

<b>EMPLOYMENT COMMITTEE</b>	<b>AGENDA ITEM No. 4</b>
<b>27<sup>th</sup> SEPTEMBER 2013</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Councillor Irene Walsh, Cabinet Member for Community Cohesion, Safety & Public Health	
Contact Officer(s):	Gillian Beasley, Chief Executive	Tel. 452390

**BECOMING A COMMISSIONING COUNCIL  
PROPOSALS TO CHANGE THE COUNCIL'S SENIOR MANAGEMENT STRUCTURE**

R E C O M M E N D A T I O N S	
<b>FROM : Chief Executive</b>	
It is recommended that the Employment Committee:	
<ol style="list-style-type: none"> <li>1. Considers the changes to the senior management structure proposed by the Chief Executive.</li> <li>2. Recommends any appropriate actions in response to the proposals prior to implementation by the Chief Executive under her delegated powers.</li> </ol>	

**1. PURPOSE AND REASON FOR REPORT**

1.1 The purpose of this report is to inform Employment Committee of the outcomes of the consultation held in respect of proposals for a new senior management structure and to advise the Employment Committee of the action the Chief Executive intends to take as a result of that consultation. The Chief Executive has the delegation at 3.13.2(g) of officer delegations to determine such changes, subject to the Employment Committee's delegation at 2.3.1.5(a) of its terms of reference to consider and recommend actions where necessary in response to such proposals.

**2. TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	<b>NO</b>	If Yes, date for relevant Cabinet Meeting	
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**3. BACKGROUND**

3.1 Attached at Annex 1 is the consultation document which was published on 19 April 2013 and explains the background to the proposed changes to the council's senior management structure. The proposals address some of the challenges the council faces over the next few years as the council is in the third year of deficit reduction with further years of funding reductions facing it.

3.2 Essentially the proposals seek to achieve the following:

- Bringing together commissioning activity which takes place in four council departments into one structure. This will bring a single view of all commissioning activity designed to meet the needs of residents and allow the council to provide services which reflect how people really live. It will streamline management structures, create savings and will reduce duplication of tasks through single assessment frameworks;

- Bringing together all the functions to deliver the growth, regeneration and economic development for the city into one place led by a senior manager in the council and creating a new wholly-owned company of the council to deliver major schemes;
  - Bringing together other functions which sit separately in service departments, namely finance, performance management and asset management (as a result of a separate review conducted by the East of England Local Government Association). This will streamline management structures, create further savings and better support the council in delivering its objectives;
  - Bringing together all functions which support good governance and decision making into one directorate.
- 3.3 The consultation document was sent to all directors, heads of service and assistant directors, as well as other managers who were affected by the proposals. Before the consultation document was published, the Chief Executive saw all senior managers affected by the proposals personally. She has also seen all the same managers personally following the consultation to explain how she intends to respond to the points raised in the consultation. In relation to the Cabinet and Group Leaders, the Chief Executive met with Cabinet and Group Leaders to explain the proposals prior to their publication for consultation. She has also briefed the Cabinet and Group Leaders on the outcome of the consultation and how she intends to change the proposals as a result of the consultation.

#### **4. CONSULTATION RESPONSES**

- 4.1 12 written consultation responses were received as well as other comments made during the individual discussions with senior managers. The consultation responses are summarised in Annex 2. This report considers the areas which emerged from the consultation and sets out how the Chief Executive proposes to respond to those consultation responses.
- 4.2 After the consultation period closed, a 'health check' of the council's asset management arrangements was completed, carried out by Duncan Blackie of the East of England Local Government Association. The 'health check' examined how the council's asset management arrangements optimised the utilisation of assets in terms of service benefits and financial return and compared the current arrangements with best practice. In summary the findings acknowledged the organisational will to raise the profile of asset management at a senior management/member level in the council and highlighted the strong entrepreneurial culture rooted in the success that the city has had in attracting growth. However the findings also noted that asset management was fragmented across departments and information was patchy so that a single view of the assets and their management was not available. The 'health check' recommended the asset management function should be brought together in one place in the council under the leadership of a single senior manager. The Chief Executive decided to incorporate the findings of this review into this restructure rather than do a second restructure immediately following this one. This has meant that the original timetable in the consultation document was not met. The findings of this review were discussed with all officers who are involved in the asset management work of the council and there was unanimous support to bring the asset management functions together in the Resources Directorate.

#### **5. RESPONSE TO THE CONSULTATION**

- 5.1 As a result of the consultation responses the Chief Executive has decided to put forward the following proposals:
- As there was considerable support for the proposals for a Place and People Directorate, those proposals will remain unchanged from the original set of proposals which were consulted upon;
  - Likewise there was considerable support for the proposal for a Governance Directorate, so this proposal remains unchanged too;

- As there was unanimous support to bring the asset management function together into one directorate, it is proposed to create a new role in the Resources directorate of Head of Corporate Property and Children's Resources which unites all the asset management functions under this role. In addition during the consultation, as set out in Annex 2, the unification of finance functions into the Resources directorate was suggested and so it is further proposed to transfer the Children's Services Resources functions to this new role. The residual functions left in Children's Services (school improvement, special educational needs and the pupil referral unit) are not part of these proposals but are being worked on separately by the Executive Director: Children's Services.
- A role of Director of Public Health (part-time) is also proposed in the event that when the council recruits to the role of Executive Director: Adult Social Care, Health and Wellbeing, the postholder does not have the relevant public health qualification. Likewise an Assistant Director Adult Social Care role is proposed in the event that the Executive Director: Adult Social Care, Health and Wellbeing does not have the relevant experience in Adult Social Care. See Annex 2 for details on this issue.

All these proposals are shown on the structure charts at Annex 3.

## **6. IMPLICATIONS FOR SENIOR MANAGERS**

6.1 The following paragraphs set out the main changes to current senior managers role as a result of the proposals of the Chief Executive.

- Posts proposed for deletion

Executive Director: Adult Social Care (vacant)  
 Executive Director: Operations  
 Solicitor to the Council (vacant)  
 Head of Planning, Transport and Engineering  
 Assistant Director: Education and Resources

- New posts proposed

Executive Director: Adult Social Care, Health and Wellbeing  
 Director of Governance  
 Director of Place  
 Director of People  
 Head of Corporate Property and Children's Resources

- Posts with changes to their responsibilities

Executive Director: Children's Services  
 Executive Director: Resources

The new Director roles are likely to be graded higher than Assistant Director/Head of Service roles and will sit between those roles and the Executive Director roles.

6.2 One secondment is proposed and that is in relation to the Head of Growth and Regeneration. The secondment will be to the new delivery company proposed by the restructure and the seconded post will be the Managing Director of that company. The post-holder has been consulted on that secondment and on the new job description for that role.

6.3 Paragraph 5.2 of consultation document outlined further potential restructuring as a result of the new roles being appointed to. All senior managers outlined in those paragraphs are aware of this as they have been spoken to personally by the Chief Executive.

## **7. ALTERNATIVE OPTIONS CONSIDERED**

- 7.1 The Senior Management Structure could have been left in its current state. This option has not been pursued as the Chief Executive does not believe that the current structure enables the council to meet its current challenges. Similarly, no alternative revised structure is being recommended, since after appropriate consideration and consultation, it is the Chief Executive's view that the proposed structure is the most suitable to enable the challenges to be met.

## **8. IMPLICATIONS**

- a) Legal – the Chief Executive, as Head of Paid Service, has a duty under the Local Government & Housing Act 1989 to determine the staffing arrangements necessary to deliver the Council's functions. The Head of Paid Service may prepare a report to Council setting out a proposed staffing structure and this report from the Chief Executive will be submitted to the next Council meeting on the 9 October, satisfying those statutory obligations. The role of the Employment Committee is to consider these proposals, having regard to the reasons for the changes to the senior management team and taking into account any representations from the Leader of the Council. The Committee can make any appropriate recommendations to the Chief Executive before the new structure is reported to the Council.
- b) Once the structure proposals have been reviewed by the Employment Committee the Chief Executive will begin a recruitment process to those posts. That process, taking into account the views of the Committee and Council, will culminate in a further report at which point the Committee may exercise its responsibility for appointing to those senior posts.
- c) In compliance with employment policies proper consultation processes have been followed, and where the proposals have an impact on specific individuals, appropriate legal advice has been obtained. The actions taken by the Chief Executive in respect of the proposals are, therefore, considered to be legally sound and taken in accordance with the Council's HR policies and procedures.
- d) Financial – This report focuses on the specific changes needed at senior manager level within the Council. These changes are essential to enable the Council to move to become a "Commissioning Council". The specific proposals on senior manager posts contained within this report will save around £100k in a full year. They will enable the Council to work towards the £1m target outlined in the consultation document. Further savings on senior management posts are identified in Annex 1 in paragraph 5.2 in the second phase of restructuring as structures for commissioning and other functions are brought together into one department. These savings will be quantified during the second phase of restructuring. Short term and one-off costs relating to the transition to the new structure will be met from the Council's capacity fund reserve, in line with the practice followed for all restructuring.
- e) Human Resources – The review has been conducted in line with council policies. Consultation was for a period of 30 days and the Trade Unions were formally notified. During consultation Directors and Heads of Services were given the opportunity to feedback their comments and questions. Responses to the review have shaped the Chief Executive's conclusions which are captured within this report. Impacts on individuals will be managed in line with Council policy.

## **9. BACKGROUND DOCUMENTS**

- 9.1 In accordance with the Local Government (Access to Information) Act 1985, background papers used in the preparation of this report were:-

None.

- 9.2 The individual consultation responses referred to in this report are the result of personal and confidential correspondence between Directors, Heads of Service, and the Chief Executive.
- 9.3 There is no obligation to disclose those responses in this section as they disclose exempt information, that is, information relating to, or likely to reveal the identity of an individual. As these are background documents, and not a part of the report, there is no obligation to include them in an exempt report – paragraph 8.1.2 of the Constitution – Access to Information rules – applies.

## Becoming a 'Commissioning Council' Proposals to change the Council's Senior Management Structure Consultation document

### 1. INTRODUCTION AND BACKGROUND

- 1.1 The old realities of public service are changing rapidly. Local authorities are moving into the third year of deficit reduction with little prospect of significant economic recovery for some time. Local authorities have, for many years, been delivering year on year significant efficiency savings and are regarded now as the most efficient sector of public service in Britain.
- 1.2 Efficiency and service transformation however, is not going to be enough to meet the financial challenges ahead. The Medium Term Financial Strategy shows significant financial gaps in the Council's budget over the next ten years.
- 1.3 Against this reality local authorities are dealing with a wide range of societal problems which hitherto have proved remarkably resistant to intervention from public agencies and which will demand different solutions.
- 1.4 The Council has just approved its Medium Term Financial Strategy (MTFS) which embeds its priorities going forward. The priorities are:-
- Growth, regeneration and economic development of the city to bring new investments and jobs. Supporting people into work and off benefits is vital to the city's economy and to the wellbeing of the people concerned;
  - Improving educational attainment and skills for all of our children and young people which will allow them to seize the opportunities offered by new jobs and university provision. In turn this will hopefully keep their talent and skills in the city;
  - Safeguarding children and vulnerable adults;
  - The Environment Capital agenda including pursuing new income streams from solar energy and wind farm developments;
  - Supporting Peterborough's Culture Trust, Vivacity, to continue to deliver arts and culture in the city;
  - Keeping our communities safe and cohesive.
- 1.5 Those priorities reflect the Council's determination to change the "place" of Peterborough, making it safer, bringing new investment, jobs and homes to the city and to change how it meets the needs of its residents and communities. If the Council is to succeed in its determination, against the backdrop of austerity and increasing need, it is going to have to do things differently.

### 2. THE COUNCIL'S APPROACH

- 2.1 Salami-slicing budgets, reducing costs, greater efficiency, managing staff members down and paring down service delivery will not meet the financial challenges ahead. Nor will traditional operating models which may have served us well in the past, but will now not be robust enough to meet the scale of the challenge.

2.2 The Council's approach now is focused on the following:

- Reducing the demand residents have for our services and enabling them to live independent and healthy lives;
- Providing services that prevent residents needing critical and more expensive services and where there is a need to provide specialist services, ensuring that those services properly target the residents' needs or allow the residents to choose the care they want to purchase;
- Building a strong and healthy economy which provides jobs for our residents thereby removing dependency on welfare benefits;
- Focusing on educational attainment in schools and developing University provision to give our young people and residents the skills to take up the new job opportunities;
- Bringing in new investment to the city through joint ventures with the private sector, enabling the Council to benefit financially from profit share arrangements with joint venture partners and reinvesting this to support the needs of our residents;
- Income generating in new ways through, for example, its renewables project, to make the Council less dependent on taxing its residents and on government funding and making the Council independent to support its residents and their needs.

2.3 This report sets out a number of proposals to ensure that the Council's officer arrangements meet the approach taken above. These new arrangements bring forward the proposal that the Council becomes a "Commissioning Council" both for its people and for its place. This will involve important changes in the senior management arrangements for the Council which are described below.

### **3. WHAT DOES A "COMMISSIONING COUNCIL" MEAN**

3.1 Commissioning is a word often used, but little understood. Commissioning is simply a process whereby the Council assesses the needs of its residents and communities and then decides the best way to meet those needs, whether that be through in-house Council services or services provided by the private and voluntary sector. It can also be applied to commissioning outcomes for the place of Peterborough whether that is bringing forward a new development or bringing in new investment.

3.2 The Council's approach to commissioning for its residents is proposed to change. Currently commissioning takes place in four different Council departments (Adult Social Care, Operations (Neighbourhood Services) Children's Services and Public Health). The proposals in this paper will bring together these commissioning activities which will have the following benefits:

- It will bring a single view of all the people commissioning activities and allow the Council to provide services which reflect how people really live;
- It will put the citizen, whatever their needs, at the heart of service design;
- Savings will be made through improved economies of scale and the aggregation of functions into one directorate rather than four;
- Improve pathways to services for residents;
- A common assessment framework for assessing need will reduce the number of assessments a resident is subject to;
- Reduction in duplication of tasks;
- Increased purchasing power and competition.

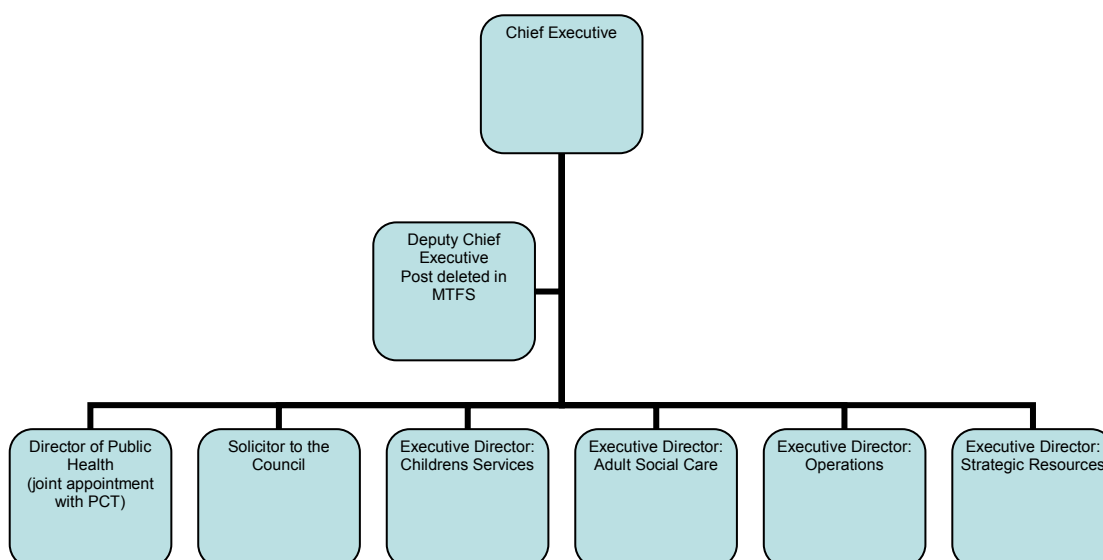
3.3 The Council's commissioning approach includes, as set out above, the neighbourhood functions in the Operations Directorate. The integration of these functions takes our commissioning approach a step further than most local authorities. Our residents have individual needs but so do our communities. Our neighbourhood teams provide important services and interventions which are designed to improve the communities and neighbourhoods in which people live. Anti social behaviour and crime are often issues which challenge some of our communities and whilst individual interventions with offenders and

victims are crucial, keeping communities safe and secure require other interventions based at a community level. The neighbourhood team's integration into the commissioning arrangement will mean that not only individual need can be better provided for, but also neighbourhood and community need.

- 3.4 A final step proposed in this report is to bring together in a different commissioning arrangement all those functions which deliver our growth, regeneration and economic development priorities. Whilst the city's economy is being increasingly recognised for bucking the national trend with new investment and jobs being created, there is now a strong case for creating a new set of arrangements which is more streamlined, with single leadership reporting to the Chief Executive. The current arrangements are based in two separate departments of the Council and in Opportunity Peterborough a wholly owned company of the Council determining economic development. The new arrangements are described in more detail later in this paper.

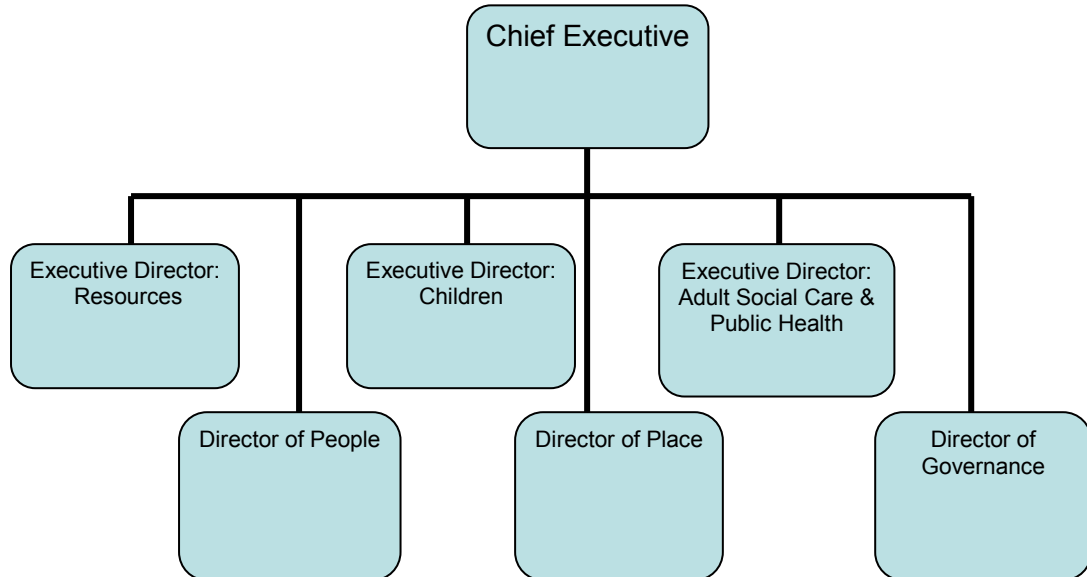
#### 4. PROPOSALS FOR A RESTRUCTURE

- 4.1 The Council presently has a traditional senior management structure and set out below is the current corporate management team.



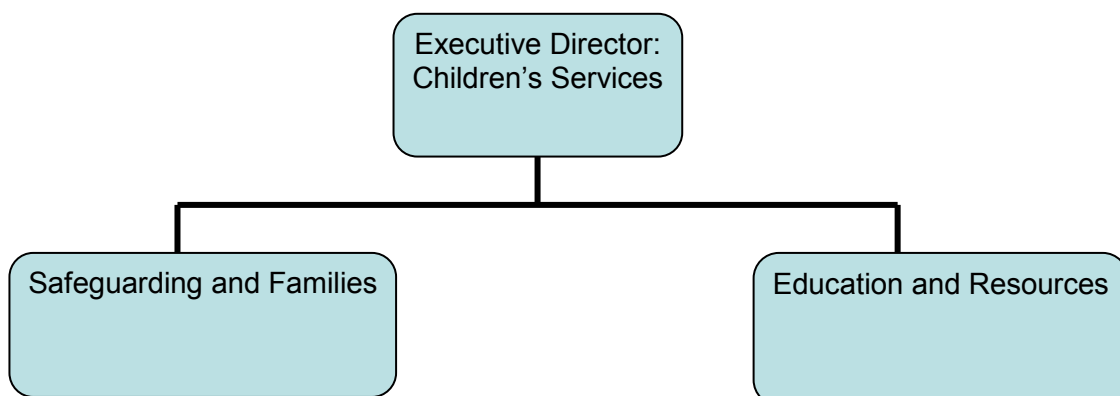


- 4.2 The structure shows the Chief Executive supported by 4 Executive Directors and the Solicitor to the Council. There was also a Deputy Chief Executive post which was deleted in the current MTFS and the remaining CMT members absorbed the responsibilities of this post.
- 4.3 The proposed new corporate management team is set out below.



**4.4 Executive Director: Children’s Services**

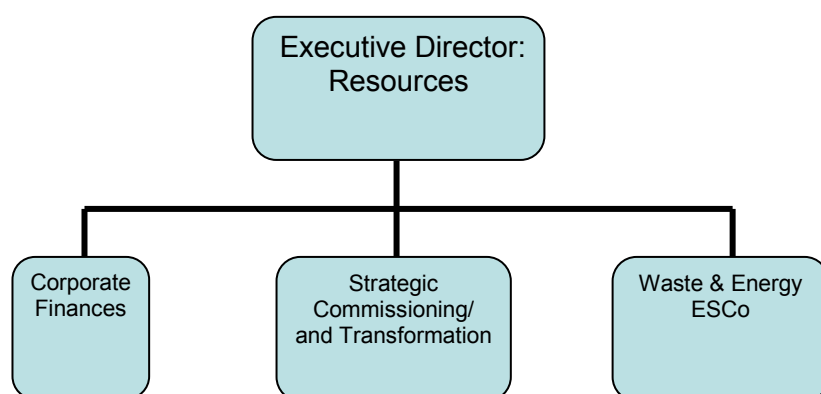
The role of Executive Director: Children’s Services will change as the commissioning arrangements for children’s services will be brought together with adult services, neighbourhoods and public health into the new role of Director of People. The department’s new proposed structure is represented as follows:



Whilst many Councils have brought together the Statutory Director roles of Children and Adults, it is not considered appropriate to do this as the Council is still focusing its efforts on safeguarding and educational attainment which need strong leadership. Therefore the current senior management arrangements for safeguarding and education remain the same.

#### 4.5 Executive Director: Resources

No changes are proposed to the role of Executive Director: Strategic Resources, except that it will assume the responsibility for corporate asset management and disposals which currently sit within the remit of the Peterborough Delivery Partnership as new arrangements proposed later will transfer the functions of the PDP to a new wholly owned company of the Council and it would not be appropriate to transfer asset management to that company. It is proposed to change the name of the role to Executive Director: Resources. The department's proposed structure is represented as follows:



One of the challenges for this department and its Executive Director is to build on its track record in delivering savings through a corporate approach to transformation and savings delivery. A stronger corporate approach will be delivered in the way projects are run and also how the council uses its property, technology and other assets. There will also be a focus on procurement and management of change across the Council. All of this is vital to support the Council's move to the commissioning model.

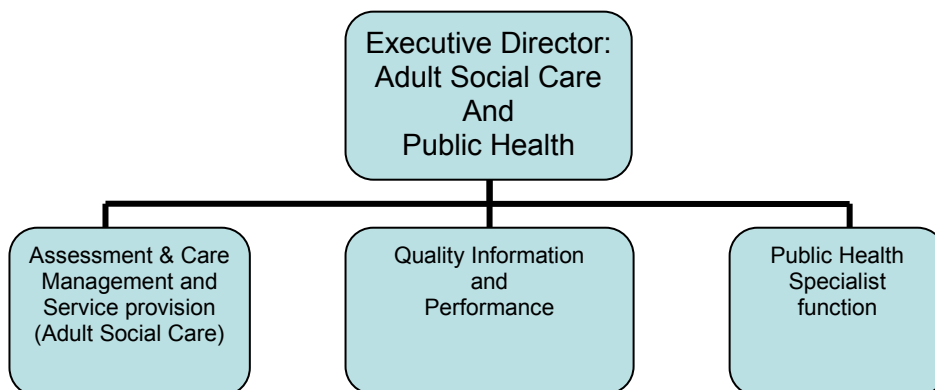
#### 4.6 Executive Director: Adult Social Care and Public Health

The current vacancies in the roles of the Executive Director: Adult Social Care and the Director of Public Health, give an opportunity for these roles to be reviewed. If the proposals in this paper are accepted, the commissioning arrangements for adult social care and public health will be amalgamated under the role of the Director of People. This will mean that part of the current responsibilities of the Department of Adult Social Care and the Department of Public Health, will transfer to the new commissioning team. The services that remain in those two departments will be reduced, to the extent that it would be difficult to justify the appointment of a separate full time Executive Director to lead each department. Combining the services that would remain in both adult social care and public health into one directorate, would create a level of responsibilities and functions that is comparable with other Executive Director posts. This would also mean that it was possible to reduce the Corporate Management team by one Executive Director post. It is therefore proposed to delete the vacant roles of Executive Director: Adult Social Care and Director of Public Health, and create one new post of Executive Director: Adult Social Care and Public Health, which will sit at Executive Director level with the Executive Director: Children and the Executive Director: Resources.

Although the roles of Executive Director: Adult Social Care and Director of Public Health are both statutory roles, to which the Council must appoint, there is nothing in the Health and

Social Care Act 2012 to prevent the same officer holding two statutory posts. The Council would need to satisfy itself that the officer appointed had the right qualifications and experience to deliver the requirements of both roles and this would be a key consideration of the appointments process. It is worth noting that the appointment of a Director of Public Health must be made jointly with the Secretary of State for Health, acting through Public Health England, so there will be a level of independent scrutiny of the appointments process and the ability of the person appointed to deliver the roles. Key to this ability and the success of this combination would be the creation of proper professional support at a Head of Service level and the structure proposed below ensures that this is the case.

There is a clear relationship between the two roles that make their combination a potentially very powerful tool in meeting the Council's public health responsibilities and aspirations. It is well recognised that life expectancy is increasing, and that the demand for adult social care will increase greatly in coming years, placing financial strain on all Councils. A crucial determinant in future levels of need for care and support is whether the extra years of life gained from increasing life expectancy are lived relatively free from illness or disability. Creating one post of Executive Director: Adult Social Care and Public Health creates an exciting opportunity to bring together the domains of public health, health improvement, and health protection with adult social care. There is a strong public health contribution to adult social care, and choices made in delivering public health functions can have a real and lasting impact on healthy life expectancy, thus managing future care needs more effectively. It should also be noted that the Department of Health is responsible for both public health and adult social care, and has already recognised the connections between these two functions, promoting the further integration of care services through the publication of the first outcomes framework for the NHS, social care and public health.

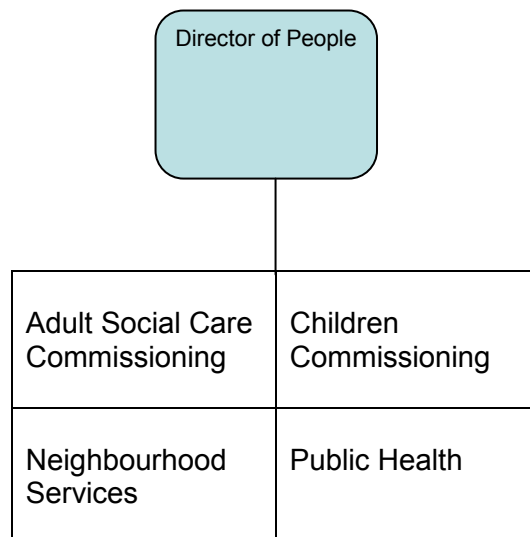


#### 4.7 Director of People

Strong leadership will be required to bring together the commissioning functions in Children’s Services, Adult Social Care, Neighbourhood Services and Public Health. Managing large budgets and improving outcomes for our citizens will also present a major leadership challenge. It is therefore proposed to create a new post of Director of People which will be graded higher than current Heads of Service/Assistant Directors and will sit between them and Executive Directors as well as being a member of the corporate management team. A small working group of officers prepared a paper entitled “Commissioning for People – Leading the constant search for smarter ways to make Peterborough a better place to live and work” and a copy of that paper is attached at Appendix A. In summary it sets out how the commissioning function can be better developed so that services and support arrangements better reflect needs, the views of citizens and the achievement of improved outcomes for Peterborough people, in a more efficient, effective and equitable way.

Whilst these proposals unite commissioning arrangements under this new role, consideration also needs to be given to the services provided by the Council in Adult, Children’s and Neighbourhood Services.

In-house services are managed differently in Adult, Children and Neighbourhood services. It is recommended that where the in-house services are currently managed they will remain for the time being. This means that neighbourhoods and children’s services in-house provision will move to the new Department of People and adults will remain within the assessment/care management statutory function of the Department of Adult Social Care and Public Health. This will enable a more careful examination of where in house services should best sit in the longer term and reduce the disruption to current arrangements to enable all staff to be involved in future consultations around where provision is best managed within the Council. Access to services arrangements also differ across the departments, again it is recommended that these are not changed in the short term.



## 4.8 Director of Place

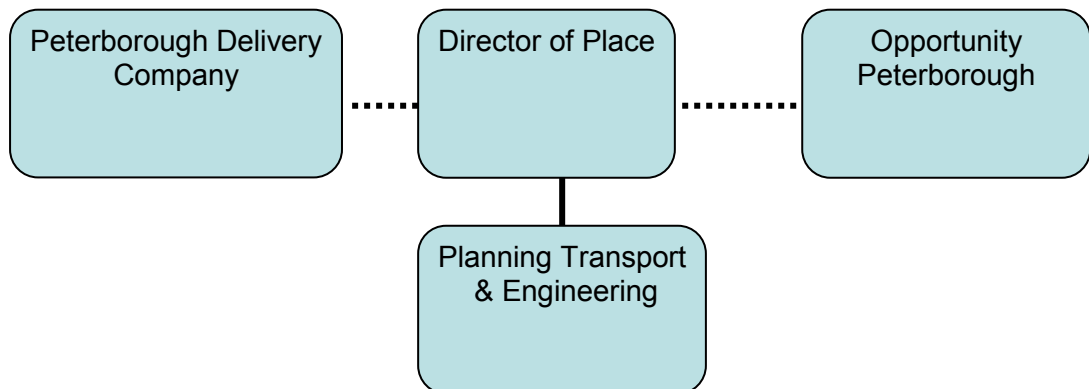
It is also proposed to introduce a new post of Director of Place which will absorb the functions that are currently within the responsibility of the Head of Planning, Transport and Engineering Services. This role will be at the same level as the Director of People, that is, graded higher than current Heads of Service/Assistant Directors, but lower than Executive Directors. Like the Director of People, it will also be a member of CMT. This role will support the Growth, Regeneration and Economic Development agenda which will operate by commissioning work, whether it be a policy to support development (city centre action plan), a scheme on a particular site (Riverside Opportunity Area) or an economic development project. The role will also lead on the Council's Environment Capital agenda and the team which delivers that agenda is currently located in the Planning, Transport and Engineering division where it will remain under these proposals.

The Director will be the single commissioning point for delivering growth, economic development and regeneration. The Director will also be responsible for working with Opportunity Peterborough (OP) and the new wholly-owned company referred to below, with their respective Directors and Boards to enable Cabinet to approve their business plans and funding at the beginning of each financial year. In addition the Director will also be responsible for monitoring their business plans, ensuring that the Council's objectives are met by these companies.

OP, whilst a wholly owned company, has operational independence and once the Cabinet approves its business plan (which it last did in July 2012), OP decides how best to deliver the outcomes set in the business plan. However, there will need to be a close working relationship between OP, the new Director of Place, and the new Peterborough Delivery Company, (which is the name assigned to the Company for the purpose of this consultation, however its name is still to be confirmed). This relationship represented by the horizontal lines on the structure chart set out below.

The Growth and Regeneration Team, working with the Peterborough Delivery Partnership has worked on a number of city centre schemes, but it is actively bringing forward the Riverside Opportunity Area for development. It is proposed that this team within the Council should be transferred to Peterborough Delivery Company. This company will have the same operational independence as OP, subject to its business plan being confirmed annually by Cabinet. The driver for creating another wholly-owned company is to allow this team the same freedom to operate with a degree of independence from the Council. It is clear from the experience of OP that this independence is seen as a positive factor by the private sector investors, capital markets and developers with whom it must engage to construct the financial architecture for growth and development in a very difficult market.

It is anticipated that the new arrangements within the structure of this team will create more fluent, frequent and effective communication across these teams and the functions they deliver on the Council's behalf. It is also likely that there will be efficiencies provided by the new Peterborough Delivery Company because, as a limited company, it will be permitted to trade commercially and produce income from its work with potential investors.



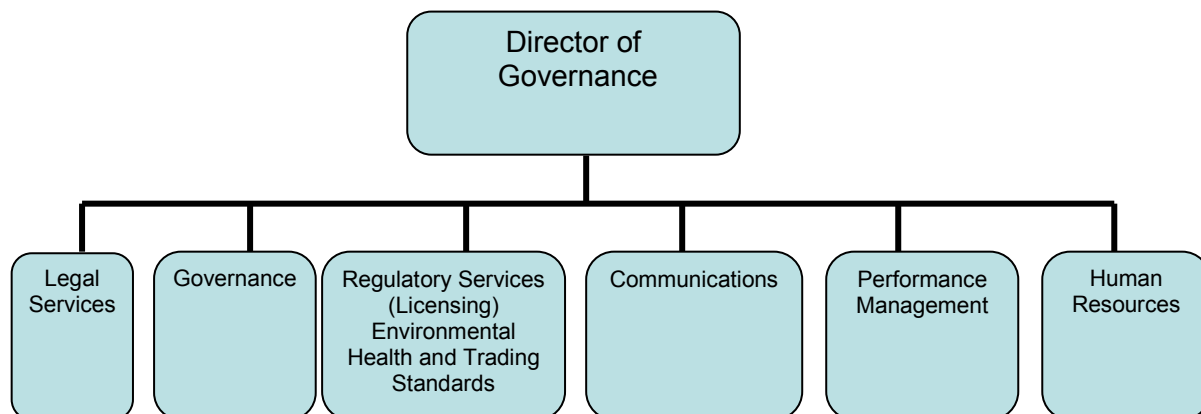
#### 4.9 Director of Governance

The remaining member of the corporate management team will be a new role of Director of Governance. This role will bring together legal and governance teams, with regulatory services previously included in the Operations directorate including licensing, environmental health and trading standards. It will also be responsible for communications and strategic human resources. It is anticipated that the post holder will be appointed as the Council's Monitoring Officer and its most senior legal officer. Many of the roles within this Director's remit are needed to support the work of the corporate management team in areas of workforce development, governance and communications.

It is also proposed to bring together, as with commissioning, the Council's performance management function.

The Council's performance management function is currently based within individual directorates with separate officer structures to support them. This has meant that it is often difficult to obtain a single view of Council performance and strategic planning, to enable resources to be directed at a corporate level. By bringing these functions together the Council will have a more efficient data analysis, a better integrated system that links to Human Resources planning, and financial reporting, enabling the Council to shift service provision from performance reporting to data analysis and predictive modelling. The Council will also be able to make cashable savings through the combining of these functions.

The positioning of the performance management function within this Director's remit will ensure that all departments' and Directors' needs are met equitably for performance information and data and at the same time provide this information to the Cabinet and Scrutiny Committees to enable those bodies to monitor performance.



#### 4.10 City Centre Management/Commercial Operations

The City Centre Management and Commercial Operation's team are critical to the effective delivery of the Council's priority of growth and regeneration. It is currently led by a Head of Service. The team has both a set of commissioning and provider responsibilities and therefore link to a number of functions in the new arrangements. At present the Council's communications and marketing function is currently being reviewed which plays a crucial role in supporting this team. For the time being and whilst this review is taking place, it is proposed that the team and Head of Service report directly to the Chief Executive whilst consideration is given to where this function best sits in the longer term. The Head of Service will not, however, be on the Council's Corporate Management Team, but will join the management team run by the Director of Place. The Chief Executive and Head of Service will keep these arrangements under review.

### 5. FINANCIAL AND PERSONNEL IMPLICATIONS OF THE RESTRUCTURE

As is mentioned elsewhere in this paper, financial savings are not the only driver in presenting this proposed restructure. It is also considered that these arrangements will strengthen the Council's ability to meet the challenges it faces in the future. Nonetheless, the Council does have budget pressures as a result of reduced funding and increased pressures, and creating an effective senior management structure within a reduced budget was an important consideration. Exact savings can only be confirmed when the restructure is finalised, because some costs cannot yet be determined, and there will be additional savings that flow from streamlining the new teams once a new senior management structure is in place.

Clearly these proposals also involve the creation of new roles, the exact costs of which cannot be determined until job descriptions have been finalised, and the appropriate salaries for the posts have been evaluated.

This restructure also provides an ideal opportunity to review the salaries of the whole of the senior management team. It has been some years since the senior management salary structure was reviewed as a whole, and various anomalies have crept in during that time. In addition the Council has outsourced a number of its services which also has a potential impact on salaries. It has recently been agreed by the Cabinet that a review of senior management salaries should be carried out. This will include all employees above grade 15, not just those posts included in this paper.

As a result of the proposals put forward which will reduce the number of senior management roles and improve arrangements for commissioning and provision of services, it is anticipated that savings should be in the region of £750,000.

## 5.1 Consultation Process

Formal consultation on these proposals regarding the senior management structure at Executive Director and Director level will commence on 19 April 2013 as part of the collective consultation process, for a period of no less than 30 days.

As a result of these proposals, the following posts will be deleted and the post holders (where applicable) will be placed 'at risk' of redundancy and where applicable some of the postholders will be ring-fenced to suitable alternative employment.

- Executive Director of Adult Social Care (vacant post)
- Director of Public Health (vacant post)
- Executive Director of Operations
- Solicitor to the Council
- Head of Planning, Transport and Engineering

As well as consulting collectively on the proposals with the recognised trade union officials, individual consultation will be undertaken with each member of staff affected by providing 'one to one' meetings during the consultation period. This will include postholders whose roles are subject to minor changes. The purpose of the 'one to one' meetings is to discuss each individual's circumstances, to explore any options that are available and to identify any support which can be made available.

'One to one' meetings will be conducted by the Chief Executive. The Head of HR will also be present to provide support to the process. Individuals have the right to be represented and accompanied at these meetings, if they wish, by either an accredited Union Representative or work colleague.

Any posts within the proposed structure which are not appointed to internally will be advertised externally. Staff who are 'at risk' of redundancy will be given priority treatment in any recruitment process, providing the essential criteria for the post are demonstrated.

In addition, if these proposals are adopted, various Personal Assistants, business support and administrative roles will be affected and it is proposed to address these issues in stage 2 of the restructuring.

Attached at Appendix B is the timetable for the consultation and decision making on the proposals and at Appendix C the impact of the proposal on posts/staff.

## 5.2 Potential Restructuring (Stage 2)

If, following consultation, the proposals are agreed and the management structure is implemented as outlined, it is anticipated that the newly appointed Director of People would seek to review the most appropriate structure to support service delivery within that department. It is therefore anticipated that the following posts will be subject to review in the future:

- Assistant Director Strategy, Commissioning and Prevention (Children's Services)
- Assistant Director Strategic Commissioning (Adult Social Care)
- Head of Neighbourhood Services
- Associate Director of Public Health

Any such review would be treated as a separate restructure and the standard Council processes would be followed, which would include the submission of a restructure paper and full and meaningful consultation with trade union representatives and the affected individuals.



In the interim the four posts identified above will 'lift and shift' in their current form to report to the Director of People, once appointed.

In addition, it is recognised that by creating the Governance directorate and realigning the performance management function to this directorate, the following posts could be impacted to varying degrees:

- Assistant Director, Education and Resources (Children's Services)
- Assistant Director, Quality, Information and Performance (Adult Social Care)

It is proposed that this is reviewed once the Director of Governance is appointed and has the opportunity to determine the required structures and roles for effective service delivery.

Should any impact on staff be identified, standard Council processes would be followed and staff and trade unions would be consulted with appropriately.

### **5.3 Timetable**

A time table for the proposed consultation process is attached at Appendix B.

### **5.4 Summary**

This document provides the basis for the consultation and views and comments on the proposals are welcomed. All comments and views submitted during the consultation period will be considered and responded to.

Final steps to confirm the structure and appoint to the newly-created posts will not be taken until the consultation period has closed and all views and submissions have been considered.

## **6. CONCLUSION**

The new arrangements proposed in this paper are designed to deliver the Council's priorities and to support the approach set out in this paper to meeting the challenges ahead. The new commissioning arrangements for people will target real need for both people and communities with a result of reducing the demand for our services over time and making communities safer to live in. The new commissioning arrangements for place will ensure that the city continues to 'buck the trend' providing jobs for our residents and reducing welfare dependency. It will also carefully plan physical developments to meet the needs of our city whether that be for leisure, education, housing, cultural or health objectives.

These papers deals with the first and second tier roles that are proposed to change and the Council will need to move quickly to recruit to these key roles. It is anticipated that most of the new roles will be advertised and recruited to internally to give senior officers the chance of promotion.

**Peterborough City Council –  
Commissioning for People – “Leading the constant  
search for smarter ways to make Peterborough a  
better place to live and work”**

## **Introduction**

This document sets out a rationale for bringing together adult and children, education and learning, neighbourhoods services and public health commissioning.

## **Scope**

- To develop model options for the creation of a single people commissioning service, leading to designing the preferred model.
- To identify within Children, Adults, Neighbourhood and Public Health services resources dedicated to commissioning/access to services.
- To consider options for services currently delivered in house and make plans about future delivery models
- To undertake a review of how other authorities have arranged single people commissioning services and the benefits.
- To consider how other partners internal and external might effectively support the development of a single people commissioning service.
- To map budgets to be included within the preferred model.
- For the purposes of this work it is assumed that a similar place-based commissioning model will be developed; this project will therefore explore what might transfer from people-focussed services above into the place-based model.

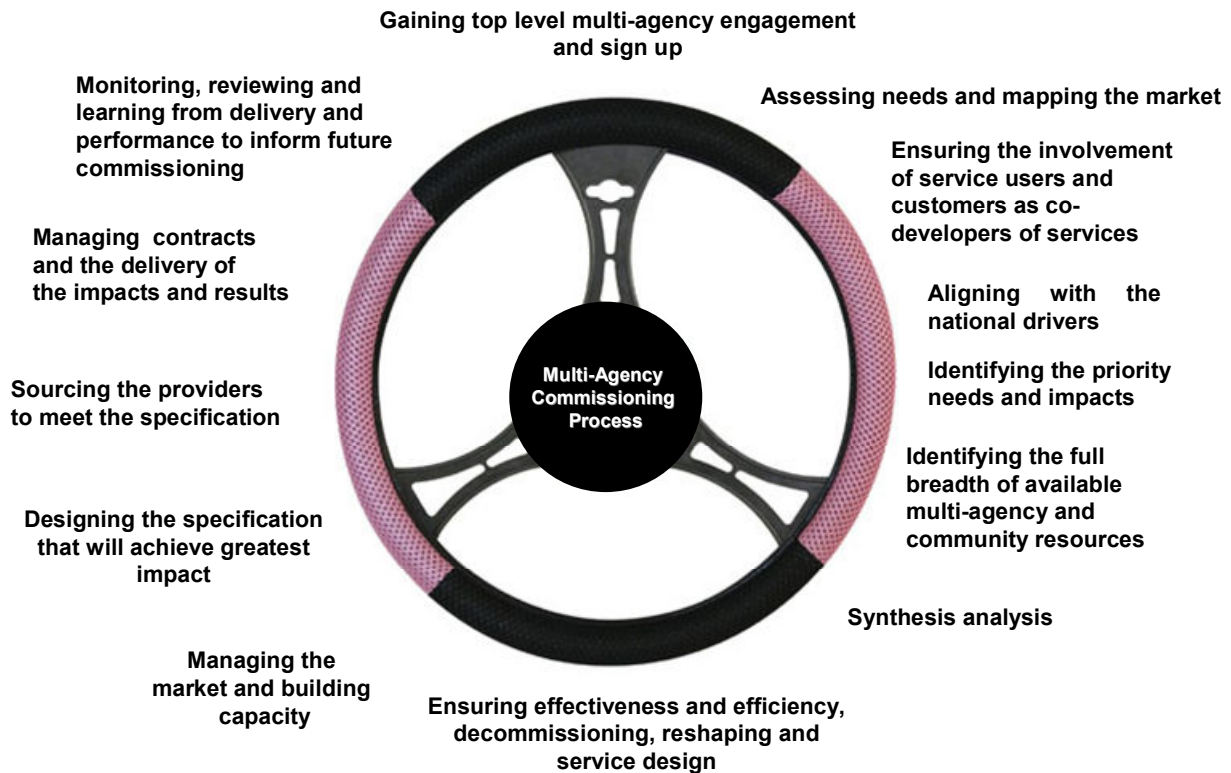
## **Outcomes**

- Seamless pathways to people services for our citizens.
- Cashable savings through revised commissioning and delivery arrangements. This is required to deliver current and future savings targets.
- Improved joint commissioning approaches across partners.
- A single people view of Council priorities and desired outcomes for the citizens of Peterborough.
- In house service delivery reviewed and options appraisals developed, to ensure best value, leading to more efficient and effective delivery models.
- Managing increasing demand by shifting service provision from specialist services to early intervention and prevention. To include self directed support and harnessing community capacity.
- Bring jobs into Peterborough by creating a leading edge commissioning function attractive to other local authorities.
- Managed market delivering choice about what our citizens want to buy or access and delivering and making accessible what is in the public best interest.
- A market focused on putting more citizens in control of their own lives

## Commissioning

For the purpose of this document the diagram below depicts what commissioning includes, we would also include brokerage and access to resources.

Strategic Commissioning **Process** operates as a Steering Wheel and Moves Back and Forth – it is **not Cyclical** –



## Our vision for People

It is about people, families and communities being at the heart of what we do, being resilient, taking personal responsibility, accessing the help and support that is appropriate, making choices, taking control and meeting the needs that they have.

## Delivering the Vision

In delivering our vision, focusing more on the universal and preventative approaches that address needs earlier on and avoiding the need for more specialist support later on, we have to be bold and transformational asking ourselves whether current service and delivery arrangements are fit for purpose.

## What should we do?

To deliver the vision and create the right environment for outcomes to be achieved, an awareness of those areas that require development, investment, or perhaps, a different approach, is required. The broad areas that define our actions are as follows: -

- Developing the organisation so that there is a stronger commissioning focus, strong leadership throughout, a culture that supports innovation, creativity and calculated risk-taking, a skilled, highly motivated and fit for purpose workforce and effective partnership working.
- Working within the 'One Council' approach so that there are joined-up and coherent approaches to improve outcomes that make use of the capacity, skills and resources that exist across the Council.
- Developing our partnership working, recognising that a number of organisations contribute to outcomes being achieved and so that together we are able to develop more holistic and innovative responses to meet needs and improve outcomes.
- Improving the overall quality of services and support that are available, whether they are about helping people to manage their lifestyle, to be protected and safe, to be educated, to be independent, or to be cared for.
- Actively supporting people to manage their lifestyle, bringing major benefits to both individuals, families and to the whole system that supports health and wellbeing in Peterborough. Addressing hazardous alcohol consumption, substance misuse, smoking and obesity in ways that reduce the problems associated with certain lifestyles is a priority.
- Addressing areas of health inequality in Peterborough, through understanding and acting on the wider determinants of good health and targeting areas of greatest concern. Ensuring that partnership working is strong around this agenda through the Health and Wellbeing Board and making the most of the opportunity that the integration of Public Health with the Council provides.
- Continuing to develop our approaches to domestic violence and offending behaviour enabling people to live safely in Peterborough, free from the fear and impact of crime and being protected, where appropriate.
- Making access to good quality information, advice and guidance more straightforward and for everyone.
- Improving accessibility and availability of universal and targeted services, such as home and family support, decent housing, child care, play, education and learning, jobs, leisure opportunities and public health services, to all. This is not always the case now, because of the way that services are delivered, or because their availability is limited in some way, or because access is difficult.
- Understanding what works best in preventing more intensive intervention and investing in these initiatives. The Council and its partners already invest in a range of preventative and early intervention support, but pathways, access and a more joined up approach to commissioning and delivery need to be improved.
- Providing personalised approaches, so that people are given the means to make choices and take control of their lives, through personal budgets and improving the range of services that are available to people, so that the choices that people want to make are made possible. The Council has a responsibility to encourage and

enable the marketplace to be one that reflects choice, as well as need, which will require different approaches that better consider the perspective of the provider.

- Ensuring availability and access to a range of services to support carers being carers in Peterborough.
- Supporting people that are in the greatest need in an effective way, recognising that in developing better early and preventative support for people, there will continue to be adults, children and families that require intensive, crisis, or long-term support to help them recover, address a problem in their life, or help them manage day to day. We believe it is essential that such support is of a high quality, safeguards people, meets needs and is complementary to those universal services that people may access.
- Work with Clinical Commissioning Groups in the City to explore wider opportunities to better align in the commissioning of services across the board. Where ever possible becoming a single, robust commissioner for the city leading to improved outcomes and increased efficiencies.

Our more detailed actions/commissioning intentions are contained within Appendix 1.

### **Where might a single people commissioning service sit within the organisation?**

The Chief Executive is the senior strategist and has the ultimate responsibility for the commissioning strategy. It is proposed subject to member agreement to create a Director- level post, much like the new Director for Growth, this would ensure access and input to CMT.

There are a number of possible locations for the service:

- This could be delivered through the Director of Public Health who has a cross-cutting, strategic and high level view across the organisation and into the NHS; however there are the challenges of transfer and delivery of the new public health agenda for the Authority.
- This could be delivered through a single Executive Director of People (children and adult services). However this does not separate commissioning and adult/children's operations; which has in the past (adult Services/PCT) led to a lack of focus on commissioning. Also there continues to be major challenges in children's safeguarding and any early amalgamation of the DASS and DCS role could impact on the improvement programme.
- This could be delivered through the Executive Director Strategic Resources. The focus of this portfolio is around section 151, corporate support and supply/contract management, not the full commissioning process – however one can see the intrinsic value of bringing together the commissioning and corporate support/ supply expertise when making decisions about what we should make, buy or share.

## **Next Steps**

**1. By January 2013**

**Identify the resources (human and financial) dedicated to Commissioning/Access**

**Agree new structure for single people's commissioning service**

**2. By March 2013**

**Appoint Director of Commissioning**

**Agree transfer plan to single people's commissioning service**

**3. Identify risks and mitigation**

**4. By April 2013 Transfer staff and associated resources to single people commissioning service**

**5. Restructure service**

## Appendix 1

### **Our Detailed Actions – Commissioning Intentions**

The actions that need to be taken are a mixture of internal and external delivery actions. We have to do both well to achieve the vision and planned outcomes that have been set out. For example, we will not successfully deliver new services that help people to maintain independent living, without there being effective partnerships with organisations that have a part to play in making this happen, such as the voluntary sector, or local housing associations.

Everything that we plan to do will be appropriate to need and as specific plans are developed will follow a SMART approach so that actions are specific, measurable, attainable, relevant and timely.

#### **So, what are we going to do?**

##### **Be a commissioning organisation.**

Peterborough City Council is on a journey to become a more commissioning focused organisation, the Council recognises that the way it has been organised and the policies and procedures it uses do not fully embrace this approach. Within People commissioning we will develop our commissioning, so that our services and support arrangements better reflect needs, the views of citizens and the achievement of improved outcomes for Peterborough people, in the most efficient, effective, equitable and sustainable way.

- We will develop our leadership, skill base, organisational arrangements and capacity to ensure that all of the resources available (finance, workforce, information, providers, assets, communities and people) are capable of being utilised to commission for 'outcomes', with less focus on service inputs and outputs.
- We will make sure that staff within the Council have the right tools to do the job, making use of innovative approaches that enable more effective and efficient working, for example in the use of information technology.
- Reflecting the nature of Peterborough, we will develop our commissioning to be geographically appropriate, so that the right activity takes place City wide, at a local community level and at the individual / family level. We recognise that a 'one-size fits all' approach will not achieve the improvement in people's lives that is possible. We will ensure that the capacity to deliver at a local level is available and that strong partnerships with other organisations are in place.
- We will aim to join-up, or integrate our commissioning arrangements with other agencies and in particular the NHS where it is the right thing to do, so that across key service areas, there is one seamless, effective and efficient approach to the development of services and support through one lead commissioner.
- We will develop our purchasing arrangements, so that there is the right balance of quality and cost in what is provided and so that action can be taken quickly and decisively when things go wrong.
- We will involve individuals, families and communities in commissioning, purchasing, and helping to assure quality in services, so that local needs are well-understood and represented in the way that provision is shaped. This approach also has the benefit of developing responsibility and resilience within people and communities.
- We will ensure efficient and effective systems and processes that enable easy access to the right services, provided at the right and in the right place.



## **Further develop partnership working**

We believe it is essential to further develop our partnership working on the basis that by doing so we will be better able to meet the needs of local people and improve outcomes. This is the case because other organisations also have responsibilities to deliver in similar areas to those that the City Council delivers in and because evidence from within Peterborough and from around the country shows that good partnership working on the right things delivers improved outcomes. This is particularly relevant across health and social care, but also in other areas.

We will, through the Health and Wellbeing Board with our partners, show strategic leadership to deliver integrated arrangements across Peterborough that address real problems collectively. Through understanding needs better and what each partner brings to the table, we believe that the Board can deliver transformational change.

We will further develop our commissioning and provider arrangements in partnership with others, looking to achieve the best solution for local people and integrating around the individual, family, or community. This is not about following a prescriptive approach but understanding what we can do and what will work in Peterborough to improve outcomes. Our partners will be diverse and include the NHS (CCG's, Provider Trusts, NHS Commissioning Board), the local HealthWatch (from April 2013), the Police, the Police and Crime Commissioner, schools, academies and other learning providers, the community and voluntary sector, the private and independent sector, local people and many others.

We will develop our internal arrangements (structures, people, systems, processes and procedures) to be more flexible in supporting partnership working, on the basis that good partnerships will share risks and rewards, sometimes challenge the way things are done and will be able to reach consensus and agreement.

## **Improve contact and access arrangements, advice and information**

The Council's Customer Services will become the access point for all initial contacts and enquiries, unless there is a very good reason for this not to be the case. This will help deliver consistent, high quality service and experience and improve our understanding of needs.

We will ensure that contact with the Council results in help being provided as quickly as possible and with the minimum number of conversations having to take place. This means that much of the support provided through People-based teams and services will be redesigned so that the first point of contact is through the Customer Services or as self service through our website.

We will ensure good quality information, advice and guidance that is available to all people and also to places and organisations that are the local access point for people, such as GP surgeries, libraries, children's centres, schools and other local facilities.

We will ensure that people can access the information, advice and guidance they need in the way that most suits them. Whilst we want to maximise use of web-based resources and the telephone, we recognise the value of face to face and other support mechanisms. Therefore, we will ensure that these continue to be accessible and available.

We will ensure as a commissioner of Customer Services and advice and information services that delivery is high quality, timely professional interactions that meet need and that it has the correct links with other services that may need to become involved with a contact. This will require the customer service function to have the necessary expertise within its staff group.

We will ensure systems and processes are in place that enables easy access to targeted and specialist services, this may be through resource allocation and support panels or other brokerage systems.

## **Improve universal and community-based capacity and support**

The resources that are available within the City and across other organisations, such as the NHS and the Police are mostly tied up, or committed to services, so achieving our ambition to change the balance of how we spend money and use capacity is not easy. We believe that there is a compelling case to be made across all organisations to do this over time; however, we believe that there are many things that can be done at little cost, requiring perhaps a different approach, or a reorganisation of resources to create a momentum and pace to achieve this vision.

In developing universal and community-based capacity: -

- We will provide City wide and local capacity to focus on the evidence base that shows the positive impact that good universal services and community-based support can have and the things we should do to improve people's lives.
- We will commission and develop new services as a result of understanding what works and what local needs are, so that people are better supported through those services that are available to all and are local.
- We will shape and influence existing universal services, so that they meet the needs of everybody, whatever their situation and do the same with new initiatives. This will mean setting expectations and working with organisations to develop what they offer to local people.
- We will ensure an appropriate mix of housing is available for all people, particularly focusing on where there is greatest need, for example in housing for disabled people.

## **Improving Education, Skills and employment opportunities**

- We will ensure that our strategic intentions and approach to provide improved information, advice and guidance, access to universal and community-based support, preventative support and early help are joined up with schools and other learning providers being important hubs in the community.
- We will continue to support schools to improve by providing skilled and proactive improvement services and shifting greater levels of responsibility for improvement to schools themselves through internal and peer support arrangements.
- We will ensure that all adults are supported to have the means, motivation and opportunity to acquire new knowledge, gain new skills, and pursue their passions. We will also provide targeted and specialist support where this is needed and ensure that learning opportunities help build stronger communities.
- We will develop a better knowledge of the local labour market, identify skill needs for local employers and provide a wide range of adult learning opportunities that help people to gain these.
- We will help people to progress into jobs by supporting schools, colleges and further education establishments to focus on this, providing skills-focused learning and employment, linked where appropriate to Further Education and Work Programme provision.
- We will encourage the development of a dynamic market of learning providers that are able to deliver innovative, quality provision to high standards.

## **Improve health and address health inequalities**

We will help and encourage people and communities to live healthier lives with the focus being on environmental factors and good lifestyle choices which maintain their ability to live more fulfilling and independent lives. We aim to improve the overall length and quality of life for Peterborough people, and to reduce health inequalities, aspiring to improve health and wellbeing, from pre-conception and infancy through to old age.

Through the integration of certain Public Health functions into the Council from April 2013 and the newly developed Health and Wellbeing Board arrangements, there is a greater opportunity to develop seamless approaches to address these issues.

- We will promote and support the opportunity for people to manage their Long Term Conditions at home, enhancing their quality of life.
- We will influence others (including addressing the wider determinants of health) such as the NHS, Fire and Rescue Service, Police and voluntary and community sector colleagues in the planning and implementation of their services in such a way that they impact positively on the health of our population.
- We will commission a range of high quality public health services such as lifestyle services, sexual health, injury prevention, public mental health, diet, nutrition and obesity, physical activity, drugs and alcohol, smoking cessation and tobacco control and NHS health checks.

## **Improve preventative and early intervention support**

In developing preventative and early intervention support, we want to invest more in those services that really work in delaying or avoiding the need for more intensive support and thereby, help people to maintain independence and quality of life.

We recognise that there are people for whom preventative or early intervention support will not be appropriate and where this is the case we will provide what is needed.

- We will commission and develop new services as a result of understanding what works and what local needs are, so that people are better supported through those services.
- Where services are already in place we will ensure performance is managed and monitored.
- We will enhance welfare rights services through development with the private, voluntary and independent sectors enabling people to get effective local support when they need it.
- We will develop access arrangements so that people can easily get the support that they need when and where they need it.

## **Make available more personalised support**

Personalisation provides an opportunity for people to come up with creative solutions to long entrenched problems (Cowen, 2010).

Our view on personalisation is that this solution focused approach should not only be available to adults that have social care needs, but be available to children and their families as well, in particular because of developing best practice elsewhere, for disabled children and their families.

Personalisation is also not only about choice and control in the management of personal budgets, but also about the individual, or family being able to more broadly define how needs are met. This could be about maximising strengths, building relationships, or developing capacity as well as having access to financial resources.

- We will ensure a person-centred approach to need and provide a personal budget to all adults that meet the criteria for social care support and for whom it is appropriate.
- We will provide appropriate levels of brokerage and advocacy support to help people make choices and take control, where this is needed.
- We will explore and develop our approach to personalisation for children, families and adults, considering the opportunities outside of social care in health, education, housing, transport, employment and leisure.
- We will ensure that the workforce both within and outside the Council are aware of person-centred approaches to support and personalisation, having access to effective learning and development, when needed.
- We will ensure that the provision available for people to buy is of good quality, meets needs and provides good choice. We will encourage the development of provision where there are identified gaps and find ways to attract providers into the City and at local level.
- With NHS colleagues, we will look to further develop Personal Health Budgets in Peterborough, which is likely to result in a shift in the way that NHS services are delivered.

### **Support carers**

We believe that it is essential to provide effective support to carers, recognising the critical role that they play. In developing People-wide ambitions, we include carers fully in all our plans, from being more commissioning focused to developing personalised support. We also recognise however, the particular needs that carers may have.

- We will support carers to continue in their caring role by enabling them to have regular breaks and be able to access support mechanisms and leisure opportunities within their own communities.
- We will develop and shape the market to ensure that a selection of flexible and replacement care options are available, offering replacement care for planned breaks, unplanned flexible replacement care and emergency support for carers.
- We will raise the recognition, awareness and assessment of young carers' roles, needs and circumstances amongst agencies and professionals who work with children and young people, ensuring that their needs are met.

### **Improve community safety and safeguarding**

- We will ensure Peterborough communities can live safely by improving communication, information, advice and guidance so that people are more aware of the support available and what they can do individually and in communities to improve safety.
- We will provide support and early help services to the families in greatest need including parents with a mental health problem, parents who misuse substances,

families where there is domestic abuse/violence; teenage parents and families who have had children removed from their care due to abuse and/or neglect.

- We will ensure that there are timely assessments of children and families at risk, and for those children who need protection and care, we will ensure that this is timely and high quality.
- We will continue to work with others to ensure the systems and services in place for the management of anti-social and offending behaviour are efficient and effective.

### **Develop Whole-Life approaches**

There is an opportunity to develop whole-life approaches within some areas of provision that will provide for a more effective and efficient range of services to be developed. It is also necessary to work in partnership with others that also commission, or provide services and support to people, such as the NHS, the Police, schools and colleges, government agencies, the voluntary sector and service providers.

In providing support for disabled people and for people with mental health needs: -

- We will ensure a person, or family-centred approach through establishing mechanisms that enable people to find their way through what are often complex arrangements, to get the support they need.
- We will enable people to establish sustainable local networks that make the most of the community assets that are available, providing friendship, influence on how local services develop and support when needed.
- We will enable people to make use of the universal facilities within their local community, by influencing the way that these are made accessible, or available.
- We will ensure that people are able to access and make use of health, care and integrated services that are available to all.
- We will commission and develop services that provide more preventative and early intervention support, helping to avoid the more intensive support that may otherwise result and sustain independent living. Where money is tied up in the wrong type of services, we will address this, redirecting that money to the services that are needed.
- We will improve, or remove services that are not providing high quality support to people, or not meeting local needs.
- When people need more care and support, we will make personal budgets available, regardless of age, so that choices can be made about how that support is provided.
- We will develop our own organisational arrangements so that services work together to provide the services and support that people need. E.g. Joint Agency Panels.

### **Better support troubled families**

The Government wants to see more local areas joining up their local service efforts, as evidence shows this can help turn the lives of families around. A Community Budget approach is being rolled out citywide and will play a vital role alongside other measures to help families with complex needs.

In providing support for families with complex needs, in Peterborough: -

- Through the Connected Families Project we will develop a consistent way to identify and work with families with complex needs and develop a toolkit to measure the success of initiatives.
- We will bring together partners to scope and develop a plan that sets out the support needed and how this is best provided, with a focus on improving quality of life for families and using resources in the most effective way.

### **Better support victims of domestic abuse**

In supporting people that have been victims of domestic abuse, we believe that we need to be more proactive, developing a range of services and support mechanisms that provide for those who could become victims as well as those who are and also address the needs of perpetrators of abuse: -

- We will develop a Citywide approach to the way that information, advice and guidance is provided, ensuring a single integrated approach and addressing what are at present disparate arrangements.
- We will develop an educative approach, raising awareness of domestic abuse, the identification of risk and the support that is available, so that both children and adults can identify it and do something about it.
- We will enable people to establish sustainable local networks that make the most of the community assets that are available, providing friendship, influence on how local services develop and support when needed.
- We will commission and develop services that can intervene at an early point, providing support to victims and perpetrators and working with other agencies to avoid escalation of abuse. This will also be about helping people make the right choices for their personal and family situation.
- We will commission and develop services that provide alternatives to the 'refuge' service model, recognising that a single approach will not meet all needs, or be appropriate for all.
- We will commission and develop services that meet the needs of all communities, recognising the different cultures that exist within the City.

### **Better support individuals, families and communities that are impacted upon by drug and alcohol abuse**

The misuse of alcohol and/or drugs is responsible for undermining family and community life. The problems that arise out of addiction and dependency destroy potential and hope, and have a devastating and disproportionate effect on those most in need in our society. Collectively termed substance misuse, it contributes dramatically to the volume of anti-social behaviour, acquisitive and violent crime, domestic abuse, road traffic accidents, unemployment, and homelessness and, for the children of families where alcohol and drug misuse is prevalent; there will generally be some degree of associated child neglect and emotional abuse.

The challenges are complex and require integrated solutions from a wide range of partners including health, adult and children's social care agencies, the police, probation, the voluntary and community sector and business sector. Making a difference and bringing about positive change requires multi agency working at all levels supported by legislation and partnership to meet local needs.

We will ensure the services commissioned can demonstrate excellence in their field, represent good value for money and deliver positive change and outcomes for service users and their families.

## **Better support children, young people and families.**

There is an opportunity to develop more coherent commissioning arrangements for children, young people and families alongside the plans to develop whole-life support and ensuring more of a whole family focus in all that we do. Our plans to invest more capacity and resource in building resilience has a particular relevance to families and children because getting this right at an early point in life, or in a family will have beneficial impacts long into the future.

Therefore, our commissioning intentions will be to develop support arrangements that provide for all children and families in Peterborough, such as excellent information, advice and guidance that is easy to access and also ensure that we meet the needs of specific groups of children, such as those that are in the 'looked after' system, or have special educational needs.

- We will improve identification and early intervention of need in order to provide the right help at the right time through the further development of multi disciplinary and multi agency coordinated and integrated services via the Multi-Agency Support Groups.
- We will improve and develop the range of interventions available to support families in crisis and where possible prevent the need for a child or young person to become Looked After by the Local Authority, or to support their early return home where appropriate.
- In developing People-wide and whole-life approaches, we will ensure that both generic and specialist needs are identified and provided for; so that people can access the support they require in as easy a way as possible.
- We will use the opportunity that personalisation brings to offer disabled children and their families a range of different and more appropriate support options, including personal budgets.

## **How will we know that we are achieving?**

Being clear about the performance measures that matter. We want to achieve better outcomes for the people of Peterborough and therefore, we will develop measures that properly identify progress, rather than always measuring inputs, or outputs. We think that the measures we use should be informed by engagement activity with local people and be a mixture of performance measures, achieving milestones, or getting something done, measuring ourselves against others who are doing well, satisfaction levels and other feedback that we receive, such as compliments and complaints.

We will develop a balanced range of performance measures that are outcome focused, providing the means to manage performance and also to communicate more widely what has been achieved, or is still to be achieved.

We will ensure that communication and involvement opportunities exist, both within formal governance and reporting arrangements and outside of these, so that we are transparent and can be held accountable for progress.

## Appendix B: Proposed Consultation Timetable

The collective consultation process will begin on Friday 19 April 2013 for a period of no less than 30 days. During this time two 'one to one' meetings will be held with all staff affected.

As required under Part 3, Section 2.3.1.5 of the Constitution, the Chief Executive will consult with the Council's Employment Committee, which has delegated authority:-

'To consider, and recommend appropriate actions where necessary in response to, executive proposals relating to:

- (a) changes within a Department's/Division's structure which involve substantial changes in the responsibilities of first and second tier posts;
- (b) requests for Trade Union facilities, including budget and establishment; (c) other executive human resources matters.'

In addition, the Chief Executive will consult with Cabinet Members in compliance with Part 3, Section 3.15.2 (g) of the Constitution, whereby the Chief Executive is authorised to determine changes within the management structure, where these involve substantial change to the responsibilities of first and second tier posts, having regard to the proposals of the relevant Cabinet Members for the services affected and also of the Leader of the Council.

A proposed timetable for the consultation is set out underneath.

Date	Action
18 April 2013	JCF meeting to present proposals and outline the process for consultation.
19 April 2013	Start of the 30 day collective consultation period. Staff provided with a copy of the consultation paper.
W/c 22 April 2013	Stage One meetings with staff commence. Staff questions answered and feedback gathered.
W/c 7 May 2013	Stage 2 meetings commence.
19 May 2013	Anticipated end of 30-day consultation period.
W/c 20 May 2013	Consider responses to consultation.
21 May 2013	Cabinet Policy Forum to discuss draft response to consultation.
By 23 May 2013	<ul style="list-style-type: none"> <li>• Publish draft response to consultation and inform staff of proposals for Employment Committee.</li> <li>• Papers dispatched to Employment Committee.</li> </ul>
31 May 2013	Employment Committee meets to consider response to consultation.
3 June 2013	Chief Executive makes final decision on restructuring following consultation with Employment Committee.
From 4 June 2013	<ul style="list-style-type: none"> <li>• Stage 3 meetings with individual staff will commence, at which time individual notices of redundancy will be issued as appropriate.</li> <li>• Hay review of posts and recruitment process will commence.</li> </ul>



## **Appendix C: Impact of Proposals on Posts / Staff**

### **Director of Public Health**

This post will be deleted and a newly combined post of Executive Director: Adult Social Care and Public Health will be created. The commissioning functions which currently sit within Public Health will be realigned within the centralised commissioning directorate under the Director of People.

In the absence of a permanent incumbent, the Director of Public Health post is being covered by the Associate Director of Public Health. There is no individual who will slot or be ring-fenced to the newly created post of Executive Director: Adult Social Care and Public Health.

### **Executive Director: Adult Social Care**

As above, this post will be deleted and a newly combined post of Executive Director: Adult Social Care and Public Health will be created. The commissioning functions which currently sit within adult social care will be realigned within the centralised commissioning directorate.

In the absence of a permanent incumbent, the adult social care post is covered in an 'acting-up' capacity by the Assistant Director Care Services Delivery. There is no individual who will slot or be ring fenced to the newly created, combined Executive Director: Adult Social Care and Public Health post.

### **Executive Director: Strategic Resources**

Some minor changes to the current post will result from the proposed restructure including assuming responsibility for corporate asset management and disposals.

A new job description will be written to ensure it accurately reflects the responsibilities and accountabilities of the revised post, which will be renamed Executive Director: Resources.

The current post holder will remain in post.

### **Executive Director: Operations**

This post will be deleted and the functions sitting within this post will be reorganised and reallocated to other directorates within the proposed management structure.

As such, the current post holder will be placed 'at risk' of redundancy and will be consulted with on an individual basis.

Careful consideration was given as to whether the post holder would slot or be ring- fenced to any of the alternative posts within the proposed structure, in particular to the Director of Place, Director of Governance and the Director of People.

In relation to the post of Director of Place, the following factors were considered:

- The Director of Place post absorbs the functions that fall directly within the remit of the Head of Planning, Transport and Engineering Services. Although the Director of Operations has overall responsibility for these functions within his current role, this is at a strategic level and the post holder is not directly responsible at an operational level for the delivery of these services.
- The Director of Place post also takes responsibility for the Growth, Regeneration and Economic Development agenda, which currently sits within the Chief Executive's portfolio.

In relation to the post of Director of Governance, the following factors were considered:

- This post has a wide remit, pulling together a diverse range of functions which currently sit across different directorates. In addition this post centralises the performance functions which are currently undertaken across several directorates within the Council.
- The current Executive Director: Operations post has responsibility for regulatory services, environmental health and trading standards within his current role. Although these functions will move to the newly created role of Director of Governance, they do not form a sufficiently significant part of the new post to create a slot or ring fence situation.

In relation to the Director of People the following factors were considered:

- The post has a wide remit, pulling together the commissioning function of four separate directorates of which neighbourhoods is only one element.
- The current Executive Director: Operations has only a strategic overview of commissioning within the neighbourhood function and the new role of Director of People pulls together, at a strategic and operational level commissioning across four directorates.

In summary, the Executive Director: Operations does not slot or ring-fence to any of the aforementioned posts within the proposed structure.

### **Solicitor to the Council**

It is proposed that the legal and governance functions which currently sit within the remit of the Solicitor to the Council will be moved to the newly created post of Director of Governance, which will have a much broader remit, including responsibility for regulatory services, communications, marketing, performance management and human resources.

As a result, the post of Solicitor to the Council will be deleted.

Careful consideration was given as to whether the post holder would slot or be ring-fenced to any other posts within the proposed structure, particularly to the post of Director of Governance. Although the newly-created post is anticipated to be at the same level as the Solicitor to the Council post, the wider remit and range of responsibilities means that slotting / ring fencing does not apply.

The Solicitor to the Council post holder will therefore be placed 'at risk' of redundancy.

### **Executive Director: Children's Services**

There will be some changes to the scope of the Executive Director of Children's Services post as a result of the proposals regarding commissioning, however these will not impact on the significant statutory responsibilities of the role.

The job description will be reviewed to ensure it accurately reflects the responsibilities and accountabilities of the post going forward.

The current post holder will remain in post.

## **Executive Director: Adult Social Care and Public Health**

This is a newly-created post combining the responsibilities of the current Public Health and Adult Social Care directorates. There are no current incumbents who will slot or are ring fenced.

A new job description will be written and evaluated on the Hay Senior Management Pay Scale and an external recruitment process will be implemented to appoint to the post.

## **Director of People**

This is a newly created post which creates a central commissioning directorate for the Council. A new job description will be written and evaluated on the Hay Senior Management Pay Scale.

As commissioning activities are currently undertaken within directorates, careful consideration was given as to whether any existing staff leading commissioning activities would slot or should be ring fenced to the Director of People post.

Analysis suggests that none of the existing Assistant Directors/Heads of Service would slot or be ring fenced to this post, given the wider strategic remit of the role.

Further consideration was given as to whether any of the post holders placed 'at risk' as a result of this paper should be ring fenced to the Director of People post. It was determined that there is insufficient comparability in the substantive content of these individuals existing posts and the Director of People post to justify slotting or ring fencing.

The Director of People post will be advertised internally.

## **Director of Governance**

This is a newly created post combining services which currently sit in a number of directorates, including legal services, governance, communications and media, performance management, human resources, regulatory services, environmental health and trading standards.

A new job description will be written and evaluated on the Hay Senior Management Pay Scale.

This post absorbs functions which currently sit within the remit of the Solicitor to the Council and some of which sit within the Operations directorate. Consideration was therefore given as to whether both / either of these post holders should slot or be ring fenced to the newly-created post of Director of Governance. It was determined that the wider remit of the Director of Governance means that there is insufficient comparability in the substantive content of these individuals existing posts to justify slotting or ring fencing.

The Director of Governance post will be advertised internally.

## **Director of Place**

This is a newly created post which takes the lead for the delivery and commissioning of growth, regeneration, environmental and infrastructure services and projects, as well as the commissioning and client management of Opportunity Peterborough and the Peterborough Delivery Company.

A new job description will be written and evaluated on the Hay Senior Management Pay Scale.

As the Director of Place post subsumes the responsibilities of the post of Head of Planning, Transport and Engineering, the existing Head of Planning, Transport and Engineering will be ring-fenced to the Director of Place post and interviewed.

## **Head of Planning, Engineering and Transport**

As set out above, the proposed role of Director of Place subsumes the responsibilities of the post of Head of Planning, Transport and Engineering.

This post will therefore be deleted and the post holder placed “at risk” of redundancy and ring fenced to the Director of Place post.

## **Growth and Regeneration Team**

Under the proposals the Growth and Regeneration team will transfer to a wholly-owned limited company, which for the purpose of this paper is being called the “Peterborough Delivery Company” however its name is still to be confirmed.

The staff within this team will be seconded to the Peterborough Delivery Company for an initial period of one year, at which point the arrangement will be reviewed.

During the consultation period we will meet with the Growth and Regeneration Team to discuss the secondment arrangements.

The Growth and Regeneration team is led by the Head of Growth and Regeneration. The job description for this post will be reviewed to determine whether it needs to be updated to reflect the proposed change in the delivery model. The post holder will be consulted as necessary to any changes in their job description.

## **Head of Commercial Operations (City Centre Director)**

There will be no change to this post but there will be a change of line management, whereby the Head of Commercial Operations (City Centre Director) will report directly to the Chief Executive.

## Summary of consultees responses

During the consultation period consultees were invited to respond to the paper entitled “Becoming a Commissioning Council – Proposals to change the Council’s Senior Management Structure.” Summarised below are the common themes to support the conclusion of the consultation.

Personal responses from the Chief Executive will be made to all those who responded and where questions have been asked or suggestions put these will be fully addressed.

### 1. **Becoming a Commissioning Council**

- a) Unanimous support for the restructure to focus on this objective.
- b) Majority agreed with the proposals for a Place and People Directorate and for amalgamating governance and support functions under the Governance Directorate.
- c) One consultation response advised of the need to look at timescales for the transition of adult social care commissioning to the new People Directorate bearing in mind work underway already to strengthen commissioning function.
- d) One consultation response sensibly pointed out that commissioning is also about creating markets and a place where people can meet their own needs.
- e) One consultation response stressed the need, if there is to be a unified commissioning function, for people to ensure that this function has access to subject matter experts to inform strategies, plans and delivery.

### 2. **Other matters raised**

- a) Two consultation responses outlined the need to ensure that a strong Director of Adult Social Care role is maintained particularly because of the challenging national agenda for adult social care and health.
- b) Two consultation responses commented on the breadth of the responsibilities of the Director of Governance. One response suggested that two assistant directors should be appointed to manage the various functions. The other response made out a case for the performance and information functions together with the public health intelligence functions to be placed under the remit of the Director of Public Health. The latter suggestion also pointed out that if this function were to be put with the Director of Governance it could be seen as a policing rather than supporting service.
- c) One consultation response made a sensible suggestion about bringing together some core functions, in particular workforce development and training for social work and social care professionals.
- d) Following the consultation process, a review of the council’s asset management strategy was undertaken by Duncan Blackie from East of England LGA. In summary the review concluded that the council’s strategy and management of assets should be brought together in one place under single leadership. Rather than wait to implement the outcome of this review in a second senior management restructure, it seems sensible to include the officer changes required in this restructure. A post is proposed to be created in the Resources Directorate to manage the council’s asset portfolio and bring forward an asset management strategy to meet the council’s priorities going forward. The arrangements for asset management in each directorate will therefore be brought together under this new post.

- e) During the course of the consultation comments were made about how the finance functions could be changed to support the council's new commissioning arrangements. Those discussions led to the consideration, as with other functions of the council, to bring together all of the finance functions under the Executive Director: Resources. Therefore it is proposed that those finance functions in Children's Services transfer to this directorate along with other resources related functions in the Children's Services directorate of home to school transport and school place planning.
- f) The removal of the finance function and the asset management function from the Children's Services directorate puts at risk the postholder of the role of Assistant Director Education and Resources as this role will no longer be required. However the new role created in the Resources Directorate to manage Corporate Property and Children's finance will create a new role which allows the Assistant Director Education and Resources to slot into that role as the post in the Resources Directorate is largely similar to his current role.
- g) The Director of Children's Services has been carefully considering, outside of this restructure, new arrangements for discharge of the council's responsibilities for school improvement, special education needs and the pupil referral unit which are left from the role of the Assistant Director Education and Resources. She recognises the need to make improvements in these arrangements and she will be bringing forward a set of proposals for managing these functions outside of this review to councillors in the next few months.
- h) In the original consultation document it was proposed to introduce a new role of Executive Director: Adult Social Care and Public Health. It will not be known, until that recruitment is finalised, whether an adult social care or a public health professional (with the requisite qualification) secures the role. Whatever the outcome, the council will need to secure a Director of Public Health if the role goes to a social care professional and in the alternative an Assistant Director Adult Social Care if the role goes to a public health professional. In addition, in consultation with Public Health England they have proposed that the Executive Director role is called "Executive Director: Adult Social Care, Health and Wellbeing" so that if a non public health professional is recruited to this role, then the postholder's title would not give the impression that they were the Director of Public Health.