter Authority Agreement (IAA), Schedule 2B2.
- 3.1.3 Approve that both WNC and NNC will act in accordance with Service Plans, Exit Plans and any Collaborative Working Agreements agreed by both WNC and NNC service leads and approved by Monitoring Officers until such time as a formal Deed of Variation has been completed.
- 3.2 Reasons for the recommendations:

- 3.2.1 In accordance with the original LGR Blueprint strategic vision, to ensure continuity and resilience of high-quality advice and support to Children and Young People and their families with SEND.
- 3.2.2 To provide in the long term, a service better aligned to local systems and approaches, tailored to the needs of local areas, who have differing SEND services, systems and processes (however it should be noted that the service currently operates well within these constraints).
- 3.2.3 Disaggregation simplifies current processes related to governance and delegated authority for operational decisions.
- 3.2.4 Greater integration with other services delivered at a Council Level.
- 3.2.5 Clarity of funding models based on individual School's Forum decisions.
- 3.3 Alternative Options:
 The Assistant Directors for Commissioning and Partnerships for both authorities have considered a range of options (see section 5 where these are set out).

4. Report Background (Service Context)

- 4.1 Governed by the Inter Authority Agreement, the Northamptonshire SEND IASS is hosted by NNC and provides services across both North and West Northamptonshire.
- 4.2 The Local Authority has a statutory duty to provide information, advice and support to children and young people with a disability or SEN, and their parents and/ or carers (Children and Families Act [2014]. It is a requirement of the SEND Code of Practice (CoP) [2014, and as amended] and the Council for Disabled Children (CDC) Minimum Standards for local joint commissioning arrangements for the delivery of advice and information for children and young people with SEND and their families.
- 4.3 The service has 11 members of staff, several of whom work term-time only (9.48 FTE), and is currently based in One Angel Square, Northampton. There is 1FTE Manager and 1FTE Administrator, 2 FTE IAS Officers (each leading for North or West), and 5.48 case officers. The service supports children and young people aged 0 25 years with SEND, and their parent / carers, who are normally resident in Northamptonshire.
- 4.4 Northamptonshire SEND IAS service is responsible for delivering statutory obligations to provide children, young people and their parents with impartial information, advice and support about matters relating to their special educational needs and / or disabilities, including health and social care. The service works with children and young people and their

families who have an Education Health and Care Plan (EHCP), and those who do not meet the threshold. The service also provides information, advice and support when children or young people with SEND are excluded from education or at risk of being so. Caseworkers regularly attend meetings at schools and colleges, and at Team Around the Family (TAF) meetings. The service also offers support by email or telephone to other professionals, including schools.

- 4.5 During the period 1 June 2021 and 31 May 2022, the service had a caseload of 1,202 people, of which 1,189 were new referrals. Over the same period caseworkers had 5,061 contacts from service users.
- 4.5.1 North for the period 1 June 2021 and 31 May 2022, 522 people accessed the IASS Service. 516 of these were new referrals. During the year caseworkers had 2,196 contacts with service users.
- 4.5.2 West for the period 1 June 2021 and 31 May 2022, 680 people accessed the IASS Service. 673 of these were new referrals. During the year caseworkers had 2,865 contacts with service users.

5.	Options Appraisal		
5.1	Option 1: Recommended Service disaggregates into two, each to be managed by the relevant authority, in line with the original Blueprint agreement.		
	Benefits	Risks	
	Fulfils the strategic vision to disaggregate the service set out in the LGR blueprint (albeit later than set out).	Staff are currently based in OAS, Northampton. Likelihood that staff will be lost because of any change to office base.	
	Disaggregation simplifies current processes related to governance and delegated authority for operational decisions.	The roles are highly specialised and require intensive training to be effective. Availability of highly specialist roles is limited and considerable risk of being unable	
	Individual service tailored to the needs of local areas, who have differing SEND services, systems and processes (however it should	to consistently fill key roles. This is likely to have greatest impact on NNC.	
	be noted that the service currently operates well within these constraints).	Additional costs (of circa £80-90k) would be incurred which have not been budgeted for (for example, each service must have a	
	Greater integration with other services delivered at a Council Level.	dedicated service manager who holds no other responsibilities, and each service would require administration support).	

Clarity of funding models based on individual School's Forum decisions.

Reduced size of individual services would limit resilience due to potential increase in demand, resulting from either demographic pressures or failures in the statutory education services provided to CYP with SEND.

Potentially less responsive service due to reduced capacity.

Effective countywide working relationships with health services, Multi Academy Trusts etc would need to be duplicated, and / or would be weakened.

There is a single Parent Carer Forum covering the County. It is a potential risk to the developing critical relationship that the IAS Service is split.

There is significant potential for disruption to case holding responsibilities if staff move to separate services, leading to parental and carer discontent and potentially poorer outcomes for children and young people with SEND in the short term.

The statutory SENDIAS Advisory Board have challenged the splitting of the service into two and are concerned that this has not been subject to informal consultation with the Northamptonshire Parent Carer Group (NPCG).

Any potential destabilisation of the service (however interim this may or may not be), and any perceived parent carer dissatisfaction with this outcome poses risk to the Ofsted SEND inspection outcome.

Option 2: The IAA is amended, and the implementation of an alternative delivery model hosted by NNC.

	Benefits	Risks
	Maintenance of the existing team, which is high performing, effectively meets need and delivers statutory services to vulnerable children countywide. Single service provides greater	Staff are currently based at OAS, Northampton. Moving the service wholescale into a NNC base would not be in line with the HR principles agreement reached between both authorities and the Trade Unions.
	resilience and ability to meet unpredictable patterns of need. Specialist roles can be shared to ensure access to appropriately qualified staff. Avoids any potential adverse	There is a high probability that staff would leave in the short and medium term, leading to many of the risks outlined in Option 1 above. Lead authority bears risk of
	impact on service delivery, and service user experience. This would be managed within the	recruitment difficulties in specialist areas where there is limited availability.
	current financial envelope.	Opportunity to integrate with other services may be limited, without management support.
		Service failure would impact countywide.
5.3	Option 3: The IAA is amended, and t delivery model hosted by WNC.	he implementation of an alternative
	Benefits	Risks
	Minimal disruption to current staff, significantly reduces likelihood of staff loss and service impact.	Lead authority bears risk of recruitment difficulties in specialist areas where there is limited availability.
	Maintenance of the existing team, which is high performing, effectively meets need and delivers statutory services to vulnerable children countywide.	Opportunity to integrate with other services may be limited, without management support.
	Single service provides greater resilience and ability to meet unpredictable patterns of need.	Service failure would impact countywide.
	Specialist roles can be shared to ensure access to appropriately qualified staff.	

	Avoids any potential adverse impact on service delivery, and service user experience. This would be managed within the current financial envelope.	
5.4	Option 4: Continue with current host the lead service.	ed arrangements model with NNC as
	Benefits	Risks
	Maintenance of the existing team, which is high performing, effectively meets need and delivers statutory services to vulnerable children countywide. Single service provides greater resilience and ability to meet unpredictable patterns of need.	Continuation of staff uncertainty, leading potentially to loss of some staff leading to further risks outlined in Option 1. NNC staff based in WNC premises, potentially leading to management and welfare challenges.
	Specialist roles can be shared to ensure access to appropriately qualified staff. Consistency of approach for countywide partners.	Lead authority bears risk of recruitment difficulties in specialist areas where there is limited availability. Service failure would impact countywide.

6. Next Steps

- 6.1 Staff consultation will be undertaken in respect of change of employer.
- 7. Implications (including financial implications)
- 7.1 Resources and Financial
- 7.1.1 The budget for the service was split from 1 April 2021 as per the financial principles agreed between both North and West Northamptonshire Councils.
- 7.1.2 The service includes a total of 11 staff members and has a budget cost of £429k, jointly funded (up until April 2023) by North and West Northamptonshire Councils. The NNC budget provision is £218k; the WNC budget allocation is £211k.

- 7.1.3 Resources will be required from the enabler services in both authorities to support the development of a service specification, contract monitoring schedule etc and the TUPE of staff.
- 7.1.4 Employees will undergo a consultation period where employees will transfer across to West Northamptonshire Council under TUPE rules, and within the principles agreed with the Trades Unions.

8. **Legal and Governance**

- 8.1 Changes to the relevant elements of the existing IAA Schedule 2 will need to be made through an agreed Plan.
- 8.2 Provisions may be made for Collaborative Working Agreements between the North and the West Northamptonshire Authorities to ensure that service delivery to either authority is not jeopardised by any residual matters that cannot be resolved.
- Any Data Protection Impact Assessments (DPIAs) and Data sharing Agreements that are required will be completed as part of the process. Information Governance Officers will be engaged with to ensure full compliance with relevant Data Protection legislation.

9. Relevant Policies and Plans

- 9.1 The proposal will assist delivery of the North Northamptonshire Corporate Plan 2021-2025 "Safe and thriving places" priority.
- 9.2 The proposal will assist delivery of the West Northamptonshire Council Plan 2021-2025 by enabling greater "connected communities".

10. Risk

- 10.1 Risks associated with each option being explored have been referenced within section 5.
- 10.2 Risk remains in regard to the following:
 - Due to the nature of the options being explored the original timeline for (September 2022) is not deliverable but will be completed as soon as possible and by no later than 31 March 2023.
- 10.3 Resource demands from the service area as well as enabler services need to be considered fully within any future proposals.

11. Consultation

11.1 The development of this report has been based on conversations between the Assistant Directors for Commissioning & Partnerships for NNC and WNC and aims to demonstrate a collective and collaborative

approach to the management and security of highly specialised services, which not only considers the principles and decisions made to date but also the nature, complexities and statutory requirements of the service itself.

- 11.2 Consultation with affected employees, supported by the Trade Unions, will be undertaken and the team members will be involved in the process via 1:1s and team meetings, with the opportunity to raise questions and concerns.
- The SEND IASS Advisory Group is a multi-agency group of partners meeting once a school term. They have expressed a view that their preference would be for the retention of a single IASS Service for both Councils, however this is not in line with the Blueprint agreed by the Councils.
- 11.4 There is no statutory requirement for public consultation although the Code of Practice expects that changes should be subject to coproduction.

12. Consideration by Executive Advisory Panel

12.1 None due to the nature of this report.

13. Consideration by Scrutiny

13.1 None due to the nature of this report.

14. Equality Implications

14.1 At this point in the process, it is not possible to fully assess the actual impact on all protected characteristic groups. An initial Equalities Screening Assessment will be undertaken during the process and discussed with the Equalities Officer. The situation will be reviewed during staff consultation and for any equality implications that are identified, appropriate mitigating actions will be taken (where possible).

15. Climate Impact

15.1 None due to the nature of this report.

16. Community Impact

Webpages, customer journeys and referral pathways will be reviewed to establish appropriate information and processes. Stakeholders will be communicated with to ensure there is clarity over how to access the services.

17. Crime and Disorder Impact

17.1 None due to the nature of this report







Shared Services Joint Committee Wednesday 26th October 2022

Report Title	Inter Authority Agreement - Public Health – Adult Learning – Service Plan
Report Author	Paul Starkey, Adult Learning Service Manager, paul.starkey@northnorthants.gov.uk, on behalf of, John Ashton, NNC Interim Director of Public Health, john.ashton@northnorthants.gov.uk Jane Carr, WNC Director of Communities and Opportunities, jane.carr@westnorthants.gov.uk
Executive Member	Councillor Helen Harrison, Executive Member for Adults, Health and Wellbeing, NNC Councillor Matt Golby, Portfolio Holder for Adult Care, Wellbeing and Health Integration, WNC

Key Decision	□ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?	□ Yes	⊠ No
Are there public sector equality duty implications?	☐ Yes	⊠ No
Does the report contain confidential or exempt information (whether in appendices or not)?	□ Yes	⊠ No
Applicable paragraph number/s for exemption from publication under Schedule 12A Local Government Act 1972		

Contributors/Checkers/Approvers

Approver	Officer Name	Date Officer Approved Report
North MO West MO	Adele Wylie Catherine Whitehead	21st September 2022
North S151 West S151	Janice Gotts Martin Henry	21st September 2022

List of Appendices

Appendix A – Public Health Service Plan – Adult Learning Service

1. Purpose of Report

1.1. To present the Service Plan for the Public Health - Adult Learning Service function and seek approval of the performance measures and financial information contained in the Inter Authority Agreement.

2. Executive Summary

- 2.1. The Public Health Adult Learning function is detailed in Schedule 2C2 of the Local Government Reform (LGR) Blueprint as lead service delivered from North Northamptonshire Council to West Northamptonshire Council.
- 2.2. The Service Plan contained in the Inter Authority Agreement identifies Key Performance Indicators (KPIs) in relation to these functions to be monitored on a quarterly basis and the financial agreements for the service between North Northamptonshire Council and West Northamptonshire Council.

3. Recommendations

3.1. It is recommended that the Committee approve the proposed Service Plan for Public Health – Adult Learning.

3.2. Reason for recommendation:

3.3. To ensure that the completed Service Plan for Public Health – Adult Learning is agreed, and mechanisms are in place for monitoring. The approach has been developed to meet the grant funding of the funding agency for the service, the Education and Skills Funding Authority (EFSA).

3.4. Alternative options considered:

3.5. The alternative of not approving the recommendations would create a delay to the reporting and monitoring of the performance measure while adjustments are made to the Service Plan.

4. Report Background

- 4.1. The Public Health Adult Learning service is detailed in Schedule 2C2 of the Local Government Reform (LGR) Blueprint as lead service delivered from North Northamptonshire Council to West Northamptonshire Council.
- 4.2. The Adult Learning Service is funded by a grant from the EFSA. This grant requires the service to deliver several functions on behalf of the EFSA including delivering a range of informal and formal learning from entry-level courses to professional qualifications as well as confidence-boosting programmes in a range of community settings. The Adult Learning Service also works with other place-based services including Jobcentre Plus and local colleges.
- 4.3. An Inter Authority Agreement is required for delivery for this function after October 2022. The Service Plan and KPIs set out in appendix A, schedule 3, enable delivery of this function to be monitored. The financial arrangements for this service are detailed.

5. Issues and Choices

5.1. The Schedule 3 Service Plan now requires Committee approval. Should the Committee be minded to not approve the Service Plan, this may create delay to the reporting and monitoring of the performance measures while the required adjustments are made to the Service Plan.

6. Next Steps

6.1. Approval of the Schedule 3 Service Plan.

7. Implications (including financial implications)

7.1. Resources and Financial

7.1.1. This is being delivered within existing resource and there are no resources or financial implications arising from the proposals. The financial arrangements between North Northamptonshire Council and West Northamptonshire Council are set out in the Service Plan. The financial arrangements have been designed to meet requirements of the EFSA grant.

7.2. Legal and Governance

7.2.1. The Shared Services Joint Committee are responsible for "Approving the Service Plans for the Specified functions including targets for service quality, performance and efficiency." As well as "Agreeing the responsibilities of each Council to deliver the Service Plans and agreed strategy, including any

specific responsibilities of the Provider Council and that the responsibilities are documented within the Service Plans." The Service Plan for Public Health – Adult Learning has been reviewed by the Legal Team. No additional issues were identified.

7.3. Relevant Policies and Plans

- 7.3.1. The Public Health Adult Learning function is detailed in Schedule 2C2 of the Local Government Reform (LGR) Blueprint.
- 7.3.2. The proposal will assist delivery of the North Northamptonshire Corporate Plan 2021-2025 "Safe and thriving places" priority.
- 7.3.3. The proposal will assist delivery of the West Northamptonshire Council Plan 2021-2025 by enabling greater "connected communities".

7.4. **Risk**

7.4.1. No risks identified.

7.5. Consultation

7.5.1. No consultation activity is required due to the nature of this activity.

7.6. Consideration by Executive Advisory Panel

7.6.1. Consideration by the Executive Advisory Panel has not been requested.

7.7. Consideration by Scrutiny

7.7.1. No consideration by Scrutiny has been requested.

7.8. Equality Implications

7.8.1. There is no equality impact arising from the recommendations in this report.

7.9. Climate Impact

7.9.1. There is no climate impact arising from the recommendations in this report.

7.10. Community Impact

7.10.1. There is no community impact because of this report.

7.11. Crime and Disorder Impact

7.11.1. There is no anticipated crime and disorder impact due to this report.

8. Background Papers

8.1. Administrative agreement



SERVICE PLAN

SERVICE AREA	Adults
FUNCTION	Public Health – Adult Learning
SERVICE TREATMENT	Lead
PROVIDER AUTHORITY	North Northamptonshire Council ("NNC")
RECEIVING AUTHORITY	West Northamptonshire Council ("WNC")

1. OVERVIEW

1.1 This Service Plan sets out the approved budget and key performance indicators (KPIs) in respect of the delegated Function(s) and Services.

2. CRITICAL SERVICE FAILURE(S)

- 2.1 Critical Service Failures in respect of the Delegated Functions in this Schedule 3C2 are:
 - 2.1.1 Physical environment:
 - Closure or inability to access storage or resources, including confidential records at OAS / Booth Meadow House for any period of time.
 - Closure or inability to access Exams Safe stored on ground floor of OAS;
 - Inability to secure appropriate premises for delivery of face-to-face courses.
 - 2.1.2 Failure to meet the statutory requirement of ESFA.

3. NOTICE PERIOD

3.1 The Notice period for termination of this Delegated Function is dependent on ESFA funding and approval. Notification of funding allocation is in March prior to the start the new academic year on 1 August, but if funding is to be withdrawn for the service, it would probably be advised earlier. The reason for this would either be because of a serious breach of the contract, a very poor Ofsted grade or national government had withdrawn funding for Community Learning.

4. KEY PERFORMANCE INDICATORS

4.1 National / Statutory key performance indicators and reporting requirements:

KPI ref	KPI description	KPI Target	Performance threshold levels	Guidance	Reporting frequency	Who measure is reported to? (e.g. Govt dept)
AL01	Completion and submission of ILR record (ILR) to ESFA on a monthly basis	ILR return submitted	Green = 3/3 monthly ILR returns submitted Amber = 2/3 monthly ILR returns submitted Red = 0/1 out of 3 monthly ILR returns submitted	In accordance with the requirements set out by the Education and Skills Funding Agency (ESFA)	Monthly	Education and Skills Funding Agency (ESFA)
AL02	Self-Assessment report (SAR) produced and submitted to OFSTED within the required timescale	Report produced and submitted to OFSTED within timescale	Green = SAR returned within required timescales Amber = SAR submitted by outside require timescale Red = SAR not submitted	Rigorous Self-assessment cross referenced to the Ofsted Education Inspection Framework is completed for the previous academic year and sent to Ofsted by January of the new academic year.	Annual	Ofsted

4.2 Locally agreed key performance indicators:

KPI ref	KPI description	Target	Performance threshold	Reporting	Overview / Supporting notes
			levels	frequency	(May include references to baseline data)
AL03	A Performance Board is held on a termly basis to provide oversight of NNC delivery of Apprenticeship training and the Adult Learning Service.	Yes	Green = Performance Board held. Red = Performance Board not held.	Termly	NNC is registered on the DfE's Register of Approved Training Providers to deliver Adult Learning and apprenticeships and holds the UKPRN in order to receive the funding required to do this. Given the funding is for training in the whole county the Performance Board will act as a critical friend and provide appropriate governance. A governing body is also required for Ofsted regulated provision and the Performance Board will also fulfil this function. Membership of the Performance Board currently includes Executive Member for Adults, Health and Wellbeing (NNC), Cabinet Member for Adults, Social Care and Public Health (WNC), Employment and Skills Manager (SEMLEP), Library Service Manager (Chair and lead for Libraries in WNC and NNC). Membership is likely to be extended to officers from Public Health in WNC and NNC once the restructure is complete.
AL04	An Adult Learning performance report (which includes data dashboard) is produced and presented to Performance Board three times a year	Report produced and circulate to PB	Green = performance report produced and presented to Performance Board Red = performance report not produced or presented	3 times a year	Report to include participation rates based on postcode of residents in NNC and WNC. Report will also include overall data for learner satisfaction, achievement, quality improvement and safeguarding information.

KPI ref	KPI description	Target	Performance threshold levels	Reporting frequency	Overview / Supporting notes (May include references to baseline data)
AL05	An Adult Learning strategy (underpinned by ESFA contract and aligned to Public Health outcomes) is developed for both authorities and approved by Performance Board.	Strategy developed and approved by Performanc e Board	Green = Strategy in place, approved by board. Amber = Strategy in place but not approved by board Red = No strategy in place	Annual	The Adult Learning strategy will take into account national and local priorities for post 19 education and set out the detail of the curriculum offer for both accredited and non-accredited learning and how it will be delivered to those who experience social and economic disadvantage.
AL06	% of learners who achieve qualification for accredited courses funded by ESFA skills funding allocation	75%	Green = >75% Amber = 63% – 75% Red = <63%	Annual	Internal target set by the service to ensure that there are high expectations of learner achievement while taking into account the offer is focused on the hardest to reach.
AL07	OFSTED rating for regulated provision to be at least 'Good'.	Maintain at least Good rating	Green = Outstanding or Good Amber = Requires Improvement Red = Inadequate	Annual (through SAR)	Updates to be given at Performance Board meetings on current provision. Annual Self-Assessment report produced yearly to include grade. OFSTED inspections have no set timescale, although currently 'Good' providers are visited within 7 years. The last 'Good' grade achieved through an OFSTED inspection was gained in September 2016.

5. FINANCIAL INFORMATION

- 5.1 The grant from ESFA for Adult Learning will be payable to NNC and NNC will be the accountable body for the grant, for both NNC and WNC.
- 5.2 WNC does not hold a UKPRN relative to the current grant funding.
- 5.3 In order that the costs for providing Adult Learning are reflected in the accounts of both NNC and WNC the following will be required:
 - 5.3.1 North will account for the grant and expenditure in full however in order that the costs associated with Adult Learning relate to NNC NNC will raise an invoice to WNC so that NNC are reimbursed for costs relating to WNC.
 - 5.3.2 WNC will raise an invoice to NNC so they receive the grant to offset the expenditure.
 - 5.3.3 The raising of the invoices will be undertaken on separate codes so NNC as the accountable body records the full cost of both the grant and expenditure – enabling any returns to ESFA to reflect this and NNC shows the gross cost for reporting to ESFA – but the net position is reflected in the accounts for both NNC and WNC.
 - 5.3.4 The invoice raising can be conducted on an annual basis.

6. Recharging Methodology

- 6.1 The Adult Learning service is directly accountable to the Education Skills and Funding Agency (EFSA) and the contractual relationship exists between solely between North Northamptonshire Council and the ESFA. There is no ESFA contractual relationship or grant paid to West Northamptonshire Council (WNC) and therefore no financial expenditure or income transactions in WNC.
- 6.2 It is therefore proposed that no transactions or recharging takes place between WNC or NNC in respect of the Adult Learning Service and the ESFA grant. All accountability and scrutiny for the delivery of adult learning courses across Northamptonshire will take place though KPI's, service monitoring and returns, further detailed within the IAA.
- 6.3 During the October of each academic year a final return is submitted to ESFA relating to the grant expenditure and claim. Therefore, the following process is proposed:

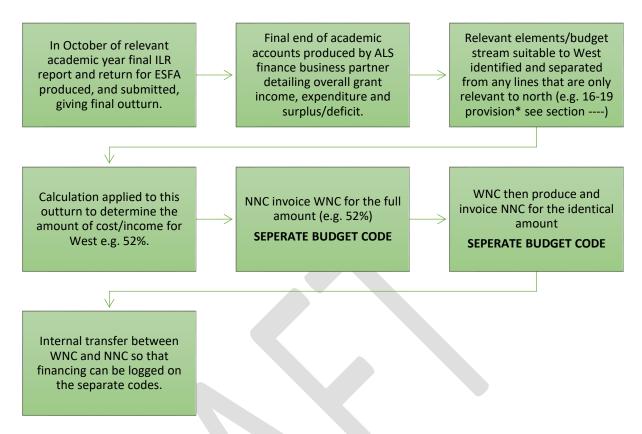


Image 1 - process chart for ALS recharging

The same process can be run in April following the closure of the relevant Financial year allowing for adequate budget management between NNC and WNC if required.

7. Surplus/Deficit

- 7.1 Any surplus that is identified at the end of the academic year accounts for ALS are transferred into the reserve fund held by NNC ALS.
- 7.2 Any deficit would be recovered via the reserve fund in the first instance.
- 7.3 In the, highly unlikely, event of a reserve not having sufficient funds to cover the deficit, the cost is to be covered by both NNC and WNC based on the percentage of delivery within each area.
- 7.4 In the, unlikely, event of an agreed loss leading provision (e.g. council choses to fund delivery separately to the ESFA grant for moral reasons) then the agreement of deficit will be allocated to a separate budget and charged to the relevant authority only.

8. Reserve fund

8.1 Any reserves that are accrued following surplus of previous grant funding and/or fee income need to be ringfenced to allow for expenditure on ALS, and related activity, only. Please note: whilst any funding not attributed to the ESFA grant (e.g. fee

- income) can be utilised differently this would cause unnecessary confusion to separate this out and would pose a potential risk at the point of audit.
- 8.2 All current reserves held by both NNC and WNC specific to ALS will be transferred to one joint reserve account and held accordingly. NNC and WNC representatives will control the spend of this reserve through the progress review boards.
- 8.3 The reserve fund can be used to fund exceptional expenditure such as, but not limited to, upgrade of facilities, recruitment of posts, delivery of provision on nonfunded residents.
- 8.4 Due to risks of clawback, funding changes and deficits a significant reserve fund would remain available to safeguard against any operating deficits and to ensure the ALS provision remains viable and self-sufficient.
- 8.5 Approval for the use of the reserve will follow the agreed NNC process.
- 8.6 Whilst the reserve fund sits within NNC ALS, any expenditure decisions relating to the reserve fund will be reported at the Progress Review Boards and details of benefit to NNC or WNC clearly recorded.

9. Reporting

- 9.1 The agreed percentage of delivery per unitary council is agreed each year at the performance management boards.
- 9.2 Key Performance Indicators and Service Level Agreements for relevant delivery will be agreed in addition to the financial recharging above.
- 9.3 Regular reporting to show the accurate amount of delivery in all parts of Northamptonshire, and clearly demonstrating the breakdown between North and West, will be available monthly.
- 9.4 The agreed KPIs and SLAs will be reviewed at each Performance Board represented by both NNC and WNC.







Shared Services Joint Committee Wednesday 21st September 2022

Report Title	Personal Budget Support System (PBSS) Disaggregation – Variation Notice	
Report Author	Samantha Fitzgerald – Assistant Director, NNC Samantha.Fitzgerald@northnorthants.gov.uk Ashley Leduc – Assistant Director, WNC Ashley.Leduc@westnorthants.gov.uk	
Executive Member	Cllr Helen Harrison, Executive Member for Adults, Health and Wellbeing, NNC Cllr Matt Golby, Portfolio Holder for Adult Care, Wellbeing and Health Integration, WNC	

Key Decision	☐ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?	☐ Yes	⊠ No
Are there public sector equality duty implications?	□ Yes	⊠ No
Does the report contain confidential or exempt information (whether in appendices or not)?	☐ Yes	⊠ No
Applicable paragraph number/s for exemption from publication under Schedule 12A Local Government Act 1972		

Contributors/Checkers/Approvers

Approver	Officer Name	Date Officer Approved Report	
North MO	Adele Wylie	18 th August 2022	
North S151 Janice Gotts		18 th August 2022	
Other Director/SME	Lisa Hyde	18 th August 2022	
West MO	Catherine Whitehead	18 th August 2022	
West S151 Martin Henry		18 th August 2022	

List of Appendices

None

1. Purpose of Report

1.1. To seek approval to disaggregate the Personal Budget Support Service (PBSS) that is currently hosted by North Northamptonshire Council (NNC) and provided to West Northamptonshire Council (WNC).

2. Executive Summary

- 1.2. The Personal Budget Support Service is intended to be disaggregated by 31 March 2023.
- 1.3. At its meeting on 15 December 2021 the Shared Services Joint Committee resolved to re-profile the hosted Adult Social Care service, Personal Budget Support Service (PBSS) disaggregation timeline from 30 September 2021 to 31 March 2023. (see background papers section 8)
- 1.4. This recommendation was approved to enable sufficient time to disaggregate the service in a safe and legal manner whilst ensuring there was minimum disruption to the service and customers and noted that service provision was life-altering for people who used the service.
- 1.5. The report also noted a number of significant risks to disaggregation arising from the volume and complexity of data and IT systems used by the service, which need to be addressed to facilitate the disaggregation of the service in a safe and legal manner. The Personal Budget Support Service is a non-statutory service, however elements of the services undertaken through the Council's function as Employer Agent have statutory requirements, for example HMRC returns and Pensions Regulations.

3. Recommendations

- 3.1 It is recommended that the Shared Services Joint Committee
 - a) Approve the disaggregation of the Adults Services Personal Budget Support Service in its current form and on an equal basis by 31 March 2023, noting the budget, staffing, contracts and cost implications as set out within Option 2 (section 5) of the report;
 - b) Grant delegated authority to the Monitoring Officers for North and West Northamptonshire Councils, in consultation with the Section 151 officers, to take any further decisions and actions necessary to implement recommendation a) above and conclude the requirements of the exit plan for IAA schedule 2A9;

c) Approve that both WNC and NNC will act in accordance with Service Plans and any Collaborative Working Agreements agreed by both WNC and NNC Executive Directors and approved by Monitoring Officers.

3.2 Reason for Recommendations

- The proposed option to disaggregate Adults Services Personal Budget Support Services aligns with the agreed requirement to disaggregate the service by 31 March 2023, as approved by Shared Services Joint Committee in December 2021.
- This option adopts the LGR Blueprint, whereby a service has been hosted for a period before it can safely and legally disaggregate.
- Ensures the Councils and customers receive the most benefit from the delivery of the service, by enabling the organisations to tailor the service, to the local demographics and address the needs and priorities of the individual authorities.

2.0. Alternative Options Considered

- Not to disaggregate and remain as a service hosted by North Northamptonshire Council and provided to West Northamptonshire Council.
- To disaggregate after 31 March 2023.

These options would be counter to the approval and adoption of the Disaggregation Blueprint by North Northants Shadow Executive Committee on 24 September 2020.

4. Report Background

- 1.6. A Personal Budget is an agreed amount of money that is allocated to eligible residents personally by the Council following an assessment of care and support needs.
- 1.7. A Personal budget is the route to achieving independent living based on the social model of disability. It assists disabled people to live an active life and participate in society. The PBSS team support administering this service for 1,358 customers across Northamptonshire (723 active holding accounts and 368 inactive but require actions to finalise).
- 1.8. Since the launch of the two new unitary authorities in April 2021, the Personal Budget Support Service (a team consisting of 14 posts, with 1 current vacancy) has been hosted by North Northamptonshire Council (NNC) and currently delivers the duty of running the service for both NNC and West Northamptonshire Council (WNC.)
- 1.9. An Options Appraisal and an Impact Assessment have been completed. Options and recommendations for future service structures and the impact of

disaggregating the services, based on time and cost implications, are set out within section 5 below. The outcomes have meant that post disaggregation each authority has a slightly different preferred approach towards the formation of the service for the future. Both authorities recognise the need to balance the provision of service delivery against other factors and are therefore working to initially implement viable service delivery models from the outset.

- 1.10. To facilitate this approach, it is therefore recommended to disaggregate the existing service in its current form, allowing for additional posts and for each authority to move separately towards two new delivery models after disaggregation, which will be reported to each individual council for approval according to their individual corporate governance.
- 1.11. The services provided by the team include:
 - 1. Direct Payment Payroll full payroll advice and support including delivery from timesheet to payslip including all statutory reporting, provision, and management of pension schemes
 - Direct Payment Employers HMRC Real Time Information reporting.
 On-line HMRC reporting for all Direct Payment employers to statutory deadlines
 - 3. Direct Payment employers HMRC PAYE/NI payments. Actual payment of tax/NI deductions to HMRC for Holding Account customers. Monthly/quarterly instruction and advice around payment of Tax/NI deductions to HMRC for all other DP employers
 - 4. Direct Payment Employers HMRC Quarter-End Reporting. QE HMRC reporting for all employers
 - 5. Direct Payment Employers HMRC Year-End Reporting. YE HMRC reporting for all employers.
 - 6. Direct Payment Employers Pensions Assessments, Declarations, Enrolment, Re-enrolment and employee letters. Direct Payment Payroll Pensions Assessments and reporting; Direct Payment Pensions Scheme Administration and enrolment. Pensions Regulator Declaration and Reporting
 - 7. Direct Payment Employers Pension contributions deduction and payments. Calculation of pension contributions, direct management of employer pension schemes. Processing of all contributions payments.
 - 8. Direct Payment Holding Accounts. Payment of workers employed by Direct Payment recipients. Actual payment of employee wages for Holding account Direct Payment employers.
 - 9. Direct Payment employers' advice service proper treatment of workers employed by Direct Payment recipients under employment law. Wide range of advice around best practice for employers including support around employment law advice.

- 10. Holding Accounts service for Direct Payment recipients. The Personal Budget Support Service systems govern income, Purchase Ledger, and banking to deliver all transactional processes for Holding Account users. To include payment of providers, employees, HMRC, pension contributions, expenses etc. Includes oversight across all Holding Accounts. Oversight service for North Northamptonshire Council/West Northamptonshire Council: all payments checked against support plan
- 11. Advice and support for Direct Payments customers. Direct Payment Customer Support Managing the Direct Payment. Record Keeping and Data Retention. Direct Payment Advice and Support around returns/financial monitoring. General Advice.
- 12. Service recharges of employee pension contributions to employers. Invoice based ledger system ensuring that customers repay employee contributions appropriately from their Direct Payment accounts.
- 1.12. The Personal Budget Support Service also provide Direct Payment Holding Accounts Support Delivery to Northamptonshire Children's Trust (NCT) and to jointly funded services with Health (Personal Health Budgets). This includes all the services detailed above.
- 1.13. After disaggregation, WNC will provide all services to the Children's Trust. This decision is made because the WNC Direct Payments team currently manage the Children's Trust Direct Payments service and this links to the services provided by PBSS. This service is recharged to the Children's Trust at £45,000 per annum.

5.Issues and Choices

- 1.14. The following options have been considered:
 - Option 1 Retain Hosted Service provision for a period prior to a move to a lead authority delivery model.
 - Option 2 Disaggregate Services by April 2023, with time limited, mutually agreed joint Collaborative Working Arrangements to be put into place.
 - Option 3 Disaggregate after April 2023
 - 1.14.1. Option 2 Approval of disaggregation by April 2023 is the recommended option. The benefits and disbenefits of each option are summarised in Table 5.1.2 below.

Table 5.1.2

Options	Benefits	Dis-benefits
Option 1 – Retain Hosted Service provision for a definite period prior to a move to a lead authority delivery model.	Status Quo The service arrangements remain as-is with no change to service delivery The Status quo will provide staff with job certainty Data Governance The service will not be required to split personal data as NNC will provide the service to WNC	 WNC will not be able to develop the service and strategy in line with its business plan. Keeping the service hosted by NNC is against the plans and principles set out in the Future Northants Blueprint and not in line with the decision made by the Shared Service Joint Committee to disaggregate the service. Data Governance: The service will continue to store personal data belonging to both NNC and WNC customers in North system instances. Should the service choose to disaggregate in the future there will be more data to cleanse and split
Option 2 – Disaggregate Services by April 2023, with time limited, mutually agreed joint Collaborative Working Arrangements to be put into place.	The proposed structure builds resilience into the service team by amalgamating two posts and providing additional posts. This new structure will allow the two services to operate in a safe and legal manner. The new structures will enable WNC and NNC to develop the service in line with their overall strategies. Set governance timetable: The disaggregation of the PBSS service will be to the agreed timeline set by Members	 The proposed structure is more expensive for NNC and WNC to operate due to the requirement for additional posts to deliver services in a safe and legal manner. There will be additional procurements costs associated with disaggregation of the service. Additional I.T procurement charges for NNC are a one-off payment of £740.00+VAT, an annual charge of £315.00 +VAT and a monthly reoccurring charge of £408.26 +VAT Additional I.T procurement charges for WNC are a one-off payment of £370.00 +VAT, an annual charge of

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Options	Benefits	Dis-benefits
Option 2 – Disaggregate Services by April 2023, with time limited, mutually agreed joint Collaborative Working Arrangements to be put into place.	 Disaggregation will allow each Council to develop the service in line with its business plan. It will enable each Council to provide a more 	£315.00 + VAT and a monthly reoccurring charge of £329.76 +VAT. • To split personal data files across the I.T systems may require additional resource that will come at a cost to the organisation Training:
	 personalised and connected service. It will allow each Council to develop an enhanced understanding of the community being served, to develop and improve the service offer. 	 Training: Training will be required for the postholder of the amalgamated role (Senior Finance Officer and Senior Support worker) and any new roles recruited to within the new structure. It is likely that training will be required for the person(s)
	 Personal data contained within systems (e.g. payroll and pensions) required for the operational delivery of the service can be split before 31st March 2023. Furthermore, the service will be able to fulfil the statutory obligations required by HMRC before the service are due to disaggregate in March. While there is a large quantity of unstructured personal data in the Shared Drive, splitting of this data is not detrimental to delivering the service. The risks of NNC withholding personal data belonging to West customers beyond the go-live date has been documented in the DPIAs and includes a comprehensive set of mitigating actions. Furthermore, the service intends to produce a magnetical way of understanding between 	reviewing and splitting personal data records due to the data being unstructured or if the person(s) completing the tasks are external to the service team. Data governance: • Before work commences to split data held in the shared drive, the service will need to ensure operational business critical systems are in place for NNC and WNC by the go-live date. therefore, splitting of the current case load data in the shared drive may not be achievable for March 2023. This will be mitigated by way of a shared access/collaborative working arrangement post disaggregation for this work to be finalised. A list of this data can be found in the DPIA. For other I.T systems (including the shared drive but with the exception of the financial system) historical data (defined as more than 6 years old) which includes West customer data will remain on the North system by
D W	memorandum of understanding between	the time the service disaggregates. In this circumstance

Options	Benefits	Dis-benefits
Option 2 – Disaggregate Services by April 2023, with time limited, mutually agreed joint Collaborative Working Arrangements to be put into place.	NNC and the WNC service setting out the scope of sharing data for a time limited period to enable the continued delivery of the service. Where there are risks that are certain to materialise the service has accepted these and Information Governance teams across NNC and WNC have been informed	 a memorandum of understanding will be in place to cover this sharing of personal data. This however does not change or reduce the matter that there is no legal basis for NNC or WNC to be sharing this information once disaggregated. Data in the shared drive is for the most part unstructured and requires expert knowledge to identify and reconcile personal data records to perform the data splitting activity. The preparation of the data will far exceed the time it will take to perform the data split. Competing work pressures: Due to the short timescale to disaggregate the service, staff are likely to experience increased pressure to balance BAU and disaggregation activity
Option 3 – Disaggregate after April 2023	 Will enable more personal data to be split before the service disaggregates reducing the risk of any potential unlawful access or data breach occurring Opportunity to review how personal data is stored to stop the task of splitting personal data from expanding Time: Staff will be in a more advantageous position to balance BAU service delivery and disaggregation activity 	 Data Governance: The service may not yield the benefit of delaying the disaggregation because personal data records first need to be identified and reconciled. The preparation of the data will far exceed the time it will take to perform the data split. Continued storage of North and West customer data into the current North I.T systems will cause additional work to split in the future Staff uncertainty: Delay could cause staff uncertainty about future service arrangements

Options	Benefits	Dis-benefits
	 Enables time to review the service needs in 	
	light of the social care reform	

- 2.1. Timing The original Blueprint proposal was to disaggregate the service by March 2022. At the Shared Services Joint Committee of 15th December 2021, a change request to disaggregate the service by 31 March 2023 was approved, to allow for further consideration around the complexities of the IT systems and data management. There are still unknown complexities around the IT systems and data management and the service area are working alongside the enabling services to understand timescales, resource and tasks involved. The Personal Budget Support Service intend to disaggregate on/by 1st April 2023 and will ensure that appropriate measures are in place should the disaggregation of IT systems not be achievable within the timeframe.
- 2.2. Resources As a joint project between North and West Northamptonshire Councils, it has been agreed that the North Transformation Team provide a lead Project Manager, with a Project Manager also assigned in the West as a supporting role. Enabler resource across both authorities will provide support to the project within the expected timescales however, this is dependent on capacity and has been included as a risk.
- 2.3. Budget Both Councils will need to meet the funding requirements through a review and realignment of existing budgets across the teams as required. The Service does not have sufficient budget for the proposed structure, therefore will need to go through the budget approval system to request for further funding for the 2023/24 budget allocation, there is a risk that this will not be achieved meaning that the service will fail to operate safe and legally post disaggregation.
- 2.4. **Procurement –** Additional procurement costs are associated with software purchases and licence fees of I.T systems for NNC and WNC.
- 2.5. Financial System remote server There may be an additional cost for continuing to host the historical remote server instance to retain customer data that cannot be split. The service are currently determining any cost implications with the supplier.

3. Next Steps

- 3.1. Staff and Union consultation will be undertaken, and final staffing structures will be proposed by the Director of People (WNC) and the Executive Director Adults, Communities and Wellbeing (NNC) and agreed by both authority's leadership teams.
- 3.2. A plan to disaggregate the service and systems will be produced in collaboration with enablers and then implemented.

- 3.3. An exit plan will be developed in accordance with the requirements of the Inter Authority Agreement (IAA) for the hosted provision of functions and services between NNC and WNC.
- 3.4. Where required, a Collaborative Working Agreement will be developed for NNC and WNC to jointly work together to ensure service delivery.

4. Implications (including financial implications)

4.1. Resources and Financial

- 4.1.1. The bank account which manages all holding accounts will need to remain active for a period after disaggregation. WNC will process all payments due to PBSS for transactions up to 31st March 2023, however the existing service (NNC) will be responsible for processing any legacy transactions relating to 22/23.
- 4.1.2. Post disaggregation there will need to be a reconciliation of unused 2022/23 monies in the holding account with excess returned to WNC.
- 4.1.3. Resources will be required from the enabler services in both authorities to support the disaggregation of the services and systems and TUPE of staff.
- 4.1.4. Employees will undergo a consultation period where the outcome of employee allocation will be determined, and some employees will transfer across to West Northamptonshire Council under TUPE rules, and in accordance with the disaggregation principles agreed with the Trade Unions.
- 4.1.5. The current staff will be split equally according to service need. Following disaggregation there will be a need to restructure the services. This will require further investment to ensure the service can deliver the priorities and objectives of each authority. Where there are resources and financial implications arising from the new proposals, a request for further budget approval will be required.
- 4.1.6. The 2022/2023 Personal Budget Support Service Budget for the combined service delivery is £350,176. The budget for North Northamptonshire Council is £171,577 and the budget for West Northamptonshire Council is £178,599. The budget is insufficient to fund the current staff structure, and this is being addressed with finance.
- 4.1.7. To ensure service delivery, it is necessary to duplicate and reorganise some existing roles to be able to disaggregate the teams, ensuring the resilience of the service. The net effect of these changes is to increase the total staff FTE from 12.46 to 18 (an additional 2.77 FTE per authority).
- 4.1.8. Considering the current budget shortfall, and in order to provide funding for the proposed structures means that:

- The cost for NNC's service structure including on-costs totals £297,112.
- o The cost for WNC's service structure including on-costs totals £300,261.

Therefore:

- Anticipated growth for North Northamptonshire Council will require an additional £125,535 for staff budget to operate safely and legally.
- Anticipated growth for West Northamptonshire Council will require an additional £121,662 staff budget to operate safely and legally. £45,000 will be offset from the income from the Children's Trust.
- 4.1.9. Funding for the additional costs to ensure this proposal to disaggregate is safe and legal, are being identified with finance business partners in the individual authorities and any processes will be adhered to by each authority to secure funding, once the recommended option has been agreed. Such funding could be allocated from existing budgets or could be sought by bidding for budget growth, to be considered during the budget-setting process for each authority.

4.2. Legal and Governance

- 4.2.1. The Shared Services Joint Committee is responsible for "ensuring there are robust plans for any disaggregation of services and that there is a smooth transition to new service delivery arrangements". They are also responsible for ensuring that statutory arrangements are in place for each Council.
- 4.2.2. The Personal Budget Support Service is a non-statutory service which is currently hosted by North Northamptonshire Council and provided across North and West Northamptonshire. It does however perform some statutory functions such as HMRC returns and pensions regulatory services.
- 4.2.3. As part of the disaggregation process, employees will undergo a consultation period where the outcome of employee allocation will be determined, and some employees will transfer across to West Northamptonshire Council under TUPE rules and in line with the disaggregation principles agreed with the Trades Unions.
- 4.2.4. Changes to the relevant elements of the existing IAA Schedule 2 will need to be made through an agreed Exit Plan. Provisions will be made for Collaborative Working Agreements between the North and the West Northamptonshire Authorities to ensure that service delivery to either authority is not jeopardised by any residual matters that cannot be resolved after the full disaggregation of the service has been completed.
- 4.2.5. Work has already commenced on the completion of Data Protection Impact Assessments (DPIAs) and Data Sharing Agreements that are required because of disaggregation. Information Governance Officers have already been engaged with to ensure full compliance with relevant Data Protection legislation.

4.3. Relevant Policies and Plans

- 4.3.1. The disaggregation of the Personal Budget Support Service complies with the requirements of the approved Blueprint, whereby it outlines the hosted services in each authority that require disaggregating.
- 4.3.2. The proposal will assist delivery of the North Northamptonshire Corporate Plan 2021-2025 "Active and Fulfilled Lives & Better Brighter Futures" priorities
- 4.3.3. The proposal will assist delivery of the West Northamptonshire Council Plan 2021-2025 "Improved Life Choices". This will be achieved by providing independent services for both authorities.

4.4. **Risk**

- 4.4.1. The split of the service needs to ensure a balance of skills, knowledge, and experience. An increase in staff resources and funding is required to ensure a safe and legal service can be delivered as outlined in Section 5 above. If this is not achieved there is a risk of disruption to the service negatively impacting on our vulnerable customers accessing support for their vital care.
- 4.4.2. Due to the number of business-critical systems that the service use which store large quantities of personal data, the service will need to either procure a new instance or replicate the systems, prior to data being reviewed, split and migrated to the new instance and cleansed from the old instance. There is a risk that due to the scale of data management, short timescales and unknown complexities, the service may not be able to split the data within short timescales and a Collaborative Working Agreement may need to be put in place for an agreed period of time for both NNC and WNC to migrate and cleanse their data to ensure data compliance and no disruption to service delivery.
- 4.4.3. A full risk log is maintained by the project team and reviewed regularly. Risks will be monitored and escalated as per current project governance routes.

4.5. Consultation

- 4.5.1. Consultation with affected employees, supported by Trade Unions, will be undertaken and the team members will be involved in the process via 1:1s and team meetings, with the opportunity to raise questions and concerns.
- 4.5.2. Consultation with affected employees, supported by the Trades Unions, commences on 26th September 2022 and will finish no earlier than 16th December 2022.
- 4.5.3. There is no statutory requirement for public consultation.
 - 4.6. Consideration by Executive Advisory Panel

4.6.1. No considerations arising from this report.

4.7. Consideration by Scrutiny

4.7.1. No considerations arising from this report.

4.8. Equality Implications

- 4.8.1. At this point in the process, it is not possible to fully assess the actual impact on all protected characteristic groups. An initial Equalities Screening Assessment will be undertaken during the disaggregation process and discussed with the Equalities Officer. The situation will be reviewed during staff consultation and for any equality implications that are identified, appropriate mitigating actions will be taken (where possible).
- 4.8.2. Corporate HR policies and procedures will apply to the disaggregation and consultation processes.

4.9. Climate Impact

4.9.1. None arising from this report.

4.10. Community Impact

4.10.1. This proposal will deliver a positive community impact because the disaggregated NNC team will be relocated to offices within North Northants, enabling them to be located closer to their customers and to gain greater awareness of local service demands.
Webpages, customer journeys and referral pathways will be reviewed to establish separate information and processes. Stakeholders will be communicated with to ensure there is clarity over how to access the services.

4.11. Crime and Disorder Impact

4.11.1. None arising from this report

5. Background Papers

5.1. <u>011 Change Request - Personal Budget Support Service.pdf</u> (moderngov.co.uk)