

## LOCALITIES, ENFORCEMENT, TRANSPORT IMPLEMENTATION - UPDATE

<b>Cabinet Members</b>	Councillor Raymond Puddifoot Councillor Douglas Mills
<b>Cabinet Portfolios</b>	Leader of the Council, Improvement Partnerships & Community Safety.
<b>Officer Contact</b>	Hugh Dunnachie
<b>Papers with report</b>	None

### HEADLINE INFORMATION

<b>Purpose of report</b>	<p>To update Cabinet on progress of the Business Improvement Delivery (BID) work in relation to localities working, enforcement functions and transport services. BID is the council's transformation programme which sits within the remit of the Hillingdon Improvement Programme (HIP).</p> <p>To obtain political sign-off on certain key decisions so that the project can move forward to detailed implementation.</p>
<b>Contribution to our plans and strategies</b>	<p>To introduce more efficient methods of management in relation to localities working, enforcement functions, transport and passenger services, for the benefit of services to our customers and to achieve financial savings.</p> <p>To contribute to Council Plan and corporate objectives.</p>
<b>Financial Cost</b>	<p>In the short term the proposed structural and operational changes will be funded within existing resources. The implementation of this model will enhance strategic management of the Council's localities working, enforcement functions and transport and passenger services, leading to lower costs, significant efficiencies and a more corporate and resident focussed approach to services – putting the customer at the heart of service delivery.</p>
<b>Relevant Policy Overview Committee</b>	Corporate Services and Partnerships
<b>Ward(s) affected</b>	All

## RECOMMENDATIONS

That Cabinet agree:

1. That the Core functions outlined in paragraph 6.4 be included in the scope of the detailed implementation of proposed structures to deliver Localities & Enforcement services as one block of services in a Communities related Directorate.
2. That the legal elements of enforcement services included in paragraph 6.4 are stripped out during the detailed design stage and transferred to the DCEO's
3. That an Integrated Transport Unit be set up in the centre of the Council including the core functions set out in paragraph 6.5.
4. That all the proposed new structures be effective from June 2010.
5. That Officers be authorised to start recruitment/redeployment to a Corporate Director post to head up a new Communities based Directorate.
6. To instruct the Chief Executive to ensure that, during the pre-implementation phase, his views will take priority in any dispute with service departments.
7. To instruct Officers to start formal consultation on the proposals outlined in this report.

### 3 Reasons for recommendation

Hillingdon has an excellent record in driving efficiencies through business improvement. BID is the council's transformation programme which sits within the remit of the Hillingdon Improvement Programme (HIP). The BID programme builds on the success of HIP and is designed to ensure that the Council becomes even more streamlined, flexible and less bureaucratic. BID will free up front line staff to focus on delivering excellent services to residents. It will also identify ways in which to achieve the necessary efficiency savings over the next four years.

In January 2010, the Cabinet agreed to integrate and develop the Localities, Enforcement and Transport projects fully as part of the Business Improvement Delivery (BID) programme. Cabinet also agreed the timescales for the project with the initial business analysis of areas impacted upon and development of options work to be completed by 31<sup>st</sup> March 2010.

Through the BID process the proposals in relation to the scope of the new Localities, Enforcement and Transport functions have been tested against the Council's Operating Model, alongside the Corporate Landlord areas, to ensure that the wider reorganisation will provide the most effective and efficient delivery model for these key Council functions.

### 4 Alternative options considered / risk management

There is an urgent need to make significant efficiency savings through the BID programme over the next 3 years. Continuing to drive efficiencies within the confines of the current Council operating model and configuration of services is close to exhausting potential efficiency savings. The Council therefore needs to look at more radical options which involve applying a new operating model and breaking down silo based services to both produce efficiencies and to make services more resident focussed. Maintaining the status quo is not an option as the Council will still have to find the savings and without more planned and radical restructuring/ business process re-engineering there would be a risk to service delivery.

## **5 Comments of Policy Overview Committee(s)**

Not applicable at this stage.

## **6 Supporting Information**

### **6.1 Aims and objectives of the Localities, Enforcement and Transport project**

The aim of the Localities, Enforcement and Transport project is to provide a single focus for the whole Council around universal customer related services, putting residents at the heart of everything the Council does. The project is looking at how best to organise and structure these functions to achieve efficiencies and to improve performance. The project will also apply the Council's new Operating model to this range of services and this is also expected to deliver significant efficiency savings.

### **6.2 Starting point and key drivers**

The key drivers for the project are:

- The December 2009 and March 2010 Corporate Landlord Cabinet reports.
- The January 2010 Localities, Enforcement and Transport Cabinet report.
- Closer working arrangements in place with Corporate Landlord
- The BID project covering Localities, Transport and Enforcement and Corporate Landlord including the findings of the business analysis work undertaken.
- The Council's new operating model.
- BID Objectives

### **6.3 Progress against targets:**

The January Cabinet report set out that the development of this BID work stream would run in parallel to development of the Corporate Landlord to ensure a consistency of approach and to ensure that any inter-relationships were explored as the options were developed. The target set out in the Cabinet report was to complete initial business analysis of the areas impacted upon and to develop options by 31<sup>st</sup> March 2010.

All service workshops undertaken by the Business Analysts were completed by 16<sup>th</sup> March. As part of those workshops and related analysis the following data has been collected:

- Documentation of all core and supporting processes
- An analysis of how staff time is spent
- An analysis of the complexity of activities undertaken
- All systems/forms/documents identified.

This data collected has been used to compile the final 'as is' report. Some initial key opportunities have been identified by the Business Analysis through the process mapping workshops and the application of the operating model. The initial findings suggest that there is considerable scope for re-engineering processes, for organising services on a more efficient basis and through the application of the operating model. Work will now concentrate on the development of the proposed implementation plan.

## 6.4 Localities and Enforcement Core Functions

Table 1 on the following page outlines the core functions that need to be included within the remit of the Localities & Enforcement functions in order to get the full benefits (financial and non-financial) outlined in the previous Cabinet report in January 2010.

The business analysis work undertaken has found that services included in the Enforcement section of the table include a mixture of customer facing community/locality based service activity and formal enforcement activity. A significant element of many 'enforcement' services are essentially localities based services designed to prevent the need for formal enforcement activity. The final stage in the process is the actual enforcement activity itself. The standards and processes by which the final stage of enforcement is undertaken varies considerably between services. It is therefore proposed that further work is undertaken on these services to strip out this final legal stage of enforcement from the service concerned and transfer this activity to the centre of the Council. By having all this real enforcement activity in one place at the centre of the Council will enable the service of enforcement to be more joined up and consistent. The service side of these enforcement type functions could then remain in a localities based cluster of services where significant synergies with other locality based services can be exploited.

As a consequence of the business analysis work concluding that there is a greater element of non formal enforcement work in enforcement type services, it is proposed that at this stage all the services outlined in the table be kept together as part of one review/implementation. As part of this implementation the real formal enforcement activity can then be stripped out and transferred to the centre. The alternative approach of lifting and shifting large 'enforcement' type services to the centre and then reviewing and passing back non enforcement work over time to a Localities cluster of services could jeopardise the delivery significant potential synergies/efficiencies.

In addition to the Services included in the table there are services already within the scope of the Landlord report to consider as potentially part of Localities. Services such as Green Spaces which are being 'lifted and shifted' to the Landlord structure contain a mixture of 'asset management and maintenance' activity and 'service' activity. The 'Service' element of the activity could be considered for potential inclusion in a Localities based cluster of services.

**Table 1: Localities and Enforcement Core Services**

<p><b>Localities Functions</b></p> <ol style="list-style-type: none"><li>1. Street Scene Locality Teams (including Streets Ahead and Street Champions)</li><li>2. Community Leadership/ Engagement (including Chrysalis and Ward Budgets)</li><li>3. Town Centre Management</li><li>4. Community Safety Team</li><li>5. Safety Services – CCTV</li><li>6. Building Control</li><li>7. Airport Services (including Health and Control, Imported Food, Environmental Health)</li><li>8. Traffic Management including Road Safety and Education, Street Works Management and Traffic Management (including School Crossing Patrol)</li><li>9. Waste Services (including Refuse, Recycling, Street Cleaning)</li></ol> <p><b>Enforcement Functions</b></p> <ol style="list-style-type: none"><li>10. Planning Enforcement</li><li>11. Street Scene Enforcement</li><li>12. Consumer Protection including :-<ul style="list-style-type: none"><li>• Environmental Protection</li><li>• Food Health and Safety</li><li>• Licensing</li><li>• Trading Standards</li><li>• Noise</li><li>• Animal Control</li></ul></li><li>13. Parking Services (including Abandoned Cars, Car Parks, Parking Admin/Permits, PCN Processing /Appeals, Parking Operations and Enforcement)</li><li>14. Private Sector Housing Enforcement</li></ol>
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## **6.5 Transport Core Functions**

All the Transport related functions in the Council have been reviewed by business analysts. Table 2 below outlines the core functions that need to be included in the core functions of an Integrated Transport Unit.

**Table 2: Transport Core Functions**

<p><b>Transport Core Functions</b></p> <ol style="list-style-type: none"><li>1. Fleet Management</li><li>2. Passenger Services</li><li>3. Service based Transport management</li></ol>
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Within the Transport project, based upon the initial “as-is” analysis, the creation of an Integrated Transport Unit (ITU) remains the preferred proposal to provide a single consolidated interface between customer and service provider. The ITU is consistent with the operating model concept and covers the areas of customer management, service delivery, specialists, administration, support services and strategic core.

The business analysis undertaken suggests that the benefits of the ITU would be as follows:

- More focussed and co-ordinated team
- Seamless approach to managing client needs – child through to adult
- Greater flexibility to respond to policy and regulation change
- More efficient utilisation of Council resource at lower operating cost
- Greater financial transparency and improved reporting
- Co-ordinated approach to Procurement activity – services, vehicles & infrastructure
- Clearer understanding of trade-off between in-house and outsourced service delivery
- Potential to be a foundation for creation of a sub regional/regional approach to Fleet Management & Passenger Transport

The ITU is organisational neutral so could be run from any Group. Once the unit has been established work will start on the next stage of the review which will explore the following initiatives that could produce significant efficiency savings.

- Harmonised transport eligibility policy for all service users based upon statutory obligations
- Centralise all transport budget ownership and simplify transactional process. This will increase efficiency and streamline the internal business process
- Review and market test transport service provision based upon analysis of needs and actual volumes required
- Increased rigour around vehicle utilisation and routing
- Strategic plans agreed for fleet replacement and vehicle infrastructure (eg. Fuel and maintenance)

Other Transport related functions such as Parking Services and Traffic Management have greater synergies with the Localities and Enforcement clusters of services rather than the Integrated Transport Unit.

## **6.6 Other Services / Structural implications**

As part of the review work undertaken it was felt that the Health & Safety/Emergency Planning function did not best sit with any of the other functions being reviewed but instead should move under the control of the DCEO Directorate reflecting the corporate scope and significance of this pan-Council function.

One of the broader implications of reviews into the Corporate Landlord and Localities, Enforcement and Transport functions is that there is the potential to move to one broad Communities based Group going forward rather than having two communities based service Groups (ECP and P&CS). There are significant potential savings in senior management in particular but also a duplication of support services as well as significant synergies by grouping the services more closely together rather than in their existing silos.

## **6.7 Application of the Council's Operating Model**

The detailed structure of the new Localities, Enforcement and Transport function will continue to be developed in more detail during the implementation phase using the principles of BID including the application of the new Operating Model to ensure that the structures and processes are organised as efficiently and effectively as possible. Where possible, residents' queries and transactions will be dealt with by generic services supporting the Contact Centre. Only more complex issues would be referred onto professional / technical officers for resolution. There are potential synergies with other internal 'business support' activities, such as IT, HR, and procurement. The back office will be also reviewed to ensure opportunities for more joined up structures and processes.

## **6.8 Timetable & Next Steps**

It is proposed that the Localities, Enforcement and Transport reviews follow the same timescale as the Landlord project. This will mean new structures and reporting lines being in place for June 2010.

## **7 Financial Implications**

At this stage, it is anticipated that the restructure in the first instance will be funded from within existing resources. Once the Council's new operating model and other BID methodologies are applied to the functions within the proposed Localities Enforcement and Transport structures over the next few months there should be the scope for delivering significant efficiency savings. The overall quantum of these savings will be reported back to Cabinet at a later date once the detailed structure and processes within the new function are developed.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

To provide a more focussed streamlined operation for the benefit of residents of the Borough

### **Consultation Carried Out or Required**

None required

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance have reviewed the report and its recommendations and are satisfied that the financial implications of the proposals are correctly stated in the financial implications section of the report.

### **Corporate Human Resources**

If agreed, the report will trigger a formal consultation to appoint a Director for the newly formed Directorate. Work will then continue on more detailed proposals for the structure of a new communities related Directorate. Following completion of this work the remainder of staff potentially affected by these proposals will go through a formal consultation process.

## **Legal**

Recommendation five of the report authorises officers to start recruitment/redeployment to a Director post to head up a new Communities based Directorate. It is important that the Council follows its own defined HR practices and procedures together with observing established employment law principles as part of this process in order to safeguard its position

## **BACKGROUND PAPERS**

January 2010 Cabinet report on Localities, Enforcement and Transport.