Delivering the new
BUCKINGHAMSHIRE COUNCIL

SHADOW EXECUTIVE

Date: Tuesday, 8th October, 2019
Time: 10.00 am
Venue: Mezzanine Rooms 1 - 2, Buckinghamshire County Council, Walton
             Street, HP20 1UA - Aylesbury

Membership: Councillors: M Tett (Chairman), K Wood (Vice-Chairman), S Bowles,
B Chapple OBE, J Chilver, A Cranmer, I Darby, T Green, C Harriss, P Hogan,
A Macpherson, D Martin, N Naylor, M Shaw, W Whyte, G Williams and F Wilson

AGENDA

1.   Apologies

2.   Minutes (Pages 1 - 8)

      To approve as a correct record the Minutes of the meeting held on 10 September
      2019.

3.   Declarations of interest

4.   Question Time

5.   Forward Plan (28 Day Notice) (Pages 9 - 28)

6.   Council Access Points (Pages 29 - 64)

7.   Interim Civil Contingencies Policy (Pages 65 - 78)

8.   Implementation Plan (Pages 79 - 112)

9.   Waste Procurement (Pages 113 - 116)

10. Exclusion of the public
To resolve that under Section 100(A)(4) of the Local Government Act 1972 the public be excluded from the meeting for the following item(s) of business on the grounds that it involves the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Act.

Paragraph 3   Information relating to the financial or business affairs of any particular person (including the authority holding that information)

11. Confidential Minutes of the Meeting (Pages 117 - 122)

To agree the confidential minutes of the Shadow Executive meetings 20 August and 10 September 2019.

12. Waste Procurement (Pages 123 - 128)

SHADOW EXECUTIVE

TUESDAY 10TH SEPTEMBER 2019

Present: Councillor Martin Tett (Chairman)

Councillors K Wood (Vice-Chairman), B Chapple OBE, J Chilver, I Darby, T Green, C Harriss, P Hogan, A Macpherson, D Martin, N Naylor, M Shaw, W Whyte, G Williams, D Dhillon (In place of A Cranmer) and L Walsh (In place of F Wilson)

Also in Attendance:
Councillor R Stuchbury

Apologies: S Bowles, A Cranmer and F Wilson

2   Minutes

RESOLVED –

That the Minutes of the meeting held on 20 August 2019 be approved as a correct record.

3   Declarations of interest

Councillor M Tett declared a personal interest in agenda item 13 as a member of the Chiltern Lifestyle Centre.

4   Question Time

Question 1

Buckinghamshire Council will inherit four separate development plans from the District Councils; what work is being undertaken to assess the impact of the differing Plans in order to enable conformity of policy, equality and fairness. For example, it is evident there is huge disparity between the affordable housing percentages in the south of the county and the north. In light of the fact that the VALP 25% affordability figure is so low in comparison with the others, will the Shadow Authority be challenging this with the Examining Inspector for VALP as it will have a financial and social impact across the whole area of Buckinghamshire if agreed at only 25%, leaving a huge financial burden on the new local authority.

As part of the Transformation to Unitary programme currently underway, this issue is being considered in the work programme for the Housing Growth and Economy Board, specifically in the Planning Workstream of that board.

It's correct that the new Council will inherit any existing Local Plans with the associated policies and strategies. While there is not a requirement for these to be aligned on day one, the future Buckinghamshire Council will need to set out a process and timetable to address this as part of the development of a new Buckinghamshire Local Plan. A cross authority group of officers and members are currently considering options and timetables for this and will continue to do so over the next few months.

In the interim, there are no changes to the statutory responsibilities for the Local Planning Authorities in Buckinghamshire; the Shadow Authority would not have a role in aligning current plans.

It should be noted that the VALP is a plan for the Aylesbury Vale District, not all of Buckinghamshire. Therefore the policies in the VALP and the supporting evidence has to relate to Aylesbury Vale, not Buckinghamshire, and the Aylesbury Vale evidence justifies a figure of 25%. There is also no evidenced alternative figure to be applied in the VALP as there is not another Buckinghamshire figure to replace the VALP figure. Furthermore, there would also have to be changes to the other two Local Plans (Chiltern &South Bucks and Wycombe) but the Wycombe plan is adopted so it cannot be changed except through a review.

Question 2

Having seen the audited accounts for all five local authorities. I refer to the audited Statement of Accounts for Bucks County Council, for the year to March 2019. In the narrative report (on page 12), the accounts say that "an operating deficit of £62.62M is reported in the Comprehensive Income and Expenditure Statement" but that statement, which is on page 27, shows a Deficit on Provision of Services of £85.509M. Can you please confirm which of these two figures is correct - was the BCC operating deficit £62M or £86M?

The audits of the financial statements for all five Buckinghamshire local authorities have not yet been completed. The financial statements currently available on the respective local authority websites are the unaudited (draft) financial statements.

The £85.509m in the Comprehensive Income and Expenditure Statement on page 27 of the unaudited statement of accounts is the correct figure and the narrative in the final accounts will clearly reflect this.

Question 3

Secondly, in light of the financial drag on to the new Buckinghamshire Council. I therefore ask for complete explanation/knowledge of where the recorded deficit was paid from. Because clearly it's very important to have oversight of these facts when trying to scrutinise the activities of the Shadow Executive being that the Executive is planning to coordinate the new Buckinghamshire Council precept.

The £85.509m deficit on the provision of services is a figure arrived at on an accounting basis. By contrast the funded basis, with which Members will be more familiar and the basis upon which the Business Units of the Council are managed, is shown within the Narrative Report on page 12 of the Statement of Accounts. This shows an overall outturn position for the Council of an underspend of £0.227m.

The Comprehensive Income and Expenditure Statement on page 27, also reflects other non-service related income and expenditure, which shows the gains or losses in the measurement of the assets and liabilities of the authority, arising from market valuations, interest rate changes or changes in measurement assumptions in relation to pension assets and liabilities. When looked at as a whole, it shows that the Council achieved a healthy outturn position.

The amount chargeable to council tax and an authority's General Fund is limited by statutory requirements and requires a number of adjustments. The statutory adjustments largely relate to arrangements for funding local authority capital expenditure or the timing with which some items are charged to council tax.

It is expected that future cash flows, aligned with the new Buckinghamshire Council's budget process, will provide sufficient resources to finance future liabilities.

5 **Forward Plan (28 Day Notice)**

Since the publication of the forward Plan on the agenda, the meeting scheduled on Tuesday 1 October would now take place on Tuesday 8 October. It was acknowledged that the Forward Plan in the report was a snapshot of time and that the most up to date plan would be on the Shadow Authority website.

RESOLVED –

That the Forward Plan be noted.

6 **Shadow Executive Portfolio Holders**

The Shadow Executive received a report which considered the possibility of appointing Shadow Executive Portfolio Holders. The Constitution of the Shadow Authority allowed the Leader to allocate portfolios to individual Members of the Shadow Executive and empower the portfolio holder to exercise executive powers. As the transition programme gained momentum, there was a growing need for a formalised and consistent arrangement to be put in place to involve Shadow Executive Members in the development and ownership of elements within the programme. Appointment of Portfolio Holders would replace the current 'aligned members' arrangement and their role would include:

- Overseeing elements of the implementation plan within the holder's portfolio
- Signing off reports produced by officers being considered by the Shadow Executive. The holder would also present these reports with officer support as necessary
- Being the Lead Member within the Overview & Scrutiny process
- Leading on Member engagement events within their portfolio

The role would also have significant involvement in the budget setting process for the Buckinghamshire Council. Holders would work with senior officers within their portfolios to develop and propose the overall strategy, budget and policy arrangements, and then agree a schedule of proposed changes to the existing amalgamated Medium Term Financial Plans which would include incorporation of planned unitary savings. The Holders would ensure that the proposals were aligned with the emerging corporate strategy and that they stood up to robust challenge including engagement with Overview & Scrutiny by appearing at Committee to answer questions on draft budget proposals and Equality Impact Assessments. The report also proposed involvement of Deputy Portfolio Holders who would work alongside the Shadow Portfolio Holder to work flexibly and provide cover as necessary.

All the roles would apply during the transition programme only and existing Cabinet Member roles of each sovereign Council would retain their current business as usual responsibility. A close working relationship would be important between Shadow and Sovereign Members. The report detailed a proposed outline of portfolios, scopes and Member/Deputy alignments which were as follows:-

Shadow Portfolio	Scope	Shadow Portfolio Holder	Deputy Portfolio Holder
Leader	• Economic Development • Strategic infrastructure • Localism • Policy, Comms & Dem Services	Martin Tett	Steve Bowles
Deputy Leader & Resources	• Customer & Digital • IT • Finance, including Revs & Bens • HR • Property & Assets	Katrina Wood	John Chilver
Health & Culture	• Culture • Sport & Leisure • Health Partnerships • Public Health	Gareth Williams	Patrick Hogan
Adult Social Care	• Safeguarding Older People • Mental Health • Physical Disability • Learning Disability	Angela Macpherson	David Martin
Children	• Safeguarding • Fostering & Adoption • Children with Disabilities • Children in Need • Early Help • Youth Provision	Warren Whyte	Liz Walsh
Education	• Education Improvement • Adult Learning & Skills • SEND • Early Years	Anita Cranmer	Tony Green
Communities	• Housing & Regulatory services • Homelessness • Trading Standards • Licencing • Registrars & Coroners • Voluntary & Community Sector	Isobel Darby	Dev Dhillon
Transport	• Highways • Integrated Transport • Parking • Strategic Flood Management • Rights of Way	Mark Shaw	Steve Broadbent
Planning	• Strategic Planning • Development Management • Affordable Housing delivery • Town Centre Regeneration	Nick Naylor	Clive Harriss
Environment	• Environmental policy &	Bill Chapple	Fred Wilson

Shadow Portfolio	Scope	Shadow Portfolio Holder	Deputy Portfolio Holder
	Climate Change • Energy & Resources • NEP • Waste		

RESOLVED –

That the report be noted.

7　　**Pay Policy Statement**

It was a legal requirement for the Buckinghamshire Council to publish its pay policy statement by 31 March 2021. As appointments for Tiers 1-3 were being made prior to vesting day, a senior leadership pay statement had been developed to ensure clarity and transparency around leadership pay for new appointments to the new Buckinghamshire Council. Pay and terms and conditions of employment for other grades in the new structure were yet to be consulted upon and agreed. It was noted that if approval was needed by the Senior Appointments Committee or their Sub-Committee for remuneration in excess of £100,000, this included salary, bonus, fees allowances, benefits in kind and pension contributions.

RESOLVED –

1. That the Senior Leadership Pay Statement (Annex 1) be endorsed.
2. That in accordance with the pay statement, the Senior Appointments Committee be delegated power to agree salaries of or greater than £100,000.
3. That personnel matters covered by delegated authority be noted.

8　　**Bucks Growth Board**

The Shadow Executive received a report which proposed a Bucks Growth Board as a partnership which would provide a single coherent voice to shape the Buckinghamshire Growth Agenda. Decision making would remain with the sovereign authorities in Buckinghamshire during the transition, however the Growth Board would be influential in making decisions. Further work would be needed to understand how the Growth Board would relate to the Buckinghamshire Council post-vesting day. The report detailed the functions of the Board and noted that the Membership would need to be confirmed by the Board in its formal Terms of Reference.

Members were supportive of the report and that Aylesbury Vale DC remained in both SEMLEP and BTVLEP until a future directive was received so that additional funding could be pursued.

RESOLVED –

That the following be endorsed:

1. The creation of a new Buckinghamshire Growth Board with the indicative purpose, functions and governance as outlined in the report to go live following the May 2020 elections.
2. The establishment of a Shadow Growth Board as proposed in the report to undertake the development work needed to establish the formal Growth Board and to engage with MHCLG about Bucks potential contribution to the Arc CSR 2020.

That the following be noted:

3. That MHCLG anticipate the Buckinghamshire District Councils joining the Bucks Growth Board do not remain members of the Central Growth Board, requiring the District Councils to formally withdraw from the Central Growth Board as soon as possible.
4. That MHCLG anticipate that Buckinghamshire LEP will be the LEP member of the Bucks Growth Board and SEMLEP the LEP member of the Central Growth Board.

9   Appointments to the Independent Remuneration Panel to set a scheme of members' allowances for Buckinghamshire Council

It was a legal requirement for the Buckinghamshire Council to have regard to the recommendations of an Independent Remuneration Panel (IRP) before making or amending a scheme of allowances. The Shadow Executive received a report which outlined the proposed timescales of the setting of allowances for the new council. Throughout September/October 2019, a questionnaire would be sent to all Members of the Shadow Authority and representations would be sought from the Constitution Member Working Group. Meetings of the IRP would take place in November/December 2019 which would include representations from Councillors. It was expected that the IRP would receive a draft report in January 2020 which would contain recommendations for the Panel to consider. Following this, the Shadow Authority would consider the Member Allowance Scheme for the Buckinghamshire Council in February 2020. The report also contained a private appendix which outlined the backgrounds of the four recommended panellists.

RESOLVED –

That the approach and timetable detailed in the report be noted and that the following individuals be appointed to the Independent Remuneration Panel (IRP) for the Buckinghamshire Council and the Parish Remuneration Panel:

        i.   Hazel Bentall
        ii.   Nigel Palmer
        iii. Dr Bill Reid
        iv.   Mark Tosh

11   Programme Highlight Report

An update was provided to Members on the progress being made with the programme that was establishing the new unitary Buckinghamshire Council. An overview was provided on the Tiers 1-3 recruitment, Overview & Scrutiny Committee and the Shadow Executive. A Member Engagement Programme had been established to provide an improved understanding of the baseline of the Buckinghamshire Council. As part of this programme, a cross-council debate had taken place on 25 July which involved over 50 Councillors discussing key issues and challenges and included speakers from key partners. Member working groups had also been established to consider Localism, Branding and Member Induction. From week commencing 12 August, two public consultations had commenced on Community Boards and Council Tax Reduction (Support). A list of 128 'must-haves' had been identified which provided a focus on key requirements needed to create the new council for 1 April 2020. These were visible on a wall plan located in the Programme Office.

The Shadow Executive acknowledged the work carried out by the Programme Team and encouraged other Shadow Executive Members to visit the Programme Office if they had not done so already.

RESOLVED –

That the report be noted.

12   Exclusion of the public

RESOLVED –

that under Section 100(A)(4) of the Local Government Act 1972 the public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Act.

Paragraph 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).

10   Gerrards Cross Car Park

The Shadow Executive gave consideration to the confidential information contained within the report.

RESOLVED –

That the decision to build the car park be deferred to the new Authority for determination once a new overarching parking strategy for the new combined on street and off street service has been developed. This deferral would also allow the new authority to review its capital and associated revenue expenditure priorities.

13   Chiltern Lifestyle Centre

The Shadow Executive gave consideration to the confidential information contained within the report.

RESOLVED –

1. That the proposal to develop the Chiltern Lifestyle Centre be agreed.
2. That net expenditure of £33,500,000 as included in the current Chiltern District Council capital programme for the construction of this project, to be funded from borrowing, be agreed.
3. That the appointment of the Leisure operator to manage the new Leisure facilities from 1st April 2020 be agreed.
4. That it be agreed that additional expenditure for the refurbishment of Chalfont and Chesham leisure centres and the Furniture, Fixture and Equipment costs of the Chiltern Lifestyle Centre, as contained within the tender of the appointed leisure operator, be funded from borrowing.
5. That the setting aside of £2.26M from General Reserves to cover the three year initial revenue costs be agreed. This is to be replenished during the 15 year contract period, ensuring the Chiltern Lifestyle Centre is delivered at no cost to the Council Tax payer.

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Delivering the new
BUCKINGHAMSHIRE COUNCIL

Report For:	**BUCKINGHAMSHIRE SHADOW EXECUTIVE**
Meeting Date:	**8 October 2019**

SUMMARY

Title of Report:	**28 DAY NOTICE**
Responsible Officer:	Catherine Whitehead
Officer Contact: Direct Dial: Email:	Charlie Griffin 01296 674691 c-cgriffin@buckscc.gov.uk
Recommendation:	**The Shadow Executive is asked to note the 28 Day Notice of executive decisions to be taken.**

Purpose of Report

The Access to Information Regulations 2012 place a requirement on Councils to publish a notice 28 days before every executive meeting detailing all key decisions and private reports to be considered. The 28 Day Notice for the Shadow Executive is published on the Shadow Authority website, and attached at Appendix 1 to this report.

Background Papers

None

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Shadow Authority
For delivering the Buckinghamshire Council

THE LOCAL AUTHORITIES (EXECUTIVE ARRANGEMENTS) (MEETINGS AND ACCESS TO INFORMATION) (ENGLAND) REGULATIONS 2012

SHADOW EXECUTIVE
28 Day Notice

This is a notice of an intention to make a key decision on behalf of the Shadow Authority for the Buckinghamshire Council (Regulation 9) and an intention to meet in private to consider those items marked as 'private reports' (Regulation 5).

A further notice (the 'agenda') will be published no less than 5 working-days before the date of the Shadow Executive meeting and will be available via the Shadow Authority website

Y = key decision   *All reports will be open unless specified otherwise

Report title & summary	Key	Decision maker	*Private report (Y/N) and reason private	Lead Member/ Officer(s) & Contact Officer(s)
TUESDAY 8 OCTOBER 2019				
Waste Procurement Consideration of options regarding waste collection. *Item added 16.09.2019.*	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Steve Bambrick, Gill Quinton Contact Officer(s): Steve Bambrick, Gill Quinton

Published:

Council Access Points To consider the proposal on how local access will be delivered.	Y	Shadow Executive		Lead Member/ Officer(s): Sara Turnbull Contact Officer(s): Sara Turnbull
Interim Civil Contingencies Policy Consideration of the policy. *Item amended 02.09.2019.*	Y	Shadow Executive		Lead Member/ Officer(s): Ben Coakley Contact Officer(s): Ben Coakley
Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Programme Update Highlight report from the Programme Management Office covering the Programme update, Budget and Risk.	N	Shadow Executive		Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes

THURSDAY 10 OCTOBER 2019				
Appointments of Corporate Director (Resources) and Deputy Chief Executive Appointments to the roles of Corporate Director (Resources) and Deputy Chief Executive for Buckinghamshire Council	Y	Senior Appointments Sub Committee	Part exempt	Lead Member/ Officer(s): Sarah Murphy-Brookman Contact Officer(s): Sarah Murphy-Brookman
FRIDAY 11 OCTOBER 2019				
Appointment of Corporate Directors (Growth and Communities) Appointments to the roles of Corporate Director for Growth and Corporate Director for Communities for Buckinghamshire Council	Y	Senior Appointments Sub Committee	Part exempt	Lead Member/ Officer(s): Sarah Murphy-Brookman Contact Officer(s): Sarah Murphy-Brookman

TUESDAY 22 OCTOBER 2019				
Wycombe Regeneration Strategy and Outline Business Case for Eastern Quarter Draft Regeneration Strategy looking forward to 2050 for High Wycombe, Marlow and Princes Risborough.	Y	Shadow Executive	Part exempt	Lead Member/ Officer(s): Peter Wright

Contact Officer(s): Peter Wright |
| **Proposed Lease of South Side Wycombe Air Park** Consideration of the proposed lease of land – South Wide Wycombe Air Park | N | Shadow Executive | Part exempt | Lead Member/ Officer(s): Charles Brocklehurst

Contact Officer(s): Charles Brocklehurst |
| **Spend Protocol Update** To consider revisions to the Spending Protocol | Y | Shadow Executive | | Lead Member/ Officer(s): Richard Ambrose

Contact Officer(s): Richard Ambrose |

Branding Consideration of branding proposals for Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Emma Denley Contact Officer(s): Emma Denley
Devolution Offer and Launch Approach To consider approaches to devolution of assets and services, and launch events.	Y	Shadow Executive		Lead Member/ Officer(s): Sara Turnbull Contact Officer(s): Sara Turnbull
Aylesbury Garden Town Update on the Aylesbury Garden Town masterplan and next steps. *For information. Item added 26.09.2019.*	N	Shadow Executive		Lead Member/ Officer(s): Lisa Michelson Contact Officer(s): Lisa Michelson
Scrutiny Work Programme To consider the work programme of the Shadow Overview and Scrutiny Committee. *For information.*	Y	Shadow Executive		Lead Member/ Officer(s): Kama Wager Contact Officer(s): Kama Wager

Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Programme Update Highlight report from the Programme Management Office covering the Programme update, Budget and Risk.	N	Shadow Executive		Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes
NOVEMBER 2019 (DATE TBC)				
Appointments of Statutory Officers (Tier 3) for Buckinghamshire Council Appointments to the roles of Statutory Officers for Buckinghamshire Council, subject to the decision of the Senior Appointments Sub Committee 10 October. *Item added 16.09.2019.*	Y	Senior Appointments Sub Committee	Part exempt	Lead Member/ Officer(s): Sarah Murphy-Brookman Contact Officer(s): Sarah Murphy-Brookman

TUESDAY 12 NOVEMBER 2019				
Legal Services for the Buckinghamshire Council To consider arrangements for Legal Services for the Buckinghamshire Council.	Y	Shadow Executive	Part exempt	Lead Member/ Officer(s): Catherine Whitehead Contact Officer(s): Catherine Whitehead
Housing Infrastructure Fund Bids Overview To consider an overview of Housing Infrastructure Fund (HIF) bids	Y	Shadow Executive	Part exempt	Lead Member/ Officer(s): Rob Smith Contact Officer(s): Joan Hancocks
Princes Risborough Relief Road To consider a report on the HIF funded Southern Road links (Princes Risborough Relief Road Phase 1), revised assessment of costs and risks.	Y	Shadow Executive	Part exempt	Lead Member/ Officer(s): Ian Manktelow Contact Officer(s): Ian Manktelow

Delivery Vehicles/ Council Owned Companies To consider a report on Council owned companies	Y	Shadow Executive	Part exempt	Lead Member/ Officer(s): John Reed Contact Officer(s): John Reed
Delivering a Development Management Service in the New Authority To consider proposals for delivering a development management service in the new authority.	Y	Shadow Executive		Lead Member/ Officer(s): Neil Gibson Contact Officer(s): Neil Gibson
Local Plans - Transition and a new Local Plan for Buckinghamshire To consider local plans for transition and a new local plan for Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Neil Gibson Contact Officer(s): Neil Gibson
Environment Policy Consideration of the approach and ambition towards an Environment Policy for Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Neil Gibson Contact Officer(s): Penelope Tollitt

Council Tax Reduction Scheme Approval of the scheme for Buckinghamshire Council	Y	Shadow Executive		Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Main Payscale, Reward, Terms and Conditions To consider a report on payscale, reward, terms and conditions	Y	Shadow Executive		Lead Member/ Officer(s): Sarah Murphy-Brookman Contact Officer(s): Sarah Murphy-Brookman
Organisational Development Strategy Consideration of the OD Strategy	Y	Shadow Executive		Lead Member/ Officer(s): Sarah Murphy-Brookman Contact Officer(s): Sarah Murphy-Brookman
Corporate Plan for Buckinghamshire Council To consider a Strategic Plan for Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Sarah Ashmead Contact Officer(s): Sarah Ashmead

Armed Forces Protocol Consideration of an Armed Forces Protocol for Buckinghamshire Council	Y	Shadow Executive		Lead Member/ Officer(s): Catherine Whitehead Contact Officer(s): Lizzie Wright
Community and Charities Strategy Consultation Consideration of Voluntary Community Sector (VCS) Strategy consultation documents and approval for consultation	Y	Shadow Executive		Lead Member/ Officer(s): Elaine Jewell Contact Officer(s): Elaine Jewell
Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Programme Update Highlight report from the Programme Management Office covering the Programme update, Budget and Risk.	N	Shadow Executive		Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes

TUESDAY 3 DECEMBER 2019				
ICT, Digital and Information Strategy To consider an ICT, Digital and Information Strategy for Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Sarah Ashmead Contact Officer(s): Sarah Ashmead
Town and Parish Charter To consider the proposed charter and associated support required for delivery	Y	Shadow Executive		Lead Member/ Officer(s): Sara Turnbull Contact Officer(s): Sara Turnbull
Keeping it Local - Community Boards To consider consultation feedback on community board options and proposals and to make a decision on their possible establishment.	Y	Shadow Executive		Lead Member/ Officer(s): Sara Turnbull Contact Officer(s): Sara Turnbull

Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Programme Update Highlight report from the Programme Management Office covering the Programme update, Budget and Risk.	N	Shadow Executive		Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes
TUESDAY 7 JANUARY 2020				
Draft Budget 2020/ 2021 To consider the draft budget 2020/2021 for the Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose

Civic and Ceremonial Proposals To consider proposals for civic arrangements for the Buckinghamshire Council.	Y	Shadow Executive		Lead Member/ Officer(s): Catherine Whitehead Contact Officer(s): Emma Denley
Wycombe Community Governance Review Community Governance Review for High Wycombe.	Y	Shadow Executive		Lead Member/ Officer(s): Catherine Whitehead Contact Officer(s): Catherine Whitehead
Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Programme Update Highlight report from the Programme Management Office covering the Programme update, Budget and Risk.	N	Shadow Executive		Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes

TUESDAY 28 JANUARY 2020				
Members Allowances Consideration of Members Allowances	Y	Shadow Executive		Lead Member/ Officer(s): Catherine Whitehead Contact Officer(s): Mathew Bloxham
Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
TUESDAY 18 FEBRUARY 2020				

Draft Budget 2020/ 2021 Consideration of the final draft budget 2020/ 2021 for recommendation to the Shadow Authority.	Y	Shadow Executive		Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
Union Facilities Time Agreement Consideration of the proposal on the granting of Trade Union paid Facility Time for the new Council	Y	Shadow Executive		Lead Member/ Officer(s): Sarah Murphy-Brookman Contact Officer(s): Anne Nichols
Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Richard Ambrose Contact Officer(s): Richard Ambrose
TUESDAY 10 MARCH 2020				

Spending Protocol Items referred to the s151 officer from the five existing councils under the Spending Protocol and referred to the Shadow Executive in accordance with the protocol.	Y	Shadow Executive	Fully exempt	Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes
Programme Update Highlight report from the Programme Management Office covering the Programme update, Budget and Risk.	N	Shadow Executive		Lead Member/ Officer(s): Rachael Shimmin Contact Officer(s): Roger Goodes

The Shadow Authority Constitution defines a 'key' decision as any decision taken in relation to a function that is the responsibility of the Shadow Executive and which is likely to:-

(a) to result in the relevant local authority incurring expenditure which is, or the making of savings which are, significant having

regard to the relevant local authority's budget for the service or function to which the decision relates; or

(b) to be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the relevant local authority."

In determining the meaning of "significant" for these purposes the Shadow Authority will have regard to any guidance for the time being issued by the Secretary of State in accordance with section 9Q of the Local Government Act 2000 Act and the value of any decision under consideration (e.g. £1 million or above could be regarded as significant but this has to be considered in the context of the particular decision).

As a matter of good practice, this notice may also includes other items, in addition to key decisions, that are to be considered by the Shadow Executive.

Each item considered will have a report; appendices will be included (as appropriate). Regulation 9(1g) allows that other documents relevant to the item may be submitted to the decision-maker. Subject to prohibition or restriction on their disclosure, this information will be published on the website usually 5 working-days before the date of the meeting. Paper copies may be requested using the contact details below.

*The public can be excluded for an item of business on the grounds that it involves the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act 1972. The relevant paragraph numbers and descriptions are as follows:

Paragraph 1	Information relating to any individual
Paragraph 2	Information which is likely to reveal the identity of an individual
Paragraph 3	Information relating to the financial or business affairs of any particular person (including the authority holding that information)
Paragraph 4	Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority
Paragraph 5	Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings
Paragraph 6	Information which reveals that the authority proposes: (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment
Paragraph 7	Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

Part II of Schedule 12A of the Local Government Act 1972 requires that information falling into paragraphs 1 - 7 above is exempt information if and so long, as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public

interest in disclosing the information. Nothing in the Regulations authorises or requires a local authority to disclose to the public or make available for public inspection any document or part of a document if, in the opinion of the proper officer, that document or part of a document contains or may contain confidential information. Should you wish to make any representations in relation to any of the items being considered in private, you can do so – in writing – using the contact details below.

Democratic Services, Programme Management Office, Buckinghamshire County Council, Walton Street, Aylesbury, HP20 1UA | 01296 674691 | demservices-shadow@buckscc.gov.uk

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BUCKINGHAMSHIRE COUNCIL

Report for:	**BUCKINGHAMSHIRE SHADOW EXECUTIVE**
Meeting Date:	**8 October 2019**

Title of Report:	**Council & Community Access Points**
Responsible Officer:	Sara Turnbull, Localism Workstream Officer Co-Lead
Officer Contact:	Sara Turnbull, email sturnbull@buckscc.gov.uk

Recommendations:	1. **To agree the vision for Council & Community Access Points as set out in Appendix 1.**
	
	2. **To note the phased approach to implementation as detailed in Appendix 1.**
	   • **Phase 1—Council Access Points for 1 April 2020 focused on providing access for residents to <u>council services.</u>**
	   • **Phase 2—Community Access Points focused on providing access for residents to <u>community facilities and council & partner services.</u>**
	
	3. **To agree to establish Council Access Points for 1 April 2020 in accordance with the design principles as set out below:**
	   • **Use of the existing county and district buildings.**
	   • **Open to all (drop-in access via advertised opening hours).**
	   • **Self-service access to all council services.**
	   • **Existing staff or volunteers available to help residents to self-serve and answer common enquiries.**
	   • **Potential for the site to be used for individual support (e.g. planning, housing advice, councillor surgeries).**
	
	4. **To agree to set up the 18 Council Access Points for 1 April 2020 in the locations set out in Appendix 1, with the option to add a further Council Access Point subject to the successful conclusion of discussions with a partner organisation.**
	
	5. **To agree to work with partners to enable residents to get information and advice about Buckinghamshire Council services.**
	
	6. **To agree to give delegated authority to the Chief**

	Executive of Buckinghamshire Council to vary the locations of the Council Access Points, following consultation with Shadow Executive members, if for any operational reasons there is a need for such a change. 7. **To note that the operation of Council Access Points will be reviewed after 1 year, with an expectation that advertised sites may change in future years as part of the Council's phase 2 development of Community Access Points.**
Corporate Implications:	Council Access Points will provide a facility for the delivery of council services to residents, and therefore will have potential benefits for a variety of service areas who may wish to use the sites for drop-in sessions and appointments. During phase 1 all services, and particularly property, marketing, customer services and the library service will be involved in a co-ordinated plan to ensure their successful set-up. The longer term vision for Community Access Points (phase 2) will provide the opportunity to significantly enhance community facilities to meet local needs. A cross-cutting programme will be established to engage internal services, as well as residents, and members in their design and development. The financial implications of this proposal are set out in Appendix 1. The further financial implications of phase 2, including value for money, will be assessed as part of a business case for phase 2 Community Access Points, post-vesting day. The costs for implementation can be met from within the corporate contingency budget fund and will be requested to be approved by CIG. In 2019/20 this will cost £45,000, and for 2020/21 this will cost £75,632. Total cost £121,132.
Options: (If any)	Appendix 1 sets out the options considered for Council Access Points how and where these might be best delivered for day 1 of the new Council. Consideration was given to having no advertised access points, as there has been an increase in customer preference for accessing services online. However, this approach is not recommended as not all residents are able to use or access online services, and there will always be a need for face-to-face service delivery. Subsequent consideration was then also given to different delivery approaches, such as using the five main existing council buildings only, use of the wider council estate or new/partner buildings for day 1.
Reason: (Executive only)	The recommended approach reflects a desire for the new Council to be ambitious in improving community facilities and service access for the benefit of all residents across the county.

	A phased approach is recommended to achieve this ambition. Phase 1 is proposed to focus on the delivery of access to council services for residents. Phase 2 is proposed to focus on the delivery of wider community facilities, and access to council and partner services through multi-purpose buildings.

1. Purpose of Report

This report sets out a vision, approach and options appraisal for establishing Council and Community Access Points across Buckinghamshire. A decision is sought from the Shadow Executive to ensure that they are set-up and in place for 1 April 2020. Their set-up will ensure enhanced resident access to council services in local communities.

This is proposed as a first step towards the delivery of a longer term vision of Council and Community Access Points that provide enhanced resident access to a wider-range of community and public services.

2. Content of Report

On 1 April 2020 there will be a new single council for Buckinghamshire, replacing the County Council and the four district councils.

The new Buckinghamshire Council needs strong connections with its diverse communities to be successful. A physical presence in localities across Buckinghamshire will be vital to ensure that all of our residents can access council services.

Appendix 1 sets out a vision and practical recommendations on setting up Council & Community Access Points.

The vision for Council & Community Access Points is that they will be a place in a local area where residents can go to access information about a wide range of topics, a social space that they can enjoy, and a place where they can get support from different services.

They will be multi-purpose buildings at the heart of local community life. Residents and communities will help co-design these facilities to meet local needs. It is anticipated that whilst there will be a core offer at all access points, these facilities will provide different services to meet the diverse needs of communities, and adapt flexibility to changing needs.

The vision for Council & Community Access Points long term is ambitious and our strategy for delivery pragmatic. It is recommended that there is a phased approach to the development and roll out of Council and Community Access Points:

	Description	Timescales
Phase 1	**Council Access Points** —Resident access to <u>council services</u> locally.	October 19-March 2020
Phase 2	**Community Access Points** —Resident access to <u>community, council and partner services</u> locally.	April 2020-March 2022

A set of core design principles have been identified for Council Access Points for day 1 of the new council:

- Open to all (drop-in access via advertised opening hours).
- Self-service access to all new council services (e.g. not county or district only).
- Existing staff or volunteers available to help residents to self-serve (e.g. use computer/tablet), signpost and answer common council enquiries.
- Potential for site to be used for individual support (e.g. private space for individual support e.g. housing or adult social care advice delivery or councillor surgeries).

This paper considers the high-level options for the delivery of CAPs on day 1 and their location. Based on this location assessment, 18 existing buildings are identified as CAPs for day 1, with five as 'CAP Plus' sites at the main existing council offices where residents will be able to get additional support for complex circumstances and specific services.

3. Consultation

All buildings proposed for day 1 use as Council Access Points are established buildings already used for delivery of services to the public, and this proposal represents an enhancement of existing support provided, with no reductions in access to services at any locations. All other buildings open to the public, such as libraries, will continue to provide services as normal.

Engagement with members and town and parish councillors through the localism workstream has indicated strong support for closer working with town and parish councils to ensure that residents are able to access services and gain support as easily as possible.

As a result of this feedback, the in-house customer training programme for frontline staff at CAPs will be extended to be offered to town and parish council staff to help signpost effectively.

Phase 1 is an interim solution for day 1 of the new Council and those locations may change depending upon demand and need in the area. In the medium term there is potential for consideration of town and parish council offices for CAP sites and this will be explored further post-vesting day.

Initial engagement has taken place with all of the relevant parties externally (community libraries and Iver Parish Council) to confirm that they would be happy to continue to support

residents to access Buckinghamshire Council services as Council Access Points. Further discussions will be scheduled

In phase 2, the development of Community Access Points, an engagement strategy will be developed to involve communities in co-designing facilities to meet local needs. Community Boards, if set-up, will be a key stakeholder to support their design and delivery.

4. Next Steps

An implementation plan has been developed to ensure the delivery of Council Access Points for vesting day. This plan will coordinate training for staff, branding and property works, as well as informing an external communications plan so that residents know where to go to get help and support in accessing council services.

Background Papers	None.

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Council & Community Access Points

**Blueprint and Options
Appraisal Report**

September 2019

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Executive Summary

On 1 April 2020 there will be a new single council for Buckinghamshire, replacing the County Council and the four district councils.

The new Buckinghamshire Council needs strong connections with its diverse communities to be successful. A physical presence in localities across Buckinghamshire will be vital to ensure that all of our residents can access council services.

This paper sets out a vision and practical recommendations on setting up Council & Community Access Points.

The vision for Council & Community Access Points is that they will be a place in a local area where residents can go to access information about a wide range of topics, a social space that they can enjoy, and a place where they can get support from different services.

They will be multi-purpose buildings at the heart of local community life. Residents and communities will help co-design these facilities to meet local needs. It is anticipated that whilst there will be a core offer at all access points, these facilities will provide different services to meet the different needs of communities, and adapt flexibility to changing needs.

The vision for Council & Community Access Points long term is ambitious and our strategy for delivery pragmatic. It is recommended that there is a phased approach to the development and roll out of Council & Community Access Points:

	Description	**Timescales**
Phase 1	**Council Access Points** —Resident access to <u>council services</u> locally.	October 2019- March 2020
Phase 2	**Community Access Points** —Resident access to <u>community, council and partner services</u> locally.	April 2020- March 2022

A phased approach will enable residents to access council services locally from day 1, through the effective use primarily of existing council buildings and staff. It will be a first step in designing and delivering enhanced facilities which provide residents with wider access to community, council and partner services through multi-purpose buildings.

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A set of core design principles have been identified for Council Access Points (CAPs) for phase 1:

- Open to all (drop-in access via advertised opening hours).
- Self-service access to all new council services (e.g. not county or district only).
- Existing staff or volunteers available to help residents to self-serve (e.g. use computer/tablet), signpost and answer common council enquiries.
- Potential for site to be used for individual support (e.g. private space for individual support e.g. housing, adult social care advice delivery or councillor surgeries).

This paper considers the high-level options for the delivery of CAPs on day 1 and their location. Based on this location assessment, 18 existing buildings are identified as CAPs for day 1, with five as 'CAP Plus' sites at the main existing council offices.

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1. Introduction

On 1 April 2020 there will be a new single unitary council for Buckinghamshire, replacing the County Council and the four district councils. In such a diverse and rural county as Buckinghamshire it is particularly important to ensure that residents are able to access services and community facilities near to them.

All five councils have strong partnership links in place with health, the police and voluntary and community sector. There are many examples of best practice to learn from locally and nationally.

We also know that many of our residents value and need to speak to someone face-to-face. Not all of our residents have a computer at home, smart phone or feel confident using technology. There are some types of services that are also best delivered face-to-face, where there is a need to have a two-way direct conversation to help solve complex or sensitive issues. Whilst technology is a powerful tool for making customer transactions easier, it will never replace the need for face-to-face contact.

The importance of local access to services was highlighted in the single unitary business case:

> "There will always be times when residents need to talk to someone face to face, and a new, county-wide single unitary council would need to ensure that this can happen close to home […] communities to access services from a place local to them, ensuring vulnerable residents are safeguarded."

There is an expectation from Government that the new council will have local access to services which deliver this business case commitment. The Under-Secretary of State for Housing, Communities and Local Government stated to the House of Commons in presenting the Structural Change Order that:

> "The benefits of the single unitary proposal are anticipated to be: enhanced social care and safeguarding services through closer connection with related services such as housing, leisure and benefits; improved strategic decision making in such areas as housing, planning and transport; improvements to local partnership working with other public sector bodies; establishment of nineteen community boards, each with a community hub, enabling local councillors to take decisions on issues such as funding for community groups and local roads maintenance; and providing a single point of contact."

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Since this speech, further discussions have taken place with Government in regard to expectations on the number of community boards and 'hubs' to be established. The original number of 19 community boards and 19 community hubs was suggested in the single business case published in 2016.

Community boards and Council & Community Access Points are different things. The purpose of community boards is to enable Buckinghamshire Council councillors to have strong connections with their communities through getting local people and organisations together to help solve local issues, and enable people to have a say on how services are designed and delivered.

The purpose of Council & Community Access points is to enable residents to access services through a network of fixed buildings in communities across the county.

Given the different purposes of community boards and access points, no assumptions have been made in this paper about needing to have a set number of access points in in relation to community board areas.

The term 'Council & Community Access Points' is used throughout this paper, as a replacement to the previous terminology 'community hubs'. This change is a result of feedback from stakeholders that the word hub was confusing.

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2. Current Provision

Residents currently access county council and district council services through a variety of means:

- online (including via webchat, social media);
- telephone; and
- face-to-face

Overall residents are increasingly using technology to access council services as a result of improvements in online services; increasing widespread use of smart phones and changing customer preference. The table below shows the volumes of customer interactions by type across all councils during 2018:

Type of contact – Across all five councils	No. of individual interactions
Website hits (excluding WDC who measure by page views)	10,700,000
Telephone	657,000
My Account (The term is used to described an account a customer has signed up to online to access services)	131,000
Library visits and contacts	1,100,000
Face-to-face contact (contact centres at district councils only including enquiries such as planning, council tax & benefits)	80,116
Webchat	26,800
Facebook Likes	10,587
Twitter Followers	36,789

All five councils operate a customer contact centre that responds to high volume enquiries by telephone, and increasingly via web-chat. The table below provides an overview of the top 10 enquiry areas received by telephone in 2018 across all five councils:

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Type of enquiry	Number of individual queries
Highways	36133
Adult social care	24870
Benefits	14824
Council tax	11169
Housing	10013
Switchboard (number for a name)	9593
School transport	7738
Taxi licensing	7554
Blue badge	6132
Waste collection	5165

Face-to-face access to services is important for many reasons to meet the need of our residents. In particular it is important for:

- Ensuring that those residents who struggle to use technology and need support are catered for. This is particularly the case with many older people who currently benefit from using libraries for such support, or for those whose first language is not English.
- The effective delivery of support for responding to complex or sensitive issues where empathy is important. For example, in providing support for to someone who is homeless, benefits advice, or family support.

Residents are currently able to access face-to-face support via a range of existing council buildings and via extensive outreach work in the community. Buckinghamshire already has a range of fixed buildings where residents can access council services to varying degrees. These include:

- 5 main council offices;
- 30 libraries (including community libraries);
- 19 family centres; and
- 11 leisure centres.

Partnership working to deliver services is already a well-established practice across county and district councils. This is particularly the case in front-facing service areas such as children's and adults services and through the library service.

In terms of co-location of service delivery, the library service works closely with a wide-range of partners to ensure that the facilities are used to maximum community benefit. Other services and partners who use the library space include:

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- Town and parish councils
- Healthy Minds
- Bucks Business First
- Tourist Information Services
- MacMillan Cancer
- Police
- Reading Agency
- Bucks Healthcare Trust
- Prevention Matters
- Bucks Vision
- RNIB
- Registrars
- National Careers Service
- Public Health
- Age Concern
- Good Things Foundation
- Dementia Friendly Communities

Further work is currently underway within the library service to further widen community use of the buildings. Other services such as the County Council's family support service, also have some co-delivery and location with partners in place. See case studies below.

Case study: Buckinghamshire Libraries

Marlow Library
Marlow Library already delivers Tourist and Council information services on behalf of Wycombe District Council. There are now plans for Marlow Town Council to move to the library site and this will allow the new Buckinghamshire Council and Marlow Town Council to work together to provide a central focal point for local information and services in Marlow. Capital funding is already in place to fund a refurbishment and work is now taking place to develop a design.

Wendover Community Library
Wendover Community Library is delivered in partnership between the County Council and Wendover Community Library Trust. Local plans are being developed, in partnership with the Parish Council, to enhance the library site and co-locate visitor information services, the Police and the Parish Council offices to develop the library as the centre of village social and cultural activity, as well as the primary source of information on local services. A local engagement exercise is currently planned to help shape the scheme and a funding strategy is being developed in collaboration with the Parish Council.

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Case study: Buckinghamshire Family Centres

In September 2019 the County Council launched its new Family Support Service which will provide integrated support to families with children up until the age of 19 (and up until 25 for children with special educational needs or disabilities).

This service provides universal and targeted work with children and families through outreach and through provision at a network of 16 family centres across Buckinghamshire.

Partnership working is integral to the service design. Health services, such as baby weighing clinics, support groups for women experiencing post-natal depression, and the speech and language service, all deliver services at the family centres.

Previous Council Area Access Points in Buckinghamshire

Whilst there are a range of successfully targeted approaches by individual services to ensuring local resident access to services, it is important that we learn from the challenges faced corporately in regard to Council Access Points.

For example, AVDC closed its two area offices in 2014 due to lack of use, and a partnership with the Citizen's Advice Centre supporting access to council services ceased after six months as only three residents had used the service in that period.

Buckinghamshire County Council previously had a dedicated customer service adviser in Buckingham Library. In 2015, as a result of low customer numbers, it was decided to offer this service differently, without the need for a dedicated additional staff member. Library staff now support residents with answering enquiries and self-service, and there is a telephone available if needed to call the customer contact centre.

More recently, the County Council and Chiltern District Council agreed to support town & parish councils through the provision of electronic devises to help residents to self-serve and access council services. The County Council has provided a tablet and printer to Iver Community Library/Parish Council and Chiltern District Council provided a computer to Chesham Town Council for public use. In practice the devises have had either no or little use. Residents prefer to speak to town and parish council staff directly and get advice on their issues.

The learning point from these examples is that whilst conceptually the set-up of local access points may be popular, they need to be designed based on knowledge and understanding of what information and support residents actually want and need locally.

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3. Practice Elsewhere

Providing local access to services is a challenge for all councils that cover a large geographical area, and often start as a high priority for new unitary councils.

We have researched practice elsewhere through desktop research and officer and member visits. Members and officers undertook fact-finding visits to Durham Council and Wiltshire Council in June/July 2019.

Although different councils approached this challenge in different ways there are a number of consistent features:

- Extensive use has been made of existing library services.
- Different types of provision are delivered at different venues, and often for county unitary councils a trend seems to be have been to start with a larger number of delivery points and then a scaling back has occurred.
- Co-location of front-facing services through a community hub/campus model delivers benefits for residents in making it easier to access services in one place, supports integrated partnership working, and provides value for money through a one public estate approach.
- Overall, usage levels of area offices have tended to reduce over time as more residents access council services from electronic devices.

Operating models

Each of the councils researched have taken a slightly different approach to the delivery method and operating models of their access points/hubs.

The case studies below give a brief overview on the delivery progress of access points/hubs implemented by other unitary councils.

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Case study: Wiltshire Council

Following the creation of the Wiltshire unitary council in 2009, the new council put in place ambitious plans to deliver 18 community hubs, many of which were to be housed in specialist community campuses allowing customers to access services such as leisure, neighborhood police teams, libraries, along with the hosting of meeting space for community groups. Following financial pressures this initial number was scaled back.

There are now 4 community campus facilities supported by the council, with 3 more in the planning and build phase.

In 2018 the Council won the Silver Award for Community Regeneration in a national iESE Public Sector Transformation Awards scheme. This award was won for the council's community hub model.

The member localism working group visited one of the flagship hubs, Springfield Community Campus, in June 2019. This is a multi-purpose community building of a high design standard. It included a library, café, youth and leisure facilities. It is used extensively by the local community, as well as council and partner staff. The upstairs has multi-agency hot-desking facility. The library provides residents with access to council services, though the facility is deliberately not marketed as a 'council building' in order to maximise the look and feel of the centre as a community facility.

Case study: Cornwall Council

Cornwall Council initially looked to deliver 23 access points (known in Cornwall as "one stop shops") where residents could access council services in areas close to their homes. The programme ran into funding problems, however and as early as 2011, Cornwall council made the decision to rationalise the delivery arrangements in order to reduce costs.

Since 2011 many of the one stop shops were merged into libraries and the name was change from "one stop shop" to "information service". Primarily these information services now provide a self-serve facility to customers with staff available to support residents using the equipment if required. The information points can also take payments for council services and local taxes.

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Case study: Shropshire Council

Shropshire Council have 10 Customer Access Points (CAPs) across the county. Each CAP provides access to Shropshire Council's customer service centre via a free-to-use phone link, as well as a public computer for doing business with them online.

The sites are primarily staffed by volunteers. The volunteers provide assistance to residents in getting online and using the telephone to report issues, make payments or applications and access the services they need. The volunteer nature of the workforce means that they have no direct access to the Council's systems or services, so signpost only.

Customer demand at these service points has halved in the last few years leading to current proposals to reduce opening hours significantly.

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4. The Vision and Options for Council & Community Access Points

The Vision

Residents want to access services and community facilities easily near to their homes. We know that currently it can be difficult for residents who need support from a variety of separate organisations, and have to repeat their story and travel to different offices for appointments.

We also know from national research and local practice that when services are joined-up they can bring benefits to individuals and help build local community self-resilience, as well as provide value for money through co-location.

The vision for Council & Community Access Points is that they will be a place in a local area where residents can go to access information about a wide range of topics, a social space that they can enjoy, and a place where they can get support from different services.

They will be multi-purpose buildings at the heart of local community life. Residents and communities will help co-design these facilities to meet local needs. It is anticipated that whilst there will be a core offer at all access points, these facilities will provide different services to meet the different needs of communities, and adapt flexibility to changing needs.

Council & Community Access Points—part of a wider customer access strategy

Council & Community Access Points are proposed as an integral part of the new Council's Customer Service Strategy. They are particularly important to ensure that _all_ residents across Buckinghamshire continue to have access to services _more locally_, without the need to travel long distances.

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Diagram 1: CAPs as part of a wider customer access strategy

Buckinghamshire Council Service Access

A Phased Approach—Day 1

The vision for Council & Community Access Points long term is ambitious and our strategy for delivery pragmatic. It is recommended that there is a phased approach to the development and roll out of Council & Community Access Points.

Phase 1 is proposed to focus on ensuring seamless and enhanced access to council services for residents. A set of core design principles has been developed to ensure that Council Access Points are in place for day 1 across Buckinghamshire. These principles are designed to ensure a consistent base level of service access to all our residents across Buckinghamshire, whilst recognising that the exact services and opening hours of CAPs need to be flexible to respond to the different needs in our communities.

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Council Access Points—A flexible model

It is suggested that the core design principles for all CAPs are:

- Open to all (drop-in access via advertised opening hours).
- Self-service access to ALL new council services (e.g. not county or district only).
- Existing staff or volunteers available to help residents to self-serve (e.g. use computer/tablet), signpost and answer common council enquiries.
- Potential for site to be used for individual support by the council, community groups and/or partners (e.g. private space for individual support e.g. planning or housing advice delivery or councillor surgeries).

The nature of the geography of Buckinghamshire is such that there are some rural areas, particularly in the north of the county, where the distance between buildings designated as CAPs might be greater than in other areas. The model is therefore proposed to be flexible to recognise that not all communities need the same level or type of services. This approach is based on understanding that there is a need to understand the demand and requirements for such access to services locally. This may include – but is not limited to - the provision of outreach or drop-in sessions held in facilities such as those local libraries that are not otherwise designated as CAPs.

Consideration was given to other design principles such as providing additional customer staff permanently based at facilities, however given the learning from low demand levels experienced this is not recommended for day 1. However, it will be considered as part of a longer term approach when there has been time to evaluate and understand the level of demand for such facilities more fully.

Critical Success Measures

The table below suggests some potential success measures for CAPs for day 1 delivery. If a decision is taken to set them up then a detailed performance framework would be developed.

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	Measure	Potential Indicators/Targets
A)	First contact resolution	80% of council enquiries resolved in a single contact.
B)	Customer Satisfaction	75% of customers rate the service as Good, Very Good or Excellent
C)	Resident awareness that they can get help in accessing council services at their nearest Council Access Point.	Question integrated into the new Council's customer survey and resident's panel, as well as stakeholder feedback from community boards.
D)	Level of use	Measurements designed to test use overall and by different groups for equalities impact, as well as testing in relation to overall need.
E)	Resident Engagement	Evidence of the involvement of the community in determining and developing the delivery plan for each site, including feedback from community boards.

Based on the vision and core standards for CAPs consideration was then given to the following high-level options for day 1:

Option A - Using existing main council offices only.

Option B - Using existing wider network of council buildings.

Option C - Using new or partner buildings.

An assessment of these high-level options is set out in the subsequent chapter.

Customer Journeys

The scenarios below give examples of how CAPs could be used on day 1.

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Nadia—Applying for a School Place

Nadia needs to apply for a school primary place for her son David. She is keen to ensure that her son has a place at a school that will meet his needs, and having had a bad experience at school herself is anxious about it.

She's been told by other mums she knows just to apply online but she would prefer to speak to someone face-to-face. When attending her local family centre she sees a poster advertising a drop-in surgery session on school admissions, which is being held at her local council access point.

She attends the drop-in session and meets Sarah, one of Buckinghamshire Council's customer service advisers, who explains how the process works. Sarah helps Nadia to book appointments to view a few local schools. Nadia visits the schools and then applies for her preferred choices one evening online when her son is in bed, she feels reassured that she understands what will happen next.

Mary—Accessing Housing Support

Mary has had a difficult life. A troubled childhood was followed by drug and alcohol abuse which she funded through petty crime. Mary spent some time in prison and is just about to be released. She is worried that she has no job, no support from her family and nowhere to live.

As Mary is released from prison she is told that an appointment has been arranged for her in the local Buckinghamshire Council Access Point Plus office. Mary is distrustful of authority but is reassured to hear that a representative of a local homelessness charity will be at the appointment to act as her advocate.

Mary attends the appointment with her new advocate she also meets officers of the council, who assess her individual circumstances and housing options. The assessment is a comprehensive assessment which Mary finds challenging, but she is supported through the process. Her adviser arranges for Mary to get help from drug and alcohol services and helps her find somewhere to live. Mary feels she has made a first step towards having a better life.

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5. Options Assessment

Phase 1: High level options assessment

The high-level options for phase 1 (day 1 delivery) were considered in relation to their ability to deliver against the vision for CAPs, value for money and feasibility for delivery.

	Option A – Main buildings only	**Option B – Existing network of buildings**	**Option C – New or wider partner buildings**
Pros	Low cost Minimal effort to deliver as status quo maintained.	Ensures network of accessible buildings across the county. Feasible to deliver for day 1 with small investment.	Ensures wide access to residents and optimum model for joining up service delivery with partners.
Cons	Limited accessibility for residents who do not live near the main council offices.	Potential for some confusion by residents in regard to what services can be accessed at different buildings.	Assessed as not feasible to deliver for April 2020, as lead in time required to develop business case for capital investment, a co-design approach to ensure residents and partners are fully engaged, as well as then sufficient time for set-up.

Based on this assessment, it is recommended that the Option B is adopted for phase 1 (day 1 delivery)—using existing network of buildings.

Location Options Assessment

An assessment was then carried out on the best locations for where Council Access Points are sited for day 1 of the new Council—1 April 2020. See Appendix A. The assessment methodology was:

a) Initial identification of 36 potential buildings. Buildings included were ones which are open to all residents to access on a drop-in basis (e.g. no appointments needed), and which provide access to general council services (either county and/or district). Family centres and leisure centres are important council buildings for consideration as part of a longer term strategy, however they are not considered suitable as

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advertised CAPs for day 1 delivery. This is because they either are targeted at particular groups rather than all residents (family centres are targeted at parents with children up to 19 or 25 for those with disabilities) or don't currently provide support to help residents access general council services (leisure centres).

b) Assessing those 36 buildings against the design principles identified for Council Access Points (as outlined earlier in this paper).

c) Consideration was then given to ensuring that there was a good geographical spread of buildings across the county to ensure accessibility in rural and urban communities.

d) In areas where more than one potential building would be feasible as a Council Access Point a choice was made based on a range of factors such as site suitability, the location for maximising the accessibility of the building to the public, and potential level of demand.

e) In the towns of Aylesbury and Wycombe two buildings were selected to reflect their population size.

f) In the Wing & Ivinghoe area, Beacon Village Community Library was selected as the proposed advertised Council Access Point as a paid member of the County Council's library staff is available to support customer access, as well as the benefit of the nearby Ivinghoe Hub which can be used for private meeting space.

Based on this assessment, 18 buildings are recommended as CAPs for day 1 delivery with the potential to add a further CAP subject to successful discussions with a partner organization.

Out of the initial 18 buildings recommended it is suggested that five are advertised as CAP plus sites to ensure five day a week access to residents, as well as dedicated customer advisers available to answer queries from residents who drop-in. These sites are at the existing main council buildings.

It is important to note that for day 1 no access to council services will be removed and will continue to be available even in those existing sites not designated (or advertised) as Council Access Points.

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6. Next Steps & Implementation

It is recommended that there is a phased approach to the development and roll out of Council & Community Access Points:

	Description	Timescales
Phase 1	**Council Access Points** Resident access to <u>council services</u> locally.	October 2019- March 2020
Phase 2	**Council & Community Access Points** Resident access to <u>community, council and partner services</u> locally.	April 2020- March 2022

A phased approach will enable residents to access to council services locally from day one, through the effective use of existing council buildings. It will be a first step in designing and delivering enhanced services which provide residents with wider access to community, council and partner services through multi-purpose buildings.

Based on the location assessment undertaken, **it is recommended that 18 Council Access Points are in place for 1 April 2020, with five Council Access Plus sites at the existing main council buildings.**

Council Access Points – Day 1
New County Offices*
Aylesbury Vale District Council Offices*
Buckingham Library
Winslow Library
Beacon Villages Library
Haddenham Community Library
Wendover Library
Princes Risborough Library
Chesham Library
Great Missenden Library
High Wycombe Library
Wycombe District Council Offices*
Marlow Library
Chiltern District Council Offices*
Beaconsfield Library
South Bucks District Council Offices*
Iver Community Library/Parish Council Office
Burnham Community Library

Note: the CAP Plus sites are in bold and starred.

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Initial discussions have also been undertaken with representatives of Waddesdon Parish Council about the potential provision of a CAP in that area. This may be possible if the core design principle set out in this paper are met, in particular the need for a regular advertised opening hours to the public.

An implementation plan will be put in place to ensure that the core design principles identified for CAPs are delivered by day 1, as well as exploring the potential for further developments to enhance provision. The implementation plan will include the following:

Task Area	Description
Branding	Clear and visual signage outside of all buildings.
Communications	A promotions strategy to ensure that residents know where their nearest council access point is, and what is offered there.
Staff Training	A training programme for all front-line staff at CAPs to ensure that the most common enquiries relating to the new Council's services can be answered directly, as well as effective signposting.
Face-to-face service delivery	Development of a plan for ensuring that council services use the space for drop-ins and individual specialist support, as well as potential use by trained customer service advisers. For example, at peak times of the year staff could be available to respond to highways issues, or school applications.
Technology	The use of technology to enable video conferencing will be explored as part of the work with services to use the CAPs effectively.
Evaluation & Review	It is recommended that an evaluation takes place of CAPs after six months to ensure that this learning feeds into the longer term customer strategy.

A business case for phase 2 Community Access Points will be developed post-vesting day for consideration by Buckinghamshire Council. This business case will consider the cost-benefits of investment in the development of flagship community access points, and partnership working.

In developing the phase 2 Community Access Points model it is likely that this may have very different requirements than Council Access Points as these would be intended as social spaces as well as providing services. This may mean very different implications. For example, the sites may need to be different to phase 1 sites to best meet local needs, and the branding may need to differ. Learning from practice elsewhere is that community social spaces and facilities need to look and feel like community spaces to be inviting and not necessarily part of a corporate council building.

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7. Financial Implications

Phase 1 (using the existing estate for day 1 delivery) set-up costs are identified in the table below. The ongoing costs for running Council Access Points can be met from within existing identified resources via the library service and customer contact centres.

The phase 1 delivery costs are included under property works to ensure that the three libraries proposed as CAP sites (Haddenham, Princes Risborough and Beaconsfield Libraries) have private meeting space installed to ensure that services can use the space for providing drop-in and appointment services.

Other staffing costs associated with the wider customer service programme and project management will be met from existing resources identified within the customer workstream.

Phase 2 costs at this stage are based upon 1 FTE to lead the design and delivery of a business case for community access points. Further consideration on the value for money from the community access point model will be set out in this subsequent business case post-vesting day.

The costs identified in the table below will be met from within the Buckinghamshire Council's Unitary Programme budget.
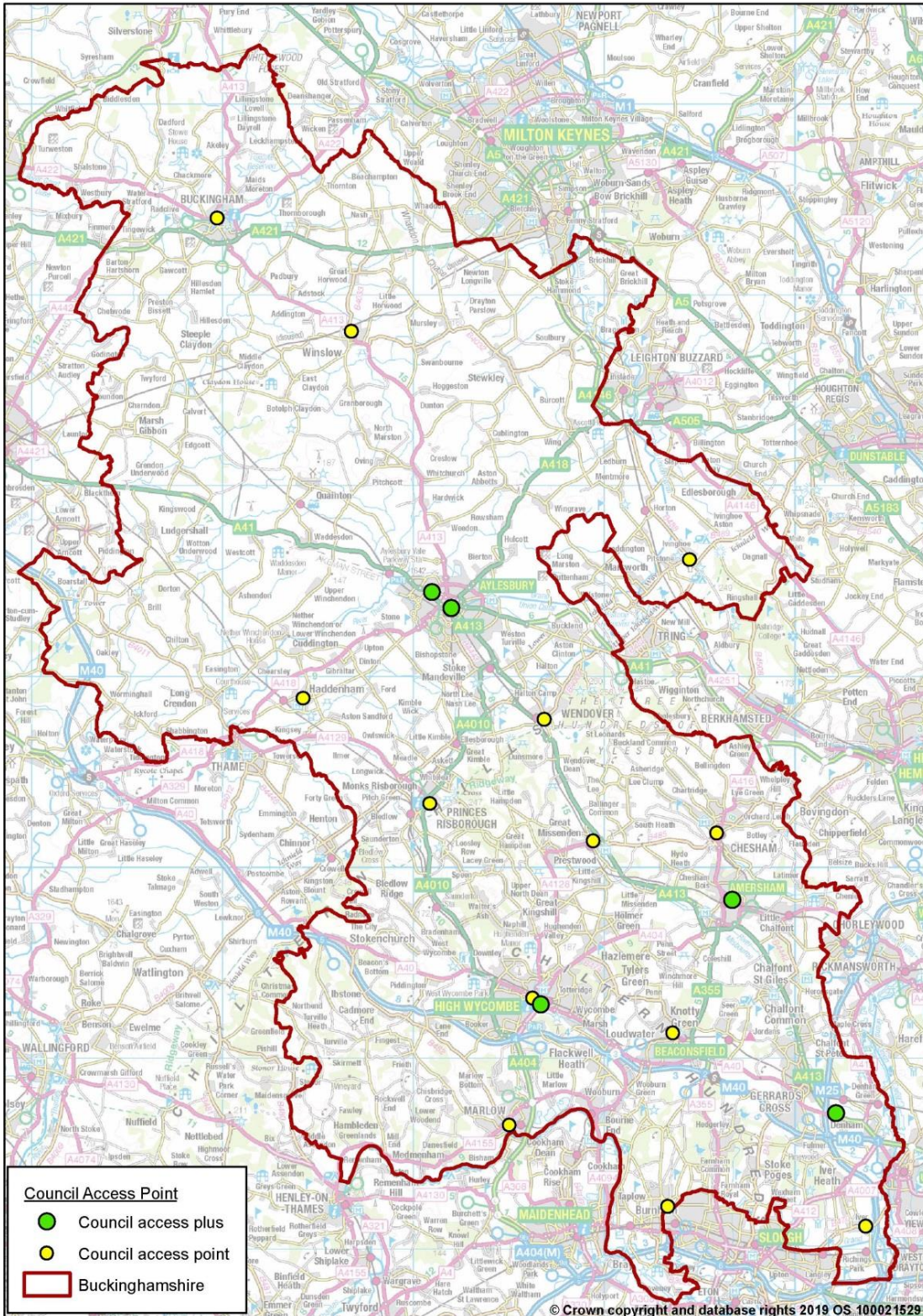
	Phase 1 Costs
Property Works (ICT & Accommodation)	£45,500
	Phase 2 Costs
Project Delivery Staff (for 1 year only)	£75,632
Total investment required	**£121,132**

Appendix A – Existing Building Assessment

This assessment is of existing practice (August 2019) in relation to the core design principles identified for CAPs. Where buildings do not currently meet the required standards improvements would be made as part of the implementation work.

Existing County & District Estate	Min Standards CAP						CAP Plus Criteria	
	Self Service via computer	Staff/Volunteers available to help residents use computers	Staff/Volunteers available to signpost & get help with common	WIFI	Meeting Room (for residents to get advice in private)	Telephone for public to speak to a customer service adviser	Open 5 days a week	Customer Service Advisers Available
Aylesbury Library	✓	✓	✓	✓	✓	x	✓	x
AVDC Offices	✓	✓	✓	✓	✓	✓	✓	✓
New County Offices	✓	✓	✓	✓	✓	✓	✓	✓
Buckingham Library	✓	✓	✓	✓	✓	✓	✓	x
Winslow Library	✓	✓	✓	✓	✓	✓	✓	x
Beacon Villages Library	✓	✓	✓	✓	x	✓	✓	x
Wing Library	✓	x	x	✓	x	✓	x	x
Long Crendon Library	✓	x	x	✓	x	✓	x	x
Haddenham Community Library	✓	✓	✓	✓	x	✓	x	x
Wendover Community Library	✓	✓	✓	✓	✓	✓	x	x
Stokenchurch Community Library	✓	x	x	✓	x	✓	x	x
Princes Risborough Library	✓	✓	✓	✓	x	✓	✓	x
Chesham Library	✓	✓	✓	✓	✓	✓	✓	x
Great Missenden Community Library	✓	✓	✓	✓	✓	✓	x	x
Bucks CC Area Office	✓	✓	✓	✓	✓	✓	x	x
High Wycombe Library	✓	✓	✓	✓	✓	✓	✓	x
Castlefield Community Library	✓	x	x	✓	x	✓	x	x
Micklefield Community Library	✓	✓	✓	✓	✓	✓	x	x
WDC Offices	✓	✓	✓	✓	✓	✓	✓	✓
West Wycombe Community Library	x	x	x	✓	x	x	✓	x
Bourne End Community Library	✓	✓	✓	✓	✓	✓	✓	x
Marlow Library	✓	✓	✓	✓	✓	✓	✓	x
Hazlemere Library	✓	✓	✓	✓	✓	✓	✓	x
Flackwell Heath Community Library	✓	x	x	✓	x	✓	x	x
Amersham Library	✓	✓	✓	✓	x	✓	✓	x
Chiltern DC Offices	✓	✓	✓	✓	✓	✓	✓	✓
Beaconsfield Library	✓	✓	✓	✓	x	✓	✓	x
Gerrards Cross Community Library	✓	✓	✓	✓	x	✓	x	x
Chalfont St Giles Community Library	✓	x	x	✓	x	x	✓	x
Chalfont St Peter Community Library	✓	x	x	✓	x	✓	x	x
Little Chalfont Community Library	✓	x	x	✓	x	x	✓	x
South Bucks DC Office	✓	✓	✓	✓	✓	✓	✓	✓
Iver Heath Community Library	✓	✓	✓	✓	x	✓	x	x
Iver Parish Council Office & Community Library	x	✓	✓	✓	✓	✓	x	x
Burnham Community Library	✓	✓	✓	✓	✓	✓	✓	x
Farnham Common Community Library	✓	x	x	✓	x	✓	x	x

Appendix B – Map of Council Access Points Proposed

Council Access Point
- 🟢 Council access plus
- 🟡 Council access point
- ▭ Buckinghamshire

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EqIA – Full Equality Impact Assessment

Step 1: Introduction

Policy or Service to be assessed: Council Access Points

Service and lead officer: Sara Turnbull

Officers involved in the EqIA: Localism workstream officers

What are you impact assessing?
□   Existing
X New/proposed
□   Changing/Update revision
Other, please list:

Step 2: Scoping – what are you assessing?

Q1 What is the title of your service/strategy/policy/project? Council Access Points

Q2 What is the aim of your service/strategy/policy/project?

To develop Council Access Points for residents to access council services near to them. On day one this will involve utilising existing buildings which provide access to services already, as provided by staff and/or volunteers.

The longer term vision it to create Community Access Points which will encompass community support and activities as well as council services.

Q3 Who does/will it have an impact on? E.g. public, visitors, staff, members, partners?

This proposal will impact on all residents, staff, members and in the longer-term partners positively.

It provides residents with the opportunity to speak to a staff member or volunteer near to them, if required, to help signpost and answer common queries. In addition, at each of the CAPs, it is intended that individual council services will be invited to consider using the space for appointments and drop-in sessions.

The phase 1 proposal is focused on ensuring that residents can access services in a variety of ways from day 1 and know where to go if they want to access face-to-face services. CAPs are part of the council's wider customer strategy.

Frontline staff at CAPs will be provided with additional training to support them in their role in signposting and assisting the public with common enquiries. As part of the

implementation planning for this policy area, a customer training programme will be developed to meet the needs of all residents, including consideration of all equalities considerations.

All buildings proposed as CAPs for day 1 are venues which are already used as advertised venues for the public to attend. Disabilities access is in place at all council premises.

The Council Access Points will be open a variety of times. As part of this policy proposal no changes are proposed to existing advertised times in order to ensure continuity for residents and staff at those sites.

Members will have the opportunity to use CAPs for appointments with residents, and potentially surgeries.

Q4 Will there be an impact on any other functions, services or policies? If so, please provide more detail

This proposal will impact on all Council service areas. It will provide the opportunity for services to consider using the sites for service delivery (drop-in or appointment basis) as required.

Q5 Are there any potential barriers to implementing changes to your service/strategy/policy/ project?

None identified.

Q6 Who else will be involved in implementing this service/strategy/policy/project?

The key services areas involved in delivery of this project are:
- The library service (BCC)
- Customer Workstream—customer training programme delivery.
- Communications Workstream—branding & promotions.
- Property & Asset Workstream—minor room adaptation, signage.

If this policy approach is agreed by the Shadow Executive, a key part of phase 2 (post-vesting day) will be to engage with local communities, residents, town & parishes, members etc…on co-designing community access points to meet local needs.

Step 3: Information gathering – what do you need to know about your customers?

Q7 What data do you already have about your service users, or the people your policy or strategy will have an impact on, that is broken down by equality strand?	
Age/Disability:	N/A. This proposal seeks agreement for the high-level approach by the new Council in regard to Council Access Points. No proposal is made for changing what or how individual services are delivered by the new Council. If this policy approach is agreed, data on service use at CAPs will be gathered as part of the performance monitoring and reviewed regularly. This data will inform subsequent consideration post-vesting day on any changes to locations & phase 2.
Gender re-assignment:	As above
Race:	As above
Religion or belief:	As above
Sex:	As above
Sexual orientation:	As above
Pregnancy and maternity:	As above
Marriage & Civil Partnership:	As above
Other (please give full details of why this is included)	As above

Q8 Do you need any further information broken down by equality strand to inform this EqIA?
   ☐ Yes
   ☐ X No

If yes, list here with actions to help you gather data for the improvement plan in Step 5

Q9 Is there any potential for direct or indirect discrimination?
   ☐ Yes
   ☐ X No
   ☐ Don't know

If yes, please provide more detail on how you will monitor/overcome this
If don't know, please provide more information on how you will decide this

Step 4: Making a judgement about impacts

Q9 What impact do you consider your policy or strategy will have on each of the strands within each equality strand?	
Age:	Positive. Residents will be able to access council services closer to home. This may be particularly beneficial to older residents.
Disability:	Positive. Residents will be able to access council services closer to home. This may be particularly beneficial for those who are less physically mobile.
Gender re-assignment:	N/A
Race:	N/A
Religion or belief:	N/A
Sex:	N/A
Sexual orientation:	N/A
Pregnancy and maternity:	N/A
Marriage & Civil Partnership:	N/A
Other:	N/A
Conclusion: Council Access Points should have a positive impact on residents as they will ensure services are more accessible locally through a network of buildings across the county. This is a new initiative and such use will be monitored and evaluated.	

Step 5: Recommendations (i.e. what are you going to improve/change?)

Issue	Action	Performance target (what difference will it make)	Lead Officer	Achieved
3 of the proposed CAPs currently do not have private room space.	Add private rooms to some venues.	Enable residents to have private conversations with council staff.	tbc	N/A
Frontline staff may not feel confident or be familiar with common queries across county & district services.	Arrange a training package, including equalities elements.	Enable staff and volunteers to answer residents queries or be able to sign post effectively.	Unitary Customer Workstream	N/A
EqIA approved by:	Sara Turnbull, Localism Workstream Lead			
Date:	25 September 2019			
Next review date:	Autumn 2020 (6 months after day 1)			

Delivering the new
BUCKINGHAMSHIRE COUNCIL

Report for:	THE SHADOW EXECUTIVE
Meeting Date:	**8th October 2019**

Title of Report:	**Interim Civil Contingencies Policy**
Responsible Officer	Ben Coakley
Officer Contact:	Ben Coakley, 01494 732060; ben.coakley@chilternandsouthbucks.gov.uk Andy Fyfe, 01296 382937 afyfe@buckscc.gov.uk
Recommendations:	**That the Interim Civil Contingencies Policy is considered and agreed.**
Corporate Implications:	No specific implications relating to the agreement of the policy, however the policy does highlight the need for all workstreams across the unitary programme to continue to consider business continuity in the development of their plans.

1. **Purpose of Report**

   The Shadow Authority is required to prepare, approve and publish certain emergency and civil contingency plans before Vesting Day.

   The Civil Contingencies Workstream has considered and assessed the various elements that are required to be put into place and the initial stage is to develop an Interim Civil Contingencies Policy.

   This overarching policy defines the legal obligations, sets the framework for how subsequent plans will be developed and their applicability and scope during the transitional period. It also confirms and clarifies how a response will be handled in the event of a major incident both pre Vesting Day and once the Buckinghamshire Council is established.

2. **Content of Report**

   Councils are defined as Category One Responders in the Civil Contingencies Act 2004 (CCA) and have duties under it to "maintain plans for the purpose of ensuring that if an emergency occurs or is likely to occur the person or body is able to perform his or its functions so far as necessary or desirable for the purpose of: preventing the emergency, reducing, controlling or mitigating its effects, or taking other action in connection with it".

   The CCA also requires councils to maintain plans to ensure that they and those organisations delivering services on their behalf (i.e. contracted-out services), can

continue to exercise all their functions in the event of an emergency so far as is reasonably practicable.

This Interim Civil Contingencies Policy sets out the approach on how this will be achieved and will guide and inform the development of the other statutory plans that must be prepared and in place for the new council before Vesting Day relating to emergency planning matters.

The Policy seeks to build on the excellent collaborative work that already takes place in this area and has been drawn up having regard to the various legislative requirements placed on the Shadow Authority as well as the guidance and principles that exists in Integrated Emergency Management (IEM) and Business Continuity Management (BCM).

This overarching policy sets out:
   a. Legal Obligations
   b. Accountability / Governance
   c. Framework Arrangements
   d. Integrated Emergency Management (IEM) Principles
   e. Business Continuity Management (BCM) Principles
   f. Monitoring and Reporting
   g. Multi-Agency Working
   h. Major Incident Management
   i. Role of Members
   j. Training and Exercising
   k. Competencies, and
   l. Policy Approval and Review

This approach has been formulated and agreed by the Civil Contingencies Workstream as being the most effective and efficient way of securing legal compliance within the timescales and draws upon the existing knowledge and expertise in the existing councils.

3. **Financial Implications**
   The interim policy itself contains no new financial implications or requirements

4. **Legal Implications**
   Regulation 11 of the Local Government (Structural Changes) (Transitional Arrangements) (No.2) Regulations 2008 requires the new council to have in place the following 4 statutory plans in relation to emergency planning:

   - Emergency and business continuity plans under Section 2(1) (c) and (d) of the Civil Contingencies Act 2004
   - Off-site emergency plans under Regulation 10 of the Control of Major Accident Hazards Regulations 1999 [Replaced by 2015 Regulations] – Only if a relevant site within the Council's area.
   - Off-site emergency plans under Regulation 9 of the Radiation (Emergency Preparedness and Public Information) Regulations 2001 - Only if a relevant site within the Council's area.
   - The plan prepared under Regulation 25 of the Pipeline Safety Regulations 1996 (emergency plans in case of major accidents)

The principle legislation governing civil contingencies work is the CCA and associated statutory guidance. Under section 2 of the CCA Councils have a duty to assess, plan and advise on the risk of an emergency occurring, the effect on their functions, how to prevent ,reduce and mitigate the effects of emergencies and to publish all or appropriate parts of those emergency and business continuity plans.

5. **Other Key Risks**

There are no identified key risks relating to this interim policy. However, at the time of writing this report, EU exit activities have increased and could conceivably impact on the timing of some elements of delivery. However, this risk continues to be monitored as part of the unitary programme and part of business as usual activities across the Bucks authorities to reduce this risk.

6. **Dependencies**

There are no key dependencies associated with the recommendation or the adoption of this interim policy.

7. **Consultation**

Not applicable to this policy. Subsequent plans will however require consultation with both internal volunteer staff and external partners. The workstream will continue to keep the Thames Valley Local Resilience Forum (the multi-agency grouping of emergency responders) updated on any changes and progress during the transition.

8. **Communications Plan**

Whilst this policy does not necessitate the need for a specific communication plan, it sets the scene for developing the operational plans that will require stakeholder engagement. Staff involved in delivering an emergency response will also be provided with targeted information to describe the agreed way forward, with the next stage being the development of the Integrated Emergency Management Plans which will also require 'publication'.

9. **Equalities Implications**

No specific equality implications for this interim policy.

10. **Next Steps**

If the Shadow Authority is minded to agree the interim civil contingency policy and its approach, the civil contingencies workstream will continue to develop the associated Integrated Emergency Management Plan, design procedures for the new Crisis Management Team when in post, arrange training, develop an exercise/ scenario and go on to confirm associated business continuity requirements are met.

Background Papers	None other than referred to in this report

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Delivering the new
BUCKINGHAMSHIRE COUNCIL

Interim
Civil Contingencies Policy

Authors:
Civil Contingencies Workstream

Version 1.0

1.0 Introduction

The new Shadow Authority is required to prepare, approve and publish certain emergency and civil contingency plans before Vesting Day (1 April 2020).

This overarching policy sets out how this legal obligation will be met prior to Vesting Day and clarifies the plans that are required subsequently once the new Council is operating.

2.0 Legal Obligations

2.1   The Local Government (Structural Changes) (Transitional Arrangements) (No.2) Regulations 2008 require, in regulation 11 that 4 statutory plans must be prepared and in place for the whole of the new unitary area before 1 April 2020 and they relate to emergency planning matters.

2.2   These are:

- Emergency and business continuity plans under Section 2(1) (c) and (d) of the Civil Contingencies Act 2004 ("CCA")
- Off-site emergency plans under Regulation 10 of the Control of Major Accident Hazards Regulations 1999 [Replaced by 2015 Regulations] – Only if there is a relevant site within the Council's area.
- Off-site emergency plans under Regulation 9 of the Radiation (Emergency Preparedness and Public Information) Regulations 2001 - Only if there is a relevant site within the Council's area.
- The plan prepared under Regulation 25 of the Pipeline Safety Regulations 1996 (emergency plans in case of major accidents)

2.3   Once these plans have been approved or reviewed/ revised, the Shadow Authority must publish the full plan (or such part of the plan) as the Authority considers necessary or desirable, for the purpose of: preventing an emergency and/or reducing, controlling or mitigating the effects of an emergency, or enabling other action to be taken in connection with an emergency.

2.4   The current councils are defined as Category One Responders in the CCA and have duties under it to "maintain plans for the purpose of ensuring that if an emergency occurs or is likely to occur the person or body is able to perform his or its functions so far as necessary or desirable for the purpose of: preventing the emergency, reducing, controlling or mitigating its effects, or taking other action in connection with it". The CCA also requires councils to maintain plans to ensure that they and those organisations delivering services on their behalf (i.e. contracted-out services), can continue to exercise all their functions in the event of an emergency so far as is reasonably practicable. These plans remain in force until Vesting Day.

2.5   The new Buckinghamshire Council will be defined as a Category One Responder and must comply with the following duties in the CCA:

a) To co-operate with other Category One and Two Responders.
b) To share information with other Category One and Two Responders.
c) To undertake risk assessment as part of the Local Resilience Forum and share the information about risks to the public.
d) To develop emergency plans.
e) To communicate with the public in the event of an emergency.
f) To develop Business Continuity Plans (BCPs).
g) To advise and assist local businesses and voluntary organisations through the promotion of BCM.

2.6 Whilst the CCA contains the principal legal obligations for the new council in relation to Civil Contingencies, the following legislation also applies and places duties/obligations on it:

a) Control of Major Accident Hazards Regulations 1999 (COMAH)
b) Ionising Radiation Regulations 2017 (IRR17)
c) Radiation Emergency Preparedness and Public Information Regulations 2019 (REPPIR)
d) Pipeline Safety Regulations 1996 (PSR)
e) Floods & Water Act 2010
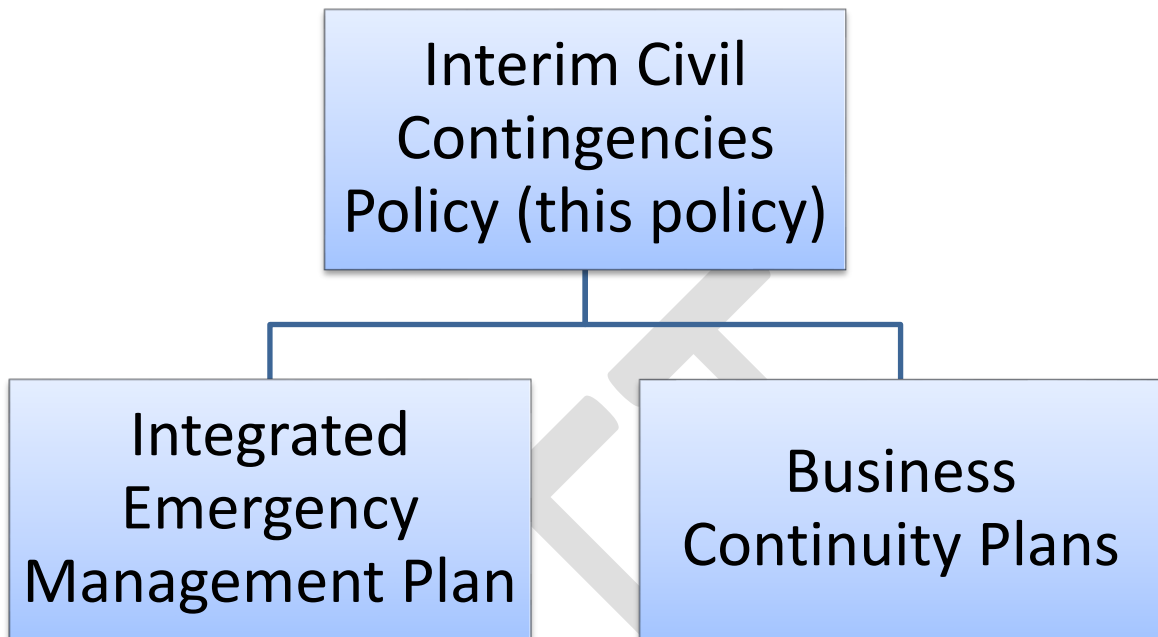f) Public Health Act 1984
g) Coroner's Act 2009

3.0 Accountability / Governance

3.1 Until Vesting Day, existing CCA compliant plans and governance structures for emergency planning and civil contingencies within Buckinghamshire will apply. Individual councils are responsible for ensuring that their organisation meets the requirements of the CCA. This already involves close working between the emergency planning and civil contingencies teams at each of the current Councils and other First and Second Tier Responders. This seeks to ensure there is no reduction in capability or resources to respond to an emergency situation during the transitional period.

3.2 Proposals for the Governance structures required to support emergency planning and civil contingency work in the new council are being developed.

4.0 Framework Arrangements

This policy will inform and support the development of the other key plans required.

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┌─────────────────────────────┐
│        Interim Civil        │
│       Contingencies         │
│    Policy (this policy)     │
└─────────────────────────────┘
            │
      ┌─────┴─────┐
┌───────────────┐   ┌───────────────┐
│   Integrated  │   │   Business    │
│   Emergency   │   │  Continuity   │
│ Management Plan│   │     Plans     │
└───────────────┘   └───────────────┘
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5.0 Integrated Emergency Management (IEM) Principles

5.1   The over-riding purpose of IEM activities is to ensure that the existing Councils and after Vesting Day, Buckinghamshire Council can respond to an incident or emergency affecting the Buckinghamshire Community either individually or as part of a multi-agency response.

5.2   IEM arrangements need to be compliant with a hierarchy of controls which include:

a) Legislation as identified in section 2 above.
b) "Emergency Planning & Preparedness" and "Emergency Response & Recovery" – statutory and non-statutory guidance respectively, provided by the Cabinet Office.
c) National Capabilities Guidance as shared by the Civil Contingencies Secretariat or other National department.
d) Thames Valley Local Resilience Forum (TVLRF) strategic and tactical plans and guidance.
e) The Joint Emergency Services Interoperability Principles (JESIP).
f) Best practice and identified learning from incidents or emergencies.

5.3   The primary document that details the response to an emergency is the Emergency Plan. Each of the current Councils have an Emergency Plan in place which will

continue until Vesting Day. For the period from Vesting Day until 1 April 2021, or until the Council's structures are finalised, an Interim Emergency Plan (IEP) is proposed.

5.4 Having regard for the formal definition of 'emergency', the IEP will detail the response to any incident, major incident or emergency that affects the Community and for which Buckinghamshire Council is required to respond. To this end, the IEP will be flexible and scalable to suit the incident or emergency.

5.5 The IEP will detail the generic response of the Council to incidents or emergencies based on an all-hazards approach using information from the TVLRF's Community Risk Register.

5.6 Where necessary and appropriate, specific hazard / threat based plans ("subordinate plans") will be required and prepared. These will, as far as reasonably practicable, reflect the generic command, control, coordination and communication (C4) framework as laid out in the IEP.

5.7 The IEP will include corporate Business Continuity Management (BCM) invocation and command and control arrangements, negating the need for a separate corporate Business Continuity Plan (BCP) prior to Vesting Day. Business Units will still be required to have their own BCM arrangements.

5.8 When undertaking emergency planning, special regard will be made to the vulnerable.

6.0 Business Continuity Management (BCM) principles

6.1 Current Councils' BCM programmes will remain in place until Vesting Day. The current Councils will ensure that individual BCPs derived from these pre-existing BCM programmes are in place and adapted to ensure that they are compatible with the IEP.

6.2 Implementing the Structural Change Order should be considered a 'Priority activity' in relation to BCM. To that end, all work-streams should ensure that they have considered which critical elements they will need to continue and how they will be managed. Measures should be put in place to achieve these.

6.3 Where the implementation of the Structural Change Order creates a new 'Priority activity' that will need to be 'live' from Vesting Day, the work stream should ensure that appropriate BCM arrangements are in place to ensure that it can be continued in the event of a disruption to normal service delivery.

6.4 An Interim BCM programme will be developed to identify how BCM will be implemented and maintained throughout Buckinghamshire Council. This will be

valid from 1 April 2020 until 31 March 2021 while the new Council structures are finalised.

6.5   The Interim BCM programme will be aligned to the International Standard, ISO22301 (2012) and satisfy the Council's compliance with the CCA and subsequent regulations and statutory guidance. This will be a cyclical programme that reflects the current, organisation, structure and legislative responsibilities of the Council.

6.6   The Interim BCM Programme will cover all Council functions at all levels as well as those functions that have been subcontracted to external suppliers, where the overall legal responsibility remains with the Council.

6.7   A BCM software system is being procured in 2019. It is expected that this will provide the basis of the future BCM Programme for Buckinghamshire Council.

6.8   Contracted Service Providers are required to provide evidence to their contracting Council Service that they have effective Business Continuity Plans (BCPs) that will ensure the continuation of the contracted service in the event of a disruption to the subcontractor or supplier, even if they are responding to an emergency.

6.9   Currently and after Vesting Day, Council Contract Managers are responsible for ensuring that their Service Providers can continue to deliver all their critical activities, including those contracted out by the Council, to a satisfactory level.

7.0 Monitoring and Reporting

7.1   Prior to Vesting Day, monitoring will be undertaken through the current Councils' arrangements and the Shadow Authority arrangements (i.e. Resources Board and Shadow Authority Executive).

7.2   Post Vesting day, monitoring will be via the structure and arrangements of the new Council.

8.0 Multi-Agency Working

8.1   The current Councils already undertake a significant amount of multi-agency working to meet their CCA obligations. The separate teams currently work in close partnership with each other and local stakeholders to deliver incident response and training opportunities.

8.2   The Buckinghamshire Council will continue to support and work alongside these multi-agency partners and will attend and participate in the following:

- Thames Valley Local Resilience Forum
- Thames Valley Local Health Resilience Partnership
- Buckinghamshire Resilience Group

- Buckinghamshire & Milton Keynes Volunteer Resilience Committee

9.0 Major Incident Management

9.1 In the event of a major incident prior to Vesting Day, the current Councils' incident management arrangements will be invoked and used.

9.2 Post Vesting Day, new arrangements (including a Crisis Management Team of senior officers to provide strategic direction) will be developed and detailed in the IEP.

10.0 Role of Members

10.1 Although councillors are not involved in the operational response to a major incident they do have a leadership role to play that includes:

- *Political leadership*; ensuring that the council is meeting its obligations under CCA, in terms of preparing for and responding to emergencies.
- *Civic leadership*; providing a focal point for the local area during an emergency situation.
- *Community leadership*; helping to increase community resilience, and supporting communities' emergency responses and through the period of recovery.

11.0 Training and Exercising

11.1 Until Vesting Day, existing training arrangements from current Councils will apply.

11.2 As part of the civil contingencies workstream, opportunities for shared training, exercising and skills development are also being developed.

12.0 Competencies

12.1 Until Vesting Day, existing requirements from current Councils will apply.

12.2 Future Competency arrangements will be developed following Vesting Day.

13.0 Policy Approval and Review

13.1 This interim policy is valid from approval and will be reviewed and revised by 31 March 2021.

13.2 Plans approved by the Shadow Authority automatically carry forward to the new Council after 1 April 2020 under Regulations 11(8) and 31(3)

Appendix 1
Definition of an Emergency, Major Incident and Incident

An 'Emergency' in the context of the Civil Contingencies Act is defined by Guidance[1] as:

"An event or situation which threatens serious damage to human welfare in a place in the UK, the environment of a place in the UK, or war or terrorism which threatens serious damage to the security of the UK".

The threat to human welfare is an emergency only if it involves, causes or may cause[2]:

- Loss of human life,
- Human illness or injury,
- Homelessness,
- Damage to property,
- Disruption of a supply of money, food, water, energy or fuel,
- Disruption of a system of communication,
- Disruption of facilities for transport, or
- Disruption of services relating to health"

Further descriptions are used by Central Government[3] to explain their varying levels of involvement in an emergency (i.e. emergencies on a greater scale / requiring higher levels of coordination). These include:

- Significant emergency (level 1)
- Serious emergency (level 2)
- Catastrophic emergency (level 3)

Major Incident

The Emergency Services continue to use the expression, 'Major Incident', which is defined as:

- *"An event or situation, with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies".*

Incident

An incident is an unplanned event that has an impact on the Council or the community. Not all incidents are emergencies in accordance with the legal definition however there may still be a requirement to respond to incidents.

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[1] Emergency Preparedness (2005). HM Government.
[2] CCA Part 1, s1(2)
[3] Responding to Emergencies. The UK Central Government Response. Concept of Operations. March 2010

Appendix 2 – Ensuring Consistency in Business Continuity Management (BCM) arrangements

Overview

1. In order to support the review and revision of BCM arrangements and BCPs in a consistent and integrated way in time for Vesting Day, the following strategic information is necessary:

   a. Consistent identification of "priority activities"
   b. Consistent identification of business continuity planning assumptions
   c. An agreed invocation process – this will be included in the Interim Emergency Plan.
   d. An agreed incident (tactical) and crisis (strategic) management structure - this will be included in the Interim Emergency Plan.

Activities – definitions

1. "Core Activities" are all activities that are delivered on a routine basis.
2. "Priority Activities" are those critical activities that are essential to the organisation and are those activities that MUST be continued in accordance with the BCM duty of the CCA.

Strategic Criteria to identify Priority Activities

Priority activities, which must be continued within identified timeframes to identified levels, and for which there must be BCM arrangements and specifically BCPs, are:
• Line management and communication with staff.
• Any activity relating to emergency response.
• Any high level / high value contracts.
• Any activity that is a critical interdependency for another prioritised activity.
• Any activity with an assessed 'intolerable' impact on the organisation in the event of a loss.
• Any activity with an assessed 'high' impact on the organisation in the event of a loss and an RTO of up to a week.
• Any activity with an assessed 'high' impact on the organisation in the event of a loss and an MTPD / MAO of up to two weeks.
• Any activity that a Service Director determines should be considered 'critical'.

Business Continuity Planning Assumptions

In order to ensure that consistent BCM is undertaken, BCM planners should consider how their Priority Activity will be continued in the event of the following:
1. Loss of staff (both temporary and permanent): Reasonable Worst Case Scenario (RWCS) for temporary absence of staff – up to 35% over a 2-3 week period.

2. Denial of site or geographical area: to include temporary loss for up to a week as well as medium to long-term loss of premises.

3. Loss of mains electricity: RWCS – complete loss of electricity across the UK for up to 5 days. Significant secondary consequences across the country.

4. Disruption to transport: RWCS – no local rail / air transport for 24 hours with 4 days of disruption; road disruption up to 7 days.

5. Loss of mains water and sewerage: no water for 3 days with 3 further days of disruption; denial of water in one locality for up to 7 days.

6. Loss of availability of oil and fuel: disruption for up to 10 days, without support from Central Government.

7. Loss of gas: short term loss to localities, restored within 3 days. Some impact on electricity supply.

8. Loss of electronic communications: loss of public telecoms for up to 5 days; loss of landline / dependent systems for up to 3 days affecting a local area (approx. 100k).

9. Loss of Information Technology (IT): loss of all server related folders, apps including website / email for up to 7 days. Permanent loss of hardware (e.g. from a fire).

10. Loss of access to clients / customers / service users / service providers.

Delivering the new
BUCKINGHAMSHIRE COUNCIL

Report for:	**BUCKINGHAMSHIRE SHADOW EXECUTIVE**
Meeting Date:	8 October 2019

Title of Report:	**Implementation Plan Update**
Responsible Officer or Relevant Member:	Rachael Shimmin, Interim Head of Paid Service, Chief Executive Buckinghamshire Council, Chief Executive Buckinghamshire County Council
Officer Contact:	Roger Goodes, Programme Manager
Recommendations:	**The Shadow Executive are asked to note the update to the Implementation Plan.**
Corporate Implications:	No Corporate Implications from this report – although any issues that arise from implementation plan will be managed as work progresses.

1. **Background**

   1.1 The Shadow Executive agreed the Implementation Plan at their meeting on 9th July 2019.

   1.2 The Plan has now been updated with the Shadow Executive Portfolio Holders that have recently been appointed and the list of critical 'must have' deliverables which have been identified by the programme.

   1.3 The updated Plan is attached at Appendix 1.

2. **Shadow Executive Portfolio's**

   2.1 As the transition programme gains momentum, there is a growing need to move to a more formalised and consistent arrangement for involving Shadow Executive Members in developing and owning detailed elements of the programme. At the Shadow Executive meeting on 10th September 2019 the Leader confirmed the appointment of Shadow Executive Portfolio Holders for the following portfolio's:

   - Childrens
   - Education
   - Adult Social Care
   - Health & Culture
   - Resources
   - Communities

- Transport
- Planning
- Environment

2.2 It is proposed that the role includes:

- Overseeing those elements of the implementation plan that impact upon the shadow portfolio's services
- Signing off relevant reports produced by officers for consideration by the informal and formal Shadow Executive
- Presenting those reports in meetings of the Shadow Executive (with officer support as appropriate)
- Being the lead member / sponsor for items within the scrutiny process that originate from the shadow portfolio.
- Leading member engagement events in relation to the shadow portfolio's areas of business,

2.3 A substantial part of the role will be in relation to the budget process. Shadow Portfolio Holders would be responsible for working with senior officers to:

- Develop and propose the overall strategy, budget and policy arrangements within their shadow portfolio areas for Buckinghamshire Council.
- Agree a schedule of proposed changes to the existing amalgamated Medium Term Financial Plans including the incorporation of planned unitary savings.
- Ensure that proposals made by their Shadow Portfolio are aligned to the emerging corporate strategy, will stand up to robust challenge, and have fully considered all financial and non-financial implications (including Equalities).
- Ensure that there is proper opportunity for the scrutiny of the budget for the Portfolio including appearing before Overview and Scrutiny Committee to answer questions on the draft budget proposals (and Equality Impact Assessments).
- Deliver political ownership of the proposed budget and the changes included within it, and ensuring that officers are held to account for developing robust plans to deliver the required level of service / activity within the budget proposed.

2.4 In each case, a Deputy Portfolio Holder has been appointed to would work alongside the Shadow Portfolio Holder, with the two working flexibly and covering for each other as needed.

2.5 It is important to recognise that the remit of these Shadow Portfolio roles only applies to the transition programme; existing cabinet members in each council retain their current responsibilities for business as usual activity, and where appropriate statutory responsibilities, until Vesting Day. There will however need to be close liaison between them.

2.6 Details of the appointments are listed below:

| Shadow Portfolio	Scope	Shadow Portfolio Holder	Deputy Portfolio Holder
Leader	• Economic Development • Strategic infrastructure • Localism • Policy, Comms & Dem Services	Martin Tett	Steve Bowles
Deputy Leader & Resources	• Customer & Digital • IT • Finance, including Revs & Bens • HR • Property & Assets	Katrina Wood	John Chilver
Health & Culture	• Culture • Sport & Leisure • Health Partnerships • Public Health	Gareth Williams	Patrick Hogan
Adult Social Care	• Safeguarding Older People • Mental Health • Physical Disability • Learning Disability	Angela Macpherson	David Martin
Children	• Safeguarding • Fostering & Adoption • Children with Disabilities • Children in Need • Early Help • Youth Provision	Warren Whyte	Liz Walsh
Education	• Education Improvement • Adult Learning & Skills • SEND • Early Years	Anita Cranmer	Tony Green
Communities	• Housing & Regulatory services • Homelessness • Trading Standards • Licencing • Registrars & Coroners • Voluntary & Community Sector	Isobel Darby	Dev Dhillon
Transport	• Highways • Integrated Transport • Parking • Strategic Flood Management • Rights of Way	Mark Shaw	Steve Broadbent
Planning	• Strategic Planning • Development Management • Affordable Housing	Nick Naylor	Clive Harriss

Shadow Portfolio	Scope	Shadow Portfolio Holder	Deputy Portfolio Holder
	delivery • Town Centre Regeneration		
Environment	• Environmental policy & Climate Change • Energy & Resources • NEP • Waste	Bill Chapple	Fred Wilson

3. 'Must Have' Deliverables

3.1 Following detailed work undertaken through the unitary programme workstreams a number of 'must have' deliverables have been identified in order to create the new Council for 1st April 2020.

3.2 The rationale as to why these are required varies and includes legal, reputational and business reasons. These have been challenged through the Programme Boards and Chief Executives Group and will remain under regular review.

3.3 In total 128 'must have' deliverables have been identified. Each has a number of critical milestones and detailed plans which underpin their delivery. Progress of the delivery of these will be monitored through the Programme Boards and Chief Executives Group with regular updates provided to the Shadow Executive.

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Buckinghamshire Council Implementation Plan
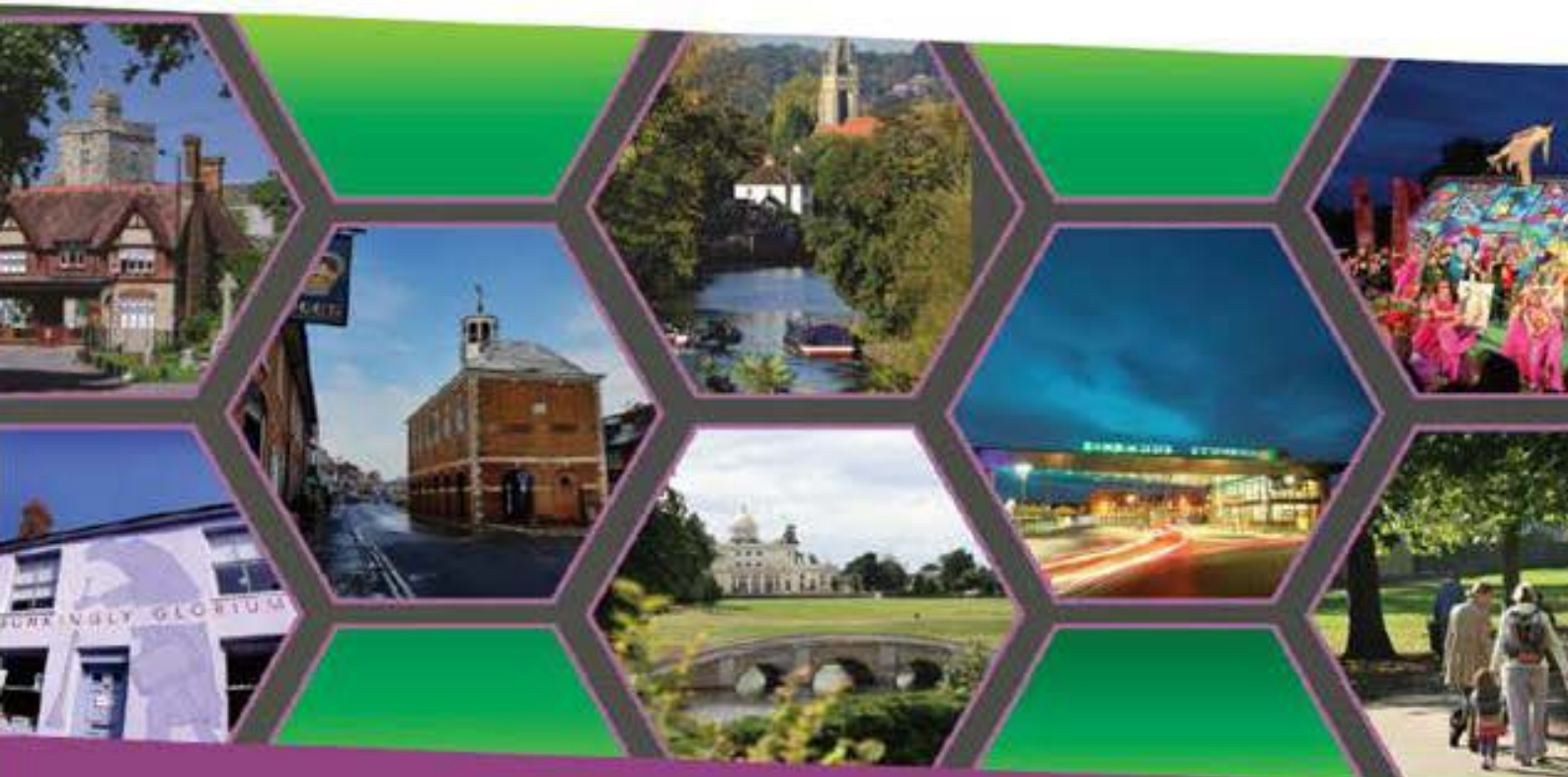
Introduction

1.   The Buckinghamshire Council unitary programme is designed to create:

"a new council that will be able to deliver high quality, sustainable local services to the people of Buckinghamshire and provide for effective leadership at both the strategic and most local level." (Rishi Sunak, 7 May 2019, Hansard)

2.   The business case "Modernising Local Government in Buckinghamshire" provides the high level context for the design of the new organisation, and the programme is required to have regard to this.

3.   In his letter of 1 November 2018 announcing the decision to establish a single unitary council, the Secretary of State also set out that he expects "the new unitary council, and in the meantime the existing councils, to actively engage with their local communities about the appropriate arrangements for civic representation for Towns and Parishes. I similarly expect the councils to promote and help support the development of neighbourhood plans, as I consider that these can be key building blocks for the successful implementation of change in Buckinghamshire."

4.   This document is intended to provide the framework within which the unitary programme will be further developed and implemented so that we successfully transition from existing structures to a new single unitary council on 1 April 2020.

5.   The document recognises that the significant service improvement work will take place following Vesting Day. In particular, once the new council is elected and the new senior management team is appointed, it will be important that the leadership of the new council are able to shape the culture and priorities of the new organisation, together with the integration of services, systems and processes. However, some decisions and choices will need to be made during the transitional period which will have longer term implications and so this document establishes a clear foundation on which to build that future transformation.

6.   Part A sets out the framework for the creation of the new council. Part B describes the detailed transitional arrangements which will be delivered in readiness for Vesting Day. Part C sets out the programme governance arrangements.

Part A - Creating Buckinghamshire Council

7. The purpose of the unitary transition programme is to establish a brand new, countywide single unitary council for Buckinghamshire, with its own vision, values, policies and processes that are rooted in the best of the legacy councils but that are also ambitious, forward looking, and fit for the future challenges facing Buckinghamshire.

Vision and Aims

8. The business case set out the following aims for the new council:

    - Strong, visible and accountable strategic leadership, speaking up with a single voice for Buckinghamshire on behalf of residents, business and partners;
    - Local communities empowered to shape their own future, with improved involvement of local people in the choices that affect them;
    - Services that are simple to access, efficiently delivered, and meet the needs of residents, communities and businesses, with faster, leaner decision making;
    - Significant cost savings delivered and invested in priority outcomes, adding value for both Council and Business Rate Tax payers; appropriate commercial activities developed to reduce the need for grant and taxpayer funding.

9. The business case also outlined a series of ambitions:

    - Provide a **new form of civic leadership** fit for *the future; redefining* the role of the public sector **from one of control and top down** dialogue to one of **enabling and facilitating** initiative, innovation and ambition.

    - **Our ambition is a high-quality customer experience** …. *We will take* a **customer focused** approach *and* deliver a **single point of contact** … for residents, businesses and town and parish councils.

    - A **shared ambition to make Buckinghamshire a great place for all children and young people** to live, be safe, to learn and achieve successful and fulfilled lives.

    - The creation of a new, county-wide single unitary council would provide a unique opportunity to **introduce a modern business model**, at the heart of a broader integrated system of public service delivery in Buckinghamshire.

    - Through service integration and transformation there is an opportunity to **design (new) digital processes to achieve 24/7 access.**

3

- The development of a brand new county-wide unitary council provides an exciting opportunity to design **a new localism model**.

- Key to the success of the new council would be its ability to **retain skilled, specialist staff** from the five organisations **and actively engage them in shaping a new culture for a new organisation.**

10. These will need to be reviewed by Members during the transition year to ensure they reflect their ambition for the new council. These will also need to feed into the work to develop the strategic plan and performance framework for the new council, which will also inform the budget setting process.

Design Principles

11. Creating the new unitary council is a complex programme of work with significant dependencies. To avoid duplication, and ensure that key workstreams are aligned, a set of core design principles will be developed with Members which set out a clear ambition about what sort of council we want to build. A suggestion of what these could include has been developed for discussion.

12. These principles can then underpin work on vision, values, branding, strategies, people, systems and processes. The draft set of design principles developed for discussion are below and draw upon the ambition in the business case:

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Member Led
We will be an organisation where elected Members establish the strategic priorities and work collaboratively with officers to deliver these. We will have effective governance and management arrangements to underpin this.
Customer and Service User Focused
Services and processes will be co-designed with employees, customers, service users and communities around their needs, making the best use of existing and emerging technology as appropriate. We will place our customers at the heart of what we do. We will provide excellent digital channels whilst also ensuring that telephone and face to face access is provided for our most vulnerable residents and those who are digitally excluded.
Locally Focused
We will be a council that thinks and acts locally, devolves local decision making where it is safe and cost effective and enables unitary councillors to take decisions in their local areas, alongside key partners, and develop local solutions to local issues. We will design services within a countywide framework, with local delivery tailored according to different local needs.
Externally Focused
A strong external perspective to understand what is best in class and take opportunities to achieve excellence for Buckinghamshire. We will build partnerships and relationships at regional and national levels and promote the interests of Buckinghamshire on the national stage.
Flexible Workforce and Culture
All employees are highly valued and our approach to people management will be empowering, collaborative and streamlined. We will encourage innovation and continuous improvement and minimise bureaucracy. We will have the culture, skills and systems to support mobile and flexible working.
Commercial Outlook
We will proactively seek opportunities to create value for residents and communities whilst reducing the dependency on the tax payer. We will seek to drive down costs, retain, dispose or acquire assets where appropriate to create a long term benefit and additional income for the council, and ensure income generation through trading, fees and charges, and levering in external finance are sufficient to enable the new authority to deliver its priorities and be in as strong a financial position as possible
Pragmatic Commissioner
Service delivery solutions will be evidence based and developed on a case by case basis to achieve best quality and value for money. We will commission some services where this is appropriate, to sit alongside our directly provided services.

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Working in Partnership
We will work in partnership and integrate services as appropriate to deliver benefits for residents, businesses and communities, enabling people to help themselves on occasion.

Values and Behaviours

13. The new council will need to develop its own distinct culture as it moves forward. This will be created over time through the development of shared values and behaviours which underpin systems, processes, strategies and structures.

14. A framework for the values and behaviours for the new council will be developed in the summer 2019 by Members, working with the new Chief Executive. This will build on the values and behaviours identified by Members for the appointment of the new CEO which include:

   - Inclusive/collaborative/consensual
   - Integrity/honesty/trust
   - Courage (not afraid to try new things)
   - Good judgement/knowledge – reliable/dependable
   - Respectful and engaging (listens)
   - Positivity and reassurance

15. The new council will be built and operate around a philosophy of 'Member Led', which will recognise the unique roles of elected Members and senior officers, a respectful model of co-production between elected Members and officers and a sense of collective endeavour.

Branding

16. The new branding will be key to setting the tone of the new council for all stakeholders and it will need to represent Members' vision for the new organisation. The team of in-house designers across the county and district councils will be developing options for the new branding for consideration by the Executive.   Once agreed, this will be rolled out across the key communication channels, and operational/transactional channels as appropriate. The aim will be to promote good awareness of the new brand whilst minimising costs as far as possible.   A pragmatic approach will be taken on what is rebranded for April 2020 including signage, assets and uniforms.

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Organisational Structure

17. Redesigning the functions of five separate councils into a new fit-for-purpose structure for the new Buckinghamshire Council will not only deliver savings but also provide the opportunity to drive efficiencies and improved resilience in services, as well as creating new career pathways to attract and retain key talent.

18. Key principles underpinning decisions on the organisational structure include:

     - Clarity for employees, partners, stakeholders and the public from 1 April 2020 about the structure of the council and the senior managerial leads.
     - An appropriate pay and reward strategy to ensure staff recruitment and retention.
     - Additional capacity within the first term of the council in order to: build a strong and competent organisation which not only delivers BAU services but undertakes service restructures, transformation and the roll out of new ways of working to ensure a one council approach to residents, building on the best of all councils and creating a unified and collaborative culture.

19. For all posts but particularly those with senior management and leadership responsibilities it is critically important that the new council has the right people at the right level doing the right things and behaving in the right way.

20. The senior management structure will be critical to the successful transition to the new council. The aim is to secure the appointment of the Chief Executive by July and the Corporate Management Team by October. These two tiers will both be subject to a national search, to ensure that elected Members are able to appoint the most able candidates for these key posts.

21. An internal process will be conducted for the appointment of Tier 3 posts, with a view to appointing this tier by Christmas. This process will allow for an external recruitment exercise to these posts if they are not filled internally.

22. Whilst the organisational structure will set out broad areas of alignment between Tier 3 posts and services, the detailed design of service level structures will follow at a later stage, to allow detailed discussions with senior managers once appointed.

23. Where staff are appointed to new roles, they will be appointed on new terms and conditions. Otherwise, all staff will transfer to the new council on their existing terms and conditions.

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Transition and Transformation

24. The programme is being developed in two distinct phases:
    - Transition – May 2019 – May 2020
    - Transformation / Service Improvements – May 2020 – May 2022

25. During transition, our key priorities are:

    - Business and service continuity for the public, partners, suppliers, stakeholders and business, with ongoing effective operation of existing systems, processes and contracts.
    - Retention and engagement of employees, with clarity of line management for staff.
    - The election to the new council in May 2020, comprehensive Member induction programme and formation of cabinet and relevant committees.
    - Engagement of key stakeholders in the design of the new unitary council.
    - The right conditions to be in place to undertake the transformational activity that will be required post Vesting Day in relation to services.
    - Building clarity for Members and employees on what type of organisation the new council will be, including the working environment, expectations on behaviours and the priorities over the coming years.

26. Whilst there may be a clear business need to integrate some teams from Vesting Day, the realisation of benefits through harmonising teams, systems, policies and contracts, will be phased over time to ensure that Buckinghamshire Council is able to lay strong foundations for future success.

27. Once the new council moves into the transformation phase, the new Corporate Management Team (CMT) will be responsible for developing and implementing detailed transformation plans that fully achieve the benefits and savings associated with service integration, creating cohesive teams and bringing to life the vision, culture and values of the new organisation.

28. The new council will inherit a mixed approach to service delivery, directly providing some services in house (particularly where there is a statutory responsibility) and commissioning others from a range of public, private and voluntary sector providers. There are also many examples of partnership working covering a wide variety of services. During the transformation phase, all service delivery arrangements across the new council will be reviewed to identify the optimum model of delivery which not only achieves savings but also maximises innovation in service delivery, digital opportunities, customer improvements and effective organisational development.

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Programme Principles

29.   The following principles underpin the transition programme:

- A need to work together to successfully deliver a single unitary council for Buckinghamshire from April 2020.
- A desire to build positive and collaborative relationships between individuals across councils in advance of vesting day to help create the right conditions for a strong mutually supportive organisation in 2020.
- An acknowledgement that different perspectives will be heard and considered before final decisions are made.
- A need to ensure distributive leadership across all organisations and a range of services.
- Recognition of the skills, experience and knowledge that all colleagues bring to transition.
- A need to ensure programme management arrangements for transition with the delivery of specific pieces of work that are clear and unambiguous.
- A need to clearly identify tasks associated with transition and separately pieces of work / activities for post vesting day for discussion with the CMT of the new council and elected Members.
- A need to ensure that we import the best of each council into the new organisation recognising the strengths and capabilities of individual councils, services, staff and managers and considering scaling up of best practice wherever possible.
- A recognition that specific aspects of unitisation will require detailed discussion and political debate e.g. localism / locality arrangements.

Member Engagement

30.   Member engagement will be at the forefront of the transition programme. Whilst the Shadow Executive is responsible for overseeing the creation of the new Buckinghamshire Council, Members from across the five councils will be involved in a number of different ways.

31.   A comprehensive Member Engagement programme will be established which will ensure Members have a good understanding of all the functions of the new organisation, and also have the opportunity to help shape the new Council.

32.   Specific Task and Finish groups will be established for elected Members to look in detail at specific issues and help identify suitable outcomes.

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33. The Shadow Authority will be responsible for setting the budget for the new Council.

Key Deliverables on Vesting Day

34. The following outline the key deliverables which will be delivered by the programme by 1 April 2020:

- Appointment of chief executive and senior leadership team.
- Transfer of staff, contracts, assets and liabilities to the new authority.
- Terms and conditions of employment and reward framework for new roles.
- The vision, culture and values for the new council.
- Branding for the new council.
- Strategic Plan and corporate KPI suite.
- Communications and Engagement Strategy and channels for the new council.
- Financial strategy and budget for 2020/21.
- Single register of fees and charges for services, with alignment as appropriate.
- Single contract register with a plan for the alignment of contracts as appropriate.
- Internal Audit Plan, Audit Charter and Risk Strategy.
- Arrangements to ensure that all employees, suppliers and contractors are paid correctly and revenues collected in a timely manner.
- 2020 Election.
- New council constitution, financial regulations and contract standing orders.
- Induction, support and engagement arrangements for unitary councillors.
- Transfer of Civic and Ceremonial functions.
- New 'shop window' for customers for Vesting Day, including a single telephone number and website.
- Accessible and secure ICT systems on vesting day, allowing the organisation to operate as a new authority, including new email addresses and continuity of line of business systems.
- Interim solution for Finance & HR systems for Vesting Day, and specification for future requirements.
- Interim HQ accommodation.
- Information governance structure that is GDPR compliant and protects customers' data.
- An emergency management process and emergency response plan.
- Policy framework, with new policies and procedures as appropriate.
- Localism Strategy for the new council.
- Devolution Process for the new council.
- Parish and Town Council liaison arrangements.
- Single staff telephone directory.
- Arrangements for local/strategic regulatory committees.

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- Local Access to services designed and ready to be delivered.
- Strategic Partnership arrangements for Buckinghamshire Council.
- Single programme of major capital projects.
- Economic development delivery arrangements.
- Transfer of Development & Regeneration Companies.
- All regulatory requirements for services established.
- Separate awareness/engagement programmes for Members and staff.

35. A more detailed breakdown of the 'must have' deliverables and the workstreams that will be delivering them can be found at Appendix A of his document.

36. A high level milestone plan has been developed, which is underpinned by detailed project management plans for each board and workstream.

37. These plans will be monitored through the programme governance outlined in Part C below of this plan. As part of this governance, Forward Work Plans have been developed for the Shadow Executive including the published 28 day Statutory Plan.

PART B – TRANSITIONAL ARRANGEMENTS

Employees

38. The extent, to which employees will be directly impacted by changes, and the timing of the impact, will vary considerably across the workforce. Employee engagement is a key feature of the transition programme, and specific opportunities will be made available to assist staff in preparing for future opportunities in the new organisation.

39. On 1 April 2020, the majority of staff will continue working in their current role in their current location. Most staff can expect to have the same:

   - Office location.
   - Desk.
   - Car parking.
   - Phone number.
   - IT devices and service based systems and applications.
   - Terms and conditions.
   - Line manager.

40. There will be minimal or no changes for schools based on staff who are current BCC employees.

41. A new Terms and Conditions and Reward framework will be in place for Day 1 that has been consulted with Trade Unions and Employee representatives, for new roles in Buckinghamshire Council.

42. Key visible changes on Vesting Day will include:

   - New email address.
   - Whole organisation phone directory in place.
   - Shared access to council offices and networks.
   - A single universal pay date and payroll.
   - Internal communications.
   - A single universal Employee Wellbeing and Support offer for all staff.
   - Budget management.
   - Branding.
   - A single and universal employee knowledge management portal to access:

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- Digital service desk queries.
- All of the legacy council terms and conditions, and the new terms and conditions and reward framework for the new Buckinghamshire Council.
- Jobs and opportunities.
- Benefits and well-being provision.
- Buckinghamshire Council Performance management processes.
- Learning and Development provision.
- Personnel processing systems e.g. expense claims.

43. The new council will operate from a range of different locations across the county. It is proposed that a single location will be identified for a small corporate HQ team, with meeting room accommodation for elected Members. A small number of staff may move and be based from different office locations on or around 1 April. Where this is the case, there will be a consultation period for staff.

44. Flexible working spaces will be provided in different locations, and staff will be able to work remotely from any Buckinghamshire Council offices, with their manager's approval. They will have swipe cards to access offices and be able to use the network and printing facilities, as well as relevant business systems / IT applications.

Members

45. Buckinghamshire Council will have 147 Members in May 2020. A key priority for the new council will be to support the unitary councillors to ensure that they have the capacity and capability to carry out their community leadership role.

46. Some of the challenges for Members will include:

- Understanding the full breadth of services that will be delivered by the new council.
- Considering how best to operate in three member wards.
- Determining how local Members can work effectively to respond to the needs and ambitions of their local communities whilst also playing a role in the development of the strategic framework of the new council.

Role of Members

47. The constitution will establish the governance framework within which all councillors will operate. This will set out the committees and scrutiny arrangements which will be implemented by the new council, together with the Code of Conduct for Members. Guidance will also be provided on effective

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Member/Officer relationships and ways of working, linked to the values and behaviours established for the new organisation.

Supporting local Members

48. To support all Members to fulfil their roles effectively, the following arrangements will be developed:

- **Training and Development** – an induction programme for Members of the new council with training and development opportunities, will be delivered in a variety of venues around the county, together with on-line resources;
- **Engagement** – opportunities for direct Member input into the design of the new council through a series of task and finish groups and workshops to support the programme objectives. This will be supplemented by regular newsletter to keep Members abreast of developments and key meeting dates, together with a programme of briefing sessions;
- **Accommodation** - Executive and Committee meetings will be held in a variety of venues around the county. It is proposed that a single location will be identified for meetings of the full council, and that all Members will be able to access drop-in office facilities and parking in each of these locations:

  - Amersham
  - Aylesbury
  - Denham
  - High Wycombe

- **IT equipment** – the ambition is to provide all Members with access to a common set of devices. All council meeting papers will be published on mod.gov, with no paper copies produced. Appropriate support and training will be available;
- **Officer support –** all Members will be provided with contact details for officers who will provide them with administrative assistance, digital and ICT support, and signposting on case work issues.

Boundary review

49. During the first term of the new council, it is anticipated that a Boundary Commission Review will be undertaken to review the current arrangements and move to fewer, single member wards which reflect the changing nature of communities during a period of significant growth for the county.

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Customers

50.   People who use our services will be at the heart of the new Buckinghamshire Council and the new systems and processes need to be designed to deliver best in class customer service.

51.   Key objectives underpinning the customer strategy are:

- Access to services through cost effective channels that suit customer needs.
- Digital by choice, not by default.
- Telephone and face to face service for our most vulnerable residents and those who are digitally excluded.
- Creating conditions to enable us to join up channels with local public sector partners in the future.
- Improved customer outcomes based on knowledge about customer requirements.
- Ensuring service continuity on vesting day.
- Outstanding customer experience and consistency across all channels.
- Ensure our customers' data is protected and secure.
- Change from a reactive service to proactively engaging our customers.
- Create a culture of customer accountability.
- Involve customers in service design and decision making.

52.   The overarching approach during transition is to deliver an interim solution in place for Vesting Day which will be branded as the new council, which overlays existing systems and processes. In parallel, we will develop the longer term transformational plan to establish a new customer infrastructure, by April 2021.

The following tables set out the plans for each of the key channels:

Website

On Vesting Day	Post Vesting Day
• An accessible website for the new council that works on any device or browser, branded with the new branding. • Webchat will be available on the pages of the new website. • Existing websites will continue to be in place and pages will be rebranded to sit behind the new website.	• Development of single new website (12-18 months). • Webchat and AI on all pages, extended to 24/7.

Telephone access

On Vesting Day	Post Vesting Day
• A single new telephone number for customer access (in addition to the existing numbers that people currently use). • Telephone number published on the new website. • Customer service staff able to handle straightforward enquiries and refer to all services as needed. • 24/7 access will be provided for emergency contacts and out of hours services.	• Migration of all existing numbers to a new telephony service.

Face to face access

On Vesting Day	Post Vesting Day
• A network of access points across the county, based on the existing face to face access points already provided by each of the predecessor councils. • Customer service staff in each of these locations will be trained to handle FAQs and signpost customers for all of the unitary council's services. • Consistent opening hours across each of the access points.	• A network of One Stop Shop access points in well located and accessible buildings, using existing offices, libraries and partner facilities. • Over time, there will be some rationalisation of accommodation and alignment with redesigned service delivery arrangements.

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On Vesting Day	*Post Vesting Day*
• Single customer service standards and complaints policy.	• All customer facing processes will be reviewed and re-engineered as appropriate to ensure that customer access meets expectations of the new council.

My Account

On Vesting Day	*Post Vesting Day*
• My Account will remain in place but with new branding; customers will link to the relevant transactions and online services through the website.	• Single My Account.

Payment channels

On Vesting Day	*Post Vesting Day*
• Existing payment channels maintained but rebranded for the unitary council.	• Single e-commerce platform.

Locality Working

53. A new localism model will be developed which builds on the experience of the five councils to date and provides the critical link between strategic decision making by the unitary council and local decision making by unitary councillors, Town and Parish Councils and partners. The localism model will need to ensure that the unitary council is accessible to communities and that town and parish councils and residents are able to find answers to service issues close to home. The key building blocks of the localism framework will include:

- Community Boards – structures which enable unitary councillors to make decisions on very local issues alongside key partners. Existing statutory partnership arrangements will be retained.
- Local access to services – contact points in local communities where residents can access council services and be signposted to information.
- Voluntary devolution to Town and Parish Councils – providing opportunities for Town and Parish Councils to play an enhanced role in local service delivery.

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54. The detailed operation of these three building blocks will be designed with key stakeholders in advance of Vesting Day.

Partnership Working

55. Strong collaboration by the new council with public, private and voluntary sectors - at both strategic and local levels - will be essential for meeting the future needs of Buckinghamshire.

56. A framework for regular liaison and engagement with key groups, such as businesses and the voluntary and community sector, at a strategic countywide level will be developed in advance of Vesting Day. Arrangements for partnership structures for Buckinghamshire will also be developed.

57. Existing statutory partnerships arrangements will be retained and where possible strengthened. Examples include the NHS and mental health services where strong working relationships deliver a range of services within the social services area, health and wellbeing, housing and rough sleeping. Similarly with the Thames Valley Police and the probation services on issues like crime, keeping our residents safe, community relations, rehabilitation and housing ex-offenders.

58. Members during the transition period will have the opportunity to help shape the plans for Partnership working.

Financial Strategy

59. The new authority requires a robust and legally compliant budget, including the process of setting Council Tax, for the financial year 2020/21. This needs to be formally agreed in advance of Vesting Day as the development and approval of this budget will fall under the remit of the Shadow Authority.

60. The following issues give rise to uncertainty in the future funding envelope for the new council:

   - The 2019 Comprehensive Spending Review, which will define the quantum of resource to be allocated across Local government. This may only be a 1-year settlement.
   - The Fair Funding Review, which will revise the mechanism by which the quantum of funding allocated to Local Government, is distributed across individual authorities.
   - The implementation of 75% Business Rates Retention, which will see a full reset of retained growth in 2020.
   - The future of the New Homes Bonus.
   - The Green Paper on Social Care, which is likely to impact on both the funding and statutory responsibilities in relation to Social Care in the future.
   - The impact of Brexit on key funding strands of Council Tax and Business Rates and Commercial Development and Income.

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61. The new council's Medium Term Financial Plan will be agreed for a minimum of 3 years and built around the following principles:

- A balanced and robust budget is prepared and agreed to statutory deadlines.
- The financial plan is fully aligned to the Strategic/Corporate Plan/Statutory Responsibilities and underpinned by the development of operational plans.
- Available resources are reviewed, funding assumptions and existing savings plans are challenged and agreed at an appropriate level, and planning is based on such assumptions.
- Unavoidable pressures are suitably identified in the planning stage and accounted for in the initial modelling to manage financial resilience and meet foreseen demands.
- Proposals for review and change have clearly identified and accountable owners, both at a political and an officer level, who are accountable for proposing them and subsequently delivering them.
- Proposals are checked and challenged at regular intervals by appropriate member and officer group.
- Public consultation with key stakeholder groups is undertaken.
- The Shadow Authority has appropriate scrutiny of the budget including the role of a Shadow Overview and Scrutiny Committee as set out in the proposed shadow constitution.

62. Early decisions will need to be taken by the Shadow Executive about the equalisation of Council Tax across the whole of the new authority area, the integration of savings and investments in changes to service delivery models as described in the Unitary business case, and the alignment of fees & charges and policies.

Capital Programme

63. Physical space will have an important role to play in realising the benefits of a brand new unitary council.

64. In advance of Vesting Day, key priorities will be to develop a clear understanding of the combined portfolio of property and assets and the existing capital projects and ensure that these are effectively novated to the new council. A Property Asset Management Plan, a Capital Investment Strategy and a combined capital programme will be developed for agreement by the Shadow Authority prior to Vesting Day.

65. Post Vesting Day, the new council will have the opportunity to explore opportunities for rationalisation and disposal of assets and new investments to support its ambitions in relation to regeneration and income generation.

PART C – TRANSITION PROGRAMME GOVERNANCE ARRANGEMENTS

Member Governance

66. The Shadow Authority will bring together Members across the five existing councils to oversee the creation of the new council. In particular, the Shadow Authority will have a key role in setting the budget for the new council in February 2020.

67. The Shadow Executive will lead the delivery of the Implementation Plan and also consider critical 'business as usual' decisions by each of the five councils that have longer term implications for the new council.

68. To assist the Shadow Executive in fulfilling its requirements and in particular developing the budget for the new Council members of the Executive have been allocated portfolios. These are listed below:

| *Shadow Portfolio*	*Scope*
Leader	- Economic Development - Strategic infrastructure - Localism - Policy, Comms & Dem Services
Deputy Leader & Resources	- Customer & Digital - IT - Finance, including Revs & Bens - HR - Property & Assets
Health & Culture	- Culture - Sport & Leisure - Health Partnerships - Public Health
Adult Social Care	- Safeguarding Older People - Mental Health - Physical Disability - Learning Disability
Children	- Safeguarding - Fostering & Adoption - Children with Disabilities - Children in Need - Early Help - Youth Provision

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Shadow Portfolio	Scope
Education	• Education Improvement • Adult Learning & Skills • SEND • Early Years
Communities	• Housing & Regulatory services • Homelessness • Trading Standards • Licencing • Registrars & Coroners • Voluntary & Community Sector
Transport	• Highways • Integrated Transport • Parking • Strategic Flood Management • Rights of Way
Planning	• Strategic Planning • Development Management • Affordable Housing delivery • Town Centre Regeneration
Environment	• Environmental policy & Climate Change • Energy & Resources • NEP • Waste

69. The Overview and Scrutiny Committee will hold the Executive to account for the delivery of the Implementation plan.

70. Informal Member arrangements will also be developed to ensure that Executive Members are aligned to the five Programme Boards, and also engaged in task and finish groups on key policy issues such as localism and budget development.

Governance Arrangements

71. Key features of the officer governance arrangements are set out below, and are illustrated at Figure 1:

Figure 1 – Officer Programme Governance
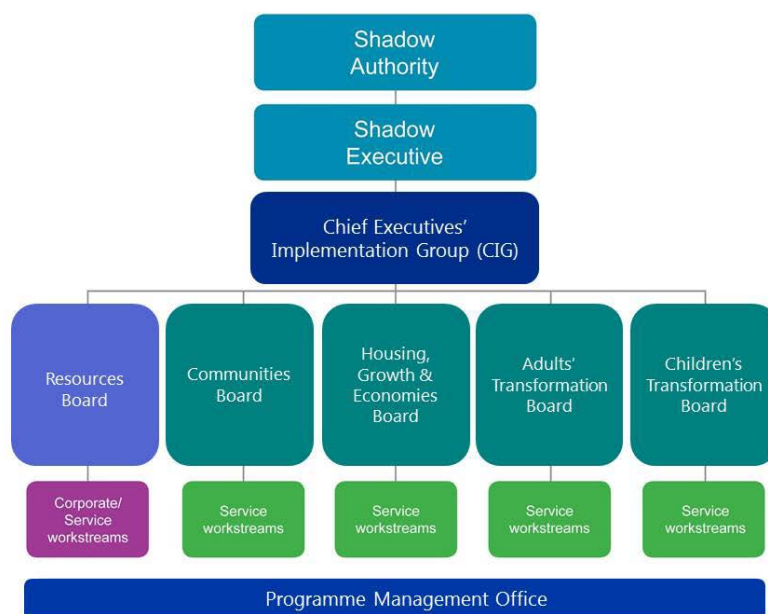
The CEO Implementation Group (CIG)

72. Details of the CEO Implementation Group are as follows:

    - Membership: County and District CEOs, the co-chairs for each programme board, the interim Monitoring Officer, the interim Section 151 officer and the joint Programme Managers.
    - Chair: the chair will be the Interim Head of Paid Service and Implementation Lead (or by the Deputy Implementation Lead in their absence).
    - Frequency: fortnightly.
    - Location: to revolve around the county.

Programme Boards

73. The Programme Boards will manage a series of discrete workstreams focussed on developing the outcomes required during the transition period to create the new council on 1 April 2020. They will consider whether there are any gaps in the work programme and make recommendations to the CIG in relation to new workstreams/boards.

74. The boards will oversee the workstream activity including work commissioned by the corporate workstreams (see below), managing the dependencies, co-ordinating activity and avoiding duplication.

75. Reports which need to go onto to CIG for consideration will be agreed at the boards first, who will also determine any additional resourcing requirements, as part of this process.

76. A summary of the programme boards is noted below:

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- Membership: lead officers for each supporting workstream.
- Chair: co-chairs from County Council and a District Council (excluding the Childrens and Adults Boards)
- Frequency: fortnightly initially. Ongoing frequency to be agreed by programme board chairs in conjunction with programme managers.
- Location: to revolve around the county.

Programme Workstreams

77. There are currently 28 workstreams across the five programme boards. These are split into two groups; Corporate/cross cutting workstreams and service workstreams. Underneath these workstreams are a number of sub workstreams and task and finish groups.

78. The corporate/cross cutting workstreams are grouped under the Resources Programme Board. They will undertake the work required to ensure corporate services are established on day one. In addition to the governance of the work of the relevant workstreams this board will:

- Deliver the cross cutting activity critical to ensure a smooth transition to the new council on day one.
- Determine the principles and working arrangements which will apply to customer services on day one.

79. The service workstreams are spilt across the four other boards and focus on front line service delivery. The activity will include:

- Delivering activity agreed by the CIG and commissioned through the Programme Management Office.
- Review of policies as required.
- Establishment Service continuity plans and priorities.
- Governance tasks as appropriate to the relevant workstream – e.g. Scheme of delegation, privacy notices, develop KPIs, and file storage protocols.
- Finance tasks – e.g. harmonisation of fees and charges, budget structures, service procurement issues.
- Staff tasks – review TUPE lists, tailor communications plans.
- Where appropriate specific discovery work will be undertaken as agreed by the boards/individual workstreams.

Programme Management Office (PMO)

80. The PMO has a clear structure and leadership.

81. The PMO is responsible for the overall coordination of the programme and for commissioning workstreams on behalf of the CIG as well as supporting the Shadow Executive. It will also oversee the budget for the programme.

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82. Regular programme progress reports will be provided to the CIG and Shadow Executive and the PMO will develop and manage the forward plans for both groups.

83. The PMO also contains communications resource who will provide regular updates for all staff, Members, employee representatives and trade unions in relation to the transition work as well as providing specific communications support for workstream activity.

Resource Implications

84. Leads for Boards or workstreams will not automatically be backfilled. It will be for individual organisations to make decisions in relation to reprioritisation of work/ backfilling if required. Each workstream will identify additional capacity/expertise needed to deliver agreed plans, which will be funded from the transition budget.

Assurance

85. Independent assurance of the programme will be critical and will be undertaken through a number of elements which will complement each other.

Challenge Partner

86. The Implementation Team have appointed Ameo Professional Services as an external partner to provide some critical challenge to the programme at key stages. This will focus on programme set up, structure and priorities. They have undertaken similar work on other recent unitary implementations.

Internal Audit

87. The County Council internal audit partner Mazars will provide assurance on how the governance of the programme is operating and in particular decision making and the application of appropriate controls.

External Audit

88. External auditors for the sovereign councils and the Shadow Authority will be updated on the progress of the unitary programme as part of their statutory governance work.

Childrens Commissioner

89. There is also a requirement to provide assurance to the Childrens commissioner who is supporting the County Councils Ofsted improvement programme. This will be undertaken through a series of regular updates to coincide with planned visits to the county council.

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90. As referenced above Member assurance will be provided through the Shadow Authority Overview and Scrutiny Committee who will meet during the transition period and review appropriate elements of the programme, holding the Shadow Executive to account for the delivery of this Implementation plan.

Ministry of Housing, Communities and Local Government (MHCLG)

91. The final aspect to the assurance will be from MHCLG. As the government department overseeing the unitary programme there will be regular meetings with civil servants together with a monthly updates provided to them.

92. A summary of the assurance activity is provided below:

Assurance Timetable													
	Timeline												
Type of Assurance	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20
Ameo Professional Services (Critical Friend)													
Mazars (Internal Audit Partners)													
External Audit													
Childrens Commissioner													
Overview and Scrutiny Committee													
MHCLG													

Risk Management

93. Alongside the assurance activity above a full and comprehensive risk management process will be in place including an escalation framework. This process will operate across all levels of the programme to enable the Programme Management Office, Programme Boards, Workstream Leads and the nominated Risk Leads to identify, evaluate and monitor risks and ensure actions are taken to mitigate them.

94. The Implementation Risk Register will be reported to the Chief Executives Implementation Group and Shadow Executive. In terms of existing strategic risks, sovereign councils will retain responsibility for managing these until vesting day, but the Shadow Executive will need to remain sighted on the content, which could inform decision making and its initial Medium Term Financial Strategy.

Transition budget

95. The existing councils have collectively established a budget of £22m to support the creation of the new Buckinghamshire council.

96. An initial budget requirement for one-off transitional costs of £12.85m has been identified for 2019/20. This expenditure will meet the costs of the

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transition programme team, redundancy and/or retirement costs, and interim shadow arrangements. These costs will be covered through the immediate savings arising from reduction in senior management, contract efficiencies etc.

Conclusion

97. This plan provides a high level overview of the programme to create the new Buckinghamshire Council and is underpinned by detailed plans managed through a robust governance model, supplemented by external assurance.

98. The plan will evolve as the programme develops and be kept up to date. Members will be provided with regular updates on changes to the plan as well as on the progress of the programme.

Appendix A

Programme Must Haves List
Resources Board
Communications
New Council branding guidelines complete and available in time for implementing Day 1 Branding Strategy.
External communications and engagement strategy for the new Council approved.
Internal communications and engagement strategy for the new Council approved.
Day 1 new Council Branding Strategy implemented across the organisation by all Boards.
Residents Survey (to gain an insight into the opinions of local people on how they would like to engage with the council and general satisfaction levels) analysed and outputs reported.
All staff have received relevant training and are fully operational as a functional team on Day 1.
HR / OD
Appointment of Chief Executive.
Appointments of Senior Leadership Team complete.
Values and behaviours statement approved and in place.
Organisational Development Strategy approved and in place.
New Council Staff Terms and Conditions finalised and approved.
Single recruitment process for new Council approved, communicated and in place.
TUPE transfer of all staff to new Council completed.
Onboarding process for new staff joining Buckinghamshire Council is approved and in place.
Single set of HR policies for all staff documented and approved and available on intranet
All staff have received relevant training and are fully operational as a functional team on Day 1.
Finance and Procurement
Critical finance policies and strategy for the new Council approved.
External auditors appointed.
Registration with HMRC for VAT and Tax purposes complete and reference numbers issued.
Interim Finance, HR & Payroll system delivered.
Joint forward plan for contracts & procurement to consolidate and deliver savings pre-vesting day and beyond approved.
Internal Audit Plan, Audit Charter and Risk Strategy approved and in place.
Policy and process approved and in place to ensure all employees, suppliers, claimants and contractors are paid in a timely manner.
Policy and process to ensure all income and revenues are collected approved and in place.
Financial Strategy and budget for 2020/21 and Council tax and other Fees & Charges approved.
Policy & process to ensure revenues are collected and Council Tax and Business Rate payers receive the right bills at the right time, including agreeing Council Tax Support scheme and discounts & premiums
Transfer of assets and liabilities to new authority completed.
All critical/live contracts transferred to the new Council.
Insurance arrangements for the new Council in place.
Pension fund arrangements for the new Council in place.
Approach and process for a co-ordinated close down and year end process across the five Councils agreed/approved.
All staff have received relevant training and are fully operational as a functional team on Day 1.
Legal and Governance
New authority arrangements developed & described within the new council constitution.
Interim committee structure approved and in place e.g. planning and licensing
Appointment to key outside bodies e.g. fire authority.
Corporate plan approved.
Equalities policy for the new Authority approved and in place.

Corporate performance framework approved and in place.	
Statutory returns delivery process approved.	
Civic & ceremonial arrangements for the new Council approved.	
Member and democratic systems, processes and templates approved and in place.	
Specific legislative transfer order laid before Parliament.	
Statutory notice of elections published.	
Provision of shared legal service - BCC	
Provision of shared in-house legal service - AVDC	
Legal systems, processes and templates in place for Buckinghamshire Council	
Agree and implement GDPR transparency requirements including Privacy notice, SARs, DPIAs	
Registration of the new Council with the information commissioner complete.	
All staff have received relevant training and are fully operational as a functional team on Day 1.	

Customer and Digital

New Customer Service Standards approved.
Comments, compliments and complaints policies and associated SLAs agreed.
Telephone - A new number with IVR / switchboard to direct customers to existing resolution teams operational.
Website - A new accessible website, that works on any device or browser, linking to existing services / websites that have been rebranded. Where transactional processes need to be delivered via today's infrastructure/services, this is made as seamless as possible for users.
Face to Face - Access to information, advice and support from a wide range of services through face to face contact and self-service internet-based transactions.
All staff have received relevant training and are fully operational as a functional team on Day 1.

ICT

Connect all ICT networks to enable sharing of business-critical data and systems access
Shared Online space for Members
Deliver audio & video conferencing facilities incl. webcasting solution
Consistent Wi-Fi networks to enable seamless access across sites
Single print contract
Single telephone directory
Enable seamless telephony experience for vesting Day
Draft strategic objectives proposals for IT, Digital & Information to support transformation post vesting day.
Access to applications - accessible and secure ICT access to business-critical systems and applications post vesting day
New email (@buckinghamshire.gov.uk) to all users
Single Microsoft License agreement for Buckinghamshire Council
Single set of ICT Policies
Single Service Desk solution for ICT, HR, Finance and Property
Agree ICT offer for Members
Enable cross site printing
All staff have received relevant training and are fully operational as a functional team on Day 1.

Property and Assets

Accommodation Strategy approved.
Interim HQ and Touchdown accommodation plan approved.
Strategic Asset Management plan approved.
Transfer of company holdings to Buckinghamshire Council
Transfer of registered properties to Buckinghamshire Council.
Office entry access solution implemented across all relevant sites.
All staff have received relevant training and are fully operational as a functional team on Day 1.

Civil Contingencies

Interim Civil Contingencies policy approved and in place
Interim Emergency Plan approved and in place
Interim Business Continuity Plan approved and in place

Business Continuity Plans coordinated and updated across all sites
All staff have received relevant training and are fully operational as a functional team on Day 1.

Housing, Growth & Economy Board

Economy & Regeneration

Map grant funding within HG&E area to understand what is approved/committed, what applications are in progress and what is on the horizon. Make decision about joint bids during transition year.
Formation of formal Bucks Growth Board
Review economic assessment for Buckinghamshire and ensure fit for purpose
Produce future economic development delivery options paper

Housing

Consistent Bucks Home Choice charging policy
Agree process to deal with homelessness local connection boundaries changing to the whole county.
Agree day one approach for Allocations
Align Private Sector Housing licensing and enforcement

Highways and Transportation

Extended devolved TfB contracts with Parish/Town Councils.
Review current Local Area Technician service and make recommendation for future, then implement decision.
Decision on future delivery of services covered by NSL parking contract due to end 2021
Transfer of all other fleet ownership with DVLA (immediately post day one)
Notification of TEC, TPT and DVLA of new council and discuss prefixes for PCN's
Notify Enforcement Agents of new council
Notify relevant organisations about new council and arrange transfer of any accreditation certificates (including ParkMark and BPA)
O Licenses and Section 19 Permits in place
Removal of Welcome to X district signs on Highways
Create Parking Strategy for new council

Natural & Built Environment

Create single merged Gazetteer and agree custodians
Environment policy - complete scoping (was initial) paper to set out Environmental aims and possible targets of new authority

Planning

Decision about timeline for single local plan for Buckinghamshire
Aligned planning enforcement
Planning systems & administration - process for dealing with applications from day one

Communities Board

Localism

Community Boards operational
Council Access Points live
Devolution offer in place
Town & Parish Charter live

Regulatory Services

New registration scheme, orders transferred
Regulatory Services Enforcement Policy
Operational taxi licensing improvements
Single Taxi Licensing Policy - UNDER REVIEW

Waste & Street Scene

Waste collections arrangements for the south of the county
Updated Environmental Permit and Competency Management System with relevant Governing Bodies
Transfer of waste collection fleet and plant ownership with DVLA

Pembroke Road Authorised testing facility (Commercial MOT test station) transferred with DVSA
Street Scene service delivery arrangements in place (BAU)
Community Safety
Community Safety Partnership Board operational
Prevent Board and Channel Panel operational
Modern Day Slavery Statement
Domestic Violence & Abuse commissioning arrangements transferred; Domestic Homicide Review process and payment methods in place
Community Safety Information sharing Protocol and Agreements in place
Culture, Leisure & Wellbeing
Continuing grant agreements delivered
New community lottery launched & funds transferred
Accredited archive storage solution
Communities Board Service Target Operating Model /Procedural Handbook (To Be Defined)

Programme	Must Haves
Communities	22
Housing, Growth & Economy	23
Resources	83
Total	**128**

Delivering the new
BUCKINGHAMSHIRE COUNCIL

Report for:	**Shadow Executive**
Meeting Date:	**8.10.2019**

Title of Report:	**Waste Collection Contract Update for Chiltern, Wycombe and South Bucks District Areas**
Responsible Officer	Martin Dickman
Officer Contact:	Martin Dickman, mdickman@buckscc.gov.uk, (01296) 382850
Recommendations:	**Members are recommended:** a) **To note the decisions taken by the District Councils that the procurement should continue, and also that the current contract be extended to September 2020, at which point the new service will be implemented.** b) **To agree that an officer acting on behalf of the Shadow Executive be involved in the procurement exercise in an advisory capacity.**
Corporate Implications:	Legal advice has previously been provided in relation to the options available for the provision of waste collection. If the procurement continues this will result in a new contract starting in September 2020. Allowance has been made for the costs of delivering the preferred option within the Medium Term Financial Plan.
Options: (If any)	1. To note the decisions taken by the District Councils to proceed with the procurement. 2. In accordance with the agreed spending protocol, take steps to prevent the proposed contractual spend and ask the District Councils to pursue an alternative approach to secure service provision
Reason:	1. To ensure the continued delivery of an effective waste collection service after the current contract has expired. 2. To safeguard the financial position of the new Buckinghamshire Council in relation to its expenditure on waste collection services.

1. Purpose of Report

1.1 This paper invites the Shadow Executive to consider the contractual spend on the proposed waste collection contract in accordance with the agreed spending protocol. The decision will determine the provision of continuity of service for waste, recycling and cleansing at the expiry of the existing contracts in 2020.

2. Content of Report

2.1 The existing waste, recycling and cleansing contracts held by Chiltern District Council (CDC), Wycombe District Council (WDC) and South Bucks District Council (SBDC) are due to expire in May 2020 and October 2021. A procurement process is underway for a new contract and under the agreed spending protocol the district councils have consulted with the Shadow Executive.

2.2 The new contract will be implemented after the new Buckinghamshire Council is established and the priority for the Shadow Executive is to ensure continuity of service provision for residents across the county.

2.3 Legal advice has previously been provided in relation to the options available for the provision of waste, recycling and cleansing. On 20th August 2019 the Shadow Executive resolved that the Chief Executive for the Shadow Authority be authorised to take any further steps as appropriate to implement the decision of the Shadow Executive in relation to the waste procurement process. The views of the Shadow Executive were considered by Wycombe and Chiltern District Councils in their Cabinet meetings on 27 August.

2.4 The current position of the District Councils is that the best option to ensure continuity of service provision is to proceed with the procurement. This will result in a new contract starting in September 2020.

3. Financial Implications

3.1 Allowance has been made for the costs of delivering the preferred option within the Medium Term Financial Plan.

4. Legal Implications

4.1 Legal advice has previously been provided to members in relation to the options available for the provision of waste, recycling and cleansing services and a report has previously been considered by the Shadow Executive on 20th August 2019. Legal advice and commercial considerations contained within that report means it is not publicly available in accordance with Part 1 of Schedule 12A of the Local Government Act 1972. Confidential matters are set out in a confidential Appendix to this report (Appendix A).

5. Other Key Risks

5.1 There are a number of key issues and risks that have been considered when considering the possible options, including legal, financial, performance and reputational risks.

6. Consultation

6.1 Not Applicable.

7. Communications Plan

7.1 Communications with bidders and the current contract provider will be managed by the responsible officer during the procurement process. A communications plan will be

compiled for the point of implementation to ensure service recipients are appropriately informed at that time.

8. Equalities Implications

8.1 Not applicable.

9. Next Steps

9.1 The Chief Executive will continue to implement the decision of the Shadow Executive in relation to the waste procurement process and the officer representing the Shadow Executive (Martin Dickman Environment Services Director) will be introduced into the procurement process.

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Appendix

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