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# NOTICE OF MEETING

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## EMPLOYMENT COMMITTEE

TUESDAY, 15 DECEMBER 2015 AT 12.15 PM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

Telephone enquiries to Vicki Plytas 02392 834058

Email: [vicki.plytas@portsmouthcc.gov.uk](mailto:vicki.plytas@portsmouthcc.gov.uk)

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### Membership

Councillor Donna Jones (Chair)  
Councillor Luke Stubbs (Vice-Chair)  
Councillor John Ferrett  
Councillor Darren Sanders  
Councillor Linda Symes  
Councillor Gerald Vernon-Jackson

### Standing Deputies

Councillor Simon Boshier  
Councillor Aiden Gray  
Councillor Steve Hastings  
Councillor Hugh Mason  
Councillor Lynne Stagg  
Councillor Sandra Stockdale  
Councillor Steve Wemyss

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(NB This agenda should be retained for future reference with the Minutes of this meeting.)  
Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: [www.portsmouth.gov.uk](http://www.portsmouth.gov.uk)

**Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendation/s). Email requests are accepted.**

### A G E N D A

- 1 Apologies for Absence
- 2 Declarations of Members' Interests

**3 Minutes of the meeting held on 15 September 2015 (Pages 1 - 10)**

**RECOMMENDED** that the minutes of the meeting of the Employment Committee held on 15 September 2015 be confirmed and signed by the chair as a correct record.

**4 Volunteering Policy (Pages 11 - 42)**

The purpose of the report is to seek the Committee's approval of the PCC Volunteer Policy.

**RECOMMENDED** that the Committee

- (1) Approve the PCC Volunteer policy (attached as Appendix A) and**
- (2) Recognise the supporting PCC volunteer good practice guide to support the operational application of the policy (attached as Appendix B)**

**5 Sickness Absence Quarterly Report (Pages 43 - 50)**

The purpose of this quarterly report is to update and inform Employment Committee on actions being taken that have an effect on the levels of sickness absence across Services.

**RECOMMENDED**

- (1) To continue to monitor sickness absence, on a quarterly basis, and to ensure appropriate management action is taken to address absenteeism.**
- (2) To continue to offer a range of interventions around the three main reasons for sickness absence to assist employees to manage their attendance at work.**

**6 Apprenticeships Update (Pages 51 - 64)**

The purpose of the report is to update members of the Employment Committee on the progress made in recruiting apprentices and plans for future work in this area.

**RECOMMENDED** that Members

- (i) note the positive progress to date in promoting and developing apprenticeships within the Council as detailed in this report**
- (ii) agree the use of pay band 3 for 'higher grade apprenticeship' posts where a higher calibre of applicant would be needed.**
- (iii) agree that PCC make the 'We Love Apprenticeships' pledge.**

**7 Exclusion of Press and Public**

**That in view of the contents of the following item on the agenda the Committee is RECOMMENDED to adopt the following motion:**

**“That, under the provisions of Section 100A of the Local Government Act, 1972 as amended by the Local Government (Access to Information) Act, 1985, the press and public be excluded for the consideration of the following item(s) on the grounds that the report(s) contain information defined as exempt in Part 1 of Schedule 12A to the Local Government Act, 1972”**

**The public interest in maintaining the exemption must outweigh the public interest in disclosing the information.**

**Under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) England Regulations 2012, regulation 5, the reasons for exemption of the listed items is shown below.**

**Members of the public may make representation as to why the item should be held in open session. A statement of the Council’s response to representations received will be given at the meeting so that this can be taken into account when members decide whether or not to deal with the item under exempt business.**

**(NB The exempt/confidential committee papers on the agenda will contain information which is commercially, legally or personally sensitive and should not be divulged to third parties. Members are reminded of standing order restrictions on the disclosure of exempt information and are invited to return their exempt documentation to the Senior Local Democracy Officer at the conclusion of the meeting for shredding.)**

<b><u>Item</u></b>	<b><u>Exemption Para No.*</u></b>
<b>8 Living Wage (exempt appendix 3) Paragraph Exemption Nos:</b>	<b>4 and 5</b>

**\*4. Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between Portsmouth City Council and employees**

**\*5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.**

**Item**  
**9 Senior Management Structure**  
**(exempt appendix 5)**

**Exemption Para No.\***

**Paragraph Exemption Nos:**

**1 and 2**

**\*1.Information relating to any individual**

**\*2. Information which is likely to reveal the identity of an individual**

**8 Living Wage (Pages 65 - 72)**

**(NB Appendix 3 of this report is EXEMPT. If it is to be discussed at the meeting, provision has been made for this to take place in exempt session)**

The purpose of this report is to provide the Employment Committee with an update following the implementation of a Living Wage in November 2014 for employees of the council and to seek Members' approval on how to proceed with the Living Wage in the future following the introduction of the National Living Wage and to update on the changes to the Living Wage Foundation rate.

**RECOMMENDED that the Employment Committee**

- i) Notes the ongoing progress made to the implementation of the Living Wage, particularly with regards to schools.**
- ii) Give consideration to the options below and give Officers a clear indication of which option they wish to adopt:**
  - 1. Continue to match the Living Wage Foundation rate as a non-consolidated payment (including for under 25's), thus increasing the rate to £8.25 with effect from 1 April 2016**
  - 2. Cease to pay the Living Wage Foundation rate and instead pay the National Living Wage rate (including for under 25's), reducing the payment to £7.20 with effect from 1 April 2016**
  - 3. Freeze the current Living Wage rate at £7.85 and allow the National Living Wage rate to catch up (including for under 25's), therefore neither increasing nor decreasing the current rate.**

**9 Senior Management Structure - Integration of Health and Social Care**  
**(Pages 73 - 108)**

**(NB Appendix 5 of this report is EXEMPT. If it is to be discussed at the**

**meeting, provision has been made for this to take place in exempt session)**

The purpose of the report is to seek the Employment Committee's approval for the acceptance of an application under the Council's Voluntary Redundancy Scheme for the redundancy of one of the Council's Directors. Acceptance is recommended as it is considered that this will afford the opportunity for the Council and its partners across Health and Social care to further its desire to accelerate the integration of health and social care services in the city. This will have some implications for other senior post holders, and the report sets out the appropriate HR process for addressing the consequent issues as well as the process to be followed to create a joint post with NHS Portsmouth Clinical Commissioning Group (CCG).

**RECOMMENDED that the Committee**

- (i) Agrees to for voluntary redundancy of the Director of Adult Services on the basis set out in the report (and subject to a satisfactory arrangement being secured with regard to the statutory Director of Adult Social Services role);**
- (ii) Requests that the Chief Executive engages with the NHS Portsmouth Clinical Commissioning Group to secure the appointment of a joint post across the two organisations that can fulfil the statutory role of Director of Adult Social Services for the City Council;**
- (iii) Requests the Chief Executive to work with the joint DASS postholder and the CCG to design and implement a suitable senior management structure to support the DASS and the CCG, in accordance with the HR policies of the two organisations;**
- (iv) Subject to recommendation (iii) being approved, agree for the existing post of Director Integrated Commissioning Unit to be designated as a "third tier" management post as opposed to a chief officer post;**
- (v) Records its thanks to Mr Robert Watt for his long service to the city and the City Council and wishes him the very best for the future.**

**10 Date of Next Scheduled Meeting**

The next meeting is scheduled for 15 March 2016.

Members of the public are now permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting or records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

# Agenda Item 3

## EMPLOYMENT COMMITTEE

MINUTES OF THE MEETING of the Employment Committee held on Tuesday, 15 September 2015 at 12.15 pm at the Conference Room A - Civic Offices

### Present

Councillor Donna Jones (in the chair)  
Councillor Luke Stubbs (Vice-Chair)  
Councillor John Ferrett  
Councillor Darren Sanders  
Councillor Linda Symes  
Councillor Gerald Vernon-Jackson

### Officers Present

David Williams, Chief Executive  
Michael Lawther, City Solicitor  
Jon Bell, Director of HR, Legal & Procurement  
Rochelle Brown, HR Business Partner  
Shaun Tetley, Payroll and Pensions Manager  
Mark Tutton, Building Services Support Manager  
Di Smith, Interim Director of Children's Services & Education  
Paddy May, Corporate Strategy Manager

#### **26. Apologies for Absence (AI 1)**

There were no apologies for absence.

#### **27. Declarations of Members' Interests (AI 2)**

There were no declarations of members' interests.

#### **28. Minutes of the Meeting held on 16 June 2015 (AI 3)**

**RESOLVED** that the minutes of the meeting of the Employment Committee held on 16 June 2015 be confirmed and signed by the chair as a correct record.

#### **29. Corporate Health and Safety Annual Report (AI 4)**

(TAKE IN REPORT)

Mark Tutton introduced the report which updated the committee on the Portsmouth City Council's Health & Safety (H&S) performance for the period 1 April 2014 - 31 March 2015. He explained that there are four appendices to the report. Appendix 1 - H&S Unit Corporate Action Plan for 2015/16,

Appendix 2 - Update of H&S Unit Corporate Action Plan 2014/15, Appendix 3 - School Incident Statistics, Appendix 4 - Portsmouth City Council Incident Statistics. Mr Tutton explained that all the actions contained in last year's action plan had been completed and that the recommendation in the report was that the committee agree and endorse the 2015/16 H&S action plan.

During discussion the following matters were clarified:

- With regard to item 3.3.5 - classroom based corporate fire safety warden training, it was confirmed that this had now been completed.
- With regard to legionella it was confirmed that the legionella management policy had been revised and that an annual report of incidents was submitted to Governance & Audit & Standards Committee.
- With regard to 3.4.5 - violent incident reports, concern was expressed that these appeared to be increasing. Di Smith said that this could be as a result of higher reporting of incidents and she was aware that Harbour School had revised its policy to make it mandatory that all incidents are reported. With regard to incidents occurring in academies, as academies are no longer PCC's responsibility, incidents in academies do not appear in PCC statistics. Members asked Jon Bell to find out how academies record such incidents. Members felt that it was important that this information was available so comparisons could be made with PCC schools and academies.
- In response to a query on item 5 of Appendix 1 - implement and facilitate a corporate H&S management audit and inspection programme, it was confirmed that this had not yet been completed and the target date of 31 July 2015 would therefore be amended to 31 December 2015.

**RESOLVED that the 2015/16 H&S action plan be agreed and endorsed by the Employment Committee.**

### **30. Employee Benefits Portal (AI 5)**

(TAKE IN REPORT)

Shaun Tetley, Payroll & Pension Manager introduced the report advising that its purpose was to seek approval in principle to select and procure an employee benefits portal, subject to its demonstrating employer recruitment and retention benefits, employee benefits and overall financial savings. Mr Tetley explained that there are numerous external providers of benefits portals and the market is fiercely competitive to the extent that the cost to the council of procuring a portal will be minimal. He said that the employer savings can be significant and would make an important contribution towards budget savings. The level of savings would be influenced by the range of benefits that are included in the package and by ensuring that the scheme is widely promoted to staff.

In response to questions the following matters were clarified:

- Insurance cover could be arranged to deal with situations where for example an employee buys a car and then leaves before the end of the car purchase term.
- A query was raised about how to convey to staff pension implications of taking up some of the options that would become available. The Payroll & Pensions manager said that the effect on pension would need to be clearly stated in the frequently asked questions part of the portal. Some options affect pension and some do not. It would also be possible to mitigate against the pension effects by for examples AVCs or buying additional pension benefits. He said that it would be made very explicit to employees.
- Jon Bell said that no consultation with the unions had yet taken place and there would be a need to consult. Shaun Tetley said that he and Louise Wilders, Director of Community & Communication had arranged a meeting about using SurveyMonkey to gauge reaction to the scheme before the matter was progressed further.
- The proposed implementation date would be 1 April 2016 but a procurement exercise would have to be carried out and this would take time. Some providers already have a framework in place which may speed up to process. Michael Lawther, City Solicitor undertook to ensure the procurement process in connection with this was as swift as it could be.
- It was confirmed that this project will require the appointment of dedicated resource to manage all aspects of the portal as set out in Section 5.3 of the report. However the Payroll & Pension Manager was confident that the estimated savings based on the likely take-up would be significant.
- In response to a query about whether the salary sacrifice element should be disaggregated, it was confirmed that no consultation had yet taken place and this could be considered at that stage.

**RESOLVED that**

- (1) Employment Committee approve the implementation of an employee benefits portal, subject to recommendations 2 and 3 below.**
- (2) Employment Committee delegates the selection of the employee benefits portal to the Director of Finance and IS and Director of HR, Legal and Procurement. The selection criteria will incorporate a financial appraisal to demonstrate that financial savings will accrue from this initiative.**
- (3) Employment Committee delegate authority to the Director of HR, Legal and Procurement in consultation with the Chair of the Employment Committee to investigate and implement the appropriate range of benefits to be included in the portal.**

### **31. Hampshire Pension Fund Panel Appointment (AI 6)**

The name of the fund changed with effect from 16 July to Joint Hants Pension Fund Panel and Board. The Leader introduced this item and advised that Councillor Hugh Mason had agreed to continue in this role. He had however said that he would be equally content for another councillor to take his place if this was the will of the committee. The committee endorsed the appointment of Councillor Hugh Mason and also agreed that delegated authority be given to the chair of the committee to appoint a member to the role should Councillor Hugh Mason not wish to continue in the role for any reason.

**RESOLVED that Councillor Hugh Mason be appointed to serve on the Hampshire Pension Fund Panel to 30 September 2017 (subject to the appointee remaining an elected member and confirming he will accept the appointment.)**

### **32. Definition of a Chief Officer at Portsmouth City Council (AI 7)**

(TAKE IN REPORT)

The Director of HR, Legal & Procurement, Jon Bell introduced the report which was to seek approval from members for a definition of what is meant by a chief officer employed by Portsmouth City Council. He explained that this report is also connected to agenda item 9 of this meeting regarding the children's services structure. During discussion a member raised concerns that the proposed Deputy Directors of Children's Services would not be included within the definition of a chief officer. Other members of the Committee said that PCC had been through a senior management restructure process and that the chief officer definition should reflect this. The Director of HR, Legal & Procurement confirmed that a senior management structure had been agreed and it would be confusing to depart from that.

**RESOLVED that Employment Committee notes that the outdated reference to SM2 in the delegations to the Employment Committee (section 2, part 2, para 3) be updated to a catch all definition of *Chief Officer*, which should be:**

- (1) on the JNC terms and conditions, and**
- (2) defined as one or more, of the following:**

- **The Chief Executive**
- **The Deputy Chief Executive**
- **The S151 Officer**
- **A direct report to the Chief Executive (i.e. Port Manager; Director of Public Health; Director of Regulatory Services, Community Safety and Troubled Families; Director of Integrated Commissioning Unit; Director of Adult Services; and, Director of Children's Services and Education)\*\***
- **A direct report to the Deputy Chief Executive (i.e.**

**Director of Housing and Property; Director of Transport, Environment and Business Support; Director of Culture and City Development; Director of Finance and Information Services (NB also S151 officer); Director of HR, Legal and Procurement; and, Director of Community and Communication)**

**\*\*NB The recommendations contained in a later report at this meeting (Agenda Item 9) were agreed that amended the structure so that there is no longer a post entitled Director of Children's Services and Education. Instead, it was agreed that there would be a Director of Children's Services (statutory DCS) with two new posts both reporting to the DCS ie (1) Deputy Director of Children's Services - Social Care and (2) Deputy Director of Children's Services - Education.**

### **33. Equal Pay Audit (AI 8)**

**(TAKE IN REPORT)**

The Director of HR, Legal & Procurement introduced the report which presented the outcomes of the equal pay audit 2015, ensuring the council can fulfil its statutory obligations in respect of equal pay for its employees and deliver its corporate commitment to equality. The report sets out the results of the audit. He advised that with regard to basic pay no issues were identified. With regard to total pay, he advised that there are some minor pay differences but there are reasons for these as set out in table 3 on page 9 of the report.

During discussion it was confirmed that

- The available data only allowed for a comprehensive audit based on gender and not for example on ethnicity etc. Although some information was available it was not held consistently historically. Going forward through the self-serve system more information will be available although it is not possible to make it compulsory for people to provide certain information.
- With regard to a query about the living wage concerning whether differentials should be removed altogether or maintained, the Director of H&R, Legal & Procurement said that this was a very wide subject and no decisions had yet been made. A report would be brought to a future Employment Committee so that members could decide how to proceed with regard to the Living Wage. Much debate had been conducted at national level and the LGA were currently considering the matter.

**RESOLVED that the Employment Committee:**

- (1) Note the key findings of the Equal Pay Audit 2015;**

- (2) Agree the recommendations set out within the Equal Pay Audit report.**

#### **34. Children's Services Senior Management Structure (AI 9)**

The Chief Executive, David Williams introduced the report advising that its purpose was to advise members of proposed modifications to the senior management structure for Children's Services, in order to clarify reporting lines and accountability.

He advised members that Di Smith had acted as interim director of Children's Services and thanked her for her contribution. The Chief Executive explained that the interim DCS had reviewed the Children's Services' structure and had concluded that the structure should provide greater clarity around the respective roles of the DCS and the officers responsible for both safeguarding and education. In particular, the structure should make it clear that the DCS is solely accountable to the Chief Executive for Children's Services and that senior managers for both safeguarding and education should reported directly to the DCS.

During discussion a member was concerned that staff may consider the creation of deputy director posts as downgrading the roles. The Chair of the Committee confirmed that feedback and consultation had been very positive and supportive.

#### **RESOLVED that Members**

- (1) Revise the senior management structure, as agreed by this committee on 19 February 2015, to the effect of deleting the post of Director of Children's Social Care.**
- (2) Note the creation of the posts of (i) Deputy Director of Children's Services - Social Care and (ii) Deputy Director of Children's Services - Education, each reporting to the Director of Children's Services.**

#### **35. Changes to the designated independent person dismissal procedures (AI 10)**

(TAKE IN REPORT)

As this item affected the Head of Paid Service, David Williams and the Monitoring Officer, Michael Lawther, both officers left the meeting for this item.

The report was introduced by Jon Bell, Director of HR, Legal & Procurement and Paddy May, Corporate Strategy Manager. The committee was advised that the purpose of the report was to inform members of a change to the procedures recently agreed by full Council that must be followed for the dismissal of designated statutory officer posts (Head of Paid Service, Monitoring Officer or Chief Finance Officer). These new changed procedures were set by central government. In order to ensure that the new procedures

are in line with employment law, this report also seeks approval from the committee of an appeals process to be followed in the event of such a dismissal which will then be placed before full council. It was stressed that it was not envisaged that the process would be invoked often. The Local Government Association has published an advisory bulletin which suggests a new process that could be followed that would be consistent with the new regulations and employment laws.

During discussion the following matters were clarified:

- Members asked that the order of the bullet points in 5.3 of the report be changed to reflect the finalised process timeline.
- Members asked that a right of appeal must be exercised within 14 days of the recommendation of the independent panel and that this be written in to the process.
- Members asked that a flow chart of the process outlined in section 5 of the report (taking into account suggested changes by members to the sequence of events) be appended to the report before it goes to Governance & Audit & Standards Committee and on to full Council.
- Members were advised that the Local Government Association is currently considering the process and may provide clarification.

In light of comments made by members the recommendations in the report were amended slightly.

#### **RESOLVED that Employment Committee**

- (1) notes the new process for dismissal of designated statutory officer posts (set out in paragraphs 4.1-4.4) and also the new Officers' Employment Procedure Rules in Part 3D of the constitution that have been approved by Council (see Appendix 1) in line with Government requirements and which have been subsequently modified to take account of the contents of this report;**
- (2) agrees that in order to meet the new requirements, and also employment law, that the specific process to be followed, set out in section 5, (subject to the order of the bullet points in 5.3 being amended to reflect the finalised process time line and subject to writing in to the process that a right of appeal must be exercised within 14 days of the recommendation of the Independent Panel) is proposed to Full Council for adoption (via Governance and Audit and Standards Committee) with the proposed new Officers Employment Procedure Rules shown as Appendix 1.**

#### **36. HR Policy Changes (AI 11)**

(TAKE IN REPORT)

Mr Lee Sprake, branch secretary, Unison was invited to make his deputation. This included the following points:

- He felt that elected members should be involved in the appeals policy.
- He felt that removing the second appeal stage in the grievance section of the formal action policy was unfair.

The Leader thanked Mr Sprake for his deputation and asked the Director of HR, Legal & Procurement to outline reasons why member involvement was not part of the process. The Director of HR, Legal & Procurement said the issues were:

- Logistical issues
- Potential inconsistency of decisions
- The current process ensures that decisions are taken by directors and those who understood operational issues in detail.

In response to queries the following matters were clarified:

- The second appeal stage removal only applied to the grievance policy not to dismissals.
- Members had reservations about recommendation vi of the report which sought to increase the qualifying criteria for redeployment support from one year to two years' continuous local government service. The Director of HR, Legal & Procurement said that the reasons for this recommendation are set out in paragraph 9 of the report. Rochelle Brown advised members that the reason for the recommendation was partly about managing expectations as the redeployment register has fewer opportunities as time goes on.

Members wish to vote individually on the recommendations in the report and this was agreed. It was proposed by Councillor John Ferrett and seconded by Councillor Donna Jones that recommendation (1) be amended so it would read

"Adopt the new Appeal policy, but to include an option in cases of appeals against dismissal for the appellant to have an elected member to sit on the panel (Appendix 1) and note consequent amendments to other associated policies."

It was proposed by Councillor Donna Jones and seconded by Councillor John Ferrett that recommendations (2), (3), (4) and (5) be adopted. Upon being put to the vote this was carried. It was proposed by Councillor John Ferrett and seconded by Councillor Donna Jones that recommendation (6) of the report be deleted. Upon being put to the vote this was carried.

#### **RESOLVED that Employment Committee**

- (1) Adopt the new Appeal policy, but to include an option in cases of appeals against dismissal for the Appellant to have an elected**

**Member to sit on the Panel (Appendix 1), and note consequent amendments to other associated policies.**

- (2) Note that the Director of HR, Legal and Procurement will update all other policies to reflect new job roles created by latest senior management restructure (in particular removing references to Heads of Service and Strategic Directors).**
- (3) Note that the 2<sup>nd</sup> appeal stage in the grievance section of the Formal Action policy will be removed.**
- (4) Note the different composition of dismissal panels (excluding schools and probationary dismissals) as detailed in the report.**
- (5) Change the requirement in the Flexible Retirement policy from a permanent reduction in salary of at least 50% to a permanent reduction in salary of at least 20%. Achieved through either a reduction in hours or band of post or a combination of these.**

### **37. Sickness Absence - Quarterly Report (AI 12)**

(TAKE IN REPORT)

Several members of the committee were late for other council business. A deputation was made by Lee Sprake but in view of the time constraints at this meeting he was also invited to send an email to the Director of HR, Legal & Procurement and to Councillor Donna Jones, chair of Employment Committee outlining his concerns.

#### **RESOLVED that Employment Committee**

- (1) continue to monitor sickness absence, on a quarterly basis, and to ensure appropriate management action is taken to address absenteeism.**
- (2) continue to offer a range of interventions around the three main reasons for sickness absence to assist employees to manage their attendance at work.**
- (3) support Public Health flu vaccination campaign for 2015 by working with Corporate Communications to develop marketing initiatives to maximise the uptake of flu vaccinations, especially where Directorates have contact with NHS defined risk groups or have particular low uptake in 2014.**

### **38. Date of Next Scheduled Meeting (AI 13)**

The date of the next meeting is scheduled for 15 December 2015.

The meeting concluded at 2.20 pm.

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Councillor Donna Jones  
Chair



**Title of meeting:** Employment Committee

**Date of meeting:** 15<sup>th</sup> December 2015

**Subject:** PCC Volunteer Policy

**Report by:** City Solicitor

**Wards affected** N/A

**Key decision** No

**Full Council decision** No

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## 1 Purpose of Report

To seek the Committee's approval of the PCC Volunteer Policy

## 2 Recommendations

It is recommended that the Committee

- (1) Approve the PCC Volunteer policy (attached as Appendix A) and
- (2) Recognise the supporting PCC volunteer good practice guide to support the operational application of the policy (attached as Appendix B)

## 3 Background

3.1 Volunteers are a key resource for Portsmouth City Council as they offer an opportunity for increased involvement and diversity within the organisation. There are many services within the council that involve volunteers from a variety of backgrounds and culture their expertise complementing the skills of paid staff. There is an increased awareness of the benefits of involving volunteers in council led projects and engaging with local people. Portsmouth City Council can offer a variety of volunteering opportunities within its services and through involving volunteers can be more effective in consulting and engaging directly with the needs of local communities.

3.2 This Good Practice Guide recognises the valuable contribution of our volunteers and provides consistent standards for volunteering opportunities with Portsmouth City Council, which reflect PCC's [Guiding Principles](#) (attached as Appendix C)

## 4 Reasons for recommendations

4.1 To ensure consistency of approach to working with volunteers across the whole of PCC.

## 5 Equality Impact Assessment (EIA)

5.1 The content of this report does not have any relevant equalities impact and therefore an equalities assessment is not required.

## **6 Legal implications**

6.1 The City Solicitor's comments are included in this report.

## **7 Finance comments**

7.1 There are no financial implications arising from the recommendations set out in this report.

.....  
Signed by: City Solicitor

### **Appendices:**

**Appendix A: PCC Volunteer Policy**

**Appendix B: PCC Volunteering Good Practice Guide**

**Appendix C: Guiding Principles**

### **Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

<b>Title of document</b>	<b>Location</b>
None	N/A

The recommendation(s) set out above were approved / approved as amended / deferred / rejected by ..... on.....

.....  
Signed by:

**Summary:**

PCC Good Practice Summary:

- All volunteers must have a named supervisor and receive an induction into the organisation and their role before or on the first day of their placement.
- Volunteers must be managed by trained staff and appropriate training and development opportunities should be made available.
- Volunteers must not be used as a substitute for paid employees.
- Volunteers will be required to comply with the Council's agreed policies and procedures.
- Volunteers out of pocket, incurred expenses will be reimbursed.

<b>ID</b>	<i>Unique ref – need to agree naming convention within your department</i>
<b>Last Review Date</b>	
<b>Next Review Date</b>	
<b>Approval</b>	Employment Committee
<b>Policy Owner</b>	Michael Lawther
<b>Policy Author</b>	Mandy Lindley
<b>Advice &amp; Guidance</b>	PCC volunteer good practice guide
<b>Location</b>	Policy Hub
<b>Related Documents</b>	PCC Volunteering Code of Good Practice.
<b>Applicability</b>	All volunteers recruited by PCC

## 1. Introduction

Volunteers are a key resource for Portsmouth City Council as they offer an opportunity for increased involvement and diversity within the organisation. There are many services within the council that involve volunteers from a variety of backgrounds and culture their expertise complementing the skills of paid staff. There is an increased awareness of the benefits of involving volunteers in council led projects and engaging with local people. Portsmouth City Council can offer a variety of volunteering opportunities within its services and through involving volunteers can be more effective in consulting and engaging directly with the needs of local communities.

### 1.1 Definition of Volunteering

Volunteering is defined as any activity that involves spending time, unpaid, doing something that aims to benefit the environment or someone (individuals or groups) other than, or in addition to, close relatives. Central to this definition is the fact that volunteering must be a choice freely made by each individual. This can include formal activity undertaken through public, private and voluntary organisations as well as informal community participation. (Volunteering England definition)

In instances where the participation of service users, carers and local people is actively sought, such as for consultation and partnership boards, those involved are regarded as involved person or participants, rather than volunteers. This is not covered by this policy.

## 2. PCC Good Practice Guide

2.1 This Good Practice Guide recognises the valuable contribution of our volunteers and provides consistent standards for volunteering opportunities with Portsmouth City Council, which reflect PCC's [Guiding Principles](#)

It has been produced to provide a framework for all staff working with volunteers to:

- Promote best practice across the authority
- Provide consistent terms of engagement for volunteers across all Council Directorates.
- Ensure our work with volunteers adds value to our service delivery.
- Ensure the safety of volunteers, and those they come into contact with in the course of their volunteering.
- Support volunteers in developing their skills and knowledge.

All staff working with volunteers are encouraged to follow this guide.

### Key Principles

- Each individual Directorate area will coordinate the recruitment of the Volunteers it needs, according to corporate guidelines and best practice.
- Volunteers will not be used to replace the work of paid staff.
- Volunteers will be recruited to a specific role and consulted on a regular basis regarding their involvement.

## 2.2 Scope

This Best Practice Guide is designed to cover volunteers providing or supporting the delivery of Council services.

It does not cover: **work experience, corporate apprenticeships and student placements and internships.**

## 3. Recruitment of Volunteers

3.1 Anyone approaching PCC offering their services as a volunteer should be asked to complete an application form. If suitable, they should be informally interviewed and references taken up. All documents relating to the application process can be found in the good practice guide. If it is decided that the person is not suitable for the volunteering role they have applied for, they should be given an explanation why. They should also be advised of other opportunities, as appropriate

Volunteer roles can be advertised in a variety of ways. The Portsmouth City Council website has the [Portsmouth Together](#) online volunteering hub which has been developed to inspire and mobilise greater volunteering in Portsmouth and you can advertise your vacancies there.

The Voluntary Sector Team at the city council can give you further information about these resources (contact [voluntary.sector@portsmouthcc.gov.uk](mailto:voluntary.sector@portsmouthcc.gov.uk)).

## 4. Volunteer Role Descriptions and Agreements

Volunteer role descriptions and agreements can help both parties to clarify intentions and expectations, lowering the chance of a grievance arising in the first place.

There is helpful information about creating volunteer role descriptions in the good practice guide.

On a practical level, a written agreement can help ensure that practice does not breach the law. Volunteer contracts must be avoided; contracts can lead to false expectations of obligation on both sides. For this reason, the setting out of the volunteer relationship in terms of rights and obligations must be avoided. Instead, express your goals as intentions, hopes, or policies; this reflects the voluntary nature of the arrangement.

No training can be offered with the proviso that the volunteer must work a minimum amount of hours for the organisation. Volunteers can't be offered recompense such as training or a job offer in return for his or her time.

A generic volunteer agreement can be found in the good practice guide or at The National Council for Voluntary Organisations website

## 5. Safeguarding

5.1 Because some services within PCC work with children and vulnerable people, volunteers who are based in these areas may require a Disclosure and Barring Service check (formerly Criminal Records Bureau check) as well as references. Potential volunteers' should be informed from the outset that you may be requiring this information; however convictions should not necessarily prevent someone from volunteering.

**5.2 The Council has a statutory duty to ensure the safety of children, young people and vulnerable adults. The Council's Safeguarding Policies apply to volunteers who engage with children, young people and vulnerable adults in their volunteering role and should be covered within the initial induction and further training provided wherever appropriate.**

### 5.3 Vulnerable Clients

Child Protection and Vulnerable Adult Protection Policies must be adhered to in all vulnerable client cases. Disclosure and Barring Service Checks must be obtained by all, including volunteers, working or volunteering with or around vulnerable clients where the role involves a regulated activity. These measures must be taken to protect our clients. However DBS checks only give information regarding those with an existing record and measures must be taken to monitor volunteers' relationship with the clients throughout their involvement in any project. References are an essential tool when assessing potential volunteers' suitability as it gives current and qualitative feedback. The [Safeguarding Adults Policy](#) applies to all volunteers.

### 5.4 Working with Children

Under the Protection of Children Act 1999 and the Care Standards Act 2000, there is legislation around obtaining DBS checks. Training must be given in Child Protection and any other necessary information given before commencing any work with children.

PCC have a responsibility under the Criminal Justice and Court Services Act 2000 for safeguarding children and promoting the welfare of children and young people. Please see the [Local Safeguarding Children Board's Procedures](#)

### 5.5 Young Volunteers

When involving under-16s you will need to carry out a Disclosure and Barring Service (DBS) check on the main person who will come into close contact and develop a relationship of trust with a volunteer at any given time (typically the volunteer supervisor).

If a young person aged 16-25 comes into contact with vulnerable people while they are volunteering, you may need to carry out a DBS check if the role involves a regulated activity- see the section on DBS checks for more information.

## 6. Induction and Training

6.1 Induction and Training are key elements to the success of any programme. Volunteers must feel welcome and accepted at all times. Their needs must be addressed in consideration of the resources available. Volunteers should be provided with all the information, equipment and skills they need to carry out their role. A number of resources to help you with the induction and training of volunteers can be found in the good practice guide.

6.2 Training and support must be offered appropriate to the nature of the role. The induction programme must be reviewed regularly following feedback from participating volunteers. A trial period may be set, if the volunteer or supervisor is unsure of the volunteer's suitability for the role. The programme must consider encompassing all types of volunteers and be flexible in its approach.

## 7. Supervision and Support

7.1 Support should be made widely available to all volunteers appropriate to the nature of their volunteer role. When a new volunteer joins the organisation there should be a structured one to one session with an appropriate person who will outline the role, brief the volunteer on Portsmouth City Council corporate responsibility and what expectation we have of them. There should be regular opportunities for volunteers to have monitoring sessions where their needs can be assessed. This is good practice as it ensures the service is running effectively and that the volunteers are supported correctly.

7.2 Every volunteer must have a named supervisor to serve as their main point of contact during their placement. The supervisor will be responsible for arranging any training, resources or equipment needed to fulfil agreed tasks, providing advice, guidance and opportunities for volunteers to feedback and ensuring **out of pocket expenses** are paid promptly.

7.3 The relevant service will support all volunteers and will have regular meetings with them to discuss any problems or issues that may arise. Up-to-date records must be kept of any meetings; information and current volunteer numbers, so this information is easily accessible and that PCC are promoting best practice and efficient HR processes. These elements should be incorporated in all business plans.

## 8. Grievance and Disciplinary Procedures

8.1 The relationship between PCC and its volunteers is entirely voluntary and does not imply any contract. However, it is important that PCC is able to maintain its agreed standards of service to its clients and it is also important that volunteers should enjoy making their contribution to the service.

8.2 Problems or dissatisfaction with a volunteer's work.

Volunteers should have regular review meetings with their supervisors, which should include discussion of any areas of dissatisfaction. If there are concerns about the

performance or conduct of a volunteer, the supervisor should arrange a supervision session to find out if there is an underlying problem or to offer further training and advice. If the volunteer's work still does not meet with PCC standards then the volunteer must be asked to leave the service.

8.3 If a volunteer's behaviour is inappropriate or equivalent to gross misconduct, their volunteer activity will be terminated immediately and relevant authorities informed if there is any illegal activity.

8.4 At all times the volunteer will be able to freely state their case and can have a friend to accompany them at all times in the process.

8.5 Complaints, or if a volunteer is unhappy.

Volunteers should be given the opportunity to discuss any issues of concern in the first instance with their supervisor, through regular meetings. An action plan should be devised to resolve the grievance. If this is not appropriate or the volunteer is not happy with how the matter is handled, they should take their complaint/concern to their volunteer coordinator and a second action plan can be drawn up. If, after this, the grievance remains unresolved, it would be inappropriate for the person to continue to be a volunteer.

At all times the volunteer will be able to freely state their case and can have a friend to accompany them at all times in the process.

## **9. PCC Volunteers Data Protection and confidentiality**

9.1 The most basic information held about a volunteer - name, address and telephone number - must comply with the Data Protection Act and should be dealt with accordingly. Volunteers should be supplied with information to ensure that they are aware of their responsibilities under both the Data Protection and Freedom of Information Acts.

9.2 Volunteers have the same confidentiality rights and protection of any paid employee, and will be treated with the same respect and professionalism as any staff member.

## **10. Young People as Volunteers**

There are no legal restrictions around volunteers and age. The issues, more often, are around what roles are suitable and the practicalities surrounding this. It is recommended that you discuss other commitments young people may have, such as school and employment pressures when considering the amount of volunteers time they will volunteer.

Both the young person and their parent or guardian should fully understand what the voluntary work entails.

## **11. Volunteers from Abroad**

11.1 There are no restrictions on volunteer work for nationals of European Union countries.

People who are from outside of the European Economic Area are not allowed to take up work, paid or unpaid, without a work permit. However concessions have been made by the Home Office to allow people from outside of the European Economic Area to volunteer for a charity if they meet certain criteria (visa and entry clearance are still essential).

11.2 Following a campaign by Refugee Action that was supported by the National Council for Voluntary Organisations, the Home Office revised its guidance on 28 October 2013 to make clear that asylum seekers can volunteer for public sector bodies as well as voluntary organisations, and that it is lawful for refused asylum seekers to volunteer.

11.3 Asylum seekers have been able to volunteer for registered charities, other voluntary organisations or organisations that raise funds for them, but this has now been extended to include volunteering for public sector bodies. The rules are the same as for voluntary sector volunteering: the volunteer must receive no payment other than reimbursement for genuine expenditure on fares or meals during volunteering; there must be no arrangements between the organisation and individual that would create a contractually binding obligation on the volunteer; the volunteer must provide a service for the organisation; and the volunteering must not be for a role that would normally be filled by a paid worker.

In relation to refused asylum seekers, previous Home Office guidance stated it was unlawful for them to volunteer, now the Home Office has said that volunteering by refused asylum seekers is lawful, but that the government does not support their volunteering, it expects them to return to their home country, and volunteering will not delay their removal from the UK.

You can find more information on the [Volunteering England website](#).

## **12. Equality and Diversity**

Portsmouth City Council is firmly committed to diversity in all areas of its work. PCC believe that there is much to learn and profit from diverse cultures and perspectives, and that diversity will make our organisation more effective in meeting the needs of all our stakeholders. PCC are committed to developing and maintaining an organisation in which differing ideas, abilities, backgrounds and needs are fostered and valued, and where those with diverse backgrounds and experiences are able to participate and contribute.

## **13. Equal Opportunities**

Portsmouth City Council is committed as an authority to offering equal opportunity to volunteers from different backgrounds to build on establishing a diverse cohort of volunteers. PCC will strive to welcome and involve people from differing backgrounds, ages, cultures, genders and outlooks so that as an organisation we can adapt new ideas and fresh approaches.

## 14. Expenses and Resources

14.1 Refunding volunteer costs is a legitimate cost associated with any volunteer programme or project. Portsmouth City Council will reimburse any out of pocket expenses that the volunteer has paid themselves to make sure that volunteering is accessible to all, regardless of income. It is important that volunteers are paid actual out-of-pocket expenses only, in reference to National Minimum Wage Act legislation, and in line with Government recommendations (<https://www.gov.uk/volunteering/pay-and-expenses>). The legal implications of not doing this may result in backdating minimum wage pay, fines associated with willfully neglecting to pay the minimum wage and falsification of records and similar obstructions. If anything other than out-of-pocket expenses is paid then this would also have tax and national insurance implications.

### 14.2 Payment of Expenses

Expenses must be approved by a supervisor prior to any claim being made. Records must be kept of any reimbursements made and should include the necessary receipts to justify the need to claim. Portsmouth City Council reserves the right to refuse an incomplete claim or defer until resolution.

All records supporting expenses claims, such as receipts, claim forms and insurance policies, will be subject to examination from time to time by internal audit. All claims must be submitted using the **PCC Volunteering Expenses Form**, which includes information about current subsistence and mileage rates and the maximum sums that can be claimed.

Subsistence may be claimed if volunteers are attending an event, conference, meeting or training course during the course of their volunteering where the venue is over 5 hours from home. Meals and childcare expenses should only be paid if the volunteer has contributed an excess of 8 hours continuous work.

### 14.3 Car users and mileage

Volunteers who are required to drive should not be encouraged to use their own vehicle unless necessary as insurance and expenses issues will need to be considered. For journeys of over 60 miles a PCC hire car should normally be used.

Insurance cover is the responsibility of each car user. Volunteers are responsible for contacting their insurer to ensure that they are covered by their vehicle insurance, and the Volunteer Manager must have sight of confirmation in writing from the insurance company before the vehicle can be used. There should never be an increase in premium by insurers due to their volunteering activities if using their own vehicle.

Mileage can only be claimed in respect of journeys actually incurred: no claim can be made for estimated mileage. As a general rule, the mileage to be claimed will be that actually incurred on the approved journey, provided that the most reasonable route was taken.

Mileage for use of a vehicle for volunteering activity is based on the allowance rates currently in operation for vehicle type and size as set out by the HMRC and in line with PCC mileage rates. Volunteers must keep proper mileage records and in most cases the volunteers should notify their supervisor of the impending journey.

The driving at work policy applies equally to volunteers and staff who carry out any journey in a motor vehicle regardless of if they claim mileage allowance or not. The simple question to ask yourself is 'is that journey in a motor vehicle being undertaken as a result of the persons work or association with PCC' (paid or not).

#### **14.4 Honorarium Payments**

Honorarium payments should be avoided. An honorarium is usually a one-off payment. If the honorarium is any way expected, hinted at or regularly given it may be regarded as a payment for services, affecting the legal status of volunteers, and as taxable income.

#### **15 Insurance Liability**

Volunteers who are recruited by PCC are covered by the council's insurance policy

#### **16. Health and Safety**

Portsmouth City Council has a duty of care to avoid exposing any volunteer to risk to their health and safety. Volunteers must be made aware of health and safety arrangements as part of their initial training. This includes their duty to take reasonable care for their health and safety and that of others who may be affected by what they do, or neglect to do. Where applicable, adequate Personal Protective Equipment (PPE), and suitable safe equipment should be provided together with appropriate instruction.

#### **17. Copyright**

Copyright issues surrounding volunteers can be unclear: however in all cases a volunteer should be asked to transfer rights to the organisation or agree a license where the organisation can use the work within agreed limits. This will ensure that any work produced can be used after a volunteer leaves the organisation.

### **Appendix 1 - PCC Volunteer Good Practice Guide.**

<https://www.portsmouth.gov.uk/intranet/hr/hr-support-and-advice/working-with-volunteers.aspx>

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# **Portsmouth City Council – Volunteering Good Practice Guide**

## **Introduction**

Volunteers are a key resource for Portsmouth City Council as they offer an opportunity for increased involvement and diversity within the organisation. There are many services within the Council that involve volunteers from a variety of backgrounds and cultures, who wish to gain experience or provide practical assistance across all service areas and directorates. There is an increased awareness of the benefits of involving volunteers in Council led projects and engaging with local people. Portsmouth City Council can offer a variety of volunteering opportunities within its services and through involving volunteers can be more effective in consulting and engaging directly with the needs of local communities

## **Definition of volunteering**

Volunteering is defined as any activity that involves spending time, unpaid, doing something that aims to benefit the environment or someone (individuals or groups) other than, or in addition to, close relatives. Central to this definition is the fact that volunteering must be a choice freely made by each individual. This can include formal activity undertaken through public, private and voluntary organisations as well as informal community participation. (Volunteering England definition)

## **Purpose and aim of the Good Practice Guide**

This Good Practice Guide recognises the valuable contribution of our volunteers and provides consistent standards for volunteering opportunities with Portsmouth City Council, which reflect PCC's [Guiding Principles](#)

It has been produced to provide a framework for all staff working with volunteers to:

- Promote best practice across the authority
- Provide consistent terms of engagement for volunteers across all Council services
- Ensure our work with volunteers adds value to our service delivery.
- Ensure the safety of volunteers, and those they come into contact with in the course of their volunteering.
- Support volunteers in developing their skills and knowledge.

All staff working with volunteers are encouraged to follow this guide, and individual services will develop their own guidelines focussing on areas particularly relevant to their volunteers.

## **Portsmouth City Council – Volunteering Good Practice Guide**

### **Key Principles**

- Each individual department or service will coordinate their own recruitment of Volunteers, according to specific guidelines.
- Volunteers will not be used to replace the work of paid staff.
- Volunteers will be recruited to a specific role and consulted on a regular basis regarding their involvement.

### **Scope**

This Best Practice Guide is designed to cover volunteers providing or supporting the delivery of Council services.

It does not cover: work experience, corporate apprenticeships and student placements and internships.

**This Best Practice Guide should be read in conjunction with the Portsmouth City Council Volunteer Policy**

## Portsmouth City Council – Volunteering Good Practice Guide

### Recruitment

Volunteer roles can be advertised in a variety of ways. The Portsmouth City Council website has pages dedicated to [volunteering in Portsmouth](#): the [Portsmouth Together](#) online volunteering hub has been developed to inspire and mobilise greater volunteering in Portsmouth and you can advertise your vacancies there.

The Portsmouth Together Team at the city council can give you further information about these resources - contact [volunteer@portsmouth.gov.uk](mailto:volunteer@portsmouth.gov.uk)

You can also use corporate publications (Flagship, Link), journals, flyers, booklets, but any external media marketing needs to be done in consultation with and approved by Corporate Communications.

Application forms can be used to record relevant contact details of the volunteer and to consider their suitability for the role they would like to volunteer for. Keeping the applications simple and easy to read will ensure that people are not excluded. You can download our generic PCC application form which can be adapted to the needs of your own service:



3.Volunteering App  
Form.doc

Potential volunteers should be interviewed in an informal capacity to ensure a wider understanding of their skills or aspirations so they can be placed in a role in which they will be happy and that will match their skills.

References should be obtained by the service and must be relevant to the volunteering carried out. The supervisor of individual projects should obtain references prior to appointing an applicant. In exceptional circumstances the need for a reference might be waived; this would be assessed on an individual basis. Once the volunteer has left the service records should not be kept for any longer than 2 years. There is more information about undertaking references here: .



4. References.docx

## Portsmouth City Council – Volunteering Good Practice Guide

Because some services within PCC work with children and vulnerable people, volunteers who are based in these may require a Disclosure and Barring Service check (formerly Criminal Records Bureau check) as well as references. It is fair to let people know from the outset that you will be requiring this information; however convictions should not necessarily prevent someone from volunteering. More information can be found in the following document:



5. DBS Checks.docx

If a candidate is not felt to be suitable for the role they are requesting to volunteer for, then the reasons must be explained to them. This situation must be handled with care and consideration for the person's feelings. The Equal Opportunities policy must be consulted when conducting a review feedback interview.

If paid staff 'volunteer' for PCC then the volunteer role should be substantially different from their paid role otherwise the working time directive and minimum wage legislation could be applied. The role and responsibilities must be clearly defined.

### Volunteer Role Descriptions and Agreements

Volunteer role descriptions and agreements can help both parties to clarify intentions and expectations, lowering the chance of a grievance arising in the first place.

There is helpful information about creating volunteer role descriptions [here](#) and a sample role description template here:



7. Role description  
template.doc

On a practical level, a written agreement can help ensure that practice does not breach the law or drift into dangerous territory - **but don't create volunteer 'contracts'**

Contracts can lead to false expectations of obligation on both sides. For this reason, you must avoid setting out the volunteer relationship in terms of rights and obligations. Instead, express your goals as intentions, hopes, or policies. This reflects the voluntary nature of the arrangement.

This means you cannot offer training with the provision that the volunteer must work a minimum amount of hours for the organisation. Nor can you promise to provide recompense such as training or a job offer for the volunteer in return for his or her time.

## Portsmouth City Council – Volunteering Good Practice Guide

We have developed a generic PCC Volunteer Agreement which you can alter and use:



8. Volunteer Agreement.doc

The National Council for Voluntary Organisations' website has a useful checklist to help you with volunteer agreements [here](#)

### Safeguarding

The Council has a statutory duty to ensure the safety of children, young people and vulnerable adults. The Council's Safeguarding Policies apply to volunteers who engage with children, young people and vulnerable adults in their volunteering role and should be covered within the initial induction and further training provided wherever appropriate.

### Vulnerable Clients

Child Protection and Vulnerable Adult Protection Policies must be adhered to in all vulnerable client cases. Disclosure and Barring Service Checks must be obtained by all, including volunteers, working or volunteering with or around vulnerable clients where the role involves a regulated activity. These measures must be taken to protect our clients. However DBS checks only give information regarding those with an existing record and measures must be taken to monitor volunteers' relationship with the clients throughout their involvement in any project. References are an essential tool when assessing potential volunteers' suitability as it gives current and qualitative feedback. The [Safeguarding Adults Policy](#) applies to all volunteers.

### Working with Children

Under the Protection of Children Act 1999 and the Care Standards Act 2000, there is legislation around obtaining DBS checks. Training must be given in Child Protection and any other necessary information given before commencing any work with children.

PCC have a responsibility under the Criminal Justice and Court Services Act 2000 for safeguarding children and promoting the welfare of children and young people. Please see the [Local Safeguarding Children Board's Procedures](#)

### Young Volunteers

## Portsmouth City Council – Volunteering Good Practice Guide

When involving under-16s you will need to carry out a Disclosure and Barring Service (DBS) check on the main person who will come into close contact and develop a relationship of trust with volunteer at any given time (typically the volunteer supervisor).

Contrary to popular belief, it is not necessary to perform similar checks on the entire staff or volunteers who are unlikely to end up in a one-on-one situation with a young volunteer. Don't forget that recruitment, training and supervision can act as more effective safeguarding tools than DBS disclosures.

If a young person aged 16-25 comes into contact with vulnerable people while they are volunteering, you may need to carry out a DBS check with them - see the section on DBS checks for more information.

### Induction and Training

Induction and Training are key elements to the success of any programme. Volunteers must feel welcome and accepted at all times. Their needs must be addressed in consideration of the resources available. Volunteers should be provided with all the information, equipment and skills they need to carry out their role.

We have a number of resources to help you with the induction and training of volunteers – these can be adapted to suit the needs of your particular service.

- A generic guide to volunteering for PCC – information and advice for volunteers (which can be printed out as an A5 booklet)



12 Guide to  
Volunteering for PCC.c

- A code of practice for volunteers based in the Civic Offices



12.4 Code of practice  
for volunteers based in

Training and support must be offered appropriate to the nature of the role. The induction programme must be reviewed regularly following feedback from participating volunteers. A trial period may be set, if the volunteer or supervisor is unsure of the volunteer's suitability for the role. The programme must consider encompassing all types of volunteers and be flexible in its approach. When inter-directorate working is a possibility to use resources to the best possible advantage then this practice should be encouraged.

### Income Handling Policy

## Portsmouth City Council – Volunteering Good Practice Guide

All volunteers who handle cash in their volunteering role must be made aware of the PCC Income Handling Policy and Instructions for Volunteers. You should work through the policy with the volunteer and delete any paragraphs in the Policy that are not relevant to that specific role.

The volunteer must sign to acknowledge that they have received a copy of the Policy and signed copies must be retained by both the volunteer and the relevant manager.



13.0 Cash Handling  
Instructions for Volunt

### Supervision and Support

Support should be made widely available to all volunteers appropriate to the nature of their volunteer role. When a new volunteer joins the organisation there should be a structured one to one session with an appropriate person who will outline the role, brief the volunteer on Portsmouth City Council corporate responsibility and what expectation we have of them. There should be regular opportunities for volunteers to have monitoring sessions where their needs can be assessed. This is good practice as it ensures the service is running effectively and that the volunteers are supported correctly.

Every volunteer must have a named supervisor to serve as their main point of contact during their placement. The supervisor will be responsible for arranging any training, resources or equipment needed to fulfil agreed tasks, providing advice, guidance and opportunities for volunteers to feedback and ensuring out of pocket expenses are paid promptly.

The relevant service will support all volunteers and will have regular meetings with them to discuss any problems or issues that may arise.

Up-to-date records must be kept of any meetings; information and current volunteer numbers, so this information is easily accessible and that PCC are promoting best practice and efficient HR processes. These elements should be incorporated in all business plans.

### Grievance and Disciplinary Procedures

The relationship between PCC and its volunteers is entirely voluntary and does not imply any contract. However, it is important that PCC is able to maintain its agreed standards of service to its clients and it is also important that volunteers should enjoy making their contribution to the service.

- **Problems or dissatisfaction with a volunteer's work**

## **Portsmouth City Council – Volunteering Good Practice Guide**

Volunteers should have regular review meetings with their supervisors, which should include discussion of any areas of dissatisfaction. If there are concerns about the performance or conduct of a volunteer, the supervisor should arrange a supervision session to find out if there is an underlying problem or to offer further training and advice. If the volunteer's work still does not meet with PCC standards then the volunteer must be asked to leave the service.

If a volunteer's behaviour is inappropriate or equivalent to gross misconduct, their volunteer activity will be terminated immediately and relevant authorities informed if there is any illegal activity.

At all times the volunteer will be able to freely state their case and can have a friend to accompany them at all times in the process.

- **Complaints, or if a volunteer is unhappy**

Volunteers should be given the opportunity to discuss any issues of concern in the first instance with their supervisor, through regular meetings. An action plan should be devised to resolve the grievance.

If this is not appropriate or the volunteer is not happy with how the matter is handled, they should take their complaint/concern to their volunteer coordinator and a second action plan can be drawn up.

If, after this, the grievance remains unresolved, it would be inappropriate for the person to continue to be a volunteer.

At all times the volunteer will be able to freely state their case and can have a friend to accompany them at all times in the process.

### **PCC Volunteers and Data Protection**

Even if you only hold the most basic information about a volunteer - name, address and telephone number - you must still comply with the Data Protection Act in the way that you deal with this information.

You should also supply volunteers with information to ensure that they are aware of their responsibilities under both the Data Protection and Freedom of Information Acts.

There is more information in this document:



14. Data protection  
and volunteers.docx

**Specific considerations to be aware of for:**

- **Volunteers receiving State Benefits**

Volunteering should not affect entitlement to any benefit as long as volunteers keep to some basic rules.

Any volunteer who is currently receiving Job Seekers Allowance will be allowed to volunteer as long as they remain available and actively seeking paid employment, alongside their volunteering. This therefore may affect the amount of hours that any one person can volunteer if they are in receipt of Job Seekers Allowance, as it must not prevent them from seeking paid employment or being available to work at once.

For more information go to <http://www.dwp.gov.uk/docs/dwp1023.pdf>

- **Young People as Volunteers**

There are no legal restrictions around volunteers and age. The issues, more often, are around what roles are suitable and the practicalities surrounding this. It is recommended that you discuss other commitments young people may have, such as school and employment pressures when considering the amount of volunteers time they will volunteer.

Both the young person and their parent or guardian should fully understand what the voluntary work entails.

- **Volunteers from Abroad**

There are no restrictions on volunteer work for nationals of European Union countries.

People who are from outside of the European Economic Area are not allowed to take up work, paid or unpaid, without a work permit. However concessions have been made by the Home Office to allow people from outside of the European Economic Area to volunteer for a charity if they meet certain criteria (visa and entry clearance are still essential).

Following a campaign by Refugee Action that was supported by the National Council for Voluntary Organisations, the Home Office revised its guidance on 28 October 2013 to make clear that asylum seekers can volunteer for public sector bodies as well as voluntary organisations, and that it is lawful for refused asylum seekers to volunteer.

Asylum seekers have been able to volunteer for registered charities, other voluntary organisations or organisations that raise funds for them, but this has now been extended to include volunteering for public sector bodies. The rules are the same as for voluntary sector volunteering: the volunteer must receive no payment other than

## Portsmouth City Council – Volunteering Good Practice Guide

reimbursement for genuine expenditure on fares or meals during volunteering; there must be no arrangements between the organisation and individual that would create a contractually binding obligation on the volunteer; the volunteer must provide a service for the organisation; and the volunteering must not be for a role that would normally be filled by a paid worker.

In relation to refused asylum seekers, previous Home Office guidance said it was unlawful for them to volunteer, and Refugee Action has been aware of individuals being threatened with imprisonment and fines unless they stopped volunteering. Now the Home Office has said that volunteering by refused asylum seekers is lawful, but that the government does not support their volunteering, it expects them to return to their home country, and volunteering will not delay their removal from the UK.

You can find more information on the [Volunteering England website](#).

### Equality and Diversity

Portsmouth City Council is firmly committed to diversity in all areas of its work. PCC believe that we have much to learn and profit from diverse cultures and perspectives, and that diversity will make our organisation more effective in meeting the needs of all our stakeholders. PCC are committed to developing and maintaining an organisation in which differing ideas, abilities, backgrounds and needs are fostered and valued, and where those with diverse backgrounds and experiences are able to participate and contribute. We will regularly evaluate and monitor our progress towards diversity.

### Equal Opportunities

Portsmouth City Council is committed as an authority to offering equal opportunity to volunteers from different backgrounds to build on establishing a diverse volunteer 'workforce'. PCC will strive to welcome and involve people from differing backgrounds, ages, cultures, genders and outlooks so that as an organisation we can adapt new ideas and fresh approaches. For more information search for **Equality and Diversity** on Intralink

### Expenses and Resources

Refunding volunteer costs is a legitimate cost associated with any volunteer programme or project. Portsmouth City Council will reimburse any out of pocket expenses that the volunteer has paid themselves to make sure that volunteering is accessible to all, regardless of income. It is important that volunteers are paid actual out-of-pocket expenses only, in reference to National Minimum Wage Act legislation, and in line with Government recommendations (<https://www.gov.uk/volunteering/pay-and-expenses>). The legal implications of not doing this may result in backdating

## Portsmouth City Council – Volunteering Good Practice Guide

minimum wage pay, fines associated with wilfully neglecting to pay the minimum wage and falsification of records and similar obstructions. If anything other than out-of-pocket expenses is paid then this would also have tax and national insurance implications.

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Expenses must be approved by a supervisor prior to any claim being made. Records must be kept of any reimbursements made and should include the necessary receipts to justify the need to claim. Portsmouth City Council reserves the right to refuse an incomplete claim or defer until resolution.

All records supporting expenses claims, such as receipts, claim forms and insurance policies, will be subject to examination from time to time by internal audit. All claims must be submitted using the PCC Volunteering Expenses Form, which includes information about current subsistence and mileage rates and the maximum sums that can be claimed.

Subsistence may be claimed if volunteers are attending an event, conference, meeting or training course during the course of their volunteering when the volunteer is away from their normal volunteering base for more than 5 hours. Meals and childcare expenses should only be paid if the volunteer has contributed an excess of 8 hours continuous work at their volunteering base.

A procedure has been agreed for the payment of volunteer expenses and this form should be used. You should follow your service/department's normal process for having the expenses form authorised and signed; the volunteer can then take the form to Cashiers or to the appropriate payment team for the reimbursement of their expenses



17 Expenses Claim  
Form.doc

### Car users and mileage

Volunteers who are required to drive should not be encouraged to use their own vehicle unless necessary as insurance and expenses issues will need to be considered. For journeys of over 60 miles a PCC hire car should normally be used.

Insurance cover is the responsibility of each car user. Volunteers are responsible for contacting their insurer to ensure that they are covered by their vehicle insurance, and the Volunteer Manager must have sight of confirmation in writing from the insurance company before the vehicle can be used. There should never be an increase in premium by insurers due to their volunteering activities if using their own vehicle.

Mileage can only be claimed in respect of journeys actually incurred: no claim can be made for estimated mileage. As a general rule, the mileage to be claimed will be that

## Portsmouth City Council – Volunteering Good Practice Guide

actually incurred on the approved journey, provided that the most reasonable route was taken.

Mileage for use of a vehicle for volunteering activity is based on the allowance rates currently in operation for vehicle type and size as set out by the HMRC and in line with PCC mileage rates. Volunteers must keep proper mileage records and in most cases the volunteers should notify their supervisor of the impending journey.

The driving at work policy applies equally to volunteers and staff who carry out any journey in a motor vehicle regardless of if they claim mileage allowance or not. The simple question to ask yourself is 'is that journey in a motor vehicle being undertaken as a result of the persons work or association with PCC (paid or not).

### Honorarium Payments

Honorarium payments should be avoided. An honorarium is usually a one-off payment. If the honorarium is any way expected, hinted at or regularly given it may be regarded as a payment for services, affecting the legal status of volunteers, and as taxable income.

### Insurance Liability

Volunteers who are recruited by PCC are covered by the council's insurance policy

### Health and Safety

As an organisation we have a duty of care to avoid exposing any volunteer to risk to their health and safety. Volunteers must be made aware of **health and safety** arrangements as part of their initial training (for more information about PCC Health and Safety Policies search for **Health and Safety** on Intralink). This includes their duty to take reasonable care for their health and safety and that of others who may be affected by what they do, or neglect to do. Where applicable, adequate Personal Protective Equipment (PPE) and suitable safe equipment should be provided together with appropriate instruction.

### Copyright

Copyright issues surrounding volunteers can be unclear: however in all cases a volunteer should be asked to transfer rights to the organisation or agree a license where the organisation can use the work within agreed limits. This will ensure that any work produced can be used after a volunteer leaves the organisation.

### Confidentiality

Volunteers should have the same rights and protection of any paid employee. They must be treated with the same respect and professionalism as any staff member.

## **Portsmouth City Council – Volunteering Good Practice Guide**

Data Protection and Corporate Policies on confidentiality must be clearly outlined to any volunteer. Personal information about volunteers, such as name, contact details and records of volunteering for the organisation, must be stored in line with the Data Protection Act.

### **Appendix 1.**

#### **PCC Good Practice Summary:**

- All volunteers must have a named supervisor and receive an induction into the organisation and their role before or on the first day of their placement.
- Volunteers must be managed by trained staff.
- Volunteers must not be used as a substitute for paid employees.
- Volunteers will be required to comply with the Council's agreed policies and procedures.
- A safe, inclusive working environment must be provided for all volunteers, making reasonable adjustments to meet individual needs.
- Volunteers should be made aware of health and safety arrangements as part of their initial training.
- Risk assessments must be carried out for any activity involving the public, including volunteers, contractors and commissioned agencies.
- Appropriate training and development opportunities should be made available to volunteers.
- Information about volunteers must be stored in line with the Data Protection Act 1988

#### **Volunteers' commitments:**

- To accept the organisations and services aims, objectives and standards.
- To do what is reasonably requested of them in line with their volunteer role description, to the best of their ability and within the remit of the organisations policies and procedures.
- To treat all information obtained whilst volunteering in a confidential manner.
- To recognise the need to maintain a quality of service.
- To recognise that they need to act in an appropriate manner and be aware that they are representing the organisation and it's reputation.
- To honour any commitment made and notify the organisation in good time if they are unable to fulfil their commitment.

## Portsmouth City Council – Volunteering Good Practice Guide

- To be willing to participate in the necessary induction, training and support system appropriate to the volunteering undertaken.
- To share any suggestions for change in working practices.

### Appendix 2: Checklist

<b>Recruitment</b>	<b>Do you:</b>	
	Have a written role description outlining responsibilities?	
	Have an application form which is simple and easily to read?	
	Interview potential volunteers?	
	Take up written references?	
	Identify whether you need to carry out a Disclosure & Barring Service check (formerly a CRB check) for volunteers working with children or vulnerable clients?	
<b>Induction and Training</b>	<b>Do you:</b>	
	Have an Induction programme, with all the information, equipment and skills volunteers need to carry out their role?	
	Issue all relevant copies of PCC corporate policies in relation to the volunteer role?	
	Brief the volunteer on Portsmouth City Council corporate responsibility and what expectation we have of them?	
	Brief the volunteer on PCC's Health and Safety policies and make the policies available?	
	Make the volunteers aware of Data Protection and Corporate policies on confidentiality?	
	Give training in Child Protection and any other necessary information before commencing any volunteering with children or vulnerable adults?	
	Have a trial period?	
	Review the induction programme regularly following feedback from participating volunteers?	
	Have processes in place to undertake Disclosure & Barring Service checks (formerly CRB checks) on a three year cycle?	
<b>Supervision</b>	<b>Do you:</b>	

## Portsmouth City Council – Volunteering Good Practice Guide

<b>and support</b>	Have a named supervisor who the volunteer can contact?	
	Have regular opportunities for volunteers to have monitoring sessions?	
<b>Expenses</b>	Do you pay out of pocket expenses?	
<b>Volunteer Drivers</b>	Do you ensure the volunteer has contacted their insurer to confirm they are covered by their vehicle Insurance?	

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# Ways of Working

*Working together to shape the great waterfront city* is the council's shared goal. It reflects our collective priority around social, economic and physical regeneration - shaping a great city. The goal also reflects Portsmouth's waterfront city brand and the role of our geography in defining our history and shaping our future. The goal also reflects the council's strong public and private sector partnerships, and our strength as an organisation when we work together towards a collective goal.

In order to shape Portsmouth as the great waterfront city, the council is focused on creating a sustainable economy that delivers regeneration and inward investment and creates opportunities for businesses and prosperity for our residents. So our residents can achieve their full potential and businesses have the skills to grow, we are committed to ensuring education and training are excellent. We are working to make our city a great place to live that makes the most of our natural assets, supports a vibrant and diverse culture and has high quality homes for our residents. As well as protecting and supporting our most vulnerable residents, we are focussed on encouraging independence and helping everyone to achieve their full potential, and ensuring all our residents are able to live healthy lives in a city that keeps them safe. And we are committed to running an efficient city that puts customers at its heart, delivers value for money and encourages participation. Our aspirations for our great waterfront city help us to work together and to shape our business plans to ensure we focus on what's important.

*Guiding Principles and Ways of Working*, give us the direction of travel which leads us to our goal 'working together to shape the great waterfront city'

The infographic is divided into two main sections: 'Our guiding principles' and 'Our ways of working'. Both sections are headed by the Portsmouth City Council logo and the goal statement: 'working together to shape the great waterfront city'.

**Our guiding principles**

- put customers first
- provide value for money
- be ambitious
- use evidence to shape services
- simplify, strengthen and share processes
- get it right first time
- support councillors as strategic leaders
- value and support staff
- listen and learn

**Our ways of working**

- we focus on what's important**
  - understand our customers' needs and expectations
  - understand the organisation's priorities
  - are open to change
  - provide an efficient service
  - evaluate our performance so we continue to improve
- we take pride in our work**
  - take personal responsibility
  - meet deadlines and do what we say we will
  - are committed to our customers (both internal and external)
  - strive to do it right first time
  - continually learn and develop
- we value others**
  - are open minded and without prejudice
  - respect and value other people's opinions
  - work well with team members, other services, and partners
  - listen to feedback and act on it
  - speak up openly, candidly and respectfully
- we make a positive difference**
  - want to help, and know when to ask for it from others
  - are motivated and empowered to do our jobs with confidence
  - use resources wisely and innovatively
  - respond to customers' needs
  - know what works
  - constructively support and challenge

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## Working together to shape the great waterfront city

Portsmouth City Council became a unitary authority in 1997. We employ around 3000 people (not including in our schools) and spend around £560million annually. There are 14 wards, each of which has three councillors (42 in total). Elections are held by thirds in three of every four years. Portsmouth has enjoyed lively local politics; since unitary, the control of the council has passed from Labour, to Conservative, to No Overall Control with a rainbow administration, then a minority Liberal Democrat administration, and is now (since 2009) a Liberal Democrat majority.

We have seen many achievements. The city has hosted many international events. The Spinnaker Tower is an iconic structure and a thriving visitor attraction. Combined with the wider Gunwharf Quays development, it has done much to lift the image of the city. The new Mary Rose Museum has just opened to great national and

international interest. We own and manage the Commercial Port, which contributes over 200 jobs directly to the local economy as well as many others supported by the associated logistics and visitor numbers. Importantly, the Port contributes millions of pounds annually to the authority budget, helping to support front line services. In 2009, the authority purchased MMD, a local importer, to add to the Port business, and in 2012 opened a new International Terminal.

We think creatively about our neighbourhoods. In 2011, we opened Southsea Library, moving a poorly located library into a vacant Woolworths store in the main shopping area. This has been a resounding success, dealing with the problem of a prominent vacant shop unit and at the same time increasing the usage of library services, including ICT access and children's activities. Also in Southsea, we've started implementing our seafront strategy, reinvigorating local facilities such as the Canoe Lake area and developing a free use splashpool (we've also provided one of these in the north of the city). We've developed an award-winning community facility, the John Pounds Centre, in one of our most deprived communities, and are developing an exciting community hub in another, Somerstown.

This is just the tip of a very large iceberg.

Portsmouth is an extraordinary city that we believe is on a journey to becoming a truly Great Waterfront City. If those ambitions are to be delivered, then the local authority needs to be ready to confront the challenges of straitened public finances to ensure that no one is left behind, and the city continues to thrive.

We need to minimise the negative impacts of these challenges to ensure that we protect the most vulnerable in society, whilst at the same time capitalising on opportunities to deliver economic expansion and job creation, through the delivery of new homes, skills and businesses. This means changing the things we do, and the way we do things.

You could be at the very heart of these changes and challenges.

## **Portsmouth the great waterfront city**

Portsmouth is the UK's only island city, with Portsea Island accounting for 62% of the city's land mass.

Portsmouth is the most densely populated area in the UK outside of London, with an estimated population of 207,300 (215,700 registered patients) residing within 15.5 square miles.

Portsmouth is ranked 76th most deprived out of 326 local authorities in England, with 15% of the city's population experiencing income deprivation. Charles Dickens ward tends to be the most deprived ward in the city across all of the various domains.

The city is becoming more ethnically diverse. The city's ethnic profile has changed significantly since 2001, with 84% of the population identifying themselves as White British (down from 92% in 2001). Portsmouth's BME community accounts for an estimated 11.6% of the population (up from 5.3% in 2001), and 4.3% of the population is Other White (up from 2.2% in 2001 - reflecting increased immigration from EU accession countries including Poland). 17% of Portsmouth's school children are from an ethnic group other than White British, which indicates greater ethnic diversity amongst the city's young people.

There are 88,025 dwellings in Portsmouth. Private stock accounts for nearly 81% of the dwellings in Portsmouth, with the remainder divided between the local authority (13%) and registered social landlords (6%). Nearly half of the private sector housing stock was built before 1919, which is more than twice the England average. In terms of dwelling type, 63% of Portsmouth's private dwellings are terraced houses, which is significantly more than the England average (29%). Portsmouth performs a key role as an employment hub for its suburban hinterland, most notably the boroughs of Fareham, Gosport and Havant which supply 24% of the city's workforce.

Unemployment in the city is typically on a par with the average for Great Britain, but around 1% higher than the South East region's average. An estimated 7.2% of the city's 16-18 year olds are NEET (not in education, employment or training). While this is lower than the England average (8.1%), it is higher than the SE regional average of 5.8%. Adults in Portsmouth have lower than average levels of skills and qualifications, with approximately 27% of the working age population having no or low qualifications (NVQ1 equivalent). We know that local resident earnings are significantly lower than local workplace salaries, suggesting that many of the higher level jobs are filled by people commuting in to the city.

Portsmouth is well connected with strategic road and rail routes as well as domestic and international ferry routes to a range of destinations. The opening of the Hindhead Tunnel has significantly improved road access to London, shortening journey times by 20mins.

There are five train stations in the city, with the railway line running through the heart of the city, north to south. Consultation with residents suggests that affordability of public transport - especially bus fares - is a major issue. We also have limited road capacity due to the "island" nature of the city, and only three road routes off Portsea Island, although congestion measures compare well with other cities. We were the first 20mph city in the country.

## **Benefits, working with Portsmouth City Council**

Portsmouth City Council wants and needs the best from all our staff, so we invest in training, qualifications, development and career opportunities.

We are committed to ensuring staff enjoy a rewarding role that is supported by a genuine belief in getting the work / life balance correct and constantly reviewing how we attract and retain the right people

### **Modification order**

At its most simple this means if you have been working in certain types of industries or with certain employers then your length of service will remain unbroken if you join Portsmouth City Council with no break from your former employer. More details can be found [here](#)

### **Holidays**

We have a basic 26 days holiday rising to 30 days after 5 years' service plus bank holidays.

### **Flexible working**

With our family friendly policies, job share & part time opportunities we believe in people leading a balanced life. We also have a flexi time system for most staff that allows flexibility in the time that you start and end work.

### **Discounts**

Many local businesses provide PCC staff exclusive discounts and deals.

### **Travel loans**

We offer interest free loans to assist with season tickets for travel on either bus, ferry, or train. All part of working towards a greener more pleasant city.

### **Work place nursery**

Looking after children from 3 months to 5 years with an excellent report from OFSTED on standards of staff, care and education.

## **Training**

Opportunities to work and gain the experience and skills that develop your career in the direction you want in the type of role that will give you the satisfaction of knowing you are making a difference.

## **Support for you**

We provide, through Right Corecare, support to help when there are matters that are of concern to you. This service is independent and completely confidential and the help lines are open 24 hours a day every day of the year.

## **Final Salary Pension Scheme**

The Local Government Pension Scheme is currently considered one of the best available.

## **Childcare vouchers**

If you are a working parent with children up to 16 years old you could save up to £933 a parent, a year on your registered childcare costs. Childcare vouchers are a staff benefit available to all eligible working parents at Portsmouth City Council.

# Agenda Item 5



Portsmouth  
CITY COUNCIL

Agenda item:

**Title of meeting:** Employment Committee

**Date of meeting:** 15<sup>th</sup> December 2015

**Subject:** Sickness Absence - Quarterly Report

**Report by:** Jon Bell - Director of HR, Legal and Procurement

**Wards affected:** N/A

**Key decision:** No

**Full Council decision:** No

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## 1. Purpose of report

The purpose of this quarterly report is to update and inform Employment Committee on actions being taken that have an effect on the levels of sickness absence across Services.

## 2. Recommendations

- **To continue to monitor sickness absence, on a quarterly basis, and to ensure appropriate management action is taken to address absenteeism.**
- **To continue to offer a range of interventions around the three main reasons for sickness absence to assist employees to manage their attendance at work.**

## 3. Background

- 3.1 In the period since the last quarterly update in June 2015 the level of sickness absence has decreased from 8.73 to 8.40 average days per person per year. This is against the new corporate target of an average 7 days per person per year. Members will note the reversal in trend from the first half of 2015, when an increase in sickness absence levels was reported. The overall trend over recent months is downwards.
- 3.2 Absence levels by Directorates for the period from 01 November 2014 to 31 October 2015 are attached in Appendix 1.
- 3.3 Of the 14 Directorates, seven (including schools) are over the corporate target of an average 7 days per person per year. Four Directorates are over an average 10 days per person per year.

3.4 Analysis of data indicates that over the last quarter there has been a slight decrease in the amount of long term absence from 4.70 to 4.56 average days per person per year. This continues the trend in long term absence, which has reduced from 5.88 to 4.56 average days per person per year since August 2012. Short term absence has been stable at around 2.58 average days per person per year over the same period.

3.5 Adult Services' average absence has reduced by 1.01 days per person over the last six months. This is due mainly to a reduction in long-term absence.

## **4. Health and Well-Being**

### **4.1 Reasons for Sickness absence**

A table of reasons for absence over the last three years is included in Appendix 2. The analysis of the data indicates that the main reasons for absence have not changed dramatically, with the three main reasons; musculoskeletal; anxiety, stress and psychological and colds, flu and virus, accounting for 52-55% of all absences in each of the last three years.

### **4.2 Flu vaccinations**

The 2015 Flu Vaccination campaign started at the beginning of November.

The provision of a flu vaccination demonstrates the Council's role as a responsible employer and provider, committed to staff and client health and wellbeing.

In 2014, 903 members of staff took advantage of the vaccination campaign which equated to a final uptake of 22.7%. Although every effort will be made to maximise uptake, Public Health have estimated that it is unlikely that this will exceed 40% as some staff members will be vaccinated by their GP.

## **5. Reasons for recommendations**

The continued monitoring of sickness absence and the identification of good management practices is an important part of maximising attendance, which will in turn increase productivity, improve engagement and build resilience.

## **6. Equality impact assessment (EIA)**

A preliminary Equality Impact Assessment has been completed.

## **7. Legal implications**

There are no immediate legal implications arising from this report.

## 8. Finance comments

There is no significant cashable saving resulting from the reduction in sickness absence. However there will be an improvement in productivity in terms of total days worked.

.....  
Signed by:

### Appendices:

Appendix 1: Sickness Absence by Directorate

Appendix 2: Summary of reasons for absence over the last three years

### Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by ..... on .....

.....  
Signed by:

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## Appendix 1: Sickness Absence by Directorate

### Sickness Absence by Directorates - 01 November 2014 to 31 October 2015

Sickness - Working Days Lost														
Directorate	Headcount			Total			Direction	Long Term		Medium Term		Short Term		Average per Person per Year (Previously reported)
	Headcount This Year	Headcount Last Year	Average Headcount	Working Days Lost To Sickness	% Working Days Lost To Sickness	Average per person per Year		Working Days Lost	Average per Person per Year	Working Days Lost	Average per Person per Year	Working Days Lost	Average per Person per Year	
Adult Services	757	809	783	9189		11.74	↓	5147	6.57	1653	2.11	2389	3.05	12.75
Children's Services and Education	220	238	229	1696		7.41	↑	950	4.15	129	0.56	617	2.69	7.19
Children's Social Care	334	379	356.5	3830		10.74	↓	2468	6.92	453	1.27	909	2.55	11.18
Community and Communication	209	247	228	2356		10.33	↓	1361	5.97	352	1.54	643	2.82	10.94
Culture and City Development	248	234	241	931		3.86	↑	349	1.45	66	0.27	516	2.14	3.72
Executive	19	23	21	36		1.71	↑	0	0.00	8	0.38	28	1.33	1.69
Finance and Information Services	290	292	291	1881		6.46	↑	961	3.30	324	1.11	596	2.05	5.4
Human Resources, Legal and Procurement	131	148	139.5	590		4.23	↑	181	1.30	134	0.96	275	1.97	3.51
Integrated Commissioning Unit	35	33	34	86		2.53	↓	0	0.00	16	0.47	70	2.06	2.81
Portsmouth International Port	81	85	83	906		10.92	↑	610	7.35	113	1.36	183	2.20	10.24
Property and Housing	914	895	904.5	7933		8.77	↓	4000	4.42	1369	1.51	2564	2.83	9.11
Public Health	141	55	98	432		4.41	↓	136	1.39	91	0.93	205	2.09	6.4
Regulatory Services, Community Safety and Troubled Families	89	92	90.5	442		4.88	↓	205	2.27	81	0.90	156	1.72	5.59
Transport, Environment and Business Support	335	400	367.5	3469		9.44	↑	2036	5.54	620	1.69	813	2.21	8.53
PCC Schools	2721	2673	2697	21175		7.85	↓	10689	3.96	3191	1.18	7295	2.70	9.08
Total (Including Schools)	6524	6603	6564	54952		8.37	↓	29093	4.43	8600	1.31	17259	2.63	8.77
Total (Excluding Schools)	3803	3930	3867	33777		8.74	↓	18404	4.76	5409	1.40	9964	2.58	9.08
Agency Workers	182	150	166	93		0.56	↑	0	0.00	34	0.20	59	0.36	0.54
Total (Excluding Schools but including Agency Workers)	3985	4080	4033	33870		8.40	↓	18404	4.56	5443	1.35	10023	2.49	8.73

Definition of periods of absence

Long-term absence: 21 days or more, Medium Term absence: 8 to 20 days, Short Term absence: 7 days or less

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## Appendix 2: Summary of reasons for absence over the last three years

### Summary of reasons for absence over the last three years

Absence Reason	01/08/2014 to 31/07/2015		01/08/2013 to 31/07/2014		01/08/2012 to 31/07/2013	
	% of Total Working Days Lost	Rank	% of Total Working Days Lost	Rank	% of Total Working Days Lost	Rank
Musculoskeletal	21.63%	1	20.65%	1	21.73%	1
Psychological	21.25%	2	20.17%	2	19.79%	2
Virus	12.76%	3	11.15%	3	13.81%	3
Gastrointestinal	10.40%	4	10.08%	4	10.68%	4
Neurology/Nervous System	5.02%	5	4.35%	9	3.78%	9
Unknown/Not Recorded	4.89%	6	4.63%	7	2.89%	11
Respiratory Problems	4.65%	7	5.36%	6	4.30%	7
Cancer and Tumours	4.22%	8	5.68%	5	4.83%	5
Dental/Oral	3.68%	9	4.39%	8	3.51%	10
Gynaecological	3.34%	10	3.79%	10	4.13%	8
Pregnancy Related	1.41%	11	1.50%	12	1.25%	13
Genitourinary	1.38%	12	1.88%	11	1.43%	12
Heart Disorders	1.24%	13	1.15%	14	4.31%	6
Eye Problems	1.02%	14	1.04%	16	0.70%	16
Family Bereavement	0.91%	15	0.50%	19	0.90%	14
Skin Disorders	0.73%	17	0.61%	18	0.53%	17
Infectious Disease	0.30%	18	0.69%	17	0.41%	18
Substance Misuse	0.20%	19	0.01%	21	0.00%	21
Accident	0.19%	20	1.07%	15	0.88%	15

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# Agenda Item 6



Portsmouth  
CITY COUNCIL

Agenda item:

**Title of meeting:** Employment Committee

**Date of meeting:** 15<sup>th</sup> December 2015

**Subject:** Apprenticeships - Progress report

**Report by:** Jon Bell - Director of HR, Legal & Procurement

**Wards affected:** N/A

**Key decision:** No

**Full Council decision:** No

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## 1. Purpose of report

To update members of the Employment Committee on the progress made in recruiting apprentices and plans for future work in this area.

## 2. Recommendations

Members are **recommended** to:

- (i) note the positive progress to date in promoting and developing apprenticeships within the Council as detailed in this report
- (ii) agree the use of pay band 3 for 'higher grade apprenticeship' posts where a higher calibre of applicant would be needed.
- (iii) agree that PCC make the 'We Love Apprenticeships' pledge.

## 3. Background

- 3.1 Members agreed the content of the apprenticeships report presented to the Employment Committee of 4<sup>th</sup> November 2014 and since then Officers have been working with all Directorates within the City Council to identify apprenticeship opportunities and encourage the recruitment of apprentices to all posts advertised at pay band 5 and below.
- 3.2 The current pay bands for apprentices as previously agreed are pay band 1 for level 2 qualifications and pay band 2 for level 3.

## 4. Progress to date

- 4.1 As of 20<sup>th</sup> November 2015 the number of Apprentices employed within PCC is 27 with 17 of these being recruited between July 2015 and the present date. There are a further 18 apprenticeship posts in development. We have 8 existing staff that have been converted to an apprenticeship in order to attract funding to enable the completion of a qualification relating to the job role. At the

moment it isn't clear if this is something that we will be able to continue with in the future when the measures highlighted in section 7 of this report come into force.

- 4.2 In year 1 (July 2014 to July 2015) PCC recruited 32 apprentices which relates to around 10% of the recruitment activity for this period. Two apprentices progressed to higher level apprenticeships and two Finance apprentices, having completed their business Administration Level 2, moved on to a two year apprenticeship to obtain level 2 and 3 AAT qualifications. Fourteen apprentices have taken up temporary contracts or permanent jobs and two have gone on to university.
- 4.3 Three Care Leavers were employed on apprenticeships with funding secured through the Police and Crime Commissioners Office. Of these three one gained employment before the end of the apprenticeship, one disengaged but completed the apprenticeship and the qualification and the other, who needed additional support with the functional skills elements but completed their qualification, is still working with colleagues to secure employment.
- 4.4 In March 2015 'Apprenticeships 4 England' awarded the PCC apprenticeship programme 'Highly Commended' status as part of the Apprentice Employer Awards 2015.
- 4.5 Three apprentices have been dismissed, two of which were due to high levels of absence and one had their probation period extended due to poor performance but failed to meet the necessary standard required during this period.
- 4.6 The majority of Directorates within the Council have taken apprentices and Appendix 1 shows the number for each.
- 4.7 The induction process for apprentices has been reviewed and enhanced and a specific employment contract for apprentices has been developed. There is a guidance document for managers' that is currently being updated and the apprenticeship policy is being developed as a result.
- 4.8 A student from the University of Portsmouth on placement with HR carried out a review of the apprenticeships within PCC and in her final report recommended an evaluation process which has been in place since April 2015. The evaluation takes the form of an initial meeting within the first weeks of employment and then a follow up survey with the manager and apprentice at 3 and 10 months. The apprenticeship officer will also meet with the manager towards the end of the apprenticeship to focus on next steps and support for the apprentice to gain employment or move on to higher education. The apprenticeships officer also meets regularly with the training providers engaged to deliver the qualification elements of each apprenticeship to ensure quality and manage any issues in a timely manner.

## **5. Current work and development**

- 5.1 The apprenticeships officer, supported by HR colleagues, continues to visit managers across PCC to promote and raise awareness of apprenticeships. They work closely with HR recruitment officers to ensure all managers, offering posts that would be suitable for apprentices, are provided with the necessary information / face to face meetings to enable informed decisions as to the suitability of the post.
- 5.2 Work has started to develop a 'pilot cohort' of apprentices in Adult Social Care Provider units. The intention is to have 5 social care and 2 catering apprentices in Residential units to start in the summer of 2016. This approach will support a reduction in the use of agency workers and increase awareness of careers in social care amongst young people. Part of the plan is to hold a recruitment event and invite independent care sector providers to participate to promote social care work opportunities and careers as well as the apprenticeship opportunities. Recruitment and retention in this sector has been identified as a key issue nationally and locally there is a 13.4% turnover rate in residential care and 29.8% in domiciliary services in the City (National Minimum Data Set for Social Care October 2015). The event will also encourage Independent sector employers in the City to increase the offer of apprenticeships to support their recruitment and retention.
- 5.3 Appendix 2 shows the work currently underway by the Post 16 Education Advisor and the Action Plan for the City to increase engagement in Traineeships and Apprenticeships. The PCC internal apprenticeships are already contributing to the action plan and the apprenticeships officer is linked in to this work ensuring that PCC is leading by example and sharing its practice with employers in the City.

## **6. Option for consideration**

- 6.1 There have been requests from some Directorates, who are appointing apprentices into roles that would attract pay band 6 and above; for the ability to apply a higher pay band to the apprenticeship. This relates to the calibre of applicants needed to fulfil these higher banded roles and the difficulty faced in attracting them to either a pay band 1 or 2 apprenticeship rate. An option for consideration would be for pay band 3 to be applied as a 'higher grade apprenticeship' rate for apprenticeships that fall within this criterion. This approach would still offer significant savings for Directorates by recruiting and paying a 'higher grade apprentice' rate which would be lower than the rate that would otherwise apply to the role.
- 6.2 These requests are minimal, however there needs to be a control mechanism in place to ensure this higher grade apprenticeship rate is only applied when absolutely necessary to attract the calibre of applicants required for the role. To this end the apprenticeships officer will work closely with the recruiting manager and HR Recruitment to ensure the request to recruit has been scrutinised according to the current recruitment process. This would include the

apprenticeship post being evaluated, gaining the necessary authorisation from the portfolio holder and ensuring the role would normally attract pay band 6 or above if not being covered by an apprentice. In all cases the request to pay the 'higher grade apprenticeship' rate will be passed to the Director of HR, Legal and Procurement for final approval.

## **7. National Changes in Apprenticeship programmes**

- 7.1 The Enterprise Bill will introduce a power for the Secretary of State to set targets for apprenticeship numbers for employers in the Public sector. As yet these regulations and targets have not been published but will be advised to members as soon as they are known. The Bill also protects the term 'Apprenticeship' creating an offence for a person, in the course of business, to provide or offer a course or training as an apprenticeship if it is not a statutory apprenticeship. Appendix 3 contains the Department for Business Innovation and Skills statements.
- 7.2 The Department for Business Innovation and Skills has also undertaken a consultation regarding a change in the funding methods for apprenticeships and a proposed introduction of an apprenticeship levy. At the time of this report the details had not been published so the impact of these changes is not yet known.
- 7.3 The City council has been invited to make the "We love apprenticeships" pledge by 'Apprenticeships 4 England' which would enable PCC to display the logo demonstrating its commitment to apprenticeships. Appendix 4 gives the details of the pledge that employers are required to make, all of which, PCC is currently able to evidence.

## **8. Legal implications**

- 8.1 There are no immediate legal implications arising from this report.

## **9. Finance comments**

- 9.1 There are no additional costs arising directly from the recommendations in this report.

.....  
Signed by:

## **Appendices:**

Appendix 1 - Tables showing the Apprenticeships in recruitment and recruited by Service, Qualification and Number.  
Appendix 2 - Post 16 Education Advisor report  
Appendix 3 - Enterprise Bill extracts  
Appendix 4 - 'We Love Apprenticeships' Pledge

## Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

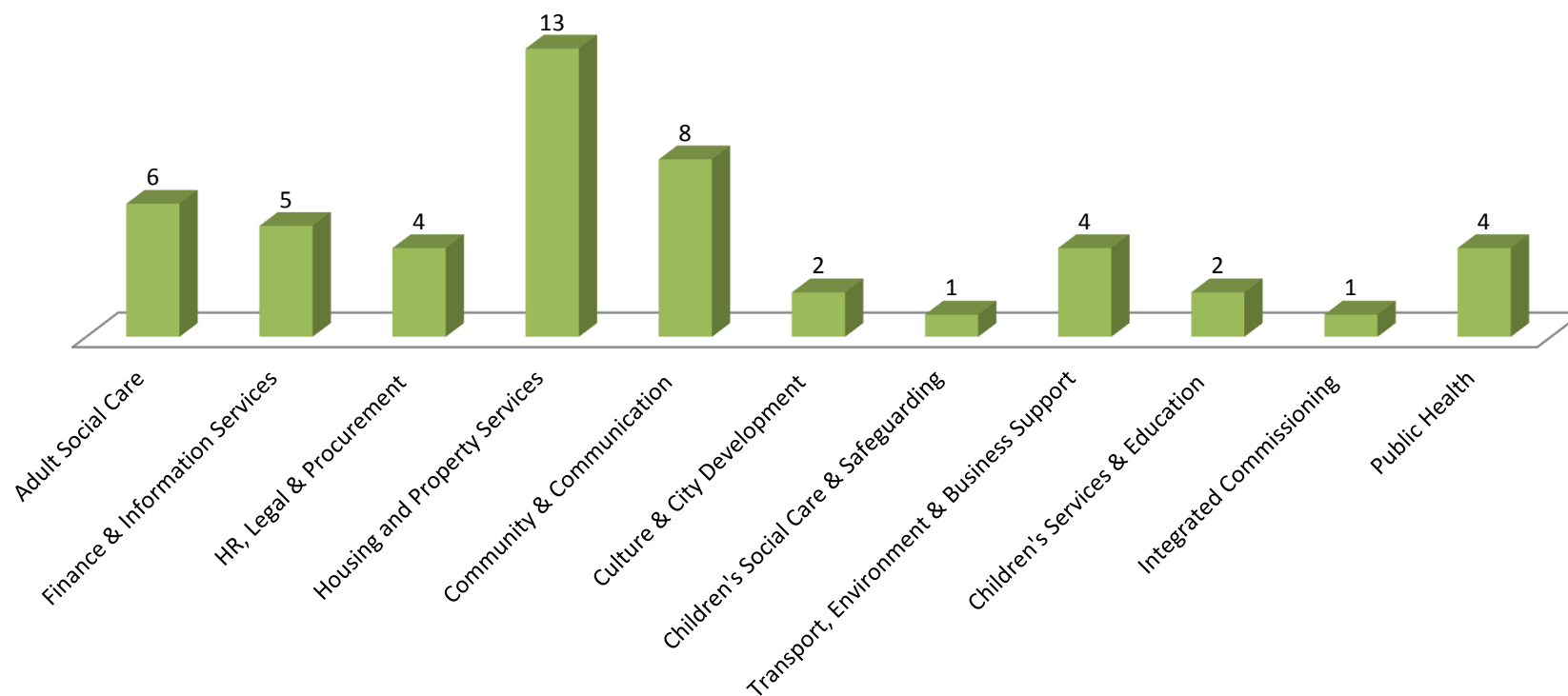
<b>Title of document</b>	<b>Location</b>
Shaping the Future of Portsmouth	Strategy Unit
Business Growth & Skills Plan	Strategy Unit
Apprenticeship Strategy	Strategy Unit
Apprenticeship Employment Committee Report 4 <sup>th</sup> November 2014	Employment Committee
Enterprise Bill: Public sector apprenticeship targets and preventing misuse of the 'Apprenticeship' term	Department for Business Innovation & Skills <a href="https://www.gov.uk/government/collections/enterprise-bill">https://www.gov.uk/government/collections/enterprise-bill</a>
Apprenticeships Levy	Department for Business Innovation & Skills <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/455101/bis-15-477-apprenticeships-levy-consultation.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/455101/bis-15-477-apprenticeships-levy-consultation.pdf</a>
The National Minimum Data Set for Social Care	<a href="https://www.nmds-sc-online.org.uk/research/researchdocs.aspx?id=10">https://www.nmds-sc-online.org.uk/research/researchdocs.aspx?id=10</a>

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by ..... on .....

.....Signed by:

**Apprentice statistics**

- 50 apprentices employed since July 2014
- In Year 2 (July 2015 to date) we have recruited 17

**Numbr of Apprentices since July 2014**

Apprenticeships in recruitment / discussion or in development			
Directorate	Team	Qualification	Number of Apprentices
Culture & City Development	Licensing	Business Administration	1
HR, Legal & Procurement	Legal	Legal Services	1
Transport, Environment & Business Support	Pest Control	Exploring suitable frameworks	1
Children's Social Care	Business Support	Business Administration	1
Community & Communication	Elections	Business Administration	1
Finance & Information Services	Information Services	ICT	2
Adult Social Care	Across teams	Health & Social Care, Catering	7
Housing and Property Services	Repairs Team	Business Administration	1
Housing and Property Services	Leasehold & Commercial	Exploring suitable frameworks	1
HR, Legal & Procurement	HR	Business Administration/ ICT	1
Adult Social Care	Information Governance	Business Administration	1

Current Apprenticeships			
Directorate	Team	Qualification	Number of Apprentices
Adult Social Care	Portsmouth Day Service	Health & Social Care	1
Community & Communication	City Help Desk	Customer Service	5
Finance & Information Services	Finance	AAT & Business Admin	3
HR, Legal & Procurement	HR and Procurement	Business Administration	2
Housing and Property Services	Area Housing and Green & Clean	Housing, Horticulture & Business Admin	8
Public Health	Integrated Wellbeing	Gym Instructor & Business Admin	4
Transport, Environment & Business Support	The Learning Place & Parking	Business Administration	2
Children's Services & Education	Information Team	Business Administration	1
Integrated commissioning team	Business Support	Business Administration	1

Existing Staff converted to an Apprenticeship			
Service	Team	Qualification	Number of Apprentices
Adult Social Care	ISA and across residential units	Health & Social Care and Hospitality Supervision	5
Children's Social Care	Business Support	Business Administration	1
Housing and Property Services	Area Housing and Green & Clean	Housing and Cleaning	2

## **Post 16 Education Advisor report**

### **Background**

The delivery of Apprenticeships and other work-based training is central to the business growth and skills plans of the City Council and local partnerships including the Solent LEP and Shaping the Future of Portsmouth. In addition the Hampshire and Isle of Wight Devolution Prospectus sets out the target of increasing apprenticeships by 5% per annum (an additional 1,000 apprenticeships per annum) towards the Governments targets of 3m Apprentices.

The changes in funding with the proposed levy and the Trailblazer initiative have led to confusion for employers and other stakeholders. In particular SMEs are not always fully engaged in the skills system, which they often perceive as complex and disjointed

The Ofsted review of apprenticeships -How well do apprenticeships meet the needs of young people, their employers and the economy? Published on the 22<sup>nd</sup> of October 2105 highlighted a number of areas for improvement including the quality of information advice and guidance (IAG) around apprenticeships and the need for apprenticeships to meet the skills requirements of the area.

### **Action Plan**

The Post-16 Forum has requested that an action plan to increase engagement in Apprenticeships and Traineeships is presented to the group for inclusion in the Priority 3 NEET and Post-16 Progression Plan. (The Post-16 Forum membership includes college principals, senior managers from training providers, EPB and the Solent LEP.) The action plan will build upon the work carried out in the Apprenticeships project led by PCC and the 'Growing our Own' - Delivering Apprenticeships for Portsmouth report.

The action plan is being developed with input from Employers, Post-16 providers, Schools, The ALPHI Network, PCC City Deal Teams and Careers Guidance Teams.

A steering group consisting of both internal and external partners will oversee the development of the strategy and monitoring of impact.

#### **The action plan will focus on the following key themes:**

##### **Promoting opportunities and raising awareness of apprenticeship opportunities with young people, parents, and schools.**

It is vital to raise the profile of apprenticeships as an aspirational progression choice and a viable alternative to higher education. Training providers indicate that there is often a lack of applicants for apprenticeship vacancies. Within this theme it is important to deliver accessible labour market information to ensure young people understand where the future opportunities will be. Research indicates that 70% of young people turn to parents for career advice and many parents have little understanding of apprenticeships and the progression routes they offer. The quality of and availability of apprenticeship Information, Advice and Guidance (IAG) is vital in increasing participation.

##### **Engaging employers**

There is still work to be done in engaging employers, particularly SMEs. Changes to frameworks, funding and the proposed levy make it complicated for employers and there is

a need for support with information and practical help to develop apprenticeships within organisations.

### **Shaping provision to meet future skills needs**

Meeting skills needs and ensuring sufficient provision of advanced and higher level apprenticeships in key sectors are vital to growth. Working with providers to ensure provision matches LEP and other local skills needs.

### **Developing and Promoting Traineeships**

For young people who do not have the entry qualifications or who are not ready to undertake an apprenticeship - traineeships offer a route for development. Further work needs to be done to increase the numbers of employers offering traineeships as a route to employment and training. For many young people the cost associated with travel to work placements can be a barrier. Many young people are not aware of the financial support to assist with expenses available from the provider or employer.

### **Key Activities**

Examples of key activities identified in the action plan include:

- Introduce a Portsmouth Apprenticeship Award Ceremony
- Develop a Portsmouth Apprenticeship Ambassador Scheme
- Promote Portsmouth City Council as an example of best practice
- Review and update local Labour Market Intelligence and support providers to respond to local needs.
- Review the provision and availability of apprenticeship Information, Advice and Guidance (IAG) in schools, colleges and for young people who are NEET and identify improvements
- Investigate opportunities for sharing information with stakeholders such including young people, schools, colleges, employers



Department  
for Business  
Innovation & Skills

## Enterprise Bill: Public sector Apprenticeship targets

### Issue:

The Government aims to deliver 3 million apprenticeship starts in this Parliament. We set high expectations for large and small businesses in the private sector to employ apprentices. We want to ensure that the public sector is a model employer in this regard, leading by example and employing a significant proportion of apprentices to develop a skilled workforce for the future. Expanding the number of apprenticeships in the public sector will support growth in the programme and will also be a clear sign that the Government is investing in apprenticeships. To help achieve these objectives, certain public bodies will now be set targets for apprentices.

### Measure:

The measure will:

- provide a power for the Secretary of State to set targets for public sector bodies in relation to the number of apprentices who work for them in England (the public bodies within scope of the clause will be set out in regulations);
- apply to most public sector organisations (there will be discretion not to include some public bodies, for example at present the Government does not propose to include public bodies with fewer than 250 employees); and
- require these bodies to have regard to any targets set on them and to report annually on progress against meeting those targets.

### Aims and Impact:

The measure will:

- increase the number of apprenticeships in the public sector;
- improve the capacity and capability of the public sector, ensuring that it benefits from the same positive impacts as in the rest of the economy;
- help to meet the Government's commitment to deliver 3 million apprenticeships within this Parliament; and
- ensure the public sector is leading by example in terms of the number (and quality) of apprenticeships.

BIS/15/486



Department  
for Business  
Innovation & Skills

## **Enterprise Bill: Preventing misuse of the 'Apprenticeship' term**

### **Issue:**

The Government has made a commitment for there to be 3 million new apprenticeships commenced in this Parliament. The promotion of apprenticeships may increase the potential gains for a training provider claiming to offer an apprenticeship or apprenticeship related training that is not of the same quality as a Government apprenticeship.

The Government is concerned that low-quality courses that do not meet the requirements of a statutory apprenticeship could be described as apprenticeships. This could dilute the apprenticeship brand and have a negative impact on growth of statutory apprenticeship schemes.

### **Measure:**

This measure will:

- create an offence for a person, in the course of business, to provide or offer a course or training as an apprenticeship if it is not a statutory apprenticeship; and
- ensure employers cannot commit the offence in relation to their employees. The maximum penalty for committing this offence is a fine.

### **Aims and Impact:**

The measure will:

- strengthen and protect the reputation of the apprenticeship brand for training providers, employers and apprentices;
- protect the reputation of training providers, employers who offer statutory apprenticeships and apprentices who join those apprenticeships, by maintaining their standards and ensuring that statutory apprenticeships are not confused with lower quality training;
- ensure a "level playing field" and fairness in the market to the benefit of training providers, employers and individuals;
- prevent unauthorised use of the apprenticeships name to give employers more confidence that they are investing in high quality apprenticeships; and
- still enable employers to offer their own, fully funded apprenticeships.

BIS/15/485

## 'We Love Apprenticeships' pledge

**1. Be a job with a productive purpose** - Apprentices should have parity of terms and conditions with all other employees. All quality apprenticeships will have progression opportunities to genuine employment.

**2. Be paid a fair Wage & Supplied with a contract of Employment and paid at least min apprentice wage** - (Employers can pay more than the min wage).

**3. Ensure high quality training and clear individual development** - Apprenticeship programmes must identify a clear programme of training that is relevant to the job and recognisable in the sector. Apprentices must be given sufficient paid time off the job to study in colleges/training provider centres, or in dedicated training centres at the workplace. On the job training should be fundamental to the apprenticeship. There should be a clear system for supervision, support and mentoring, by appropriately trained work colleagues.

**4. Be accessible to, and achievable by all** - A good apprenticeship programme will include strategies to ensure that Apprenticeships are accessible to the widest possible demographic and diverse spread of people. Particular attention should be given to enabling people from disadvantaged groups to take up any opportunities offered and support given to complete them successfully, thereby achieving the full benefit of apprenticeship.

**5. Be part of, and contribute to, a Healthy and Safe environment** - Employers and Training Providers should work together to ensure a safe environment. Particular attention should be given to the unique needs of apprentices and young workers. Apprentices should be given sufficient training on health and safety, including relevant legislation, and the programme should be regularly reviewed from a health and safety perspective.

**6. A commitment from the employer to complement the workforce, not supplement it** - Apprentices should not be recruited for job substitution, but to fill genuine skills shortages and plan for future skills gaps.

<http://www.weloveapprenticeships.com/>



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# Agenda Item 8



Portsmouth  
CITY COUNCIL

## Agenda item:

**Title of meeting:** Employment Committee

**Date of meeting:** 15<sup>th</sup> December 2015

**Subject:** Living Wage

**Report by:** Director of HR, Legal and Procurement

**Wards affected:** None

**Key decision:** No

**Full Council decision:** No

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### 1. Purpose of report

- 1.1 The purpose of this report is to provide the Employment Committee with an update following the implementation of a Living Wage in November 2014 for employees of the council and to seek Members' approval on how to proceed with the Living Wage in the future following the introduction of the National Living Wage and to update on the changes to the Living Wage Foundation rate.

### 2. Recommendations

It is recommended that the Employment Committee:

- i) Notes the ongoing progress made to the implementation of the Living Wage, particularly with regards to schools.
- ii) Give consideration to the options below and give Officers a clear indication of which option they wish to adopt:
  - 1. Continue to match the Living Wage Foundation rate as a non-consolidated payment (including for under 25's), thus increasing the rate to £8.25 with effect from 1 April 2016
  - 2. Cease to pay the Living Wage Foundation rate and instead pay the National Living Wage rate (including for under 25's), reducing the payment to £7.20 with effect from 1 April 2016
  - 3. Freeze the current Living Wage rate at £7.85 and allow the National Living Wage rate to catch up (including for under 25's), therefore neither increasing nor decreasing the current rate.

### 3. Background

- 3.1 In June 2015 Members agreed to monitor the impact of the Living Wage Allowance and that a report be presented to Employment Committee (following Living Wage week in November 2015), with the purpose of providing further information and recommendations as to the continuation of the Living Wage Allowance.
- 3.2 As part of the Government's summer budget it was announced in July 2015 that there will be a new compulsory minimum wage premium, known as the National Living Wage, for all workers aged 25 and over. It is being phased in from 1<sup>st</sup> April 2016 at £7.20 per hour with a projected aim of reaching 60% median UK earnings which is anticipated to be at least £9.00 per hour by 1<sup>st</sup> April 2020. It will also need to be applied to any contractual payments for permanent staff, such as overtime. The National Minimum Wage will remain in place for workers aged 25 years and under.
- 3.3 The National Living Wage rate is separate to the Foundation Living Wage rate, which increased on 1<sup>st</sup> November 2015 from £7.85 to £8.25 per hour.

### 4. Implementation of Living Wage in Schools

- 4.1 With effect from 1 October 2015, 38 (83%) of maintained schools have implemented the Living Wage rate of £7.85. There is, however, a concern that whilst the National Living Wage rate means that schools will have to pay at least £7.20, that some of the schools currently paying the higher rate of £7.85 may no longer wish to pay the Foundation Living Wage rate.
- 4.2 Schools are now considering whether to reduce these payments to the National Living Wage rate or retain the current Foundation rate of £7.85 as they have a concern over affordability of increasing the rate to £8.25. Indications from a number of schools are that they are looking to retain the current Living Wage rate of £7.85 and not apply an increase.
- 4.3 Officers are continuing to work with schools to discourage any reduction to the rate as far as possible. So far 5 schools have indicated that from April 2016 they will only pay the National Living Wage rate. Members have previously been advised of the risks associated with schools choosing to adopt different pay rates to the rest of the Council.

### 5. The table below outlines the pros, cons and costs of each option.

Options	Pros	Cons	Estimated Costs for 16/17
<b>1. Continue to match the Living Wage Foundation rate as a non-consolidated payment (including</b>	This meets the policy aim of the Living Wage, i.e. raising people out of poverty.	There is a significant cost to both the Council and to schools.	<b>Council:</b> £111,600 (gross) and £139,500 including on costs.

for under 25's), thus increasing the rate to £8.25 with effect from 1 April 2016		This option may result in schools opting to pay different rates based on affordability and may create different rates paid across the authority as a whole, increasing the equal pay risks.	<b>Schools:</b> £364,900 (gross) and £456,100 including on costs.
<b>2. Cease to pay the Living Wage Foundation rate and instead pay the National Living Wage rate (including for under 25's), reducing the payment to £7.20 with effect from 1 April 2016</b>	<p>This enables the council to make a saving on the current amount paid and means that there will only be one rate across the whole authority and thus reducing equal pay risks.</p> <p>This option will also be administratively simpler as there would no longer be an additional allowance on top of consolidated pay.</p>	<p>This would result in a reduction to the salaries of those that need it most. It goes against the ethos of the Living Wage Foundation by potentially putting employees back into poverty as a result of the rate reduction.</p> <p>Potential reputational impact as the Council may face criticism for this decision</p>	This will not actually be a cost as it will be a reduction on what is currently paid. For those schools who don't currently pay the Living Wage there will be additional cost to them, however as it is a statutory requirement to pay this amount the schools will have to find a way to fund this.
<b>3. Freeze the current Living Wage rate at £7.85 and allow the National Living Wage rate to "catch up" (including for under 25's), therefore neither increasing or decreasing the current rate.</b>	There will be no additional cost burden on the authority or schools that have already adopted the Living Wage. This reduces the risk of job losses for reasons of affordability for those who have already implemented the current rate.	<p>There will be a real term reduction in salaries as the rate won't have increased in line with the cost of living.</p> <p>There may also still be some schools that opt to pay the National Living Wage so there may still be more than one rate.</p>	<p><b>Council:</b> £34,000 (gross) and £42,900 including on costs for the Council.</p> <p><b>Schools:</b> £168,900 (gross) and £211,100 including on costs.</p>

## 6. Impact of Implementing the Living Wage Allowance

### 6.1 Costs for PCC

- 6.1.1 For the period of 1<sup>st</sup> November 2014 - 31<sup>st</sup> March 2015, 234 staff members received the lump sum Living Wage allowance, at a total cost of £46,400 (gross), £52,400 including on costs.

6.1.2 In October 2015, 174 staff members received the Living Wage allowance, paid as a monthly non-consolidated payment. The total cost for the month of October 2015 was £6,300 (gross) and £7,100 including on costs. This gives an estimated annual cost of £76,200 (gross) and £85,000 including on costs.

6.1.3 Since the introduction of the Living Wage any staff undertaking sleeping-in duties (within children's social care and at the Harbour school) are now paid a minimum rate when asleep of the Living Wage rate, currently £7.85. This means that the current cost per annum to the authority is £47,700 (gross) and £56,500 (including on costs). If the revised Foundation rate of £8.25 was adopted this would mean an estimated annual cost to the authority of £50,100 (gross) and £59,500 including on costs.

6.1.4 It is not within the scope of this report to address the impact of the National Living Wage on contracted services, but significant cost pressures are expected in areas, such as Adult Social Care, where there are large numbers of low paid staff employed by external providers.

#### 6.1.5 **Estimated cost of casual workers/Internal agency workers**

Members' decision to implement the Living Wage did not include casual workers and those employed through the Internal Agency, whose employment relationship with the council is different to other staff. However, these staff will be covered by the National Living Wage. It is difficult to accurately forecast the cost of casual workers and internal agency workers as their usage fluctuates throughout the year. However some basic cost analysis has been made on the number of casual and agency workers that undertook assignments in October 2015. Using the October figures (including schools) the additional cost of these workers being paid the National Living Wage rate is £2,000 (gross) and £2,500 including on costs. This gives an estimated annual cost of £23,800 (gross) and £29,700 including on costs.

## 6.2 **Costs for Schools**

6.2.1 In October 2015, 757 schools staff members received the Living Wage allowance, paid as a monthly non-consolidated payment. The total cost for the month of October 2015 was £14,900 (gross) and £16,400 including on costs. This gives an estimated annual cost of £179,300 (gross) and £196,700 including on cost.

6.2.2 Appendix 1 shows the costs of the current Living Wage Allowance broken down into costs per Directorate/School and shows the type of job roles receiving the Living Wage Allowance.

## 6.3 **Impacts and Outcomes of Implementing the Living Wage**

6.3.1 At the time of writing the report 23 out of a total of 46 schools had confirmed that they would retain the current Living Wage rate of £7.85 for their staff. 16 schools did not respond.

- 6.3.2 If schools can't afford the increase to the Living Wage Foundation rate and Members elect to adopt this, the authority may end up with three different pay levels for Living Wage. Schools yet to adopt any rate may only opt for the lower National Living Wage of £7.20, schools who are currently paying the higher rate of £7.85 may not wish to increase this so may adopt to either reduce the rate to the National rate or may choose to retain the current rate and the Authority will be paying the Foundation rate of £8.25. This situation, if it arises, would not be satisfactory in terms of the council's overall pay structure.
- 6.3.3 At the time of writing, neither the schools nor the trade unions have provided any evidence (anecdotal or otherwise) regarding any issues since the introduction of the Living Wage.
- The erosion of any pay differentials and their impact upon retention have not yet become an issue, but officers will continue to monitor this.
  - No issues have been raised directly from staff or unions regarding any impact on benefits as a result of the Living Wage, but officers will continue to monitor this.

## **7. Future Actions**

- 7.1 Members should note that, whilst the National Living Wage will have only a limited impact on the Council's existing pay scale (as it corresponds approximately with the lowest 2 points of the scale), this impact will increase each year up to 2020. By that stage, it is estimated that the NLW will equate to approximately band 5 within the pay scale, thereby embracing a large number of posts. It is likely that the pay structure will need to be reviewed in order to properly allow for this impact. A further report will be provided to Employment Committee in due course to recommend an approach to this.
- 7.2 The LGA is still reviewing the current state of national bargaining and considering if it is appropriate to remove the bottom salary scale points to ensure that all staff are paid the Living Wage rate through the NJC National pay agreements. With effect from 1<sup>st</sup> October 2015 SCP5 has been removed from the pay scale. This matter is still being considered and further guidance from the LGA is awaited.

## **8. Equality impact assessment (EIA)**

An Equality Impact Assessment has been completed for this report.

## **9. Legal comments**

Extensive legal advice was provided to members at the time of the original decision to implement the Living Wage. This is reproduced at Appendix 2 for members' information.

## 10. Director of finance's comments

- 10.1 The relevant financial implications are contained within the body of the report and appendices. In addition system reconfiguration costs of the payroll module is estimated at £3,000.
- 10.2 As commented in previous reports, the Living Wage Allowance is paid as a supplement/allowance and any increase in costs will need to be funded from existing approved budgets.

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Signed by:

### Appendices:

Appendix 1: Cost Analysis by Directorate/School and types of roles receiving Living Wage  
Appendix 2: Exempt Legal Comments

### Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/  
rejected by ..... on .....

.....  
Signed by:

## **Appendix 1**

Breakdown of costs per directorate of paying living wage allowance (based on the month of October 15 payroll data)

	Living Wage Allowance		
	No of e'ees	Gross Cost (£) for month of October 15	Cost inc. on costs (£) for month of October 15
Transport, Environment & Business Support	16	786	884
Public Health	4	28	31
Children's Social Care	3	132	152
Property & Housing	71	2,926	3,243
Culture & City Development	11	281	323
Community & Communication	3	30	33
Finance & IS	5	438	503
Adult Services	61	1,727	1,910
<b>Total PCC (exc. Schools)</b>	<b>174</b>	<b>6,347</b>	<b>7,080</b>
<b>Schools</b>	<b>757</b>	<b>14,940</b>	<b>16,394</b>

Summary of job roles receiving the living wage allowance (based on the month of October 15 payroll data)

#### **Living Wage Allowance - PCC Positions**

Attendant  
 Cafe Assistant  
 Cleaner  
 Cleaning Operative  
 Cleaning Supervisor  
 Craft Gardener  
 Day Support Worker  
 Despatch Service Assistant  
 Domestic Assistant  
 Domestic/Kitchen Assistant  
 Driver  
 Driver / Escort  
 Escort  
 Gardener  
 Green & Clean Operative  
 IT Assistant  
 Junior Administrative Assistant  
 Kitchen Assistant  
 Kitchen/Domestic Assistant  
 Laundry & Domestic Assistant  
 Laundry Assistant  
 Library Driver/Attendant  
 Lock Up Operative  
 Museum & Visitor Services Assistant  
 Porter/Cleaner  
 School Crossing Patroller  
 Security Officer  
 Static Cleaning Operative  
 Seasonal Assistant  
 Production Operative  
 Learning Support Assistant  
 Receptionist/Centre Support  
 Creche Assistant  
 Housekeeper  
 Passenger Assistant

#### **Schools Living Wage Allowance**

Administration / Finance Assistant  
 Administration Assistant  
 Administrative Assistant  
 After School Club Assistant  
 After School Playworker  
 Assistant Caretaker  
 Assistant Nursery Nurse  
 Assistant Site Manager  
 Breakfast Club Assistant  
 Caretaker  
 Classroom Assistant  
 Cleaner  
 Cleaner/Keyholder  
 Early Years Classroom Assistant  
 Escort/Bus Supervisor  
 First Aider  
 Kitchen Assistant  
 Lead Cleaner  
 Learning Support Assistant  
 Library Assistant  
 Midday Assistant  
 Nursery Assistant  
 Nursery Nurse  
 Playcare Assistant  
 Playleader  
 Playworker  
 Receptionist  
 Site Assistant  
 Special Needs Assistant  
 Special Schools Assistant  
 Support Assistant  
 Teaching Assistant  
 Technician  
 Trainee Nursery Assistant  
 Zone Time Assistant  
 Administrative Support  
 Casual Non-Teaching Worker  
 Student Support Officer

# Agenda Item 9

<b>Title of meeting:</b>	Employment Committee
<b>Date of Meeting:</b>	15 December 2015
<b>Subject:</b>	Senior Management Structure - Integration of Health and Social Care
<b>Report by:</b>	Chief Executive
<b>Wards affected:</b>	N/A
<b>Key decision:</b>	No
<b>Full Council decision:</b>	No

## **1 Purpose of report**

- 1.1 The purpose of this report is to seek the Employment Committee's approval for the acceptance of an application under the Council's Voluntary Redundancy Scheme for the redundancy of one of the Council's Directors. Acceptance is recommended as it is considered that this will afford the opportunity for the Council and its partners across Health and Social care to further its desire to accelerate the integration of health and social care services in the city. This will have some implications for other senior post holders, and the report sets out the appropriate HR process for addressing the consequent issues as well as the process to be followed to create a joint post with NHS Portsmouth Clinical Commissioning Group (CCG).

## **2 Recommendations**

- 2.1 It is recommended that the Committee:
- (i) Agrees to the request for voluntary redundancy of the Director of Adult Services on the basis set out in the report (and subject to a satisfactory arrangement being secured with regard to the statutory Director of Adult Social Services role);
  - (ii) Requests that the Chief Executive engages with the NHS Portsmouth Clinical Commissioning Group to secure the appointment of a joint post across the two organisations that can fulfil the statutory role of Director of Adult Social Services for the City Council;
  - (iii) Requests the Chief Executive to work with the joint DASS postholder and the CCG to design and implement a suitable senior management structure to support the DASS and the CCG, in accordance with the HR policies of the two organisations;

- (iv) Subject to recommendation (iii) being approved, agree for the existing post of Director Integrated Commissioning Unit to be designated as a "third tier" management post as opposed to a chief officer post;
- (v) Records its thanks to Mr Robert Watt for his long service to the city and the City Council and wishes him the very best for the future.

### **3 Background**

- 3.1 Given the extreme pressures on the Council's budgets and anticipated further cuts consequent on the Comprehensive Spending Review 2015, the Council invited applications for Voluntary Redundancy (VR) to be submitted between 23 September and 4 November 2015. Under the scheme (Appendix 1), no benefit accrues to the employee beyond the minimum statutory requirement for redundancy, whether compulsory or voluntary, however the council's existing redundancy payment scheme indicates that a week's pay will not be subject to the statutory cap and includes salary and contractual allowances. The severance terms are the same whatever the post holder's grade, and under the VR scheme it is made clear that the approval of any request is dependent upon Portsmouth City Council's requirement to retain the types of knowledge and skills that are essential in providing services to the people of Portsmouth. The decision to accept or reject an application is final.
- 3.2 The Employment Committee established its senior management structure in February 2015. The Committee agreed to an amendment to it in September to facilitate the recruitment of the Director of Children's Services. The resulting structure is illustrated at Appendix 2.
- 3.3 An application under the VR scheme has been received from the Director of Adult Social Care, Mr Robert Watt. Under the scheme of delegation, this falls to the Employment Committee to determine. Below, I set out my rationale for recommending that the Committee accedes to this request and the measures that should be put in place to ensure that the Council retains the knowledge and skills that are essential in providing services to the people of Portsmouth.

### **4 Director of Adult Social Services (DASS)**

- 4.1 The Director of Adult Services is a politically-restricted chief officer role (section 2, Local Government and Housing Act 1989) and the role is set out in statute under Section 6 of the Local Authority Social Services Act 1978. It is a post with strategic responsibility and accountability for the planning, commissioning and delivery of social services for adults. The Department of Health published guidance on the role of the Director of Adult Social Services in 2006. This is summarised below:
- Chief Executives of local authorities with social services responsibilities should ensure that a DASS is in post. This post can be shared with other responsibilities or other local authorities.

- The local authority shall take steps to ensure that the post holder is given the necessary authority and resources to provide professional leadership (including delivering workforce planning) in social care and deliver the cultural change necessary to implement person-centred services and to promote partnership working, and such other responsibilities as the local authority determines
- The local authority shall ensure that the DASS is made accountable for the delivery of local authority social services functions listed in Schedule 1 of the Local Authority Social Services Act 1970 (as amended), other than those for which the Director of Children's Services is responsible
- Local authorities shall ensure that the DASS is directly accountable to the Chief Executive of the local authority and comparable in terms of seniority, with the Director of Children's Services.

4.2 The Local Authority Social Services Act 1970 (as amended) allows local authorities to jointly appoint a single DASS to cover their local authority areas. The partnership arrangements provided for by the Health Act 1999 also enable joint funding of posts between a local authority and an NHS body. A joint appointment of a person to a DASS post and a post in the NHS is therefore possible. Where such a joint appointment occurs the DASS must remain an employee of the local authority for the full range of social services responsibilities. This eventuality can be facilitated by utilising a Section 113 agreement.

## **5 Consideration of the VR application**

- 5.1 Against the statutory and budgetary backdrop, there are essentially three options that the committee should consider in determining what is best for the Council and the service to the city:
- (i) Whether to accept the VR request?
  - (ii) Whether the DASS responsibilities placed on the Council are best be met from within the Council?
  - (iii) Whether the responsibilities could be met as well or better by a joint post, either with another local authority or another NHS body?

These options need to be considered together, not sequentially.

- 5.2 Clearly, the role of DASS carries very serious responsibilities and a significant proportion of the Council's critical risk, staffing and budget. However, there are management actions which we can take and are being implemented that assist in supporting the DASS. These are described in paragraph 6.2 below.
- 5.3 The VR request cannot be acceded to if the best option to meet the Council's on-going obligations is to replace on a like-for-like basis. However, given the combination of the financial straits local government faces and the shared agenda across health and social care to accelerate the integration of service, I

do not consider that like-for-like is the most advantageous or progressive option.

- 5.4 Over the summer months, Portsmouth City Council has held discussions regarding the future of health and care with partners with the aim of aligning the city's response to the significant health and social care challenges facing the city over the coming years. This has taken into consideration the shared desire of the City Council and our local health partners to increase the level of integration between health and social care. This is consistent with the NHS 5 year Forward View, the commentary accompanying the Chancellor's Autumn statement and emerging thinking across the country, including from bodies such as the LGA and the King's Fund.
- 5.5 Our work has led to the development of a health and social care '*Blueprint for Portsmouth*' which was agreed in principle in the Health and Wellbeing Board on 16 September 2015 and has subsequently been supported by the boards of the CCG, Solent Health Care Trust, Portsmouth Hospital Trust and the Council's Cabinet, where it was presented on 5 November 2015 (attached at Appendix 3). Engagement on the Blueprint has also taken place with Healthwatch, NHS England and the Portsmouth GP Alliance. Its intentions and direction of travel are consistent with the HIOW Devolution prospectus.
- 5.6 A key priority outlined within the Blueprint relates to establishing a single health and care service for Portsmouth. This will require a joined up approach to planning, prioritisation and commissioning across the current public sector organisations. It is also intended to establish a single approach to strategic planning and commissioning for Portsmouth, bringing together functions and expertise from NHS Portsmouth CCG and Portsmouth City Council into a single service.
- 5.7 The scope and significance of the changes implied by the Portsmouth Blueprint will require a number of partners to reshape current resources, responsibilities and functions. A joint appointment across health and social care would undoubtedly demonstrate a commitment to integration from both PCC and the CCG and help bind the mutual interests of the two organisations.
- 5.8 An alternative approach would be to revert to the merger of the roles of DASS and Director of Children's Services (DCS), as in the pre-2015 structure. However, the City Council has recently been successful in appointing a DCS, and whilst that post holder will work closely with health colleagues, I consider that given the budget and service pressures that exist, the adult remit would be too much to add to that role at this stage. Nor would it demonstrate or contribute to the intent to achieve greater and faster integration with health. This view is shared by the Portfolio holders for Adults and Children's Services, with whom I have consulted.

- 5.9 An alternative approach would be to consider a shared DASS with another council. We operated like this from 2012-13, providing DASS cover to Southampton City Council, whilst receiving Director of Public Health support from them. However, that was at a time when the staffing capacity of both councils was significantly stronger, particularly at senior management level, when pressures on service and budgets were not so grave, and before the full desire to accelerate integration within the city had been articulated and supported. For these reasons, I do not recommend this approach.

## **6 Making a joint appointment work**

- 6.1 My preferred model is to secure a joint appointment across health and social care between the NHS Portsmouth Clinical Commissioning Group and the Council. Both are primarily 'commissioning' organisations with significant safeguarding and critical risk responsibilities. We already have a good working relationship with the CCG, a number of joint budgets (s75 Agreements<sup>1</sup>), posts and programmes of work including the Better Care Fund. We also have mutual representation on a number of key partnerships including the Health and Well Being Board, Safer Portsmouth Partnership, Children's Trust and Public Services Board, as well as the Health and Care Executive Board. Co-location and some shared support services, including HR, will make transition easier. This provides a powerful basis upon which to build a joint post and integrated working. Appendix 4 sets out the respective responsibilities of the existing DASS role and the Chief Operating Officer within the CCG.
- 6.2 In considering the scale and breadth of a joint post, it should be noted that some of the DASS responsibilities need not reside with the DASS but can be delegated to suitably senior and experienced staff. For example, when Julian Wooster was both DASS and Director of Children's Services, Robert Watt (then a Head of Service) had the delegated responsibility for being the 'nominated person' responsible for ensuring that CQC registrations linked to our directly-provided Adult Social Care services were maintained. He also had delegated roles as Guardian in relation to Section 7 of the Mental Health Act where he had the responsibility for directing where clients (assessed as having a mental disorder) might reside and attend any place specified for treatment, occupation, education or training. He had a similar legal responsibility as a Court of Protection Deputy for monitoring the use of people's assets where they are judged to have no capacity to do this for themselves. In drawing up the detail of the role and those supporting the postholder, similar arrangements would be looked at. Subject to job evaluation, these may require some recognition through adjustment to grading, but this would have a minor effect on the savings envisaged from this approach (see Director of Finance comments at paragraph 11.1).

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<sup>1</sup> Section 75 of the National Health Service Act 2006 contains powers enabling NHS Bodies to exercise certain local authority functions and for local authorities to exercise various NHS functions.

- 6.3 Making such a joint arrangement work will require the following to be in place:
- (i) Agreement by both organisations on the basis of the arrangement and that the arrangement would be mutually beneficial.
  - (ii) Clear reporting and performance management processes in both organisations and suitable escalation mechanisms if things become 'strained'.
  - (iii) Agreed processes to secure the managerial structures and capacity needed to meet the statutory guidelines and support the joint post holder.
- 6.4 In the Council's existing senior management structure, the post of Director of the Integrated Commissioning Unit is shown as a chief officer post, with a reporting line to the Chief Executive. The post also has a reporting relationship to the Chief Operating Officer of the CCG to reflect joint-funding arrangements. This arrangement will need to be reviewed should members be minded to pursue a joint appointment for the DASS role as recommended in this report. It is proposed that the ICU comes within the management remit of the joint post, and therefore the Director of ICU role will become a "third tier" management post as opposed to a chief officer position within the Council's senior management structure. This would be consistent with Members' decision in respect of the Children's Services structure, and their desire to maintain a smaller senior management team. This change would not require formal consultation with the existing postholder.

## **7 HR Process**

- 7.1 When looking to integrate roles across two public bodies it is important to establish the key responsibilities as this will then determine if the post is a new position and if so, who may be at risk or who may be eligible to apply or be 'matched' into the new position.
- 7.2 Once the role has been agreed by both parties a decision will need to be made regarding which roles, if any, are amalgamated into the new position. This in turn will allow us to understand which posts are being replaced by the new role.
- 7.3 A period of consultation will need to take place (30 days or 45 days) with those staff directly affected by the proposal and during this time those staff that are affected, but not at risk, should receive appropriate communication.
- 7.4 During the consultation process the appropriate selection process will be agreed. This would normally comprise of a ring-fenced selection process and allow consideration for any voluntary redundancy requests.

## **8 Approval process PCC**

- 8.1 As this proposal deletes an existing PCC chief officer position and looks to create an integrated role with Health, the proposal will need to be agreed by Employment Committee.

## **9 Approval process CCG**

- 9.1 NHS Portsmouth Clinical Commissioning Group has delegated powers to approve senior management changes locally.

## **10 Legal Comments:**

- 10.1 The recommendations within this report are compliant with the legal basis for establishing that a post is redundant in the sense that it can be established that the role is no longer required, in addition the action of seeking a voluntary process of selection mitigates risk of challenge and minimises potential reputational damage to the Authority. The process as set out above is clear and concomitant with the relevant HR policies applicable to a voluntary redundancy process.

## **11 Finance Comments:**

- 11.1 There will be a substantial ongoing saving arising from the approval of a jointly funded post. Financial implications are shown in exempt Appendix 5.

## **12 Conclusions**

- 12.1 For the reasons set out above, I consider that this VR request does offer the Council the opportunity to further its interests in integrating health and social care services across the city as well as offering a significant financial saving. My informal discussions lead me to believe that, subject to details, the CCG would be open to discussions on a joint arrangement.

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Signed by:

### **Appendices:**

Appendix 1 - Portsmouth City Council's Voluntary Redundancy Scheme  
Appendix 2 - Senior Management Structure Chart  
Appendix 3 - Blueprint for Portsmouth  
Appendix 4 - Responsibilities of the existing roles  
Appendix 5 - Financial Data (exempt)

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

<b>Title of document</b>	<b>Location</b>

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## **PORTSMOUTH CITY COUNCIL – not applicable to school employees**

### **VOLUNTARY REDUNDANCY SCHEME 2015 - PRINCIPLES**

The Voluntary Redundancy Scheme (VR) should be read in conjunction with the City Council's Organisational Change and Redundancy Policy. This scheme does not apply to school employees.

The purpose of offering a voluntary redundancy scheme is;

- to encourage a number of employees to apply and leave Portsmouth City Council's employment who might not otherwise have done so
- to help achieve budget savings in the financial year 2016/17 and beyond
- to reduce or eliminate the need for compulsory redundancies

A Voluntary Redundancy Scheme offers a financial incentive for employees to leave the council voluntarily, in order to avoid having to select people for redundancy. Voluntary redundancy still constitutes a dismissal and all the same rules apply as a compulsory redundancy.

The principal benefit of reducing headcount through voluntary redundancy is that it reduces the need for organisational restructures, which are time-consuming and disruptive. They also undermine staff morale and risk the loss of employees who we would rather keep in the organisation.

At the time the voluntary redundancy scheme is implemented, detailed information on pensions will be available based on the pension regulations in force at that time. Employees are advised to consider the impact of voluntary redundancy on their pension.

The following principles will apply:

- The scheme will be open to all non-school employees, although applications may be rejected on the grounds of the Council's business interest, i.e. ability to meet financial savings.
- Prior to introducing any voluntary redundancy scheme the Council will consult with the appropriate trade unions. This started on 19<sup>th</sup> August 2015.
- The operation of a voluntary redundancy scheme can only be authorised by the relevant Director and the Director of Finance and Information Services and the Director of HR, Legal and Procurement, supported by a business case.

In operating the voluntary redundancy scheme the following must be complied with:

- The business case must be in the clear management interest of the Council and its strategic aims.
- The case should demonstrate that it is the best value for money that can be achieved in the light of the particular circumstances that prevail.

- The business case must comply with all relevant Council policy and legal requirements. In particular, the proposal presented must be voluntarily accepted by the individual employee.
- Responses to the invitation to apply for voluntary redundancy will be considered by the relevant Director in the light of the Council's operational and strategic requirements. The ultimate decision to allow voluntary redundancy is at the discretion of the relevant Director and subject to financial approval by the Section 151 Officer. Applications may or may not be approved.
- There is no right of appeal; however employees are entitled to receive feedback on the reason for the decision to reject their application.
- Under a voluntary redundancy scheme, termination of employment will be treated as a redundancy.

### **How the Scheme will work**

The offer of voluntary redundancy will be open for a period of 6 weeks. The application window will open on 23 September 2015 and close on 04 November 2015, based on the following:

- An employee having at least two years of continuous service at the date of dismissal.
- 0.5 of a week's pay for each complete year of continuous Local Government Service, for employees aged 21 years and under
- 1 week's pay for each complete year of continuous Local Government Service, for employees aged between 22 and 40 years
- 1.5 of a week's pay for each complete year of continuous Local Government Service, for employees aged 41 years and over
- The council's existing redundancy payment scheme indicates that a week's pay will not be subject to the statutory cap and includes salary and contractual allowances
- This is subject to a total maximum payment of 30 weeks pay and total maximum of 20 years service being used in the calculation.
- Employees aged 55 and over who are members of the LGPS will be eligible for a redundancy payment and the council will fund early release of pension where financially viable.
- Those who have transferred into the Council, i.e. under TUPE or COSOP, who are on a 'static' contract, are eligible for the Voluntary Redundancy Scheme. However, they can apply for VR on their existing redundancy terms.
- Managers will need to be mindful of the feasibility of accepting requests for VR, without a strong business case, in areas where there is an unacceptable

adverse impact on service delivery, recruitment and retention issues, high use of agency assignments and/or outstanding vacancies.

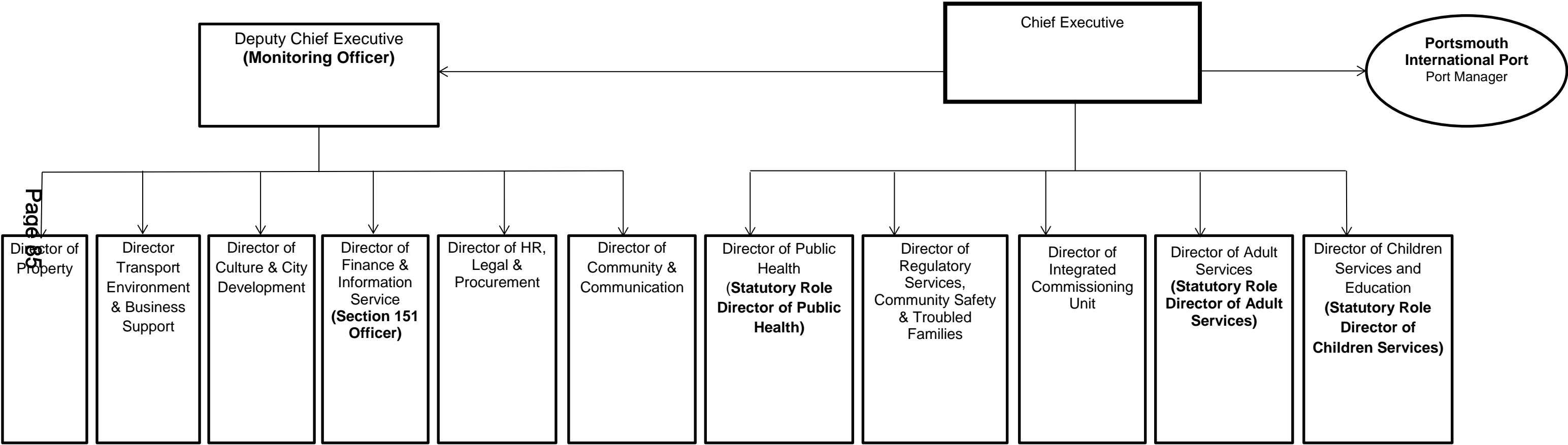
- If a staff member has resigned or is under notice of redundancy, before the VR window opens on 23 September 2015, they will not be able to apply for VR.
- Once the VR application window is closed on 4 November 2015, any application for VR will follow the existing terms as outlined in the Organisational Change and Redundancy Guidance.
- Individuals with multiple assignments will be regarded as having separate contracts for voluntary redundancy purposes and will need to submit an application for each job role.
- Where an application for VR is accepted, the employee must leave before or on 31 March 2016.
- Where individuals have left under VR their posts will be removed from the establishment/cash limits from 01 April 2016.
- During this period, the benefit of requesting flexible-retirement will be promoted to individuals who are entitled to claim their pension. Applications for flexible retirement from age 55 up to and including age 59 will require a robust business case in order to demonstrate that permanent savings will accrue within a reasonable timescale.

**Please note:** The policy has recently been changed and amended to allow employees who are entitled to claim their pension to reduce their working week by 20% and take pension benefits.

- Where a manager declines a request for VR, the request will be logged for a period of 6 months from the date the application is turned down. During this time, consideration will be given to subsequent organisational change reviews, where it may enable individuals on the list to leave and others to be retained. ('Bumping' process)
- Re-engagement, as individuals are choosing to leave the Council, the Council will not be re-engage leavers under the 'Voluntary Redundancy Scheme 2015' for a period of 12 months after leaving. This would be in any capacity, i.e. temporary, casual, contractor or volunteer.

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Portsmouth City Council Management Structure March 2015



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**Title of meeting:** Cabinet

**Date of meeting:** 5<sup>th</sup> November 2015

**Subject:** A Blueprint for Health and Social Care in Portsmouth

**Report by:** Matthew Gummerson, Principal Strategy Adviser

**Wards affected:** All

**Key decision:** No

**Full Council decision:** No

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**1. Purpose of report**

- 1.1 Portsmouth City Council (PCC) and NHS Portsmouth Clinical Commissioning Group (CCG) have been leading discussions about the future of health and care with partners over the summer of 2015 with the aim of aligning the city's response to the challenges facing us over the coming years.
- 1.2 These discussions have resulted in a Blueprint for Portsmouth that sets out some principles that will shape our direction of travel and describes a possible model for prevention, wellbeing and care services.
- 1.3 The Blueprint was agreed in principle at the Health and Wellbeing Board (HWB) on 16<sup>th</sup> September 2016. This paper:
- Sets out the proposed direction of travel and model of care (The Blueprint)
  - Highlights the central role of the council in taking this forward, as well as some of the particular issues that need to be addressed as the Blueprint is further developed
  - Is intended to generate debate and discussion among Cabinet Members and wider audiences to inform the next steps in the development of the Blueprint at the HWB on 2 December 2015.
  - Seeks Cabinet's endorsement of the Portsmouth Blueprint and direction of travel

## **2. Recommendations**

### **2. Cabinet is asked to:**

- Endorse the Portsmouth Blueprint for health and care
- Require a more detailed report on the development of these proposals in early 2016

## **3. Background**

### **3.1 Senior officers from health and care partners across Portsmouth held a series of meetings over the summer 2015 to discuss a collective response to the challenges facing health and care in the city over the coming years. This group, known as the Portsmouth Health and Care Executive (PHCE), consisted of representatives from the following partners:**

- Portsmouth City Council (CX, Deputy CX and Directors from Public Health, Adult Social Care, Regulatory Services, Community Safety and Troubled Families, Children's Services and Education, and Integrated Commissioning)
- NHS Portsmouth Clinical Commissioning Group (Chief Clinical Officer and Chief Operating Officer)
- Solent NHS Trust (CEO and Chief Operating Officer)
- Portsmouth Hospitals NHS Trust (Executive Director for Strategy)
- Portsmouth GP Alliance (Executive Directors)

### **3.2 Based on these discussions, the PHCE developed the first iteration of a strategic blueprint for how health and care services could look in the city by the end of the next five years - 'A proposal for Portsmouth: A Blueprint for Health and Care in Portsmouth'. This was presented for endorsement to the public meeting of the HWB on 16<sup>th</sup> September 2015.**

### **3.3 The HWB agreed the statements in the Blueprint in principle and required that a more detailed report on the development of these proposals be brought back the HWB on 2<sup>nd</sup> December 2015. The Blueprint is included in full, as presented to the HWB, as Appendix A to this report.**

### **3.4 The PHCE recognise that the model of care proposed is just one potential way of taking forward the principles that underpin their shared view of the direction of travel. Due to the short timescales between the most recent PHCE and the HWB, detailed comments on the proposal, for example from the Director of Adult Services (DAS), have not yet been incorporated / addressed. However for clarity, the version that is included for Cabinet, and that is being taken through internal leadership and governance structures by the health partners, is the one presented to the HWB.**

- 3.5 The Children's Trust Board is discussing the implications of the Blueprint for children and young people in October. In particular they are keen to explore the impact of the 'single provider' model on the council's child protection responsibilities.
- 3.6 The issues raised by the DAS that will need to be built into future versions focus in particular on ensuring the models (current and future) and the language properly reflects the centrality of 'care' services as well as 'health'. Further clarity is needed on some of the detailed proposals around community hubs and locality teams, which will be addressed through the PHCE.
- 3.7 Changes will be incorporated where required when the next iteration goes to the HWB in December 2015.
- 3.8 The outline proposals and direction of travel are in line with, and informing, the development of the devolution discussions taking place across Hampshire and the Isle of Wight and with central government.

#### **4. Reasons for recommendations**

- 4.1 The scope and significance of the changes implied by the Portsmouth Blueprint will require a number of partners to reshape current resources, responsibilities and functions. The PHCE are now considering how best to use its collective existing expertise and capacity to consult on and deliver the Portsmouth Blueprint.
- 4.2 PCC needs to play a pivotal role in shaping and implementing these plans. Some of the key issues the council needs to lead on over the coming months will include:
  - Leading the further development of the Blueprint within the leadership and governance framework provided by the Health and Wellbeing Board (HWB), recognising that the changes proposed are wider than just the city council so active engagement with partners through the HWB (and PHCE) will be essential.
  - Arranging and facilitating meetings of the PHCE, and contributing to the development of the Blueprint through that group.
  - Ensuring that the priorities and concerns of individual directorates are properly addressed as the Blueprint develops, while not allowing this to divert from the collective effort towards an agreed set of principles.
  - Reviewing PCC's commissioning arrangements to ensure they are fit for purpose for the more integrated future envisaged in the Blueprint.
  - Leading the interface between the future model described in the Blueprint and the council's ongoing transformative activity such as the Multi-Agency Teams for children and families (MATs) and the systems development reviews

- Acting as the strategic link between these Portsmouth-focussed proposals and the wider Hampshire devolution agenda including the Combined Authority.

4.3 Cabinet are therefore asked to endorse these plans and require more detailed reports as the plans develop further.

## **5. Equality impact assessment**

5.1 No EIA is required at this stage as the Blueprint is only setting a direction of travel rather than proposing specific changes.

## **6. Legal implications**

6.1 Under the Health and Social Care Act 2012, HWBs have duties to encourage integrated working, among those arranging for the provision of health or social care, and a duty to provide advice, and assistance, in order to promote joint working. Further duties include the power to issue its opinion on whether its parent local authority is complying with its duty to have regard to the Joint Strategic Needs Assessment and health and wellbeing strategy. Local authorities can, in addition, delegate the health and social care aspects of their scrutiny function to a HWB.

6.2 There is considerable flexibility in what functions a HWB may take on: a local authority may delegate *any* of its functions to a HWB, and wide scope exists in relation to the appointees of the board.

6.3 As with any local authority arrangements, an array of configurations exist to deliver any operational aspects of the HWB, reporting in to the committee of the HWB.

## **7. Director of Finance's comments**

7.1 The potential benefit of a single health and social care service to take a whole of the system view and make the best use of the limited resources within it are clear. However in order to realise these potential benefits there will need to be sustained investment from all stakeholders

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Signed by:

## **Appendices:**

Appendix A - paper presented to HWB on 16<sup>th</sup> September 2015 '*A proposal for Portsmouth: A Blueprint for Health and Care in Portsmouth*

**Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by ..... on .....

.....  
Signed by:

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## **A PROPOSAL FOR PORTSMOUTH A BLUEPRINT FOR HEALTH AND CARE IN PORTSMOUTH September 2015**

### **Purpose of the Report**

Chief Executives, Accountable Officers and Senior Executives from Portsmouth Health & Wellbeing Board partners have been meeting throughout the summer of 2015 to discuss the right response to the challenges facing health and care in Portsmouth over the coming years. This paper sets out a proposed direction and model of care for Portsmouth. It is being brought to the Health & Wellbeing Board for open discussion, debate and endorsement.

### **Recommendations**

The Health & Wellbeing Board is recommended to:

- Support in principle the statements in this Portsmouth Blueprint for Health & Care and;
- Require a more detailed report on the development of these proposals is brought to its Board meeting on 2nd December 2015

### **Introduction**

Portsmouth is a busy, waterfront City, one of the most densely populated on the south coast and in the UK. There are real challenges in the City - demographic growth, increasing morbidity, continued financial pressure in public services, inequalities and stark deprivation in many communities, pressures in our workforce and services – and many of these challenges are set to escalate over the coming years.

We need a Portsmouth solution to meet these challenges and our ambition must be at a scale to match the size of the challenge. The people and organisations planning and delivering health and care for Portsmouth broadly share this same vision. We have already achieved a great deal joining up our care with the following work programmes well underway:

- Multi-agency Teams (MATs) for children
- Adult Social Care and Community Nursing for rapid response and re-ablement and continuing care
- Integrated Commissioning for adults

We also have plans to join up prevention & wellbeing services, services for people with multiple long term conditions, urgent and emergency care, out-of-hours care and mental health and learning disabilities services. Whilst these plans are good in their own right, we are not convinced, if delivered independently, they will deliver the best outcomes for Portsmouth given the scale of the challenge.

The Portsmouth Blueprint aims to bring together existing local work, national and local evidence with local thinking and feedback from the people who use our services to set out how health and care could be delivered very differently for the City.

### **A Case for Change**

Portsmouth is a great waterfront City. 208,900 people live in the City and 217,562 people are registered with a Portsmouth GP. We know there are significant health and care challenges in Portsmouth. Too many people have poorer health and wellbeing than in other similar cities. Demand for our health and care services is increasing and more people tell us that what matters to them is ease of access and joined up services.

Figure 1 summarises the main challenges facing health and care in Portsmouth, setting out the key reasons why the way this is delivered needs to change over the coming years.

**Figure 1: Strategic Case for Change**



### **The Portsmouth Health & Care Executive**

Recognising these challenges, leaders from health and care partners in Portsmouth held a series of meetings over the summer of 2015 to discuss a collective response.

This group, known as the Portsmouth Health & Care Executive, consisted of representatives from the following City partners:

- Portsmouth City Council (CX, Deputy CX and Directors from Public Health, Adult Social Care, Regulatory Services, Community Safety and Troubled Families, Children's Services and Education, and Integrated Commissioning)
- NHS Portsmouth Clinical Commissioning Group (Chief Clinical Officer and Chief Operating Officer)
- Solent NHS Trust (CEO and Chief Operating Officer)
- Portsmouth Hospitals NHS Trust (Executive Director for Strategy)
- Portsmouth GP Alliance (Executive Directors)

This paper sets out the key proposals from those discussions. These are designed to build a wider debate and discussion in the City, starting with the Portsmouth Health & Wellbeing Board, seeking to gain further expertise, engagement and commitment from people who care about the future of care services in Portsmouth.

## **Our Key Commitments to Portsmouth**

To ensure our solution is of a scale of ambition sufficient to meet the challenges facing the City, we propose to the Portsmouth Health & Wellbeing Board that:

- We will build our health and care service on the foundation of primary and community care, recognising that people have consistently told us they value primary care as generalists and preferred point of care co-ordination; we will improve access to primary care services when people require it on an urgent basis.
- We underpin this with a programme of work that aims to empower the individual to maintain good health and prevent ill health, strengthening assets in the community, building resilience and social capital.
- We bring together important functions that allow our organisations to deliver more effective community based front-line services and preventative strategies; this includes functions such as HR, Estates, IT and other technical support services.
- We establish a new constitutional way of working to enable statutory functions of public bodies in the City to act as one. This would include establishing a single commissioning function at the level of the current Health & Wellbeing Board with delegated authority for the totality of health (NHS) and social care budgets.
- We establish a single or lead provider for the delivery of health and social care services for the City. This would involve looking at organisational options for bringing together health and social care services into a single organisation, under single leadership with staff co-located. The scope of this would include mental health, well-being and community teams, children's teams, substance misuse services and learning disabilities. In time, it could also include other services currently residing in the acute health sector or in primary care.
- We simplify the current configuration of urgent and emergency and out of hours services, making what is offered out of hours and weekends consistent with the service offered in-hours on weekdays so that people have clear choices regardless of the day or time.
- We focus on building capacity and resources within defined localities within the City to enable them to commission and deliver services at a locality level within a framework set by the city-wide Health & Wellbeing Board.

## **Our Vision**

Our vision is for everyone in Portsmouth to be enabled to live healthy, safe and independent lives, with care and support that is integrated around the needs of the individual at the right time and in the right setting. We will do things because they matter to local people, we know that they work and we know that they will make a measurable difference to their lives.

Talking to people who use our services, there is one consistent message we have heard – that we must continue to bring services together in a way that makes sense for the person but also allows front-line professionals to deliver care in a way that is not restricted by professional, organisational or financial boundaries. Our strategy is thus based on joining up (integrating) services around the care of the person. We will build on the well-known, well-established services that Portsmouth people know and use but not be afraid to significantly transform these where the evidence supports this.

Primary and community care is at the core of our strategy. We recognise and value the contribution made by GPs and all primary care professionals to health & care in

Portsmouth and understand they are highly valued by patients. GPs and pharmacists are the main point of contact for the majority of patients and their skills are essential for all aspects of health care, including health education and health promotion.

We will commission a sustainable health and care system that achieves a shift in focus from acute care to community and primary care, early intervention, prevention and maximizes the contribution of the voluntary and community sector. In order to deliver our strategy, improve the quality of services, meet rising demands and costs and ensure safe services at all times we will need to achieve at least £40m of efficiencies across health and social care by 2019; this figure is likely to rise as national and local spending reviews and settlements are confirmed.

## **Outcomes**

Portsmouth's Health & Wellbeing Board sets the strategic outcomes for Portsmouth's health and care; these incorporate not just the findings from our ongoing Joint Strategic Needs Assessment (JSNA) but also considers feedback from people in the City, users of our services and their representatives as well as national and local evidence, modelling and planning from its constituent health and care partners.

### **For the People of Portsmouth**

Within 5yrs Portsmouth people will:

- be able to access effective services to meet their goals to manage their own health and stay well and independent;
- be able to plan ahead and keep control at times of crisis in their health and care;
- spend less time in hospital and institutional care;
- access responsive services which help them to maintain their independence;
- have access to the right information and support about services available;
- have access to simple, effective services when they have an urgent health, care or welfare need;
- have a strong voice about how services are designed and delivered;
- feel confident that their care is coordinated and that they only have to tell their story once;
- benefit from the use of technology to help them stay well and independent.

### **For the City**

The outcomes for Portsmouth we are specifically aiming to improve are:

- A radically improved offer of early intervention and preventative health and social care services that allow individuals to have more choice and control over their own lives
- A healthy and sustainable environment, which supports wellbeing and in which people can live healthier lives - improved housing, warmth, transport and green space, better access to employment, healthier food and drink and clean air
- Support for wellbeing - both physical and mental wellbeing - that is holistic, integrated and promotes positive behaviour change and draws on strengthened community assets
- All children have the best start in life and parents are supported to keep their children healthy; families are supported to build positive relationships and provide safe and nurturing parenting

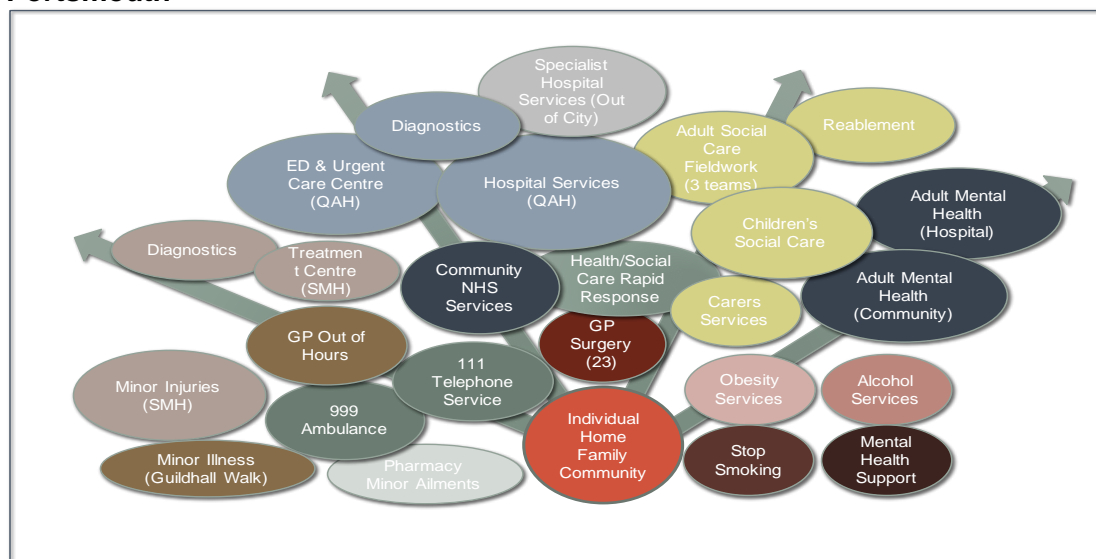
- A reduction in the number of children requiring a statutory safeguarding response
- A reduction in children's absence from school
- Communities are able to support the needs of our most vulnerable those with learning difficulties, with enduring mental health or physical health problems including hearing or visual loss or problematic addictions
- Older people are well engaged and supported in the community to prevent isolation
- An increased proportion of older people remaining at home 91 days after a discharge from hospital
- Further reductions in delays to transfers of care from the acute setting to the community, with improved quality of the discharge process
- People with complex needs who need to go into hospital are known to community locality teams and are safely and actively managed back into their home
- A further reduction in acute bed days for older people who need to go into hospital
- More people able to die in their preferred place of death

### **Health and Care in Portsmouth Today**

People are living longer in Portsmouth in line with national trends but the burden of long term conditions and co-morbidity leads to a poorer quality of life for many people, especially those in the most deprived circumstances. Poor mental health is closely linked to poor physical health and unhealthy behaviour of tobacco and alcohol addiction, poor diets and poor levels of physical activity leading to obesity.

Health and care services for people in Portsmouth are, overall, extremely good and have evolved over many years as a result of national and local policy and decisions. Whilst this model of care has delivered good care for the majority of people, its design has a number of problems which will significantly restrict the City's ability to meet our challenges and deliver our Vision, most notably the fragmented nature of how both the person and the professional navigate through the various services. As an example, Figure 2 below summarises the main health and care services available to an adult living in the City.

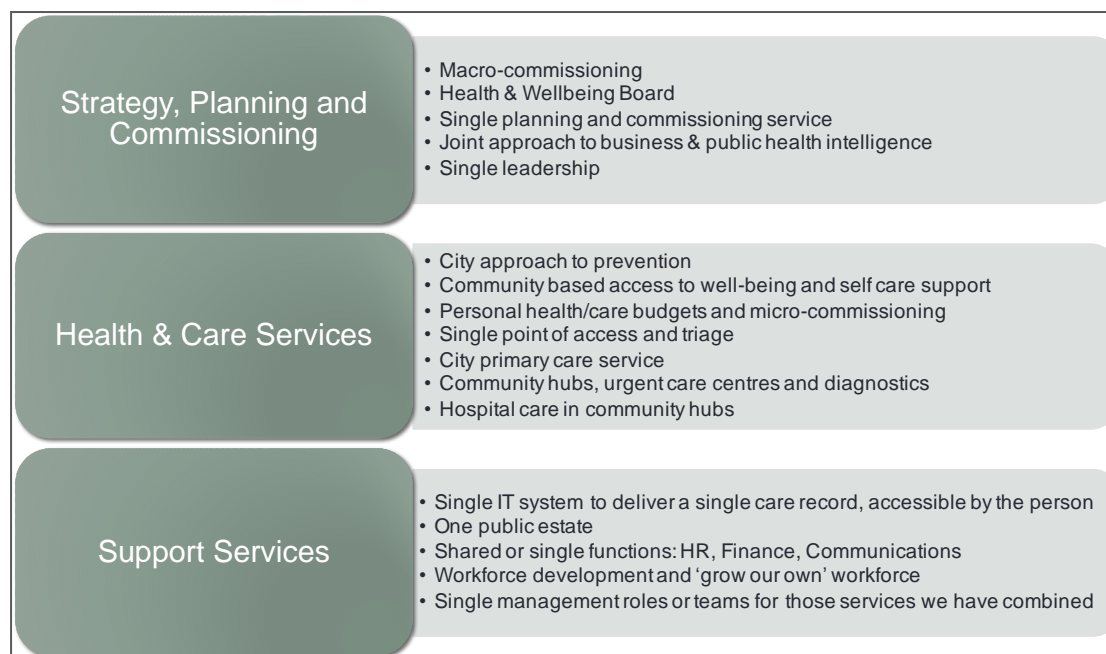
**Figure 2: Current Configuration of Adult Health and Care Services in Portsmouth**



## A Blueprint for Health and Care in Portsmouth in 5 Years

Our aim is to create a single health and care system for the City – this includes delivery of services but also planning, commissioning and managing these services. There are three broad functions we have the opportunity to bring together in the City; these are described in Figure 3.

**Fig 3: The Functions We Aim to Change for Portsmouth**



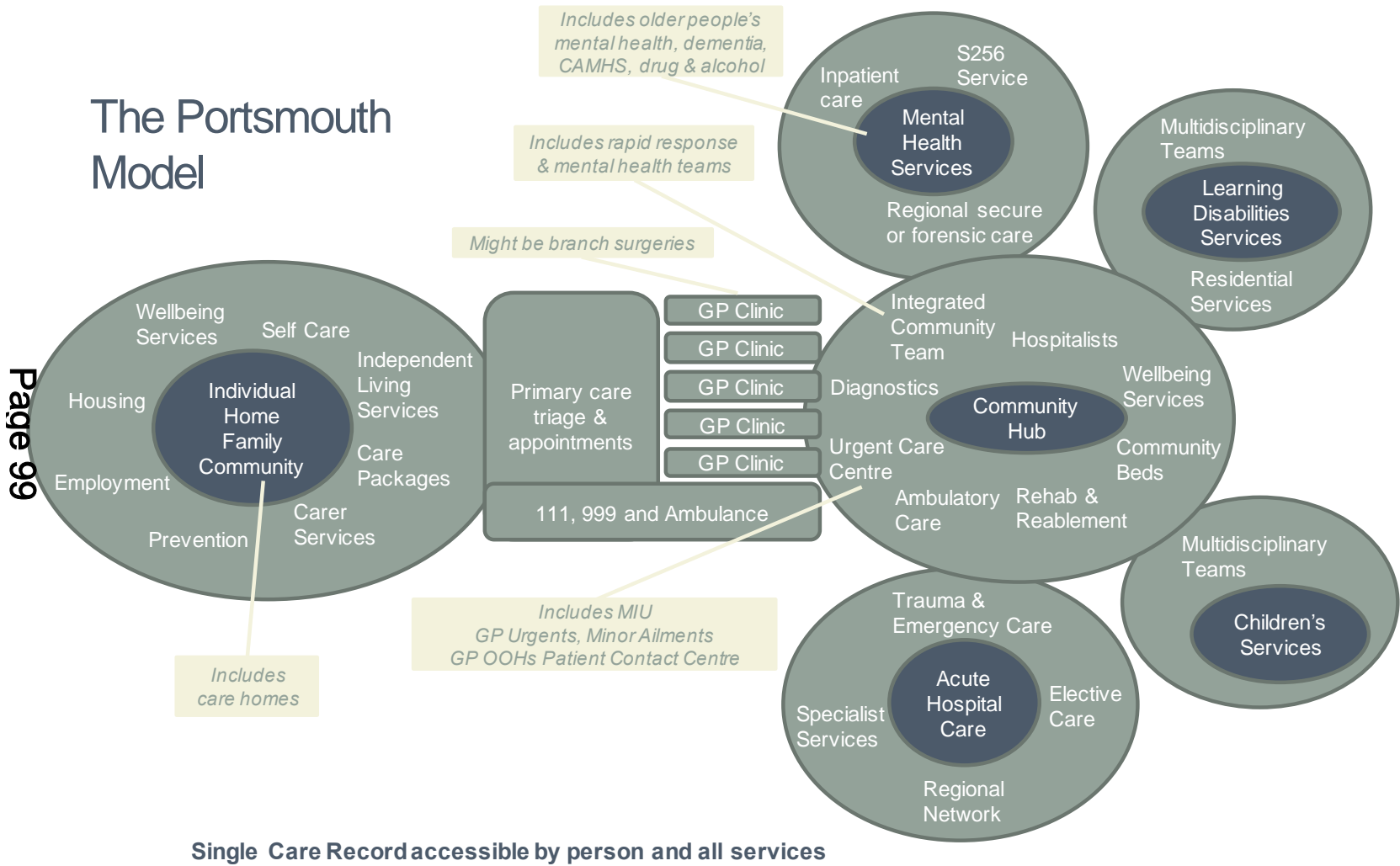
## How We Will Organise Health & Care Provision

To achieve this will mean bringing together some existing services, providing other services at scale, embracing technology and ensuring that people only go to hospital to receive care that can only be done in a hospital setting.

Over the next five years we propose to change the way we offer services across the whole spectrum of health and care. Figure 4 gives an overview of how the main health & care services could be organised in Portsmouth within 5 years.

The sections that follow Figure 4 begin to set out the key features of each element of this overall model of care, giving further detail about the types of services that could be delivered and how we intend to change the health & care offer for Portsmouth.

Fig 4: The Portsmouth Model of Health and Care



### **Prevention and Wellbeing**

We will build on the work of our community development teams working closely with diverse communities across the City to share understanding of the issues, agree priorities for action and develop better capacity and resources in each neighbourhood and community to support wellbeing.

We will create wellbeing services in or close to people's communities so that people can access support for a range of lifestyle issues which allows them to manage these better themselves.

We will work with parents, families and early years, school and college settings to promote wellbeing for all our children.

We will work with the business community to create healthy workplaces.

We will build support and capacity in all our neighbourhoods to support wellbeing and independence and build social capital for older people and their families recognising the importance of intergenerational support and cultural and ethnic diversity.

### **Single Point of Access and Triage**

We will establish a single point of access for all health and care services in the City; people and their families will find it easier to understand, access and contact services and will be enabled to manage their own support. They will have access to information and advice and only tell their story once.

We will bring together 111 and current primary care out-of-hours provision for the City to be part of the single point of access to care, ensuring it is part of the overall primary care offering in the City.

This single point of access will also deliver the primary triage, assessing health and care need and directing people to the best service based on that assessment. Currently the 111 service is a primary triage service based on clinical pathways, however these are not yet comprehensive or efficient enough to deliver the type of triage service required for the City. Our aim is that a person receives the same level of primary triage regardless of which service they choose to access – and regardless of whether it is by walking in or by telephone or online.

### **Keeping Independence**

We will improve the range of services people can access to maintain their independence, whether this be in their community, at home or in the place they usually live and work.

We will make more use of personal budgets routinely across health care – people, their families and their carers will have more control, choice and flexibility over the support they receive

### **Establishing Community Hubs**

We will create single health & care teams based within key City localities or 'community hubs'; these teams will act as one and include a range of skills and services including primary and hospital care, social care, well being & self care, mental health (including elderly mental health) and community therapies (such as physiotherapy, occupational therapy). These teams will be seen as the same as and part of primary care services in the City.

We will do away with multiple assessments that duplicate, establishing a single assessment framework to reduce the number of times people and their carers or family have to tell their story.

We will place more specialist services in the same localities as the community teams so that professionals have direct access to the right type of support to better manage the care of people – including ambulatory care, reablement and rehabilitation

services and also a range of diagnostic services. In particular, we will move the delivery of services for frail, older people out of the hospital setting into services that deliver within the community hub, GP practices and within the person's own home or community (including care homes). This 'frailty service' will include a strong prevention element to its work, keeping people as active as possible and reducing, for example, the amount of falls experienced by older people in the City.

Through the community hubs, we will also establish a 7-day per week health and care service for the City, ensuring those services that are needed by the City are open 7-days-per week and across a 24hr period. In particular, we will prioritise those services that enable people to have a quicker discharge from hospital as well as avoid unnecessary admissions at weekends.

In building this single health & care service, we will collaborate with the well-established range of voluntary, community and not-for-profit services in the City so that they form a key part of the support available and are integrated with the community health & care teams to deliver parts or the whole of people's care.

We will also simplify the range of urgent care services so that when people require health or care support on an urgent basis it is clear where they can get this; this will include access to primary care on an urgent basis as well as services that can deal with minor injuries and emergencies 24/7. We will base these urgent care services next to the locality community services and within community hubs, making it clearer for people where services can be accessed as well as making best use of shared support services, diagnostics and the public sector estate. We want to enable our existing primary care services to provide the urgent care in-hours (and potentially out of hours) provision where this is sustainable; this may involve GP practices coming together to collectively provide services in partnership with other providers.

Ambulance services (including 999 call handling) will become much more a part of the urgent care service in the City; we will organise ambulances not just to convey people to hospital but also to other locations where there will be services better able to provide for the person than a hospital stay, including the community hubs.

We will include 111 and current out-of-hours provision for the City in our single urgent care service and ensure it is part of the overall primary care offering in the City, with services out-of-hours delivered from the community hubs but accessed via the 111 service.

We will bring together services for children, adults and older people where there is commonality of provision – meaning that we will offer an ageless service and a family-centred approach where there is no case for a distinction between age groups to be made; however we will clearly maintain more specialist services for different age groups where this is required (e.g. frailty services, paediatric services etc).

We will provide excellent support for families with children with special needs working closely with schools and third sector organisations as well as health and care services. We will provide better integrated care with people with co-morbidity and recognising the importance of mental wellbeing as well as physical wellbeing.

### **Creating a Different Primary Care Service**

We will create a different primary care service for the City, one that retains the GP as the basis for the service but with a wider workforce which sees individual GP practices working together or merging to provide services collectively for the City. Primary care will be delivered as part of the single community teams but will also offer specific GP services in localities (similar to practices currently).

For people who need to access primary care, we will join up in-hours and out-of-hours health & care so that access to urgent primary care appointments are seen as part of the overall urgent care service.

We will create a different type of workforce for delivering primary care for the City, one which will draw upon existing professions such as nursing, social work, emergency care and pharmacy to deliver primary care alongside GPs to ensure we have a workforce that can deal with the needs of the City. As part of this we will support the development of a 'specialist primary care' workforce, enabling GP and other primary care practitioners to create portfolios, to specialise in areas of interest or take on salaried roles; this will help with career and workforce development but also create Portsmouth as an attractive city in which to develop a health & care career.

We also believe it is time to give primary care access to a range of diagnostic tests which, currently, require a referral to a hospital service. We will establish within the community hubs diagnostics directly accessible by GPs. The same diagnostics will also be available to the single community teams and urgent care services operating in the same hub. We will ensure access to diagnostics includes access to advice and guidance by specialists.

In order to do this, we will use the commissioning powers within the City to help primary care decide how it can provide services at a larger scale than currently. We will enable GP practices to speak and act as a single voice for primary care provision in the City and we will support those in primary care who want to innovate and change.

### **Changing the Nature of Hospital Care**

Hospital care will become more focused around planned (elective) care where such an acute intervention is clinically correct and where people have been seen and assessed within their primary care service. By its nature, a single health and care service for the City will be less hospital-centric; in order to do this we will require hospital clinicians to be working together with GPs and other out of hospital professionals to determine and manage the changes.

Trauma and emergency medicine will continue to be provided by hospital specialists, as will a range of complex specialist services. However, we will seek to make available the model of acute care for the City that is supported by good evidence; this may mean hospitals working as networks so that local people can access the best of specialist hospital care elsewhere in the region to improve their outcomes.

The majority of community mental health care will form a part of the single service offered within communities and within hubs. However, there will always remain a need to provide inpatient care for some people, within dedicated specialist services staffed with experts or offering specific services such as forensic mental health, dementia care or services working with the police for the proper care of people with mental health problems who are detained.

### **Delivering Social Care for the Future**

We will create better opportunities for our children and young people, and reduce the numbers of children in care, in the offender system and young people not in education, employment or training.

We will create better opportunities for our most vulnerable members of the community including those with mental health problems, addiction problems or with learning difficulties.

We will work with employers and work support agencies to support those people with health problems to remain in employment where possible.

We will continue to develop resources and capacity to support older people, especially for those with health problems including dementia and their carers.

**Multi-disciplinary Teams for Children and Families**

Co-located and integrated children's specialists will be part of the model. The current work to establish Multi-Agency Teams will continue but over time will become part of the broader Community Hubs.

We will ensure that in the design of the offer for children and families that our safeguarding children processes and practice remain robust and that there is a clear support pathway for children not just from primary care but also from nurseries, schools, colleges and the police.

We will ensure that the offer for children and families is family-focussed and fully integrates services for vulnerable parenting adults, notably around substance misuse, mental health, learning disability and domestic abuse.

In designing the offer for children and establishing the single provider, we will ensure that there are clear lines of accountability for risk around safeguarding and for the quality of services inspected by Ofsted.

**How We Will Establish a City Approach to Strategic Planning, Prioritisation and Commissioning**

Establishing a single health & care service for Portsmouth will require a joined up approach to planning, prioritisation and commissioning across the current public sector organisations. We will establish a single approach to strategic planning and commissioning for Portsmouth, bringing together functions and expertise from NHS Portsmouth CCG and Portsmouth City Council into a single service. We will develop the role of the Portsmouth Health and Wellbeing Board to act as the single statutory Board for setting strategy, decision making, allocating resource and prioritisation for health and care in Portsmouth.

We will bring together how we use the information and expertise we have available to us currently – such as planning, commissioning and contracting services within the public sector but also the City's Joint Strategic Needs Assessment (JSNA), our Public Health capability and our developing approach to outcomes-based and population-based contracting.

**How We Will Make Better Use of Public Sector Expertise and Support Services****Using Technology**

We will establish a single IT system for the City that can work across all health and care providers so that each person has a single care record which can be accessed by those who are providing their care. We will give people access to their own care record as well as giving them direct control over who else can access their record.

We will actively use current and future technology to support people to care for themselves or access services including the use of mobile apps, telehealth/care but also using technology to allow people to self-triage and book appointments for care.

**Making Better Use of the Public Estate**

In establishing a single health & care service for the City, we will review and manage the totality of the health & care estate in Portsmouth, including establishing ways of supporting current GP practices with their primary care estate. The City's total public sector estate will be used to enable our delivery of a health and care service but also will be our first point of call for the location of any specialist, support or management services.

In particular, we will maximise the use of key strategic sites for health and care in the City including (but not limited to) St Mary's campus, Civic Offices and Queen Alexandra Hospital. We will also maximise the use of community space to build capacity for community based organisations and activities.

## **Growing Our Workforce**

We will not assume that tomorrow's health & care service will be provided simply by bringing together today's workforce, professions and services and requiring these to work differently or for longer hours; we cannot build a sustainable service for the future on this basis.

We will thus develop a workforce that matches the differing types of delivery this future model requires. Working with local and regional education providers as well as the national professional bodies we will aim to 'grow our own' workforce – ensuring that we not only design new roles but also establish the means by which they are trained and developed.

It is likely that our future workforce will include the following features:

- The right knowledge, skills and expertise to deliver their role
- Not constrained by current organisational forms and boundaries but working within the Portsmouth model of care
- Primary care specialists or consultants, able to work across the acute, community and social care sectors to manage the complete care of the individual
- Flexibility for professionals to portfolio work, mixing more general care delivery with specialist expertise

Our aim will be that the local health and care workforce expresses pride in the work they do, feels valued and sees Portsmouth as a place to work, pursue their career and live.

## **How We Will Deliver the Changes**

### **Priority areas for work**

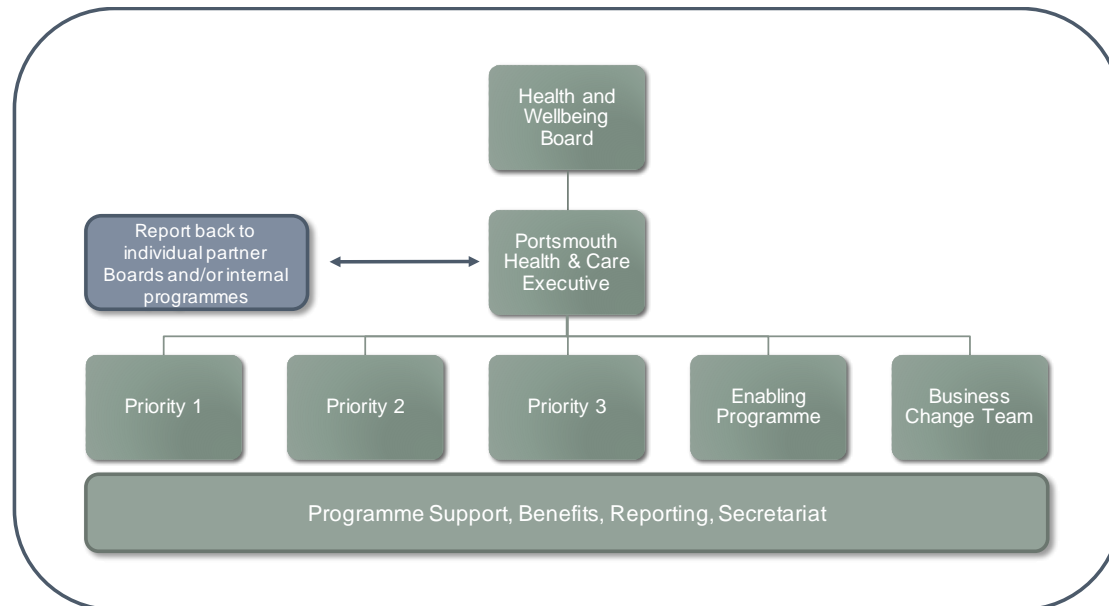
The City health & care partners are currently reviewing our individual work programmes to identify the level of alignment with this Blueprint. Our aim is to refocus the capability and capacity that exists within the City to deliver this Blueprint. This will require prioritisation of effort, a review of key roles and will lead to the cessation or slowing of work programmes that do not enable us to deliver this model of care. Our aim will be to use the capacity and expertise we already have in the City and minimise the expense to the taxpayer of implementing these changes.

### **Delivery Arrangements and Change Team**

The scale of change we are aspiring to achieve will require us to collectively establish a City programme based on the priorities and phasing of the changes we have agreed to deliver.

Figure 5 below gives a broad overview of how this programme might look; a more detailed work-up of this programme will be completed by the end of September but many of its elements are already in place (eg Health & Care Executive, Better Care Fund, Children's Programme, Commissioning programmes).

Figure 5: The Portsmouth Change Programme Structure



Programmes do not deliver change in isolation. Using good practice (such as Portfolio Management techniques), we will establish a single change team to run this programme by using existing roles, people and resource available across our organisations in the first instance.

These changes will be delivered whilst also maintaining the delivery of ‘business-as-usual’ in our services. This will require engagement and use of our best operational managers within this change programme. We will achieve this by having a defined Business Change Team within the programme – using experienced operational and commissioning managers to ensure the changes being developed by the programme can be introduced to our services. This also ensures the change programme benefits from having the experience of people who manage and deliver our services involved in delivering change.

### Engagement and Consultation

Whilst a great deal of engagement, discussion and consultation has already occurred with people and staff in Portsmouth – this has tended to be about specific service changes. There has been some engagement with broader strategic direction – such as children’s services and the Better Care Programme. However we have yet to engage people in shaping and delivering this broader programme that seeks to transform how health and care is delivering in the City.

We will this establish a specific communications and engagement Workstream as an early priority. This will utilise resource, expertise and work already in place – on work such as Better Care, children’s transformation, Wellbeing services etc – refocusing this to ensure routine engagement and communications about this Portsmouth Blueprint.

We also believe that Healthwatch Portsmouth must be a key partner in this change programme to gain their early input and steer about how we go about this broader engagement work.

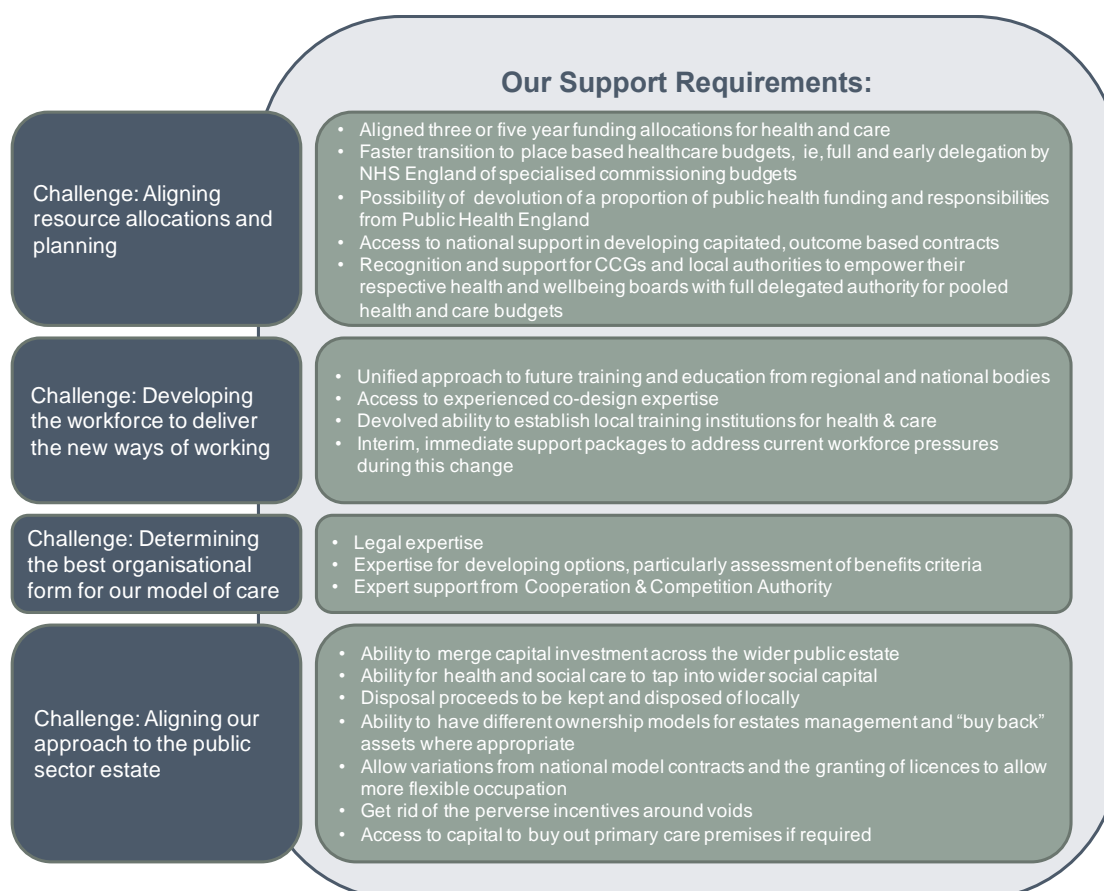
### Our Challenges and Support Requirements

Changing services at this scale will require taking challenging local decisions. Whilst there is much within our current powers that will enable to us to do this, we do and will have requirements for support from other organisations outside Portsmouth, including central government.

These support requirements are currently being considered for inclusion within a wider proposal for devolved powers and authority to a wider Hampshire and Isle of Wight governance model.

Figure 6 below lists some immediate challenges to enacting this Blueprint and proposes the potential support required for our local plan

**Figure 6: Our Challenges and Support Requirements**



## The Journey Towards Change

Whilst the change programme will define in detail the main actions and timescales (or milestones) required to deliver this ambitious transformation in health and care for Portsmouth, we will identify and agree a set of top level milestones by which we will judge collectively whether we are on track. This will be particularly important for the first 12-18 months as the programme begins to tackle fundamental issues such as pooled finances, risk shares, organisational form and individual roles.

The Portsmouth Health & Care Executive are currently reviewing and agreeing proposed top level milestones for this first 18 month period and these can be reported to a future Health & Wellbeing Board.

Innes Richens, Chief Operating Officer, NHS Portsmouth Clinical Commissioning Group

**On behalf of the Portsmouth Health & Care Executive**

September 2015

## **Appendix 4**

### **Director of Adult Social Services and CCG Chief Operating Officer - Comparative Data**

#### **Responsibilities of DASS:**

- Accountability of assessing local needs and ensuring availability and delivery of a full range of adult services;
- Professional leadership, including workforce planning;
- Leading the implementation of standards;
- Managing cultural change;
- Promoting local access and ownership and driving partnership working;
- Delivering an integrated whole systems approach to supporting communities;
- Promoting social inclusions and wellbeing.

#### **Responsibilities of CCG Chief Operating Officer**

The CCG categorise work within portfolios and have recently reviewed the allocation of work across the portfolios.

- Overarching strategy
- Transformation Programmes
- Commissioning for:
  - Mental health & LD services
  - Children
  - Continuing healthcare
  - Out of hospital care
  - Urgent care
- CSC management
- Quality, Safety and Safeguarding
- Patient and Public Engagement
- Communications & Engagement
- Equality & Diversity
- FOIs & Complaints
- Risk Management
- Emergency Planning (EPRR & BCP)

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