



ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY PANEL

Panel Report

Public

Date of Meeting: 24th February 2011

Title: TRANSFORMATION PROGRAMME OF CARLISLE CITY COUNCIL

Report of: The Assistant Director (Local Environment)

Report reference: LE.03/11

Summary: The report provides an update on the outcome of the staff consultation on phase 1 of transformation in Local Environment. Within the body of the report, there is a consultation timetable and summaries of the proposed changes in structure within local environment. There is a table which summarises queries received from staff and unions during the consultation and gives a response to each.

Questions for / input required from Scrutiny: The Committee is asked to scrutinise the report and the consultation responses provided. The committee is asked to note that there is a £30,000 reduction in savings as the service reduction in provision of purple refuse sacks was not approved in the budget proposals.

This means that £30,000 additional savings must now be made in Phase 2.

Recommendations: To note the report.

Contact Officer: Angela Culleton

Ext: 7325

Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

Post Consultation Document for release 14th February 2011

Local Environment- Efficiency Review and Savings Proposals

Summary of Consultation on Proposals

It was proposed to make changes in a phased approach with Phase 1 concentrating on the top tier of management within the directorate and reducing discretionary spend with Phase 2 coming in the following financial year delivering savings through an area based approach to neighbourhood service delivery and again reducing discretionary spend.

Work on the re-structuring has already taken place and teams have been consolidated from seven teams to four service delivery teams supported by a Local Environment Performance Improvement Team, and so removing 2 management posts. Phase 1 proposed to remove a further 8.46 posts from the structure, 4 of which are vacant posts and 1 of which will be removed when the current post-holder retires.

In Phase 2, it is proposed to move towards area based working for Streetscene and grounds maintenance work and it will be key to have strong community engagement in the new area teams through a range of community engagement mechanisms including Neighbourhood Forums and Parish Councils.

The re-structure proposals for Phase 1 went out to formal consultation with staff, Unions, elected members and key stakeholders on 15th December until 31st January 2011. Comments and feedback have been considered and evaluated and are summarised in Appendix 1.

Post Consultation Proposals

Proposals for Change;

Further to recent savings proposals made during the budget process for 2011/12 to 2014/15, Senior Management Team was asked to consider the following recommendations for change to Local Environment services;

- Introduce a range of changes to the structure, establishment and management arrangements within the four service delivery areas, which contribute to necessary financial savings and efficiencies as set out by this report.
- Support changes to the frequency and standards of operational services together with the proposals to simplify structures into more generic broader roles to individuals encouraging a flexible approach to change across all the teams.
- Support the wider savings and efficiency review in Phase 2 in order to deliver a balanced budget.

A summary of the budget reductions proposed to deliver a balanced budget is provided in Table 1 below; Phase 1 proposed savings, if agreed, will be implemented by 1st April 2011 in the main.

Phase 2 proposed savings will be achieved within the next financial year and no later than 1st April 2012.

Table 1

Service Area	Original Budget 2011/12	Proposed Budget 2011/12	Reduction
Discretionary services- Phase 1			
Play areas	171,500	126,500	45,000
Park Rangers	115,100	78,900	36,200
CCTV	246,400	216,400	30,000
Free purple sacks- removed	30,000	30,000	0,000
Clean Neighbourhood and Environment	157,500	102,000	55,500
Working more efficiently- Phase 1			
Waste Service	1,250,500	1,157,500	93,000
Neighbourhoods and Green Spaces	2,404,300	2,373,012	31,288
TOTAL			290,488
Phase 2			
Neighbourhoods and Green Spaces	2,373,012	2,273,012	100,000
Environmental Health	945,800	925,800	20,000
Waste Services	1,157,500	1,150,500	7,000
Highways and CCTV	535,300	505,300	30,000
TOTAL			157,000

OVERALL TOTAL			447,488
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It is important to note that further savings must be identified following the recent RSG settlement and therefore additional savings requirements in Phase 2 are likely.

The impact of delivering the savings outlined in Table 1 include:-

- Inspection and maintenance of play equipment will reduce
- Locking and unlocking of park gates will not take place
- Sale of coffins and conducting of funeral services will not take place
- Enforcement of Clean Neighbourhood and Environment Act will not take place in isolation but will be delivered as part of the area teams and park patrol duties.
- Reduced ability to respond to complaints about domestic waste side waste (eg black bags).
- Reduced ability to carry out repairs and respond positively to requests, particularly for discretionary services
- No free bulky waste collections
- Reduced monitoring of CCTV
- Need to increase productivity on waste collection rounds and review bulky waste collection and equipment delivery resources.

Organisational structure

Implementation and Next steps

- Conduct formal consultation with Trades Unions, staff and key service users.
COMPLETED
- Amend proposals - **COMPLETED**
- SMT approval for amended proposals - **COMPLETED**
- Selection for redundancy and interviews (March/April 2011)

**Proposed Implementation of staffing structure (April- June 2011)
 Consultation arrangements.**

Table 2

	Proposed consultation on LE transformation savings and efficiency review			Status
		start	finish	
1	DMT workshop	07/12/2010	07/12/2010	√
2	SMT meeting to approve consultation document	14/12/2010	14/12/2010	√
3	Staff consultations			
a	Letters giving formal consultation period	15/12/2010	31/01/2011	√
b	1 to 1 meetings with manager and HR	15/12/2010	22/12/2010	√
c	Letters to directly effected staff	15/12/2010	22/12/2010	√
4	Cllr Bloxham consultation	15/12/2010	31/01/2011	√
5	JMT consultation	15/12/2010	31/01/2011	√
6	Union consultation	15/12/2010	31/01/2011	√
7.	Update consultation with Area Maintenance Team Leaders and Highways Supervisor	07/02/11	07/02/11	√
8.	Final SMT approval of amended proposals	08/02/11	08/01/11	√

Staff and establishment implications

Implementation of the new structure will be undertaken in a two phased approach with discretionary service reductions and some waste efficiencies delivered in Phase 1 and a wider and deeper review of the structure, particularly in the Neighbourhoods and Green Spaces team in Phase 2, scheduled for early in the new financial year which will also deliver stronger area working.

Clean Neighbourhoods and Environment Team

During workshop consultations and the overview and scrutiny process the need for a more robust approach to addressing issues such as fly tipping and keeping private land including private back lanes clear of rubbish has been highlighted.

The Clean Neighbourhoods and Environment Team undertakes limited enforcement activity in the form of the issue of Fixed Penalty Notices for littering, dog fouling and fly posting.

Productivity in this area is low and it does not address the more complex issues such as fly tipping and untidy back lanes highlighted during this process.

It is therefore proposed to instead carry out fixed penalty enforcement as part of the range of duties of front line officers such as Park Rangers and as part of area working. It is therefore proposed to delete the Clean Neighbourhoods and Environment team but to retain a part time resource for dog fouling enforcement as an interim measure pending the introduction of a wider area working approach which can address the fly tipping and private land issues.

Waste Services Efficiency Work

The Waste Services strategy to deliver the required efficiencies is based on increasing the productivity of its household waste collection services. A review of existing collection rounds has identified opportunities to re-design existing rounds with the overall aim of reducing revenue costs. The first phase of this process will see the number of vehicles dedicated to the collection of non-recyclable residual waste (i.e. refuse) being reduced by 1 vehicle. Subsequent stages will address the productivity of the kerbside collections of plastic & cardboard and garden waste.

Area Maintenance Teams

Five Area Maintenance teams moved into the Neighbourhoods and Green Spaces Team and Highways Team as part of the consolidation of Local Environment into four service delivery teams. It is proposed to create one Highways Response Team in Highways with the remaining area maintenance staff working within Neighbourhoods and Green Spaces. Consultation responses highlighted concerns that only one supervisor will be required in Highways. A further one to one meeting was held on 7th February to discuss the two options detailed below; The team leaders and supervisor gave unanimous support to the approach

proposed in Option 1. This approach is also fully supported by management as the most transparent and equitable way forward.

OPTION 1

To continue with the original proposal to create one Highways Response Team Supervisor within Highways in Phase 1 and reduce the number of highways supervisors in phase 2. Of the remaining 4 Area Maintenance Team Leaders, one of the team leaders has retired and the post will be deleted pending the overall review of Neighbourhoods and Green Spaces to be delivered in Phase 2. However, following consultation it is proposed to widen any ring fencing in phase 2 in relation to these posts to include both highways team leaders and area maintenance team leaders.

The Phase 1 changes in establishment are summarised below;

Table 3

Local Environment Structure- Phase 1	Posts
Posts already deleted following DMT re-structure	-2
Vacant posts to be disestablished	-4.46
Redundant posts no comparable position	-4
Posts where post holder will retire	-1
Posts created	1
Proposed reduction in posts	10.46

The following posts would be deleted in Phase 1;

Table 4

Job title	Posts
Clean Neighbourhoods and Environment Supervisor	1
Clean Neighbourhood and Environment Officer	2
CCTV officer (Vacant)	1.05
Refuse Driver (Vacant)	1
Loader (Vacant)	2
Area Maintenance Team Leader (Post holder to retire in Jan 2011)	1
Area Maintenance Team Leader	1
Talkin Tarn attendant (Vacant)	0.41
TOTAL Posts to be disestablished	9.46

The following post would be created in Phase 1

Table 5

Proposed Job Title	Posts
Highways Response Team Supervisor	1

There are more people than comparable posts in the following roles. Post holders will be subject to a selection process for the posts.

Table 6

No of postholders	Ring fence of existing job	No of posts in proposed interim structure	Proposed job title
4	Area Maintenance Team Leader	3	Area Maintenance Team Leader
		1	Highways response Team Supervisor

There will be a net reduction of 8.46 posts in addition to the 2 DMT posts giving an overall reduction of 10.46 posts.

OPTION 2

A second option will be to address the Highways Team Leader posts within phase 1. This would minimise disruption to the highways team and prevent highways team supervisors going through the re-structure process twice. However, the area maintenance team leaders would still need to go through phase 2 re-structure. Create a new post of Highways Supervisor to include both responsive and programmed work teams. Of the remaining 4 Area Maintenance Team Leaders, one of the team leaders has retired and the post will be deleted pending the overall review of Neighbourhoods and Green Spaces to be delivered in Phase 2 leaving 3 Area Maintenance Team Leaders.

The Phase 1 changes in establishment are summarised below;

Table 7

Local Environment Structure- Phase 1	Posts
Posts already deleted following DMT re-structure	-2
Vacant posts to be disestablished	-4.46
Redundant posts no comparable position	-5
Posts where post holder will retire	-1
Posts created	1
Proposed reduction in posts	11.46

The following posts would be deleted in Phase 1;

Table 8

Job title	Posts
Clean Neighbourhoods and Environment Supervisor	1
Clean Neighbourhood and Environment Officer	2
CCTV officer (Vacant)	1.05
Refuse Driver (Vacant)	1
Loader (Vacant)	2
Area Maintenance Team Leader (Post holder to retire in Jan 2011)	1
Area Maintenance Team Leader	1
Highways Services Supervisor	1
Talkin Tarn attendant (Vacant)	0.41
TOTAL Posts to be disestablished	10.46

The following post would be created in Phase 1

Table 9

Proposed Job Title	Posts
Highways Team Supervisor (programmed and responsive teams)	1

There are more people than comparable posts in the following roles. Post holders will be subject to a selection process for this post.

Table 10

No of postholders	Ring fence of existing job	No of posts in proposed interim structure	Proposed job title
4	Area Maintenance Team Leader	3	Area Maintenance Team Leader
1	Highways Services Supervisor	1	Highways Supervisor

There will be a net reduction of 9.46 posts in addition to the 2 DMT posts giving an overall reduction of 11.46 posts. This option was not supported and will not be implemented.

As part of Phase 1, agency staff budgets will be reduced, effecting four part time Park Rangers employed through an agency.

The following posts are currently vacant and suitable for redeployment and are to be released from vacancy management;

Table 11

No of posts in the new structure	Job title
2	Civil enforcement officer (CEO)

APENDIX 1

**LOCAL ENVIRONMENT STAFF PRESENTATIONS AND TRANSFORMATION CONSULTATION
JANUARY 2011**

	QUESTIONS	ANSWERS
A	<p>Why are two new people starting at the council when redundancies are being made?</p>	<p>All the internal council recruitment procedures have been followed. One of the posts, the Environmental Health Manager was created following the deletion of two Environmental Health Manager specialist roles. Both of those managers were given the opportunity to apply for the position and chose not to. That gave rise to one vacancy. Internal candidates were able to apply. The other post, the Performance Improvement Manager Post is a new post funded by the savings made. Again we advertised internally before the job went external.</p> <p>Transformation will involve changing the shape of the structure and whilst internal candidates will be given the opportunity to apply, at times it will be necessary to recruit new people into the organisation to meet the changing needs of the service.</p>
B	<p>Rumour that there is no place for an Area Maintenance Team Leader in highways.</p>	<p>During the consultation further financial information has become available which means that savings will need to be made in highways. It is possible that it would be better to address this in phase 1 rather than to have two steps in the process and staff to be put at risk twice. This will be discussed with effected staff before any final decision is made.</p>
C	<p>Concerns about how fixed penalty enforcement will be undertaken in the future. Will it become part of area working? Will this lead to a new post?</p> <p>Will CEO posts be advertised?</p>	<p>Fixed Penalty enforcement is one of the more simple enforcement activities, similar to the issue of car parking tickets. This work will be shared amongst front line staff in Local Environment. A part time Dog Warden role will be retained during the interim period to maintain some enforcement capacity in this area.</p> <p>There will be 2 Civil Enforcement Officer posts released from vacancy management later in February</p>

D	GMB – Clean Neighbourhood Enforcement Officer Post Deletion	
1.	<p>If it was felt that this department was not being productive enough in some areas, why was this never raised? Why has there been no indication or discussion of this, so that the issue could have been addressed?</p>	<p>The Fixed Penalty Notice performance was raised with the former Environmental Health Manager (Environmental Quality) and was common knowledge in the team. During consultation members of the team have expressed that they were aware that Fixed Penalty Notice (FPN) performance has been low.</p> <p>This is not a criticism of the staff trying to do that work, it is more that the structure as it was did not facilitate enough productivity. In addition, it has not been possible to address the emerging issues of fly tipping with the Clean Neighbourhood & Environment Team</p>
2.	<p>As the Council is supposed to be saving money at the moment have they thought of the cost implications involved in the training of alternative staff to deal with:-</p> <ul style="list-style-type: none"> • Searching for evidence in fly tipped waste • Waste receptacles out too early • Fly posting • Early morning or late evening complaints, as this involves targeting specific offenders, sometimes requiring long periods of time sat outside someone's house whilst keeping the area under surveillance? 	<p>It will be more effective in the long run to have more front line staff trained to issue fixed penalty notices. In addition the Council are exploring a partnership approach to this type of enforcement.</p> <p>Searching for evidence in fly tipped waste as a sole activity is not effective and will not be carried out in this way in the future. Any waste search will only form part of an investigation. The team was not set up to address these more complex enforcement issues which can result in lengthy and complex investigations. This is a gap in the service provision which will need to be addressed in a new way in the future Local Environment structure.</p> <p>The issue of FPNs is one of the more simple and straightforward enforcement activities. Staff training of a wider team of operational front line staff who already work on the street or in the parks will be delivered over two days to cover PACE training and how to issue FPNs. The cost of this training will be covered from transformation savings and training budgets.</p> <p>Early and late evening complaints will be dealt with within current budget constraints. Surveillance outside houses does not currently happen and would require additional justification. As the enforcement of clean neighbourhoods and environment is a power and not a duty it is therefore a discretionary role which will only be undertaken if there is budget available.</p>

3.	<p>How is it proposed to deal with these issues, who will enforce this and pursue to prosecution?</p>	<p>FPNs will be issued by a broader team who will be trained on how to issue the ticket and to write a witness statement. If an FPN is not paid, then the administrative task of putting the simple and standard case file together will be completed by administrators under the supervision of a Legal Officer.</p>
4.	<p>This is a specialist role requiring specialist skills and specialised training gained through extensive training and support such as:- Knowledge of the Police & Criminal evidence Act, legislation involved in the Clean Neighbourhood and Environment Act 2005, legal preparation, preparation of statements, conflict management training and liaising with the Police. Could clarification be made as to how this specialist role will be passed on to alternative staff?</p>	<p>Training will be provided to a wider team of staff who already work in close contact with the public and many are already trained on how to deal with conflict and liaise with the Police. It does not need to be specialist role and will be more effective if it is not a specialist role. PACE training and training on the issue of FPNs will be provided to the wider team. The role does not require extensive training.</p>
5.	<p>At the moment, the officers involved enter everything on the computerised Flare system, does this mean that in the future the use of the proposed staff for enforcement will have access to a computer, be computer literate and also have undergone the specific training to be able to use the Flare system? And once again at what cost to the Council?</p>	<p>A single back office system will be developed for use by all officers across the service. All users of the system will be trained to use it including officers who currently use the flare system or who will use the flare system. This will be an efficiency saving to the council as more than one system is currently used, maintained and developed. It will enable a better service to be delivered by the council to customers as information will be held at one point.</p>

6.	How is it intended to provide protection for the people involved in enforcing the legislation e.g. working in pairs for safety reasons and to stop false allegations being made against officers?	Lone working procedures and risk assessments will be reviewed as there are different approaches available. Safe working practises will be adopted as guided by risk assessments. Any allegations made against officers will be investigated; however, the council will have a supportive approach when allegations are made by potential offenders. There is precedence for this approach in other areas such as car parking enforcement and licensing.
E.	ADDITIONAL COMMENTS – POPOSED SAVINGS COST All of the savings proposals are welcomed and all are constructive and helpful. The immediate responses to each is detailed below:-	
1.	Reduce the number of City Council members in each ward to no more than two, this could be a cost saving of up to £100,000 plus the reduction of that individual ward budget or the total could be left with the ward.	The additional savings proposals will be passed forward to relevant departments for consideration.
2.	Do not print the Focus or Staff Focus, both should be available on the Internet and Intranet respectively – we have many copies of the staff focus delivered to Bousteads (box loads) that simply go in the bin.	The additional saving proposal will be passed forward to relevant department for consideration.
3.	The need for an additional Highways Supervisor is not necessary.	Highways supervisor query, please see previous response B.
4.	Allow charging for resident's permits, contractor permits and a whole host of other permits so that the cost of the permit plus the administration is covered by the recipient instead of the Council.	Charging for resident permits is a county decision so it is not up to the City Council.

5.	Take more work on from the County Council – The Amey Contract is not being renewed and we should bid again for the Highways Agency, this will be an efficient saving as the work will be done to a better standard and not for profit and it is paid for by the County.	Work under claimed rights will be reviewed in the coming year and any additional opportunities will be considered at this time.
6.	Bid for work doing parking enforcement on private land – this could potentially make a lot of revenue, from parking management and the PCN charge.	Parking enforcement is an opportunity that will be considered at a later time, once Parking Connect is decided
7.	Reduce the overall hourly rate on the car parks and properly market our parking facilities – Devonshire Walk is greatly under used, if marketed and managed properly it could be full, therefore increasing income. 99.9% of vehicles there at the moment are staff.	Car Parking charges have been reviewed as part of the annual fees and charging scheme. The opportunity to increase use of Devonshire Walk will be explored at a future date.
8.	Contractual working hours – is there any need for such overtime to be granted to frontline staff? Maybe Carlisle City Council should have teams covering different shifts. It's ridiculous that if a fault/repair comes in at 3.30pm onwards, it then has to be classed as out of hours and costing far more than it ever should.	Staff will be employed to meet the needs of the service. Shift working, annualised working and core hours will be considered as part of transformation.
9.	Certain staff, do they need to start so early, when effectively unable to carryout parts of their duties?	Early starts will only be necessary if the needs of the service demand it.

10.	Trackers on vehicles – Costly to begin with, but I think on a whole you would find a massive saving in the long run, when it comes to productivity and mileage costs.	Trackers on vehicles will be considered as part of the vehicle replacement programme.
11.	Possibly charging residents for duties we carry out? Still cheaper than them using a private contractor. Half the time we end up carrying out the duties for free, due to Councillors getting involved etc.	Introduced charges for bulky waste collection and pest control.
12.	Team work between departments – surely this would make a saving and be more efficient. Too much of “it’s nothing to do with me” attitude.	Welcomed – working towards a more flexible approach across teams. The Performance Improvement Manager will lead on this work as part of ‘Lean System’s Thinking’ improvements.

Impact assessments

Does the change have an impact on the following?

Equality Impact Screening	Impact Yes/No?	Is the impact positive or negative?
Does the policy/service impact on the following?		
Age	No	
Disability	No	
Race	No	
Gender/ Transgender	No	
Sexual Orientation	No	
Religion or belief	No	
Human Rights	No	
Health inequalities	No	
Rurality	No	

If you consider there is either no impact or no negative impact, please give reasons:

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If an equality Impact is necessary, please contact the P&P team.