
Report to Council

Date of Special Meeting: 2nd December, 2010

Subject: Joint Delivery of Education and Social Services

Report by: Angela Leitch, Chief Executive

1.0 PURPOSE

- 1.1. The purpose of this report is to seek Council approval to make arrangements to enable the Council to discharge its functions as Education Authority and Social Work Authority jointly with Stirling Council and for this purpose to agree to the appointment of a Joint Head of Education and a Joint Head of Social Services and Chief Social Worker accountable to both Councils as provided for in this Report.

2.0 RECOMMENDATIONS

- 2.1 It is recommended as follows:
- 2.2 That the Council will discharge its functions as Education Authority and Social Work Authority jointly with Stirling Council in terms of Section 56(5) of the Local Government (Scotland) Act 1973 and that, for this purpose, a Joint Head of Education and a Joint Head of Social Services and Chief Social Work Officer, accountable to both Councils, will be appointed, as set out in the submitted report.
- 2.3 That the key principles set out in the appendix to the submitted report will guide implementation of this decision and govern joint management of these functions.
- 2.4 That it be remitted to the Chief Executive, in consultation with the Steering Group, to take all decisions in relation to 2.2 and actions necessary on behalf of the Council to implement this decision as quickly as possible, but in any event no later than the beginning of financial year 2011/12.
- 2.5 That a Steering Group comprising the two Council Leaders, two Depute Leaders and the two main Opposition Leaders be established to oversee implementation of this decision. The Steering Group will report regularly to the two Councils on progress.

3.0 BACKGROUND

- 3.1 In June 2006, Clackmannanshire and Stirling Councils agreed to consider the potential for joint working, based on the premise that the two Councils would retain political independence, while the management of services could be integrated.
- 3.2 Following extensive work by officers of the two Councils, supported by external consultants, reports were considered by the Councils in June 2008 setting out options for moving to joint management and delivery of services. The Councils decided not to proceed as recommended at that stage but to reaffirm their commitment to exploring joint working on a 'case by case' basis where demonstrable benefits in terms of efficiency and service improvements could be achieved.
- 3.3 In June of this year, the Chief Executives of both Clackmannanshire and Stirling began to assess the possibilities of further joint working. This work was driven by three key principles. Firstly, a desire to improve the performance of services and the delivery of better outcomes to customers, secondly to improve efficiency and achieve greater economies of scale and thirdly, to retain the independent governance of each Council.
- 3.4 There was also an understanding that any joint arrangement would provide an opportunity to look afresh at the most appropriate model of service delivery, adopting best practice from each of the two organisations and developing new approaches where these would deliver on the three principles above.

4.0 CONSIDERATIONS

- 4.1 A unique opportunity has now arisen in both Councils where vacancies have arisen in two major service areas. The posts of Head of Social Care in Stirling and Head of Education in Clackmannanshire are vacant following retirements.
- 4.2 As set out in the reports considered in 2008, in terms of Section 56(5) of the Local Government (Scotland) Act 1973 a local authority may determine to discharge any of its functions jointly with another local authority. This can be done through establishing joint governance arrangements, such as by delegating or transferring functions to a joint committee or joint board, to which joint management of services would be accountable, or by delegating the management of functions to an officer of one of the partner Councils. It is proposed that the latter approach should be adopted and that Stirling Council's Head of Education should be appointed Joint Head of Education for Clackmannanshire and Stirling Councils and that Clackmannanshire Council's Head of Social Policy should be appointed Joint Head of Social Services and Chief Social Work Officer for Clackmannanshire and Stirling Councils. The joint Heads of Service will be accountable through the Chief Executives to each Council in terms of its existing governance arrangements and Schemes of Delegation. At a later stage, if both Councils so decide, joint governance of the joint services could be put in place, either by delegating functions to a joint

committee(s) of the two Councils or by establishing a Joint Board(s) and transferring functions to it (them).

- 4.3 Elected Members should be aware that, in order to reach this point where action of this nature could be recommended, discussion has taken place at a political level between the Leader and Depute Leader of each Council and the main opposition Group Leaders.
- 4.4 In June 2008, both Councils noted the feasibility study carried out by SOLACE Enterprises, incorporating work by IPF, Price-Waterhouse-Cooper and Mackay Hannah.
- 4.5 In that study, the benefits and potential costs savings of joint working are clearly set out.
- 4.6 It states the objectives of joint working is to secure service delivery improvements by making use of the combined capacity of each Council whilst retaining the current level of accountability through each of the two Councils to the areas they serve. Essentially, this is a practical management issue. Its success will depend on the skills and creativity of the management of both Councils in forming joint teams and 're-engineering' the way that services are delivered.
- 4.7 By working together, the two Councils will be able to capture the best practice found in each authority and take advantage of the larger scale of operations by employing a wider range of staff with greater depth of experience in key specialisms, and by utilising assets such as ICT systems and properties more efficiently. The population of Clackmannanshire is 50,540. Stirling is bigger, but also serves one of the smaller populations of Scottish Councils at 88,740. Together they would serve a population of 139,280 which is around the average for all council areas outside the cities.
- 4.8 The reports demonstrated that, if services were provided jointly, resources would be freed up to use for improved levels of service even in the context of continuing constraint on the levels of finance available. But these benefits can only be thoroughly assessed through detailed investigations on a service by service basis carried out by relevant officers of the two Councils planning together.
- 4.9 In the short-term, there will be savings generated for each Council by sharing Heads of Service. Further efficiencies will be generated by an integrated management structure, joint commissioning and procurement and greater economies of scale. Ultimately, as practices become standardised, there will be benefits to partner organisations such as Health and Police.
- 4.10 If the Council approves the recommendation that Education and Social Services should be delivered jointly with Stirling Council and that Joint Heads of Service should be appointed for this purpose, there is a considerable amount of detail that will need to be worked through as the decision is implemented.
- 4.11 For example, the job descriptions, accountabilities, terms and conditions, and grades of the Joint Heads of Service will have to be determined before appointments can be made effective. At the same time, a shared vision and

new models for improved service delivery need to be jointly developed. Joint management and organisational structures below the Joint Heads of Service will have to be designed and a process for matching into posts will need to be put in place. Arrangements for joint funding of the joint services will have to be agreed. Implementation plans will need to be developed as appropriate for all service areas that ensure that services to users continue to be delivered with minimum disruption and risks are managed during the transition to joint service delivery. The key principles set out in the appendix to this report will guide this process.

- 4.12 In order to work through all details of implementation as quickly and as smoothly as possible it is proposed that it be remitted to the two Chief Executives to take all decisions and actions necessary for implementation, in consultation with a Steering Group comprising the two Council Leaders, Depute Leaders and the two main Opposition Leaders. The Steering Group will report regularly on progress to the Councils and make recommendations on any changes to existing policies which will be reserved to the Councils to determine.
- 4.13 In addition to consultation with the Steering Group, as implementation proceeds there will be a need for Chief Executives to communicate with and consult a range of stakeholders, such as staff of the joint services, trade unions and service users, on the detail of how service integration is to be implemented. Again, it will be a key role of the Steering Group to oversee this process of communication and consultation.

5.0 CONCLUSION

- 5.1 Clackmannanshire and Stirling Councils have long recognised the potential benefits of joint working and currently collaborate on a number of services. Central to the concept of joint working to which the Councils agreed, was that both organisations would continue to exist separately as the primary vehicles for democratic accountability within our own geographical localities. The course of action recommended to elected members ensures that each Council continues to set its own policy frameworks, standards and levels of service. It also enables each Council to continue to reflect the priorities for its area and the different characteristics of the localities.

6.0 Sustainability Implications

None

7.0 Resource Implications

7.1 Financial Details

- 7.2 The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

The full financial implications will be progressed in accordance with the Appendix to the Report and in accordance with Recommendations 2.4 & 2.5

7.3 Finance have been consulted and have agreed the financial implications as set out in the report.

As per 7.2

Yes

7.4 Staffing

This matter will be taken forward as outlined in the Recommendations and the Appendix to the Report. Any necessary and consequential changes to Standing Orders and the Scheme of Delegation will be brought forward at an appropriate stage.

8.0 Exempt Reports

8.1 Is this report exempt? Yes (please detail the reasons for exemption below) No

9.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities 2008 - 2011** (Please double click on the check box)

- | | |
|--|-------------------------------------|
| The area has a positive image and attracts people and businesses | <input type="checkbox"/> |
| Our communities are more cohesive and inclusive | <input type="checkbox"/> |
| People are better skilled, trained and ready for learning and employment | <input type="checkbox"/> |
| Our communities are safer | <input type="checkbox"/> |
| Vulnerable people and families are supported | <input type="checkbox"/> |
| Substance misuse and its effects are reduced | <input type="checkbox"/> |
| Health is improving and health inequalities are reducing | <input type="checkbox"/> |
| The environment is protected and enhanced for all | <input type="checkbox"/> |
| The Council is effective, efficient and recognised for excellence | <input checked="" type="checkbox"/> |

(2) **Council Policies** (Please detail)

10.0 Equalities Impact

10.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes No

11.0 Legality

11.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

12.0 Appendices

12.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

1. Statement of Principles

13.0 Background Papers

13.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No


Council Report of 19 June 2008

Local Government (Scotland) Act 1973

Author(s)

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Angela Leitch	Chief Executive	X2002

Approved by

NAME	DESIGNATION	SIGNATURE
Angela Leitch	Chief Executive	

Stirling and Clackmannanshire Councils
Joint Delivery of Education and Social Services
Statement of Principles

Purpose

The purpose of the partnership is to improve services to our citizens and communities by closer joint working, while retaining the independence of each Council.

Services

The Councils will seek to maximise the effectiveness and efficiency of services by closer joint working. Wherever possible, services will be delivered jointly, to jointly agreed standards and sharing joint management overheads to maximise economies of scale. Each Council retains the right to set different service standards for its own area, or to deliver services independently of the other.

Finance

Jointly delivered services will be financed jointly. Each Council will bear the cost of services delivered within its area. Common costs, such as the costs of joint management, will be apportioned on an appropriate basis for each service agreed before the commencement of joint service delivery.

Management

Jointly delivered services will be managed jointly. Joint management will be accountable to both Councils through agreed governance arrangements. For each jointly delivered service, the Councils will agree that one Council will be the lead authority for management of that service and that Council will employ the joint Head of Service. Other management and headquarters staff and staff delivering services in localities will be employed by the Council in whose area they work, unless the Councils have agreed to establish a more integrated service, in which case staff will be employed by the lead Council.

Governance

Joint service management will be accountable to each Council's existing governance arrangements. Joint Heads of Service will be members of each Council's Management Team and will report to each Council as if employed solely by that Council.

