

Agenda item:

[No.]

Cabinet

25th January 2011

Report Title. Proposals for a new Single Frontline Service

Report of **Niall Bolger, Director of Urban Environment**

Signed :

Contact Officer : Stephen McDonnell, Assistant Director Frontline Services (Interim)

Wards(s) affected: **All**

Report for: **Non-Key Decision**

1. Purpose of the report (that is, the decision required)

1.1. The purpose of this report is to provide:

- Outline details on the shaping of a new Single Frontline Service; and
- Set out the principles of the new service and how the service will engage, respond and deliver for future Area Assemblies/Area Committees.

2. Introduction by Cabinet Member (if necessary)

2.1 In response to the draconian settlement that this Council has received from Government, Haringey will have to make the biggest budget cuts in its history. The severity of these reductions is not driven from any economic need to address the deficit, but is founded on a political ideology which seeks to strangle the public sector's role in providing services to its local community. This case against Government is further proven by the way it has front loaded cuts into next year, requiring Haringey to identify savings of £46million. Over the next three years we will need to reduce our spending by £87million, a reduction of over 20% in expenditure.

- 2.2 It is within this financial environment that the Cabinet has to make extremely difficult decisions in cutting and reducing services. Where possible we need to minimise the impact of these cuts on our residents and traders by reviewing the way we currently work, and reorganising ourselves to do more for less, emphasize on behaviour and culture change and join up our services better. One such way is looking at the proposal of a Single Frontline service.
- 2.3 Currently, we have over 130 officers who provide a patrolling presence on our streets but have specialised functions, such as Street Enforcement, Highways Inspection, Parking Enforcement, Highways Enforcement and Waste Contract Monitoring. The new Single Frontline service will look to provide a single uniformed service divided into two areas, Neighbourhood Services and Street Management. Both teams will be joined up, and have the tools and expertise to report issues across the streetscene, whether that be fly tips, illegally parked cars, or highway defects. This alignment of several frontline services will address concerns previously raised by Members that services should be more joined up and share information better.
- 2.4 However, each team will retain its own functions to deliver specific outcomes. A key outcome for Street Management will be to reduce road congestion and improve road safety, whereas a key outcome for the new Neighbourhood Services will be to identify and resolve local issues for each of the Area Assemblies and Committees.
- 2.5 The current Neighbourhood Management Service has been included as part of this review and the Single Frontline will encapsulate and build on its ideals to deliver an area based approach to resolve local issues. This will include a new Engagement and Enablement team whose role will be to work with the local community to identify the priorities and needs of residents and traders from each Area Assembly. The issues identified will form part of an Area Action Plan, which will be consulted on through an Area Assembly and agreed by the Area Committee. It will then be passed over and presented to the new Neighbourhood Service to address and resolve. The Area Assemblies and Area Committees will then be able to hold the service to account by monitoring how much progress has been made in delivering the actions as set out in the plan.
- 2.6 The success of the proposals will be predicated on a number of key relationships. Firstly, with our local communities and how can we enable and facilitate them to resolve some of the issues highlighted and prevent their reoccurrence. Secondly, with our partners, and how we as a Council can work more effectively with them to deliver better outcomes for Haringey. Key partners will include the new waste contractor, with a focus on how they will deliver improvements to street cleansing, actions to reduce the level of fly tipping, increase recycling and engage with local communities by working with local schools and by setting up a network of environmental champions. The new waste contractor will pool resources and work closely with the proposed Neighbourhood Service to address and change behaviours to ultimately reduce the incidences of issues, such as fly tipping and littering. Another key partner will be Homes for Haringey, which will continue to play an important role in helping to resolve local issues, and delivering positive

environmental outcomes for tenants, leaseholders and surrounding householders. Finally, the Council intends to work more closely with the Safer Neighbourhood Teams, with both parties providing a joined up on-the- street presence, and working more effectively together to engage with our community to ensure we have accurately captured local priorities.

2.7 Nevertheless, we will have to provide this service with less money as the new proposal will have to achieve a savings target of £3.5 million. However, I am confident that the proposed Single Frontline Service will minimise the impact on our residents and provide them with the highest quality services possible despite the reduction in the available spend.

2.8 As the Cabinet Member I would like to confirm my support for the development of a Single Frontline Service.

3. State link(s) with Council Plan Priorities and actions and /or other Strategies:

3.1. Council Plan Priorities are:

- A Greener Haringey – becoming one of London’s greenest boroughs.
- A Better Haringey – cleaner, greener & safer places.
- A Thriving Haringey – encouraging lifetime well being at home, work, play and learning.
- Driving change, improving quality – customer focussed, cost effective services achieving high levels of satisfaction.

4. Recommendations

4.1. To agree to the principle of the amalgamation of Frontline Services together with elements of the existing Safer Stronger Communities into a new Single Frontline Service.

4.2. To agree to develop the detail of the reorganisation and present this to the General Purposes Committee on 29th March 2011.

5. Reason for recommendation(s)

5.1. As a result of the budgetary constraints that the Council is facing we are required to consider new and more effective ways of working.

6. Other options considered

6.1. Officers are required to put forward budget reduction proposals because of the

budgetary challenges the Council is facing.

7. Summary

7.1 The strategic direction and priorities for a future Single Frontline Service delivery would be as follows;

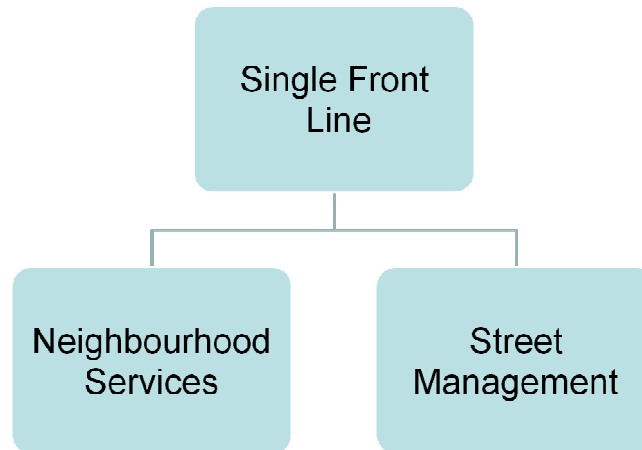
- The Single Frontline would be more than a re-badge of existing services; it is about creating an instantly recognisable on-street presence that reinforces a single face of the Council's frontline services.
- To institute a service delivery model that allows flexibility in how resources are deployed to address and resolve local community needs that will vary by locality and/or over time.
- To deliver clean and safe streets, offering protection to citizens and responsive local services.
- A street management function to reduce congestion and improve road safety.
- To maintain and where possible improve the quality of the Council's Highway's infrastructure.
- To have a transparent financial model that will show how street management income is reinvested back into Council services.
- To empower, facilitate and work with residents and businesses to identify local priorities to tackle environmental problems together, encouraging resident involvement in delivery of services and co-production of outcomes.
- To work more effectively with partners, i.e. Safer Neighbourhood Teams, contractors and voluntary sector to commission services that will deliver local outcomes and priorities.
- To integrate the customer interface, invest in the use of appropriate IT solutions to engender a single working platform across the frontline.

7.2 Budgetary challenges

- The Council faces the challenge of a much reduced affordability envelope but with greater expectations of delivering services that meet the priorities of local communities. The proposal of this paper is to make recommendations of the principles of a Single Frontline business model that will best meet these financial challenges, whilst minimising the impact on frontline services.
- The approach is based on the Council's model of commissioning services, which would identify the best value option to deliver outcomes for residents. This could and would lead to a variety of commissioned services, such as in-house, contractor, shared services etc. The common criteria is that commissioned services would be required to operate and respond competitively to market conditions and provide a degree of flexibility to meet local needs and priorities.

7.3 Single Frontline

The Single Frontline will consist of two main elements, Neighbourhood Services & Street Management.



7.3.1 Neighbourhood Services

Key Principles:

- **Neighbourhood Action Teams** - A clear manifesto commitment was the creation of Neighbourhood Action Teams. Neighbourhood Services would bring all the key service areas under one area of responsibility and accountability, bringing all the service components together to tackle environmental issues. The new multifunctional Neighbourhood Environmental Officers (NEOs) responsibilities will include the following:
 - Contract Management;
 - Enforcement (street);
 - Highways Inspection & Enforcement;

Within the Neighbourhood Action Teams the following teams will provide specialised services:

- Out of Hours (Noise/Licensing);
 - Trade Waste Enforcement;
 - ASBAT; and
 - HMOs (Cross Directorate Embedded Team).
- By pulling these resources together it will mean that whilst reducing the total number of 'on the street' officers the new service will be able to provide greater flexibility and opportunities to delivery local outcomes as well as offering a more area based focus and extended hours of operations, seven days a week and a night time presence.
 - A key aspect to the success of the Neighbourhood Action Teams will be continuing and building the relationship with key partners, including SNTs and Homes for

Haringey (HfH). In many wards in the east of the borough HfH will be an integral partner working on a day to day basis with Neighbourhood Environmental Officers in developing area based solutions positively impacting on tenants, leaseholders and surrounding householders. HfH officers will also play an important role as part of the new waste services partnership working with the new contractor and NEOs in maximising the benefits of the new contract.

- The deployment of Neighbourhood Environmental Officers will be based on the needs of each Area Assembly.
- **Community Engagement & Enablement** – A team to support all elements of the Single Frontline whose functions will include:
 - To engage with residents effectively to understand the needs and priorities of the Area Assemblies/Committees.
 - To support and monitor the delivery of local action plans.
 - To develop and enhance relationships with local community groups to act as an enabler/facilitator providing a ‘neighbourhood problem solver’ function and interface.
 - To provide an ongoing consultation service dealing with potential transport/parking schemes.
 - To promote, facilitate and monitor environmental behavioural change by working closely with contractors, community groups and resident associations.
 - To work with partners and the community to identify local crime and anti-social behaviour.
 - To identify and monitor key Local Performance Indicators to measure success or otherwise, being transparent and thus being accountable to local communities.
 - To consider and develop more joined up ways of working across the Council to ensure existing routes of community engagement are best utilised and new opportunities for engagement are maximised.
- **Highways** – The service will continue to work on a planned or reactive basis, maintaining and improving the public infrastructure, which includes:
 - Street lighting;
 - Reactive and planned maintenance;
 - Design and implementation of Road Safety schemes;
 - Design and implementation of Transport for London funded schemes i.e. Town Centres, Bus Lanes, Principal Road Network; and
 - Design and implementation of Council funded schemes.
- The service model will be designed:
 - to be flexible to reflect the level of funding available for each year;
 - to provide choices for residents and traders in each Area Assembly for establishing where investment in the public highway infrastructure will take place;

- to be responsive to local issues, resolving problems as identified in Area Action Plans; and
 - to ensure that more residents and traders are fully aware of any works being undertaken within their Area Assembly.
- **Regulatory Services** - To provide statutory regulatory services, which includes; environmental health, trading standards, animal welfare and licensing. The regulatory teams will work closely with the Neighbourhood Action Teams with all officers providing on-the-ground intelligence for each other, as well as commissioning specific areas of work to tackle local priorities within Area Assemblies/Committees.

A key difference to the existing arrangements with Neighbourhood Management would be that *ad-hoc* requests would need to be aligned with the pre-agreed Area Action Plans. The new arrangements will focus attention on resolving local issues and will see improved delivery of outcomes and better management of expectations.

To determine the success of the services and outcomes it will be essential to have a performance framework in place that will assess the effectiveness of how local priorities have been addressed and resolved. A key component of this would be resident satisfaction and the ability to measure this at a local level. Existing residents' surveys do not provide statistically viable information at this level and this would need to be implemented if a true understanding of satisfaction was to be determined.

7.3.2 Street Management

Key Principles

- By bringing together the infrastructure, enforcement and income recovery it will provide an accountable single focus for the holistic delivery of this service. For example, those responsible for designing a parking or road traffic scheme and generating the relevant Traffic Management Orders will also be accountable when the scheme is enforced ensuring that the desired outcomes of reducing congestion and improving road safety are met.
- It is proposed that the new service budget will be based on a 'Trading Account', which will provide the transparency required for residents in demonstrating how surplus revenue is reinvested into other Council services.
- Street Management would be responsible for ensuring that the Council meets its obligations under the Traffic Management Act and meeting the strategic objective of a Greener, Better and Thriving Haringey by managing the flow of traffic through and around the borough, as well as ensuring works undertaken on the highway do not adversely impact on the flow of traffic or damage the highway.
- Whilst this would be a separate patrolling unit we would seek to have the

officers in a uniform that would easily identify them as part of the Single Frontline service.

7.4 Governance Arrangements

- Following the Council's recent Governance Review, proposals have been developed to re-energise Area Assemblies and introduce Area Committees. It is envisaged that the priorities for a local area will be developed by local residents and traders through an Area Assembly and recommended to an Area Committee. In this proposed model it will be the Area Committee whom will approve the Area Action Plan, which will need to be compliant with Council policy and be affordable. It will be the responsibility of the new Single Frontline to address and resolve the environmental issues identified in Area Action Plans mainly through the Neighbourhood Action Teams.
- The proposed Single Frontline will also have a key role in engaging with residents and traders through Area Assemblies, to support the development of Area Action plans, facilitate and enable the local community to play an active role in resolving issues themselves and to update the Area Assemblies/ Committees on progress.
- The details of the new terms of reference for the new governing arrangements are being developed and further details will be presented in the General Purposes Committee report.

7.5 Interdependencies

- Due to the centralisation of key services, central units will be required to provide key support to the business units based on efficient and effective (market conditions) SLA's. Areas included in this would be;
 - Finance
 - Policy
 - Performance (local as well as corporate)
 - Complaints
 - Communications
 - IT
 - Customer Services
 - HR
- It is essential that these services are commissioned to deliver the required levels of support to the Single Frontline. Support services will provide a critical role in achieving the improved environmental outcomes for residents/traders and how they will perceive the future service.

7.6 Delivering the Outcomes

- A project team has been set up to deliver this organisational change programme using existing resources within the service. This team will ensure the project is managed effectively and the milestones outlined below are delivered on time. The project team will also continue with Member engagement to ensure comments and feedback are captured appropriately.
- In order to maximise the outcomes from the resources available on-street it is essential that officers are provided with the tools to do the job. The first consideration will be training so that officers can become familiar and effective in a number of disciplines. The second is to provide a mobile working solution that will allow the maximum time on-street and limit the amount of time required in the office.
- It is important to note that the cultural and behavioural change required to move from discreet single functions to a multi-disciplinary operation as well as the wider span of controls in some areas is considerable and will require strong leadership and communications.
- In addition, to ensure that services are maintained there will need to be a phased approach to implementation. Even where existing services are being merged there will be considerable change and this will need to be managed and supported effectively. During this period of change Officers may require additional support as they have to adapt to new ways of working as new systems are developed and introduced.

7.7 Key Milestones

- The following are the key completion milestones for delivering the proposed change;
 - Develop detailed proposal – 11th February 2011
 - General Purposes Committee – 29th March 2011
 - Consultation – 6th May 2011
 - Structure finalised – 27th May 2011
 - Street Management go live – 1st August 2011
 - Network Services full go live – 2nd January 2011

8 Chief Financial Officer Comments

- 8.1 Any savings figures included within this report are purely indicative at this stage. It should firstly be noted that the total figure of around £3.5m incorporates options around Neighbourhood Management and Enforcement that are already part of the HESP process and hence the £3.5m is not wholly additional to existing options being discussed with Members.

- 8.2 Detailed work is underway to identify the precise additional saving possible but the final saving will be dependent on a myriad of factors such as;
- Other complementary reviews within Urban Environment being agreed and actioned.
 - The level of impact that Support Service Reviews have on the posts identified within the scope of this restructuring.
 - The level of specific external grant funding in the future.
 - The timescale taken to agree and implement this proposal.
 - The successful implementation of the new waste management contract.
 - Grading of new posts following job evaluations.
- 8.3 It is likely that a restructure of this complexity will take significant time and resources to implement and although it will be possible to deliver significant savings in 2011-12 with early agreement of the principles, the full year effect of the savings will be realised in 2012-13.
- 8.4 The vast majority of savings achieved will relate to staffing and thus there is the possibility of a significant redundancy cost associated with these proposals.
- 8.5 There may also be a need for some investment in IT to enable savings to be fully realised. Proposals will be brought forward for agreement if necessary.

9 Head of Legal Services Comments

- 9.1 The Head of Legal Services has been consulted on the content of this report. The recommendations in the report entail significant reorganisation within the service. While there are no detailed proposals at this stage, it is noted that the target savings of £3.5 million are said to involve significant staff reductions, including up to 40 FTE redundancies within Frontline Services and the proposed closure of the Neighbourhood Management Service.
- 9.2 These proposals should be planned and implemented under the terms of the Council's policies and procedures regarding restructuring, redeployment and redundancy. Consultation will be required with employees affected and statutory consultation must be carried out with recognised trades unions. Such consultation should be completed before any final decision is made to implement the proposals. It is noted that the new service may be offered under a number of models including in-house provision, shared services and commissioned services.
- 9.3 Legal advice will be required in respect of proposed service changes involving the transfer of functions to other providers or employers or to changes to the employment relationship. As the equalities and community cohesion comments in the report make clear, a full equalities impact assessment will be required in respect of these proposals, the outcome of which must be considered before any final decision is made.

10 Equalities &Community Cohesion Comments

- 10.1 As stated in the introduction, this report proposes the principle of a Single Frontline Service and provides an outline of the shape of the new Service that will incorporate the existing services from Neighbourhood Management, (Safer Stronger Community), Enforcement, Highways and Environmental Resources.
- 10.2 Many of the principles outlined in this initial proposal are consistent with the Council's equal opportunities policy and our equalities and community cohesion duties. These include the duty to engage, consult and involve our local communities in determining local priorities and in decisions that affect their lives.
- 10.3 In view of the fact that the establishment of the new Service will involve a restructure, which will impact on staff and services, a full equality impact assessment will need to be carried out in order determined the full equalities implications of the proposal.
- 10.4 Following a full Equality Impact Assessment, a detailed equalities comment will be provided.

11 Consultation

- 11.1 A full programme of consultation will be undertaken for the next stage of the development of the proposal and will be presented to the General Purposes Committee.

12 Service Financial Comments

- 12.1 The formation of a Single Frontline is estimated to save the Council around £3.5m (FYE). The savings are mainly generated by the rationalisation of services from Neighbourhood Management (Safer Stronger Community), Enforcement, Highways and Environmental Resources into a Single Frontline.
- 12.2 This includes savings from the proposed closure of the Neighbourhood Management Service reducing staff numbers by 24 FTEs, as well as those savings agreed by Cabinet on 21st December 2010 relating to the Enforcement service.
- 12.3 The majority of savings (around £3m) are expected to be achieved due to reductions in staff numbers, although there are also expected to be savings related to reduced running costs, for example reductions in priority plan budgets formerly part of Neighbourhood Management and potentially some increases in

income. The staff savings for Frontline Services have been estimated at £1.6 million with staff numbers reducing by approximately 40 FTEs.

12.4 The existing staffing budgets for Frontline Services and Neighbourhood Management are shown in Table 1 below.

Table 1

Area	10-11 Staffing Budget £000s	Part of Corporate Review £000s	Part of Urban Environment Restructuring £000s	Remaining Budget £000s
Parking / Concessionary Fares	4,371	-45		4,326
Enforcement	4,127	-40	-619	3,468
Environmental Resources	4,176	-51	-3,142	981
Sustainable Transport	2,651		-232	2,419
Neighbourhood Management	1,612			1,612
Management and Support	593	-557		36
Total	17,530	-693	-3,993	12,844

12.5 The existing staff budgets have then been amended for staff who are deemed to be out of scope of the Single Frontline, either because of being part of Corporate reviews, (Policy, Finance and Complaints) or for those functions that are part of wider Urban Environment proposals. These are;

- Recycling and other Environmental Resources staff transferring into new Waste Management Contract;
- Sustainable Transport and Environmental Resources Staff who fill form part of the new Carbon Management and Sustainability service;
- Coroners and Mortuary functions within Enforcement.

12.6 Of the remaining staffing budget of around £12.8m, the majority of staff posts within Parking and Sustainable Transport will form part of the wider Single Frontline service but will not generate significant levels of savings in doing so. This is because they are generating income (Parking) or undertaking work reliant on external income (Sustainable Transport).

12.7 This would leave a remaining staffing budget of around £6.5m of which savings of £3m (46%) are envisaged. This would largely come from:

- Amalgamation of the Neighbourhood Management, Highways Inspection, Street Enforcement and Contract Monitoring functions.
- De-layering of management roles and extension of responsibilities.
- Reduction in support staff.
- Reduction in Regulatory Services.
- Removal of tactical enforcement.

12.8 An example of the de-layering of management can be seen in the before and proposed after organisational charts for 3rd and 4th tier Managers attached as Appendix A.

12.9 The remaining £3.5 million will be the affordability envelope in which the new Neighbourhood Service will be built around.

12.10 Note, other service areas that are subject to reviews such as Policy and Performance, Finance and Complaints will need to be taken into account in understanding the resulting impact they may have in delivering a Single Frontline service.

12.11 If the principles of a Single Frontline are agreed then detailed revised budgets will be produced together with organisational structures which will form part of a future report which go to General Purposes Committee for consideration.

13 Use of appendices /Tables and photographs

13.1 Appendix A – Organisational Charts 3rd & 4th Tier

13.2 Appendix B – Single Frontline Service Presentation

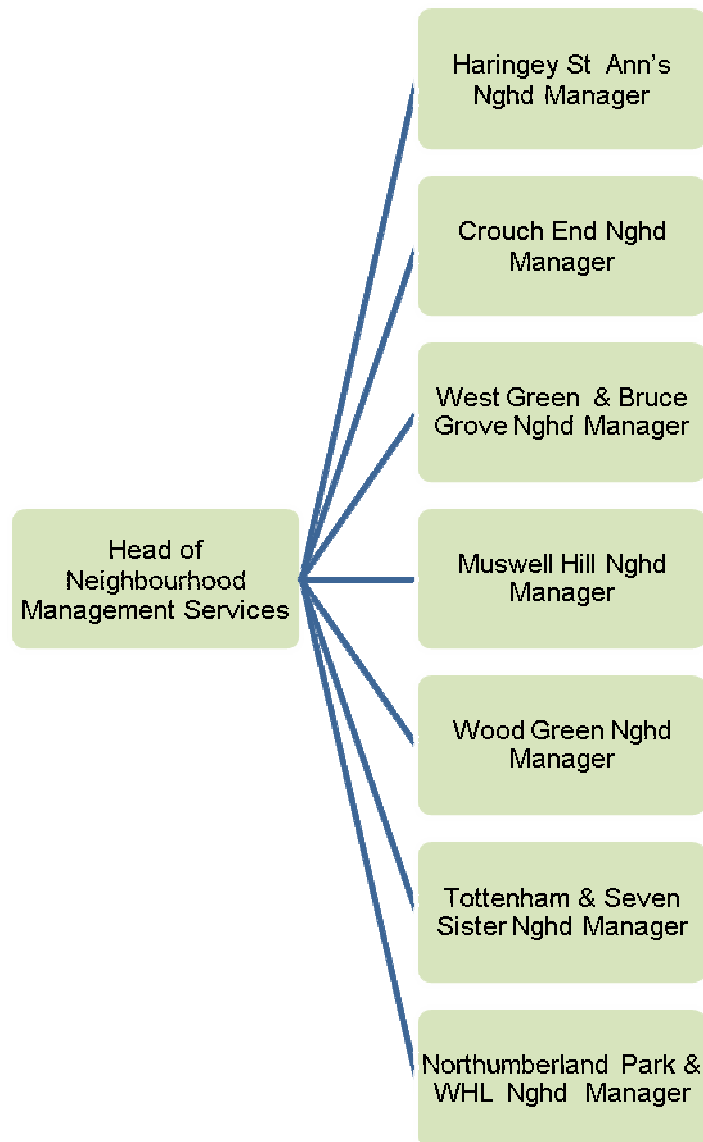
14 Local Government (Access to Information) Act 1985

14.1 [List background documents]

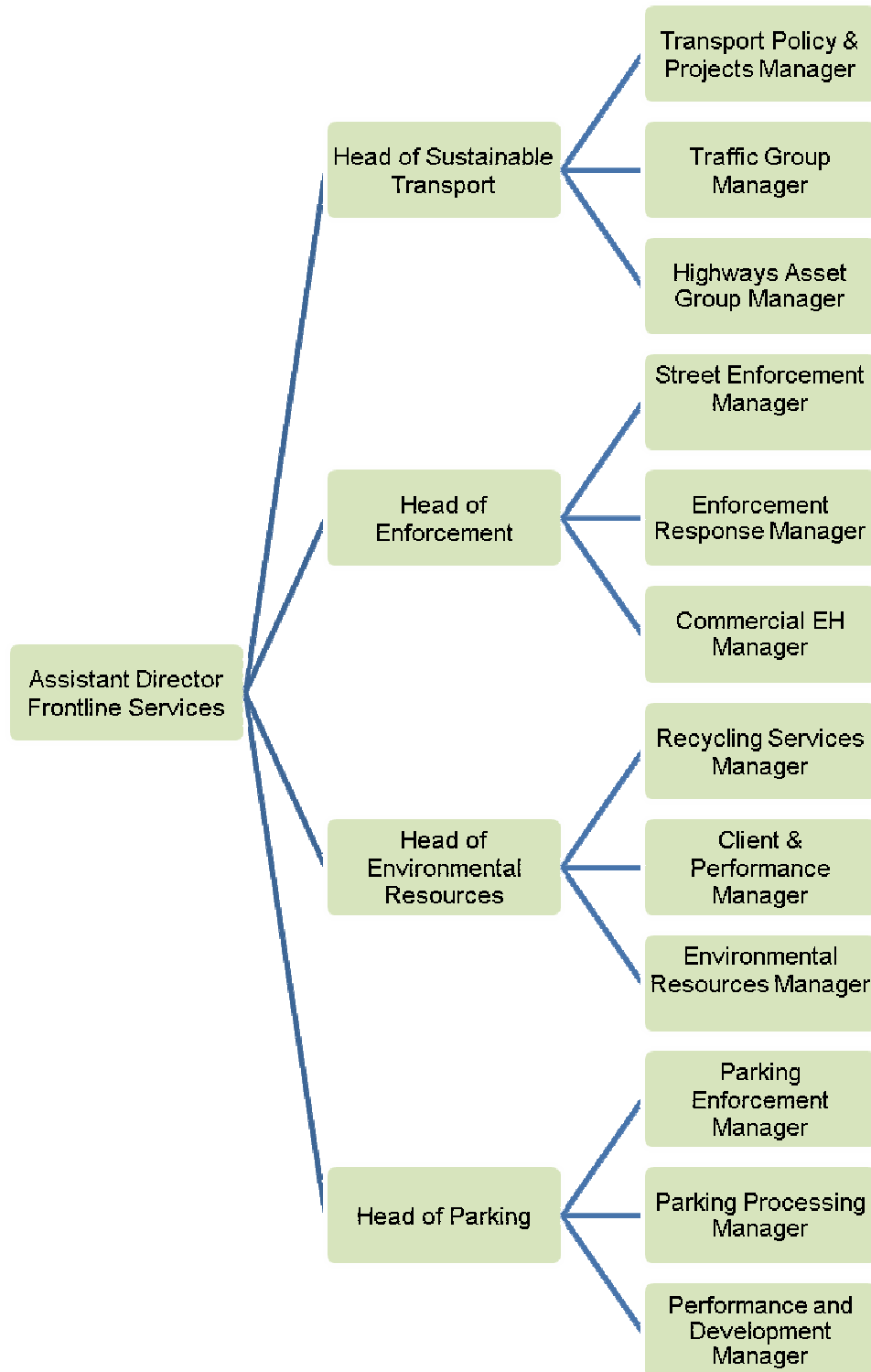
14.2 [Also list reasons for exemption or confidentiality (if applicable)]

Appendix A

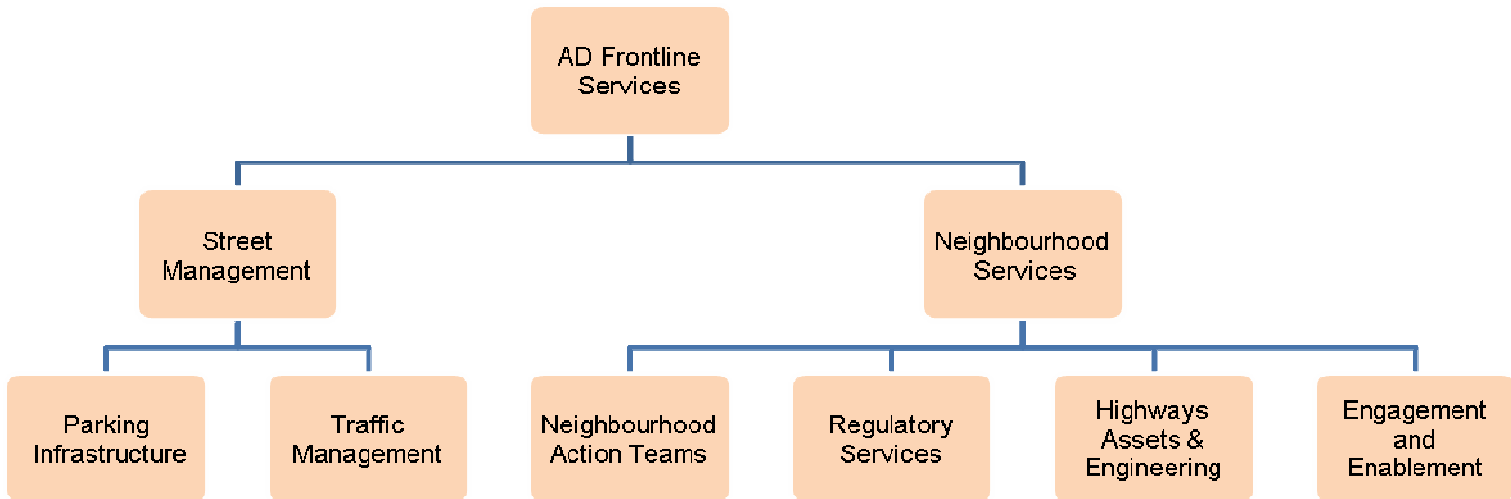
Current 3rd & 4th Tiers - Neighbourhood Management Services



Current 3rd & 4th Tiers - Frontline Services



Proposed 3rd & 4th Tiers - Single Frontline Services



Please note that this is an indicative structure which may change following consultation. It is proposed that aspects of the existing services will be transferred to other business units or the new waste contractor and will not form part of the Single Frontline (e.g. Recycling Manager – New Waste Contractor, Mortuary – Dir PH, Coroner - Dir PH, Planning Enforcement – Planning & Regeneration etc.)