







## WEST NORTHAMPTONSHIRE JOINT COMMITTEE

Tuesday, 26 March 2019

The Jeffrey Room, The Guildhall, St. Giles Square, Northampton, NN1 1DE 6:00 pm

Ian Vincent George Candler Theresa Grant Richard Ellis Daventry District Council Northampton Borough Council Northamptonshire County Council South Northamptonshire Council

Councillor Chris Millar
Councillor Adam Brown
Councillor Alan Chantler
Councillor Ken Ritchie
Councillor Jonathan Nunn
Councillor Phil Larratt
Councillor Stephen Hibbert
Councillor Danielle Stone
Councillor Matt Golby
Councillor Richard Auger
Councillor Stephen Legg
Councillor Suresh Patel

Daventry District Council
Daventry District Council
Daventry District Council
Daventry District Council
Northampton Borough Council
Northampton Borough Council
Northampton Borough Council
Northampton Borough Council
Northamptonshire County Council
Northamptonshire County Council
Northamptonshire County Council
Northamptonshire County Council

Councillor Ian McCord Councillor Rebecca Breese Councillor Peter Rawlinson Councillor Chris Lofts South Northamptonshire Council South Northamptonshire Council South Northamptonshire Council South Northamptonshire Council

If you have any enquiries about this agenda please contact democraticservices@northampton.gov.uk or 01604 837722

#### **SPEAKING AT WNJC MEETINGS**

If you wish to speak at the West Northamptonshire Joint Committee meeting please contact <a href="mailto:democraticservices@northampton.gov.uk">democraticservices@northampton.gov.uk</a> or call 01604 837722

#### WEST NORTHAMPTONSHIRE JOINT COMMITTEE

Your attendance is requested at a meeting to be held: in The Jeffrey Room, The Guildhall, St. Giles Square, Northampton, NN1 1DE

on Tuesday, 26 March 2019 at 6:00 pm.

#### **AGENDA**

- 1. APOLOGIES
- 2. APPOINTMENT OF THE CHAIR OF THE WEST NORTHAMPTONSHIRE JOINT COMMITTEE
- 3. APPOINTMENT OF THE VICE CHAIR OF THE WEST NORTHAMPTONSHIRE JOINT COMMITTEE
- 4. QUESTIONS FROM PUBLIC AND MEMBERS
- 5. DECLARATIONS OF INTEREST
- 6. TERMS OF REFERENCE
- 7. COMMITTEE STANDING ORDERS
- 8. LGR UPDATE
- 9. SET UP TASK AND FINISH GROUPS
- 10. SCHEDULE OF MEETINGS
- 11. MATTERS OF URGENCY WHICH BY REASON OF SPECIAL CIRCUMSTANCE THE CHAIR IS OF THE OPINION SHOULD BE CONSIDERED

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#### WEST NORTHAMPTONSHIRE JOINT COMMITTEE

#### 26 March 2019

Report Title	WEST NORTHAMPTONSHIRE JOINT COMMITTEE -	
	TERMS OF REFERENCE	

AGENDA STATUS: PUBLIC

#### 1. Purpose

1.1 The purpose of this report is to set out the Terms of Reference for West Northamptonshire Joint Committee (WNJC) and ask the WNJC to note its Terms of Reference.

#### 2. Recommendations

It is recommended that the WNJC:

- 2.1 note the agreed Terms of Reference of the WNJC.
- 3. Issues and Choices

#### 3.1 Report Background

- 3.1.1 In August 2018, seven Councils in Northamptonshire resolved to submit a joint proposal ("Joint Proposal") for two new unitary authorities covering the County to the Secretary of State for Housing, Communities and Local Government. That proposal was duly submitted and is now for the Secretary of State to consider.
- 3.1.2 One of the proposed unitary authorities comprised the current administrative areas of Daventry, Northampton and South Northamptonshire (referred to as "West Northamptonshire") which would discharge all local government functions of county and district councils.
- 3.1.3 The Secretary of State's consideration of the Joint Proposal, could ultimately lead to a Parliamentary decision to establish a new unitary authority for West Northamptonshire in spring 2020, with a shadow unitary authority as the interim transition body later in 2019.

3.1.4 The WNJC was therefore established in early 2019 by Daventry District Council, Northampton Borough Council, South Northamptonshire Council and Northamptonshire County Council to discharge functions related to possible local government reorganisation in Northamptonshire.

#### 3.2 Issues and Choices

- 3.2.1 A set of draft Terms of Reference for the WNJC was presented to each of the constituent Councils in early 2019. Each of the constituent Councils agreed the draft Terms of Reference which have now therefore become the agreed the Terms of Reference for the WNJC.
- 3.2.2 It is recommended that the WNJC note the agreed Terms of Reference of the WNJC, which are at Appendix 1.
- 3.2.3 If a shadow authority is created as expected later this year, the duration of the WNJC will be short. The WNJC has not been given wide-ranging responsibilities. The agreed Terms of Reference of the WNJC include a number of activities that the WNJC will need to undertake in advance of the possible creation of a shadow unitary authority for West Northamptonshire in order to implement any Structural Changes Order requirements when approved. Therefore, the WNJC will discharge primarily influencing functions within its limited remit and the majority of its work will be carrying out preparatory work for and making recommendations to the shadow authority.
- 3.2.4 The agreed Terms of Reference for the WNJC could be amended in the future if considered necessary. For example, this may become necessary if the shadow authority is established later than anticipated, which would mean the lifespan of the WNJC would increase. Amending the Terms of Reference would require each of the Councils to seek approval of any proposed change through their own formal governance processes.

#### 4. Implications (including financial implications)

#### 4.1 Policy

4.1.1 There are no specific policy implications arising directly from the recommendation. The recommendation only asks the WNJC to note the Terms of Reference which have already been agreed. The recommendation is made pursuant to previous decisions of the constituent Councils relating to potential local government reorganisation and specifically decisions relating to the establishment of the WNJC and the setting of its Terms of Reference.

#### 4.2 Resources and Risk

4.2.1 There are no specific resource implications arising from this report. Resources for the work of the WNJC to carry out the activities outlined in the Terms of Reference will be drawn from the four Local Authorities that make up the WNJC. Any external expertise may be drawn upon as required and will be funded through the Local Government Reorganisation Programme.

#### 4.3 Legal

- 4.3.1 Section 101(5) of the Local Government Act 1972 enables a local authority to enter into arrangements for the discharge of its functions jointly with, or by, one or more other authority. Under Section 102 of the 1972 Act, local authorities are empowered to appoint joint committees to discharge functions of the councils or to advise the councils.
- 4.3.2 In early 2019, each of the Councils that is a member of the WNJC delegated those functions to the WNJC as set out in the Terms of Reference.

#### 4.4 **Equality and Health**

4.4.1 There are no equality and health implications arising directly from this report.

**Francis Fernandes Borough Secretary and Monitoring Officer Northampton Borough Council** 

Tel: 01604 837334









## West Northamptonshire Joint Committee Terms of Reference

- 1. To consider and recommend a Constitution to be adopted by the Shadow Authority at its inaugural Full Council meeting.
- 2. To consider and recommend a Members Code of Conduct to be adopted by the Shadow Authority at its inaugural Full Council meeting.
- 3. To agree and undertake the recruitment process for the selection of the posts of Interim Head of Paid Service, Interim Chief Finance Officer (section 151 Officer) and Interim Monitoring Officer for the Shadow Authority and recommend to the Shadow Authority at its inaugural meeting nominations for the three interim statutory Officers.
- 4. To consider and recommend to the Shadow Authority at its inaugural meeting a nomination for the post of Returning Officer.
- 5. To monitor and seek to mitigate any potential risks associated with the Local Government Reform programme (LGR), the creation of a Shadow Authority and creation of a unitary authority for West Northamptonshire and to establish/agree relevant protocols or process's to manage the risks to LGR.
- 6. To establish and propose a Calendar of Meetings for the Shadow Council for adoption at its inaugural meeting.
- 7. To respond to consultations on the content of orders, consents or any other matters where specifically requested to do so by the West Steering Group.
- 8. To establish/agree any protocol or process which, if not implemented timeously, may threaten the establishment of a Unitary Council within the deadline set by the Secretary of State.
- 9. To receive recommendations/reports from work streams that require Joint Committee approval so long as those relate to the Joint Committee's terms of reference referenced above.
- 10. To agree the process for an independent review of a scheme of Members Allowances for the Shadow Authority, including the setting up of an Independent Remuneration Panel and to recommend to the Shadow Authority a scheme of Members Allowances for adoption at its inaugural meeting.

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#### WEST NORTHAMPTONSHIRE JOINT COMMITTEE

#### 26 March 2019

Report Title	WEST NORTHAMPTONSHIRE JOINT COMMITTEE -	
	STANDING ORDERS	

AGENDA STATUS: PUBLIC

#### 1. Purpose

1.1 The purpose of this report is to set out the Standing Orders for the West Northamptonshire Joint Committee (WNJC) and ask the WNJC to note its Standing Orders.

#### 2. Recommendations

It is recommended that the WNJC:

- 2.1 notes the agreed Standing Orders for the WNJC.
- 3. Issues and Choices

#### 3.1 Report Background

3.1.1 A "West Northamptonshire Joint Committee" of 16 seats (4 per council) has been established by Northampton Borough Council, South Northamptonshire Council, Daventry District Council and Northamptonshire Council, effective from 28 February 2019, with delegated functions.

#### 3.2 Issues and Choices

- 3.2.1 A set of draft Terms of Reference for the WNJC was presented to each of the constituent Councils in early 2019. Each of the constituent Councils agreed the draft Terms of Reference which have now therefore become the agreed Terms of Reference for the WNJC.
- 3.2.2 Councils also delegated powers to their respective Monitoring Officers of the constituent Councils of the WNJC to agree a Joint Committee agreement and Standing Orders and Procedures for the WNJC. The Monitoring Officers

- following extensive discussions and correspondence have agreed the Joint Committee Agreement, which includes the Standing Orders and Procedures.
- 3.2.3 It is recommended that the WNJC notes the agreed Standing Orders of the WNJC, which are at Appendix 1.
- 3.2.4 The agreed Standing Orders for the WNJC could be amended in the future by agreement if considered necessary. For example, this may become necessary if the shadow authority is established later than anticipated, which would mean the lifespan of the WNJC would increase. Amending the Standing Orders would require the agreement of the Monitoring Officers of the constituent Councils of the WNJC.

#### 4. Implications (including financial implications)

#### 4.1 Policy

4.1.1 There are no specific policy implications arising directly from the recommendation. The recommendation only asks the WNJC to note the Standing Orders which have already been agreed. The recommendation is made pursuant to previous decisions of the constituent Councils relating to potential local government reorganisation and specifically decisions relating to the establishment of the WNJC and the setting of its Standing Orders.

#### 4.2 Resources and Risk

4.2.1 There are no specific resource implications arising from this report.

#### 4.3 Legal

- 4.3.1 Section 101(5) of the Local Government Act 1972 and General Power of Competence (GPC) powers under the Localism Act 2011 enable a local authority to enter into arrangements for the discharge of its functions jointly with, or by, one or more other authority. Under Section 102 of the 1972 Act, local authorities are empowered to appoint joint committees to discharge functions of the councils or to advise the councils.
- 4.3.2 In early 2019, each of the Councils that is a member of the WNJC delegated to the Monitoring Officers of the constituent Councils to agree the Standing Orders for the WNJC.

#### 4.4 Equality and Health

4.4.1 There are no equality and health implications arising directly from this report.

Francis Fernandes
Borough Secretary and Monitoring Officer
Northampton Borough Council
Tel: 01604 837334

#### **West Northamptonshire Joint Committee Agreement**

This Agreement is made on

#### Between

- (1) Daventry District Council, Lodge Road, Daventry, NN11 4FP (DDC)
- (2) South Northamptonshire Council, The Forum, Moat Lane, Towcester NN12 6AD (SNC)
- (3) Northampton Borough Council, The Guildhall, St Giles' Square, Northampton NN1 1DE (NBC)
- (4) Northamptonshire County Council, One Angel Square, Northampton, NN1 1ED (NCC)

#### 1. Context and Purpose

- 1.1 In August 2018, six of the District and Borough Councils, together with the County Council, in Northamptonshire resolved to submit a joint proposal for two new unitary authorities covering the county to the Secretary of State for Housing, Communities and Local Government. That proposal was duly submitted.
- **1.2** One of the proposed unitary authorities, (referred to as 'West Northamptonshire'), comprises the current administrative areas of Daventry District, Northampton Borough and South Northamptonshire Councils.
- **1.3** Subject to Parliamentary approval of such a proposal or variation thereof, a new unitary authority for West Northamptonshire would be established, with a shadow unitary authority as the interim transition body.
- **1.4** The councils within West Northamptonshire, together with Northamptonshire County Council ("the Councils") resolved, during February 2019, to form a Joint Committee ("the Joint Committee") to assist with preparations for such a transition.
- **1.5** The Councils are local authorities for the purposes of the Local Government Act 1972 and the Joint Committee is set up under the provisions of s102 of that Act.

- 1.6 It is recognised by all Councils that the Secretary of State for Housing, Communities and Local Government has directed under section 15(5) and (6) of the Local Government Act 1999 that the Commissioners appointed under this direction exercise the following powers in respect of NCC, (referred to as "the Authority" in the below extract from Annex B to the Direction):
  - All functions associated with the governance and scrutiny of strategic decision making by the Authority;
  - All functions associated with the strategic financial management of the Authority, to include:
    - (a) Providing advice and challenge to the Authority in the setting of annual budgets for the Authority;
    - (b) Scrutiny of all in-year amendments to annual budgets; and
    - (c) The power to amend budgets where Commissioners consider that those budgets constitute a risk to the Authority's ability to fulfil its best value duty.
  - All non-executive functions relating to the appointment and dismissal of persons to positions the holders of which are to be designated as statutory officers, to include:
    - (a) The functions of designating a person as a statutory officer and removing a person from a statutory office;
    - (b) The functions under section 112 of the Local Government Act 1972 of -
    - (i) Appointing and determining the terms and conditions of employment of an officer of the Authority, insofar as those functions are exercised for the purpose of appointing a person as an officer of the Authority principally in order for that person to be designated as a statutory officer; and
    - (ii) Dismissing any person who has been designated as a statutory office from his or her position as an officer of the Authority.

NCC is directed to comply with any instructions of the Commissioners in relation to the exercise of the functions specified in Annex B.

**1.7** The primary purpose of the Joint Committee will be to make all necessary preparations for the establishment of any Shadow Authority for the proposed West Northamptonshire Council.

- **1.8** The Joint Committee will facilitate the joint delivery of certain of their functions (the "Delegated Functions") in line with the agreed Terms of Reference set out in Section 2 below.
- 1.9 The Councils have entered into this Agreement in reliance on the rights given to local authorities to undertake administrative arrangements of this nature in sections 101, 102, 112 and 113 of the Local Government Act 1972, together with the General Power of Competence granted by the Localism Act 2011.

#### 2. Functions

#### 2.1 Terms of Reference for Proposed West Northamptonshire Council

- **1.** To consider and recommend a Constitution to be adopted by the Shadow Authority at its inaugural Full Council meeting;
- **2.** To consider and recommend a Members' Code of Conduct to be adopted by the Shadow Authority at its inaugural Full Council meeting;
- 3. To agree and undertake the recruitment process for the selection of the posts of Interim Head of Paid Service, Interim Chief Finance Officer (section 151 Officer) and Interim Monitoring Officer for the Shadow Authority and recommend to the Shadow Authority at its inaugural meeting nominations for the three interim statutory Officers;
- **4.** To consider and recommend to the Shadow Authority at its inaugural meeting a nomination for the post of Returning Officer;
- 5. To monitor and seek to mitigate any potential risks associated with the Local Government Reform programme (LGR), the creation of a Shadow Authority and creation of a unitary authority for West Northamptonshire and to establish/agree relevant protocols or processes to manage the risks to LGR;
- **6.** To establish and propose a Calendar of Meetings for the Shadow Council for adoption at its inaugural meeting;

- **7.** To respond to consultations on the content of orders, consents or any other matters where specifically requested to do so by the West Steering Group.
- **8.** To establish/agree any protocol or process which, if not implemented timeously, may threaten the establishment of a Unitary Council within the deadline set by the Secretary of State;
- **9.** To receive recommendations/reports from work streams that require Joint Committee approval so long as those relate to the Joint Committee's terms of reference referenced above:
- 10. To agree the process for an independent review of a scheme of Members Allowances for the Shadow Authority, including the setting up of an Independent Remuneration Panel and to recommend to the Shadow Authority a scheme of Members Allowances for adoption at its inaugural meeting;
- 2.2 Any variation to the Terms of Reference, which may be discussed and recommended by the Joint Committee, will be subject to approval by the Councils. Any addition/amendment/deletion to the agreed Terms of Reference will not be effective until all these councils have provided consent.

#### 3. Delegations

## From Daventry District Council, Northampton Borough Council Northamptonshire County Council and South Northamptonshire Council

Power	Statutory Reference (as appropriate)	
Authority to prepare and recommend a Constitution to be adopted by the West Northamptonshire Shadow Authority at its inaugural Full Council meeting;	S.37 Local Government Act 1972	
Authority to prepare and recommend a Code of Conduct for adoption by the Shadow Authority at its inaugural Full Council meeting;	S.27 Localism Act 2011	
Authority to agree and oversee the recruitment and selection process to the posts of the Interim Chief Executive,	Ss.4&5 Local Government & Housing Act 1989 S.151 Local Government Act 1972	

Interim Head of Paid Service, Interim Monitoring Officer and Interim Chief Finance Officer for the Shadow Authority and to make recommendations as to the appointments to the Shadow Authority accordingly.  Authority to make a recommendation to the Shadow Authority for the appointment of a Returning Officer for the election of councillors to the proposed unitary authority.	S.35 Representation of the People Act 1983.
Authority to make arrangements for the management of risks associated with the Local Government Reform programme, the creation of a Shadow Authority and creation of a Unitary Council for West Northamptonshire. This includes authority to establish relevant protocols or processes to manage the risks to Local Government Reform.	
Authority to establish and propose a Calendar of Meetings for the Shadow Authority for adoption at its inaugural meeting;	
Authority to respond to consultations by Government or other agencies/bodies on the content of orders, consents or any other matters where specifically requested to do so by the West Steering Group;	
Authority to establish/agree any protocol or process which, if not implemented in a timely manner, may threaten the establishment of a Unitary Council within the deadline set by the Secretary of State;	
Authority to develop recommendations/reports arising from Task and Finish Groups or other	

workstreams that require Joint Committee approval so long as those relate to the Joint Committee's terms of reference referenced above.	
Authority to agree the process for an independent review of a Scheme of Members Allowances for the Shadow Authority, including the setting up of an Independent Remuneration Panel and to recommend to the Shadow Authority a Scheme of Members Allowances for adoption.	Local Government Act 1989 Local Government Act 2000 The Local Authorities (Members' Allowances) (England) Regulations 2003

### From Northampton Borough Council and Northamptonshire County Council only:

Power	Statutory Reference (as appropriate)		
Authority to undertake preparatory work for the recruitment of a permanent Chief Executive, subject to the Shadow Authority having the final say over salary and method of selection.			

#### 4. Funding

- **4.1** With regard to budget setting and planning, the councils will agree each year the amount of funding available to the Joint Committee to carry out its delegated decisions. All funds will be held and administered by the originating authorities and spent in accordance with their respective financial regulations/procedure rules and policies.
- 4.2 The secretariat to the Joint Committee will be provided by NBC and will cover the production and publication of the agenda and papers for the meeting, sending out the meeting summons to those required to attend, receiving and recording questions from the public in advance of meetings and securing the venue, date and time for meetings.

- **4.3** The taking and drafting of Minutes and general administration of the actual Joint Committee meeting will be provided by the host council.
- **4.4** Any Members' costs and expenses resulting from the Joint Committee (including those in relation to Chairman and Vice Chairman) will be funded and administered by their respective authorities.

#### 5. Standing Orders

#### 5.1 Membership

The membership of the Joint Committee shall consist of:

- 4 Elected Members from Daventry District Council
- 4 Elected Members from Northampton Borough Council
- 4 Elected Members from Northamptonshire County Council
- 4 Elected Members from South Northamptonshire Council
- **5.2** Each council will select its membership subject to the respective constitutional and statutory arrangements that apply.
- 5.3 Named substitutes for each council may be provided to cover in the event of apologies being received from a member of the Joint Committee. The number of named substitutes shall be as appointed by the participating councils. The names of the full and substitute membership shall appear on the summons.
- **5.4** A council's representation to the Joint Committee may be amended subject to written confirmation being received by the Monitoring Officer from the respective council's Proper Officer.

#### 6. Quorum

- **6.1** The quorum for meetings of the Joint Committee shall be one quarter of the membership of the Joint Committee (four members), provided that at least one representative from each of the participating councils is present.
- **6.2** If the Chairman counts the number of Members present and declares there is not a quorum present, then the meeting shall stand adjourned for up to thirty minutes.

**6.3** If, after thirty minutes, the Chairman again counts the number of Members present and declares there is not a quorum present, the meeting shall be brought to an end.

#### 7. Rules of Debate

- **7.1** Any Member of the Joint Committee may speak on any business on the published agenda of the committee. Matters not relevant to the business on the agenda will not be permitted.
- **7.2** A Member may only speak once on a motion and amendment except:
- **7.2.1** The mover may reply to the debate but, in doing so, may only answer statements and arguments made in the course of the debate. He/she may not introduce any new matter;
- **7.2.2** The mover of a motion may speak during the debate on any amendment to the motion:
- 7.2.3 A Member who has already spoken may speak on a point of order or may, at the Chairman's discretion, explain any statement made by them which they believe has been misunderstood;
- **7.2.4** The Chairman may speak before the mover of the motion or amendment replies to the debate;
- **7.2.5** A Member seconding any motion or amendment may reserve their right to speak later.

#### 8. Commissioners to Address the Committee

**8.1** The Commissioners appointed by the Secretary of State to NCC (referred to in para 1.6 above) shall be entitled to speak at any meeting of the Joint Committee but are not members of the Joint Committee.

#### 9. Relevance

**9.1** Every Member who speaks must direct his/her speech strictly to the motion or matter under discussion, or to a motion or amendment which he/she moves, or to a point of order.

#### 10. Points Of Order

10.1 Any Member wishing to raise a point of order must say at the outset the legislation, Standing Order or rule of debate which they believe has been infringed. Every point of order will be decided immediately by the Chairman, in consultation with the Monitoring Officer as necessary, whose decision will be final.

#### 11. Length of Speeches

- **11.1** Except with the consent of the Chairman, the following time limits will apply to speeches:
- **11.1.1** The mover of a motion or an amendment (5 minutes)
- **11.1.2** The mover of a motion either speaking to an amendment or replying to the debate (3 minutes)
- **11.1.3** The mover of an amendment replying to the debate on the amendment. (3 minutes)
- **11.1.4** The seconder of a motion or an amendment (3 minutes)
- **11.1.5** A Member speaking on a report or in a debate (3 minutes)
- **11.1.6** A Councillor of any of the participating councils who is not a Member of the Joint Committee, or a member of the public (3 minutes)

#### 12. After Reply Debate Is Closed

**12.1** After the reply is made, the motion or amendment under discussion will be put from the Chair.

#### 13. Motions and Amendments

- **13.1** Every motion or amendment must be moved and seconded and, if the Chairman requires, must be submitted in writing and read aloud before it is put to the meeting.
- **13.2** A Member may not move or second more than one amendment on any motion.
- **13.3** Once moved and seconded, a motion or amendment may not be withdrawn without the consent of the Joint Committee.
- **13.4** With the consent of the Joint Committee, a Member may:
- **13.4.1** Alter a motion of which they have given notice; or
- **13.4.2** With the consent of their seconder, alter a motion which he/she has moved.

(In either case, the alteration must be one which could be made as an amendment under the following Standing Order).

#### 14. Amendments

- **14.1** Every amendment must be relevant to the motion under discussion and will either:
  - Refer the matter to an appropriate body or individual for consideration or reconsideration;
  - Leave out words;
  - Add words, or
  - · Leave out words and add others.
- **14.2** An amendment which forms the negative of the motion will not be allowed.
- **14.3** Whenever an amendment has been moved and seconded, no subsequent amendment may be moved until the first has been dealt with.

- **14.4** If an amendment is lost, other amendments may be moved on the motion.
- **14.5** If an amendment is carried, the motion as amended will become the substantive motion on which further amendments may be moved.

#### 15. Procedural Motion

#### "That the question be now put"

- **15.1** Any Member may, at the close of the speech of another Member, move "That the question be now put".
- **15.2** If the Chairman considers, in their absolute discretion, that there has been adequate debate, they may put the motion "That the question be now put" without debate. If the motion is carried:
- **15.2.1** The Chairman may speak to the motion or amendment under debate, if they have not already spoken; and
- **15.2.2** The mover of the motion or amendment may reply.
  - **15.3** The motion or amendment will then be put.

#### 16. Interruptions and Disorderly Conduct

- **16.1** If a member of the public interrupts the proceedings at a meeting, the Chairman may ask them not to interrupt.
- **16.2** If the interruption continues, the Chairman may order their removal from the room.
- **16.3** If there is general disturbance in all or part of the public gallery, the Chairman may order that part to be cleared.
- **16.4** If a Member behaves in a disorderly or disruptive manner, any Member may move, with the consent of the Chairman, "That the named Member be not further heard". If this motion is seconded it will be put to the vote and determined without discussion.

**16.5** If the motion is carried and the misconduct continues the Chairman may adjourn or suspend the sitting of the Joint Committee for as long as he/she considers appropriate.

#### 17. Minutes

**17.1** The Joint Committee shall be requested to approve the minutes of their previous meeting. The Chair shall sign a copy of the previous meeting's minutes once agreed by Members.

#### 18. Calling of meetings

**18.1.1** The chairman of the joint committee or, if the office of chairman is vacant, the vice-chairman of the joint committee may call a meeting of the joint committee at any time.

#### 18.1.2 If-

- i. The chairman or the vice-chairman, if the office of chairman is vacant, refuses to call a meeting of the joint committee after a requisition for that purpose, specifying the nature of the important or urgent business, and signed by six members of the joint committee from at least three constituent authorities, has been presented to him; or
- **ii.** Without so refusing, the chairman or, as the case may be the vice-chairman, does not call a meeting within seven days after such requisition has been presented to him,
  - any five members of the joint committee on that refusal or on the expiration of seven days, as the case may be, may call a meeting of the joint committee.
- **18.1.3** At least five clear days before a meeting of the joint committee
  - i. Notice of the time and place of the intended meeting shall be published at the offices of each constituent authority and, where the meeting is called by the members of the joint committee, the notice shall be signed by those members and shall specify the business proposed to be transacted at that meeting; and

- ii. A summons to attend the meeting, specifying the agenda for that meeting, and signed by the chairman, or in his absence, the vice-chairman, shall be distributed to every member of the joint committee with a copy to the proper officer of every constituent authority.
- **18.1.4** Lack of service of the summons in accordance with paragraph 18.1.3 ii shall not affect the validity of a meeting.
- **18.1.5** No business shall be transacted at a meeting called by the members of the joint committee other than that specified in the agenda.

#### 19. Summons and Agendas

- **19.1** The Joint Committee is subject to the Local Government Act 1972 (as amended). The summons and agenda for meetings of the Joint Committee will be published 5 clear days prior to the date of the meeting.
- **19.2** The summons and agenda will be issued by the lead Monitoring Officer for West Northamptonshire who shall act as Proper Officer.
- **19.3** The summons and agenda will be uploaded onto the website of each partner council or a link provided to the host website.

#### 20. Exclusion of Press & Public

20.1 Members of the press & public may be excluded from all or part of the meeting subject to the Local Government Act 1972 (as amended). A vote by Members to exclude the press & public will be taken as appropriate.

#### 21. Venue(s)

- **21.1** The meeting of the Joint Committee will rotate among the offices of the participating councils in the following order:
  - 1. Northampton Borough Council
  - 2. Daventry District Council
  - 3. South Northamptonshire Council
  - 4. Northamptonshire County Council

#### 22. Timing of Meetings

- **22.1** Meetings of the Joint Committee will normally commence at 6.00 p.m.
- **22.2** Where it is necessary to do so, a meeting can commence at a different time as long as this is clearly indicated on the summons issued. Once a summons is issued there can be no amendment to the date and time of the meeting.

#### 23. Chair & Vice Chair

- 23.1 At its first meeting the Joint Committee will elect a Chair from its membership and appoint a Vice Chair. Only full members of the Joint Committee may be elected Chair or appointed Vice Chair. The normal period of office will be for the duration of the Joint Committee or one year, whichever is the shorter.
- **23.2** The Chair and the Vice Chair shall not be representatives of the same local authority.
- **23.3** In the absence of both the Chair and Vice Chair from a meeting those present may appoint a Chair from their number for the duration of that meeting or until the Chair or Vice Chair joins the meeting.
- **23.4** The Chair of the meeting will be responsible for ensuring the agenda business is dealt with in an orderly and efficient manner and to ensure the good conduct of members, Officers, press & public attending.
- **23.5** The Chair shall have the final say at the meeting on the application of standing orders and ensuring the efficient conduct of agenda business.

#### 24. Voting

- **24.1** Matters requiring determination shall be decided by a simple majority of those Joint Committee members voting and being present in the room at the time the question is put and indicated by a show of hands. If there are equal number of votes for and against a proposal the Chair will have a casting vote.
- **24.2** A recorded vote will be taken where a majority of those members present request it.

- **24.3** Where any Joint Committee member requests it immediately after the vote is taken their vote shall be so recorded in the minutes to show whether they voted for or against the motion or abstained from voting.
- 24.4 If there are more than two people nominated for any position to be filled and there is not a clear majority of votes in favour of one person, then the name of the person with the least number of votes will be taken off the list and a new vote taken. The process will continue until there is a majority of votes for one person.

#### 25. Questions from Non-Member Councillors and the Public

- **25.1** The public and Councillors of any of the participating authorities who are not Members of the Joint Committee, may direct questions to the Joint Committee in relation to items to be discussed by the Committee and listed on the agenda.
- **25.2** Questions to the Committee must be made in writing (or by email) to the Proper Officer (Monitoring Officer) at least 2 clear working days prior to the day of the Committee meeting.
- **25.3** Those putting a question to the Committee shall restrict their comments to the business to be discussed. No supplementary question may be asked unless it is to seek clarification of the answer given.
- **25.4** The Chair of the Committee meeting has discretion to extend or terminate the period of participation, which shall normally be set at 15 minutes for Non-Member councillors and 15 minutes for members of the public, if it is felt reasonable and proportionate to do so.

#### 26. Duration of Meeting

**26.1** No meeting of the Joint Committee shall exceed 2 hours unless a majority of those attending vote to continue. When agreeing to continue the meeting a new closure time will be agreed, if this is reached a further vote to extend the meeting may be taken.

#### 27. Task and Finish Groups

- **27.1** The Joint Committee may create and appoint membership to Task and Finish groups.
- **27.2** These groups do not have delegated decision-making powers but are to formulate proposals and recommendations for determination by the Joint Committee.
- **27.3** Task and Finish groups are not subject to the Local Government Act 1972 (as amended).
- **27.4** The Joint Committee will appoint from its membership a councillor to chair any Task and Finish group.
- **27.5** Stakeholders and external bodies may attend Task and Finish group meetings by invitation to act as expert witnesses.

#### 28. Agenda Protocol

- **28.1** All items for decision must be clearly itemised on the agenda of the meeting and will be as issued by the:
  - Monitoring Officer (or if absent their nominated deputy).
- **29.2** The Joint Committee should ensure when considering an item for decision that the relevant professional advice has been provided either within the report or at the meeting where the report is considered.
- **28.3** Each agenda item should include a covering report, containing all relevant information, options and implications relating to the matter to be determined.
- **28.4** The advice of relevant officers or external consultants should be taken into account when considering an item for determination.
- **28.5** Each agenda item should include a clear and concise recommendation.
- 28.6 Agenda items should relate to the Committee's agreed Terms of Reference.
- 28.7 The assumption will be that reports submitted to the Joint Committee shall be open to the press & public unless application of an exemption clause is

necessary. The Monitoring Officer will advise the Joint Committee on this matter ensuring any decision to exempt an item of agenda business is lawful and proportionate.

#### 29. Code of Conduct

- **29.1** A member of the Joint Committee will be subject to the Members' Code of Conduct of their respective council whilst participating in meetings of the Committee.
- **29.2** The conduct of meetings and the interpretation of these Standing Orders are at all times a matter for the Monitoring Officer.

#### 30. Duration

**30.1** The Joint Committee shall be constituted at its first meeting and remain in force until the Shadow Authority for West Northamptonshire is constituted, subject to Clause 31 (Termination) below.

#### 32. Termination

**32.1** At any time any participating Council may give [3] months' notice in writing to the other Councils of its intention to withdraw from the Joint Committee. If this notice is properly given, the Joint Committee will cease to exist on the expiry of the notice period and the functions delegated to it will each revert back to the relevant delegating authority.

#### 33. Dispute Resolution

33.1 If at any time any dispute or difference shall arise between the Councils or any of them which they are not able to resolve in accordance it same shall be referred to and settled by a single arbitrator to be appointed by agreement by the Councils; or in default of agreement, nominated on the application of any of the Councils by the Secretary of State. Each Council agrees to bear its own costs incurred in conducting the arbitration.

Signed for or on behalf of
Northamptonshire County Counci
Northampton Borough Council
South Northamptonshire Council
Daventry District Council

# Local Government Re-organisation in Northamptonshire

26 March 2019

- Max Caller Report: March
- Invitation from the Sec of State: April
- Proposal submitted to Secretary of State (from 7 LAs): 31st August
- Government consultation launched: end of November

# The journey so far: Key events in creating new authorities - 2019

- Government consultation concluded: 25th January
  - (Note: all of the following subject to the amount of parliamentary time available)
- Government decision expected before Easter recess of Parliament (i.e. late March/ early April)
- Structural Changes Orders (SCO) laid before Parliament: post Easter
- Completion of parliamentary process on SCO expected by the end of June
- First meeting of the Shadow authorities: 14 days after SCO formally agreed (estimating early July)

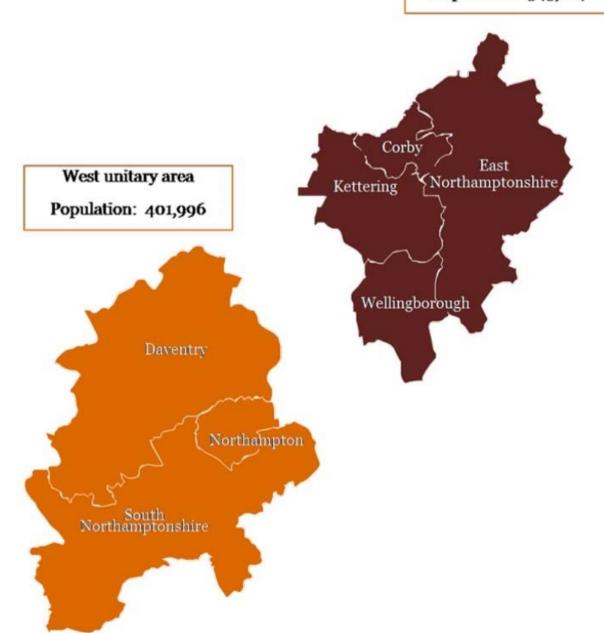
(Appointment of the three statutory officers (interim) will be progressed during 2019)

- Budget approval for two new authorities: February
- Two new councils go live (Vesting Day): 1st April
- Elections for the two new authorities: May

(Appointment of the Chief Executive can only be confirmed by the Shadow authority)



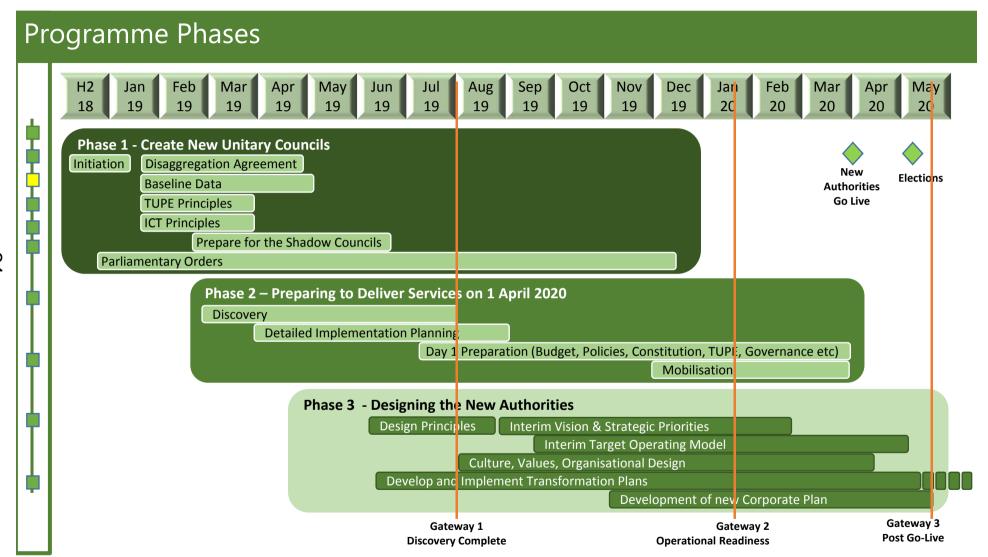
Population: 343,614



## Where we are trying to get to

One programme of work to deliver the creation of two new unitary councils:

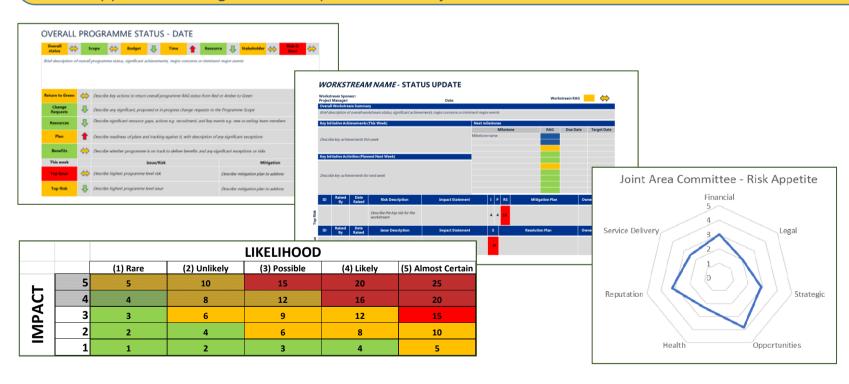
- That are sustainable
- That are safe and legal from the outset
- Where services are seamlessly delivered on day one and beyond
- Which are on their own journeys of transforming services in Northamptonshire



## Programme Objectives

Programme Item	Objective	
Service Continuity	To deliver safe and legal services, with no break in continuity, with the eligible workforce transferred to their new employer with clear policies in place and with plans for the convergence of services where duplicated	
Safe & Legal operation at vesting day	Legal and balanced budgets set, constitutions agreed with schemes of delegation in place and statutory officers appointed, contracts and partnerships, policies, statutory reporting and all other statutory functions in place	
Disaggregation	Agree the basis of transfer of County Council service provision to the two unitaries, with fair apportionment of finance, staffing transfer, assets, vehicles, debt and reserve positions	
Senior Management Teams Recruited	Heads of Paid Service and senior (tier 2) teams recruited/appointed, with appropriate support in time to lead the transitional structures and final service continuity deliveries	
Transitional Structures	To ensure that both Unitary Councils have transitional operating structures from 1 April 2020. To achieve cost reductions to be defined as required for the 2020/21 budgets	
Strategic Transformation Preparation	To define the new operating model and long-term organisational structure for each of the two unitary councils, and define the strategic aims and objectives	

- Provide focus on assuring delivery against milestones and managing major risks
- Workstreams report fortnightly with a programme level summary
- Progress is reviewed at workstream board meetings, Programme Board and Shadow Executive Committee
- Risk appetite to be agreed and reported routinely



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#### WEST NORTHAMPTONSHIRE JOINT COMMITTEE

#### 26 March 2019

Report Title	SET-UP OF TASK AND FINISH GROUPS		

AGENDA STATUS: PUBLIC

#### 1. Purpose

1.1 The purpose of this report is to recommend to the West Northamptonshire Joint Committee ('WNJC') the establishment of three Task and Finish Groups, recommend that the WNJC appoints Members to each of the Task and Finish Groups and approves their Terms of Reference.

#### 2. Recommendations

It is recommended that the WNJC:

- 2.1 Establish the following Task and Finish Groups:
  - a) Governance Task and Finish Group;
  - b) Interim Appointments Task and Finish Group; and
  - c) Independent Remuneration Panel Task and Finish group.
- 2.2 Appoints Members to each of the Task and Finish Groups referred to in paragraph 2.1 in accordance with the following criteria:
  - a Chair is drawn from the membership of the WNJC; and
  - a maximum of 4 further Members are drawn from the entire membership of each of the constituent Councils of the WNJC

ensuring that where possible, there is at least one Member from each of the WNJC's constituent Councils.

2.3 Approve the draft Terms of Reference for each of the Task and Finish Groups as detailed at Appendix 1 of this report.

#### 3. Issues and Choices

#### 3.1 Report Background

- 3.1.1 In August 2018, seven Councils in Northamptonshire resolved to submit a joint proposal ("Joint Proposal") for two new unitary authorities covering the County to the Secretary of State for Housing, Communities and Local Government. That proposal was duly submitted and is now for the Secretary of State to consider.
- 3.1.2 One of the proposed unitary authorities comprised the current administrative areas of Daventry, Northampton and South Northamptonshire (referred to as "West Northamptonshire") which would discharge all local government functions of county and district councils.
- 3.1.3 The Secretary of State's consideration of the Joint Proposal, could ultimately lead to a Parliamentary decision to establish a new unitary authority for West Northamptonshire in spring 2020, with a shadow unitary authority as the interim transition body later in 2019.
- 3.1.4 The WNJC was therefore established in early 2019 by Daventry District Council, Northampton Borough Council, South Northamptonshire Council and Northamptonshire County Council to discharge functions related to possible local government reorganisation in Northamptonshire.
- 3.1.5 There will be a formal Joint Committee Agreement in place in respect of the WNJC agreed by each of the constituent Councils. This Agreement will cover matters such as the Committee procedure rules to be followed, the administration of the meetings and the duration of the Committee. The Joint Committee Agreement will state that the Joint Committee may establish Task and Finish Groups and specifies how the membership of a Task and Finish Group must be made up.

#### 3.2 Issues and Choices

- 3.2.1 The agreed Terms of Reference of the WNJC include a number of tasks that the WNJC will need to undertake in advance of the possible creation of a shadow unitary authority for West Northamptonshire in order to implement any Structural Changes Order requirements when approved. The majority of the work of the WNJC will be carrying out preparatory work for and making recommendations to the shadow authority.
- 3.2.2 If a shadow authority is created as expected later this year, the duration of the WNJC will be short, but it will have some significant tasks to achieve in a limited period of time. In order to add capacity, it is recommended that the WNJC establish Task and Finish Groups to carry out these tasks ahead of the potential creation of the shadow authority.
- 3.2.3 Task and Finish Groups are not decision making bodies, will not have any delegated decision making powers and will only carry out defined pieces of work on behalf of the WNJC and report the outcomes and any recommendations arising from the work back to the WNJC. The principle of the Task and Finish Groups should be that they are agile enough to cope with the pace of the Local

Government Reorganisation Programme but give elected Members the opportunity to input and engage into the areas of work that the Task and Finish Groups are dealing with.

- 3.2.4 The Terms of Reference of the WNJC include the following:
  - To consider and recommend a Constitution to be adopted by the Shadow Authority at its inaugural Full Council meeting.
  - To consider and recommend a Members' Code of Conduct to be adopted by the Shadow Authority at its inaugural Full Council meeting.
- 3.2.5 It is therefore recommended that the WNJC establish a Governance Task and Finish Group to assist in undertaking the tasks set out at paragraph 3.2.4 (being tasks which are within the Terms of Reference of the WNJC).
- 3.2.6 The Terms of Reference of the WNJC include the following:
  - To agree and undertake the recruitment process for the selection of the posts of Interim Head of Paid Service, Interim Chief Finance Officer (section 151 Officer) and Interim Monitoring Officer for the Shadow Authority and recommend to the Shadow Authority at its inaugural meeting nominations for the three interim statutory Officers.
- 3.2.7 It is therefore recommended that the WNJC establish an Interim Appointments Task and Finish Group to assist in undertaking the tasks set out at paragraph 3.2.6 (being tasks which are within the Terms of Reference of the WNJC).
- 3.2.8 The Terms of Reference of the WNJC include the following:
  - To agree the process for an independent review of a scheme of Members' Allowances for the Shadow Authority, including the setting up of an Independent Remuneration Panel and to recommend to the Shadow Authority a Scheme of Members' Allowances for adoption at its inaugural meeting.
- 3.2.9 It is therefore recommended that the WNJC establish an Independent Remuneration Panel Task and Finish Group to deal with the statutory process to adopting a remuneration scheme to the Shadow Council.
- 3.2.10 It is recommended that the WNJC approve the draft Terms of Reference for each of the three Task and Finish Groups as detailed at Appendix 1 of this report.
- 3.2.11 It is recommended that the WNJC appoints Members to the Task and Finish Groups in accordance with the Joint Committee Agreement. It is therefore recommended that the WNJC appoints Members to each of the Task and Finish Groups referred to in paragraphs 3.2.5, 3.2.7 and 3.2.9 in accordance with the following criteria:
  - a Chair drawn from the membership of the WNJC; and

 up to four further Members drawn from the entire membership of each of the constituent Councils of the WNJC

ensuring that, when possible out of the five Members on each Task and Finish Group, there is at least one Member from each of the WNJC's constituent Councils.

- 3.2.12 The quorum of each Task and Finish Group shall be 3 Members.
- 3.2.13 It should be noted there is no requirement for the Task and Finish Groups to be politically balanced as they are not being formally constituted as sub committees of the WNJC and are in effect informal working groups.
- 3.2.14 The Task and Finish Groups are time-limited bodies in that once they have completed the tasks set out in their Terms of Reference, they will fall away. The Task and Finish Groups, may if they so wish, co-opt external experts.
- 3.2.15 A Scoping Document will be developed at the inaugural meeting of each Task and Finish Group and will include:
  - The purpose of the activity
  - The required potential outcomes
  - Members and co-optees
  - Timescales
  - Schedule of meetings
  - Potential witness evidence and desktop research required
  - Officers supporting the review

The Task and Finish Groups will then work in accordance with the Scope.

3.2.16 Following completion of the work of each Task and Finish Group, the report of the Task and Finish Group will be presented by the Chair of the Group to the WNJC for consideration and approval. Upon conclusion of the tasks, the Task and Finish Group will be wound up.

#### 4. Implications (including financial implications)

#### 4.1 Policy

4.1.1 There are no specific policy implications arising directly from the recommendations. The recommendations are made pursuant to previous decisions of the constituent Councils relating to potential local government reorganisation and specifically decisions relating to the establishment of the WNJC and the setting of its Terms of Reference.

#### 4.2 Resources and Risk

4.2.1 Resources for each of the Task and Finish Groups would be drawn from the four Local Authorities that make up the WNJC. Specific support will be clarified prior to the inception of the work of each Task and Finish Group.

4.2.2 External expertise may be drawn upon as required and will be funded through the Local Government Reorganisation Programme.

#### 4.3 Legal

- 4.3.1 Section 101(5) of the Local Government Act 1972 enables a local authority to enter into arrangements for the discharge of its functions jointly with, or by, one or more other authority. Under Section 102 of the 1972 Act, local authorities are empowered to appoint joint committees to discharge functions of the councils or to advise the councils.
- 4.3.2 There will be a joint committee agreement between the councils addressing the key legal relationships, delegations, obligations and workings of the WNJC.

#### 4.4 **Equality and Health**

4.4.1 There are no equality and health implications arising directly from this report.

**Francis Fernandes Borough Secretary and Monitoring Officer Northampton Borough Council** Tel: 01604 837334

#### <u>Draft Terms of Reference</u> The Governance Task and Finish Group

- To consider the type of Constitution that would be suitable for the potential Shadow Authority taking account of its likely functions and duration, drawing on best practice examples.
- To prepare a draft Constitution for the potential Shadow Authority for recommendation to the West Northamptonshire Joint Committee, which will recommend a Constitution to the Shadow Authority for adoption at its inaugural Full Council meeting.
- To prepare a draft Members' Code of Conduct for the potential Shadow Authority for recommendation to the West Northamptonshire Joint Committee, which will recommend a Members' Code of Conduct to the Shadow Authority for adoption at its inaugural Full Council meeting.

#### <u>Draft Terms of Reference</u> <u>Interim Appointments Task and Finish Group</u>

 To recommend to the West Northamptonshire Joint Committee a recruitment process for the selection of the posts of Interim Head of Paid Service, Interim Chief Finance Officer (section 151 Officer) and Interim Monitoring Officer for the potential Shadow Authority.

#### <u>Draft Terms of Reference</u> <u>Independent Remuneration Panel Task and Finish Group</u>

- In respect of the establishment of an Independent Remuneration Panel ('IRP') for the purpose of recommending a Scheme of Allowances for the potential Shadow Authority:
  - o to consider the different ways of establishing an IRP for this purpose, and to make a recommendation to the West Northamptonshire Joint Committee as to how the IRP should be established and composed and specifically who the Members of the IRP should be;
  - to recommend a process to the West Northamptonshire Joint Committee for the independent review of a scheme of allowances for the Shadow Authority; and
  - upon the establishment of an IRP, to liaise with, coordinate and support the IRP.

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#### WEST NORTHAMPTONSHIRE JOINT COMMITTEE

#### 26 March 2019

Report Title	WEST NORTHAMPTONSHIRE JOINT COMMITTEE -	
	SCHEDULE OF MEETINGS	

AGENDA STATUS: PUBLIC

#### 1. Purpose

1.1 This report seeks approval of the West Northamptonshire Joint Committee (WNJC) for its draft schedule of meetings.

#### 2. Recommendations

It is recommended that the WNJC:

2.1 Approve the draft schedule of meetings for the WNJC attached at Appendix 1.

#### 3. Issues and Choices

#### 3.1 Report Background

3.1.1 The WNJC will meet in the period before a shadow authority for West Northamptonshire is established. Of course, if the ultimate decision of the Secretary of State is not to lay a Structural Changes Order before Parliament to bring about local government reorganisation in Northamptonshire, or if the Order was laid but not agreed, the WNJC would have no further purpose and would cease.

#### 3.2 Issues and Choices

- 3.2.1 It is currently anticipated that a shadow unitary authority could be established later in 2019. It is therefore anticipated that the WNJC will hold three meetings. Meetings will commence at 6pm.
- 3.2.2 It is recommended that the WNJC approve the draft schedule of meetings for the WNJC attached at Appendix 1.

3.2.3 Should there be any future changes to meeting dates of the WNJC, these will be made on Northampton Borough Council's website, as Northampton Borough Council is hosting the Committee's papers on its website. (Each of the other constituent Councils' websites will include a link to the WNJC pages on Northampton Borough Council's website). Notification of any future changes to meeting dates will be electronically sent to all relevant Members.

#### 4. Implications (including financial implications)

#### 4.1 Policy

4.1.1 There are no specific policy implications arising directly from the recommendations.

#### 4.2 Resources and Risk

4.2.1 Administrative support for the meetings of the WNJC will be provided by existing personnel from one or more of the Councils.

#### 4.3 Legal

- 4.3.1 Section 101(5) of the Local Government Act 1972 enables a local authority to enter into arrangements for the discharge of its functions jointly with, or by, one or more other authority. Under Section 102 of the 1972 Act, local authorities are empowered to appoint joint committees to discharge functions of the Councils or to advise the Councils.
- 4.3.2 Each of the meetings of the WNJC will be convened and publicised in accordance with the relevant statutory provisions.

#### 4.4 Equality and Health

4.4.1 There are no equality or health implications arising directly from this report.

#### 5. Background Papers

5.1 None.

Francis Fernandes
Borough Secretary and Monitoring Officer
Northampton Borough Council
Tel: 01604 837334







#### **West Northamptonshire Joint Committee**

#### **DRAFT Schedule of meetings**

VENUE	MARCH 2019	APRIL 2019	MAY 2019	JUNE 2019
Northampton Borough Council	Tuesday 26 March 2019 6pm		Tuesday 14 May 2019 6pm	
Daventry District Council				Wednesday 5 June 2019 6pm
South Northants Council  Northampton Borough Council				брт

Please note that this is for guidance purposes only. The website needs to be checked regularly as meetings may be changed.

Dates of further meetings will be confirmed as required