



Haringey Council

General Purposes Committee

On 24 September 2009

Report Title: Parking Service Restructure

Report of : Niall Bolger, Director of Urban Environment

Signed

Dated

1st Sept 09.

Contact Officer : Ann Cunningham, Head of Parking Services

Telephone; 0208 489 1355

Wards(s) affected:

Report for: Non Key Decision

1. Purpose of the Report (That is, the decision required)

1.1 This report proposes a restructuring of the parking service, which incorporates recommendations from the independent financial review of the service completed in 2008.

2. Introduction by Cabinet Member (if necessary)

Not applicable

3. State links with Council Plan Priorities and actions and / or other Strategies

3.1 The restructuring of the parking service will improve the overall performance of the parking service. Increasing enforcement staff will ensure an effective parking enforcement service which will contribute to making Haringey one of London's greenest boroughs and Creating a Better Haringey: cleaner, greener, safer.

4. Recommendations

4.1 That Members agree the proposed organisational restructure of the parking service and the process for implementation.

5 Reason for Recommendations

5.1 A number of operating models were considered and benchmarking carried out other Local Authorities. It is felt that the proposed model is the most efficient.

6 Summary

- 6.1 The context in which the parking service operates has changed substantially in recent years. The introduction of the new Traffic Management Act altered the statutory and financial framework in which the service operates. There is more emphasis on the motorists' right of appeal and there is pressure from businesses across the borough to support them by providing additional parking facilities. There have also been concerns over volatility of parking income and the need to accurately model and forecast it.
- 6.2 The Council commissioned an independent financial review of the parking service last year, requesting an in depth review of parking finances and actions that can be taken, in the context of current and future policies and legislation, to put the service on a firm financial footing. The resulting report found the service in general to be effective. However, concerns were raised about the management capacity within the high volume correspondence team and noted a lack of resources in other key areas, for example the lack of management of the concessionary travel and CCTV services. They also highlighted the need to adequately resource the maintenance of the parking lines and signs, and the impact that this has on the service's ability to deliver an effective enforcement service.
- 6.3 This report outlines a proposed restructure which will address those weaknesses and put the service on a firm footing to deliver a high quality service to the public and deliver the agreed efficiency savings in 2010/11.

7 Chief Financial Officer Comment

- 7.1 The pre-agreed savings target for the parking service includes a saving of £240k from restructuring the service and improving performance in relation to the enforcement and income recovery functions. It is anticipated that the new structure will assist the Parking Service to deliver its savings target by addressing various weaknesses previously identified particularly in the independent financial review of the service undertaken last year.
- 7.2 However, there is a degree of risk in relation to additional income generation targets and the service will have to monitor the position carefully to ensure that these are delivered and the cost of the new structure can be sustained.

8 Head of Legal Services Comment

- 8.1 The Head of Legal Services has been consulted on the content of this report. The report recognises the necessity for the process by which the restructuring exercise is to be achieved to comply with the Council's procedures regarding organisational change. Further, the position of any members of staff at risk of displacement must be considered under the Council's procedures regarding redundancy and redeployment. The requirement for consultation with employees and their trade union representatives is also recognised within the report.

9 Head of Procurement

Not applicable

10. Equalities & Community Cohesion Comment

10.1 The restructure will be managed in line with council procedures on organisational change. An Equalities Impact Assessment has also been carried out to ensure that there is no adverse impact on a particular group of staff. The EIA is attached in Appendix 3

11. Employeeside comment

11.1 We recognise that the Parking Service is in need of a restructure not least because circumstances have changed since the present structure was put in place. There is nothing obviously problematical with the proposed realignment of functions and the fact that more jobs are being created than deleted is, in principle, to be welcomed. The issue of which posts are being deleted and any equivalence to those being created is a matter of detail and we will comment on that when we have more information. We trust that the necessary analysis has been done to support the conclusion that the particular redistribution of functions proposed will lead to a more effective and better run service. This comment that we have no objection to the principle of the restructure is to be taken as a comment on the proposed overall shape of the new Service and does not relate to anything in the papers we have so far been given that affects the position of any individual.

12. Consultation

12.1 Informal consultation has commenced with staff and employeeside. It is proposed to begin formal consultation on the new structure, including the new job descriptions and ring fencing arrangements in the week beginning 27 September 2009 with both staff affected and the employeeside. The consultation will be for 28 days and all staff directly affected will have the option of a meeting with their Head of Service.

13. Service Financial Comments

13.1 The cost of the proposed structure is £4.32m and can be covered within existing approved budgets of £4.26m and projected additional income to be generated by additional enforcement staff and improved income recovery rates as detailed below. The net difference is an increase in staffing cost of £60k.

13.2 The increase in enforcement staff (the Senior CEO's) is an additional cost. However this additional cost will be covered by the additional enforcement that those roles will carry out which will generate additional net income of £220k.

13.3 The creation of a team dealing with correspondence and debt recovery will improve debt recovery by 1% and the saving to be generated will be £80k.

13.4 The estimated savings to be delivered from restructuring can be summarised as follows:

	£000K
The cost of proposed structure	4.320
Existing budget	<u>4.260</u>
Gap	<u>0.060</u>
Additional income to be generated	
1. Enforcement	0.220
2. Income recovery	<u>0.080</u>
	<u>0.300</u>
Net saving	0.240

14. Use of appendices / Tables and photographs

Appendix 1 – current organisational structure
Appendix 2 – the proposed organisational structure
Appendix 3 – The EIA

15. Local Government (Access to Information) Act 1985

(List background documents)

16. Background

16.1 The parking service was last restructured in 2004, with some minor reshaping since that time. The case for changing the organisational structure is strong. There has been a high staff turnover in senior positions and a heavy reliance on agency staff to cover key service areas. The core parking service subsidises the running of both the CCTV (Community Safety) and Concessionary Travel services, hindering the performance of the core parking service.

17. The existing structure

17.1 The existing structure has four main service areas;

Customer Administration Team

17.2 This team has responsibility for the parking correspondence (including appeals) and concessionary travel service. Those are both statutory services that the Council is obliged to deliver. The representations and appeals process is a quasi-judicial process that is not only high profile, but has a major impact on cash flow and on the overall financial performance of the parking service.

17.3 Representations and appeals are increasingly technically sophisticated, with many 'experts' offering specialist assistance for motorists wishing to challenge a PCN. The new statutory guidance introduced statutory timescales for handling representations and cases not replied to within those timescales are automatically cancelled. The team deals with 80,000 letters and 50,000 telephone enquiries annually. The team struggles to meet timescales on correspondence turn around times and performance at appeals requires considerable improvement.

17.4 It was felt that economies of scale could be achieved by merging those service areas, but this was a short sighted approach, as the two functions are not compatible. It detracts from management of the correspondence team and parking resources are diverted to concessionary travel during periods of annual leave and during the two yearly Freedom Pass renewals. This causes backlogs of parking correspondence, which generates additional Member enquiries and also has significant financial consequences where PCN's need to be cancelled due to lateness of response.

The Revenues Team

17.5 This team has responsibility for debt recovery and the financial management of the service. It was originally felt that having a dedicated team to focus on the financial performance of the service would generate improvements. However those improvements have not been realised, possibly due to splitting the recovery process between two teams and underestimating the impact that the correspondence handling function has on the overall recovery of income.

The Performance and Development Team

17.6 This team has responsibility for contract management, procurement and technical developments. The abandoned vehicle service was also delivered through this team. There are increasing demands in terms of contract management and procurement, and the resource implications needs to be addressed. The nature of project management support required has changed significantly. In many cases specialist support is required and this can only be sourced when required, for example specialist support was engaged to manage the installation of the CCTV cameras and the development of the new control room. In addition the existing project officer role provides support in areas lacking dedicated management, in particular the permit service and this is not the best use of resources.

Parking Operations Team

17.7 This team delivers on-street parking enforcement, CCTV (including public safety), car parks and suspensions, pay & display and lines and signs maintenance.

17.8 The continuing roll out of CPZ's, places significant pressure on the enforcement service. Management capacity needs to be addressed to ensure that enforcement requirements are met and that we have adequate supervision on-street. At present there is a high reliance on overtime to meet our on street enforcement (including staff management and welfare) responsibilities throughout the extended working week. The number of CEO roles needs to be increased to deal with the new CPZ's. While new CPZ's tend to be small, they are mostly operational for 2 hours, many with the same operational hours.

17.9 This team also deals with suspensions and general maintenance of the parking lines and signs. This is such a crucial and high profile issue that now requires a dedicated resource due to the number of CPZ's in operation across the borough.

17.10 The CCTV service operates throughout the entire week and at present there is only one supervisor role. This does not provide adequate management cover and the parking enforcement supervisors regularly cover those responsibilities at an overtime cost.

18. Issues with the existing structure

- 18.1 The parking service covers a wide range of service areas, some which are not entirely compatible with each other or with the core parking service. The lack of dedicated junior management in some of those service areas has resulted in a lack of expertise and a lack a day to day management in a number of areas. The core parking service is extremely complex and our enforcement efforts are subject to legal challenge at all stages. The expectation that the existing senior management roles can provide expertise across the range of complex service areas is not realistic and there is a need for additional junior management roles.
- 18.2 Some areas are seriously under resourced, where the revenue costs of new capital schemes have not been reflected in budgets, in particular staffing levels which if were budgeted for would not only improve service delivery, but would generate sufficient additional income to cover their cost.
- 18.3 The recovery process is currently split between two teams and this function needs to be seamless to maximise our recovery of parking income. This improvement in recovery is crucial to us achieving a balanced budget in 2010 /11. The majority of policy work is undertaken by the Head of Service, but as demands increase this is not a satisfactory arrangement. There is no dedicated resource to deal with the high profile area of Members' Enquiries, Complaints and Freedom of Information requests.

19. The proposed structure

- 19.1 The proposed structure introduces three teams; Parking Processing, Performance and Development, Parking Enforcement. This allows for two operational teams, with client management from the performance and development team. It increases the number of positions where it will assist in improving the financial performance of the service. Overall it reduces the number of senior management positions, but introduces the additional junior management roles that are needed.

Parking Processing

- 19.2 It is proposed to bring together the customer enquiries handling and debt recovery functions under one area, and to reengineer the roles within them. This model would simplify customer access to the service, and help standardise and have end-to-end oversight and command of our key processes. It introduces new positions to ensure adequate specialist knowledge, (appeals officers and senior correspondence officers) and management of each separate service area.
- 19.3 It introduces a small dedicated team to deal with concessionary travel and permits (residential, visitors etc).

Performance and Development

- 19.4 The structure has been revised to reflect the outsourcing of the abandoned vehicle service. The contract management area has been reinforced to ensure adequate management of the service contracts and Service Level Agreements with the in-house enforcement team. The dedicated project officer role is deleted. If project management support is required it will be funded as part of any new project.
- 19.5 The team has also been reinforced to provide the much needed support in terms of policy, procedures and ensuring the legal compliance of our systems and

processes. This will also provide support in dealing with members' enquiries, complaints and freedom of information requests.

Parking Enforcement

- 19.6 The management team structure has been revised to ensure adequate management cover. The proposed structure merges the Deputy Operations Manager role and the Office manager role. The 10% flexibility payment no longer applies to the Compliance manager and the terms and conditions applying to that role will be changed to reflect this.
- 19.7 The proposed structure increases the supervisory capacity by introducing two new team leader positions and six new senior CEO roles. This offers career progression opportunities and will assist with day to day management while also covering enforcement duties. Two dedicated administration positions are proposed to formalise temporary arrangements that have been in place for a number of years.
- 19.8 It is proposed to upgrade two of the existing CCTV operator roles to senior operator positions in the CCTV traffic Enforcement service to assist with management throughout the week. This will also introduce a career progression opportunity while ensuring that we have adequate senior support through out operational hours.
- 19.9 A new role is proposed to deal with parking lines and signs maintenance, ensuring that they are properly maintained and compliant with legislation.

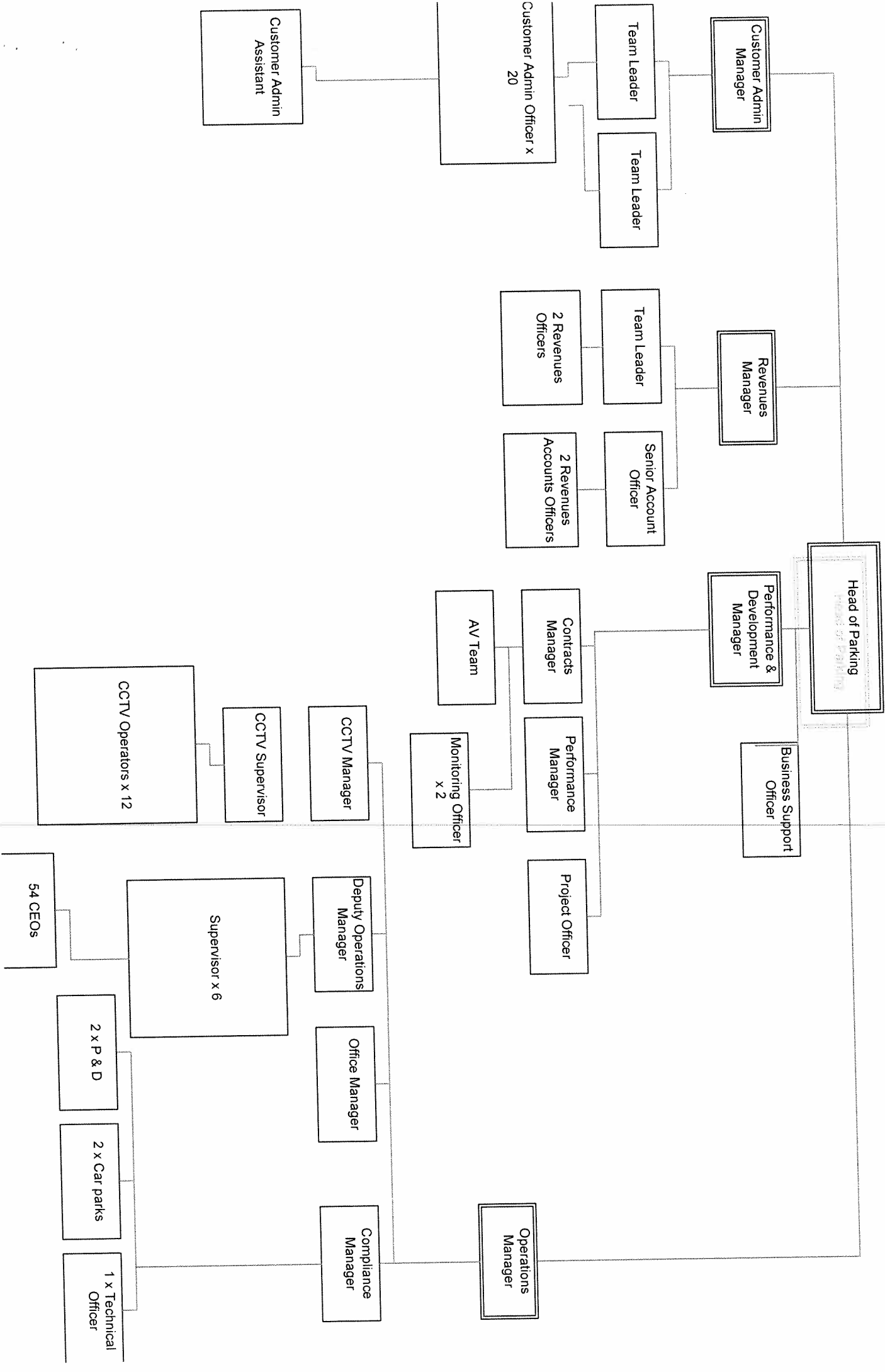
20. Implications for Staff

- 20.1 The intended selection approach will aim to minimise the number of staff displaced through assimilation and ring-fencing. The service is currently carrying a number of vacancies; however given the extent of this organisational change, it is likely that a very small number of staff may be displaced. Those staff will have the opportunity to apply for a new position within the new structure and failing this, all efforts will be made to retain their skills and experience through the redeployment process.

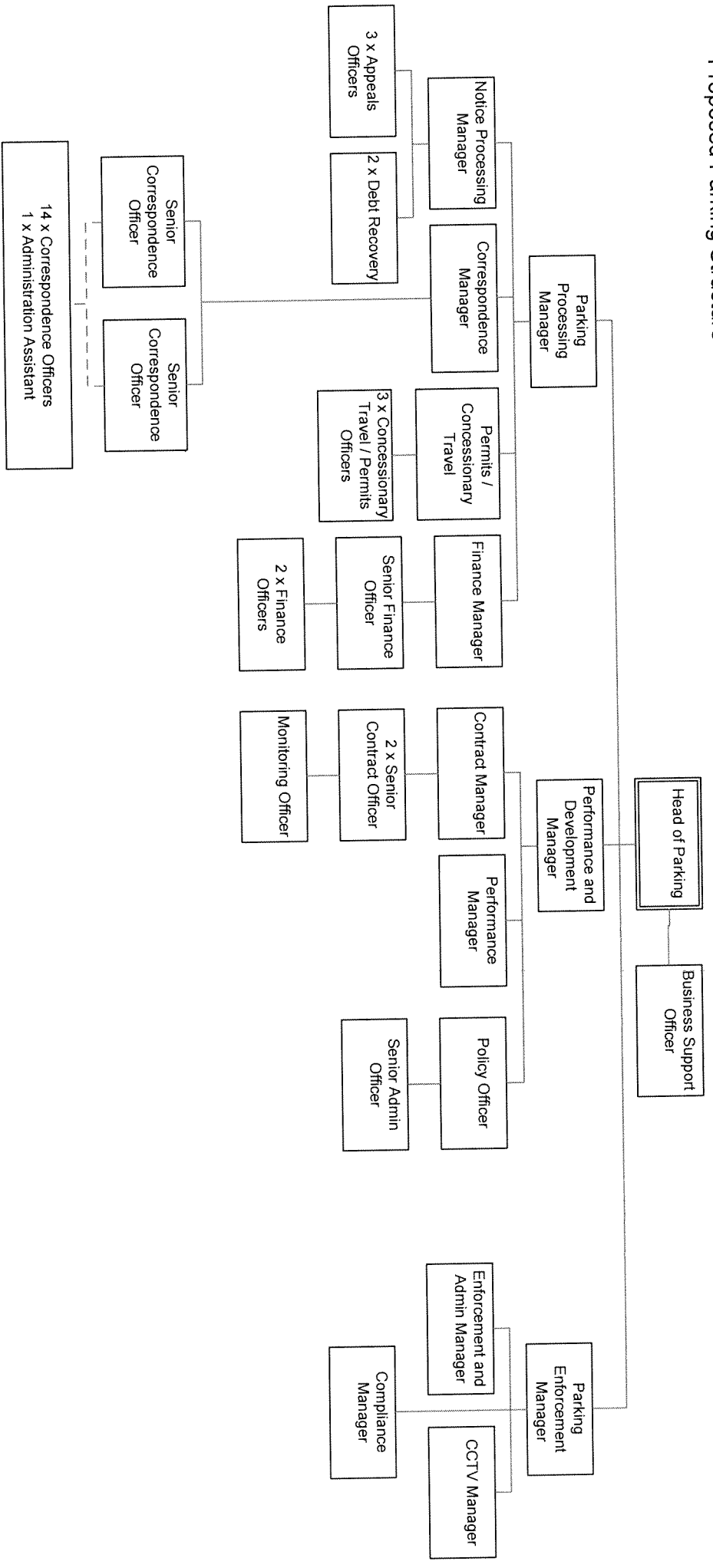
21. Implementation

- 21.1 It is expected that the service will commence assimilation and ring fence recruitment from November 2009 and that all vacancies will be filled by the end of March 2010.

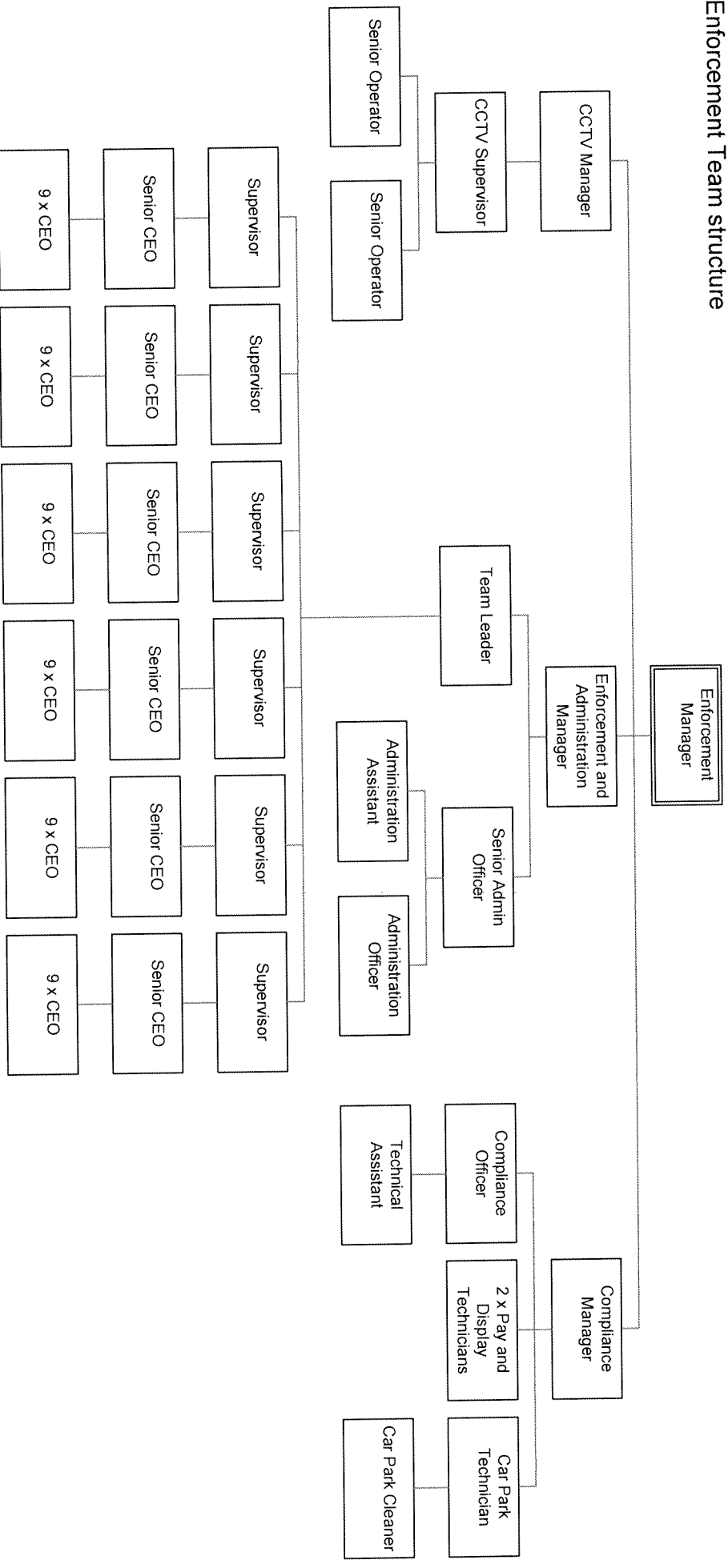
Current Structure



Proposed Parking Structure



Proposed Enforcement Team structure



Equalities Impact Assessment for Organisational Change

Service being reviewed – Parking Service

Purpose

The Equalities Impact Assessment for organisational change should assess the likely impact of restructuring on key groups of under represented employees depending on racial group, gender, age and disability.

Process

The assessment is to be completed by the business unit manager with advice from HR. It is to be undertaken by an assessment of the basic employment profile data and then answering a number of questions outlined below.

Questions

1. Are you closing a unit? NO

- If No, go to question 3.
 - If Yes, please outline how many staff will be affected and what the racial ethnic group, gender, age and disability of these staff represent.
2. Can any of these staff be accommodated elsewhere within the service, business unit or directorate?
- If Yes, identify how many and their racial ethnic group, gender, age and disability.

Racial group

3. Provide a breakdown of the current organisation by Grade Group and Racial Group following the format below

	Black		Asian		Mixed		Other		BME sub total		White		Not declared		TOTAL
Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	STAFF
Sc1-5	32	48%	4	7%	1	2%	9	17%	46	85%	9	15%	0		54
Sc6 - SO2	5	29%	4	24%	0	0	7	6%	16	94%	1	6%	0		17
PO1-3	1	25%	1	25%	0	0	0	0	2	50%	2	50%	0		4
PO4-7	1	33%	0	0	0	0	1	0	2	67%	1	33%	0		3
PO8+	0	0	0	0	0	0	0	0	0	0	2	100%	0		2
TOTAL	39	49%	9	11%	1	1%	17	21%	66	83%	15	17%	0		80

4. Highlight any grade groups that are very under represented – i.e. with less than 20% Black & Minority Ethnic (BME) sub total of staff

Answer - Grade group PO8+ is 100% white. This represents 2 positions at this level.

5. Do any ringfences include staff from one ethnic minority group or Black & Minority Ethnic (BME) staff only?

- If No, go to question 8.
- If Yes, how many of these staff might be displaced?

Answer – No

6. By how much do these staff reduce the % (percentage) of BME staff in the structure? Show start and end %.

7. Can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them?

- If Yes, how many and what effect do they have on the BME %? Show start and end %.

Gender

8. Provide a breakdown of the current organisation by Grade Group and Gender breakdown following the format below

Grade Group	Female		Male		TOTAL STAFF
	No. Staff	% of Grade Group	No. Staff	% of Grade Group	
Sc1-5	20	37%	34	63%	54
Sc6 - SO2	7	41%	10	59%	17
PO1-3	2	50%	2	50%	4
PO4-7	0	0	3	100%	3
PO8+	2	100%	0	0	2
TOTAL	31	39%	49	61%	80

9. Highlight any grade groups that are very under represented – i.e. with less than 40% female staff

Answer – Grade groups sc1-5 , and Po4 -7 have less than 40% female.

10. Do any ringfences include female staff only?

- If No, go to question 13.

- If Yes, how many female staff might be displaced?

Answer - No

11. By how much do these staff reduce the % (percentage) of female staff in the whole structure? Show start and end %.

12. Can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them?

- If Yes, how many and what effect do they have on the female%? Show start and end %.

13. Provide a breakdown of the current organisation by Grade Group and Age breakdown following the format below

	16-24		25-34		35-44		45-54		55-64		65+		TOTAL
Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	No. Staff	% of Grade Group	STAFF
Sc1-5	2	4%	20	37%	10	19%	13	22%	7	13%	2	4%	54
Sc6 - SO2	1	14%	2	6%	6	35%	5	29%	2	12%	1	14%	17
PO1-3	0	0	0	0	2	50%	2	50%	0	0	0	0	4
PO4-7	0	0	0	0	0	0	1	33%	2	66%	0	0	3
PO8+	0	0	0	0	0	0	2	100%	0	0	0	0	2
TOTAL	3	4%	22	28%	18	23%	23	29%	11	14%	3	4%	80

14. Highlight any grade groups that have a large majority of staff (over 60%) from one age group only or no representation at all.

All age groups are represented.

15. Do any ringfences include staff from one age group only?

- If No, go to question 18.
- If Yes, how many of these staff might be displaced?

Answer - yes, 1 may be displaced.

16. Does the displacement of these staff result in no representation of staff from a particular age group within the structure as a whole?

Answer – no

17. If Yes, can any of these staff be accommodated elsewhere within the proposed new structure or can you amend the structure to accommodate them?

- If Yes, how many and what effect do they have on a particular age group? Show start and end %.

Disability

18. Provide a Disability breakdown for the whole structure following the format below

	Disabled employees	% of total staff	TOTAL STAFF
	No. Disabled Staff		
TOTAL	3	4%	80

19. Can you identify whether any disabled staff will be displaced?

- If No, go to question 21.
- If Yes, how many and what is the impact on the number of disabled staff? Show start and end numbers and %.

Answer – No

20. Can any of these staff be accommodated elsewhere within the reorganised structure or can you amend the structure to accommodate them?

- If Yes, what effect will this have on the number of disabled staff? Show start and end numbers and %.

Summary questions

21. Will the proposed new structure deliver service improvements/ benefits and/ or achieve budget savings that justify the reorganisational approach taken?

The restructure will improve the overall financial performance of the parking service.

22. Do the ringfence and selection methods you have chosen to implement your reorganisation follow council policy and guidance?
Yes