



Bournemouth, Christchurch and Poole Joint Committee

Date: 21 November 2017 at 10 am

Venue: Royal Hampshire Committee Room, Bournemouth Town Hall,
Bournemouth

Membership:

Councillor Janet Walton	Borough of Poole – Chair
Councillor John Beesley	Bournemouth Borough Council – Vice-Chair
Councillor David Flagg	Christchurch Borough Council – Vice-Chair
Councillor Philip Broadhead	Bournemouth Borough Council
Councillor David Brown	Borough of Poole
Councillor John Challinor	Borough of Poole
Councillor Blair Crawford	Bournemouth Borough Council
Councillor Deborah Croney	Dorset County Council
Councillor Beverley Dunlop	Bournemouth Borough Council
Councillor Mike Greene	Bournemouth Borough Council
Councillor Nicola Greene	Bournemouth Borough Council
Councillor May Haines	Borough of Poole
Councillor Trish Jamieson	Christchurch Borough Council
Councillor David Jones	Dorset County Council
Councillor Jane Kelly	Bournemouth Borough Council
Councillor Robert Lawton	Bournemouth Borough Council
Councillor Drew Mellor	Borough of Poole
Councillor Karen Rampton	Borough of Poole

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The agenda and reports are available at <https://bcpjointcommittee.wordpress.com/meetings/>

AGENDA

1. Apologies

To receive any apologies for absence and notification of any substitute Members.

2. Declarations of Interests

Councillors are required to comply with the requirements of the Localism Act 2011 regarding disclosable pecuniary interests.

3. Confirmation of Minutes

The Joint Committee is asked to confirm the minutes of the meeting held on 30 October 2017 circulated at **3**.

4. Public Issues – deputation/questions/petitions

A request to speak as a deputation, ask a question or present a petition must be sent in writing or email to Matthew Wisdom at the address above by no later than 10.00 am on Monday 20 November 2017.

5. Programme Overview – High Level Plan and Initial Resource Estimate for Phase 1

See report circulated at **5**.

6. Structural Change Order

See report circulated at **6**.

7. Council Tax Harmonisation - Principles

To receive a verbal update from the Chairman of the Task and Finish Group.

8 Principles for Disaggregation in Local Government Reorganisation in Dorset

See report circulated at **8**.

9. Appointment of Chief Officer/Head of Paid Service – Process and Support for Committee

See report circulated at **9**.

10. Forward Plan for the Joint Committee

See plan circulated at **10**.

**BOURNEMOUTH, CHRISTCHURCH AND POOLE JOINT COMMITTEE
30 October 2017**

PRESENT:

Councillor Janet Walton	Borough of Poole - Chair
Councillor John Beesley	Bournemouth Borough Council - Vice-Chair
Councillor David Flagg	Christchurch Borough Council - Vice-Chair
Councillor Philip Broadhead	Bournemouth Borough Council
Councillor David Brown	Borough of Poole
Councillor John Challinor	Borough of Poole
Councillor Deborah Croney	Dorset County Council
Councillor Beverley Dunlop	Bournemouth Borough Council
Councillor Mike Greene	Bournemouth Borough Council
Councillor Nicola Greene	Bournemouth Borough Council
Councillor May Haines	Borough of Poole
Councillor Trish Jamieson	Christchurch Borough Council
Councillor David Jones	Dorset County Council
Councillor Jane Kelly	Bournemouth Borough Council
Councillor Robert Lawton	Bournemouth Borough Council
Councillor Drew Mellor	Borough of Poole
Councillor Karen Rampton	Borough of Poole
Councillor David Smith	Bournemouth Borough Council

OFFICERS:

Andrew Flockhart, Chief Executive, Borough of Poole
Jane Portman, Managing Director, Bournemouth Borough Council
Debbie Ward, Chief Executive, Dorset County Council
Ian Milner, Strategic Director, Christchurch Borough Council
Julian Osgathorpe, Joint Executive Director, Corporate Services
Tanya Coulter, Service Director, Legal and Democratic & Monitoring Officer
Georgia Turner, Head of Communications and Marketing

The meeting commenced at 10.00 am

Note: To see a copy of the public reports that were considered by the Committee at this meeting please visit:

<https://bcjointcommittee.wordpress.com/meetings/>

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1. APOLOGIES

The Joint Committee was advised that apologies had been received from Councillor Blair Crawford, Bournemouth Borough Council and Councillor David Smith would act as his substitute for this meeting.

2. ELECTION OF CHAIRMAN

The Monitoring Officer clarified the voting arrangements for the representatives from Dorset County Council and for clarification confirmed that their right to vote related to the issue of disaggregation only.

DECISION MADE:

That Councillor Janet Walton be appointed as the Chairman of the Joint Committee.

3. ELECTION OF VICE-CHAIRMAN

The Chairman reported on the proposals that the Joint Committee consider electing two Vice-Chairmen which will assist with communication for Members.

DECISION MADE:

1. That the Joint Committee agree that two Vice-Chairmen be elected.
2. That Councillors John Beesley and David Flagg be elected Vice-Chairmen of the Joint Committee.

4. DECLARATIONS OF INTEREST

There were no declarations of interest reported for this meeting.

5. PUBLIC ISSUES

There were no deputation requests, public questions or petitions received by the deadline for this meeting.

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6. CONFIRMATION OF TERMS OF REFERENCE OF THE COMMITTEE

The Joint Committee was asked to confirm the terms of reference for the Committee.

A Member referred to item 4 of the Terms of Reference indicating that there was a word missing between assist and shape.

The Joint Committee considered item 19 relating to named substitutes. The Chairman asked for clarification on the use of a pool of substitute Members. The Monitoring Officer confirmed that the terms of reference refer to each Member nominating a named substitute. She explained that each Council can agree a pool of members from which substitutes can be drawn. The Joint Committee supported this approach and asked that the terms of reference be amended accordingly.

The Monitoring Officer reported on further issues relating to the terms of reference. She indicated that it had been suggested that the reference to area in the title of the Committee be deleted. The Committee was also asked to consider the quorum which had previously been raised and the decision of Bournemouth Borough Council and the Borough of Poole that the Chairman of the Joint Committee should not have a casting vote.

A Member asked if the quorum related to the whole Committee and included issues relating to disaggregation. The Vice-Chairman, representing Christchurch Borough Council referred to the quorum and Christchurch Borough Council's decision on 8 August 2017 indicating that meetings of the Joint Committee shall only be quorate if (i) more than 50% of the Members and (ii) one representative of each constituent authority was present. The Vice-Chairman reported that following discussions there was no intention to deconstruct meetings of the Joint Committee and he was happy to report that to the Committee.

The Vice-Chairman representing Christchurch Borough Council reported on the following decision taken by the Borough's full Council requesting that a new Clause 20 be added to the terms of reference as follows:

To promote joint work with town and parish councils and local communities to identify and plan for the most effective governance and delivery arrangement for local public services.

A Member highlighted the wording in the terms of reference indicating 'that for South East Dorset, democratic services would carry out a calculation to ensure that that membership was representative as will be expected within the Order.' The Monitoring Officer reported that this reference was not part of the terms of reference but had been included for each Council to consider what representation was appropriate.

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She explained that the Joint Committee was not subject to the political balance requirements but there would be an expectation for some minority representation on the Committee which was the case for the Borough of Poole. The Monitoring Officer suggested this could be clarified in the terms of reference as a note. A Member proposed that for South East Dorset the Joint Committee should be politically balanced. This proposal was not seconded.

A Member sought clarification on the voting rights as a Dorset County Council representative. The Monitoring Officer reported that these representatives had a right to speak and vote on all issues relating to disaggregation. A Dorset County Council representative asked in view of his restricted voting rights would he and his colleague be free to offer observations on other issues. The Monitoring Officer reported that observations could be made on other issues at the discretion of the Chairman.

DECISION MADE:

That the Terms of Reference of the Committee be confirmed subject to the following amendments:

1. Item 4 be amended to include the word 'and' between 'assist' and 'shape'.
2. Item 19 be amended to provide clarification of the use of a pool of Members from which substitute Members can be drawn which would be a matter for each Council.
3. That 'area' in the title of the Committee be deleted and it be known as the Bournemouth, Christchurch and Poole Joint Committee.
4. That a new item be included to indicate that the Chairman of the Joint Committee does not have a casting vote.
5. That the Terms of Reference be amended to confirm that in respect of the quorum of the Committee the reference is to full members.
6. A new clause be added as detailed below:

To promote joint work with town and parish councils and local communities to identify and plan for the most effective governance and delivery arrangement for local public services.
7. That the paragraph referring to democratic services carrying out calculations be set out in a note for clarification rather than a particular term of reference.

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7. LOCAL GOVERNMENT REORGANISATION SUBMISSION UPDATE

Andrew Flockhart, Chief Executive Borough of Poole reported on the latest position. He explained that the Secretary of State was considering the proposals. Members were advised that the Future Dorset proposals for Dorset were at the top of the list nationally and he was aware of the need for an urgent decision. The Chief Executive explained that the Secretary of State had intended to make a decision by the end of October but this was now not likely to be until early November.

The Joint Committee was advised that the announcement would be made to Parliament, followed by a period of consultation and a formal decision expected in January 2018. A Member asked if the Dorset Councils would be given advanced notice of the decision. The Chief Executive, Borough of Poole reported that the Councils in Dorset would not be notified in advance as the Secretary of State would make his announcement to Parliament. A Member indicated that as he understood time would need to be booked to enable the Secretary of State to make the announcement.

DECISION MADE:

That the above report be received and noted.

8. LOCAL GOVERNMENT REORGANISATION PROGRAMME GOVERNANCE STRUCTURE

Jane Portman, Managing Director Bournemouth Borough Council presented a report on the programme governance structure.

Members were referred to Appendix A which set out the programme governance, the role of the programme board and the relationship with the Dorset Leaders and Chief Executives.

The Managing Director referred to 2.4 of the report which outlined the role of the Joint Committee acting as the sponsorship group. She highlighted the short timescale available to deliver a new Council and the opportunity for the Joint Committee to create task and finish groups to expedite pieces of work.

The Joint Committee was advised that the Chief Executives would form the Programme Board with one Chief Executive appointed to chair the Board and act as the Senior Responsible Officer the visible owner of the overall change. The Managing Director reported that this role would require a significant commitment of 2-3 days a week from the point that the Secretary of State makes a decision. The Managing Director reported on the appointment of a Programme Director. Set out at Appendix B of the report were the roles and responsibilities for the Programme Director.

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The Joint Committee was advised that it was proposed that a further report would be submitted defining the resource requirements of the programme.

A Member referred to Appendix B of the report and the second bullet point 'defining the programme's governance arrangements' which was the purpose of the report before the Joint Committee and suggested that this could be deleted.

The Vice-Chairman, Bournemouth Borough Council referred to the further report on resource requirements. In particular he highlighted the need for consideration on how costs would be recovered and were proportionate.

For clarification a Member indicated that when referring to Chief Executives it includes the Managing Director, Bournemouth Borough Council.

In response to a question the Managing Director indicated that it was for each Council to consider the arrangements for overview and scrutiny relating to Local Government Reorganisation.

DECISION MADE:

1. That the programme governance structure as shown at Appendix A to the report be agreed.
2. That the roles and responsibilities of the Programme Director as set out in Appendix B to the report be amended by deleting the second bullet point.
3. That a further report defining the resource requirements of the programme be received by the Joint Committee.

9. LOCAL GOVERNMENT REORGANISATION PROGRAMME OVERVIEW

The Joint Committee considered a report which provided an overview of the programme of change required to deliver local government reorganisation in Dorset.

Julian Osgathorpe Joint Executive Director/Strategic Director explained that if a positive decision was received from the Secretary of State there would be a large programme to prioritise, plan and allocate resources to support the work streams. He outlined the three key principle areas of work as follows:

- Creation of the new Council
- Delivering senior staffing structures and functionality for April 2019
- Designing and building the new local authority

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A Member asked, for clarification, if the above reference to a positive decision was the final decision or the minded to decision. The Joint Executive Director/Strategic Director explained that he was referring to the minded to decision. He highlighted the period of consultation that had been reported earlier in the meeting and the work that would need to be undertaken during this timeframe prior to a final decision.

DECISION MADE:

That the following be noted and agreed:

1. The Programme Overview and the three phases of activity proposed.
2. The specific workstreams that are likely to be the focus of the Joint Committee and Programme team in the next three months.
3. As the work develops on these workstreams, further detailed papers will be presented to the Joint Committee for consideration and decision.
4. That the prioritisation of internal resources across the preceding authorities will be a key success factor for the successful delivery of the programme.
5. That supporting the successful delivery of the programme will inevitably involve one off costs, but these will be developed and be subject of a report at the next meeting of the Committee.

10. COUNCIL TAX HARMONISATION - PRINCIPLES

The Joint Committee considered a report on council tax harmonisation and the associated principles.

Ian Milner, Strategic Director, Christchurch Borough Council reported on the need to ensure the council tax of preceding authorities was harmonised for a new unitary authority. He referred to the current council tax levels across Bournemouth, Christchurch and Poole and the challenge of developing a strategy to ensure harmonisation. The Joint Committee was advised that a number of variables would need to be considered to develop a strategy. The Strategic Director reported that the DCLG had advised that the maximum period for harmonisation was 10 years.

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The Strategic Director explained that for Bournemouth and Poole to reach Christchurch levels there could be a notional resetting of the Council Tax for 2018/19 for Bournemouth and Poole. The Joint Committee was informed that with the creation of a new unitary Council, DCLG had advised that in order to enable harmonisation to take place an Alternative Notional Amount (ANA) would be required for each preceding Council. Members were informed that this would notionally reset the band D Council Tax for 2018/19 and it was against this that the 2019/20 increases would be measured for referendum purposes. The report set out the possibility of reducing or freezing the Council Tax in Christchurch in 2019/20. The Strategic Director referred to the creation of a town council in Christchurch, the potential precept and the level of income generated.

The Joint Committee was advised that the development of the Council Tax Harmonisation Strategy was a complex issue and it was proposed that a task and finish group be established to consider this issue and report back to the Joint Committee. The Vice-Chairman, Bournemouth Borough Council sought clarification on the composition of the task of finish group and the reporting process. He asked if it would be reporting back on findings or submitting recommendations to the Joint Committee. In addition, he asked for a definition of ANA for Members. The Strategic Director explained that the task and finish group supported by the relevant Officers would apply variables and different scenarios and report back to the Joint Committee. The Chairman suggested that the task and finish group should also determine a clear definition for an Alternative Notional Amount.

A Member indicated that he was content with the recommendations in the report. He indicated that in respect of the ANA and the potential increase for residents in Bournemouth and Poole this was contrary to the public consultation and the Future Dorset submission. He proposed that the report should be consistent with the Future Dorset submission. This proposal was not seconded. A Member highlighted that the report was technical but that it was a matter for the Joint Committee to discuss. Members commented on the detailed financial modelling the implications of a precept for Parish and Town Councils and where the income would be directed.

In response to a question, the Strategic Director reported that the finance order may not be complete until September which provided more time to determine the Council Tax Harmonisation Strategy.

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The Joint Committee considered the principle of establishing task and finish groups. A Member highlighted the need for this work to start at a pace. She referred to the challenging targets that had been set and the benefits of a small group of members looking at specific issues with decisions coming back to the Joint Committee. Members commented on the number for the task and finish groups and the role of the Dorset County Council representatives. The Monitoring Officer reported that it was a matter for the Joint Committee to establish the task and finish groups and how others were engaged with those groups. She explained that from an officer perspective it was better to work with small groups. The Joint Committee was advised that Dorset County Council representatives could be invited to the task and finish groups but this may depend on the terms of reference of the task and finish groups. Members commented on the appropriate members to lead the task and finish group on council tax harmonisation. A Member, Dorset County Council asked about presence at the Council Tax Harmonisation task and finish group and voting rights. Officers confirmed that this group would not be dealing with disaggregation. The Joint Committee considered numbers/composition for the task and finish group proposing 3-5 with up to 6 when dealing with disaggregation, acknowledging that the membership of the task and finish group should be drawn from the Joint Committee. Member suggested that the Vice-Chairman, Bournemouth Borough Council should chair the Council Tax Harmonisation task and finish group which was subsequently withdrawn. A Member suggested that each Council should be represented on the task and finish groups. It was acknowledged that this would have an impact on the Christchurch Borough Council representatives.

In response to a question the Monitoring Officer reported that task and finish groups constitutionally were not open to the public but would report back to the Joint Committee and decisions taken would be in public session.

DECISION MADE:

1. That the content of the report be noted.
2. That the principle of establishing task and Finish Group for workstreams be agreed with 3-5 members (up to 6 for disaggregation) drawn from the Joint Committee.
3. That a task and finish group be established to begin developing a harmonisation strategy that takes into account the issues raised within the report.
4. That in light of 3 above the task and finish comprise of 5 members on a 2-2-1 basis acknowledging that Councillor T Jamieson be appointed as the Christchurch Borough Council representative.

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The Joint Committee considered a report which set out the proposed communications plan and protocol.

The Head of Communication & Marketing for Bournemouth Borough Council and Borough of Poole took the opportunity to thank officers in Christchurch for setting up the website for the Joint Committee. She also indicated that Sarah Johnstone Dorset County Council should be included in the contributors and consultees within the report.

The Joint Committee was informed that the approach was light touch acknowledging that there would be a more detailed work programme in due course and therefore any changes would be brought back to Members for approval. A Member, Dorset County Council highlighted the welfare of staff, the role of Dorset County Council and the need to include staff in the diagram at 7. In respect of section 6 a Member requested reference to Members to ensure that they were fully briefed. Section 5 of the plan referred to communication a member highlighted that there would be a need to provide a clearer blunter narrative. The Head of Communication & Marketing acknowledged the need to capture the essence of the development of the project.

The Joint Committee discussed the media protocol a member indicated that he would not want the protocol to stifle members in making comments. The Head of Communications & Marketing acknowledged that individual Members may have alternative views. A Member indicated that any member of the Joint Committee should acknowledge embargos. The Chairman confirmed that there needed to be clear messages to residents without contradictions.

DECISION MADE:

1. That subject to the amendments detailed above the Communications Plan and Protocol attached to the report be endorsed.
2. That the Joint Committee agrees that the Communications Lead role will be aligned to the elected Chair of the Committee, working with colleagues from all constituent councils in accordance with the proposed Protocol.

12. FORWARD PLAN FOR THE JOINT COMMITTEE

The Monitoring Officer tabled a draft forward plan for the Joint Committee. She outlined the issues scheduled for the meetings on 21 November and 15 December.

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The Joint Committee in light of the proposed forward plan commented on the task and finish groups that would need to be established and members who would serve on these groups. There was a discussion in particular on disaggregation and the representatives for the constituent authorities. A Member referred to appropriate representation from Dorset County Council including Cabinet Members on this group. The Chairman reminded Members that the Joint Committee had agreed that membership of the task and finish groups would be drawn from the Joint Committee.

DECISION MADE:

1. That the Chair and Vice-Chairs discuss the Task and Finish Group on disaggregation and liaise with the Dorset County Council representatives.
2. That the draft forward plan be received and noted.

13. FUTURE MEETING DATES

DECISION MADE:

That the following dates and locations for future meetings of the Joint Committee be noted:

21 November 2017 at 10 am in Bournemouth Town Hall
15 December 2017 at 10 am in Christchurch Civic Offices

The meeting closed at 11.41 am

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Website: www.bournemouth.gov.uk

Bournemouth, Christchurch and Poole Joint Committee

5

Report Subject	Programme Overview – High Level Plan and Initial Resource Estimate for Phase 1
Meeting date	21 st November 2017
Report Author	Julian Osgathorpe, Strategic/Executive Director Corporate Services, Bournemouth and Poole Councils
Contributors	Jane Portman, Managing Director Bournemouth Council Andrew Flockhart, Chief Executive Borough of Poole David McIntosh, Chief Executive Christchurch Borough Council Debbie Ward, Chief Executive Dorset County Council
Status	Public
Classification	For Decision by all Members of the Committee
Recommendations	<p>The Joint Committee is asked to</p> <ol style="list-style-type: none"> a. Note the high level programme plan and the workstreams outlined b. Approve the principles for the apportionment of programme costs across all appropriate preceding authorities c. Note the initial resource estimates for the commencement of key workstreams contained within the high level programme plan d. Delegate authority to the Programme Board to <ol style="list-style-type: none"> i. identify appropriate resources from within each authority ii. reprioritise or estimate the required backfill those resources in order to allow their secondment to the programme team(s) as required iii. in consultation with their colleagues on the Programme Board, agree the backfill arrangements required to release resources to the programme iv. commission and oversee the progression of the workstreams outlined on the high level programme plan v. report back to the Joint Committee on the performance of the programme plan, budget and team as required or agreed.

Reasons for recommendations	To provide the Joint Committee with an overview of the high level programme plan for the delivery of LGR and the initial resource estimate required to start key workstreams within the programme, including those on the identified critical path for the programme.
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Background detail

1. The Bournemouth, Christchurch and Poole Joint Committee (BCPJC) is made up of representatives of four Dorset councils; Bournemouth Borough Council, Christchurch Borough Council, Borough of Poole and Dorset County Council.
2. The Committee has been convened to respond to the decision of the Secretary of State to support the reorganisation of local government in Dorset. The committee is responsible for convening and directing a complex programme to implement significant change within an extremely compressed time line through to the anticipated Vesting Day of the new local authority on 1st April 2019.
3. At the meeting on 30th October 2017 the committee approved a programme governance framework to oversee, direct and manage the delivery of LGR within the Bournemouth, Christchurch and Poole area. This framework can be summarised as comprising and functioning as follows
 - a. Joint Committee – Nominated councillors from the preceding authorities to provide strategic direction and oversight of the programme
 - b. Programme Board – Chief Executives and Managing Director from the preceding authorities to be accountable for the delivery of the programme workstreams, budgets, resource allocation along with the management of key risks and issues arising from the programme activities
 - c. Programme Director/Manager/Team – responsible for day to day delivery of the programme workstreams, budgets, resources and the identification, mitigation and resolution of risks and issues
4. The committee also received and agreed a report proposing that the programme be divided into three phases in order to help create and maintain a robust means of focusing, prioritising and managing work, resources, cost and deliverables. These phases are described as
 - a. Creating the new unitary authority
 - b. Delivering senior staffing structures and business functionality for April 2019
 - c. Designing and building the new local authority
5. The committee requested a further report to provide more information relating to
 - a. The high level programme plan for the delivery of the three phases, showing the likely critical path through the various workstreams and phases
 - b. The initial resource estimates for the workstreams that must commence immediately in order to maintain the critical path
6. This report will address each of these issues in turn. It will also set out further information which will help the committee and the programme better understand and manage resources through the development of the programme and its phases.

Programme Plan

7. The high level gantt chart setting out the current view of the programme activities is attached at Appendix 1. The plan is divided into the three programme phases as set out above.
8. This plan is based on our current understanding of the phases, workstreams, tasks and milestones and it also takes into account the probable relationship between the workstreams required of the preceding local authorities in Dorset and the Department for Communities & Local Government and/or Parliament.
9. The critical path is shown in red. The workstreams that may/will have a relationship (as opposed to a hard dependency) with the critical path are shown in Amber, while all other workstreams are coloured Blue.
10. Based on the plan it is clear that the workstreams that are on the critical path are
 - a. Disaggregation
 - b. Structural Change Order
 - c. Council tax harmonisation strategy
 - d. Setting the budget for the new authority for the 2019-20 financial year and the corresponding Medium Term Financial Plan (MTFP) for the following years
 - e. Issuing council tax bills for the 2019-20 financial year
11. Based on the plan the workstreams that are related to the critical path are
 - a. The completion of the Finance Order by Parliament – this will codify the council tax harmonisation strategy as well as establish any Alternative Notional Amounts (ANA) required under the strategy
 - b. The Harmonisation Strategy for terms & conditions/pay & grading for staff – this will have a financial effect on the budget and MTFP for the new local authority
 - c. The high level business case and benefits realisation strategy for the design/build phase of the programme – this will establish the savings and efficiencies that are expected through the transformation to follow the creation of the new unitary authority.
12. While the other workstreams are not currently considered to be either on, or a potential contributor to, the critical path they still require significant focus and effort to ensure that they are delivered to time.

Allocation and Apportionment of Programme Costs

13. The profile of the resources and/or costs of a programme of this scale and complexity can be made up of a number of core components or layers. These can be summarised as
 - a. Existing staff/resources that are re-prioritised from other work priorities to be seconded to the programme
 - b. Existing staff that are seconded to the programme but for whom an element of backfilling is required in order to maintain their day to day service functions
 - c. Additional staff required, on a fixed term/transitional basis, to support elements of the programme

- d. External and/or specialist support to deliver elements of the programme that it is not appropriate to have within the cost base of the organisation(s) even on a fixed term basis
 - e. Infrastructure investment/disinvestment to deliver step change in capability or ways of working
 - f. Costs of Change associated with significant redesign and restructuring of staff such as redundancy, pay protection, relocation and/or retraining
14. It is likely that phases 1 and 2 of the programme will have a cost and resource profile most heavily influenced by a. through d.
15. Phase 3 of the programme, involving the design and build process for the new local authority, is likely to involve significant costs in all categories outlined above. This is due to the likely requirement to invest in new ICT infrastructures, assets and ways of working to ensure that the new organisation is capable of responding to resident and visitor needs in an effective, efficient and future-proofed way.
16. The Section 151 Officers of all the preceding authorities have developed a set of principles for the apportionment of costs incurred in the delivery of the programmes(s) for LGR across Dorset. These are attached to this paper as Appendix 2.
17. These principles will apply to all costs incurred by all preceding authorities in relation to their work to deliver the LGR programme for Dorset. The basis on which the costs will be apportioned will relate to the scope of the workstream on which the costs are incurred, for example
- a. Where a cost is incurred on an activity or workstream that delivers an output required by both joint committee programmes, then this cost will be apportioned across all preceding authorities
 - b. Where a cost is incurred on an activity or workstream that is specific to one of joint committee programmes, then this cost will be apportioned across only those preceding authorities party to that joint committee
18. It should also be noted that where staff are allocated to a programme activity as described in 13. a. above, the authority providing the staff will bear the full cost, i.e. there will be no apportionment of the cost across other authorities. This ensures that only the true incremental costs of delivering the programme will be borne by the programme.

Resource Estimates for Programme

19. With the significant delay in the decision from the Secretary of State, it was not considered appropriate to commission significant work on developing the programme "at risk". This means that the resources are only estimates to get specific workstreams underway. These estimates are provided as Appendix 3 attached.
20. The significant majority of the resources outlined in Appendix 3 are expected to be internal resources. These will be a mix of seconded and seconded with backfill arrangements.
21. A small number of additional fixed term staff are in place to supplement seconded staff in areas such as programme and project management. It is also anticipated that some external expert advice and support will be required for some workstreams. This is likely to be a direct incremental cost to the programme, though some will be from within the sector and therefore at no cost, such as support from the LGA.

22. As the programme is fully mobilised, it is expected that the governance framework and process approved by the committee on 30th October 2017 will oversee the development of project briefs and initiation documents which will clearly define the resources, costs and outputs to be delivered.
23. As this process develops, a full financial reporting protocol will be put in place and reported through the programme governance framework.

Summary of Finance and Resourcing Implications

24. It is clear that the successful delivery of LGR in Dorset will be a significant programme of change. It is not possible, at this early stage, to reliably set out all the resources and sources of costs that will be required in the coming years.
25. However, in the work undertaken by Local Partnerships in support of the LGR submission, there was an estimate that the cost of delivering the changes would be in the region of £25-27m. Within this estimate was a provision of £2.5m in relation to the programme and project management costs of the change. There is no reason currently to suggest that this range is unrealistic.
26. However, it is worth considering the potential impact that the reduced timescale for delivery of phases 1 and 2 could have. In programme/project management methodologies, success is usually a function of delivery against three core criteria
 - a. Time
 - b. Quality
 - c. Cost
27. It is likely that with a significant reduction in the time available to deliver the phases, and very little opportunity to materially reduce the quality of deliverables required within that time, costs will come under pressure. It was agreed by the committee on 30th October 2017 that our primary response to the management of cost must be to do everything we can to reprioritise internal capacity and capability. This is the best mechanism available to help ensure that the incremental cost of delivering the programme is kept as low as possible.

Summary and Recommendations

28. The high level programme plan identifies the workstreams required across the three phases of the programme to deliver LGR based on our current understanding of the timeline and process.
29. The programme plan clearly identifies the workstreams that lie on the critical path for delivery of the key milestones for LGR across Dorset.
30. It is too early to accurately and reliably estimate all the resources and costs that the programme is likely to require/incur in the coming years. However, it is possible to categorise the sources of these costs.
31. An apportionment framework for the allocation of shared costs is proposed that ensures all preceding authorities bear an appropriate and equitable share of all costs incurred as the programme is mobilised and delivered.
32. An initial estimate and specification for the resources required to start the key workstreams, including those on the critical path, has been developed. The majority of resources required at this stage are internal resources from the preceding authorities

and it is expected that some of these resources will require backfilling in order to ensure existing service continuity.

33. The Joint Committee is asked to:

- a. Note the high level programme plan and the workstreams outlined
- b. Approve the principles for the apportionment of programme costs across all appropriate preceding authorities
- c. Note the initial resource estimates for the commencement of key workstreams contained within the high level programme plan
- d. Delegate authority to the Programme Board to
 - i. identify appropriate resources from within each authority
 - ii. reprioritise or estimate the required backfill those resources in order to allow their secondment to the programme team(s) as required
 - iii. in consultation with their colleagues on the Programme Board, agree the backfill arrangements required to release resources to the programme
 - iv. commission and oversee the progression of the workstreams outlined on the high level programme plan
 - v. report back to the Joint Committee on the performance of the programme plan, budget and team as required or agreed.

LGR - Bournemouth, Christchurch & Poole Unitary Programme		Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18	Jul-18	Aug-18	Sep-18	Oct-18	Nov-18	Dec-18	Jan-19	Feb-19	Mar-19	Apr-19	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20				
Creating the New Unitary Authority																																			
	Structural Change Order	■	■	■																															
	Consequential/Supporting Orders				■	■	■	■																											
	Finance Order								■	■	■																								
	Disaggregation	■	■	■	■	■	■	■	■	■																									
	Council Tax Harmonisation Strategy	■	■	■	■	■	■	■	■	■																									
	Budget Setting							■	■	■	■	■	■	■	■	■	■	■																	
	TUPE Order							■	■	■	■																								
	Electoral Arrangements		■	■	■	■	■	■	■	■	■	■	■	■	■	■																			
	Define and Agree Appointment Process for CEX/Equivalent		■	■	■	■	■																												
Delivering Senior Staffing Structures and Business Functionality for April 2019																																			
	Appointment Process for CEX/Equivalent							■	■	■	■	■	■																						
	Appointment Process for Statutory/Chief Officer Grades												■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
	Appointment Process for Senior Managers																	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
	Critical Systems/Service Continuity Analysis							■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
	Critical Systems/Service Continuity Solution Design											■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
	Critical Systems/Service Continuity Build and Implement																																		
	Critical Sytems/Service Continuity Stabilise and Monitor																																		
	Staff Terms & Conditions Harmonisation Strategy											■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	
	Staff Consultation on TUPE and Harmonisation																																		
	Staff Communication and Mobilisation for Vesting Day																																		
	Staff and Team Stabilisation and Support																																		
Designing and Building the New Local Authority																																			
21	Agree Approach to Transformation/Design/Build				■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
22	Possible Procurement Cycle (key partners/suppliers)																																		
23	Vision and Critical Outcomes for the New Local Authority																																		
24	High Level Design/Business Case/Implementation Plan																																		
25	Phase 1 implmentation and Benefit Realisation																																		
26	Phase 2 implmentation and Benefit Realisation																																		
27	Phase 3 implmentation and Benefit Realisation																																		
28																																			
29																																			
Key:																																			
	Planned Task / Activity	■																																	
	Task / Activity Complete	■																																	
	Timeline	----->																																	

Local Government Reorganisation

Table 1 - Initial Estimate of Programme Costs

	Population	%	2017/18 Share £000	2018/19 Share £000	Total Share £000
Bournemouth	194,500	25.40%	254	381	635
Poole	150,600	19.67%	197	295	492
Dorset CC	420,600	27.47%	275	412	687
	765,700				
Christchurch	49,100	3.21%	32	48	80
East Dorset	88,700	5.79%	58	87	145
North Dorset	70,700	4.62%	46	69	115
Purbeck	46,200	3.02%	30	45	75
West Dorset	100,700	6.58%	66	99	164
Weymouth & Portland	65,200	4.26%	43	64	106
		100%	1,000	1,500	2,500

Basis of Cost Sharing

Pro-rata to population with County Council and Districts/Boroughs in the two-tier area sharing costs equally

Table 2 - Cost Sharing per Unitary Area (Based on Option 2b)

Dorset Area

	Population	%
East Dorset	88,700	11.94%
North Dorset	70,700	9.52%
Purbeck	46,200	6.22%
West Dorset	100,700	13.55%
Weymouth & Portland	65,200	8.78%
Dorset CC	371,500	50.00%
	743,000	100.00%

Conurbation Unitary

	Population	%
Bournemouth	194,500	49.34%
Poole	150,600	38.20%
Christchurch	49,100	6.23%
Dorset CC		6.23%
	394,200	100.00%

Basis of Cost Sharing

Pro-rata to population with County Council and Districts/Boroughs in the two-tier area sharing costs equally

Table 3 - Future Dorset

	Stage 1		Stage 2		Total
	Population	%			
Bournemouth	194,500	25.40%	194,500	4.02%	29.42%
Poole	150,600	19.67%	150,600	3.11%	22.78%
Dorset CC	420,600	27.47%	236,600	2.44%	29.91%
	765,700		581,700		
North Dorset	70,700	4.62%	70,700	0.73%	5.35%
West Dorset	100,700	6.58%	100,700	1.04%	7.62%
Weymouth & Portland	65,200	4.26%	65,200	0.67%	4.93%
		87.98%		12.02%	100.00%

Basis of Cost Sharing

Pro-rata to population with County Council and Districts/Boroughs in the two-tier area sharing costs equally

Workstream	Task Heading	Sub Tasks	Effort	Role	Internal/External
Programme management	Central team	Manage central programme plan, risks and issues	1.0	Programme manager	Internal
		Support governance boards	1.0	Policy Officer	Internal
		Programme support and admin	1.0	Programme Assistant	Internal
		Manage budget and reports	0.2	Programme Accountant	Internal
	Unitary Programme	Programme management		Programme director and team tbc	tbc
Legal & Democratic	Workstream planning	Maintain plan, actions, reports, deliverables	1.0	Project Manager	External
		Workstream Leads	0.5	Monitoring Officers x5	Internal
		Maintain dialogue with DCLG		Project Manager and Monitoring Officers	
	Produce Statutory Change Orders	Provide input to SCO	0.5	Legal officer x2	Internal
		Provide input to Order - HR	0.2	HR officer x2	Internal
		Provide input to Order - Finance	0.2	Finance officer x2	Internal
		Provide input to Order - Miscellaneous	0.5	tbc	Internal
		Charter Trustee Order - collation of property data etc			
		Functions Property Rights and Liabilities Order			
		Collate all details relating to Functions Property Rights and Liabilities for transition			
		Electoral Arrangements Order			
		Other consequential order requirements order			

		SCO - produce implementation plan		Programme manager	
		Provide expertise for CX appointment	0.5	LGA, others	External
		Prepare and carry out recruitment for CX	0.2	Independent consultants	External
		Support CX recruitment process	0.2	HR officer x2	Internal
	Boundary review process		1.0	Electoral services officer	Internal
		Liaise with Boundary commission and DCLG			
		Produce research for 5 year forward plan			
		Current and prospective wards and divisions calculations			
		Prepare council size proposal			
		Prepare warding arrangements proposal			
	Set up IE/SA	Create Standing Orders - SA	1.0	Legal officer	Internal
		Support Joint committees/IE/SA	1.0	Democratic Services officer x2	Internal
		Set up IE/SA inc Audit and Scrutiny arrangements	1.0	Democratic Services officer x2	Internal
		Prepare for Judicial review	tbc	tbc	Internal
	Elections	Prpare elections to new authorities			
	Set up new authorities	work breakdown tbc			
		Prpare new policy framework			
		Prepare new constitution			
		Define new member arrangements and committees			
		Prepare mayoral/civic arrangements			
		Prepare closedown of old authorities			
Finance & Disaggregation		Maintain plan, actions, reports, deliverables	1.0	Project Manager	External
		Workstream Leads	0.4	s151 Officers x5	Internal
		Oversee disaggregation	0.4	Finance strategic lead DCC	Internal
		Oversee disaggregation	0.4	Finance strategic lead B&P	Internal
		Oversee disaggregation	0.2	Service Director A&C DCC	Internal
		Oversee disaggregation	0.1	Service Director A&C BBC	Internal
		Oversee disaggregation	0.1	Service Director A&C BoP	Internal
		Oversee disaggregation	0.2	Service Director E&E DCC	Internal
		Oversee disaggregation	0.1	Service Director E&E BBC	Internal
		Oversee disaggregation	0.1	Service Director E&E BoP	Internal
		Produce disaggregation analysis and output	1.0	Service accountant DCC x?	Internal

		Produce disaggregation analysis and output	1.0	Service accountant B&P x?	Internal
		Produce disaggregation analysis and output	1.0	Service manager DCC x?	Internal
		Produce disaggregation analysis and output	1.0	Service manager B&P x?	Internal
		Produce balance sheet analysis	0.4	Service accountant DCC	Internal
		Produce pensions analysis	0.8	Service accountant DCC	Internal
		Produce pensions analysis	0.8	LGPS manager	Internal
		Agree disaggregation basis		JCs	
		Agree CTH strategy with DCLG			
		Agree CTH strategy with JCs			
	Prepare Council tax	Council tax planning	0.8	Senior accountant Dorset area	Internal
		Council tax planning	0.8	Senior accountant BCP area	Internal
		Finalise CT discussions with DCLG/Treasury			
		Confirm CT planning assumptions			
		Announcement of prescribed CT Limits			
		Prepare CT bills			
		Issue CT bills			
	Prepare Budget for new authority	Aggregate district/borough budgets			
		Agree service, saving, MTFP assumptions			
		Prepare draft budget			
		Carry out budget consultation			
		Receive draft financial settlement figures from government			
		Finalise council tax base			
		Finalise budget			
		Carry out scrutiny			
		Finalise business rates			
		Agree council tax base			
		Finalise business rates			
		Prepare closing accounts of old authorities			
		Set up new financial management systems			
		Prepare new capital programme			
HR		Maintain plan, actions, reports, deliverables	1.0	Project Manager	
		Carry out work for CX appointments	0.2	HR officer x2	
		Carry out work for Statutory officers appointments	0.2	HR officer x2	Internal
		Prepare for staff transfers			
		Prepare TUPE for Christchurch and East Dorset Partnership split			

		Set up collective redeployment pool			
		Manage staff in collective redeployment pool			
		Define new employment model			
		Prepare new staff structures			
		Prepare for T&C harmonisation			
		Prepare new policies			
		Manage staff engagement			
		Manage Trade Union engagement			
		Ensure equality impacts are assessed			
IT		Maintain plan, actions, reports, deliverables	1.0	Project Manager	External
		Analyse shared requirements and oversee planning		IT Lead officers x 5	
		Deliver shared migration and system changes	tbc	IT analysts	Internal + External
		Prepare data analysis, options, systems architecture, migration plans		IT officers Business analysis	tbc
Communications		Maintain plan, actions, reports, deliverables	0.2	Project Manager	Internal
		Manage central comms activities and prepare shared messages	0.2	Communications officer x5	Internal
		Manage unitary comms activities	1.0	Communications officer	tbc
		Manage staff engagement	0.2	Communications officer	tbc
		Manage external stakeholder engagement		Communications officer	tbc
		Prepare new branding	1.0	Communications officer Branding experts	Internal External
Other workstreams	to be defined				
	Property/Assets	prepare implementation/transfer plan			

Bournemouth, Christchurch and Poole Joint Committee

6

Report Subject	Structural Change Order
Meeting date	21 st November 2017
Report Author	Tanya Coulter
Status	Public
Classification	For consideration and noting by all members of the Committee
Executive summary	<p>The Structural Change Order (SCO) is an Order made by Parliament by which key legal changes are made that are necessary to enable local government re-organisation.</p> <p>Matters covered by the Order include the name of the new council; the establishment of a shadow authority; the effective date on which existing councils are dissolved and the new authority created in law.</p> <p>This Report sets out some of the key areas covered by the Order; the way in which the Joint Committee can engage in the preparation of the Order and the timescales and process likely to apply.</p> <p>This overview is intended to ensure members of the Committee are aware of the context of decisions they will be asked to make to contribute to the development of the Order during the next two months.</p>
Recommendations	<p>That the Joint Committee:</p> <ol style="list-style-type: none"> 1. Note the contents of this Report and implications; 2. Consider whether to establish a Task & Finish group to work with the Monitoring Officers to inform the councils' input into the Order and report back to the Joint Committee at its December meeting.
Reasons for recommendations	The timescales involved are tight. If the councils through the Joint Committee want to contribute and engage with the development of the Order before it is laid before Parliament

	<p>then it will need to consider some key issues at its meeting in December 2017.</p>
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	<p>It may assist the Committee if it designates a small group of members to engage with the officers before the meeting in December to ensure member views are taken into account throughout the process.</p>
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Background detail

1. A Structural Change Order is an Order made by Parliament having legal effect as statute to enable some key legislative changes necessary to local government re-organisation.
2. The Order is prepared by the Department, and the councils will be able to contribute to certain aspect of the Order.
3. It is likely that the Order will need to be laid before Parliament towards the end of January 2018/beginning of February 2018. This will then allow sufficient time for the Order to be approved by April 2018.
4. The Orders made in other areas including Cornwall, Wiltshire and Cheshire have been considered by the Monitoring Officer group, and the information contained within this Report is based upon previous Orders and initial discussions with DCLG representatives.
5. It is likely that DCLG when preparing the draft Order will seek councils' views on specific aspects of the Order. The key issues are likely to be the following:
 - a. Name of the new authorities
 - b. The implementation structure to deal with the planning for the new authority up until its establishment in 2019. This could be an implementation executive or shadow authority. It is likely to be a shadow authority for the area covered by this Joint Committee for reasons set out below
 - c. The membership of the Shadow Authority and the membership of the Executive of the Shadow Authority including issues such as political representation
 - d. Electoral matters
 - e. Constitution of SA and standing orders
 - f. Implementation plan
 - g. Scrutiny arrangements

Implementation Executive/Shadow Authority and other implications

6. Where a council exists which covers the whole area of the new authority the most straightforward way to deal with the transitional stage is to

establish an Implementation Executive. This is the case in the Dorset area as Dorset County Council meets this criterion. Dorset County Council can therefore be a "continuing authority". As a matter of law an implementation executive is a committee of the continuing authority. The Order will provide that the Implementation Executive consists of a certain number of DCC councillors, and a certain number of District councillors.

7. In the Bournemouth, Christchurch & Poole area the way in which this transitional stage will be managed is by the establishment of a Shadow Authority. This is likely to consist of all members of the councils of Bournemouth, Christchurch and Poole. The Order can provide for the number of members to sit on the Cabinet of the Shadow Authority and can provide for representation from minority parties on the Cabinet. The Order can dis-apply certain provisions of the Local Government Acts.
8. It is likely that a Shadow Authority will be established from April 2018 and at its first meeting – a meeting of all members of the three councils – it will be required to elect a Leader and other members of the executive Cabinet.
9. The Order could set out whether one of the constituent council's Constitution & Standing Orders is to be used for the purposes of the Shadow Authority, and make provisions relating to Scrutiny arrangements.
10. The Order will set out certain duties that the constituent councils will be obliged to comply with, including the duty to provide the Shadow Authority with information about financial affairs, staffing, assets and liabilities. It is also likely to provide that the existing councils and the Shadow Authority must co-operate, and that existing councils should in certain circumstances consult the Shadow Authority when making decisions.
11. The Order will provide the legal framework within which the Shadow Authority can establish the arrangements to ensure a new authority is ready to take on the statutory responsibilities it will have from April 2019.
12. The extent to which provisions governing electoral arrangements and other operational matters are covered within the SCO, and which are covered in specific supplementary orders, is still to be established through discussions with DCLG. In general terms the SCO ensures that the Shadow Authority is established and has the powers required to prepare all matters necessary prior to the new authority coming into effect. It also provides that the members of the Shadow Authority will continue to represent the new authority area pending the elections in early May 2019.
13. Further Orders are likely to cover the following:
 - a. Staffing
 - b. Functions, property rights and liabilities
 - c. Charter Trustees
 - d. Electoral arrangements

- e. Miscellaneous orders
 - f. Finance
14. The deadline for completing drafts of such additional Orders and the proposed parliamentary timescale are to be discussed with DCLG. It is likely, based upon the information currently available, that all but the Finance Order will be drafted by April 2018 and commence the parliamentary process then. The Finance Order is likely to be completed later in the year – on current understanding late summer 2018.

Background Papers

The Wiltshire (Structural Change) Order 2008 No 490

<http://www.legislation.gov.uk/uksi/2008/490/contents/made>

The Cornwall (Structural Change) Order 2008 No

491 <http://www.legislation.gov.uk/uksi/2008/491/contents/made>

The Cheshire (Structural Changes) Order 2008 No 634

<http://www.legislation.gov.uk/uksi/2008/634/contents/made>

15.

Bournemouth, Christchurch and Poole Joint Committee

8

Report Subject	Principles for Disaggregation in Local Government Reorganisation in Dorset
Meeting date	21 st November 2017
Report Author	Sarah Longdon, LGR Programme Manager
Contributors	Section 151 Officers Chief Executives/Managing Directors Corporate/Strategic/Executive Directors
Status	Public
Classification	For Decision by all Members of the Committee
Recommendations	The Joint Committee is asked to agree 1. The disaggregation principles detailed in the report; 2. The creation of a task and finish group of Joint Committee members to oversee the disaggregation work; 3. A further report be brought to the Joint Committee when the budgetary implications of the disaggregation process have been estimated.
Reasons for recommendations	The successful completion of the disaggregation work is on the critical path for the creation of both new unitary authorities.

Introduction

1. A key component of creating two new unitary councils on the footprint included in the submission to the Secretary of State is to move the delivery of services in Christchurch from Dorset County Council into a different authority to the rest of the County Council's services. This is referred to as 'disaggregation'.
2. This exercise must be completed in order to be able to set the budget for both new authorities ahead of a potential go-live in April 2019 as it will determine the service costs, budgets and funding for these relevant services. Once the disaggregation has been agreed as a fair and equitable split, by the respective Implementation Executive and Shadow Authority, they will be able to determine their budget setting priorities and create lawful budgets for the new authorities.
3. The purpose of this document is to provide a set of principles to the scope and approach to carrying out the disaggregation analysis and agreeing an equitable split. It will provide the ground-rules to enable the relevant data collection and

analysis to be carried out efficiently, accurately and completely. It does not relate to future service design.

High Level Principles

4. There are a number of core principles that must be agreed and adhered to in order to ensure that the work is carried out effectively, accurately and on time. The mechanisms to carry out disaggregation will be agreed at the next stage and will be service specific.
5. The high level principles are:
 - The transfer of services from one authority to another will not disadvantage individual people receiving services/care. This is the overriding principle and will be a key determinant on how disaggregation will be applied.
 - Specific commitment to individuals will be on a case by case basis, and as such decisions will be on a sound legal basis.
 - The authorities remain committed to delivering statutory services and improving outcomes.
 - Partners and stakeholders involved in service delivery will be engaged to ensure a smooth transition.
 - Not all services will be disaggregated. Some aspects of disaggregation may not be necessary if they are already structured as a shared service or existing partnership.
 - The data required for disaggregation will be shared and discussions will be open and transparent, acknowledging that decisions will be reached on a pragmatic basis (not seeking perfect solutions) and will be evidence-based.
 - Where appropriate existing contracts will novate on vesting day, then reviewed individually to determine the appropriate point for renewal, unless otherwise agreed.
 - The criteria for calculating and agreeing the split will be agreed at a service level; with an appropriate level of analysis; avoiding unnecessary detail and complexity; with an understanding of the level of financial risk, and an understanding costs borne by other partners e.g. NHS:
 - Data must be used sensibly and consistently, utilising existing data, trend analysis and historic data where appropriate.
 - If there is an obvious means of apportionment e.g. location, this should be followed where possible.
 - TUPE principles should apply, e.g. apportionment of staff transfers.
 - Matching principles e.g. assets and liabilities should apply.
 - Assets include resource such as foster carers.
 - Apply the principle of ordinary residence lawfully for Adults services, original parental residence for Children's services. Identify individuals and their costs.
 - Care costs will be calculated per individual adult or child, based on direct costs and infrastructure cost – meeting the need cost.
 - Agree which authority is responsible for each child/person.

- An analysis of data migration and IT systems will be carried out to determine the most effective means of transferring service and customer data.
- Disaggregation will be agreed on a cost basis as well as budget basis. The disaggregation will not resolve budget shortfalls.

In scope

6. Disaggregation will be of Dorset County Council's upper tier services in the Christchurch Borough Council area, in terms of service delivery, customer data, funding, expenditure, assets, liabilities, contracts, shared services, partnerships and staff.

Out of scope:

7. The termination of Christchurch and East Dorset Partnership is out of scope because this will not need to follow a disaggregation process. Staff TUPE arrangements will be the key issue that will need to be determined and these will be based on legal advice and a subsequent strategy.
8. The service delivery model of the new unitary councils will not be considered as part of the disaggregation process. The budget setting process of the new councils will take place after the agreement of disaggregation.

Approach to the work

9. This significant workstream is a shared responsibility between service directors and chief finance officers to agree the basis for calculations. External validation of the process and calculations will be sought.
10. The impact of new legislation will also be factored into the disaggregation calculations, for example SEN age limit change, Care Act impact on self-funders, etc.
11. For the termination of the of Christchurch and East Dorset Partnership, the budget, services and funding are already separate, so the scope will be mainly staff and data. This work can start early, and in parallel to the main disaggregation of county council services in Christchurch.
12. For each service in scope, the methodology and details will be agreed with the service leads and finance officers and will include the cost of service provision, service level agreements, policies, customer data and staffing levels.
13. The upper tier disaggregation work will be overseen by a working group made up of a Chief Executive, a project manager, a strategic finance lead from Dorset County Council, a strategic finance lead from Bournemouth and Poole, and Executive Directors from Dorset County Council and Bournemouth and Poole. These individuals will be consistent throughout the duration of the work. They will monitor progress service by service and provide a clear escalation route for

queries and issues. These will be dealt with as they arise to avoid unnecessary iterations and delays and to apply learning as the work develops.

14. It is also proposed to create a task and finish group of members drawn from the Joint Committee to oversee the disaggregation work. This will help to provide drive and focus for the work and will result in members having a detailed understanding of the work.

Structure of the Work Programme

15. The work will be divided into directorates (Environment & Economy/Place, Adults, Children’s, and Corporate Services). Each directorate group will include a Dorset County Council service director and accountant, a Bournemouth & Poole service director and accountant, as well as the relevant service manager for each service covered.

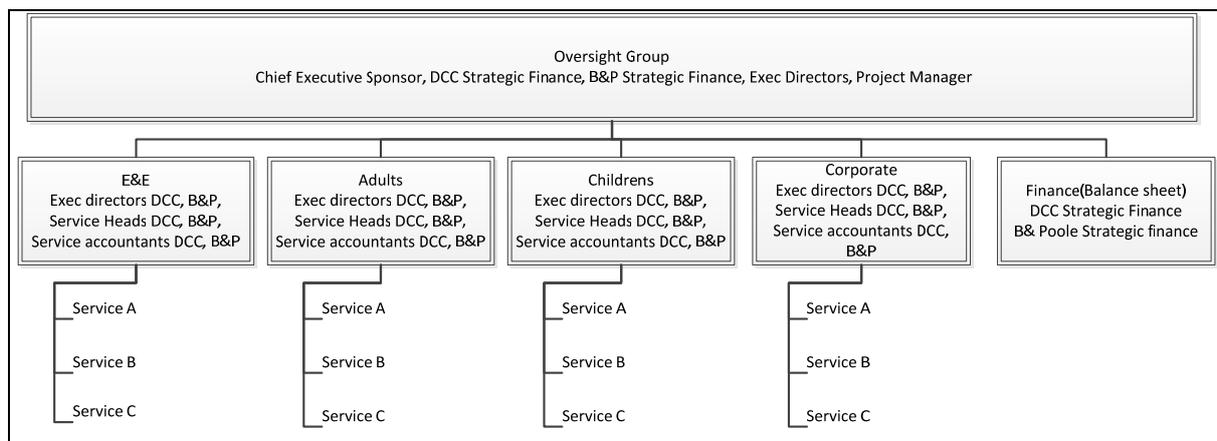
16. Each service will agree the disaggregation of the service including cost, budget, staff, assets, liabilities, income, policies, service level agreements, data and any other service specific items. Each service review will produce a proposed split which will be approved by the oversight group.

17. Corporate Services will be analysed after the other services are complete, as the split will depend on the breakdown of the front line services in terms of the proportion of support services required.

18. The disaggregation of the finance balance sheet, budget, funding and grants will take place in parallel to the service disaggregation. It will start using the 2017/18 budget, and switch to the 2018/19 budget when the figures are available.

19. The project manager will maintain the schedule of services to be analysed, and ensure they are completed on time, reporting progress to the oversight group and highlighting any delays, or issues that need addressing.

20. The structure for the work is demonstrated in the chart below:



21. The tables below set out the elements to be analysed, firstly the financial and budget data, and secondly the service lists.

Financial Breakdown

Funding – Council Tax
Funding – RSG
Funding - Business Rates
Funding – NHB
Funding – Grants
Assets - Physical
Assets – Debtors
Assets – Cash and Investments
Reserves and Balances
Cash Backed Capital Funding
Liabilities – Pension Fund
Liabilities – external debt
Liabilities – underlying need to borrow
Liabilities – PFI
Insurance Liabilities
Contracts

Service	Shared Services and Partnerships
Public Health	Public Health Dorset
Social services, including care for the elderly and community care	Tricuro Aspire Adoption Service
Early Help	
Education, including special educational needs, adult education, pre-school	Skills and Learning
	Dorset Combined Youth Offending Service

Art & Recreation	
Births, deaths and marriage registration	
Coastal protection and Flood management	
Community development, voluntary sector	
Economic development, inc Tourism, Regeneration	
Community Safety	
Concessionary Travel	
Emergency Planning	
Environment, sustainability, climate change	
Housing	
Libraries	
Minerals & Waste Planning	
Museums & Galleries	Joint Archives Service
Parking – on street	
Strategic Transport Planning	Local Transport Plan
Roads and Traffic Management	
Road Safety, inc School Crossing Patrols	
Trading Standards	
Waste Strategy and Waste Disposal	
Council Tax	Stour Valley & Poole Partnership
Coroners	Joint Coroners Service

Summary of Resourcing and Financial Implications

22. The disaggregation work will need to be shared by a number of the preceding authorities. However, the majority of the resource required to deliver the work will be undertaken by Dorset County Council, Bournemouth Council and the Borough of Poole.
23. In order to allocate the required level of capacity and capability to the disaggregation work, while also maintaining critical business as usual functions, it is likely there will need to be some back-filling of key staff, especially in the Finance Departments. The incremental costs associated with this will be clarified and reported back to the joint committees through the programme reporting cycle in due course.

Summary and Recommendations

24. The disaggregation workstream is on the critical path for the successful delivery of LGR in Dorset, with the outputs from the workstream being required in order to deliver the budgets for the new unitary authorities.
25. It is recommended that the joint committee approves the principles contained in this report and agrees to establish a task and finish group to oversee the delivery of the disaggregation workstream.
26. A further report will be provided to the committee once a clearer indication of the impact of the disaggregation process is available.

Bournemouth, Christchurch and Poole Joint Committee

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Report Subject	Appointment of Chief Officer/Head of Paid Service – Process and Support for Committee
Meeting date	21 st November 2017
Report Author	Tanya Coulter, Service Director Legal, Democratic & Electoral Services and Monitoring Officer Bournemouth & Poole Councils
Contributors	Monitoring Officers
Status	Public
Classification	For Decision by Full Members of the Committee
Recommendations	<p>The Joint Committee is asked to:</p> <ol style="list-style-type: none"> 1. Note the report 2. Agree to receive a presentation from a team from the Local Government Association on the approach to be taken to recruit a Chief Executive for a new unitary council.
Reasons for recommendations	<p>In advance of the vesting day of the new unitary authority there is significant and important work to do in forming the new organisation, including arrangements for its services, its culture and its organisational structure. Once a shadow authority is established, it will be both necessary and possible to appoint a Chief Executive or equivalent to lead the creation of the new organisation from an officer perspective.</p> <p>The joint committee has an opportunity to begin the process before the creation of the shadow authority. This would be beneficial in order to ensure the appointment of a new chief executive or equivalent as early in the lifecycle of the shadow authority as possible. The joint committee can take the lead in identifying and agreeing the process by which such an appointment should take place.</p>

Background detail

1. The Bournemouth, Christchurch and Poole Joint Committee (BCPJC) is made up of representatives of four Dorset councils; Bournemouth Borough Council, Christchurch Borough Council, Borough of Poole and Dorset County Council.
2. The Committee has been convened to respond to the possible decision of the Secretary of State to support the reorganisation of local government in Dorset. In the event that this decision is made, the committee will be responsible for convening and directing a complex programme to implement significant change within an extremely compressed time line through to the anticipated Vesting Day of the new local authority on 1st April 2019.

3. At its meeting on 30th October, the Joint Committee asked for a report to be submitted to the next meeting outlining the possible arrangements for the appointment of a Chief Executive, or equivalent, of the new unitary authority.
4. With the Structural Change Order in place the work of the Joint Committee in preparing for local government reorganisation will be taken on by a shadow authority with its own shadow Cabinet. With the current timeline for the LGR, this is expected to be in the spring of 2018.
5. The shadow authority will have the statutory responsibility to make preparations for the new unitary council to be ready for April 2019 and this will include the appointment of a Chief Executive or equivalent.
6. The Joint Committee can determine the process and approach for recommendation to the shadow authority but it cannot make the final appointment. The Joint Committee's powers could extend to appointing a Chief Executive designate, whose appointment would then have to be ratified by the shadow authority.
7. With a likely very short period of time between the next meeting of this committee and the possible inception of the shadow authority, as well as the decision of the committee at its first meeting to approve the appointment of one of the current chief officers as an SRO for the programme pending the creation of the shadow authority, it is submitted that this is not a necessary or practical step.

Advice and Process for the Appointment of a Chief Executive or Equivalent

8. Prior to the summer and before the establishment of the Joint Committees, the Future Dorset Leaders' Group received a paper from Monitoring Officers. The paper sought authority to commission an independent resource to provide political and professional advice to Members on the future appointment of Chief Executive or equivalent roles, should the Secretary of State make a positive minded to decision.
9. Following the approval by the Future Dorset Leaders Group, Monitoring Officers have liaised with the LGA as the body best placed to advise on both the political and professional aspects of this issue. Latterly, the Monitoring Officers group has included representatives from all Dorset authorities.
10. As a result of those discussions, the LGA has a team comprising senior politicians with experience of leading through LGR as well as professional officers. The brief that has been provided to them by Monitoring Officers is attached at Appendix 1.
11. Should the Joint Committee agree to the recommendation in this report, it is proposed that the LGA team will conduct a session with Members of the Committee immediately prior to a subsequent committee meeting to be agreed as part of the Forward Plan process.
12. The Joint Committee will be invited to determine a range of questions set out in an accompanying report which relate to the future appointment of a Chief Executive or equivalent.
13. This report, and the process that will follow in the event that the committee approves it, relates specifically to the role of Chief Executive or equivalent. Subsequent senior appointments will certainly need to follow this appointment, e.g. Monitoring Officer and S.151 Officer. It is anticipated that these roles and the process used to select and appoint them, will follow closely the appointment of the new Chief Executive or equivalent and the creation of the shadow authority.

Summary of Financial and Resourcing Implications

14. The advice provided by the LGA is expected to be provided as part of its ordinary business of supporting its member local authorities. As a result there is no direct increment cost anticipated as a result of the recommendations set out in this paper.
15. Clearly, as the process moves forward, and depending on the final process adopted for the recruitment of the Chief Executive or equivalent, it is likely that the normal range of costs can be expected for an appointment to a role of this seniority.

Summary and Recommendations

16. It will be important to the shadow authority to have clear, visible officer accountability and leadership at the earliest possible time. The appointment of a chief executive or equivalent is the first step in achieving this.
17. While the joint committee cannot carry out the recruitment and appointment to the post, it is possible for it to agree the process by which such an appointment should be made.
18. The proposed first step in this process is for a specialist team from the LGA to engage with members of the joint committee to consider key issues and questions. The responses of the joint committee to these issues and questions will provide the framework for the further development of a recruitment process and timetable for the role of chief executive or equivalent.

Specification of Advice and Services to be provided by the LGA

In advance of the new Council beginning to provide services from April 2019; there is significant and important work to do in forming the new organisation, including arrangements for its services, its culture and its organisational structure. This work will require clear and consistent leadership from both a political and officer perspective. Once a shadow authority is established in 2018, an officer team to lead the transition work for the new Unitary is likely to be a requirement of the Order and should be led by the equivalent of a Chief Executive.

Unless started earlier, the process to appoint such an officer may lead to a significant delay before an appointee is able to take up the role. With a joint committee in place, capable of acting as a precursor to the shadow authority (in the event of a minded to decision), an opportunity exists to begin the process before the statutory orders are made. This could be limited to making an appointment just for the Shadow Authority lead officer role; or to making an appointment who would go on to be Chief Executive or equivalent of the new Council. The issue of clarity and consistency of leadership would feature in any decision about which approach to take.

The LGA, has therefore been asked to assist by providing: 1) Advice on the options available for the appointment of future Chief Executives or equivalent; including when and how to appoint, and 2) To conduct or oversee any process to appoint a Chief Executive or equivalent Unitary Authority.

It is anticipated that advice on when and how to appoint a Chief Executive would include consideration of the following; although need not be limited to those issues.

When to appoint?

1. With the shadow authority not coming into existence until Spring 2018; this is the earliest date that a Chief Executive could be appointed to lead the new organisation.
2. From date of appointment until 1st April 2019, the appointees would not be Chief Executive of the new council, but the lead officer for the shadow authority: transitioning to Chief Executive of the new Council on 1st April [depending on the approach to the appointment].
3. If an external candidate was appointed; there is a question [discussed in the following section] as to whether that appointment would only take effect on 1st April 2019. If that was the case, an internal appointment to act as lead officers for the shadow authority until 31st March 2019 would be required.
4. In the lead officer role, the appointee would work with the shadow authority to shape the new organisation, oversee preparation of the first budget and take responsibility for leading the appointment of the senior team [assuming there was no desire to delay this until after April 2019].
5. Chief Executives or equivalent of the existing authorities would, in any event, remain in role and be responsible for their organisations and for service delivery until 31st March 2019.
6. In advance of the Structural Change Order, the Joint Committee could:-
 - a. Have a process to recruit a Chief Executive ready to put in front of the shadow authority in Spring 2018; and/or
 - b. Have a Lead Officer for the shadow authority, appointed in advance; with the intention of asking the shadow authority to ratify the appointment in Spring 2018.

Bournemouth, Christchurch & Poole Joint Committee 21st November 2017

Appendix 1

***Question:** How early would the Joint Committee want to identify the chief executive for the new authority?*

How to appoint?

1. The appointment process could be internal and have an application process ring fenced to existing Chief Executives or equivalent [either all those from outgoing councils or those identified following a mapping exercise].
2. Alternatively, the application process could be open to the market; or could be conducted in some other way recommended by professional advisers.
3. If a decision were made to open recruitment to external competition, the Joint Committee would have to consider if it was advisable to commence the new posts prior to April 2019, and if so, when. Consideration would need to be given to the nature of the role during the transitional phase and the interaction with the existing authorities and existing Chief Executives or equivalent.
4. Decisions about the approach to recruitment will have to be signed off by the Joint Committee. If this decision were left to the shadow authority, a recruitment process might be delayed for some months after Spring 2018.

***Question:** Which approach to the appointment should be taken?*

The Assistance Provided

The LGA will provide assistance via a meeting or series of meetings and associated conversations (individually and collectively) using a combination of the following:

- A senior Conservative politician from the LGA leadership – Cllr David Simmonds from LB Hillingdon is Conservative Group leader at the LGA is neutral in terms of the choices but has experience of a large unitary council and what is needed in that context;
- A politician from a large unitary such as Cornwall, Wiltshire (or from outside the region if required) who went through the previous LGR process of forming a new unitary comprising elements of the former county and districts and able to bring their experience of that process – what worked well and potential pitfalls to avoid;
- A senior professional from the LGA workforce team – Adam Barker our senior adviser is vastly experienced in CE selection processes and is able to offer technical advice on the process.

The LGA will make a formal presentation to the Joint Committee in order to shape the discussion of the options to proceed. The Joint Committee (should they so decide) will make such decisions as their terms of reference permit for the progress of appointments of Chief Executive or equivalent and/or shadow authority Lead Officer.

Depending on the nature of those decisions, the LGA will then conduct the processes necessary to deliver the appointments, or will assist the Joint Committee to commission a consultant to deliver the appointments. This will be done in liaison with the Monitoring Officers' Group.

BOURNEMOUTH, CHRISTCHURCH AND POOLE JOINT COMMITTEE – FORWARD PLAN

What is the subject?	What is the issue?	When is the issue going to the Joint Committee?	Who are the key people/groups to be consulted before the decision is made	Council officer writing the report/Member providing report	Is the report likely to be considered in private i.e. it contains confidential or exempt information?
Programme Overview – High Level Plan and Initial Resource Estimate for Phase 1	To consider and seek approval for the Programme Plan and the resources required to support the Plan.	21 November 2017	Chief Executives/Managing Director, Programme Board/Team, Section 151 Officers.	Julian Osgathorpe	No
Structural Change Order	To consider the content and the process for agreement of the Order.	21 November 2017	Chief Executives/Managing Director, Monitoring Officers, Programme Board/Team.	Tanya Coulter	No

What is the subject?	What is the issue?	When is the issue going to the Joint Committee?	Who are the key people/groups to be consulted before the decision is made	Council officer writing the report/Member providing report	Is the report likely to be considered in private i.e. it contains confidential or exempt information?
Council Tax Harmonisation - Principles	To receive a verbal update from the Chairman of the Task and Finish Group.	21 November 2017	Chief Executives/Managing Director, Programme Board/Team, Section 151 Officers, Council Tax Harmonisation Task & Finish Group	Chairman of the Task and Finish Group	No
Principles for Disaggregation in Local Government Reorganisation in Dorset	To consider a report from the Programme Board on progress on the Disaggregation Workstream	21 November 2017	Chief Executives/Managing Director, Programme Board/Team, Section 151 Officers, Executive/Strategic/Corporate Directors, Service Heads	Sarah Longdon	No

What is the subject?	What is the issue?	When is the issue going to the Joint Committee?	Who are the key people/groups to be consulted before the decision is made	Council officer writing the report/Member providing report	Is the report likely to be considered in private i.e. it contains confidential or exempt information?
Appointment of Chief Officer/Head of Paid Service – Process and Support for Committee	To consider a report on the process for appointing a Chief Executive for the new unitary authority.	21 November 2017	Monitoring Officers, LGA, Directors/Heads of HR.	Tanya Coulter	No
Programme Update	To consider a report from the Programme Board on the status of the programme.	15 December 2017	Programme Board/Team, Section 151 Officers.	Julian Osgathorpe	No
Structural Change Order	To consider a report from the Programme Board on decisions required for the Structural Change Order.	15 December 2017	Chief Executives/Managing Director, Monitoring Officers, Programme Board/Team, Section 151 Officers, CLG Officials.	Tanya Coulter	No

What is the subject?	What is the issue?	When is the issue going to the Joint Committee?	Who are the key people/groups to be consulted before the decision is made	Council officer writing the report/Member providing report	Is the report likely to be considered in private i.e. it contains confidential or exempt information?
Council Tax Harmonisation	To consider a report from the Task and Finish group on modelling.	15 December 2017	Chief Executives/Managing Director, Programme Board/Team, Section 151 Officers, Council Tax Harmonisation Task & Finish Group	Chair of the Task and Finish Group/Section 151 Officer(s)	No
Disaggregation – Update	To consider a report from the Programme Board on progress.	15 December 2017	Chief Executives/Managing Director, Executive/Strategic/Corporate Directors, Service Managers, Programme Board/Team, Section 151 Officers.	Sarah Longdon	No
Combined Forecast MTFP Position	To consider a report from the Section 151 Officers on an outline MTFP for the BCP Unitary Authority	15 December 2017	Chief Executives/Managing Director, Programme Board/Team, Section 151 Officers.	Adam Richens	No

What is the subject?	What is the issue?	When is the issue going to the Joint Committee?	Who are the key people/groups to be consulted before the decision is made	Council officer writing the report/Member providing report	Is the report likely to be considered in private i.e. it contains confidential or exempt information?
Electoral Arrangements	To consider a report from the Monitoring Officers on the possible Electoral arrangements for the BCP Unitary Authority	15 December 2017	Chief Executives/Managing Director, Monitoring Officers, CLG Officials, Electoral Commission, Programme Board/Team.	Tanya Coulter	No