COUNCIL

Thursday, 12 July 2018

To be held at Norfolk County Council
County Hall, Martineau Lane, Norwich NR1 2DH

7.00 pm: Joint Briefing for Broadland and South Norfolk Councils
(to be held in the Council Chamber at County Hall)

8.00 pm: (or on the rise of the Joint Briefing if later)
South Norfolk Council Meeting
(to be held in the Edwards Room at County Hall)

Group Meetings		
Conservatives	: Edwards Room	6.15 pm
Liberal Democrats	: Colman Room	6.30 pm

If you have any special requirements in order to attend this meeting, please let us know in advance

Large print version can be made available

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communication for all

These meetings may be filmed, recorded or photographed by the public; however anyone who wishes to do so must inform the Chairman and ensure it is done in a non-disruptive and public manner. Please review the Council's guidance on filming and recording meetings available in the meeting room.

Contact: Claire White on 01508 533669 or democracy@s-norfolk.gov.uk

South Norfolk COUNCIL

The Council's Prayer

Agenda

1. Apologies for Absence

2. Urgent Items:

Any items of business which the Chairman decides should be considered as matters of urgency pursuant to Section 100 B (4) (b) of the Local Government Act,1972; [Urgent business may only be taken if, "by reason of special circumstances" (which will be recorded in the minutes), the Chairman of the meeting is of the opinion that the item should be considered as a matter of urgency.]

3. To Receive Declarations of Interest from Members (please see guidance – page 6)

4. To confirm the minutes of the meeting of the Council held on Monday 14 May 2018; (attached – page 7)

5. Chairman's Announcements (engagements attached – page 19)

6. To consider any petitions received under Section I of the "Rights of the Public at Meetings"

7. Broadland and South Norfolk Feasibility Report (report attached – page 21)

8. Appointment of Joint Managing Director (report attached – page 139)

9. Monitoring Officer Report (report attached – page 144)

10. Recommendations from the Cabinet from the meeting held on 11 June 2018

(i) Performance, Risks, Revenue and Capital Budget Position Report for the Financial Year 2017/18;
(agenda item 5 of the 11 June 2018 Cabinet Agenda)

(view relevant Cabinet agenda here)

RESOLVED:	**TO RECOMMEND THAT COUNCIL** approves: (a) the budget virements which exceed £100,000 in accordance with the rules of financial governance (detail contained in Appendix 6). (b) the movements in reserves as outlined in Section 2.3.5. (c) the slippage requests of £333,447 on revenue and £22,318,465 on capital (d) the amended Capital programme and its financing for the next four financial years as set out in Appendices 7 and 8.

(ii) Treasury Management Annual Report 2017/18 (view relevant Cabinet agenda here)

(agenda item 6 of the 11 June 2018 Cabinet Agenda)

RESOLVED:	**TO RECOMMEND THAT COUNCIL** a) notes the treasury activity for the second half of the year and that it complies with the agreed strategy; b) approves the 2017/18 prudential indicators for the latter six months of the year.

(please note that the recommendation concerning Collaborative Working – The Feasibility Report, arising from the 2 July 2018 Cabinet meeting, will be dealt with under agenda item 7)

11. Questions to Chairmen and Portfolio Holders

To take questions from Councillors and the Public
Note: Time allocated to be at the discretion of the Chairman. No notice is required of questions; however, it may be necessary for written answers to be provided where an immediate response cannot be supplied. If members choose to submit questions in writing in advance, they will be circulated before the meeting.

a. **Cabinet**

Please click here to view the most recent Cabinet minutes available

Questions to the Leader and other Cabinet members

John Fuller	**Leader, The Economy and External Affairs**
Michael Edney	**Stronger Communities**
Yvonne Bendle	**Housing, Leisure, Wellbeing and Early Intervention**
Lisa Neal	**Regulation and Public Safety**
Kay Mason Billig	**Shared Services, Waste and Recycling**
Barry Stone	**Finance and Resources**

b. **Scrutiny Committee - Questions to the Chairman**

Please click here to view the most recent Scrutiny Committee minutes

c. **Licensing Appeals and Complaints Committee / Licensing and Gambling Acts Committee – Questions to the Chairman;**

Please click here to view the most recent Licensing Committee minutes

d. **Development Management Committee – Questions to the Chairman**

Please click here to view the most recent Development Management Committee minutes

e. **Electoral Arrangements Review Committee – Questions to the Chairman**

Please click here to view the most recent Electoral Arrangements Review Committee minutes

12. Outside Bodies – Feedback from Representatives:

(report from Cllr C Kemp regarding the Norfolk Police and Crime Panel attached – page 146)

Agenda Item: 3

DECLARATIONS OF INTEREST AT MEETINGS

Members are asked to declare any interests they have in the meeting. Members are required to identify the nature of the interest and the agenda item to which it relates.

- In the case of **other** interests, the member may speak and vote on the matter.
- If it is a **pecuniary** interest, the member must withdraw from the meeting when it is discussed.
- If it **affects or relates to a pecuniary interest** the member has, they have the right to make representations to the meeting as a member of the public but must then withdraw from the meeting.
- Members are also requested when appropriate to make any declarations under the Code of Practice on Planning and Judicial matters.

- In any case, members have the right to remove themselves from the meeting or the voting if they consider, in the circumstances, it is appropriate to do so.

Should Members have any concerns relating to interests they have, they are encouraged to contact the Monitoring Officer (or Deputy) or another member of the Democratic Services Team in advance of the meeting.

COUNCIL

Minutes of a meeting of South Norfolk District Council held at South Norfolk House, Long Stratton on Monday 14 May 2018 at 7.30pm

Members Present: Councillors; Duffin (Chairman), Amis, Bell, Bendle, Bernard, Bills, Blundell, Broome, Dale, Dewsbury, Easton, Edney, Ellis, Foulger, Fulcher, Fuller, Goldson, Gould, Hardy, J Hornby, L Hornby, Hudson, C Kemp, W Kemp, Kiddie, Larner, Legg, Lewis, Mason-Billig, Minshull, Mooney, Overton, Palmer, Pond, Riches, J Savage, R Savage, Thomson, Wheatley, J Wilby and M Wilby.

Apologies: Councillors; Gray, Neal, Stone, Thomas and Worsley

Officers in Attendance: The Chief Executive (S Dinneen), the Director of Growth and Business Development (D Lorimer), the Director of Communities and Wellbeing (J Sutterby), the Assistant Director of Resources (P Catchpole), the Head of Business Transformation (H Ralph) and the Head of Governance and Monitoring Officer (E Hodds)

3434 CHAIRMAN'S ENGAGEMENTS

The Chairman explained that it had been both an honour and a privilege to have represented the Council at the numerous engagements he had attended throughout the year. He thanked members for their support in what had been a most enjoyable year.

The Chairman also expressed his appreciation for the help and support he had received from officers, giving special mention to the Chief Executive, and the Democratic Services Team Leader.

3435 APPOINTMENT OF CHAIRMAN OF THE COUNCIL FOR 2018/19

Cllr V Thomson proposed, seconded by Cllr P Hardy, that Cllr J Overton be appointed Chairman of the Council for the ensuing municipal year.

In the absence of other nominations, ***it was RESOLVED*** that Cllr J Overton be elected Chairman of the Council for 2018/19. Cllr Overton took the Chair and signed the Declaration of Acceptance of Office.

3436 APPOINTMENT OF VICE-CHAIRMAN OF THE COUNCIL FOR 2018/19

Cllr T Palmer proposed, seconded by Cllr K Kiddie, that Cllr G Minshull be appointed Vice- Chairman of the Council for the ensuing municipal year.

In the absence of other nominations, ***it was RESOLVED*** that Cllr G Minshull be elected Vice-Chairman of the Council for 2018/19.

Cllr Minshull felt it an honour to have been appointed as Vice-Chairman, and he looked forward to assisting the Chairman throughout the coming year.

3437 ELECTION OF LEADER OF THE COUNCIL FOR 2018/19

Cllr J Hornby proposed, seconded by Cllr A Pond, that Cllr J Fuller be appointed Leader of the Council for the ensuing municipal year. In the absence of other nominations, ***it was RESOLVED*** that Cllr J Fuller be elected Leader of the Council for 2018/19.

Cllr Fuller then announced his Cabinet members and portfolios, and Cllr T Lewis announced the shadow portfolio holders (as detailed below):

Cabinet Member	Portfolio	Shadow Cabinet Member
Cllr J Fuller	The Economy and External Affairs (and Leader)	Cllr T Lewis (and Leader of the opposition)
Cllr M Edney	Stronger Communities (and Deputy Leader)	Cllr B Bernard
Cllr B Stone	Finance and Resources	Cllr T Lewis

Cllr Y Bendle	Housing, Wellbeing, Leisure and Early Intervention	Cllr S Blundell
Cllr L Neal	Regulation and Public Safety	Cllr M Gray
Cllr K Mason Billig	Shared Services, Waste and Recycling	Cllr T Lewis

Cllr Fuller was disappointed to report that Cllr L Hornby had decided to step down from the Cabinet, due to other commitments. He paid tribute to Cllr Hornby's service on the Cabinet, and referred to his level headed and fair approach. He was, however, pleased that Cllr L Neal had accepted his invitation to replace Cllr Hornby as a Cabinet member.

Cllr Fuller went on to explain that he had made small modifications to the portfolios. Members noted that Cllr Mason Billig's portfolio "Environment and Recycling" would now include Shared Services, and was renamed "Shared Services, Waste and Recycling". The Regulation and Public Safety Portfolio would now include Community Protection and Environmental Quality.

3438 VOTE OF THANKS TO RETIRING CHAIRMAN

Cllr J Fuller paid tribute to Cllr B Duffin's service as the Chairman of the Council for 2017/18, and also Cllr Duffin's wife, Pam, who had been his constant companion throughout his many engagements. He referred to Cllr Duffin's commitment, enthusiasm and hard work, and gave mention to numerous events Cllr Duffin had attended throughout the year.

Cllr V Bell also thanked Cllr Duffin for his service to both members and residents throughout the year. She referred to his polite nature, and his fair and even-handed approach to all throughout his term of office.

3439 MINUTES

The minutes of the meeting held on Monday 16 April 2018, were agreed as a correct record, and signed by the Chairman.

3440 CHAIRMAN'S ANNOUNCEMENTS

The Chairman announced his chosen charities for the year ahead; It's On the Ball, a charity supporting patients with testicular cancer, and Cancer Research UK.

The Chairman stressed that he felt it an honour to be appointed as Chairman of the Council, and he looked forward to the year ahead.

3441 MONITORING OFFICER REPORT

Cllr J Fuller presented the report of the Monitoring Officer, regarding the allocation of seats on committees, member appointments on committees for 2018/19, and a number of proposed amendments to the constitution. Members also noted the addendum to the report (emailed separately to members), regarding required constitutional amendments to the current scheme of delegation of functions to officers relating to the Licensing Act 2003.

Cllr Fuller briefly outlined the report proposals to Council.

During discussion, he referred members to the revised Appendix 2, tabled at the meeting, detailing the proposed appointments of Chairmen of Committees for 2018/19. As in previous years, he suggested that individual member appointments to committees be delegated to Group Leaders, and advised at a later date. He drew members' attention to Appendix 1 of the report and members noted that a correction was required under the Community Action Fund Panel. The Portfolio holder for Stronger Communities was a member of the Panel, and not the Portfolio holder for Housing, Wellbeing, Leisure and Early Intervention, as had been indicated in the agenda.

Referring to the proposal to reduce the number of seats on the Development Management Committee, Cllr Fuller explained that he believed that this would create a more stable cohort of trained and knowledgeable members, which would improve consistency and reduce the reliance on substitutes. In response, Cllr T Lewis expressed his disappointment that this would reduce the number of Liberal Democrat seats from two, to one. He also expressed concern at Cllr Fuller's reasons for change, explaining that he felt this gave out a negative message regarding the quality of the members on the Committee. He doubted that a reduction in numbers would improve the quality of decision making and he stressed that the Liberal Democrats would continue to contribute positively to the meetings.

It was then unanimously

RESOLVED:		To:
	1	Agree the allocation of seats on Council Committees in accordance with Appendix 1 to this report, (subject to minor amendments), the final appointments to be delegated to Group Leaders (and appended to these minutes)
	2	Appoint Chairmen and Vice-Chairmen as set out in Appendix 2 to this report (as tabled at the meeting);
	3	Agree that all corresponding constitutional changes are delegated to the Monitoring Officer, in consultation with Cllr C Kemp and Cllr Lewis.
	4	Agree that the constitution is amended, as set out in paragraph 4.4, with regard to the scheme of delegation and Licensing Act 2003 functions.

3442 APPOINTMENTS TO OUTSIDE BODIES

Cllr J Fuller introduced the report and referred members to the list of appointments required for 2018/19

Members agreed that the final appointments should be delegated to the Leader of the Council, in consultation with the Leader of the Opposition. Cllr Fuller explained that he did not intend to make many changes, and that he would consider any requests from members. Cllr T Lewis added that should representation become available on the Norfolk Rivers Internal Drainage Board, a member of his Group would be happy to take on the role.

It was unanimously

RESOLVED:	To make appointments to outside organisations for 2018/19, as listed in Appendix 2 of the report, the member appointments to be delegated to Leader of the Council, in consultation with the Leader of the Opposition Group (and appended to these minutes).

3443 ANNUAL REPORTS / QUESTIONS TO CHAIRMEN AND PORTFOLIO HOLDERS

a) Cabinet

Cllr K Kiddie drew members' attention to an announcement made that very morning of Government investment of £40 m in the Quadram Institute, at the Norwich Research Park. Cllr Fuller hailed this as a real success story for the District, reminding members that the growing economy continued to be a priority for the Council.

Cllr T Lewis asked whether the caterers at the South Norfolk House canteen could reconsider the use of disposable coffee cups. Cllr K Mason Billig welcomed this suggestion, explaining that staff were encouraged to recycle wherever possible, however, the practicalities of this proposal would need to be further explored. Cllr Fuller suggested that the Growth, Investment and Environment Policy Panel could look in to the matter further.

Cllr N Legg asked Cllr Y Bendle, whether the necessary funds had been secured to ensure that the District Direct Hospital Partnership Scheme could continue to run for a further year. Cllr Bendle reminded members of the background and purpose of the scheme. She explained that the scheme would run for at least a further year, with the necessary funding being obtained from Adult Social Care and the three Clinical Commissioning Groups, and negotiations were currently taking place with the other four participating councils.

Cllr M Edney referred to the Council's GEMs awards that had taken place the previous week. He wished to convey his thanks to all those involved, including the Leader of Sevenoaks Council, who had co-hosted the event. He was sure that all would agree that it had been an excellent evening.

b) Scrutiny Committee

Members referred to the annual report of the Scrutiny Committee. Cllr G Minshull thanked the Scrutiny Officer, Emma Goddard, for her work throughout the year.

c) Annual Report of the Finance, Resource, Accounts and Governance Committee

Members noted the annual report of the Finance, Resource, Accounts and Governance Committee.

The Chairman, Cllr P Hardy, made reference to some useful training forums that he had recently attended, and explained that he would be providing feedback to members at the next meeting of the Committee.

RESOLVED:	To note the contents of the Annual Report.

d) Licensing Appeals and Complaints Committee /Licensing and Gambling Acts Committee

There were no questions to the Chairman of the Licensing Committee.

The Chairman, Cllr D Goldson, thanked David Neville, the Housing and Benefits Team Leader officer, and all those who had attended the recent member briefing session on changes to the XX Act. He stressed the importance of members of the Committee keeping their accreditation up to date, so that there was an even spread of members participating in Panel meetings

e) Development Management Committee

There were no questions to the Chairman of the Development Management Committee.

The Chairman, Cllr V Thomson, made brief reference to the joint working in the Planning at South Norfolk and Broadland, explaining that it was progressing well.

f) Electoral Arrangements Review Committee

There were no questions to the Chairman of the Electoral Arrangements Review Committee
Cllr Kemp informed members that the Committee would shortly be considering a review of Polling Districts and Polling Places

3444 OUTSIDE BODIES

Cllr C Kemp referred to his report regarding the Police and Crime Panel for Norfolk. He drew attention to his suggestion for a presentation of the Business Case to transfer the governance of the Fire and Rescue Service from Norfolk County Council to the Local Commissioner, at a meeting of the Scrutiny Committee, and this approach was endorsed by Cllr T Lewis. Cllr Kemp also explained that Norfolk County Council may issue an alternative business case, seeking to retain the service.

Cllr V Thomson drew attention to the recent Peer Review of the Broads Authority, which had raised issues of governance and stake holder involvement. He was disappointed that not much progress had been made, however, a meeting had been scheduled for later that week to discuss the issues.

(The meeting concluded at 8.55 pm)

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Chairman

Member Appointments 2018/19

Chairman of the Council	John Overton
Vice Chairman of the Council	Graham Minshull
Leader of the Council	John Fuller
Deputy Leader of the Council	Michael Edney
Leader of the Opposition	Trevor Lewis
Deputy Leader of the Opposition	Murray Gray

Cabinet Members, Portfolios and Shadow Portfolio Holders

Member	Portfolio	Deputy	Shadow
John Fuller	The Economy and External Affairs	Charles Easton (Planning Policy) Jaan Larner (Economy)	Trevor Lewis
Michael Edney	Stronger Communities	Florence Ellis	Brendon Bernard
Barry Stone	Finance and Resources	Phil Hardy	Trevor Lewis
Yvonne Bendle	Housing, Wellbeing, Leisure and Early Intervention	Florence Ellis	Sharon Blundell
Lisa Neal	Regulation and Public Safety	Charles Easton	Murray Gray
Kay Mason Billig	Shared Services, Waste and Recycling	Jaan Larner	Trevor Lewis

Scrutiny Committee (9)
(7 Conservative / 2 Liberal Democrat – as the Conservative Group has elected not to take their full allocation of seats)

Graham Minshull (Chairman)	Trevor Lewis (Vice-Chairman)
Barry Duffin	Brendon Bernard
Colin Gould	
Lee Hornby	
Tony Palmer	
Robert Savage	
Jenny Wilby	

Emergency Committee (5)
(4 Conservative / 1 Liberal Democrat)

John Fuller (Chairman)	Trevor Lewis
Michael Edney	
Keith Kiddie	
Kay Mason Billig	

Licensing and Standards Committee (15)
(13 Conservative / 2 Liberal Democrat)

David Goldson (Chairman – Licensing)	Vivienne Bell
Kay Mason Billig (Chairman – Standards)	Des Fulcher
William Kemp (Vice Chairman – Licensing)	
Christopher Kemp (Vice Chairman – Standards)	
Margaret Dewsbury	
Colin Gould	
Phil Hardy	
Jack Hornby	
Tony Palmer	
Andrew Pond	
Jeremy Savage	
Jenny Wilby	
Kevin Worsley	

Development Management Committee (9)
(8 Conservative / 1 Liberal Democrat)

Vic Thomson (Chairman)	Murray Gray
Lisa Neal (Vice – Chairman)	
David Bills	
Barry Duffin	
Florence Ellis	
Colin Gould	
Christopher Kemp	
Graham Minshull	

Development Management Substitute Pool
(6 Conservative / 1 Liberal Democrat)

Yvonne Bendle	Des Fulcher
Colin Foulger	
Jack Hornby	
Nigel Legg	
Joe Mooney	
Alison Thomas	

Sites Sub- Committee (6)
(5 Conservative / 1 Liberal Democrat)
To be appointed in rotation from membership of the Development Management Committee.

Housing, Wellbeing, Leisure and Early Intervention Policy Committee (7)
(6 Conservative / 1 Liberal Democrat)

Florence Ellis (Chairman)	Sharon Blundell
David Bills (Vice- Chairman)	
Jack Hornby	
Nigel Legg	
John Overton	
Andrew Pond	

Growth, Infrastructure & Environment Policy Committee (7)
(6 Conservative / 1 Liberal Democrat)

Jaan Larner (Chairman)	*Trevor Lewis
Margaret Dewsbury (Vice Chairman)	
Graham Minshull	
John Overton	
Brian Riches	
Martin Wilby	

Regulation and Planning Policy Committee (7)
(6 Conservative / 1 Liberal Democrat)

Charles Easton (Chairman)	Murray Gray
Vic Thomson (Vice Chairman)	
Colin Gould	
Lee Hornby	
Jeremy Savage	
Kevin Worsley	

Finance, Resources, Audit and Governance (7)
(6 Conservative / 1 Liberal Democrat)

Phil Hardy (Chairman)	Trevor Lewis
Tony Palmer (Vice – Chairman)	
Leslie Dale	
William Kemp	
Robert Savage	
Garry Wheatley	

Electoral Arrangements Review Committee (6)
(5 Conservative / 1 Liberal Democrat)

Christopher Kemp (Chairman)	Trevor Lewis
Keith Kiddie (Vice-Chairman)	
John Fuller	
Lee Hornby	
Charles Easton	

Aldermanic Review Panel
Membership to be composed of the Chairman of the Council, the leaders of both the majority and main opposition groups, and any current members who have previously served as Chairman of the Council

Joint Consultative Committee
(5 Conservatives / 1 Liberal Democrat)

Charles Easton	John Amis
Margaret Dewsbury	
Keith Kiddie	
Brian Riches	
Garry Wheatley	

Community Action Fund Panel

Michael Edney (Chairman)	Brendon Bernard
Florence Ellis	

Appointed Representatives on Outside Bodies for 2018/19		
ORGANISATION	**No. REPS**	
A47 Alliance	One	Margaret Dewsbury
Aldeby Pits Liaison Committee	One	William Kemp
Border Hoppa	One	Brian Riches
Broads Authority	One	Vic Thomson
CNC Board	One	David Bills
Community Safety Partnership (Scrutiny)	One (+sub)	Robert Savage (Tony Palmer)
Diss, Thetford and District Citizens Advice Bureau	One	Tony Palmer
District Council's Network	One (+ sub)	John Fuller (Michael Edney)
East of England Leaders' Board	One (+sub)	John Fuller (Michael Edney)
Greater Norwich Development Partnership	Three	Charles Easton, John Fuller, Lisa Neal
Greater Norwich Growth Board	One	John Fuller
Hingham Education Trust	One	Yvonne Bendle
Local Government Ass. - General Assembly	One (+ sub)	John Fuller (Michael Edney)
Local Government Ass -Rural Services Network	One (+ sub)	Jeremy Savage (Charles Easton)
Local Government Information Unit	One (+ sub)	Yvonne Bendle (Phil Hardy)
Norfolk Arts Forum Steering Committee	One (+ sub)	Andrew Pond (Trevor Lewis)
Norfolk Citizens' Advice Bureau	One	Lisa Neal
Norfolk Duty to Co-operate Member Forum	One (+ sub)	John Fuller (Lisa Neal)
Norfolk Health Overview and Scrutiny Committee	One (+ sub)	Nigel Legg (Colin Foulger)
Norfolk Health and Wellbeing Board	One (+ sub)	Yvonne Bendle (Florence Ellis)
Norfolk Joint Museums Committee	One (+ sub)	Robert Savage (Jenny Wilby)
Norfolk Leaders' Group	One	John Fuller
Norfolk Parking Partnership Joint Committee	One (+ sub)	Lisa Neal (Kay Mason Billig)
Norfolk Police and Crime Panel	One (+ sub)	Christopher Kemp (Robert Savage)
Norfolk Rail Policy Group	One (+ sub)	Leslie Dale (Trevor Lewis)
Norfolk Records Committee	One (+ sub)	Christopher Kemp (Murray Gray)
Norfolk Rivers Internal Drainage Board	Three	Colin Foulger, Nigel Legg, Peter Broome
Norfolk Waste Partnership	One (+ sub)	Kay Mason Billig (Graham Minshull)
North East Suffolk CAB (NESCAB)	One	Colin Gould
Norwich Area Museums Committee	One	Phil Hardy
Nplaw Board	One	Kay Mason Billig
Royal Norfolk Agricultural Ass. - Council	One	John Fuller
SNC Wholly Owned Companies (Shareholder Rep)	One	Leader of the Council
South Norfolk Older Peoples Forum	One	Colin Gould
Venta Icenorum JAB	Three	Florence Ellis, Leslie Dale, Trevor Lewis
Water Management Strategy Forum	One	Robert Savage
Waveney Valley Local Action Group	One	Florence Ellis
Waveney, Lower Yare & Lothingland IDB	Up to seven	Colin Gould, Jeremy Savage, Kevin Worsley, Brendon Bernard

AGENDA ITEM 5

CIVIC ENGAGEMENTS FOR THE CHAIRMAN and VICE CHAIRMAN FOR THE PERIOD: 14 May to 12 July 2018	
Date	**Event**
18 May	**Mayor-Making, Freedom of the Town and Civic Reception** Mayor-Making and Freedom of the Town to RAF Honington ceremony, hosted by the Mayor of Thetford and followed by a civic reception.
20 May	**Official Opening** An exhibition of the history of Langley and Hardley as part of the opening of the Parish Council's newly equipped play area.
27 May	**Fete** The Costessey Fete and Fayre organised by the Parish Council, finishing off with the Sunset Ceremony.
2 June	**Annual Championships and Masters Exhibition** The 60th year diamond celebration of the annual Kuk Sool Won Championship and Masters Exhibition.
8 June	**Fun Day** Community fun day held at Wymondham Rugby Club and hosted by the Norfolk Freemasons..
16 June	**Texan BBQ** The annual summer event at RAF Mildenhall, this year with a Western theme.
17 June	**Civic Reception** The Mayor of Great Yarmouth's civic reception, which coincided with the Great Yarmouth Air Show.
21 June	**Opening of Roundabout** A service of Thanksgiving, hosted by the Chairman of Norfolk County Council. **VIP Pre-Launch Event** The launch of the Council's unique visitor experience app for Wymondham 'A Walk Through Time'. **Garden Party** A garden party hosted by the High Sheriff of Norfolk to celebrate the work of the Norfolk Constabulary.
26 June	**Presentation** A special presentation for a voluntary worker from Leathes Prior.
27 June	**Q&A Session** An informal Q&A session with Brigadier Simon Banton at the Royal Norfolk Show,l to celebrate the mutual respect between local communities and the Armed Forces.
28 June	**Luncheon** To join the President of the Royal Norfolk Show for lunch.
29 June	**Presentation of Cheque** A grant for Hempnall Primary School to support learning resources for the children to study the history of first world war.
30 June	**Suffolk Armed Forces Day Celebration** To attend the opening of the Suffolk Armed Forces Day as a guest of the Mayor of St Edmundsbury.

CIVIC ENGAGEMENTS FOR THE CHAIRMAN and VICE CHAIRMAN FOR THE PERIOD: 14 May to 12 July 2018	
Date	**Event**
1 July	**Official Opening** To open the newly refurbished scout hut for the Brooke Scout Group.
1 July	**South Norfolk on Show** To represent the Council at South Norfolk on Show.
3 July	**Demonstration** To see a demonstration by South Norfolk Crucial Crew at Easton College, focusing on their safety project for children aged 10 and 11.
6 July	**Cliff Jordan's Funeral** To attend the former Leader's funeral in Dereham.
7 July	**Street Procession and Celebrations** The Lord Mayor and Sheriff's procession and celebration through the streets of Norwich.

Full Council
12 July 2018

Agenda Item No. 7

Collaborative Working – The Feasibility Report

Report of the Chief Executive, South Norfolk Council
Cabinet Member: Kay Mason Billig, Portfolio Holder for Shared Services, Waste and Recycling

CONTACT
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SDinneen@S-Norfolk.gov.uk

1 SUMMARY

1.1 South Norfolk Council on 18 September 2017 and Broadland District Council on 21 September 2017, agreed for a feasibility study to be undertaken, exploring the options and opportunities for shared working between the two councils. The attached Feasibility Report forms the culmination of 10 months work on the study undertaken jointly by Members and Officers from both councils.

2 KEY DECISION

2.1 This is a key decision and has been published in the Forward Plan.

3 BACKGROUND

3.1 The background to this report is highlighted in Section 6 of the Feasibility report.

4 CURRENT POSITION

4.1 Both Councils' Scrutiny Committees and then Cabinets reviewed the same version of the Feasibility report. Both Broadland and South Norfolk Councils' Cabinets endorsed all the recommendations from this report, with the exception of Recommendation 1 (e). The Feasibility report recommends that "authority be given to the Chief Executive in consultation with the Leaders of each Council, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget". The Cabinets recommended that this should not be delegated, and should instead be reported to a future meeting of each Cabinet (please see the full recommendations from South Norfolk Council's Cabinet, detailed at paragraph 8.1 of this report).

4.2 Since the formal consideration by the respective Council's formal meetings, further clarification has now been provided on a small number of areas raised outside of the formal process. Rather than reissue the final report which was presented to both Cabinets, for ease of reference the clarification provided is as follows:

(1) Section 12.5, last line of the table: The total of 286 (176 + 100 new builds) should read 276.

(2) Section 14.14: Incorrect text which reads "whereas in Broadland the function is delegated to Parish and Town Councils."

should instead read “Broadland does not charge.”

(3) The graph in Section 20.10 and repeated in Appendix 5 (Finance Information): For clarification, the number of members of staff used in the calculation of the graph was taken from staff head count numbers in both councils’ current published audited accounts 16/17.

(4) In Appendix 5, the table describing the natural staff turnover calculation: For clarification, on-costs comprise the employer contribution to pension scheme and Employer’s National Insurance Contribution (NIC). Whilst both councils’ contributions are the same, SNC’s NIC is effectively lower per member of staff as full contributions are not paid to those with a salary of less than £8424 per year.

5 PROPOSED ACTION

5.1 The Council is asked to consider the Feasibility Report and the recommendations from the Cabinet, detailed at paragraph 8.1 of this report.

6 RESOURCE IMPLICATIONS

6.1 Resource implications are set out in Section 20.33 to 20.37 of the Feasibility report.

7 LEGAL IMPLICATIONS

7.1 The partnership proposed is one of a preferred partner model with two autonomous councils. If approved, the Councils’ Monitoring Officers will work to develop the appropriate agreements to take the collaboration forward.

8 RECOMMENDATION

8.1 The Council is asked to consider the Feasibility Report and approve the recommendations from South Norfolk Council’s Cabinet, as detailed below:

TO RECOMMEND THAT COUNCIL

1. Agrees the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:

   (a) the routemap for delivery of the collaborative working. (Sections 9 to 19)
   (b) the deletion of both councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)
   (c) subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (Sections 10.10 to 10.12)
   (d) that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13)
   (e) the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4, and that a report be brought to the September meeting of the Cabinet, detailing the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.
   (f) the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to20.37)
   (g) the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20. (Sections 20.16 to 20.25);

2. Approves the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms, to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period. (Sections 10.4 to 10.9)

Broadland & South Norfolk Feasibility Study

June 2018

Broadland District Council

South Norfolk COUNCIL

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Foreword from the Leaders

In September 2017, our two Full Councils asked members and officers to develop a feasibility study to explore the opportunities for a strategic collaboration and one joint officer team supporting two autonomous councils.

We already have a strong history of collaboration and the joint management arrangement in planning has already proved the benefits that collaborative working can bring, and how by working together we can deliver on our joint ambitions.

When it came to the vote on devolution for Norfolk, ours were the last two councils standing. We recognised then and we continue to recognise the opportunities that working on an increased scale will offer our residents, local businesses and our staff.

While the study shows indicative estimated annual cost savings of nearly £3 million by year 5 (nearly £9 million combined over the first 5 years), this has not been the primary driver behind our decision. Our focus has been on driving economic and housing growth and improving the services we deliver providing enhanced benefits for our 260,000 residents.

Our joint statement of intent as councils is clear. Both councils have similar scale and demographics and see shared services with each other as preferred partners as a positive looking position for the future.

We are progressing opportunities for one culture, joint senior management and one joint officer team that represent an evolution in the way we work, for the benefit of our communities on a geography they can recognise and relate to.

Working more closely together on this locally led initiative offers both councils increased capacity and resilience, together with greater financial stability.

We want a local government that moves with the times and innovates, while retaining and attracting the most talented staff, offering them positive futures and career development opportunities.

In a world where we need to do more with less, a shared services partnership can make us more efficient and strengthen our hand when working with partners. It will also increase our ability to take advantage of commercial opportunities to deliver better value for our residents. We want to show strong leadership of place and are committed to building a larger and more prosperous local economy with quality jobs and homes, while ensuring those that rely upon us the most are not left behind.

Our residents and our businesses expect their local councils to work hard to maximise local quality of life for everyone.

Our joint aim is for two strong councils, working together with the ambition and resources to make our combined area one of the best places to live and work in the country.

This joint working partnership can deliver on that promise.

We would like to thank members and staff from both councils for their support in developing our plans for the future, which we believe is the right way forward for both our councils and people and places we serve.

We are proud to endorse this report.

Andrew Proctor, Leader, Broadland District Council

John Fuller, Leader, South Norfolk District Council

Executive Summary

Why do we want to collaborate?

South Norfolk and Broadland Councils have developed a feasibility study to assess the opportunities and benefits of working closer together through shared services. We have a strong history of working together and have already achieved significant economic growth and enhanced quality of life for our communities through this partnership working. The evolving climate that we are operating in means that we wish to consider further opportunities to align and collaborate, in order to stay ahead of the curve, define our own futures, and most importantly, continue to deliver those services that our residents and businesses value the most. By working together, we will wield greater influence by working across a bigger scale as we continue to make a real difference to the quality of life and prosperity of the 260,000 residents and 10,000 businesses we serve.

The benefits of collaborative working for our people and place

The proposals within this study outline a number of key benefits to our customers, collaborators and councils:

- A stronger voice for both councils, regionally and nationally
- Increased growth and delivery at pace of infrastructure to ensure benefits to residents, communities and businesses
- Greater financial stability for the two authorities, helping to balance the councils' budgets and closing the growing funding gap
- Opportunities to provide services and initiatives jointly, that we would not otherwise be able to provide
- Increased investment and access to new funding opportunities to benefit residents and businesses in the area
- A joint and complementary offer for support to businesses and key business sectors across both districts
- Greater choice for our residents in terms of housing supply in order to best meet their housing needs
- Ability to retain and attract the most talented staff

The focus of the feasibility study

The feasibility study has focussed on a number of areas to assess the case and opportunities for collaborative working between the two councils. These include:

- **Establishing one joint officer team -** The report outlines the recommendation to establish one joint officer team across the two authorities led by a new Managing Director post and joint senior management team, in order to support a joint approach to service delivery, one way of working and the development of a joint culture. The implementation of a joint officer team would be undertaken under the direction of the joint Managing Director, once appointed.

- **The financial opportunity** - Although members have been clear that financial savings have not been a primary driver for the collaboration it is inevitable that some savings through collaborative working will be realised. The report therefore sets out the financial opportunity for working together, including indicative potential savings, immediate investment required to realise the longer-term benefits of collaborative working and other potential financial benefits to be derived. It is possible that by year 5 (2023/24) both Councils may have generated a net indicative annual joint saving of £2.9 million through collaborative working, totalling £8.6 million combined over the first 5 years. Other additional potential financial benefits include increased business rates from enhanced economic growth, increased Council Tax base due to faster delivery of planned housing, increased grant income from more successful bids and access to new funding opportunities currently unavailable to each Council separately, savings from moving faster towards digital working and savings or income from innovation fostered by two workforces coming together and learning from each other.

The report sets out joint working opportunities that will support our:

- **strategic intent for growth and prosperity** - including economic growth, strategic housing and planning.
- **strategic ambition for collaboration** - including commercialisation, partnership working, governance and contracts and procurement
- **ambition to transform the way we work** - including better use of technology (IT/Digital), business improvement and marketing and communications.

Engagement with staff

Staff have been engaged throughout the development of this feasibility study through a variety of mechanisms that have helped shape the report. Service leads and teams jointly developed the proposals through a series of workshops, the CEXs have held All-staff Briefings and attended meetings with Staffside/Staff Forum including Unison.

Engagement with key stakeholders

Throughout the development of the study, a range of communications and stakeholder engagement has been undertaken which shows support for the principle of collaborative working. Key stakeholders have included businesses, partners (e.g. LEP, CCG, neighbouring authorities, County Council), staff, trade unions and MPs.

Quality Assurance, Equality Impact Assessment, Risks and Mitigations

The proposals for joint working have been risk assessed, been subject to internal and external quality assurance review and been equality impact assessed. A range of benefits for customers, the councils and collaborators have been highlighted and no material issues have

been identified that suggest collaborative working should not be pursued between the two councils.

Summary and Recommendations

In summary, developing a closer working relationship through joint working between the two councils is the next step to achieving our aims of Broadland and South Norfolk being the best places to live and work in the country. The study has clearly outlined the opportunity and benefits that this could bring to our customers, collaborators and council, in order to create a sustainable and strong future for our districts.

The report therefore outlines the following recommendations to Members:

Recommendation 1 (includes agreement of a-g below): Broadland and South Norfolk Councils to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:

a. the routemap for delivery of the collaborative working. (Sections 9 to 19)

b. the deletion of both councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)

c. subsequent to the appointment of a Joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (Sections 10.10 to 10.12)

d. that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13)

e. the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.

f. the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to 20.37)

g. the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20. (Sections 20.16 to 20.25)

Recommendation 2 (South Norfolk Council approve, Broadland District Council note): South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period. (Sections 10.4 to 10.9)

Strategic Introduction

1 National Context

1.1 On a national scale, local government and the public sector as a whole are looking to transform the way they work in order to provide a better service to residents, gain greater influence and resilience and address key national challenges.

1.2 The sector has continuously been evolving and innovating to create new opportunities and deliver efficient and effective services. Within local government, there has been a move towards the sharing of service delivery across partners, as a way of both improving the outcomes for residents and reducing costs to the public purse.

1.3 Local government authorities joining together to share services is not a new idea. Many authorities have been exploring this model for years and the national context in which we are operating is driving partnership working to the next stage. Regionally, authorities have developed new models of working such as Breckland and South Holland, East Suffolk (Waveney and Suffolk Coastal) and West Suffolk (Forest Heath and St Edmundsbury).

The transformation of local government in localities – National Policy Direction

1.4 National policy indicates that Central Government has an increased appetite for partnership working and are supportive of the transformation of how local authorities deliver their services. It is clear that they are encouraging those councils that want to explore the transformation of local government/public services in localities are able to reach consensus to do so. It is important for both Broadland and South Norfolk to take a pro-active role in developing transformation solutions that best meet the needs of the people and places they serve, rather than wait to be 'done unto'. For South Norfolk and Broadland, the importance lies in staying ahead of the curve and ensuring we have a shared voice in the future development of local government in localities.

Local Government Finance

1.5 Local government and the public sector as a whole is facing unprecedented challenges, not only in terms of financial pressures, but also in terms of demographic changes. Since 2010/11, government funding for local authorities has fallen by 49.1% in real terms, alongside an increase in the demand for local authority services[1]. In relation to the spending review period (up to and including 2019-20), the National Audit Office have recently confirmed district councils will see a 13.9% real-terms reduction during this period with the majority of district councils stopping receiving the Revenue Support Grant

[1] National Audit Office, 2018 'Financial sustainability of local authorities'

(RSG) by 2019-20. Districts are continuing to see reductions in their core spending power for the whole period, compared to other councils who are all seeing an increase. Overall since 2010/11 the median reduction for district councils has been just over 30%.

1.6 Nationally, authorities are considering different options for improving service delivery, while ensuring financial resilience for the future. Decreasing grant income from Central Government such as the upcoming withdrawal of the RSG and continuing uncertainty around 100% Business Rates Retention (BRR) has encouraged authorities to review the way in which they fund and structure services, with many looking to more innovative ways of operating.

Devolution

1.7 Devolution is the transference of power and funding from national to local government, with the aim of de-centralising decision making and giving local areas more flexibilities and freedoms.

1.8 South Norfolk and Broadland were both strong advocates for the benefits of a potential devolution deal for the region and the failure to progress with the Norfolk and Suffolk devolution bid was disappointing and arguably a missed opportunity. National focus now turns towards areas with existing deals and it is increasingly important that the two councils demonstrate their continued willingness to work together to bring additional resources and powers to the region to tackle shared challenges. A new framework for devolution is expected in the near future and working together on a more strategic level, would bring us greater influence and a stronger joint voice over any future negotiations.

Brexit

1.9 The ongoing negotiations between Brussels and the UK central government provide potential opportunities for local government to take on more powers and additional resources. It is widely recognised that local government has an important role to play post-Brexit. As the two councils work more closely together there is an opportunity to strategically position ourselves across a wider scale to gain greater influence over the outcomes of Brexit – with the aim of getting the best deal for our residents and businesses.

2 Shared Services – National Research, Evidence of Strategic Benefits and Key Learnings

2.1 Local Government Association (LGA) research has found that there are 486 different shared services across the country, which account for savings of around £660 million[2].

[2] LGA Shared Service Map 2018, accessed at: https://www.local.gov.uk/our-support/efficiency-and-income-generation/shared-services

Many authorities have been finding that by working together on a collaborative basis, they have been able to identify wider successful outcomes for their areas and residents.

2.2 For Suffolk Coastal and Waveney District Councils, the appointment of a shared Chief Executive in 2008 and the development of shared services through a shared officer core has achieved over £22m in savings. Similar to this, Forest Heath and St Edmundsbury Councils have seen a saving of around £4m a year through a fully shared officer structure and extensive shared service arrangements. Taunton Deane and West Somerset District Councils have shared a management team and officer structure since 2013, saving approximately £1.8m a year.

2.3 The District Councils' Network (DCN) has recently worked jointly with Grant Thornton to produce a toolkit to aid District Councils with collaboration and transformation in localities. The toolkit identifies many good examples of the outcomes achieved by local authorities and partners working together. The report emphasises that working collaboratively gives scale over an economic geography to support reform and transformation.

2.4 The report highlights how districts working together in the same area 'get their voices heard when they build a coalition of the willing' and are able to better represent their position on a larger scale. An example of this is in Essex where a number of local authorities worked collaboratively together to deliver large scale growth in the form of Garden Communities. By working together, they were able to attract more funding and have received 'in principle' support of £850,000 from the DCLG (now Ministry of Housing Communities and Local Government).

2.5 South Oxfordshire and Vale of White Horse have been sharing services since 2008 and have found that by sharing senior managers and staff, they have been able to work closer together and benefit from a stronger Oxfordshire presence and influence. For example, an LGA analysis into the shared service arrangements outlined that the approach significantly impacted on the Government's decision to approve an Enterprise Zone in the area. Alongside this, the collaboration has led to greater staff development opportunities, with staff being able to work at a higher level and adopt more 'business-like' approach to ways of working[3].

2.6 East Suffolk Councils have been collaborating for many years and prior to submitting their bid to become a 'super district', they have seen many successes by working in partnership through shared services including:

[3]LGA 'Services Shared: costs spared?' accessed at: https://www.local.gov.uk/sites/default/files/documents/vale-white-horse-and-sout-fc3.pdf

- Attracting new funding from government (£73m) for Lowestoft 3rd crossing
- £4.7m in 'Pinch point' infrastructure funding
- Secured overall almost £7m of external funding since 2013/14.

2.7 For Broadland and South Norfolk, these examples highlight the potential outcomes the two councils could achieve by developing a closer strategic relationship.

3 Our Strategic Drivers

3.1 South Norfolk and Broadland Councils have a strong history of collaborative working to drive growth across the region and improve the quality of life of our residents. Taking a pro-active approach to the evolving local government landscape, both authorities are keen to explore the opportunities of working together with a strategic and focussed approach to attract larger scale opportunities and enhance the services we deliver to our customers. The two councils are following a similar direction to that set out by national government to collaborate across an economic geography that makes sense to our residents and businesses. Our strategic drivers are:

- By working more collaboratively we want to show strong leadership of place and are committed to building a larger and more prosperous local economy.
- We are jointly committed to making our area one of the best places to live in the country, enabling the delivery of good quality homes that meet our residents' needs.
- Working more closely together on locally led initiatives will offer both councils increased capacity and resilience for the benefit of our communities, enabling us to work across a geography they can recognise and relate to.
- We want a local government that moves with the times and innovates. In a world where we need to do more with less, one joint officer team partnership can make us more efficient and strengthen our hand when working with partners.
- Our joint aim is for two strong councils to work together with the ambition and resources to make our combined area one of the best places to live and work in the country, while ensuring those that rely upon us the most are not left behind.
- We are progressing opportunities for a joint culture, joint management and one joint officer team that represent an evolution in the way we work for the benefit of our communities. We want to retain and attract the most talented staff, offering them a positive future and career development opportunities.
- We will increase our ability to take advantage of commercial opportunities to deliver better value for our residents, ensuring that we move with the times and innovate.

3.2 This Feasibility Report sets out the opportunities that can be seized by our two councils by developing a strategic partnership, delivered through one joint officer team, while maintaining the autonomy of the two councils.

4 The Scale of the Opportunity

4.1 By working together, we would have a larger population, bigger local economy and greater scale allowing us to have a greater influence on a regional and national stage. Our two councils, cover a significant area of Norfolk, as shown below:

- 260,000 residents
- 10,000 businesses
- 1,460 sq/KM

5 How our Customers, Collaborators and Councils will benefit

5.1 Through collaborative working, there will be significant benefits for our customers, collaborators and councils, these include:

A stronger voice for both councils, regionally and nationally to:

- Improve services and drive growth by attracting more funding – through access to significant funding channels for which we otherwise would not be eligible (e.g. Department for Transport, Transforming Cities) – see Sections 11, 12, 18.
- Provide services and initiatives for our customers and businesses we would not be able to deliver alone – see Sections 11, 15, 17.
- Enable us to work more effectively and negotiate with our partners to benefit the health, well-being and prosperity of our residents – see Sections 11, 12 15.

Increased funding and inward investment into the two districts to:

- Support new business start-ups and existing businesses to grow to create more jobs for local people and attract a high skilled workforce – see Section 11.
- Speed up the delivery of critical infrastructure – see Section 8.11.
- Grow business rates in order to invest in services that residents value the most – see Section 11.

Increased rate of housing and economic growth that benefits residents and communities to:

- Deliver the mix of houses to meet our residents needs by delivering the additional 7,200 houses needed in Greater Norwich by 2036 through speeding up the delivery of new housing developments – see Section 8.8 to 8.14, 11, 12.
- Developing joint plans for new housing sites in consultation with residents through the Greater Norwich Local Plan – see Section 8.8.
- Strengthen our delivery of affordable homes allowing local people to live near their local connections – see Section 12.

Increase in scale which offers opportunities to:

- Ensure greater financial stability for the two authorities, helping to balance the councils' budgets, closing the growing funding gap and keeping Council Tax low – see Sections 13, 14, 20.
- Deliver more innovative and efficient services for residents- improving our customer service offer – see Sections 15, 16, 17, 19.
- Enable the Councils to retain and attract the best staff – see Section 10.

6 Background and Approach

6.1 The initial full council paper was considered and mandated by both South Norfolk and Broadland Councils in September 2017. This gave officers the agreement to begin to work together to develop a feasibility study, outlining the potential opportunity of a strategic collaboration between the two authorities.

6.2 The report to Members in September, set out the common opportunities and challenges facing both councils and the similarities of the two areas in terms of economy, people and place and the make-up of the organisations themselves. As well as this, it identified the areas where the two councils were already working collaboratively to drive growth and improve outcomes for residents. The report set out that the two councils are operating in a changing local government landscape with regard to funding pressures and wider public-sector reform and that by working more collaboratively the two councils could better tackle these challenges, as well as potentially seizing some of the lost opportunities from the failed devolution deal.

6.3 South Norfolk and Broadland engaged with Shared Service Architects (SSA) - a company who support the development of shared services across the country. SSA worked with both the Informal Member Groups, Joint Leadership Team and Programme Team in the initial stages to help develop the principles and focus areas for the feasibility, alongside an initial timetable for delivery.

Scope of the Feasibility Study and Phases of Delivery

6.4 At the beginning of the feasibility study, the Joint Informal Lead Members Group and the Joint Informal Cabinet took part in a facilitated workshop with SSA to discuss the type of strategic partnership to be progressed. Members agreed that they wanted to develop a ***preferred partner model***. The key features of this model are captured in the below table:

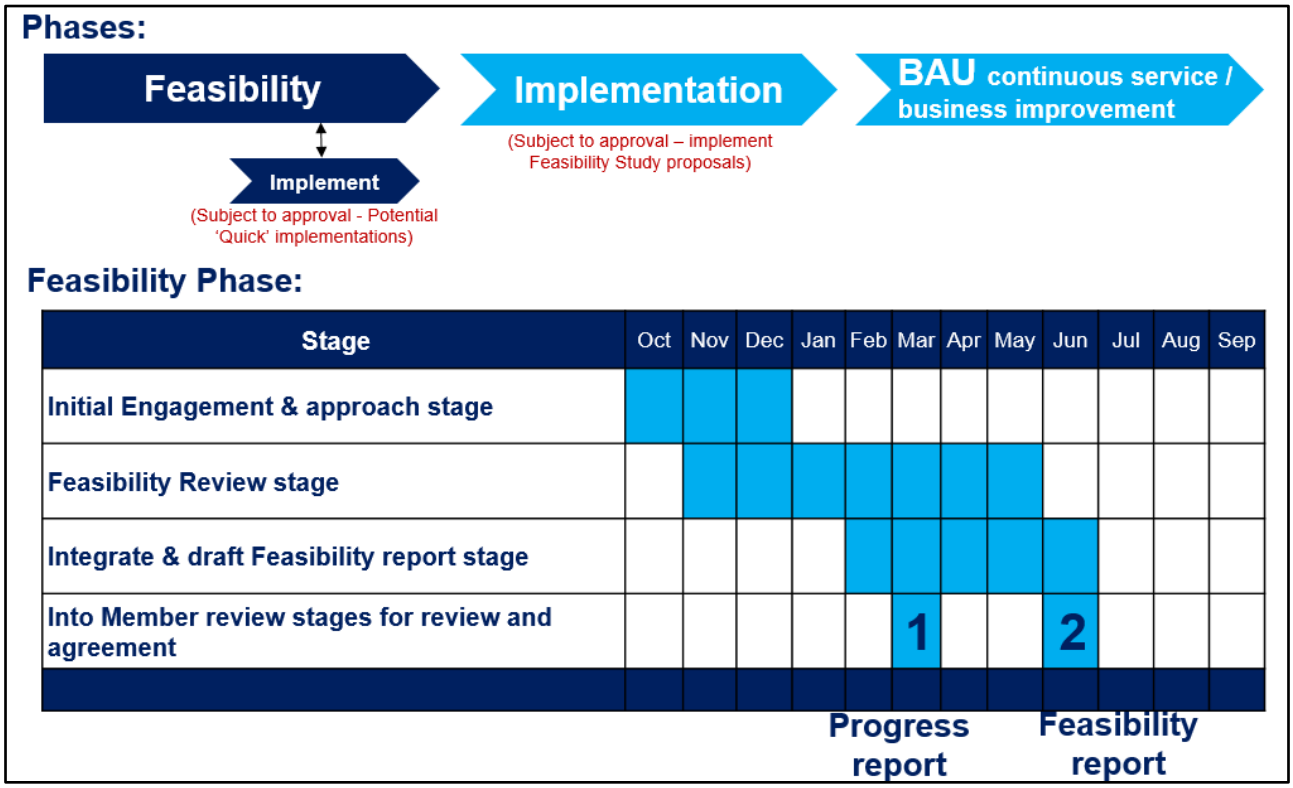
Preferred partner
Specific named partner(s)
Cross-organisation efficiencies
Shared management
Organisational development led
Co-ownership/co-creation relationship
Strong cultural alignment
Interdependence

6.5 Alongside this, Members agreed the following principles:

- Each council will retain its own constitution, setting out how it makes decisions, re-organises scrutiny and delegates authority.
- Each council will continue to set its own council tax and publish its own budget and accounts.
- Each council will continue to be able to set its own corporate plan, using a common template and language, seeking wherever possible to harmonise ambition
- No council can be 'out-voted' by the other council in a way which requires that council to adopt a policy, accept a cost or change a priority that its decision makers are not willing to support.
- There will be no change in the name of any of the councils.
- The costs of changes and the benefits achieved from change will be fairly attributed and shared to the satisfaction of both councils; if necessary using mediation.
- No council will be obliged to break an existing contract.
- The boundaries of the areas for which each council is responsible will not change. Each council will continue to speak up for its own residents, even where there is an apparent conflict of interest between the councils but will strive to secure an agreed approach where conflict around inward investment opportunities arise.

- Each council will be able to set its own policy for which non-statutory services are delivered but will seek to harmonise wherever possible
- The councils will commission services from contractors, voluntary bodies and others together, but can also decide to commission, or grant aid, on their own, but will seek to harmonise wherever possible
- Nothing in these proposals is intended to stop councils developing local ideas about how to support their local communities.
- Each council will seek to simplify its local democratic structures and its relationship to one another
- Each council will default to the harmonisation of services wherever possible
- Ambition is to secure a longer-term sustainable future for both councils through collaboration in a preferred partner relationship
- Both organisations to retain autonomy, accountability and local identity.
- The collaboration is not a take-over by one council of the other.
- The collaboration must support the creation of a new 'shared' organisational team/culture
- The CEX position is not reserved for the two existing CEXs and the post must go out to open competition.
- The collaboration must be strategic in intent – more than a shared management arrangement.
- The collaboration must focus on the delivery of better outcomes for residents, always acting with the customer/resident at heart.
- The collaboration must be characterised by a single management team creating a new 'joint culture'
- The collaboration must be of two autonomous councils.
- The collaboration must recognise that there will be differences in service delivery models and priorities between the two councils.
- The collaboration must create a new type of council (model/vehicle) that other partners will want to collaborate with or join.
- The collaboration must afford new opportunities not available to the councils working alone.

6.6 The development of the feasibility study was divided into 4 main stages, which can be seen by the high-level delivery timeline below:



Programme and Project Governance

6.7 Since the initial report in September, informal member-led groups were established to oversee and support the delivery of the programme and provide strategic direction. These include:

- **Joint Informal Lead Members Group** - The main purpose of this group was to oversee the development of the feasibility study.

- **Joint Informal Scrutiny Group -** The purpose of this group was to support the development of the feasibility study and to scrutinise the recommendations coming through from the Joint Lead Members Group.

- **Joint Informal Cabinet -** This is an informal meeting of both Councils' Cabinets. The group has met at key stages of the feasibility study development.

- **'Quad' -** Quad includes the two Council Leaders and Chief Executives. The main role of this group is to provide a cross-cutting strategic view of the programme as a whole and unblock any key issues, while championing the collaborative work and early opportunities seized.

6.8 Throughout the feasibility study the Joint Member Groups have met on a regular basis in order to be provide steers on the direction of travel for the study.

6.9 To support the development of the study, a joint Programme Team was established to lead and monitor the progress of the programme. The Programme Team was supported by the Joint Strategic Group and Joint Leadership Team which included the Chief Executives, Directors and Deputy Chief Executive and Heads of Service.

6.10 In November 2017, the Informal Joint Cabinet and Joint Informal Lead Members Group agreed the scope of the feasibility study. It was agreed that the study would look to address the core strategic drivers, by prioritising activities which impact directly on economic and housing growth, those that enable us to work different in support of a joint management team and those areas where there may be early opportunities which support our objectives and our longer-term plan for delivery.

6.11 The initial focus areas identified included:

Focus Area 1 – Enabling services to support the two-council's strategic intent

- Economic Development
- Planning
- Strategic Housing

Focus Area 2– Enabling services to support transformation

- 'Better use of technology' – IT/Digital
- HR and Organisational Development
- Business Improvement and Customer Intelligence/Insight
- Communications and Marketing

Focus area 3 – Early Opportunities

- Potential opportunities which presented themselves for shared service working due to staff changes, external opportunities etc.

6.12 Staff from the focus areas worked jointly to develop proposals and ideas which were fed into the Joint Informal Member Groups and Joint Strategic Group who helped to support and refine the ideas which have been included within this study.

6.13 A Progress Report was reviewed by both Councils in April (South Norfolk on 16th April and Broadland on 17th April) on the developments to date of the feasibility study. Both Councils voted unanimously to note the progress of the feasibility study and endorse the approach for the full study.

6.14 Following the Progress Report in April, additional review areas were added to the Feasibility Study, including Governance, Financial Analysis, Commercial Opportunities, Partnership Working and One Joint Officer Team.

Internal Communication

6.15 Throughout the development of the feasibility study, there have been a number of opportunities for both Members and staff to feed into the on-going work and stay up-to-date with progress. A full communications action plan was developed at the start of the feasibility study, below are some examples of the range communication channels which were used:

- Informal Member and Officer Networking Events – two networking events were held during the development of the feasibility study as an opportunity for Members and senior officers to meet informally and ask questions to those directly involved in the programme of work.
- All-Staff Briefings – briefings were held at key points of the programme to update and engage staff in the on-going work.
- Development of the Shared Voice pages on our intranets – jointly, South Norfolk and Broadland developed a shared newsletter which was circulated to staff on a regular basis.
- Blogs and Top Stories on intranets.
- Emails to all staff.
- Joint Staff Side/Staff Forum and Unison sessions.
- Individual and team briefings.

6.16 Joint Staff and Unison meeting were held with both Chief Executives and programme leads on a number of occasions throughout the feasibility development stages and both were invited to comment upon the progress report and feasibility report.

6.17 South Norfolk Staff Forum conducted a staff survey to understand the staff feeling towards the proposal for shared working across the two authorities. This survey was also conducted at Broadland District Council. Overall, the results show that the majority of staff who responded at both Councils were either 'very supportive', 'supportive' or 'neutral'.

	Very Supportive	**Supportive**	**Neutral**	**Not supportive**	**Strongly not supportive**
South Norfolk	31%	46%	23%	0%	0%
Broadland	5.5%	14.5%	53%	17%	10%

External Stakeholder Engagement

6.18 When local authorities decide to share the operational running of their services, there is no statutory requirement to develop a consultation. However, the two authorities

wanted to get the perspective of key stakeholders and partners on the principle of closer joint working, before moving to the next stage of implementation.

6.19 At different stages of the study, key stakeholders and partners have been engaged with the aim of ensuring they are aware of the drivers for our collaboration and the aspirations of our districts working together. Below are some examples of the engagement activities which have been carried out:

- Articles in South Norfolk's Link Magazine and Broadland's Broadland News Magazine
- Joint press releases to the public
- Parish and Town Council Briefings
- Business/Developer breakfast briefings
- Online survey

Feedback from Customers

6.20 South Norfolk and Broadland Councils were the only two councils in Norfolk who voted in favour of a devolution deal for Norfolk and Suffolk. In order to support this work, a survey was commissioned across the two counties to understand resident appetite for increased devolution and the transformation of service delivery in localities. Approximately 60% of South Norfolk and Broadland residents who responded to the survey were supportive of the principle of devolution. This positive response to the proposals for devolution suggests that residents in Broadland and South Norfolk would be supportive of a collaborative approach to service delivery that would bring increased powers and responsibilities to our local areas. A further 85% of South Norfolk and Broadland residents were supportive of the principle of local decision making for housing and development.

6.21 Joint Business Breakfast – this was held with developers from across Broadland and South Norfolk and aimed to get feedback on the proposals around closer working between the planning teams. Initial feedback was positive, with developers stating they saw the collaboration bringing many benefits such as consistency of advice and increased support in driving growth across the wider region.

Summary of feedback from key stakeholders

6.22 Online survey - The two councils jointly invited partners and stakeholders (including businesses, Town and Parish Councils, MPs, neighbouring authorities, County Council and other public-sector bodies) to feedback on the proposals through an online survey, which was issued after the Progress Report went to Full Councils in April. Early responses to date include:

Question	Feedback
What do you think about the principle of South Norfolk and Broadland District Councils working more closely together to support residents and businesses?	Nearly 80% of the responses were supportive. Comments included: *'Collaborative working is the best model to improve strategy and deliverance to residents and businesses'*
What potential benefits can you see from a closer working relationship between the two authorities? For our communities and businesses and the two authorities	Responses were supportive of the principle of closer collaborative working bringing benefits to communities and businesses. The majority of responses agreed that it would benefit increased economic growth and prosperity, as well as bringing more innovative and effective service delivery. Alongside this, respondents agreed that benefits would also include increased capacity and resilience, and ability to attract and retain quality staff. Other benefits identified by respondents were: *'Stronger voice within Norfolk'* *'Economies of scale in procurement and contracts'* *'More likely to be successful in central government funding opportunities'*
What benefits can you see for you or your organisation as a result of closer working between the two councils?	**Responses included:** *'Greater support for the local economy and economic growth'* *'Potential to combine to create one authority in the longer term'* *'A clearer understanding of development proposals, pipeline of work and ability to deliver growth'* *'Ability to cover services traditionally single councils are cutting'*
What concerns, if any, do you have in relation to the proposed closer working relationship between the two authorities?	**Responses included:** *'Continuing, separate agendas limit ambition for true collaborative working'* *'Must not lose the local expertise'* *'Loss of identity and remoteness. Reduction in staff numbers'*

Quality Assurance

6.23 To provide challenge and advice on the development of the feasibility study, the Head of Governance at South Norfolk Council provided internal Quality Assurance (QA) support

in the capacity of their Internal Audit role for both authorities. The Internal QA report can be found in Appendix 2.

6.24 The study has also been supported by a peer Chief Executive from the LGA to provide an external Quality Assurance role. The aim of the external QA was to assess, based on their own experiences of shared services, the proposals being developed against key elements of success of collaborative working. Kevin Dicks, Chief Executive at Bromsgrove and Redditch Councils has led on the External QA report and has met with the Leaders, Chief Executives, Internal QA lead and programme team to discuss the development of the feasibility study and reviewed the final report. The External QA report can be found in Appendix 3.

7 Our existing collaborative working

7.1 South Norfolk and Broadland have a strong history of collaboration across a number of different areas and we are proud of the achievements we have made so far. We want to build on these successes to develop our collaborative partnership.

Care and Repair and Energy Efficiency

7.2 Broadland and South Norfolk have been working together on Care and Repair and Energy Efficiency since 2005 and the partnership has brought many benefits to the residents of both of our areas. Working over a larger population and scale, the collaboration has given us a greater influence with partners and made us more attractive for funding and investment. Over the life of the collaboration, additional funding has been brought into the area, benefiting residents and local businesses who we have procured to undertake works. Most recently, we were awarded over £3m to target hard to heat homes and received joint funding for the purchase of the shared Energy Bus and Trailer, an innovative approach to Energy Efficiency.

7.3 The collaboration has seen many benefits for our customers; in one year, we jointly received more government funding to improve energy efficiency in Broadland and South Norfolk than in the rest of Norfolk and Suffolk together. The collaboration has not only seen benefits to residents, but also to the organisations themselves. The larger joint team has meant that staff has been able to work across both districts, minimising disruption to the customer from any staffing absences. For the Energy Efficiency team, working together has created the opportunity to attract a higher calibre of staff, including graduates who are able to quickly develop their CV's with meaningful projects. In Care and Repair, we have been able to attract staff from a caring experience and knowledge background, improving the service to our customers.

CNC

7.4 The two councils have worked collaboratively for a number of years through the CNC Building Control partnership. CNC brings together the building control departments of South Norfolk Council, Broadland District Council, Fenland District Council, Norwich City Council, King's Lynn and West Norfolk Borough Council into one partnership, sharing resources and expertise to provide a modern, flexible building control service. CNC has been a leading Local Authority partnership in the LABC and consultancy services market since 2004. Working together CNC Building Control has used our collective resource more efficiently and effectively to ensure regulated development in our region. Over the past five years, each council has saved in the region of £100k.

Greater Norwich Growth Board and Greater Norwich Development Partnership

7.5 The Greater Norwich Growth Board (GNGB) has played a key role in driving economic and housing growth in our areas. Key GNGB successes include the securing of crucial road investments for the A47 and helping leverage £105m to support the dualling of the A11 – which opened in 2014. The two councils have also jointly collaborated through the Greater Norwich Development Partnership on the development of the Strategic Housing Market Assessment (SHMA) to set out the Objectively Assessed Need (OAN) for housing in the local planning areas of Broadland, Breckland, North Norfolk, Norwich and South Norfolk together with the Broads Authority.

Internal Audit

7.6 South Norfolk and Broadland, alongside 5 another authorities, set up the Eastern Internal Audit Shared Service, with an Internal Audit Manager based at South Norfolk Council.

7.7 All seven partner authorities are benefiting from greater buying power, reduced costs and the ability to share best practice. They also have access to a much wider pool of resource and to specialist knowledge, which has proved very useful when setting up new companies, such as Big Sky Developments and Broadland Growth. Our audit service was rated as 'Excellent' in "the efficiency of Operations" during a review by the Chartered Institute of Internal Auditors in January 2017, a rating which is rarely awarded.

Other collaborations

7.8 We have a number of other collaborations involving the two authorities including, the Norfolk Waste Partnership, Emergency Planning Partnership and Community Safety Partnership.

8 Early Opportunities

8.1 As part of the focus areas proposed by the Joint Lead Members Group and Cabinet it was suggested that if further opportunities presented themselves for shared service working while the feasibility study was being developed, for example due to staff changes or external opportunities, these would be shared with members as proposed 'early opportunities'. It was outlined that progressing early opportunities would both be beneficial in terms of supporting organisational resilience and would also help act as trail blazers for more extensive collaborative working in the future.

8.2 So far, there have been a number of early opportunities which have been investigated and pursued which include:

Food Safety and Licensing

8.3 Both authorities provide in-house Food, Safety and Licensing functions and have a history of working together over a number of years to share learning and provide mutual support. Following a two-week period when Broadland staff provided temporary food safety regulatory activities in South Norfolk (due to a planned period of staff absence), discussions continued to consider what other opportunities might exist for closer collaboration.

8.4 While there are some differences between the teams (for example in some work practices and IT support), there are a large number of similarities. In particular, there is a common recognition that while these services help protect the public, they also have an important role in supporting local businesses, such as food premises and private hire vehicle/taxi companies.

8.5 Information has been sought from the Suffolk District Councils who are in collaborative arrangements and are now providing certain Food, Safety and Licensing functions by way of a joint team of officers. In each case, the teams are mainly home based and utilise bespoke IT solutions in respect of day to day activities while still able to use office based facilities as and when required. The considerable learning on the part of the Suffolk Districts will prove invaluable when giving further consideration to the longer-term potential for a joint team.

8.6 In light of the above discussions, it is proposed that there are a number of short to medium term actions which it would be advantageous to pursue. These include:

- Development of joint policies covering both Councils
- Alignment of advice to the public and businesses, particularly website content
- Common training sessions for staff and also Licensing Committee Members

- Joint inspection visits opening opportunities to develop a common approach and common information, such as advice packs for businesses.

8.7 In the longer term (within the next 12 months), both authorities will be presented with opportunities to consider, more fully, the structure of their respective teams. This could include moving towards a joint management and team structure moving to one team. This could also take into account the learning from the Suffolk Districts and their use of more flexible working arrangements supported by investment in IT solutions. The benefits include providing greater resilience, career opportunities as well as possible commercial opportunities.

Planning

8.8 Our planning teams across South Norfolk and Broadland have been working jointly over the past 10 years through the Greater Norwich partnerships. Following an opportunity through a vacancy at South Norfolk, the Councils decided to move ahead with interim proposals around a joint planning management team. For the past 6 months, three shared roles have been in place including Head of Planning, Development Manager and Spatial Planning Policy Manager. A 6-month review of the arrangements can be found in Appendix 4. To date, the team have achieved:

- A joint Community-Led Planning team has been established through a successful joint bid for £220k from the Planning Delivery Fund. The role of the team is to ensure more rural communities in Broadland and South Norfolk districts are engaged in developing local initiatives that enable them to play a greater part (either working alone or in clusters) in shaping the growth and development of their neighbourhoods.
- Joint working on the Annual Monitoring Report for Greater Norwich and this has enabled the two planning authorities to take a much more robust and shared stance against predatory planning applications in the Norwich Policy Area.
- A Business Breakfast was held to engage with representatives of the development industry to help understand how the joint planning service can be shaped to serve our customers even better. The councils have started to develop a single relationship with key developers across the area in order to improve the customer experience and develop a more joined up approach.
- Workshops have been held with officers from both planning teams to inform future ideas and initiatives associated with the collaborative working arrangements.
- Joint co-ordinated response to the National Planning Policy Framework (NPPF).
- Sharing of best practice across both teams on processes and systems.

- The two councils have become more efficient in attending partner meetings by having a single representative represent both authorities.

Current and future progress of the Joint Planning Team

8.9 The core programme of work for the joint planning team going forward includes:

- Implementation of shared ways of working for new projects. ***0-3 months***
- Review of Development Management processes and implementation of best new approach. ***0-12 months***
- Implementation of community led planning programme. ***0-12 months***
- Establishment of the growth delivery programme. ***3-6 months***
- Business case for the single shared IT planning system. ***18-36 months***

8.10 The "live" example of the joint planning management team has been helpful in identifying practical learning and opportunities which has been fed in to the development of organisation wide feasibility proposals. These include:

- IT: the two departments operate two separate IT systems with varying levels of reliance upon these systems. For a fully integrated shared service it will be necessary to commit to developing a business case for a single IT system. This is currently scheduled in the draft IT programme to be implemented in approximately 36 months.
- Geography: travel time between the two offices and across the two districts means that sharing work (e.g. shared planning application caseloads) is currently inefficient. However, this can be mitigated in the future by changes to working practices such as IT enhancements to enable more remote working, use of Skype, or fewer site visits for uncontentious proposals.
- HR and Terms and Conditions (T&C's): as the two teams become a shared service officers will be carrying out the same job in the same office but they will be subject to different terms and conditions. The alignment of T&C's will be considered and addressed as part of the development of one joint officer team in order to avoid any sense of inequality in the long term. However, it should be noted that this does not present any short or medium-term constraint to the operation of the service.
- Business improvement principles: in developing common processes a transformational approach is required to jointly design a new process.
- Structure: the two teams have different structures and the interim management team is effectively 'bolted on' to the existing structure at each district. This is not having an adverse operational effect but there is an opportunity to establish a more efficient, joint structure in due course. Proposals for extending the current joint management arrangements to create one joint planning team across the two councils and made permanent are outlined in Section 10.13.

- Delegated powers: at present delegated powers have not been transferred to officers in the interim management team and so none of the interim managers have delegated powers for their 'new' district. This has no immediate operational impact but it is a matter which is being considered and will be addressed moving forward.

Growth Delivery Team

8.11 Broadland and South Norfolk face unprecedented levels of growth, notably in the Broadland Growth Triangle, Long Stratton and the Norwich Research Park. In conjunction with this growth, the planning system and the mechanisms by which growth is delivered have changed over the last 10 years. It is proposed to establish a Growth Delivery Team which would have responsibility for coordinating and leading a multifaceted programme of work associated with the two districts' large strategic sites. This work will include: economic development and inward investment; infrastructure funding and delivery; planning; community engagement; land acquisition and/or development and project/programme management. Other specialist advice such as financial and legal advice can be procured from external consultants. The team will also work closely with partners such as Norfolk County Council, Homes England, New Anglia LEP and other agencies.

8.12 Appendix 4 sets out the proposal for the Growth Delivery Team, the benefits this will deliver and the operational options for delivery.

8.13 It is recommended that Members endorse the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites, notably: Beeston Park, Norwich Research Park, Long Stratton and Rackheath.

8.14 Members are asked to delegate authority to the Chief Executives, in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget. An update of progress will be presented to members as part of the quarterly updates on the interim planning arrangement. These recommendations are outlined in Recommendation 1.

GDPR

8.15 Broadland and South Norfolk have been working jointly to prepare the authorities for the introduction of GDPR in May 2018. The new data protection legislation provides organisations with greater obligations and data subjects with increased rights. The knowledge and expertise of staff members has been shared across both authorities to ensure we both are ready for the changes. The joint work included; reviewing policies and statements to ensure compliance, meeting with teams across both councils to review

procedures and practices and liaising with both Senior Leadership teams on strategic issues. Alongside this, Broadland and South Norfolk will be sharing a Data Protection Officer role.

Routemap

9 Routemap for Delivery

9.1 Officers were asked to define indicative timelines for the key activities in each of their collaboration proposals, which would form part of the overall timeline for initial activities if Members agree to the decision to collaborate in July. These timelines collectively form our ***'Routemap'*** for collaborative activities.

9.2 This part of the report outlines our Routemap for collaboration. It illustrates the envisaged activities after the July decision over 0-3 months, 3-6 months, 6-9 months etc. Further detail about each activity and proposals can be found in section 10 onwards.

9.3 The report sets out the collaborative activities in these four overarching areas:

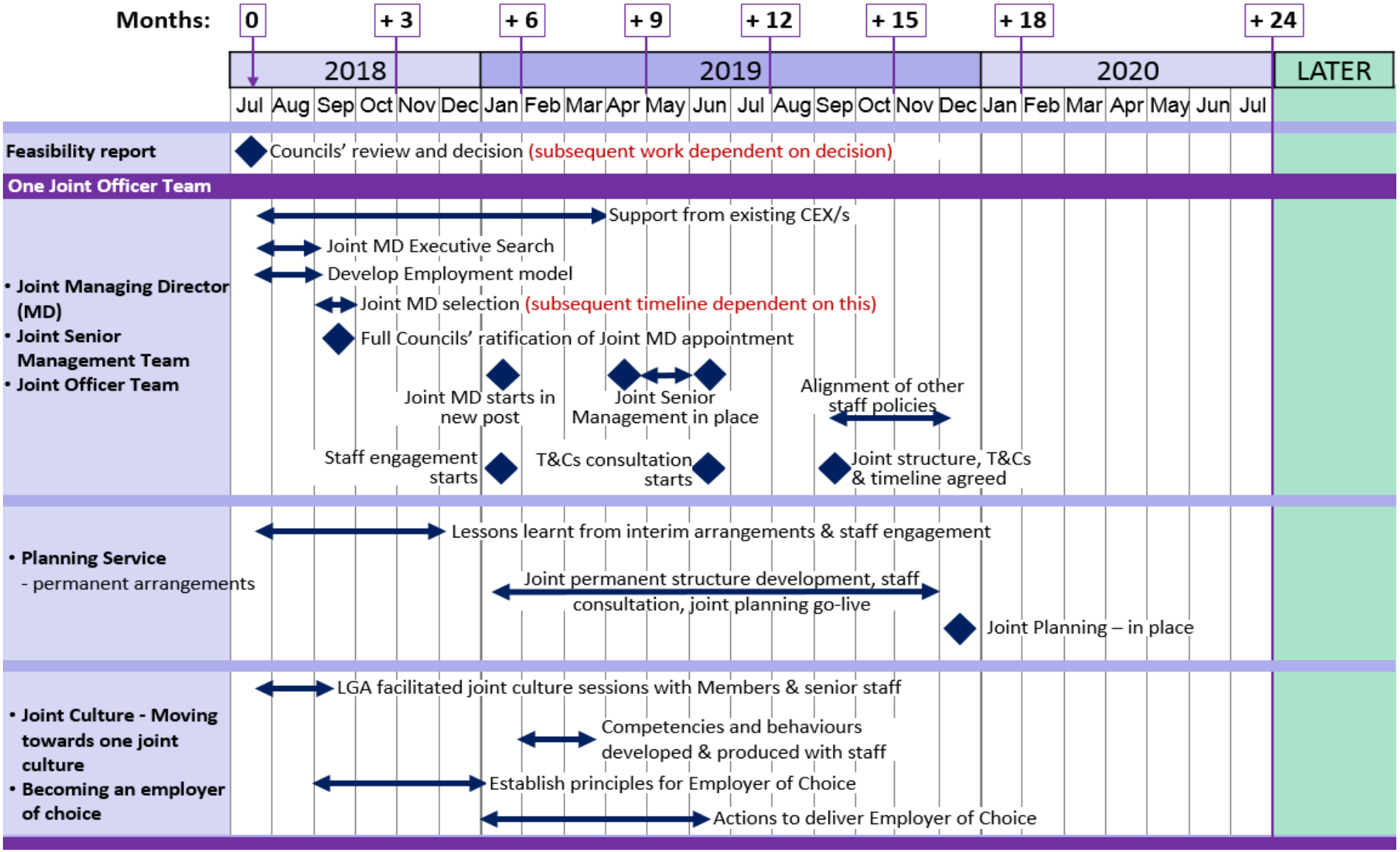
- **One Joint Officer Team -** shared organisational structures including Joint Managing Director (MD), Joint Senior Management Team and Joint Officer Team.

- **Strategic intent for growth and prosperity** - including economic growth, strategic housing and planning.

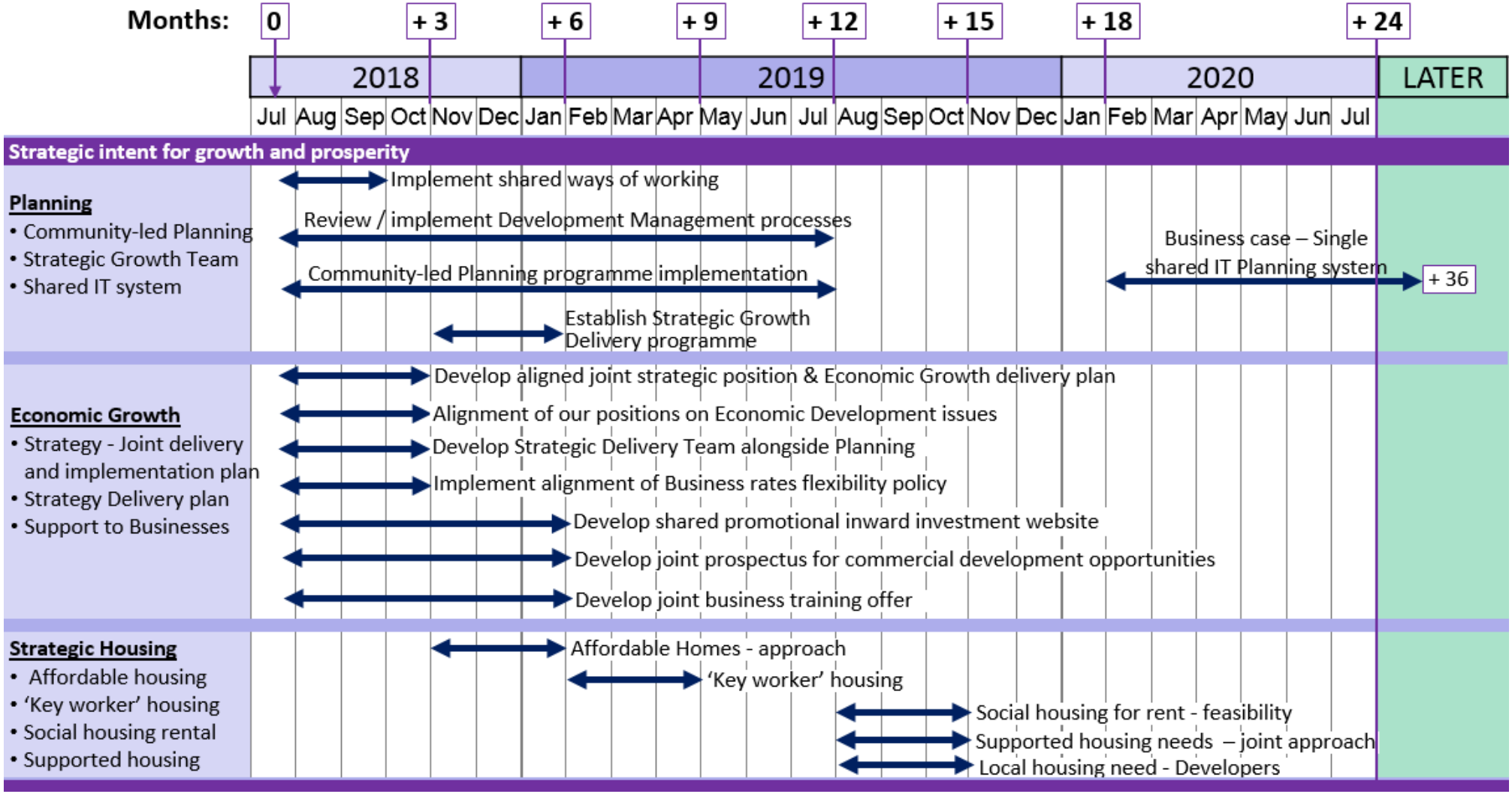
- **Strategic ambition for collaboration** - including commercialisation, partnership working, governance and contracts and procurement.

- **Ambition to transform the way we work** - including better use of technology (IT/Digital), business improvement and marketing and communications.

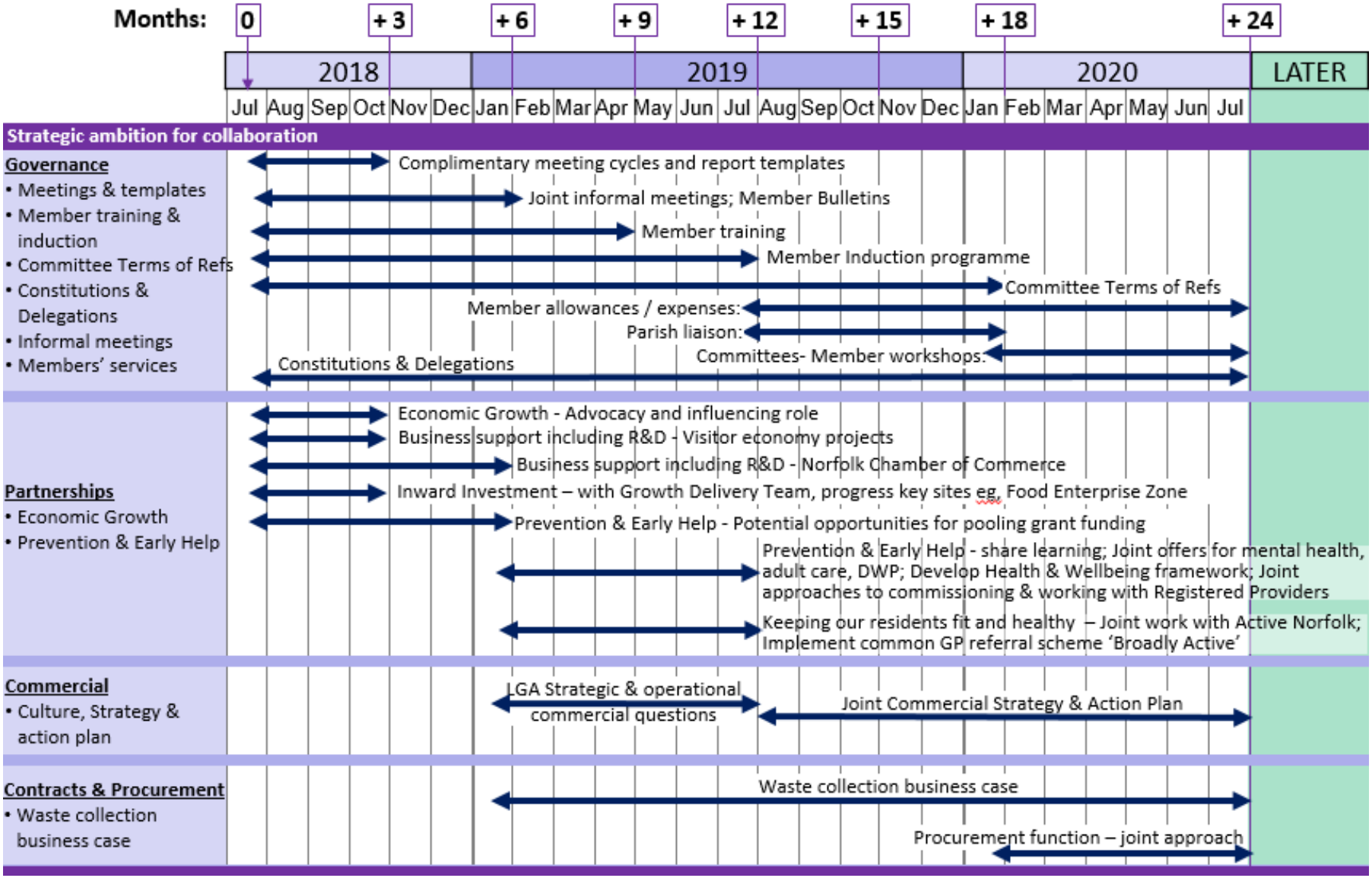
9.4 **Routemap: One Joint Officer Team**



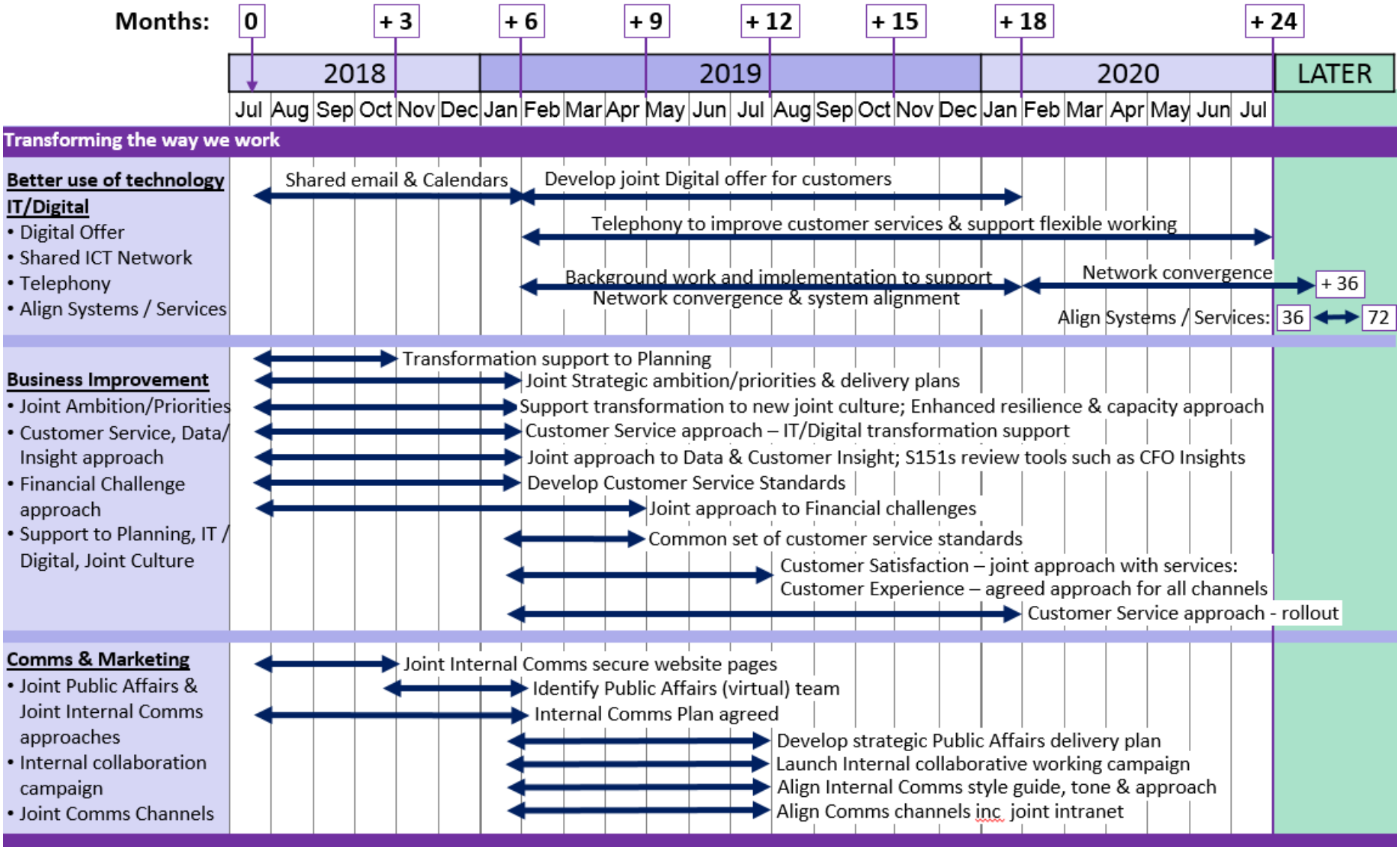
9.5 **Routemap: Strategic intent for growth and prosperity**



9.6 **Routemap: Strategic ambition for collaboration**



9.7 **Routemap: Transforming the way we work**



One Joint Officer Team

The following sections set out the proposals for collaborative working across the two authorities including the development of one joint officer team, those services that drive growth, and those services that enable transformation and collaborative working. The proposals outlined include the current position of the two authorities, those opportunities that have been identified and a routemap for delivery, alongside the key benefits to be realised for our residents and businesses.

10 Proposal for One Joint Officer Team

Context

10.1 A key element of delivering the ambition of a 'preferred partner model' will be a One Joint Officer Team supporting two autonomous councils.

10.2 The two councils currently operate with a staffing resource of 2 Chief Executives, 4 Directors/deputy Chief Executive/Assistant Director, 12 Heads of Service (including a joint Head of Planning) and a combined workforce of 734 (as of April 2018).

10.3 Learning from the experiences of other councils who have developed collaborative working across two councils, it is clear that one joint officer team is critical to realising the benefits of shared service working by supporting services to be delivered in a most efficient and effective way for the customer, while supporting the evolution of one joint culture.

Opportunities

One Joint Officer Team

10.4 **Joint Managing Director (MD) -** Having explored how other councils have managed the establishment of one joint officer team across the two authorities the two Councils Leaders have indicated that, to give the work between our two councils the best chance of success, they wish to appoint to a new joint MD post, a materially different role from the current Chief Executive posts, that will serve two Councils, leading one joint officer team. The difference between the MD role and the existing Chief Executive roles is that it will be more focussed on the direction and oversight of operations of the councils including their commercial and business-like drivers, leading and managing the joint team to deliver the organisations key objectives. Additional focus for the MD role will be providing external leadership of the organisation in its partnerships and with stakeholders. Central to the role will also be the leadership of "place" supporting members in this role. The joint MD would also be Head of Paid Service for both authorities.

10.5 An indicative timeline for the establishment of this post is set out below:

- Commence executive search for a joint MD – July 2018
- Employment model to be developed – July- September 2018
- Selection process and formal appointment – September 2018
- MD (designate) starts – January 2019

10.6 In order to enable this, the current Chief Executive of South Norfolk Council has agreed in principle to leave South Norfolk Council subject to satisfactory terms and timescales being agreed, in accordance with existing Council policies.

10.7 The Chief Executive at Broadland District Council has agreed with the Leader of the Council that he will resign when a new Managing Director takes up post and has already taken flexible retirement reducing his hours until that time.

10.8 In order to meet the desired timelines for the recruitment to the new joint Managing Director, the full Councils of South Norfolk and Broadland need to separately agree to the cessation/deletion of the Chief Executive's post at each authority. Recommendation 1 (b) and Recommendation 2 set out the mechanisms for doing this.

10.9 Subsequent to this, both Leaders will progress the appointment process for this new post in line with the timeline set out within this report. On conclusion of the recruitment exercise a report will be brought back to both Full Council meetings to formally appoint to this new role and to decide upon the Returning Officer appointments.

10.10 **Joint Senior Management Team** – Senior management is currently defined as South Norfolk's Strategic Leadership Team, plus Heads of Service and Broadland's Corporate Leadership Team. To support one joint officer team across two councils, a joint senior management team is required to provide effective, dynamic and consistent leadership. An indicative timeline for this is set out below:

- Joint MD (designate) and Leaders develop joint senior management model and prospective terms and conditions – November 2018 to January 2019
- Staff consultation on above – January to March 2019
- New joint senior management appointments and ratification – March to April 2019
- New joint senior management team in post – April to June 2019.

10.11 **Joint staff** – In order to support a joint approach to service delivery, one joint officer team with a joint culture and one way of working, is required to deliver the two councils' ambitions. This will be supported by common terms and conditions and staff policies. The proposed preferred partner model is not about 'pockets of shared/joint working' it is organisation-wide, 'One Joint Officer Team'. The more aligned we can be, the greater the productivity. It is anticipated that we will move towards one joint officer team through an iterative process. It is estimated that 1 in 4 of posts that become vacant through natural

turnover each year could become a saving, as through collaborative working we would not have to fill as many vacancies that arise. Members have been clear that there is no ambition for redundancies of staff.

10.12 An indicative timeline for the move towards one joint office team is set out below:

- Staff engagement commences - January 2019
- Terms and conditions consultation commences – June 2019
- Joint structure, terms and conditions and implementation timeline agreed – September 2019
- Alignment of other staff policies – September-December 2019.

10.13 **Planning** – The interim joint planning management arrangements have been in place for 6 months and operated successfully. It was agreed by members in January to develop the joint planning team over a 12-month period. The latest update report is attached as Appendix 4 to this report and in light of progress to date, it is proposed that the current joint management arrangements be continued and that proposals be developed to create one joint planning team across the two councils on the following basis:

- Learning from pilot, staff engagement and future proposals development– ***July - December 2018***
- Development of permanent joint structure, staff consultation, joint planning go-live – ***January - December 2019.***

10.14 **Moving towards one culture** – culture is about how we behave and embody the values of the councils on a daily basis. One joint culture across the two organisations is critical to the success of joint working. In order to support the development of these new joint values, a number of sessions will be facilitated with Members and senior staff, with support from the Local Government Association (LGA). Sessions will focus on:

- What are our visions, values and ambitions?
- What will the joint senior team look and feel like?
- What will be different for customers, members and staff?
- What do we value and need to keep?
- What does an employer of choice mean?
- What do we want to be known for?
- How will we engage and get buy-in?
- How will we communicate formally and informally?

July - September 2018

10.15 Once the new joint MD is in post, a new set of competencies and behaviours for all staff will be developed in co-production with staff. ***February – March 2019***

10.16 **Becoming an employer of choice –** A central reason set out by the Leaders in their joint statement of intent for collaborative working was to retain and attract the most talented staff. In order to support this, both councils will develop a joint offer to become an employer of choice in the region and nationally. Engagement with staff and Members will take place to design what this offer will include and incorporate:

- A clear ambition for the two councils
- Opportunities for staff development
- Effective and dynamic leadership and management
- Modern employment practices and ways of working (including staff well-being)
- Rewards and benefits that recognise performance

10.17 This will be delivered over the following timeline:

- Establish principles for employer of choice - ***September 2018 - January 2019***
- Deliver actions to support principles of employer of choice – ***January - June 2019***

Delivering the One Joint Officer Team

10.18 In order to support our move towards one joint officer team, it is proposed that the two councils engage with independent support and facilitation to develop one culture, joint structure and shared recruitment approach, working alongside HR leads across the two authorities. It is anticipated that approximately a £70k cost will be incurred to support the immediate transition period, including: recruitment of the MD, development of the 'one joint officer team' structure utilising the Decision-Making Accountability (DMA) tool (a reorganisation design tool supported by EELGA), development of a 'Timewise' Council Programme (an LGA led initiative to help increase the efficiency of a workforce and attract staff) and critical friend support from EELGA. Costs currently not quantified include; costs of assimilation to new terms and conditions (this will need to be developed as the new terms and conditions are confirmed) and external support for staff during the transition period. Additional budget is being sought for the immediate transition costs and is outlined in sections 20.33 to 20.37.

Benefits of One Joint Officer Team

- Better opportunities for staff development and career progression.
- One joint officer team will help support the councils to deliver their aims and objectives in the most effective and joined up way.
- Staff will clearly understand the rationale for collaborative working and be part of developing the new approach.
- There will be consistent, supportive and dynamic leadership to drive change and continuous improvement.

- A more resilient and effective planning service to best meet the needs of our customers.
- Although not a primary driver, the potential financial savings of moving towards one joint officer team are set out in section 20.
- Resilience for service delivery.

Proposals

11 Economic Growth

Context

11.1 South Norfolk and Broadland have a complementary economic offer, with over 10,000 businesses located across both districts and a joint GVA of approximately £5bn. Increased strategic and collaborative working would provide an increased ability to work at a scale and geography which residents, businesses and central Government can better relate to. The areas are key to future economic growth within Greater Norwich, the wider region and nationally. Our current economic strategies align well with each other and with the Norfolk and Suffolk Economic Strategy which both councils signed up to in 2017.

11.2 Broadland and South Norfolk have a dynamic economy, with sector strengths in Advanced manufacturing and engineering, Food and Drink and Agritech and the Visitor Economy which are complimented by Financial Services and Insurance (Broadland) and Life Sciences, Bio economy and Biotechnology (South Norfolk)

11.3 Broadland and South Norfolk already work closely on Economic Growth in the context of the Greater Norwich Partnership and collaborative working e.g. around the Cambridge Norwich Tech Corridor and the Greater Norwich Food Enterprise Zone.

11.4 Both authorities have a clear commitment to attract new business to the area, sustaining high rates of employment and housing growth and a strong focus on supporting businesses to grow and innovate;

- **Business Training –** While Broadland currently primarily delivers this service through in-house resources, South Norfolk adopt a predominantly commissioning approach.
- **Business support –** Both councils take a hands-on approach to supporting new businesses into the district and existing businesses to grow and prosper.
- **Business rates support –** South Norfolk have a well-established discretionary relief scheme to promote economic growth, whilst Broadland has developed a proposal for a similar approach as an early opportunity of collaboration. This would provide a joint package of support for businesses to promote growth across the two districts.

Opportunities and Benefits

11.5 **Economic Strategy for Norfolk and Suffolk - joint delivery and implementation plan**

- Develop an aligned joint strategic position and a joined up Economic Growth delivery plan. ***0-3 months***
- Align our positions on issues including needs of the Greater Norwich area in terms of power demand and the importance of supporting rural areas to ensure an equitable distribution of well-connected housing and jobs. ***0-3 months***
- Develop the Strategic Delivery Team alongside planning to speed up and unblock development and delivery of strategically important commercial sites for the benefit of delivering economic growth and prosperity. ***0-3 months***
- Develop a joint prospectus to promote commercial development opportunities and council owned commercial buildings across the joint area. ***0-6 months***
- Develop a shared promotional website that will provide the opportunity for our councils to jointly promote inward investment in the context of the Greater Norwich brand and Invest East. The focus of the website will be to promote increased economic growth across our combined geographical area locally, nationally and internationally. ***0-6 months***

Benefits

- Increased business support and attraction of more funding from Government through leveraging more collective match funding, assets and the ability to meet larger thresholds.
- Working together we will meet more eligibility thresholds to bid for funding e.g. the Department for Transport, Transforming Cities bid requires a working population of > 200,000.
- Greater degree of influencing economic policy development with the UK Government e.g. the Industrial Strategy
- Increased levels of private sector investment to the area from a more dynamic offer.
- Ability to consolidate and focus resources on key growth opportunities (e.g. Food Enterprise Zone).
- Combining and focussing joint resources will lead to an increase in the pace of delivering new jobs, GVA and business rates.

11.6 **Joint approach to business support**

- Implement the alignment of the business rates flexibility policies across both authorities. ***0-3 months***

- Develop a joint business training offer accessible to businesses from both districts to support business growth. ***0-6 months***

Benefits

- A joint and complementary offer for support of businesses and key business sectors across both districts.
- Supporting an increased number of business start-ups.
- Better promotion of our areas as a place to invest in increasing the level of inward investment in our areas.

12 Strategic Housing

Context

12.1 Broadland and South Norfolk have been working together in the context of Greater Norwich over the past 11 years to support the strategic development of housing across the region. As the population in the two districts continues to grow, there will be an increasing requirement to ensure we have the right mix and number of houses to meet the needs of our diverse population.

12.2 Broadland and South Norfolk have seen an increase of 110% of completed dwellings and affordable housing of 45% over the past 5 years. In 2016/17 Broadland and South Norfolk accounted for 1% of the total completed dwellings nationally and also 1.5% of completed affordable housing nationally.

12.3 Data indicates that there is broad similarity in population demographics and housing stock figures. However, there are differences between the two authorities in terms of current/future housing supply and the two systems and criteria the councils use for managing the housing register/list. The difference in numbers on the housing registers/lists is mainly due to South Norfolk's revised policy of criteria for housing need in 2012 which ensured those on the housing register were individuals and families who were likely to meet the threshold of need. It is anticipated as the benefits are realised from the delivery of the Broadland Northway that Broadland's future housing supply is likely to grow placing the two areas on a more similar trajectory.

12.4 Strategic housing is currently delivered across a number of posts within the two organisations and by working closer together it is anticipated that greater resilience will be created.

12.5 Below sets out the context of strategic housing for Broadland and South Norfolk:

	Broadland	South Norfolk	Combined
Housing Stock			
Total dwellings 2017	57,040	59,510	116,550
Owner-occupied (including Help to Buy)	45,869 (80.4%)	44,060 (74.0%)	89,929 (77.2%)
Private rent	5,134 (9%)	8,030 (13.5%	13,164 (11.3%)
Rented from a housing association	5,548 (9.7%)	6,820 (11.5%)	12,368 (10.6%)
Affordable home ownership	489 (0.9%)	600 (1.0%)	1,089 (0.9%)
Housing Need			
Total dwellings per annum (2017 SHMA)	391	765	1,156
Affordable homes per annum	96	152	248
of which: for rent affordable ownership	73 23	107 45	180 68
Number on the Housing Register/List (Mar 2017)	2,876	588	3,464
of whom: in a 'reasonable preference category'	2,876	363 (61.7%)	
Number needing 1 bedroom	1,717 (59.7%)	307 (51.7%)	2,024 (58.4%)
Number needing housing with care: unmet need per annum (to 2036)	49	44	103
of whom: require rent can afford shared ownership can afford open market sale	-1 4 47	-7 6 45	-8 10 92
Housing Supply Apr 2014 – Mar 2017			
Total Dwellings completed 2014-2017	1,647	2,954	4,601
Affordable homes* completed 2014-2017	510 (31%)	368 (12.5%)	878 (19.1%)
of which: for rent affordable ownership	399 111	275 93	674 204
Help to Buy (equity loan) sales 2014-2017	294	680	974
Affordable homes expected April 2017 – March 2020	500	800	1,300
of which: for rent affordable ownership	350 150	600 200	950 350
Availability of Affordable Housing			
Housing association homes for rent let 2016/17 (relets and new-builds)	376 (E) (inc. 176 New Build)	526 (inc. 100 New Build)	902 (inc. 286 New Build)

* Affordable homes figures exclude Help to Buy

Opportunities and Benefits

12.6 **Strategic alignment of housing across the two authorities, including:**

- **Affordable homes** - introducing a common approach to tenures and qualifications in order to promote a wider range of housing opportunities to Broadland and South Norfolk residents e.g. shared ownership, shared equity, discounted market sale, starter homes. ***3-6 months***
- **"Key worker" Housing** – Explore "key worker" housing in order to support key growth business sectors across the districts and public-sector partners to attract and retain staff to support services across the Broadland and South Norfolk. ***6-9 months***
- **Social housing for rent** – the two councils currently hold two separate housing registers/lists and use different criteria to establish need. It is therefore proposed that if criteria to establish need across the two councils becomes more aligned, consideration be given to how the social housing offer across the two areas could be shared to meet the joint need. An initial business case will be conducted to explore opportunities and constraints. ***12-15 months***
- **Meeting the need for supported housing –** Both areas are anticipating a significant growth in the requirement for supported housing including housing with care for older people. By working jointly together the two councils can better influence the delivery of the housing by key partners including the public and private sector. A joint approach to enable delivery of supported housing will be developed. ***12-15 months***
- **Working more effectively with developers to meet the local housing need –** By working more closely together the two councils could strengthen their negotiation and influence with developers in order to deliver the range of housing required to meet the need of the two areas (e.g. affordables). It is proposed that a joint approach to working with developers is explored in order to promote the delivery of the different tenures of housing required by Broadland and South Norfolk residents now and in the future. ***12-15 months***

Benefits

- A wider range of home ownership options for Broadland and South Norfolk residents in order to enable more residents to get on to the housing ladder.
- Greater resilience for the strategic housing team including the sharing of expertise and skills, reducing single points of failure.
- Increased resilience of the economy by making sure the right housing is available for the jobs/sectors we require/are trying to attract
- Greater choice for our residents in terms of housing supply in order to best meet their housing needs

- Better negotiating position with developers to promote the housing mix required across the two areas to meet local need
- Joint approaches across the two areas will create a simplified experience for those customers moving into or between the areas.

13 Contracts and Procurement

Context

13.1 Procurement is a key service for both Councils ensuring value for money in service provision for our customers. Both Councils have pursued a mixed economy of service provision over a number of years, with contracts let (in some instances jointly) in a number of common areas. There are however, some differences of note in particular, waste collection which is contracted out at Broadland and is in-house at South Norfolk.

13.2 Operationally, procurement expertise is provided by a dedicated in-house resource at South Norfolk, with Broadland having an Officer Procurement Team (Deputy Chief Executive, Monitoring officer, s151 Officer and Head of Corporate Resources) and support is bought in as required using the services of organisations such as ESPO.

Opportunities and Benefits

13.3 **Potential shared contract opportunities and savings:**

- Waste collection service - Although the councils are on different operating models at present, there is a strategic opportunity moving forward for the new collaborative venture to potentially align our single largest shared service area to achieve financial/quality benefits - whether this is moving fully in-house or fully externalised. Initial analysis was undertaken to explore this as an early opportunity, however, contract timings prevented the opportunity being pursued at this early point. A business case will be developed to explore the potential options going forward. ***6-24 months***

13.4 Following analysis of the existing contract register, current short and medium-term potential contract opportunities have been explored over the next 5 years. Due to commercial sensitivities, these are not set out in detail in the report, however, contracts included within this are; garden waste disposal, banking services and insurance. The approach has been to identify at a more granular level, the actual contracts that are due for renewal in the next 5 years and could be procured collaboratively, which makes it more likely that joint procurement can actually be delivered. It is therefore anticipated that savings in the range of 2% to 5% (research from LGA case studies suggest direct procurement savings up to 5% can be achieved and could be targeted in most areas). This would amount to an annual saving of between £15k and £38k by year 5 of the

collaboration and this is included within the indicative financial savings outlined in section 20.

13.5 **Alignment of internal processes and contract standing orders**

- We will work to develop a joint approach to procurement across the two authorities in order deliver this service in the most efficient and effective way. ***18-24 months***

Benefits

- Savings can be realised through joint procurement and these are set out above.
- Shared expertise and resilience across the two councils.
- Enhanced market position with suppliers through economies of scale.

14 Commercial Opportunities

Context

14.1 Analysis has been undertaken of current income streams from both councils' commercial ventures as well as income generated within service areas. We have also investigated commercial opportunities that other councils have undertaken which we do not. The following section is the insight generated from this analysis and investigation and explores potential commercial opportunities through joint working. Appendix 6 contains further background detail.

Benefits and opportunities

14.2 There are potentially new opportunities that are undertaken by other councils but also the focus of this analysis has highlighted a wealth of areas where both councils have complimentary experiences that could be leveraged at a service-level through collaboration and sharing of expertise. The opportunities outlined in the section fall into three areas:

- **Existing Commercial ventures** - where we both have similar but varying degrees of expertise and where there could be potential for further commercial opportunities and income streams.
- **Existing income from services** – operating in a business-like and commercial way there are a number of differences in income-generation and/or service delivery approaches that each council could benefit by sharing experiences.
- **Commercial activities in other councils** – potential initiatives in other councils which we do not undertake.

14.3 In addition, this section also discusses establishing a more pervasive Commercial culture.

14.4 Existing commercial ventures by the two councils have delivered substantial financial returns to both Councils. Appendix 6 sets out the annual statutory accounts for Broadland Growth Ltd and Big Sky.

Existing commercial ventures

Broadland existing commercial ventures
Broadland Growth Ltd (50% NPS owned) • Incorporated 2013 • Development of building projects
Broadland Council Training Services • Established 1988 • Technical and Vocational Secondary Education
South Norfolk existing commercial ventures
Big Sky Developments Ltd • Incorporated 2013 • Development of building projects
Big Sky Property Management Ltd • Incorporated 2014 • Letting and operating of own or leased real estate
Build Insight Ltd (50% NPS owned from Jan 2018) • Incorporated 2013 • Specialised construction activities

Potential new commercial opportunities and income streams

14.5 The following outlines potential shared commercial opportunities that would leverage existing knowledge and experience from both councils.

14.6 **Assets Management Company** - On Broadland Growth Ltd developments, some of the communal assets are owned and managed by the council and there could be a commercial opportunity to expand this role on new developments. For Carrowbreck and Great Plumstead, Broadland charge an administration fee for the council being involved in owning and maintaining these areas on behalf of residents through a service charge. South Norfolk, through the Big Sky companies, has both a property development and property management company. In order to make this a viable business proposition, the management company would need to be managing communal areas e.g. greenspaces, private roads and other facilities not in private ownership on a large number of developments. Councils have a strategic role in place making, and managing assets for and on behalf of residents with a service charge would relate directly to this role.

14.7 **Property rental and investments income** – Both councils receive rental income from use of their main offices by partners. South Norfolk also rents out industrial units, business centres and other commercial properties whereas Broadland does but to a lesser extent (e.g. depot rental to Veolia waste contract). The South Norfolk approach to commercial property investment is to build new properties and invest/purchase existing ones. Big Sky Development Ltd has experience in approaches to take with commercial property acquisitions and rental. It is proposed that both councils develop a joint asset management strategy to explore potential opportunities for joint income generation.

14.8 **Affordable Housing one-stop shop** - There is a gap in the market for a one stop shop for affordable housing. Although there are Help-to-Buy Agents where interested purchasers can find out about schemes and properties online, many people are not aware of these, and most marketing takes place through estate agents locally. This can be ad-hoc and relies on customers shopping round and working it out for themselves. A one stop shop could also cater for the provision of mortgages and other financial services too. Mortgage companies will pay a ”broker” fee for setting up a mortgage and ongoing fees for various insurance policies. If there is further development in the Letting/management service then there are more potential income streams that could be explored. However, competition in the Letting Agents market is fierce and would need to be factored into any business case proposal for this.

14.9 **Temporary accommodation** –A potential joint commercial opportunity could be the purchasing of property from housing associations in order to use as temporary accommodation. Both Broadland and South Norfolk have temporary accommodation available.

14.10 **HR services to Parishes** - Whilst Broadland HR has provided informal advice/support to Parish councils for a number of years, the proposition of a charged service has not been tested. An early assessment of the level of interest from potential clients would establish whether a business case for this exists.

Existing services income (business-like/commercial insight)

14.11 The following differences in income-generation and/or service delivery approaches have been identified that warrant further in-depth collaborative investigation if Members agree in July to the Feasibility report. Figures shown are examples of gross income and are provided to indicate a scale.

14.12 **Bin charging at new properties (circa £60k pa)** - South Norfolk has started charging developers for providing waste bins to new property developments whereas Broadland

does not. Property developers are paying this charge which generates an income that the council would not otherwise have received.

14.13 **Pre-application Planning advice fees (circa £100k pa)** - South Norfolk charge for pre-app advice whereas Broadland does not. Large-scale developers have indicated that they are prepared to pay for pre-application advice, especially if it results in an even better pre-application service. It has also helped manage demand of applications, with less concrete enquiries not being followed through to formal planning applications following advice. However, Broadland has previously made a decision enabling potential applicants and agents to engage with planning officers without charging for advice.

14.14 **Street Name and Numbering income (circa £20k pa)** - South Norfolk has introduced a scale of charges for the function under Section 93 of the Local Government Act whereas in Broadland the function is delegated to Parish and Town Councils.

14.15 **Commercial trade waste (circa £500k pa)** - both councils provide this service although delivered differently - Broadland is via the Veolia contract and South Norfolk is provided by in-house delivery. There could be benefits with a collaborative commercial waste offering that services both district locations and consolidated the marketing of it. However, collaboration while the service provision is provided so differently would be a barrier to this.

Commercial activities in other councils

14.16 The following is a list of commercial activities that other councils have undertaken but are not currently performed by either Broadland or South Norfolk.

14.17 **Commercial web advertising** – There are examples of Councils using their websites for advertising, using criteria appropriate for a local government website. Advertising can be made appropriate with our councils' objectives. Indicative income is minimal, around £2k per year from automated web ads requiring minimal-to-no officer resource to manage and possibly more important is that ads would distract users from the primary use of our websites. However, Birmingham City Council and Derby City Council have founded the Council Advertising Network to source socially responsible advertising as a partner of Local Authorities. There are now over 30 Councils on board and the network is forecast to generate over £1 million in the first year, without an adverse effect on user journeys or transactions or negative feedback from the public.

14.18 **Energy provider partnership** - Working in partnership with an Energy Provider to provide affordable Energy for residents - Peterborough City Council has created an arm's length organisation – Blue Sky Peterborough Ltd – which is focused on facilitating investment and development of renewable energy generation projects as well as energy

efficiency initiatives. Peterborough City Council has also partnered with OVO, an award - winning Energy supplier, to form Peterborough Energy. This aims to obtain the most competitive and sustainable energy prices for gas and electricity for customers.

14.19 **Service provision to other authorities** – Combining our resources through collaboration could result in capacity that would allow us to offer paid services to other authorities. An example of a shared service provision to other councils is the Anglia Revenues Partnership.

14.20 **Lotteries –** There are over 30 councils that now provide lotteries, although income profit generation to councils is negligible, they help mitigate reductions in government grants to subsidise local good causes.

14.21 **Burial Services –** Council owned crematoria and woodland burials have the potential to generate high income (circa £400k - £500k net pa) but would require a significant investment decision and a full business case to determine if appropriate. Examples of council-owned crematoriums in Norfolk are Great Yarmouth, Kings Lynn & West Norfolk.

Establishing a Commercial culture

14.22 To help stimulate commercial ideas on an ongoing basis, it is suggested that coaching be made available to staff to help them identify and develop commercial opportunities for the benefit of service delivery to customers. Ensuring staff are equipped with the right skills to maximise business-like and commercial behaviours and culture. A joint training programme could be a positive addition, giving employees the skills and knowledge they need to create and develop commercial ideas. The LGA run training courses and have a 'pool' of experts who can work with councils to help deliver income generation and efficiency savings.

Next Steps

14.23 **Jointly, work through the following LGA strategic and operational questions to help shape a commercial strategy. *6-12 months***

- Is there a political drive for commercial activity and to what extent?
- Is the necessary political and managerial leadership in place and is it effective?
- What is the councils' overarching strategy and how does it link to becoming more 'commercial'?
- How will the commercial activity be delivered alongside the councils' other duties and responsibilities?
- What are the key drivers for change?
- Is the councils' culture receptive to being more commercial?
- Is there a commercial capability within the councils?

- Is there the capacity within the councils to undertake commercial activity?
- What is the councils' risk appetite?
- Is there clarity on how to prioritise commercial opportunities?
- Do the councils' have an Outcomes Framework in place with clear priority outcomes for delivery?

14.24 **Develop a Joint Commercial Strategy and Action Plan**

- Develop a commercial strategy and action plan to ensure that any activity is consistent with both councils' overarching aspirations and priorities. ***12-24 months***

15 Working More Effectively with Partners

Context

15.1 Broadland and South Norfolk already independently and jointly participate in a wide range of partnerships to drive growth and provide and enable services that make a real difference to the lives of our residents. The below sets out a selection of the range of partnerships currently established across the two councils:

15.2 **Advocacy and influencing role** – The authorities work with New Anglia LEP to seek to influence and deliver the ambitions set out within the Norfolk and Suffolk Economic Strategy, including supporting business growth, bringing forward 'Priority Places' and attracting new inward investment. The two councils are also part of the Greater Norwich Growth Board/Greater Norwich Development Partnership – partnerships comprising Broadland District Council, Norfolk County Council, Norwich City Council and South Norfolk Council – which serve to drive housing and economic growth across the Greater Norwich area.

15.3 **Business support including Research and Development** - Both Organisations currently work with business support organisations including Chambers of Commerce, Federation of Small Businesses, Lively Crew and specific sector groups e.g. New Anglia Advanced Manufacturing & Engineering (NAAME). To date, both Councils have agreed separate working arrangements/SLA's with these organisations. Both councils currently work independently with a number of organisations including Visit Norfolk, Visit East Anglia and the Broads Authority to grow and promote the visitor economy sector.

15.4 **Inward Investment** - Both organisations work with the county council and the LEP to respond to inward investment enquiries. South Norfolk is working proactively with the Department of International Trade, (DIT) to promote a number of its development sites to international audiences. Broadland explored this opportunity last year and decided not to pursue as it was unsuitable for the sites within Broadland.

15.5 **Prevention and Early Help** – At present, both Broadland and South Norfolk have developed successful Early Help models which are founded on successful operational partnerships with a variety of partners. Similar to this, both authorities have good partnership working arrangements with Public Health, with each authority being allocated just over £17,000 each to deliver the Public Health Strategy for Norfolk. While South Norfolk uses this to part-fund community connectors, and Broadland use this funding for initiatives around preventing avoidable winter deaths and warm homes, including the HIA+ Plus Project. The Councils are both involved in a range of Health and Social Care Commissioning Initiatives such as Social Prescribing and the Loneliness Framework and both BDC and SNC represent the districts on the Sustainability and Transformation Partnership (STP) through the prevention and the acute work streams. There is potential to jointly increase the level of partnership working with integrated commissioners across Health and Adult Social Care.

15.6 **Keeping our residents fit and healthy** – Broadland and South Norfolk have similar demographics and ambitions around keeping residents fit and healthy. The two councils have differing but complementary leisure offers across each district. South Norfolk has a direct leisure provision through leisure centres and Broadland has a community outreach provision delivered through the Broadly Active programme. Both councils aim to support older and vulnerable residents to remain independent and well, reduce levels of obesity and support the mental health of our residents. The current partnership with Active Norfolk is developing separate locality plans for the two districts.

15.7 **Keeping our residents independent and in their own homes –** South Norfolk and Broadland councils were instrumental in developing and delivering a County wide project District Direct, working in partnership the N&N Hospital. The approach supports vulnerable patients who are at risk of delayed discharge to return home in a timely and sustainable way to independent living. The project has carried out over 290 interventions and potentially saved £181,250 within a 29-week period whilst reducing the length of stay for patients by 36%.

Opportunities and Benefits

15.8 **Advocacy and influencing role**

- Jointly respond to formal and informal consultations and requests for evidence from our partners, to gain greater influence and demonstrate that the two councils are well placed to pilot new government initiatives e.g. Jointly collate evidence for the LEP relating to the impact of Brexit on our businesses. ***0-3 months***

15.9 **Business support including R&D**

- Continue to develop possible visitor economy projects that may be beneficial to be delivered across the two areas, enabling expertise and resources to be shared***. 0-3 months***
- Work with the Norfolk Chamber of Commerce to develop a joint package of support for the benefit of our local businesses. ***0-6 months***

15.10 **Inward Investment**

- Through the Growth Delivery Team, work jointly with external partners to take forward key development sites e.g. the Greater Norwich Food Enterprise Zone. ***0-3 months***

Benefits

- Ability to see greater levels of influence and securing of funding for our joint delivery plan; providing a greater opportunity for our businesses to engage with, influence and benefit.
- Greater collaboration around business support with partners will enable greater levels of influence with business support organisations to deliver more of what our businesses want e.g. targeted and more effective campaigns, including export and supply chains and sector engagement events.
- Better enable a more sustainable year-round visitor economy by facilitating stronger links to North Norfolk, the Broads and other coastal areas, through increased partnership working.

15.11 **Prevention and Early Help**

- Develop a joint offer to work with the **DWP** to support residents into work. ***6-12 months***
- Share learning from the council's operational early help partnerships to strengthen local offers, and harmonise offer where appropriate. ***6-12 months***
- The two councils currently have some joint initiatives with adult social care and mental health services, however there is still potential to grow this influence and joint offer with partners. It is proposed that Broadland and South Norfolk develop a joint offer to work alongside mental health and adult social care to provide services that benefit our residents. ***6-12 months***
- Develop a common framework to our health and wellbeing strategies/frameworks. ***6-12 months***
- Establish more collaborative ways of working with integrated commissioning across both areas, and the opportunities for joint commissioning roles. ***6-12 months***
- Review and identify the potential opportunities of pooling grant funding across the two authorities. ***0-6 months***

- Establish joint working relationships with Registered Providers across the two districts. ***6-12 months***

15.12 **Keeping our residents fit and healthy**

- Improve joint working with Active Norfolk to build a common evidence base and potential joint projects. ***Ongoing***
- Implement a common GP referral scheme 'Broadly Active'. ***6-12 month***

Benefits

- More intelligent commissioning at scale.
- Ability to engage more effectively through one voice with partners.
- Ability to offer a wider range of support services to our residents across boundaries.
- Strengthening the case for funding from partners – particularly those who wish to try to develop countywide solutions from locally developed offers.
- Gaining a greater influence on a regional and national scale by working closer together on issues around prevention, homelessness and early help.

16 Governance

Context

16.1 This focus area has reviewed how one joint officer team can be supported to work as efficiently and effectively as possible across the two autonomous Councils, this has also, by nature of the work the team undertakes, looked at member governance as well.

16.2 **Committee structures** - South Norfolk Council's committee structure has been aligned to its corporate priorities, with many service areas being cross cutting over the Portfolios, whereas Broadland's committee structure is more aligned to its portfolio holder responsibilities.

16.3 A high-level review of the Committee structures has highlighted that there are Committees which are the same, those which are similar and those which are different.

16.4 The work has been about identifying operational elements for practical ways of working, with particular focus on the Constitutions and the democratic process. The review has also looked at how processes can be aligned for Members. The work undertaken by the teams is at a very early stage, and while some "quick wins" have been realised already, the rest of this section sets out the opportunities that need to be further examined, with indicative timelines.

16.5 The Governance Teams have consulted with a number of shared service councils including; Breckland and South Holland and Waveney and Suffolk Coastal District Councils in order to learn about how they have established more streamlined governance approaches to joint working.

Benefits and opportunities

16.6 **Complementary meeting cycles and report templates**

- The team have already ensured that the respective cycle of meetings is complimentary and are now working on ensuring that the report template that officers use for Committee reports is aligned. This is more efficient for officers as it will ensure that the same process is followed regardless of which Council the report is for and it will also enable officers to attend the required meetings without any clashes. ***0-3 months***

16.7 **Member training**

- Where joint member training can be provided this can be considered as a matter of course, and it may also be beneficial and cost effective to invite other Councils to this training, this would be particularly efficient when using an external trainer and also where accredited training is regularly needed i.e. planning and licensing. ***0-9 months***

16.8 **Induction programme for Members**

- In terms of the elections in 2019, the teams can look to work together on the induction programme for Members to ensure that there is consistency in our approach, while recognising the two Councils will remain autonomous. We can also look to ensure that training as part of this process is provided jointly wherever possible. ***0-12 months***

16.9 **Constitutions**

- The Monitoring Officers will need to conclude on delegations that are to be put in place to enable officers to make legal decisions at each Council. Various options are being reviewed to enable this, which include Constitutional amendments through to a formal joint management agreement. To develop this, discussion is being held with other Councils who have shared arrangements and nplaw are also being consulted. This is a key piece of work that needs to be progressed following the July decision to enable officers to effectively, efficiently and legally work across both Councils. ***0-24 months***
- The teams can review the terms of reference of those Committees which fall into the first two categories, to see where these can be aligned to ensure that officers working across both Councils are following the same process. ***0-18 months***

- In terms of the respective Constitutions, these need to be compared, with best practice models reviewed, and a plan of how to align these as much as possible developed. As this is a key piece of work, a project plan needs to be devised with the ultimate aim of enabling more efficient and effective working for one joint officer team. ***0-24 months***
- More lengthy work would be needed where we have differences, and these would need to be considered and political buy-in sought, workshops with members would be beneficial. ***18-24 months.***

16.10 **Joint informal member meetings**

- As a matter of course, the teams can, and have already, worked with lead officers to provide joint informal meetings where briefings and consultation are required. Again, discussions are being held with other shared Councils to learn from how they have addressed this. ***0-6 months***

16.11 There are also other areas of activity that the teams will look into; member bulletins ***0-6 months***, member allowances and expenses ***12-24 months*** and parish liaison ***12-18 months.***

Benefits

- Similar governance across both Councils will mean that members of the public, businesses and stakeholders will benefit from similar administrative arrangements when working with Committees.
- Avoid unnecessary duplication and repetition at senior management level, leading to increased productivity.
- Allows for harmonisation of policy and process where possible and appropriate.
- Ensures that any person or organisation dealing with either Council will be treated in the same way.
- To maximise the governance resources that are available and increase resilience across teams.

17 Business Improvement

Context

17.1 Both Councils design services from a customer perspective with a commitment to continuous improvement. Jointly, the two councils have delivered £997k (£550,000 South Norfolk and £443,000 Broadland) savings in 2017/18 through our Business Improvement and transformation approaches. Both approaches aim to improve levels of customer service, while reducing cost and improving the effectiveness of services. However, there are significant differences in methodology for business improvement/transformation across the two councils e.g. Broadland's use of Vanguard Systems Thinking principles and

South Norfolk's hybrid approach (Lean/lite, agile, systems thinking, customer journey mapping, Prince2, Culture Change etc.), with differing levels of resources in support of these approaches.

17.2 Both councils already have well documented visions and ambitions/priorities which carry a golden thread through the organisation into how they deliver and progress services (e.g. corporate plans, business plans, staff objectives), although the model each council uses to undertake this differs for example timings, format and reporting.

17.3 South Norfolk and Broadland have similar demographics and customer insight is used by both councils to inform service design and improvement across both authorities. South Norfolk, through their Digital Strategy, are currently looking at opportunities to maximise the potential of data and customer insight to improve the customer experience and there are opportunities to consider doing this jointly across the two councils. The S151 officers are jointly reviewing tools such as Chief Financial Officer (CFO) Insights to help support and inform the collaborative working moving forward.

Opportunities and Benefits

17.4 **Joint Approach to Service Reviews and Transformation -** Business transformation is the approach the two councils undertake to innovate and continuously improve to ensure we maintain and develop local services that are customer focussed, move with the times, are cost effective and represent value for money. In a world where we need to do more with less, a shared services partnership with a joint approach to transformation would make us more efficient and effective, ensuring our services remain fit for the future. It will be important to ensure that, as we bring one joint officer team together, the opportunity should be taken to transform our approaches to service delivery, adopting new ways of working. To do this we will:

- Identify how we can use existing skill sets across the two authorities to provide greater resilience and capacity to enable service improvement and transformation, reducing single points of failure. ***0-6 months***
- Develop a joint customer service approach and understanding of customer demands to improve the range and standards of the services we offer to our residents. ***3-6 months***
- Develop a joint approach to tackling the shared financial challenge that both authorities face in line with the Medium Term Financial Plans as developed by S151 officers. ***0-9 months***
- Identify initial focus areas needing potential transformation support as a priority to include: Planning (enabling the joint team to realise the ambitions of joint working at pace) ***0-3 months***, IT/Digital (supporting the teams to identify a new joint IT/Digital strategy to support joint working across the organisations and develop our customer service approach) ***0-6 months*** and supporting the move

towards a new joint culture (helping one joint officer team to develop a joint culture) ***0-6 months.***

Benefits

- We are not defined or restricted by our systems and working processes but instead these enhance and improve both the way we work and the customer experience
- As One Joint Officer Team, we have the right skill sets we need to deliver and transform our services to improve our customer service
- We are able to ensure we can continue to deliver, in the most efficient way, those services that our customers value the most.
- Officers have the tools and systems to work jointly as one joint officer team and are not hindered or limited by our ways of working.
- Services are fit for the future, continuously evolving to best meet customer needs.

17.5 **Joint Collaborative Strategic Priorities and Delivery Plans -** establish a common focus for the joint officer team to deliver to, by defining an overarching set of common strategic outcomes (ambitions/priorities) together with a joint delivery plan, to sit alongside the two Councils' Individual Corporate (SNC)/Business (BDC) Plans. Initial analysis suggests that joint strategic themes would include:

- Driving Growth and Prosperity
- Empowering communities, improving health and wellbeing and quality of life and enhancing outcomes for people and place
- Providing increased financial resilience, self-sustainability, capacity and staff opportunity

0-6 months.

Benefits

- Provide an opportunity to present publicly the ambition for our collaboration and visualise to our customers what we are trying to achieve by working together
- Establish a common focus for the joint officer team to deliver against
- Provide clarity for our partners, customers, businesses and staff of our joint approach and progress by establishing a shared joint delivery plan
- Help promote recognition and greater regional and national influence by identifying how the successes of the collaboration will be tracked and measured

17.6 **Shared Approach to Data, Customer Insight and Experience -** Customer Insight is an understanding about the customer, based on their behaviour, experiences, needs or desires. It encompasses methods to determine customer engagement, market size for commercial ventures, the utilisation of different customer channels to predict future service demand, demographics, and the profiling of different types of customers. The

'data' needs for customer insight can include information gained from traditional tools, data stored in our current systems, as well as information that our staff know.

- Develop and agree a joint approach to data and customer insight. ***0-6 months***
- S151 officers will jointly review tools such as CFO Insights to inform further collaboration work **0-6 months**
- Develop an agreed common approach to how we engage with our customers across all formats and will review the customer experience through a range of channels
    - Telephones
    - Incoming and outgoing post
    - Walk-in/Face to Face
    - Digital channels such as web (including webchat), mobile, email and social media.
    - Print and media

    6-12 months.

- Establish an agreed set of customer service standards that take into account our common approach to ensure that customers are receiving a consistent service across both local authorities. ***6-9 months***
    - Getting it right first time
    - Providing multi-channel approach to delivery
    - Providing timely responses with minimal delays
- Roll out joint customer service approach across our customer service areas. ***6-18 months.***
- Establish shared mechanisms for understanding customer satisfaction with services. ***6-12 months***

Benefits

- Customers will have access to a range of channels to best meet their needs.
- Services will be designed and focussed around the customer to ensure we best meet and manage customer demand.

18 Marketing and Communications

Context

18.1 In their joint statement of intent, our two council leaders committed to building a larger and more prosperous local economy. Our collaborative approach gives us the opportunity to promote South Norfolk and Broadland as one combined area – one place. We have a similar geography and demography and the two councils have the same

progressive attitude to inward investment and understand the importance of a vibrant local economy. Public affairs is the strategic approach the two councils take to promoting their reputations and influencing strategy and policy on a regional and national stage. While the outcomes to be achieved are the same, at present, the two authorities have different approaches and resourcing to public affairs.

18.2 Both councils have regional and national presence, both at Member and officer level e.g. Society of District Council Treasurers, District Councils' Network, LGA, East of England LGA. By working more closely together, we can maximise our joint leverage to influence policy development.

18.3 Through internal communications, it is essential that staff in both organisations are fully engaged and understand the purpose of the collaborative workings of our two authorities, the challenges and opportunities it brings and the role they play in it. Employee engagement and co-production is critical to the success of the one joint officer team. Getting it right will have a positive impact on organisational performance and encourage innovative thinking and a commitment to delivery; leading to higher levels of customer and stakeholder service. Currently, the two authorities use similar channels for staff engagement and where appropriate, different styles to engage with different audiences.

Opportunities and Benefits

18.4 **Developing a Joint Public Affairs Approach -** Public affairs can be used to:

- **Influence policy direction** – jointly press for policy change at a national and regional level to help the two-autonomous councils to deliver their joint ambitions and priorities together.
- **Build key networks** – work together to build a network of key stakeholders and sector partners who we engage with to support our priorities.
- **Raise and build awareness of our joint policy agenda** – jointly develop awareness of our policy agenda through communications, engagement and briefings.
- **Build upon our reputations** – deliver a strong voice for Broadland and South Norfolk in national and regional debates.

18.5 This will be delivered by:

- Identifying key policy and strategic communication leads to be involved in the virtual public affairs team. ***3-6 months***
- Developing a strategic public affairs plan, based on strategic priorities where the two councils would wish to present a united public profile in order to deliver enhanced outcomes for our residents. ***6-12 months.***

18.6 Key policy initiatives may include:

- **Supporting Housing and Growth -** The governments draft Industrial Strategy outlines the vision for driving growth across the whole of the country and the bringing together of key sectors and places. The development and creation of Local Industrial Strategies provides Broadland and South Norfolk the opportunity to have a greater influence in the shaping and delivery of regional strategies and to highlight the importance and contribution of hinterlands to deliver national growth. Housing growth across both districts is also crucial to the development of the area's economy and quality of life for residents. By working jointly on opportunities for driving housing growth across the two areas e.g. policy changes to planning permissions to speed up housing delivery, infrastructure delivery, we can jointly develop proposals for tools and powers to increase the rate that homes are delivered across our area.
- **Public Sector Reform -** For South Norfolk and Broadland, the importance will lie in staying ahead of the curve and influencing any future structural change at an earlier stage. By building our networks and reputations jointly, we better place ourselves in terms of any reform debate.
- **Local Government Funding -** Government has consulted recently on a number of local authority funding initiatives such as Business Rates Retention, New Homes Bonus, Fair Funding Review and the Finance Settlement. By working together, we can develop a joint policy agenda to these key issues and take the opportunity to have a greater influence over the direction of policy setting, before it is 'done unto us'.
- **Attraction of Funding for Growth Initiatives -** Working across a larger scale, Public Affairs could be used to bring together key areas of the business to effectively promote the districts as places to locate and encourage investment to be made.
- **Brexit -** The Government have recently agreed to giving local government consultative rights post-Brexit and it is important to use this as an opportunity to get the right deal for our residents and businesses. A joint approach to Public Affairs would allow us to have a stronger voice when it comes to local government's chance to have their say and gain greater flexibilities and powers over key issues affecting local areas.

Benefits

- The increase in scale offered by a one place approach, with two strong councils working together and speaking with one voice, will allow us to promote a much more attractive package for inward investment for both national and international businesses.
- By jointly pressing for policy change at a national and regional level, we will be able to help the two-autonomous councils deliver their joint ambitions and priorities, bringing increased benefits to residents and businesses.

- Raise and build awareness of our joint policy agenda – jointly develop awareness of our policy agenda through communications, engagement and briefings.

18.7 **Joint Internal Communications Approach –** establish effective joint communication and engagement approach which is consistent across both authorities. In the short term, we will continue to use current internal communication channels for South Norfolk and Broadland. As we move towards one joint officer team in the longer term, we will:

- Set up secure joint page on website which both South Norfolk and Broadland staff and Members can access for joint communications. ***0-3 months***
- Agree an internal communications plan for the transition period between July to January. ***0-6 months***
- Launch an internal campaign to promote collaborative working (e.g. combined campaign around new visions and values). ***6-12 months***
- Align internal communication style guide, tone of voice and approach. ***6-12 months***
- Align communication channels – including developing a new joint intranet, with support from IT. ***6-12 months.***

Benefits

- Improve employee engagement across one joint officer team.
- Supports the councils to deliver our shared visions and aims, by enabling staff to see the connection between their jobs and our collaborative ambitions.
- Staff are better informed through a collaborative approach, by helping them understand why changes are happening and what the benefits will be.

19 Better use of Technology (IT and Digital)

Context

19.1 Both Councils' IT and Digital strategies, are based on similar broad service principles including a commitment to customer driven models of delivery, opportunities for a range of channels for customers to access services and developing opportunities to provide increasingly flexible models of working and communication to support staff. Both Councils continue to invest in technology to support them to work in the most effective and efficient way and to improve our service offer for customers. Last year for example, both Councils budgeted £2.9 million (Broadland £1 million and South Norfolk £1.9 million, spend per member of staff last year for revenue was £3,431 at Broadland and £3,389 at South Norfolk) for IT/Digital across revenue and capital. South Norfolk's level of investment is significantly higher (reflecting a larger staff cohort, additional systems and higher investment into digital services) than Broadland's. Both Councils IT/Digital services

ensure their compliance with PSN (Public Services Network) and GDPR (General Data Protection Regulations).

19.2 South Norfolk's investment in IT and Digital has seen significant return on investment (ROI). For example, in Leisure, the IT/Digital system costs approximately £10k per year and so far in 2018 an average of 62% of leisure customers' transactions have been done through it as self-service rather than via council staff. Fitness classes have a large customer base that is very digitally-oriented and expect to undertake transactions online. This system has realised benefits both to the council and to customers, such as:

- the need for less staff time at reception desks of all leisure centres to take membership bookings, bookings for leisure classes and swim school.
- long queues at reception desks becoming a thing of the past as are time consuming term-based enrolment for swim school.
- customers can book their classes at a time that suits them rather than when the council is "open" to take bookings manually.

Broadland has also seen a ROI in technology investment.

19.3 There are varying levels of focus and investment on the development of digital services across the two councils, with South Norfolk developing a more wide-ranging digital offering. Both councils are using the technologies to provide simplified and efficient customer journeys, based on customer needs. Both councils use customer insight and analysis, though based on different methodologies, to develop their service delivery offer.

19.4 This range of approaches in Broadland and South Norfolk provides opportunities to reflect upon and share learning and development between the two authorities, in order to develop a joint digital offering that best meets our customers' future needs.

19.5 A review of the IT systems landscape shows that, while there are some overlaps and opportunities for consolidation, largely the systems used by each organisation covering the vast array of services we each provide are different with 7 overlaps in the ICT portfolio (Site Improve, Top level, Solchar, Microsoft, VMWare, Vodafone, Clara.net). A comparison of the systems provides an opportunity to review those systems currently utilised and choose the most appropriate systems for the future, subject to review, to best meet customer need and maximise value for money. An assessment of the contract end points shows that most contracts either expire within the next 3 years or are on rolling contracts, meaning both South Norfolk and Broadland have the flexibility to be able to evolve towards shared systems in line with business need. Observations from other districts who have shared services have shown that full systems integration can take a number of years and is predicated on shared ICT infrastructure being in place.

19.6 A common approach to desktop and server hardware, network infrastructure, telephony and Microsoft technologies in use across both organisations and an effective joint IT/Digital approach will be central in supporting one joint officer team to work effectively across the two authorities. The Councils ICT/Digital Strategies and areas such as ICT security and governance will also need to be aligned.

19.7 The two councils have been engaging with shared service partnerships in the region to understand the 'art of the possible' and to develop a forward-thinking approach to IT/Digital, ensuring the councils are at the forefront of new technologies.

Opportunities and Benefits

19.8 **Developing our digital offer for our customers**

- Develop a joint digital services strategy and delivery plan to improve our customer offering. ***6-18 months.***

19.9 There is growing demand to be able to access services digitally, at a time and place that suits the customer. It is therefore important, as the two councils develop a joint customer service offer that a range of channels are established for residents to be able to easily access our services in a customer focussed way.

19.10 Broadland's current ICT Strategy outlines a commitment to develop the functionality of the Council website and other online services based on a principle of digital service by design. South Norfolk have an ambitious digital strategy which aims to make digital the first choice for customers by continually improving their digital services and improving customer experience across all channels.

19.11 By working together, we can share learning across the two councils, sharing existing developments where appropriate (and potentially reducing implementation and maintenance costs), jointly designing and developing the best mix of digital services for the future and sharing the costs of these services when implemented. Where we are providing joined up services to customers, this will be developed on a unified platform.

19.12 **Technology to support one joint officer team –** in order to realise the benefits of joint working across the two autonomous councils, it will be important to ensure the right technology is in place to enable officers to work easily to deliver our services. This will include areas like video conferencing and telephony that supports flexible working.

- ***A single/shared ICT Network -*** To achieve the vision of one joint officer team with the ability to seamlessly work across both sites (and from remote locations), options for a single shared ICT network/domain (i.e. collaborativeworkingtitle.gov.uk) will be developed. This will provide the one joint officer team with a single ICT platform, with the flexibilities to meet the needs of

the two councils. This approach has been taken by the authorities that now make up East and West Suffolk Councils. This approach will enable systems to be reviewed and rationalised and for the technical/security/governance issues to be addressed on an incremental basis. Early deliverables such as hardware accessing both Council's email and documents will also be introduced.

- Access to both Council's exchange resources e.g. calendars and emails from a single device. ***0-6 months***
- Background work and implementation in order to support network convergence and system alignment. ***6-18 months***
- Networks convergence. ***18-36 months***

- ***Telephony to improve customer services and support flexible working –*** as the one joint officer team develops it will be important that there is a telephony system and communications tools in place to support staff to work effectively across the two organisations. A joint telephony system will be developed and delivered across the two organisations to support this. A joint Freephone number for customers will also be explored to improve customer access to services. ***6-24 months***

19.13 **Alignment of services and systems to unlock opportunities**

- As service offers across the two authorities become more aligned and system contracts come up for renewal, individual business cases will be developed to align systems. While initial investment is likely to be required it is anticipated that the alignment of systems will unlock efficiencies, savings and service improvements for customers, staff and members. Potential systems to be aligned include - Planning, Environmental Health, Housing Options, Revenues and Benefits, Finance, Payments, Electoral Services. ***36-72 months.***

Benefits

- Enhanced customer service offer where residents can access services in a manner and at a time and place that best suits them.
- More efficient and effective working tools for staff.
- Potential savings as a result of rationalised systems, improved processes and new ways of working.
- Sharing of specialist skills across the two councils resulting in increased resilience.

Financials

20 Financial context and estimated costs/savings

National Financial Changes impacting on Local Government

20.1 Local authorities need to prepare for a changed system of finance, in which they will have full or increased retention of business rates from 2020/21, but will no longer receive the central revenue support grant. In fact, South Norfolk are in a negative Revenue Support Grant (RSG) position in 2019/20 and Broadland's funding is much reduced.

20.2 The new system will provide opportunities for local authorities to control their own finances but will be challenging in areas where income from business rates may be relatively low. However, both Broadland and South Norfolk are positive beneficiaries of the current business rates scheme so we see this as an opportunity.

20.3 Both Councils have adopted an approach of being open for business and by working collaboratively regarding the business rate reliefs we can offer, we can complement each other so that the greater area is seen as welcoming all types of business in the relevant business corridors.

20.4 Alongside the changed system of business rates funding a new Fair Funding distribution formula is being devised which may mean councils receive more or less than currently from 2020/21, but there is not yet sufficient detail to quantify the potential impact of this. A Comprehensive Spending Review will be undertaken in 2019 that will determine the overall quantum to be distributed.

20.5 Council Tax will become a more important revenue stream for local government and there is a national expectation that all Districts will take full advantage of the freedom to increase Council Tax. There is also a national debate on whether further changes to the Council Tax system will enable Councils to increase this revenue stream. Both Councils have good collection rates so currently maximise the revenue available to them.

Current financial position of both councils

20.6 **Our Medium-Term Plans and Financial Challenge -** There are funding gaps shown in the medium term financial plans of both Councils. In 2020/21 the total budget gap across both councils is projected to be £1,603,000 (£1,424,000 for Broadland and £179,000 for South Norfolk). There is a different accounting approach taken by each council regarding New Homes Bonus. Broadland is anticipating the gradual ending of the scheme and have factored in receiving £1.6 million in New Homes Bonus into 2020/21 but South Norfolk

factors in £3.3 million in that year and assumes it will continue in its current format. The Comprehensive Spending Review in 2019/20 will include a review of this funding. The reported figures therefore reflect this different approach as agreed by members at their respective Full Council meetings in February 2018. Both councils will be reviewing their approach for 2019/2020 budget setting. In addition, South Norfolk's Council tax rate is higher and its Council tax base is projected to increase at a faster rate than Broadland. The continuation of the New Homes Bonus (for Broadland) would make a significant reduction to the predicted budget gap. Both councils have a record of good financial management and have some capacity to close these funding gaps. Although the primary rationale for this feasibility study is not financial savings, there is recognition that, like other shared service councils, savings will be achievable through collaboration. It is envisaged that our collaboration will therefore achieve net reductions in revenue budgets through consolidation of roles and expanding opportunities for efficiencies and income generation which will contribute towards easing the financial pressures we face. This section of the feasibility report outlines the indicative cost/savings possible from collaboration.

20.7 **Our Government Funding -** The following table sets out our central Government Funding for 2018/19. While Broadland receives a larger Revenue Support Grant, South Norfolk receives a higher level of funding from New Homes Bonus (a result of higher levels of house building in the district), Business rates (as a result of faster business growth), and also receives an efficiency support grant for sparse areas.

Aspect (Negative figures indicate income)	**Broadland**	**South Norfolk**
Revenue Support Grant	-£438,238	-£417,134
Business Rates	-£2,766,059	-£3,374,503
Efficiency Support for Sparse Areas	£0	-£285,203
New Homes Bonus	-£2,008,142	-£3,837,956
Total Government Funding	**-£5,212,439**	**-£7,914,796**

Our Expenditure on Services

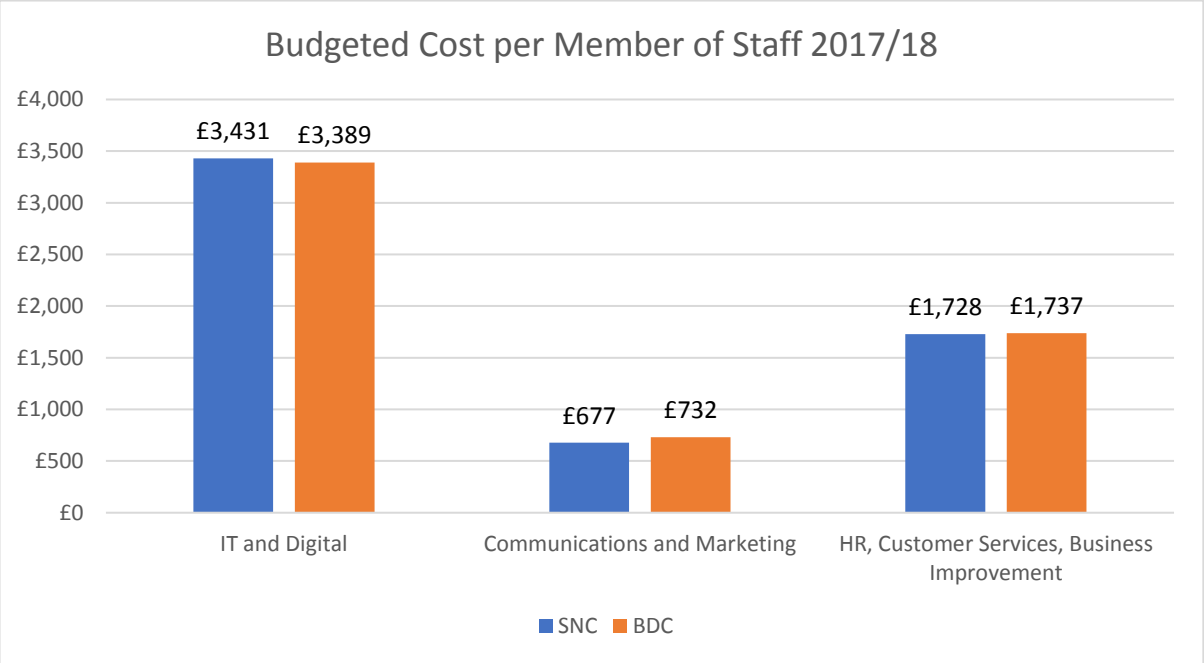
20.8 **Comparing Spend -** The two councils are different sizes, structures and have their own policy priorities. This means that a simple comparison of total budgets can be potentially misleading. For support services it can therefore be helpful to take account of differing size by looking at the cost per member of staff supported and to compare front line service costs per head of population or in relation to activity levels. However, both total costs and per capita costs are set out whenever relevant in the report.

20.9 **Net expenditure per head of population -** For 2018/19, the net expenditure per head of population was £89 for Broadland and £93 for South Norfolk. The difference in spend

reflects the additional investment that South Norfolk makes in early help and the direct provision of three leisure centres. Full detail on the comparison of expenditure of services can be found in Appendix 5.

20.10 **Costs for support services -** Whilst South Norfolk has larger support services to support its bigger staff team (as it includes Leisure Centre Staff, CNC staff and Waste Collection Staff), when comparing budget cost per member of staff across the two Councils there is near parity of spend in key areas. This is demonstrated in the graph below:

Total costs - IT/Digital: SNC £ 1,613k / BDC £ 878k; Communications & Marketing: SNC £318k / BDC £190k; HR, Customer Services, Business Improvement: SNC £812k / BDC £450k.

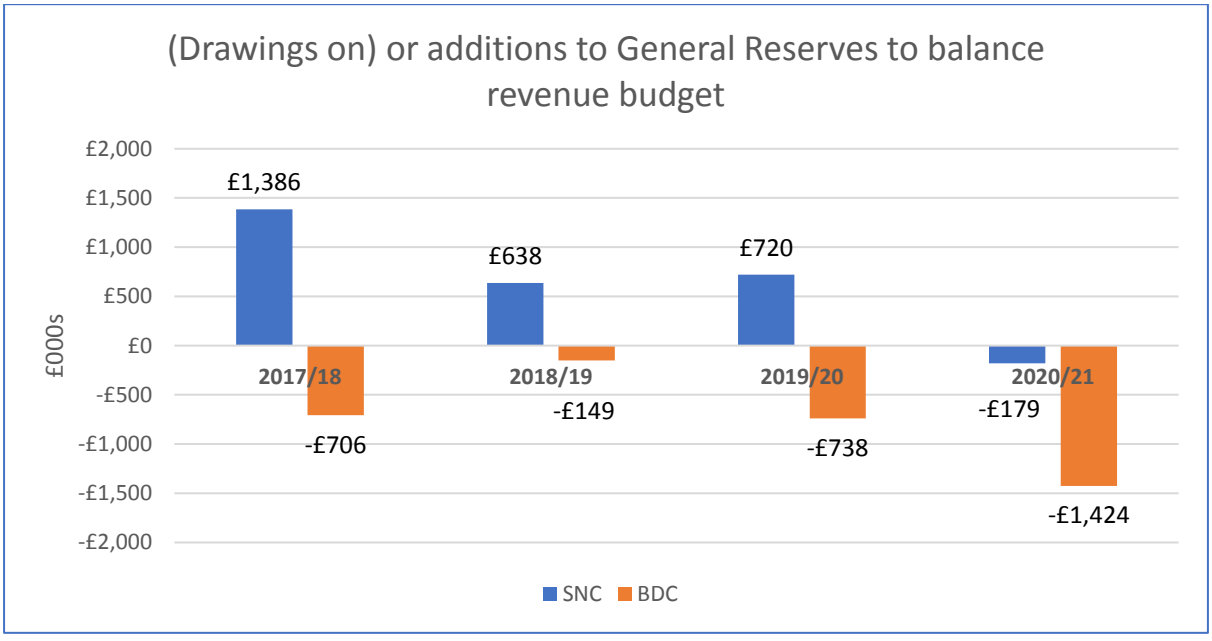


20.11 It should be noted that both Councils have different IT and digital strategies, with IT systems at SNC underpinning services such as leisure, e.g. online class booking, and the depot, e.g. using online reporting of missed bins and route optimisation technology. There are varying levels of focus and investment on the development of digital services across the two councils, with South Norfolk developing a more wide-ranging digital offering. Broadland's approach is using digital by design not default.

20.12 **Our reserves -** The level of revenue reserves reflects the historic financial performance of each Council and decisions on whether to spend reserves. It particularly reflects additions to or withdrawals from general reserves to balance the revenue budget to continue providing a quality service to residents.

20.13 The total revenue reserves for each authority up to 2020/21 are planned to be over £10 million for each Council, well above the prudent minimum levels recommended by S151 Officers. Both Councils therefore have a healthy level of reserves in the short term, but eventually withdrawals from general revenue reserves as shown in the graph below would reduce these reserves to an imprudent level.

20.14 The graph reflects the medium term financial position based on the current published plans of both Councils. It does not factor in any costs, income or savings that might result from a decision to collaborate. It shows the net addition to or withdrawal from general revenue reserves that is required in order to balance the revenue budget each year. This shows that, in this medium-term period, both Councils will be having to draw from general reserves in order to balance their budgets, unless they can find further savings or income. Broadland will draw on its reserves at a quicker rate than South Norfolk which will add to its general reserves until 2019/20. The reason for the large draw on Broadland's reserves in 2020/21 is that no adjustment has been made to the local government funding as we are waiting for indicative figures for 2020/21. However, even with the predicated draw, both Councils are still financially sound in the medium term.



20.15 **Our Capital programme –** South Norfolk has a larger capital programme than Broadland and has used its reserves to generate ongoing revenue (including investment in leisure centres, development of commercial and residential property and commercial waste). While the Council has identified in its Medium-Term Plan that it may borrow to fund investment in property and economic development going forward, it is currently debt free and current capital investment is being funded through reserves and additional income generated. Broadland has currently a smaller capital programme and is debt free

at this point but will consider borrowing in future for any further development opportunities.

Cost/savings apportionment methodology

20.16 In order to support the development of financial analysis for potential costs and savings as a result of a shared approach to service delivery and one joint officer team, consideration has been given by both S151 officers to identify a preferred methodology for Broadland and South Norfolk to use as part of the collaborative working arrangements. The methodology has been developed by undertaking analysis of other district councils operating similar shared service arrangements.

20.17 The proposed methodology below gives a split of costs and savings between the 2 Councils of 45% to Broadland and 55% to South Norfolk. This has been applied to develop the financial analysis for this feasibility report.

20.18 Nonetheless, it should be noted that the ambition is to move towards a 50/50 split over an agreed period if Members agree to move forward with collaborative working.

20.19 The underlying rationale for the split is to ensure an equitable share-out of the costs and savings that are due to collaborative working. It is not meant to share costs and savings that the Councils incur from decisions that are made to do something that applies only to one of the Councils.

20.20 The split is subject to the following underpinning principles:

▪ If one council wishes to provide a service/incur cost that is not a part of the other council's ambitions and services then it should be agreed by all parties that is this is operated outside of the shared arrangements.
▪ If a council has services the other council does not have e.g. leisure centres it is that council's cost and if they can derive any benefit then it is their savings.
▪ Assets stay with each council as do Treasury arrangements
▪ Both Councils will follow their own agreed HR policies and procedures until terms and conditions are harmonised and therefore be individually responsible for any extra costs arising from the application of these

20.21 At this point in time both Section 151 officers are content that the 45/55 split is a reasonable one for this feasibility study. However as further detailed work is undertaken and collaborative working begins to be implemented, the S151 officers will have a clearer

evidence base to further inform the appropriate split between the two councils. Members are therefore asked to agree to the provisional costs/savings split as set out in this report and its accompanying principles. It is therefore recommended that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20.

20.22 It should be noted that until detailed calculations of the costs and potential savings of the proposals are progressed there cannot be certainty around the totality of costs and savings for each council.

20.23 Feedback from other local authorities and bodies such as Shared Service Architects has advised that it is best to keep methodologies as simple as possible. An approach that incorporates an external assessment is also seen as favourable.

20.24 A range of options have been looked at and the following methodology has been used for the indicative financials in this report.

Basis	**Rationale**	**SNC Share**	**BDC Share**
Average of: ▪ Core Spending Power for 2016/17 as determined by DCLG Final Settlement Figures ▪ Core Spending Power for 2017/18 as determined by DCLG Final Settlement Figures ▪ Gross Income per audited accounts 2016/17 ▪ Gross Expenditure per audited accounts 2016/17	• This combines a number of proxies to form an overarching basis for savings/cost apportionment. Core spending power is an external assessment, which also reflects income generating capacity. • These proxies would be simple to compare and gather. • Expenditure as a proxy for cost splits has been used by other authorities as a basis.	55%	45%

20.25 The rationale for this proposal is that after analysis of a number of options, a range of possible splits were calculated between 41/59 to 51/49. The recommendation of 45/55, as the midpoint, was deemed a fair split representing an appropriate reflection of the two councils' different costs and income. The methodology combines a number of proxies to form an overarching basis for savings/cost apportionment, including core spending power as an external assessment. By utilising this approach proxies would be simple to collect and compare and the methodology reflects that of other authorities which have established similar arrangements.

Overall Indicative Financial costs and savings

20.26 A summary of the indicative financials from the proposals described in this report is shown below. Indicative savings relate to those of the One Joint Officer Team (Joint MD, Senior Management and Staff) and from joint Contracts & Procurement. Indicative costs relate to essential ICT and transition costs. The cost/savings estimates are shown below. These figures are based on the workstreams' activity to date which will incur varying costs of transition.

20.27 There are financial benefits that cannot be quantified at this stage but are nevertheless possible outcomes from a successful collaboration. These are:

- Increased business rates from enhanced economic growth
- Increased Council Tax base due to faster delivery of planned housing
- Increased grant income from more successful bids and access to new funding opportunities currently unavailable to each Council separately
- Savings from moving faster towards digital working
- Savings or income from innovation fostered by two workforces coming together and learning from each other.

20.28 The figures relate to the following areas:

One Joint Officer Team:

20.29 Indicative savings based on natural staff turnover rates of both councils has been used in the calculation of figures in the table below. The figures exclude services that are not provided by both Councils, i.e. leisure centres and building control. More detail on this calculation can be found in Appendix 5. Utilising natural staff turnover is the approach we have taken to calculate this and is a 'middle-ground' approach compared with other shared service councils. An alternative more 'aggressive' approach to reducing higher staff numbers would involve voluntary or compulsory redundancies (and associated severance costs) which Members of both councils do not currently wish to pursue. An example of this could be the District Councils of Sedgemoor and South Somerset, identifying £9.2m staff savings over 5 years but with £3.3m severance costs in the first 3 years. Our view is that the approach in this feasibility study offers better value for money and less service upheaval than an option that has large redundancy costs and does not rely on natural staff turnover. Another alternative approach could be to adopt a '10-year journey' like Waveney and Suffolk Coastal ('East Suffolk'), however, we understand that Members wish to work within a shorter timeframe than this.

20.30 The total savings from the number of vacancies that we have estimated might be removed is based on natural turnover and average salaries (the Turnover rates used were: BDC 6.5%, SNC 14%). We have estimated that 1 in 4 of those posts that become vacant through natural turnover each year could become a saving, ie, through collaboration we would not have to fill as many vacancies that arise. South Norfolk Council has been able to remove an average of 7 posts per year from its establishment in the last 3 years without joint working and Broadland's average has also been 7 per year over the same timeframe through normal business, therefore these figures are achievable through the business innovation and change that collaboration can foster. Through changing business processes South Norfolk has also removed more traditional posts and used these to invest in new services that better meet local need e.g. the introduction of community connectors. By Year 5, an indicative gross saving from natural staff turnover could amount to £2,769k.

20.31 In addition to this saving, an indicative estimated saving of £260k per year to revenue budgets is estimated to represent gross savings at Chief Executive and Senior Management Team level. A 10% reduction in Senior Management Team budgets has been used as a mid-point of that achieved by other shared service councils.

Contracts & Procurement:

20.32 Potential additional savings are also envisaged from joint procurement. The approach has been to identify contracts that are due for renewal in the next 5 years and that are available for joint working. This results in small savings of between 2% and 5% of contract value over time, comparable with examples from elsewhere in local government and there could be non-financial benefits such as in contractor relationships and service quality.

Transition fund over 5 years:

20.33 This is an indicative budget envisaged to help support the transition over a 5-year period. An analysis of other shared service councils' business cases has indicated that costs in areas such as change and programme management, additional travel and venue costs for members and staff, structural realignment and training costs and contingency for unexpected costs would apply along with external HR support for the one joint officer team. It also includes ICT costs to support transition. These costs are estimates only covering revenue and capital costs for hardware, software and consultancy support for IT and communications systems. They are purely the costs of business-critical IT investment required to facilitate a joint officer team. They do not include any changes to service systems which would be subject to appropriate business cases and decision and where these costs are dependent on further detailed work to establish the sequence of services

with associated IT system changes needed to join up. Costs currently not quantified include: costs of assimilation to new terms and conditions (this will need to be developed as the new terms and conditions are confirmed) and external support for staff during the transition period.

Immediate Transition costs:

20.34 In order to support us to move towards one joint officer team, it is proposed that the two Councils engage with independent support and facilitation to develop a joint culture, joint structure and shared recruitment approach, working alongside HR leads across the two authorities. It is anticipated that approximately £70k cost will be incurred to support the transition period. The detail of this spend is set out in section 10.18. It is anticipated that partial funding support for this transition activity may be available from the LGA.

20.35 Critical to the success of the move towards joint working will also be ensuring resources to support the scale of change required. A programme team has to date supported the development of the feasibility study and it is anticipated this resource will continue to support the delivery of the programme, as well as potential additional officer and/or external support for specialist areas. Officers dedicating the majority of their time to the programme may require their roles back filling in order to ensure delivery of pace of the joint working programme, whilst maintaining service delivery levels. A budget to cover these additional costs has therefore been included within the immediate transition costs and will be utilised by the Chief Executives to ensure resourcing of the programme and wider service delivery.

20.36 The ICT review indicates a need for £10k in capital expenditure on upgrading links between the two Councils' offices in 2018/19, which would be apportioned on the agreed split. No other capital expenditure is anticipated at this stage as any capital expenditure on IT systems or buildings are subject to later decisions and not required to begin collaborative working. Future expenditure will be subject to business cases being made on an individual basis.

20.37 A budget of £50k was agreed by Members in September 2017, to support the Feasibility Study. £35k remains unspent and can be used to offset some of the immediate expenditure outlined above. Therefore, an additional combined budget of £90k is required as a transition fund for the remaining part of this year.

Overall indicative net financials for both Councils

20.38 The financial figures shown reflect the indicative nature of these estimates. The table below shows the annual saving that might be made in each financial year, reflecting ongoing savings made in previous years and the annual costs of transition. These reflect

the assumptions about how much savings can be achieved in practice. The net saving increases over time.

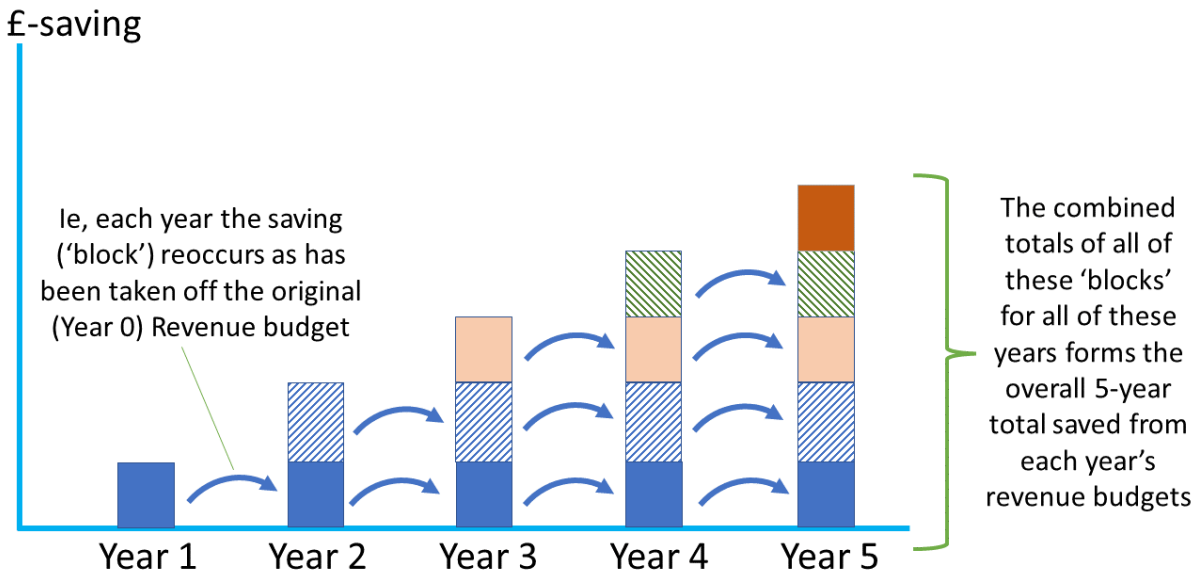
Indicative Annual Costs and Savings from Collaboration in aggregate across both Councils

Indicative Revenue figures - shown as Net (ie, Savings minus Costs). Negative figures shown in Red are Costs.						
Aspect	**Year 1 (2019-20) £000s**	**Year 2 (2020-21) £000s**	**Year 3 (2021-22) £000s**	**Year 4 (2022-23) £000s**	**Year 5 (2023-24) £000s**	
Annual reduction in Revenue budget*	777	1,395	1,951	2,502	3,044	
Annual Costs to Revenue budget**	-194	-344	-184	-184	-184	
Total Net reduction	**583**	**1,051**	**1,767**	**2,318**	**2,860**	**8,579**

*savings achieved in year 1 are included within subsequent years as they are ongoing savings
**some of the costs are not recurring costs and therefore are not required within years 3-5

20.39 The above table shows that these indicative savings through collaborative working increase year on year and therefore by 2023/24 there is a possible net annual saving of £2.9 million per year. This is the Year 5 figure and represents the difference in revenue budget at Year 5 compared to the current Year 0 budget. Totalling up the net savings envisaged for each year of the 5-year period, a net joint indicative saving of £8.6m over a 5 year period would arise.

20.40 The below diagram sets out how this net saving has been calculated:



20.41 The above figures are indicative and cover both councils. The following applies the Cost/Savings apportionment methodology to these figures.

Applying the Cost/Savings apportionment to the above indicative figures

20.42 The following tables show the application of the cost/savings apportionment methodology of 55% (SNC) / 45% (BDC) to the above figures showing the annual net saving that each Council would be making each year by 2023/24. Comparing these net savings to each Council's published Medium-Term Plan shows that these will not eliminate either Council's funding gaps on their own and each Council would still have to make further decisions to balance its budget.

Share of Costs and Savings by Year 5

Ongoing Share of Costs and Savings (Revenue budgets) **Negative figures shown in Red are Costs.**		
Annual Amounts by Year 5	**Broadland £'000**	**South Norfolk £'000**
Annual Revenue budget reduction Year 5	1,370	1,674
Annual Revenue budget costs Year 5	-83	-101
Annual Net reduction Year 5	**1,287**	**1,573**

How could costs/savings be tracked?

20.43 It is proposed that both Councils establish separate earmarked reserves to fund their share of the costs of collaboration so that these costs can be monitored and controlled. Savings or income will be tracked by amendments to relevant budgets and monitored through the budget setting process of each Council. It will be for each Council to work to ensure that these budgeted figures are achieved, and the variance of actual versus budget will not be tracked specifically but only as part of regular budget monitoring. The two councils Medium Term Financial Plans will be adjusted to reflect the potential cost savings delivered through collaborative working, as outlined in the report.

Risks, Mitigations and Exit Strategy

21 Risks and Mitigations

21.1 The following outlines the strategic risks and mitigating actions associated with the feasibility study. These are grouped into 5 key areas:

- Customers and Service Delivery
- Members
- Officers
- Other Stakeholders – partners, Central Government etc
- External factors beyond our control.

Ref	Risks	Mitigations
1	**Customers/Service Delivery**	
1.1	▪ Mixed messaging to customers ▪ Possible customer confusion from differing policy positions of councils	▪ Consistent communication and bespoke messages to audiences ▪ Consistent messaging supporting members ▪ Maximise every opportunity to use existing forums
1.2	▪ Service delivery differences in service offerings and level of service provided ▪ Different council tax levels	▪ Manage expectations - Two autonomous councils ▪ Recognise why Council Tax levels are different
1.3	▪ Different customer experience approaches and Digital Strategy causes different processes and customer confusion	▪ Develop common principles for customer experience ▪ Define route map to introduce common and consistent customer experience solutions
1.4	▪ A larger organisation could lose focus on the 'local' issues/customers ▪ Loss of local identity of council	▪ Continue to work with localities ▪ Maintain good relations town/parish councils ▪ Promote individual council brands
1.5	▪ Capacity conflicts between transformation and the running of operational services ▪ Getting the day job done (as well)	▪ Look to free up capacity ▪ Identifying resources to support transformation
1.6	▪ Email Address / Calendars - not coordinated ▪ IT solutions do not support both sites	▪ Prioritisation of infrastructure projects (for customer delivery) ▪ Route map of IT strategy clearly defined goals and identify in business cases the costs, benefits and how/when we should align systems to be efficient
2	**Members**	
2.1	▪ Political Buy-in ▪ Implications (if any) of 2019 elections- possible change of direction ▪ Members change mind	▪ Members need to be kept fully informed to keep them on board ▪ Group Leaders engage with respective Members to ensure they are fully informed

	▪ Change in leadership ▪ Not meeting expectations/outcomes of Members	▪ Cross-party involvement in feasibility via the Joint Member groups ▪ Possibility of need to review post -election ▪ Exit strategy to be developed
2.2	▪ Member relationships to manage - increases with two sets of Cabinet members who may have different priorities	▪ Potential for more regular informal and formal meetings to address issues and agree way forward ▪ Set expectations on availability of lead officers and the wider joint officer teams
2.3	▪ We do not meet predicted levels of income/savings	▪ The figures in this report are indicative estimates only based on information known at the time. ▪ Regular reviews and analysis to ensure these are on track and if not met establish reasons why and possible corrective action ▪ The Finance section of this feasibility report outlines how the Section 151 Officers of both councils propose to track income/savings from the collaboration
2.4	▪ Different member scheme of delegation and impact on One Joint Officer Team	▪ Need for early review of where Officer and Member Scheme of Delegation can be aligned to assist the One Joint Officer Team – recognition that Members may insist on local arrangements
3	**Officers**	
3.1	▪ Travel time between locations is not efficient	▪ Better use of technology, shared systems and infrastructure where applicable
3.2	▪ Staff resistant to change ▪ Staff reaction/commitment ▪ Over stretched services ▪ Concerns over potential redundancies ▪ Officer uncertainty about the future ▪ Uncertainty causes staff to move on	▪ Good internal communications, honesty and openness, ensure ownership and involve staff ▪ Promote opportunities for staff career advancement across the two councils
3.3	▪ Delay in appointing new Joint Managing Director	▪ Ensure quick decision making and timeline for delivery in place to avoid a vacuum ▪ Agree timeline for a second recruitment round if required
3.4	▪ A joint culture is not achieved ▪ Inconsistent policy and management practice could lead to 2 tier staffing ▪ Different Terms and Conditions	▪ New management to agree an approach ▪ Culture - Political and officer management to agree approach ▪ Work to align Terms & Conditions
4	**Other Stakeholders – Partners, Central Government etc**	
4.1	▪ Not engaging effectively with key stakeholders in the region	▪ Good communication and relationships at a Political/Officer level

4.2	▪ Negative responses from key stakeholders and residents	▪ Provide opportunities to ask questions - use existing forums/groups
4.3	▪ Raising unrealistic expectations amongst stakeholders	▪ Working with other partners and getting them to be our advocates ▪ Clarity of expectation ▪ Focus on evidencing the benefits
4.4	▪ Still viewed as two separate councils limiting our impact	▪ Align policies (where possible) ▪ Explain differences ▪ Explain opportunity/both bespoke messages to audience ▪ Articulate potential benefits
5	**Other External factors**	
5.1	▪ Change in Government Policy/focus of resources	▪ Keep working with national bodies - evidence the benefits ▪ Similar collaborations-collective response, MP's briefed
5.2	▪ Unitary debate in Norfolk gains momentum	▪ Benefits of collaboration exist with or without unitary ▪ Local Government review proposals may present an opportunity. Process would not be derailed by unitary - it could be part of the solution

22 Exit Strategy

22.1 The following sets out the proposed exit strategy should the decision be taken by either council to step-back from collaborative working between Broadland and South Norfolk:

1. In the eventuality that either council no longer wishes to collaborate formally through one joint office team, that Council is required to draft a written notice setting out the reasons for withdrawing from the collaboration.
2. On receipt of the notification and following mediation to resolve any dispute not being successful, the Councils through the Monitoring Officers in conjunction with the S151 Officers, will jointly draw up an exit plan to ensure continued service delivery during the intervening period. Before formal termination, approval will be sought from both Councils.
3. Following a decision, a reasonable timeframe will be agreed by both authorities in order to deliver the exit plan
4. Subject to an exit plan being implemented, any officers currently working formally across both authorities would revert back to their original employing authority.
5. A Memorandum of Understanding (MOU) for the collaborative arrangement will be drafted, should an agreement by both Councils be reached in July.

Feasibility Study Recommendations

23 Recommendations

23.1 The report has sought to set out the potential opportunities for joint working across Broadland and South Norfolk. The two councils have a strong history of collaboration and are operating within an evolving local government landscape that requires a new approach to the delivery of services that drive growth and benefit our communities.

23.2 The report has set out the proposals for one joint officer team to support two autonomous councils and the indicative financial costs and savings as a result of collaborative working.

23.3 The proposals for joint working have been risk assessed, been subject to internal and external quality assurance review and been equality impact assessed. A range of benefits for customers, the councils and collaborators have been highlighted and no material issues have been identified that suggest collaborative working should not be pursued between the two councils.

23.4 Members are therefore asked to consider the following recommendations:

Recommendation 1 (includes agreement of a-g below): Broadland and South Norfolk Councils to agree the proposals set out in the feasibility report for collaborative working, forming One Joint Officer Team across the two autonomous Councils. The required interdependent elements to deliver this are set out below:

a. the routemap for delivery of the collaborative working. (Sections 9 to 19)

b. the deletion of both councils' current Chief Executive roles and that a new post of Joint Managing Director (Head of Paid Service) be created. Details of the proposed appointment to this post will be provided to the Councils in line with the timeline outlined in this report. (Sections 10.4 to 10.8)

c. subsequent to the appointment of a joint Managing Director, the establishment of a joint senior management team and one joint officer team across the two autonomous councils. (Sections 10.10 to 10.12)

d. that the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work

commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13)

e. the establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.

f. the budget for the one joint officer team transition costs, and the other identified implementation costs. (Sections 20.33 to 20.37)

g. the provisional costs/savings split as set out in section 20 of this report and its accompanying principles and that responsibility to refine this cost/savings split be delegated to the S151 officers of both Councils, in consultation with the Leaders of each Council, as part of the development of budgets for 2019/20. The final decision by Members on the cost/saving split between the two councils will be made as part of the budget setting process for 2019/20. (Sections 20.16 to 20.25)

Recommendation 2 (South Norfolk Council approve, Broadland District Council note): South Norfolk Council approve the ceasing of employment of the Chief Executive with the delegation of the exit arrangements, including the effective date and terms to the South Norfolk Section 151 Officer and the lead HR Business Partner, the details of which will be shared with the South Norfolk Leader and the Deputy Leader. This is in line with South Norfolk Council's Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. This decision is subject to a five-day objection period. (Sections 10.4 to 10.9)

Appendix 1 – Equality Impact Assessment (EIA)

Name of Officer/s completing assessment:	Victoria Parsons - Broadland District Council Jeannette Evans – South Norfolk Council
Date of Assessment:	22/05/2018

1. What is the proposed Policy?
South Norfolk and Broadland District Council's Feasibility Study for Joint Working.
The joint aim is for two strong councils, working together with the ambition and resources to make our combined area one of the best places to live and work in the county.

3. What do you believe are the potential equalities impacts of this policy?
Please include:

- **Any other groups impacted not detailed above**
- **Partnership organisations worked with in the development of this policy**
- **Evidence gathered to inform your decision**
- **Where you have consulted, Who and How this has informed the decision/policy**

2. Which protected characteristics does this Policy impact: (please check all that apply)

Age	X	Sex	X	Pregnancy/Maternity	☐
Disability	X	Sexual Orientation	☐	Gender Reassignment	☐
Race	☐	Civil Partnership/Marriage	☐	Religion or Belief	☐
Health	X	Rurality	X	Low Income	☐
				None of the above	☐

Note: Impacts could be positive and/or negative and impact groups differently

The two councils are currently exploring opportunities for a joint culture, joint management and one joint officer team. It is hoped that working jointly together offers increased capacity, resilience, together with greater financial stability.

The feasibility report will outline for member approval, how that process can be taken forward. Until such approval has been granted by both cabinets and specific detail is available for each of the service transformation areas currently under consideration it is hard to determine where impacts, either positive or negative will be felt from an equalities perspective. However, impacts that have been preliminarily identified are discussed below:

Staffing: Relevance, Proportionality and Risk.

<u>Broadland District Council: Employees</u>

As of 31/12/2017, BDC employed 245 members of staff:

	Male Permanent	**Male Temporary**	**Female Permanent**	**Female Temporary**	**Total**
FT	63	2	61	5	**131**
PT	16	1	93	4	**114**
Total	**79**	**3**	**154**	**9**	**245**

Just over half – 53% of all staff are full time with 95% of those employed on a permanent contract. In terms of ratios between those full time and part time employed, 79% of all males are employed full time while 40% of all women are employed full time.

Three times more women than men are employed on a temporary contract. However, this is broadly in line with the female/male staff ratio and the total number of staff members on temporary contracts is small, only 6%.

Broadland employs 16 disabled staff (7% of total employees) and is a member of the government Disability Confident scheme at Employer level. Seven members of staff identify as having an ethnicity other than British.

Pay

Broadland Pay Grade by Gender at 31/03/2017					
Salary Grade	**No of females**	**No of males**	**Total**	**% Female**	**% Male**
1		1	1	0%	100%
2		1	1	0%	100%
3	1	4	5	20%	80%
4 to 3		1	1	0%	100%
4			0	0%	0%
5	4	2	6	67%	33%
6	4	8	12	33%	67%
7	9	8	17	53%	47%
9 to 7	1	1	2	50%	50%
8	18	14	32	56%	44%
9 to 8	2	1	3	67%	33%
9	35	13	48	73%	27%
10 to 9	8	3	11	73%	27%
10	35	7	42	83%	17%
11 to 10	6	2	8	75%	25%
11	22	8	30	73%	27%
12 to 11	20	1	21	95%	5%
13 to 11	5		5	100%	0%
12	3	2	5	60%	40%
13	7	2	9	78%	22%
Totals	180	79	259	69%	31%

From a Broadland perspective, the statistics above show that there are a much higher proportion of males employed in grades 1-4 and there is an overall gender pay gap of 28.6% (average hourly rate)

However recent work undertaken highlights that of the 30 instances of internal staff movements during 2016/17, 21 were promotions with 16 female and 5 male members of staff being successful in their applications.

Individual career development opportunities identified through the ongoing collaboration process may assist in continuing that trend and also reduce the gender pay gap detailed above.

South Norfolk Council

As of 04/05/2018, SNC employed 475 members of staff:

	Male Permanent	Male Temporary	Female Permanent	Female Temporary	Total
FT	202	15	116	14	**347**
PT	26	1	99	2	**128**
Total	228	16	215	16	**475**

The ratio of males and females working at SNC is 244 (51%) males and 231 (49%) female. The number of temporary staff is exactly the same i.e. 16 staff (7%); the majority of which are apprentices or secondments.

Out of the 475 staff employed at SNC, 443 (93%) are permanent. 347 (73%) work full time and 125 (27%) work part time.

The ratio of part time staff shows that 99 (79%) staff are female and 26 (21%) are male.

	Male	Female	Total
Total staff	244	231	**475**

From sensitive data recorded, 332 are White British, 19 are classified as other and 124 have not specified their ethnicity.

There are currently 15 staff who have declared they have a disability.

Gender Pay (as at 31/03/2018)

Quartile pay bands

This data table shows South Norfolk Council's workforce divided into four equal sized groups based on calculated hourly pay rates, ranging from the upper quartile (higher rates of pay) to the lower quartile.

Employee numbers			Female / Male		
Quartile	F	M	Grand Total	**% Female**	**% Male**
Upper	54	73	127	42.5%	57.5%
Upper middle	82	44	126	65.1%	34.9%
Lower middle	60	66	126	47.6%	52.4%
Lower	49	78	127	38.6%	61.4%
Total	245	261	506	48.4%	51.6%

It is a stated intention with the work of the feasibility study that redundancies will not occur, however it is possible with the objective to have a joint officer team that staffing efficiencies may present themselves either through natural staff turnover, savings identified as collaboration progresses in the service areas or through the introduction of a new joint culture. Consideration will need to be given as to whether this could disproportionately impact certain groups, for example female and male part time employees, those approaching retirement age or those employed on temporary contracts.

Our Residents

In response to the service areas identified through the feasibility study this part of the equalities impact assessment aims to determine if there are any potential equalities implications for our residents through the collaborative working proposals. We will be looking at those services that will help us achieve our strategic intent of driving growth and prosperity i.e. Economic Development, Planning and Strategic Housing.

Resident profile

The following statistics provide a brief overview of our residents which can relate to the service areas being discussed. For further Equality Impact Assessments, a more comprehensive analysis will need to be undertaken. Data has been gathered from Norfolk Insight unless otherwise stated.

2016		
Age bracket	**Broadland**	**South Norfolk**
0-4	6100 (4.8%)	7000 (5.3%)
age 5-9	6800 (5.3%)	7800 (5.9%)
age 10-14	6500 (5.1%)	7300 (5.5%)
15-19	6900 (5.4%)	7500 (5.6%)
20-24	5600 (4.4%)	5500 (4.1%)
25-29	6000 (4.6%)	6400 (4.8%)
30-34	6200 (4.9%)	6900 (5.2%)
35-39	6800 (5.3%)	7400 (5.6%)
40-44	8000 (6.3%)	8400 (6.3%)
45-49	9600 (7.5%)	9700 (7.3%)

50-54	9800 (7.7%)	9900 (7.4%)
55-59	8700 (6.8%)	9000 (6.8%)
60-64	8200 (6.4%)	8200 (6.2%)
65-69	9600 (7.5%)	9600 (7.2%)
70-74	7700 (6%)	7900 (5.9%)
75-79	5900 (4.6%)	5700 (4.3%)
80-84	4500 (3.5%)	4300 (3.2%)
85+	4500 (3.5%)	4200 (3.2%)
Total	**127400**	**132700**

Both Broadland and South Norfolk share a similar age spread across the population with approximately 54% of both populations are around working age, while those aged 0-19 make up 21%-22% of the population and approximately 25% is aged 65+ in both districts.

Life expectancy across both districts is slightly higher than the Norfolk average at between 80.7 and 81.4 years for males and 84.4 years for females.
In terms of living in good health, statistics show that in Norfolk men can expect to live to age 64 in good health and women to age 66.

Disability

The table below highlights the percentage of the population in each district that identifies as having a disability.

		2016
Disability	**Broadland**	**South Norfolk**
Moderate Physical Disability (aged 18-64)	8.5%	8.4%
Severe Physical Disability (aged 18-64)	2.6%	2.6%
Moderate or Severe Learning Disability (aged 15+)	0.47%	0.48%

In terms of Health Deprivation and Disability (2015 statistics), South Norfolk ranks 244 out of 326 local authorities and Broadland 269 (where 1 is the most deprived and 326 the least deprived).

Employment and Education **Economic inactivity**

Employment and Unemployment those aged 16-64 (2017)	South Norfolk (%)	Broadland (%)	Working Age Benefit Claims as of November 2016	South Norfolk	Broadland
Economically active	**76.5**	**86**	**Total claimants**	**5,670**	**5,780**
In employment,	75.1	83.8	Job seekers	360	310
Employees	64.2	68	ESA and incapacity benefits	3,220	3,370
Self-employed	10.5	15.3	Lone parents	410	350
Unemployed	3	2.7	Carers	1,040	1,050
			Others on income related benefits	80	80
			Disabled	410	440
			Bereaved	150	180
			Main out-of-work benefits	4,060	4,110

Housing Affordability

	South Norfolk	Broadland
Average house price (2016/17)	£266,897	£256,061
Average monthly rent (2016/17)	£662	£697
Mean annual earnings (2017)	£25,506	£23,629
Ratio of house price to earnings	10.5	10.8
% of Housing Benefit claimants in employment	23%	25%
Total Housing Association Affordable homes in district	7,431	5,565

(Source: Hometruths 2017/18)

Collaboration areas

Economic Development

It is anticipated that with the joint delivery of a number of key projects e.g. Cambridge Norwich Tech Corridor, the Food Enterprise Zone coupled with the Broadland Northway, the delivery of increased levels of economic prosperity we believe will create a very positive impact for all our residents and businesses.

Broadland's economic strapline is 'More jobs, more homes, more opportunities for **all** in Broadland'. In relation to this Broadland currently engage with around 500 businesses a year of all sizes that have equality of access to our business support services. With over 85% of businesses in the Broadland economy being micro businesses they are vitally important to our market towns and rural areas and often need support to break down barriers to thrive and grow. This support should be maintained through any future collaborative arrangements.

Both councils are delivering growth in the context of Greater Norwich and the New Anglia LEP which promotes 'Inclusion and skills' as one of its key priorities alongside increasing productivity, collaborating to grow and competitive clusters.

Going forward, there are plans to develop a joined up Economic Growth delivery plan this Autumn which includes developing a shared website that will promote inward investment (in the context of the Greater Norwich brand and Invest East) in conjunction with a proposal to consider delivering joint business training and joint funding bids to deliver economic growth within the area.

Consequently, it is hoped that the impact of sharing services will bring numerous benefits and we do not envisage any adverse equalities impact although this will need to be robustly assessed as collaborative work moves forward particularly.

Planning

Both South Norfolk and Broadland have collaborated on the Greater Norwich Local Plan and have experienced the value of a joint planning team for example there is a consistency with the decision-making process. Planning teams have created a cohesive working environment where professional relationships and sharing knowledge and skills is the norm.

There has been no noted adverse equalities impact on either council's residents as yet. In addition, by sharing expertise and best practice across both councils, we would expect to engender a proactive approach with town and parish councils and our residents. One way this would expect this to be achieved is through the Joint Rural Community Enabling Team which seeks to work with community planning groups to help them understand the planning process and to produce 'community planning statements', thus ensuring that all residents are able to make their voice heard within their community.

However, it is anticipated going forward, we would need to be mindful that with a larger catchment area, we would need to consider how we will continue to tap into local knowledge and intelligence when making planning decisions.

Strategic Housing

Working together and sharing services, expertise, knowledge and skills across both councils we believe we can provide more choices that will meet our resident's unique needs, for example, discussions to enable delivery of housing for specific client groups such as those with long term health conditions, disabilities, support needs or housing for older people

facilitated in collaboration with Norfolk County Council and Integrated Commissioning. Both councils have supported the formation of the county's Housing with Care and Housing Futures Strategies and will be working with them in relation to implementation. We are also mindful of the recent Equality and Human Rights Commission publication – Housing and disabled people: Britain's hidden crisis.

By having a shared and consistent voice, with better understanding of the housing provision needed, we will be better able to influence house builders and developers so that they provide our residents with more affordable homes, greater tenure choice and have access to relevant professional support and infrastructure in place i.e. independent living.

Therefore, the aim is that joint working will be positive with no intended adverse equalities impact, however this will need to be assessed on an ongoing basis.

4. How is it proposed that any identified impacts are mitigated?
Please include:

- **Steps taken to mitigate, for example, other services that may be available**
- **If you are unable to resolve the issues highlighted during this assessment please explain why**
- **How impacts will be monitored and addressed?**
- **Could the decision/policy be implemented in a different way?**
- **What is the impact if the decision/policy is not implemented?**

If the feasibility report is approved by members and work towards a joint approach continues. Equality Impact Assessments will need to be completed and consistently reviewed for each service area.

Some opportunities and risks for consideration are detailed below, however this is not an exhaustive list.

Opportunities:

- Opportunities that could positively impact those with protected characteristics
- Opportunity to consult with our residents and ensure that services are targeted and effective
- Opportunities for joint funding bids to enable projects that benefit residents.
- Financial savings that could be reinvested in future service provision.

Risks:

- That in any joining up or redesign of services those with protected characteristics do not 'fall through the cracks' for example ensuring that any shared technology is fully accessible for staff and residents.
- Ensuring that any consultation is accessible for all residents
- The impact on career development opportunities for staff
- Impact of location changes for staff and residents.
- The nature and impact of any financial savings.

Appendix 2 – Internal Quality Assurance Report

Internal Quality Assurance – Feasibility Report

The role of Quality Assurance (QA) is to provide objective advice to the programme, monitor and review progress and to provide a challenge function.

Being part of the Programme Team has enabled the QA role to be undertaken over the preceding months and to ensure that the process results in the required outcomes being achieved.

The Programme Team approach has ensured that timelines are developed and constantly monitored to ensure that key dates for consultation and reporting have been met. A thorough programme management approach has been taken, with roles and responsibilities for the officers involved in this being clear. A core team has been established with other officers included as needed, for example Communications and Human Resources. The core team have facilitated workshops with the key theme areas to ensure that a measurable and outcome based approach is being taken.

Underpinning the work of the programme team has been the governance structure which has ensured that key officers and members across both Councils are fully informed prior to a decision being made in July. The terms of reference for these groups i.e. QUAD, Joint Informal Lead Member Group and Joint Informal Scrutiny Group have the purpose of overseeing and supporting the development of the feasibility study to ensure that the required outcomes are achieved.

Should the decision be to progress with collaborative working in July, these arrangements require a review, with the possibility of widening the Informal Joint Lead Member Group membership, whilst ensuring that meetings are only held when there has been significant progress that requires a discussion.

To complement this, it may be worthwhile disbanding the Informal Scrutiny Group and then formalising the Scrutiny role within both Councils by holding formal joint scrutiny meetings, with a clear term of reference, on a six-monthly basis, to ensure that robust challenge is provided and to also scrutinise the decisions that are being made by officers.

Staff engagement has been a constant theme since the start of the work to look into collaborative working; staff side, staff forum and unison joint meetings have been held, there have been Joint Leadership Team meetings and early sight of the reports have been shared with these key groups. There have also been regular updates provided on shared service sections on the intranets, with key documents being added here and also a regular communication – Shared Voice – provided by both Chief Executives. It has been recognised from the start that regular and consistent communication to all officers is a key part of ensuring that this work progresses.

The early trial with the Planning service has been a good way of determining how collaborative working can actually work in practice and there have been regular internal reviews of progress made and lessons learnt, alongside more formal three-monthly review, and a six-monthly review. The joint team have been able to successfully attract Planning Delivery Fund monies, and there are clear objectives that need to be delivered as part of this.

As part of the joint Planning delivery service, there has of course been lessons learnt, and reflections made, which it is important to ensure that should collaborative working progress, other teams are to learn from.

Going forward it is key to ensure that should collaborative working be progressed there is a clear outcome based objective, with roles and responsibilities clear and regular review points built in, until the arrangements becomes business as usual.

Appendix 3 – External Quality Assurance Report

I have been asked to provide external quality assurance to the proposals contained within this feasibility report based on my experience of being a Shared Chief Executive across 2 councils for almost 10 years and chair of the LGA Shared Chief Executives Network.

I feel it is important to note that there is no one single approach to the success of a shared service partnership – it very much depends on local circumstances and what works, however I hope that this quality assurance will be of help to members and officers in their deliberations.

I have captured 'lessons learnt' for the two councils through the report as issues are highlighted.

Key factors for success for collaborative working across two councils

I have made this assessment against the LGA "Stronger together - Shared management in local government" publication and the success factors contained therein.

- **Political leadership** – the leaders have jointly set out their clear vision for these proposals and have invested a lot of time and energy in bringing this forward. It is important that this is continued throughout the implementation of these proposals with all councillors engaged.
- **Vision and culture** – as stated above the leaders have set out a clear vision for these proposals and there is a clear timeline for establishing a single culture. It will be important to have the new Managing Director and Single Management Team in place in order to develop this.
- **Managerial leadership** – it is crucial to the creation of a single workforce and its ultimate success that there is the right person leading this from a managerial leadership perspective. This role is fundamentally different to that of a chief executive serving a single local authority. The creation of a new role of Managing Director across the 2 councils will address this.
- **Trust, honesty and openness** – the relationship between the 2 leaders and the managing director is crucial. It is essential that this is taken account of in the recruitment to the new post.
- **Adaptability** – the new Managing Director needs to be very adaptable in their approach in order to maximise the opportunities afforded by these proposals. Again, it is essential that this is taken account of in the recruitment to the new post.
- **Councillor involvement** – the relationships between the 2 councils are absolutely crucial in order to make the shared service proposals a success. BDC / SNC have clearly done a lot of work with regard to this with a number of different groups established to consider the proposals. This should be continued as it will ease the transition to sharing a Managing Director / Single Management team and creating a single workforce.

- **Staff engagement / communication –** engagement and communication to all interested parties is absolutely crucial – particularly to staff who could quite easily be unsettled by the proposals. There has been a lot of work done with regard to this however based upon my visit in May I am concerned that all staff are not absolutely clear as to what is meant by a single workforce – I think this needs to be addressed when this report is published.
- **Joint Infrastructure Projects / IT** – this is a key enabler for a successful shared service partnership. Moving to single email addresses and calendars may seem a small issue but it is crucial, in my experience, to successfully operating within this environment. Use of technology to avoid travelling between 2 Council offices is also crucial. With regard to other systems is a radical enough approach being taken and will it happen quickly enough to enable you to achieve your vision?
- **Resourcing and pace of change –** it cannot be underestimated the level of resources that change of this scale will require. It will be key to be clear on what resources will be put in place to enable this. Whilst I accept that members want to avoid redundancies and take opportunities as and when they arise through vacancies will this deliver your level of ambitions, what you want to achieve, at the pace that you require? This is a very difficult balancing act and the pros and cons of the approach of the different approaches need assessing.

Stakeholder engagement – with unions, staff forum, staff side, key partners etc.

It will be really important to ensure good engagement with neighbouring Councils and the County Council so that they clearly understand what your proposals are and what they aren't so that there aren't any misconceptions.

Ambition

The 2 Councils have a clear vision as to what collaborative working will achieve – there is clear evidence of alignment though the proposals contained within this feasibility study and the routemap.

Delivery

There is a clear plan (routemap) in place for the delivery of the feasibility work and post-July, implementation. It will be important to consider if this is radical enough and will deliver the level and pace of change that you require.

Benefits realisation

I think the proposals will support the Councils to achieve the main aims of:

- Achieving greater influence – by having a single management team and ultimately workforce you will be better positioned to harness your resources and focus your attention. Having 2 councils speaking with one voice (where appropriate) I can testify from experience will afford you much greater influence.
- Improving services for customers, increase innovation. The proposals will undoubtedly enable this but I think it's worth setting out that one of the benefits

of these proposals will be as an enabler of transformation. From my perspective it's better to transform services before sharing them – just by sharing services it doesn't make them efficient and put the customer at the heart – you could end up doing the wrong things on a bigger scale.

- Financial savings/income generation – the proposals will help achieve these however they could be greater if members wanted to be less opportunistic in approach (being reliant on vacancies). As stated above the pros and cons of the different approaches need to be assessed. I think the proposal of a joint growth team is an excellent one and I can see how this will drive growth – I think the case for this is extremely convincing and very well made

Lessons Learnt

I have the following additional comments based upon my own experience which I would offer for your consideration:

- It will be important to be clear on the employment model early on, as this will be crucial to the success of the partnership. Options can include, amongst other things, a host employment model, or moving all staff to a single employer. The support from the East of England LGA will be helpful in developing this.
- Shared officer team –it's worth being very clear that ultimately the vision of the councils is to have one workforce serving 2 councils. Staff need to be clear on this.
- It will be important to have in place how any conflicts of interests that arise between the 2 councils will be managed. For example, at our Councils, where there were areas that may be contentious, for example the development of our Local Plans, there was a senior officer responsible for each council in order to manage any issues arising. The main example of this was the requirement for 3,000 houses to be built in Bromsgrove but to accommodate Redditch's growth. This was obviously a hugely contentious issue where the council would typically rely on its Head of Planning for advice – but this wasn't possible with the Shared Management Team.
- It will be important to address the terms and conditions at an early stage – certainly for the single management team.
- There may need to be some flexibility as to the timescales for the recruitment of the new Managing Director as these are ambitious. It will be key to be clear for the Managing Director and Joint Management Team roles how the posts will be evaluated, who the employer will be and what the terms and conditions will be. This will be supported through the work with EELGA.
- It would be helpful to analyse how much support service costs as a proportion of the total spend for each council and exploring the opportunity for reducing this as a result of shared services thus enabling more money to be spent on front line services.
- It will be helpful to review all HR related policies and procedures and give this priority to begin to align these.
- It will be important to track the savings attributed to these proposals so that the VFM of these proposals can be assessed. There is a risk identified within the risk

assessment regarding not meeting predicted levels of income/savings and mitigations for this.

- Proposals around report templates and meeting cycles I think is important and fully agree with the proposals.
- It will be critical to agree the splitting of costs between the two councils as soon as possible. I would suggest that it is set for a period of 3 years and I would agree to the principal of keeping it simple.

I think significant progress has been made to date and you have a clear view as to how these proposals should be taken forward however I do think that an assessment of the pros and cons of the different approaches (taking opportunities as and when they arise v a more planned consideration of sharing all services) should be explored further.

I hope this QA of your proposals is helpful and am happy to continue to act as a critical friend should that be of help.

Kevin Dicks
Chief Executive
Bromsgrove District and Redditch Borough Councils

Appendix 4: 6-month Planning Review

1. Introduction:

1.1. This report provides a 6-month review of the joint Planning service. It identifies the activities and achievements to date as well as advising Members of the current and future workstreams which represent the initial steps towards a fully integrated Planning function. The report notes a number of constraints which will need to be addressed in due course, but it also draws Members' attention to some joint projects and new initiatives which can be implemented without significant delay. Finally, the resource implications of the proposals contained within this report are considered.

2. Background:

2.1. In January 2018 Members of Broadland District Council (BDC) and South Norfolk Council (SNC) agreed to adopt a joint management team for the two councils planning services. The joint management team consists of 3 posts: Head of Planning; Development Manager and the Spatial Planning Manager, and it was implemented on 22 January for an interim period of up to 12months. This time period was agreed to enable the new roles to have time to embed, whilst also acknowledging the potential for wider opportunities which may arise during the feasibility study.

2.2. The report considered by Members in January stated that:

- *"Aligning the development management teams allows the sharing of specialisms, creates additional resilience and enables a* consistent *service across the two councils. This is a positive response to requests from the local development industry obtained through the recent PAS study and would allow the local development industry to progress schemes through the planning system more effectively*
- *'Aligning the spatial planning resources will further contribute to the work on the Greater Norwich Local Plan. This new team will also allow specialisms to be shared to augment some of the delivery aspects of the current local plan, and broaden capacity around neighbourhood plans."*

3. Activities and achievements to date:

3.1. The three post holders of the joint management team, Phil Courtier, Helen Mellors and John Walchester, have split their working time between the two councils. This has allowed them to gain valuable insight and understanding of the authorities and the respective planning services. This has also enabled them to consider the most appropriate steps towards a joint Planning service based upon experience rather than assumptions and theories.

3.2. In addition to the day to day activities of the above mentioned interim management team a joint Community-Led Planning team has been established. The key role of this team is to ensure more rural communities in Broadland and South Norfolk districts are engaged in developing local initiatives that enable them to play a greater part (either working alone or in clusters) in shaping the growth and development of their neighbourhoods. This programme is based upon monthly workshops in both districts which will help communities consider how they can best shape growth and development in a manner that is appropriate to their needs. This work is currently being led by existing officers and it is funded by the successful £220k joint bid to the Government's Planning Delivery Fund. However, additional staff resources are likely to be required if the programme generates a lot of interest.

3.3. The two Councils also worked jointly on the Annual Monitoring Report for Greater Norwich and this has enabled the two planning authorities to take a much more robust and shared stance against predatory planning applications in the Norwich Policy Area. Members from both districts attended a joint briefing at SNC offices on this matter.

3.4. A Business Breakfast was held to engage with representatives of the development industry to help understand how the joint planning service can be shaped to serve our customers even better. There was a high level of attendance from a wide range of organisations and there was positive feedback in support of shared services and more collaborative working practices.

3.5. Workshops have been held with officers from both planning teams to inform future ideas and initiatives associated with the collaborative working arrangements.

3.6. The teams have also been sharing best practice across the two teams to improve processes and systems use for the benefit of the customer.

3.7. Both planning teams have existing service level agreements with Norfolk County Council for a number of services and functions including advice on ecology, arboriculture and the historic environment. BDC and SNC have been able to negotiate jointly with Norfolk County Council which has ensured we have secured an enhanced arrangement and/or service achieving a consistent approach where applicable to do so.

4. Roles and responsibilities of the interim management team

4.1. Members have previously requested clarification of the roles and responsibilities of the interim management team. The three officers have been able to shape their roles

and these will continue to evolve over the coming months. However, they are currently best described as follows:

- Head of Planning (Phil Courtier): Overall responsibility for the Planning function at BDC and SNC (see section 6.2 for a more detailed breakdown of the relevant functions). This includes helping to oversee and direct the progress of large strategic sites such as Long Stratton, Beeston Park, Rackheath, etc. The Head of Planning is also the arbiter for contentious and/or complex planning matters which require a clear steer or decision. This post is the officer lead for BDC's and SNC's oversight of the Greater Norwich Local Plan (GNLP) work and is the joint lead (with SNC's Director of Growth & Business Development) for oversight of the Greater Norwich Growth Board. Finally, the Head of Planning is leading the current collaborative working arrangements for the joint Planning service and the associated work towards a joint officer team, including the initiatives referred to in this report.
- Development Manager (Helen Mellors): Management responsibility for the Development Management service at BDC and SNC. This includes being the officer lead at both BDC's and SNC's Planning/Development Committees. This post is also leading on the work in identifying the similarities and differences between the two planning teams' organisational and development management processes to move towards a best new approach for the benefit of our customers through the most efficient service. This will include looking at how the two Development Management teams can be aligned.
- Spatial Planning Manager (John Walchester): Management responsibility for the spatial planning work of both districts. This includes oversight of the Community-Led Planning team. However, Members are advised that at present this post is also backfilling SNC's officer contribution to the GNLP team for 3 days per week, on a temporary basis.

5. Benefits for our customers

5.1. The development industry has voiced its concern at the inconsistent approach to planning across the region. A joint planning service across BDC and SNC will provide a consistent planning service across the two districts that have the highest proportion of growth in the county.

5.2. A joint planning service is more likely to attract and retain high quality staff and this will enable the two districts to maintain and even enhance the high-quality service already offered to customers.

5.3. There needs to be new, bold and innovative mechanisms to deliver the growth agenda for the benefit of a broad spread of customers including future homeowners; those who rely upon the economy of the area; and those living in existing communities which need to be sustained and allowed to continue to thrive. A joint approach to delivering growth enables the two districts to share ideas, teams and

resources and it provides a stronger platform on which to seek external funding, make representations to Government and engage with other external bodies, opening up opportunities to access specific funds previously not accessible due to the size of each individual district.

5.4. The potential to review the structure of the two departments and align the teams will offer opportunities for efficiencies and the natural attrition of posts will introduce savings which will offer a more cost-effective service for residents.

6. Current and future progress of the joint Planning team:

6.1. Joint Planning service

6.2. The most obvious progress in implementing a joint Planning service to date is the ongoing establishment of the interim management team. However, if further progress is to be made then it is important to understand the opportunities and challenges of establishing a joint service. To help inform this piece of work representatives of every team in the two departments have been meeting with their counterparts in the other district to consider the respective similarities and differences in one or more of the following areas of work:

- DM process: Booking in – validation; Allocation; Decision making; Site notices; Delegation - officer and member; Committee/delegated reports; Management reports; Use of consultees – internal/external; Master planning/Strategic Developments; Use of Specialists – Ecology, Landscape, Design, Heritage
- Appeals
- Conservation Area Appraisals
- Works to Tree applications (inc Dangerous Trees)
- Process TPO's
- Pre-apps Number; How recorded; Charging; Use of consultees – internal /external
- Enforcement How recorded; What is enforced; Enforcement plan; Delegation
- S106's
- CIL Spending advice; Governance and spending
- Street naming and numbering
- Management of amenity land
- Community engagement
- Planning Policy GNLP; DPDs, SPD's; Statement of Community Involvement; GI/GNIP etc – funding streams, COG, Sub-groups, Proformas
- Neighbourhood Planning
- Infrastructure Delivery
- Other work Monitoring – Land availability; 5 yrs; AMR; Custom Build; Brownfield Register

- Links to others – Economic Dev; Housing; Env Health; Recreation etc

6.3. These meetings and the associated work are progressing but it is too early to provide any detail regarding the opportunities. However, it is evident that the generic opportunities and benefits identified in the report to members in January are still applicable and achievable, notably:

- Sharing areas of expertise.
- Joint implementation of projects and areas of work (e.g. Community-Led Planning team)
- Consistency of service delivery across the two authorities.
- A 'shared voice' offers the potential for greater influence in the Greater Norwich partnership, at the New Anglia LEP and at Government.
- The opportunity to innovate is increased by working together due to the economies of scale associated with our combined growth ambitions. Although we could establish separate delivery teams, or Community-Led Planning teams, or bid for funding separately, the opportunities are far greater when we pool our plans for growth and our respective resources.
- Ability to attract high quality staff as a larger service offers greater career opportunities.
- Provides greater resilience across the service.

6.4. The "live" example of the joint planning management team has been helpful in identifying practical learning and opportunities which has been feed in to the development of organisation wide feasibility proposals. These include:

- IT: the two departments operate two separate IT systems with varying levels of reliance upon these systems. For a fully integrated joint service it will be necessary to commit to a single IT system. This is currently scheduled in the draft IT programme to be implemented in approximately 36 months.
- Geography: travel time between the two offices and across the two districts means that sharing work (e.g. shared planning application caseloads) is currently inefficient. However, this can be mitigated in the future by changes to working practices such as IT enhancements to enable more remote working, use of Skype, or fewer site visits for uncontentious proposals.
- Business improvement principles: in developing common processes a transformational approach is required to jointly design a new process.
- Structure: the two teams have very different structures and the interim management team is effectively 'bolted on' to the existing structure at each district. This is not having an adverse operational effect but there is an opportunity to establish a more efficient, joint structure in due course. However, this should

be considered in conjunction with the abovementioned need to establish a joint approach to business improvement.

- HR and T&Cs: as the two teams become a joint service officers will be carrying out the same job in the same office but they will be subject to different terms and conditions. It is anticipated that this will be considered and addressed as part of the HR workstream in order to avoid any sense of inequality in the long term. However, it should be noted that this does not present any short or medium-term constraint to the operation of the service.
- Delegated powers: at present delegated powers have not been transferred to officers in the interim management team and so none of the interim managers have delegated powers for their 'new' district. This has no immediate operational impact but it is a matter which is being investigated and will be addressed moving forward.

6.5. The abovementioned constraints are not an obstacle to achieving an effective shared service in the medium and long-term, but it would be counter-productive to seek to establish a shared service prior to these constraints being addressed (or at least a timetable for them to be addressed), notably the single IT system.

6.6. However, it is recommended that the joint management team referred to in section 4.1 continues and is more formally established with greater definition of roles and responsibilities.

7. Growth Delivery Team

7.1. BDC and SNC face unprecedented levels of growth, notably in the Broadland Growth Triangle, Long Stratton and the Norwich Research Park. In conjunction with this unprecedented growth, the planning system and the mechanisms by which growth is delivered have changed over the last 10 years. As a result, greater responsibility is given to the public sector to deliver the infrastructure required to support new homes and jobs. In order to help address these changes it is proposed to establish a Growth Delivery Team which would have responsibility for coordinating and leading a multifaceted programme of work associated the two districts' large strategic sites. This work will include: economic development and inward investment; infrastructure funding and delivery; planning; community engagement; land acquisition and/or development and project/programme management. Other specialist advice such as financial and legal advice can be procured from external consultants.

7.2. The team will consist of people with the professional expertise and skills to fulfil the abovementioned workstreams. However, it will also work closely with partners such as Norfolk County Council, Homes England, New Anglia LEP and other agencies.

7.3. This team will not duplicate or undermine the role fulfilled by the existing Development Management teams/officers responsible for the regulatory

consideration and determination of the large strategic planning applications because it will focus its work on the holistic delivery of these sites such as job creation, infrastructure funding and delivery, the enhancement of existing and future communities, etc. These roles and functions are outside the jurisdiction of the regulatory planning function.

7.4. It is also considered that the formation of a growth delivery team is consistent with the feedback received from the development industry at the business breakfast. Notably the industry wants to see a more joined up planning and delivery process.

7.5. There are a number of ways of establishing a growth delivery team. Three options are explored below:

> The creation of a bespoke, core delivery team: This would establish a core team of approximately five people consisting of a team leader, other professionals and administrative support. The professional posts should include *inter alia*: economic development, planning, and project management officers.
>
> The team would coordinate the programme of work and it would also allow for greater resource to be directed towards associated responsibilities such as bid writing, communications, marketing and liaising/lobbying Homes England, Government, the LEP, etc. The estimated cost of this team, including on-costs is approximately £250k. The delivery team posts would be advertised internally and externally but any posts left vacant as a result of internal appointments would be backfilled.
>
> Establish a team from existing staff and backfill where appropriate: A number of existing staff are already heavily involved with the delivery of the large strategic sites and some of these officers could be used to form a more coherent and formal delivery team. This team would still require a team leader who would be offered an honorarium if the new role represented a higher grade than their substantive post. Furthermore, where the existing workstreams of team members are compromised then their roles will be backfilled.
>
> Establish a virtual team from existing staff who will be required to incorporate strategic delivery into their current workstreams: This approach is the cheapest but least ambitious option. Whilst it is effectively maintaining the *status quo* it is unlikely to deliver the districts' more ambitious growth aspirations.

7.6. Members are advised that there are other options for establishing a growth delivery team, including a combination of the above options. For example, the economic development role in the team could also fulfil a wider economic growth role across the two districts, providing leadership and/or support to accelerate growth and increase productivity on agreed sites.

7.7. The key benefits of establishing a joint Growth Delivery Team are:

- It embraces the growing emphasis which is being placed on local authorities to proactively support and accelerate growth in their areas.
- It enables a team to develop its expertise in the delivery of strategic sites and to focus its efforts on such sites, working up infrastructure projects so they are 'oven ready' for funding bids.
- It strengthens bids for funding on the grounds that the Government often views joint bids more favourably.
- It will increase the likelihood that infrastructure will be delivered in a timely and coordinated manner.
- It demonstrates that the two districts are open for business and are prepared to work in an innovative manner.
- It will present opportunities for future investment for the two districts
- It will accelerate growth and thereby increase income via business rates, council tax, New Homes Bonus, CIL, etc

8. Resource implications:

8.1. This report does not offer either district any short-term savings, however it is anticipated that through the alignment of the two planning teams, savings will be realised in the medium and long term.

8.2. Financing the new growth delivery team is an invest to save exercise as the initial investment will be repaid through an acceleration in growth which will return increased levels of council tax, business rates, planning fees and New Homes Bonus which could be used to fund the team in the longer term. However, in the short term and until the increased growth is delivered there will be a need to fund the team. It is therefore proposed that a combination of funding elements is utilised:

- Funding from any vacant posts which may be integrated into the joint team would be available. Subject to further work around roles and wider economic development resource this could equate to circa £70k plus on costs, however this funding element will not be equally distributed between the two councils.
- Both districts are able to retain up to 5% of CIL receipts for administrative purposes and it is anticipated that this could release some funding which could be redirected to support the joint team.

8.3. Depending upon the scale of the delivery growth team further funding is likely to still be required, although the above funding streams demonstrate that an element of the additional costs to establish the team can initially be covered, therefore it is recommended that Officers investigate other funding opportunities such as

submitting a funding bid from the pooled business rates fund alongside any national funding which becomes available. Alternatively, Members could look to utilise specific reserves such as SNC's Planning Delivery Reserve.

8.4. Please note that both districts have benefited from the Government's decision to increase planning fees by 20% from January 2018. This additional combined fee income could equate to up to £300k pa (based on fee income for 17/18) and Councils are required to use this money to reinvest in their Planning departments however in South Norfolk this funding has been used to retain temporary staff to deal with the increase in planning applications which would have not been retained had the increase not happened.

8.5. The proposals in this report represent an 'invest to grow' approach: There are unprecedented opportunities to secure funding for the delivery of growth. This includes the successful Expression of Interest for the 'Forward Funding' Housing Infrastructure Fund (HIF) which could secure circa £54m infrastructure funding for the Broadland Growth Triangle. It also includes an opportunity to secure funding for a significant proportion of the costs of the Long Stratton bypass.

8.6. Directing resources to the delivery of strategic sites, notably via the growth delivery team, will place to two districts in a stronger position to secure funding from the Greater Norwich partnership, the New Anglia LEP and Government. In addition, any acceleration in the delivery of growth secures greater income through Business Rates, Council Tax, New Homes Bonus and CIL.

8.7. Savings will arise in the medium/long term: It is anticipated that savings will arise in the longer term. Two obvious examples are savings in salaries and IT as the districts progress towards a joint Planning service.

9. Conclusions:

9.1. The benefits associated with a joint Planning team and the proposals incorporated in this report are undeniable. A joint Planning service will provide a more consistent service to our customers and it will allow roles to be shared. However, the greatest benefits are found in the increased opportunities to work together to lever in funding to support, accelerate and enhance the significant growth agendas in the two districts. This also enables the two districts to jointly take a holistic approach to growth which ensures that economic growth and community development have a key role alongside the planning function.

9.2. If this approach is to be fully embraced it will increase the two Council's costs initially, however, this is considered to represent an 'invest to grow' approach and income streams which can be utilised to cover the majority of extra costs. It is also anticipated that medium and long-term savings will be realised through the alignment of the planning teams across the two councils.

10. Recommendations

10.1 South Norfolk and Broadland Members are recommended to agree:

- That the current joint management arrangements in planning continue in line with the existing 12 months interim arrangements until January 2019 and that work commences on the development of a joint planning team in accordance with the timeline as set out in the report. (Section 10.13 of the main Feasibility Report)
- The establishment of a growth delivery team to accelerate and promote quality development in the delivery of the districts' strategic sites as set out in Appendix 4 and delegate authority to the Chief Executives in consultation with the Leaders, to establish the most appropriate operational approach and resource to establish the growth delivery team within an agreed budget.

10.2 These recommendations are included as part of Recommendation 1 of the main Feasibility Report.

Appendix 5 – Finance information

This section provides more detailed background for the Financial section of the Feasibility report.

Central Government Funding 2018/19:

Aspect (Negative figures indicate income)	**Broadland**	**South Norfolk**
Revenue Support Grant	-£438,238	-£417,134
Business Rates	-£2,766,059	-£3,374,503
Efficiency Support for Sparse Areas	£0	-£285,203
New Homes Bonus	-£2,008,142	-£3,837,956
Total Government Funding	**-£5,212,439**	**-£7,914,796**

This table reflects amounts allocated to each Council by central government in the final settlement in February 2018, including the business rates baseline funding. South Norfolk attracts specific funding due to its sparsity and has built more homes than Broadland in the last 12 months, therefore qualifying for more New Homes Bonus.

Net Expenditure on Services (after recharges) 2018/19
(figures are based on Revenue Account, RA, returns submitted to central government)

Aspect	**Broadland**	**South Norfolk**	notes
Cultural and Leisure	£614,600	£1,773,962	
Environmental and Waste	£3,441,000	£3,287,962	
Planning and Economic Development	£1,802,500	£2,635,962	Inc CNC Building Control
Transport	£144,800	£173,000	Inc Street Lighting SNC £78,622 & BDC £88,600
Social Care (Early Intervention)	£0	£748,000	Inc Early Help (BDC's early help is funded through the use existing resources in housing etc)
Housing	£2,113,400	£978,962	
Central Services	£2,967,200	£2,786,892	
Revenue Financed from Capital Under Statute	£250,000	£0	
Total Net Expenditure on Services (*)	**£11,333,500**	**£12,597,811**	Inc Street Lighting SNC £78,622 & BDC £88,600
Contribution to (draw on) GF Reserves	-£147,100	£707,272	
Contribution to (draw on) Earmarked Reserves	-£459,500	£1,794,000	
Collection Fund Adjustment	£109,000	£0	

Government Funding	-£5,212,439	-£7,914,796	As shown in table above
Council Tax Requirement incl Special Expenses	**£5,623,461**	**£7,076,217**	
Council Tax Base	45,735	48,259	
District Council Tax including special expenses	£122.96	£146.63	

(*) Net figures include income (fees & charges)

Major differences in net expenditure between Broadland and South Norfolk

The following paragraphs set out the reasons for the largest differences between the 2 Councils on services areas based on the 2018/19 net expenditure budgets (including recharges). It should be noted that each Council has a differing size, structure and its own policy priorities. Comparisons of total budgets are therefore potentially misleading. For support services it can be helpful to take account of differing size by looking at the cost per member of staff supported and front-line services costs can be compared per head of population or in relation to activity levels.

Net Expenditure on Services (after recharges) per head of population 2018/19:

	South Norfolk	Broadland
Revenue Support Grant	-£3.14	-£3.44
Business Rates	-£25.41	-£21.69
Efficiency Support for Sparse Areas	-£2.15	£0.00
New Homes Bonus	-£28.90	-£15.75
Total Government Funding	-£60	-£41
Net Expenditure on Services (after recharges)		
Cultural and Leisure	£13.36	£4.82
Environmental and Waste	£24.76	£26.99
Planning and Economic Development	£19.85	£14.14
Transport	£1.30	£1.14
Social Care (Early Intervention) (*)	£5.63	£0.00
Housing	£7.37	£16.58
Central Services (inc Company income)	£20.99	£23.27
Revenue Financed from Capital Under Statute	£0	£1.96
Total Net Expenditure on Services (**)	£93	£89
Contribution to (draw on) GF Reserves	£5.33	-£1.15
Contribution to (draw on) Earmarked Reserves	£13.51	-£3.60
Increase / (Decrease) in Balances	£19	-£5
Collection Fund Adjustment	£1	£1
Council Tax Requirement incl Special Expenses	£53	£42

(*) Includes SNC Early Help; BDC Early Help is funded through the use of existing resources in housing etc

(**) Net figures include income (fees & charges)

Culture and Leisure

The higher net expenditure (by £1.16 million) at SNC can be attributed to greater expenditure by SNC on recreation and sport, owing to it running 3 leisure centres at Wymondham, Diss and Long Stratton plus Hethersett Academy. As a staff intensive service, leisure picks up a large allocation of support service recharges. The gap is exaggerated in 2018/19 by the refurbishment work on Long Stratton Leisure Centre which means that budgeted income has been reduced and net expenditure thereby increased.

Planning and Economic Development

The higher net expenditure at SNC (by £0.8 million) is primarily due to the size of the Council's development control service which results in a large allocation of recharged overheads (£888k compared to £480k for BDC). SNC deals with a higher number of applications. Higher income for SNC arises from charging for Pre-apps and higher income from Land Charges.

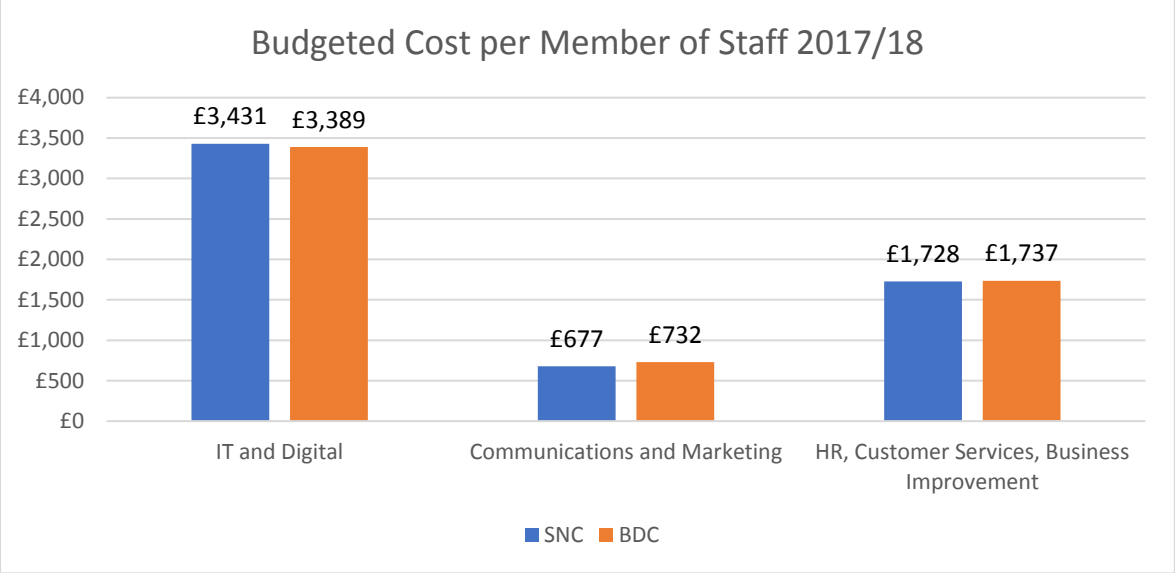
Housing

The higher net expenditure at BDC (by £1.1 million which is £9.21 per head of population) is because BDC budgets to spend more on various types of temporary or short-term accommodation (including self-contained units £100k, private sector leasing £300k and Bed and Breakfast £35k) compared with £50k for hostels directly owned and provided by SNC. BDC spends £197k on discretionary Housing Benefit rebates compared to £107k at SNC. Direct staffing expenditure is somewhat higher at BDC (£1,059k which includes homelessness staff) compared with SNC (£872k). BDC is also budgeting to make payments from S106 monies (£250k) to registered providers to build more social housing for 18/19, this is shown on the separate line entitled "Revenue Financed from Capital Under Statue". SNC's approach is to use historic S106 receipts to expand social housing options via its wholly owned company, Big Sky Property Management Ltd, and this is not included in these figures. In 2017/18 the total number individuals and families housed were 570 in South Norfolk and 483 in Broadland.

Support Services

The graph below shows cost of key support services on a comparable basis, giving the direct cost per member of staff supported. This means that where SNC has higher total budgets compared to BDC, for example IT and digital, these reduce to a similar level as BDC when the employee numbers for each Council is taken into consideration.

Total costs - IT/Digital: SNC £ 1,613k / BDC £ 878k; Communications & Marketing: SNC £318k / BDC £190k; HR, Customer Services, Business Improvement: SNC £812k / BDC £450k.



Both Councils have different IT and digital strategies. IT/Digital systems at SNC underpin services such as leisure, e.g. online class booking, and the depot, e.g. using online reporting of missed bins and route optimisation technology. South Norfolk also makes extensive use of cost effective digital channels for marketing and communications, which means that its cost per member of staff are on par with Broadland.

3-year Capital Programme:

Aspect	BDC 18/19 £	BDC 19/20 £	BDC 20/21 £	BDC **3-Year Total £**	SNC 18/19 £	SNC 19/20 £	SNC 20/21 £	SNC **3-Year Total £**
Cultural and Leisure	50,000	-	-	**50,000**	3,333,000	611,820	129,385	**4,074,205**
Environmental and Waste	30,000	30,000	30,000	**90,000**	963,000	970,945	1,077,000	**3,010,945**
Planning and Economic Development	285,000	35,000	35,000	**355,000**	14,540,000	5,570,000		**20,110,000**
Highways, Roads &Transport	35,700	34,300	50,600	**120,600**	480,000	35,000	35,000	**550,000**
Industrial & Commercial Trading	-	-	-	**-**	20,218,000	8,334,000	4,000,000	**32,552,000**
Housing	880,000	880,000	880,000	**2,640,000**	780,000	780,000	780,000	**2,340,000**
Central Services	171,000	184,000	170,000	**525,000**	516,000	225,000	225,000	**966,000**
Total Capital Programme	1,451,700	1,163,300	1,165,600	**3,780,600**	40,830,000	16,526,765	6,246,385	**63,603,150**
					Includes Slippage from 17/18 £9.9m			

The Capital programme budgets are funded from a variety of sources including: Capital grants, Capital receipts and earmarked reserves. South Norfolk has included a forecast of borrowing into their funding.

South Norfolk is currently debt free, but has decided to borrow in the future to fund investment in property and economic development to generate ongoing revenue and capital receipts and therefore has a larger capital programme than Broadland. It is also investing in its leisure centres, particularly the refurbishment of Long Stratton Leisure Centre. South Norfolk spends capital on depot vehicles whereas the cost of these is included in the revenue contract price for Broadland's waste contractor. Broadland has currently a smaller capital programme and is debt free at this point but will consider borrowing in future for any further development opportunities.

Revenue Reserves:

Reserve Type	BDC At 1.4.17 £000s	BDC At 31.3.18 £000s	BDC At 31.3.19 £000s	BDC At 31.3.20 £000s	BDC At 31.3.21 £000s	SNC At 1.4.17 £000s	SNC At 31.3.18 £000s	SNC At 31.3.19 £000s	SNC At 31.3.20 £000s	SNC At 31.3.21 £000s
General Reserves	13,455	14,263	14,114	11,266	10,580	10,301	12,059	8,353	8,489	7,527
Broadland Growth Reserve	2,117	2,122	2,122	2,122	2,122	-	-	-	-	-
NNDR Appeals Reserve	705	1,303	2,157	2,157	2,157	1,500	2,489	2,489	2,489	2,489
Infrastru-cture Reserve	-	-	-	-	-	2,139	3,525	2,407	837	500
Other Earmarked Reserves	2,726	3,205	2,611	2,425	2,631	4,423	4,350	3,575	1,910	2,263
Total Revenue Reserves	**19,003**	**20,893**	**21,004**	**17,969**	**17,489**	**18,363**	**22,423**	**16,824**	**13,725**	**12,779**

Reserves reflect the historic financial performance of each Council and decisions on whether to spend reserves. South Norfolk has decided to use some its general reserves to fund its capital programme, which will reduce the level of its reserves. It also reflects additions to or withdrawals from general reserves to balance the revenue budget.

Description of natural staff turnover calculation for the indicative savings in One Joint Officer Team

Input figures used are shown below:

BDC Staff Establishment (WTE/FTE)	210	
BDC Natural Turnover rate	6.5%	
BDC average salary £29k plus 29% on-costs	£38,456	Inc 2% uplift for Year 1
SNC Staff Establishment (WTE/FTE)	371	This figure is excluding Leisure and CNC operational staff
SNC Natural Turnover rate	14%	
SNC average salary £26k plus 26% on-costs	£33,415	Inc 2% uplift for Year 1
Total Staff Establishment (WTE/FTE)	**581**	**Totals for both councils**
Percentage Vacant posts becoming a saving. Ie, of all the natural vacant posts that arise, this percentage would be converted into savings.	25%	

Assumed uplifted average salaries for pay awards at 2% in subsequent years:

	Year 2	Year 3	Year 4	Year 5
Broadland	£39,225	£40,010	£40,810	£41,626
South Norfolk	£34,083	£34,765	£35,460	£36,169

The totals for indicative turnover vacancy numbers and savings for BDC and SNC are estimated:

	Year 1 (2019-20)	Year 2 (2020-21)	Year 3 (2021-22)	Year 4 (2022-23)	Year 5 (2023-24)
BDC estimated total turnover numbers of annual leavers	13.7	13.4	13.2	13.0	12.8
BDC estimated vacant posts from partial turnover total which become a saving	3.4	3.4	3.3	3.3	3.2
BDC estimated staff cost from these vacant posts	£130,750	£133,365	£132,033	£134,673	£133,203
SNC estimated total turnover numbers of annual leavers	51.9	50.1	48.4	46.7	45.0
SNC estimated vacant posts from partial turnover total which become a saving	13.0	12.5	12.1	11.7	11.3
SNC estimated staff cost from these vacant posts	£434,395	£426,038	£420,657	£414,882	£408,710
Total number of annual leavers (in both councils)	65.6	63.5	61.6	59.7	57.8
Total number of vacant posts that could become a saving	16.4	15.9	15.4	14.9	14.5
Applying salary & on-cost	£565,145	£559,403	£552,690	£549,555	£541,913
% Total FTE reduction (each year)	2.8%	2.7%	2.7%	2.6%	2.5%
% Total reduction (ongoing) of starting establishment salary cost	2.8%	5.5%	8.2%	10.8%	13.3%

The proportion of vacancies estimated to become savings is 25% (1 in 4 of natural turnover):

Establishment Savings	Year 1 (2019-20)	Year 2 (2020-21)	Year 3 (2021-22)	Year 4 (2022-23)	Year 5 (2023-24)
Additional each year **(25%)**	£565,145	£559,403	£552,690	£549,555	£541,913

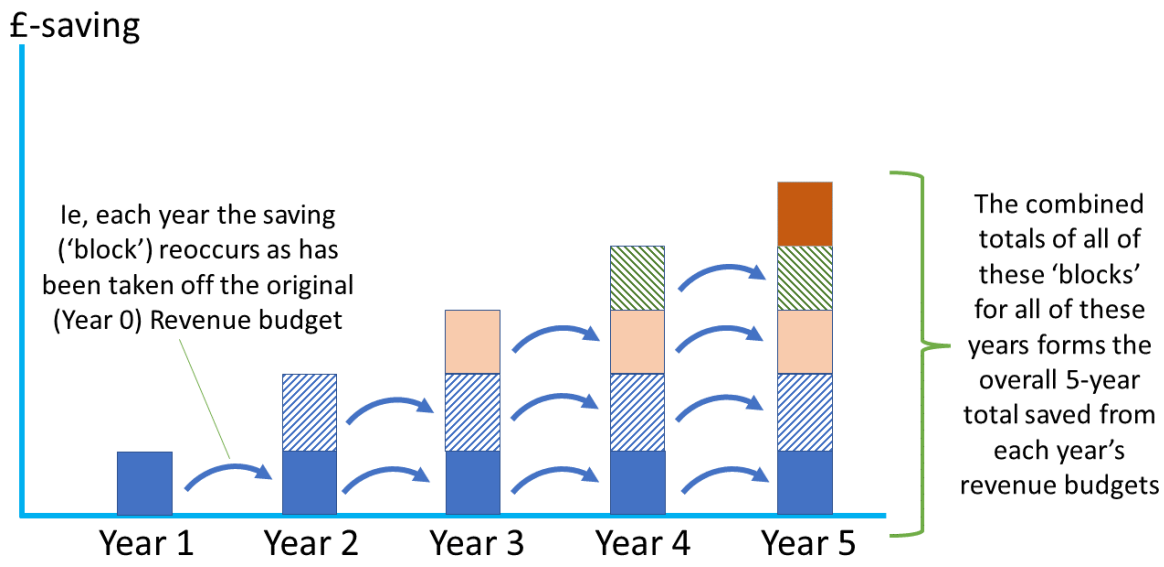
This leads to an indicative potential saving of:

Establishment Savings	Year 1 (2019-20)	Year 2 (2020-21)	Year 3 (2021-22)	Year 4 (2022-23)	Year 5 (2023-24)
Indicative potential saving (ongoing)	£565k	£1,124k	£1,677k	£2,227k	£2,769k

This means that by the 5th year of this period, the indicative total potential gross annual ongoing savings from natural staff turnover could be in the region of £2.8m. This is the calculation for the natural turnover-related indicative savings only and does not include other savings eg, from Joint Senior Management Team nor Contracts & Procurement.

The Year 5 total represents the difference in budget at year 5 compared to the Year 0 current budget. A 5-year total would represent the total of all these savings for each and every year combined.

The following graph illustrates the difference for revenue budgets between the Year 5 total figures provided and a 5-year total figure.



Appendix 6 – Commercial Opportunities

Commercial detail

This is a breakdown of our Commercial figures from annual statutory accounts for Broadland Growth Ltd and Big Sky:

	Broadland Growth	**Broadland Growth**	**Broadland Growth**	Big Sky Developments	Big Sky Developments	Big Sky Property Mgmt	Big Sky Property Mgmt	**Total SNC Companies**	**Total SNC Companies**
	31.3.15	**31.3.16**	**31.3.17**	**31.3.16**	31.3.17	**31.3.16**	31.3.17	**31.3.16**	31.3.17
	£000	**£000**	**£000**	£000	£000	£000	£000	**£000**	**£000**
Profit before Tax	**-47**	**-34**	**258**	-78	254	-12	-4	-90	**250**
Management Charges	**1**	**0**	**51**	**26**	103	**5**	5	31	**108**
Interest Paid	**0**	**22**	**75**	**179**	430	**16**	32	195	**462**
Charity Donations				0	22	0	0	0	**22**
Total Income to Council	**1**	**22**	**126**	205	555	21	37	**226**	**592**

The following is a summary of income streams from current Broadland and South Norfolk service areas.

Category	**Aspect**	**BDC**	**SNC**
Cultural and Leisure	Leisure centres	X	✔
	Recreational and Sport	✔	✔
	Tourism (Bure Valley Railway rental)	✔	X
Environmental and Waste	Pest Control - Fees & Charges	X	✔
	Dog Control - Fees & Charges	✔	✔
	Garden waste collection service	✔	✔
	Bulky waste collection service	✔	✔
	Dog bins – Fees & Charges	✔	✔
	Street Cleaning - Fees & Charges	✔	✔
	Commercial / Trade Waste	✔	✔
	Domestic Waste - New properties - initial bin charge	X	✔
	Community Assets - Fees & Charges	✔	✔
	Food & Safety - Fees & Charges (inc Public Health project work)	✔	✔
	Licensing - Fees & Charges	✔	✔

Planning and Economic Development	Development Management - Fees & Charges	✔	✔
	Development Management - Planning Pre-apps fees	X	✔
	Street Name/Numbering - Fees & Charges	X	✔
	Training provision (Economic Development team)	✔	X
Transport	Parking Services	✔	X
	Car Parks – Rental, Fees & Charges	X	✔
Social Care (Early Intervention)	Community Connectors - Grants	X	✔
	Care & Repair - Fees & Charges	✔	✔
	Handyperson Scheme - Fees & Charges	✔	✔
Private Sector Housing	Officer fee and Interests from Healthy Homes Loans	✔	X
Housing	Home Maintenance - Fees & Charges (inc Energy Deals)	✔	✔
Central Services	Land Charges – Fees & Charges	✔	✔
	External Comms Advertising – Fees & Charges	✔	✔
Other	Commercial property (eg industrial units and shops) – rental / income	X	✔
	Business Centres - income	X	✔
	Procurement	X	✔
	HQ offices' rental income (eg, Early Help partners)	✔	✔

Full Council
12 July 2018

Agenda Item 8

Appointment of Joint Managing Director

Report of the Monitoring Officer
Cabinet Member: Cllr Fuller, Leader of the Council

CONTACT
Emma Hodds, 01508 533791
ehodds@s-norfolk.gov.uk

South Norfolk COUNCIL

1. Summary

1.1 At their individual Cabinet meetings held on 2 July 2018, Broadland and South Norfolk Cabinets asked for a paper to be drafted for both Councils setting out the process for recruiting a Joint Managing Director.

1.2 In the event that the report received by Council, earlier on the agenda, concludes that collaborative working between Broadland District Council and South Norfolk Council is to go ahead, then each Council needs to agree the outline process and the establishment of a Joint Appointment Panel to enable the recruitment of a Joint Managing Director.

2. Joint Appointment Panel

2.1 A Panel, to be known as the Joint Appointment Panel, is formally established and takes ownership of the recruitment process for the Joint Managing Director.

2.2 Attendance at meetings held by the Panel are an approved duty for the purposes of the respective Council's Members' Allowances Scheme.

2.3 Broadland District Council shall appoint four Members to the Panel, with political representation applied 3 Conservatives :1 Liberal Democrat (with substitutes).

2.4 South Norfolk Council shall appoint four Members to the Panel, with political representation applied 3 Conservatives: 1 Liberal Democrat (with substitutes)

2.5 The meeting will appoint its own Chairman, who will not have a casting vote, and who shall not be either Council's Leader.

2.6 Any recommendation by the Panel for the appointment of the Joint Managing Director requires a clear majority from each Council.

2.7 In the event that any decisions are required outside of the remit of the Joint Appointment Panel then any such matters be delegated to the respective Chief Executives in consultation with the respective Group Leaders.

2.8 The Panel will be authorised to agree statements specifying the job description and person specification of the Joint Managing Director post (Head of Paid Service for both Councils) and be responsible for all matters relating to the recruitment process.

2.9 Both Councils are requested to approve the appointment of the East of England Local Government Association (EELGA) as recruitment advisor role for the process.

2.10 Wider Members will also have the opportunity to meet candidates as part of the selection process and an informal social opportunity will be held for Members and stakeholders to meet candidates.

3. East of England Local Government Association (EELGA)

3.1 In order for the process of appointing the Joint Managing Director to be independent, EELGA has been asked to support the recruitment process.

3.2 EELGA has extensive experience of successful recruitment of senior staff in local authorities. The organisation specialises in providing support for the recruitment of senior and executive posts.

4. Recruitment Process

4.1 There will be four key stages to the recruitment process, which as noted will be led by experts who are independent of each Council's HR function. The stages are research, preparation, candidate screening and candidate selection.

4.2 The research stage will include market assessment and appraisal and analysis from other joint working arrangements to ensure that lessons can be learnt from other collaborative ventures.

4.3 The preparation stage will involve development of the subsequent job description and person specification and advertising.

4.4 Following on from this will be the candidate screening stage, where the Panel will consider the shortlist

4.5 The final stage will be the candidate selection which will include an assessment centre and formal interviews.

5. Proposed Timetable

Activity	Date
Decision on collaborative working	12 July 2018
Meeting of Joint Appointment Panel	w/c 23 July 2018
Executive search	July/August
Selection process for Joint Managing Director	September 2018
Appointment of Joint Managing Director	September 2018
Post appointment discussions with Managing Director	September 2018 to December 2018
Joint Managing Director starts in new post	January 2019

6. Resource Implications

6.1 The costs incurred in the recruitment process will be shared equally between the two Councils and met from the budget identified within the feasibility report, which is detailed as an earlier item on the agenda.

7. Legal Implications

7.1 There are no direct legal implications arising from this report.

8. Recommendation

8.1 The Full Council is **RECOMMENDED** to

(1) agree the setting up of the Joint Appointments Panel for the recruitment of the Joint Managing Director post as set out in paragraph 2 with the membership of the Panel delegated to the respective Group Leaders of Broadland District Council and South Norfolk Council and

(2) agree to the appointment of EELGA as recruitment advisor for the process.

Council
12 July 2018

Agenda Item 9

Monitoring Officer Report

Report of the Monitoring Officer
Cabinet Member: John Fuller, Leader of the Council

CONTACT
Emma Hodds, 01508 533791
ehodds@s-norfolk.gov.uk

South Norfolk COUNCIL

1. Introduction

1.1 This report seeks approval to make amendments to the Cabinet Portfolios and update members on updating the Constitution.

2. Amendments to the Constitution

2.1 The Leader of the Council has indicated that he intends to modify two of the Cabinet Portfolios slightly, there will be no changes to the remit of the Policy Committees. The revisions to the two portfolios are a result of Economic Development moving from the Economy and External Affairs Portfolio to the Stronger Communities Portfolio. Those activities moving are:

- Regeneration
- Visitor Economy Initiative
- Tourism
- Commercial Property

3. Recommendations

Council is requested to:

3.1 Approve the changes to the Council's Constitution, outlined in paragraph 2.1 of this report

POLICE AND CRIME PANEL FOR NORFOLK

Ponderantur testes, non numerantur ("Evidence is weighed, not counted")
A S Oppé (ed/), *Wharton's Law Lexicon* (14th edition, 1955), p.1028

1. At the Annual Meeting of the Norfolk Police and Crime Panel, held on 19th June 2018, Cllr William Richmond, County member for Dereham North, was re-elected Chairman of the Panel. I was re-elected Vice-Chairman and was re-appointed one of the Panel members authorised to deal with misconduct complaints against the Police and Crime Commissioner.

2. At the time this report was written, the Commissioner was about to receive the Business Case prepared by his Office following the Options Appraisal by Grant Thornton considering whether the Commissioner should exercise his power under the Policing and Crime Act 2017 to submit to the Home Office a proposal for the transfer to his office of the functions of the Fire and Rescue Authority for the Norfolk Fire and Rescue Service.

3. Whatever next steps the Business Case suggests, by the time of the Council meeting for which this report has been prepared the Commissioner's decision will be known. If that decision is to proceed with the preparation of a draft Order supported by that Business Case, a period of consultation thereon will have, by then, commenced. It has already been agreed by the Council that in order for the Council to make an informed and considered contribution to that process, a meeting of the Scrutiny Committee will be called at which the Commissioner will present his case.

4. As is also known, the County Council has authorised the preparation of an alternative business case supporting its retention of fire and rescue governance. The status of this alternative business case is non-statutory but nevertheless any such deliberations of the Scrutiny Committee will also include this material.

5. It should also be noted that an Inspection of the Norfolk Fire and Rescue Service by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services is to take place in the Autumn. This will be the first external inspection of the Norfolk Fire and Rescue Service since the former external inspection regime was abolished in 2004. The 2017 Act reinstated external inspections and extended the remit of the existing HMIC to include Fire and Rescue Services.

6. I will update members orally on any relevant developments since the preparation of this report.

(Dr) C J Kemp,
02/07/2018