

Strategic Overview and Scrutiny Panel

**Grand Jury Room, Town Hall
16 November 2010 at 6.00pm**

Strategic Overview and Scrutiny Panel deals with reviewing corporate strategies within the Council's Strategic Plan, the Council's budgetary guidelines for the forthcoming year, scrutinising the Forward Plan, the performance of Portfolio Holders and scrutiny of Cabinet decisions or Cabinet Member decisions (with delegated power) which have been called in.

Information for Members of the Public

Access to information and meetings

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Have Your Say!

The Council values contributions from members of the public. Under the Council's Have Your Say! policy you can ask questions or express a view to meetings, with the exception of Standards Committee meetings. If you wish to speak at a meeting or wish to find out more, please pick up the leaflet called "Have Your Say" at Council offices and at www.colchester.gov.uk

Private Sessions

Occasionally meetings will need to discuss issues in private. This can only happen on a limited range of issues, which are set by law. When a committee does so, you will be asked to leave the meeting.

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Please ensure that all mobile phones and pagers are turned off before the meeting begins and note that photography or audio recording is not permitted.

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Terms of Reference

Strategic Overview and Scrutiny Panel

- To review corporate strategies.
- To ensure the actions of the Cabinet accord with the policies and budget of the Council.
- To monitor and scrutinise the financial performance of the Council, and make recommendations to the Cabinet particularly in relation to annual revenue and capital guidelines, bids and submissions.
- To link the Council's spending proposals to the policy priorities and review progress towards achieving those priorities against the Strategic / Action Plans.
- To scrutinise executive decisions made by Cabinet, the East Essex Area Waste Management Joint Committee, the Colchester and Ipswich Joint Museums Committee and Cabinet Member decisions (with delegated authority taking a corporate / strategic decision) which have been made but not implemented, and referred to the Panel through call-in.
- To monitor the Council's operational performance in relation to the Strategic Plan, Local Area Agreement targets and National Indicators.
- To scrutinise the Cabinet's performance in relation to the Forward Plan and to scrutinise the performance of Portfolio Holders.
- At the request of the Cabinet, make decisions about the priority of referrals made in the event of the volume of reports to the Cabinet or creating difficulty for the running of Cabinet business or jeopardising the efficient running of Council business.
- The panel will be the appropriate route for any member to refer a 'local government matter' in the context of Councillor Call for Action.

Process for Councillor Call for Action

- Councillors have the ability to call for debate and discussion a topic of neighbourhood concern, limited to issues affecting a single ward, in an attempt to bring about specific solutions for local problems. This enables members to get things done without going through the Council's executive decision making process.
- Members may bring an action on any issue they choose, with exceptions, for example, if the issue is vexatious or deals with an individual complaint. Local Government matters specifically excluded from the regime are namely matters relating to a planning decision, a licensing decision or where a right of recourse to a review or right of appeal is already provided for in law.
- Poor service performance or increased anti-social behaviour are examples of where a member will bring an action to the panel's attention.
- The scrutiny panel may reject a request as not within the guidance, or the usual channels have not been exhausted, or accept that an investigation is the appropriate action.
- The panel may conduct an investigation in the usual scrutiny manner, seeking information from the Council and/or partners and inviting them to attend meetings.
- A report with recommendations will be compiled and brought to the Council and/or partners attention, with the Council and/or partners having a duty to respond.
- The panel will consider and publish the responses to their recommendations and feed back this information to the Councillor calling for the action.

**COLCHESTER BOROUGH COUNCIL
STRATEGIC OVERVIEW AND SCRUTINY PANEL
16 November 2010 at 6:00pm**

Members

Chairman : Councillor Christopher Arnold.
Deputy Chairman : Councillor Dennis Willetts.
Councillors Nigel Offen, Gerard Oxford, Julie Young,
Nigel Chapman, Mark Cory, Andrew Ellis, Bill Frame and
Theresa Higgins.

Substitute Members : All members of the Council who are not Cabinet members or members of this Panel.

Agenda - Part A

(open to the public including the media)

Members of the public may wish to note that agenda items 1 to 5 are normally brief and agenda items 6 to 9 are standard items for which there may be no business to consider.

Pages

1. Welcome and Announcements

(a) The Chairman to welcome members of the public and Councillors and to remind all speakers of the requirement for microphones to be used at all times.

(b) At the Chairman's discretion, to announce information on:

- action in the event of an emergency;
- mobile phones switched off or to silent;
- location of toilets;
- introduction of members of the meeting.

2. Substitutions

Members may arrange for a substitute councillor to attend a meeting on their behalf, subject to prior notice being given. The attendance of substitute councillors must be recorded.

3. Urgent Items

To announce any items not on the agenda which the Chairman has agreed to consider because they are urgent and to give reasons for the urgency.

4. Declarations of Interest

The Chairman to invite Councillors to declare individually any personal interests they may have in the items on the agenda.

If the personal interest arises because of a Councillor's membership of or position of control or management on:

- any body to which the Councillor has been appointed or nominated by the Council; or
- another public body

then the interest need only be declared if the Councillor intends to speak on that item.

If a Councillor declares a personal interest they must also consider whether they have a prejudicial interest. If they have a prejudicial interest they must leave the room for that item.

If a Councillor wishes to make representations on an item on which they have a prejudicial interest they may do so if members of the public are allowed to make representations. In such circumstances a Councillor must leave the room immediately once they have finished speaking.

An interest is considered to be prejudicial if a member of the public with knowledge of the relevant facts would reasonably regard it as so significant that it is likely to prejudice the Councillor's judgement of the public interest.

Councillors should consult paragraph 7 of the Meetings General Procedure Rules for further guidance.

5. Minutes

1 - 9

To confirm as a correct record the minutes of the meeting held on 12 October 2010.

6. Have Your Say!

(a) The Chairman to invite members of the public to indicate if they wish to speak or present a petition at this meeting – either on an item on the agenda or on a general matter not on this agenda. You should indicate your wish to speak at this point if your name has not been noted by Council staff.

(b) The Chairman to invite contributions from members of the public who wish to Have Your Say! on a general matter not on this agenda.

7. Items requested by members of the Panel and other Members

(a) To evaluate requests by members of the Panel for an item relevant to the Panel's functions to be considered.

(b) To evaluate requests by other members of the Council for an item relevant to the Panel's functions to be considered.

Members of the panel may use agenda item 'a' (all other members will use agenda item 'b') as the appropriate route for referring a 'local government matter' in the context of the Councillor Call for Action to the panel. Please refer to the panel's terms of reference for further procedural arrangements.

8. Referred items under the Call in Procedure

To consider any Portfolio Holder decisions, taken under the Call in Procedure.

The panel may a) confirm the decision, which may then be implemented immediately, b) confirm the decision back to the decision taker for further consideration setting out in writing the nature of its concerns, or c) refer the matter to full Council in the event that the panel considers the decision to be contrary to the Policy Framework of the Council or contrary to, or not wholly in accordance with the Budget.

9. Decisions taken under special urgency provisions

To consider any Portfolio Holder decisions taken under the special urgency provisions.

10. Street Services Fundamental Services Review 10 - 116

See report from the Head of Street Services.

11. Review of the work of the Portfolio Holder for Street and Waste Services 117 - 120

See scoping report from the Scrutiny Officer.

12. Work Programme 121 - 122

See report from the Scrutiny Officer.

13. Exclusion of the public

In accordance with Section 100A(4) of the Local Government Act 1972 and in accordance with The Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000 (as amended) to exclude the public, including the press, from the

meeting so that any items containing exempt information (for example confidential personal, financial or legal advice), in Part B of this agenda (printed on yellow paper) can be decided. (Exempt information is defined in Section 100I and Schedule 12A of the Local Government Act 1972).

STRATEGIC OVERVIEW AND SCRUTINY PANEL

12 OCTOBER 2010

Present :- Councillor Christopher Arnold (Chairman)
Councillors Nigel Chapman, Mark Cory, Bill Frame,
Theresa Higgins, Nigel Offen, Gerard Oxford and
Julie Young

Substitute Members :- Councillor Margaret Kimberley
for Councillor Andrew Ellis
Councillor Jackie Maclean for Councillor Dennis Willetts

Also in Attendance :- Councillor Sonia Lewis
Councillor Paul Smith
Councillor Lyn Barton

15. Minutes

The minutes of the meeting held on 21 September 2010 were confirmed as a correct record.

16. Have Your Say - HX Care Home Serious Case Review

Have Your Say

Ms. Helen Orrell, Colchester Gazette, addressed the panel saying she believed the panel's consideration of the HX Care Home – Serious Case Review, to be taken under part B of the agenda, therefore not open to the public or the media, should at least in part, and in the public's interest, be held in public in an open and transparent process.

Ms. Orrell said people want answers to their concerns, and any further information from that within the summary report should be considered in public. Ms. Orrell said there was public interest in what happened at the care home, and fully understood that there was a duty to protect individuals, but this could be achieved by redacting personal details and having a general discussion in public.

In response to Councillor J Young, Ms. Orrell said Essex County Council had not yet responded to her July request for further details under the Freedom of Information Act.

HX Care Home Serious Case Review - Discussions on open or closed session

Councillor Arnold said it was absolutely right that discussions on this review were held in closed session, confident that the panel are doing what they set out to do. The process was agreed in the summer, starting with correspondence with the Chair of the Essex Safeguarding Adults Board (ESAB), resulting in an agreement for officers to attend this meeting, but in addition a request, given the nature of the information likely to be sought and provided, from the ESAB Chair that such a meeting would need to be held in private session.

Councillor Arnold said the purpose of this review was not to learn about individual

cases. The panel had a responsibility to ensure proper scrutiny of the review was undertaken to their satisfaction but had to consider whether this could be done without going into closed session.

Councillor Cory said he was in principle against private sessions, and given the panel are not going into personal detail, he could not see why the discussions could not be undertaken in open session. Councillor Theresa Higgins agreed with Councillor Cory, that if individual names are not mentioned, discussions should take place in open session.

Councillor J. Young and Councillor Frame said the panel were caught in a dilemma in whether to continue in an open or closed session. There would be a difficulty for members to conduct frank discussions with officers without breaching confidentiality, and Councillor Arnold believed any alleged breach by any individual Panel attendee could be examined by the Standards Board.

Councillor Offen said it was imperative that the discussions would allow members to understand what had happened and the ensuing outcomes, and if it meant having the discussions in private so be it, though this was not desirable. Councillor Offen said it was not possible to judge whether the recommendations within the summary report are the correct ones.

Councillor Kimberley said a lot could be learnt from County officers, who had agreed to attend voluntarily and members should not seek to inhibit. These discussions are not necessarily to be the last and the panel may need to undertake further work, a point later made by Councillor G.Oxford, who also said if a future was meeting agreed this would provide an opportunity for people to attend and hear the debate.

Mr. Ian Vipond, Executive Director, said the Council prides itself on openness and transparency, and every effort is made to provide as much information for discussions within an open environment. The difficulty here was we don't know until we have had the debate whether it could have been held in public. That said, whatever the outcome of the meeting every effort would be made to publish as full a minute of the debate as possible. Councillor Chapman said the Council is very good at making reports public, and the public and media should be assured that a decision to have discussions in private is not taken lightly.

Councillor Arnold said the Council would ensure a full minute as agreed with the Essex Safeguarding Adults Board would be published.

Councillor Lewis said in order that all information was disclosed without restriction, the discussions would need to be in private. Councillor Lewis did not like closed sessions but believed this was the appropriate way forward.

The Committee/Panel resolved under Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting for the following item as it involved the likely disclosure of exempt information as defined in Paragraph 2 of Part 1 of Schedule 12A to the Local Government Act 1972.

17. Exclusion of the public

SEVEN voted FOR, and THREE voted AGAINST.

Councillor Theresa Higgins (in respect of her membership of Essex County Council (representing the Division where the HX Care Home was located)) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

18. HX Care Home - Serious Case Review

Ms. Liz Chidgey, Deputy Executive Director, Adults, Health and Community Wellbeing, Essex County Council and Chair of the Essex Safeguarding Adults Board Management Committee, and Ms. Shirley Jarlett, Essex County Council Solicitor and Legal Advisor to the Essex Safeguarding Adults Board attended the meeting.

Ms. Jarlett confirmed that officers would refer to the care home in question throughout the discussions as HX Care Home.

Ms. Jarlett confirmed the status of the Essex Safeguarding Adults Board (ESAB), that unlike the Essex Safeguarding Childrens Board (ESCB) it did not have any statutory standing. The ESCB was a statutory board, provided through legislation, with a legal duty to conduct serious case reviews. The ESAB was made up of various agencies to deal with a variety of matters, but did not have an obligation to undertake serious case reviews.

Ms. Jarlett confirmed to Councillor Young that whilst only the summary report on the serious case review was published, it is widely anticipated that in the future the safeguarding adults agenda will also be placed on a statutory footing, and in that scenario ESAB may have a duty to publish reports in full, though this will not be done retrospectively.

In response to Councillor Frame, Ms. Chidgey said once Essex County Council (ECC) officers had concluded investigation of the Serious Incidents, ECC referred the matter to the ESAB to undertake a serious case review. The care company agreed with the serious case review, but in order to gain full participation, an agreement was reached that the publication of an executive summary report only would provide an environment of openness in which shared views and written evidence could be discussed frankly. Ms. Jarlett said there was not agreement by all parties to have the whole report published.

Ms. Chidgey responded to Councillor Young saying the Police are involved from the outset of a Safeguarding investigation which became an Institutional Safeguarding investigation and always engage at the outset of such investigations. In this case to date, the Police, in full knowledge of the facts, do not believe there is a case to take

proceedings further. Ms. Jarlett said the purpose of the serious case review which comes after the conclusion of the Institutional Safeguarding Investigations was about learning, not apportioning blame, and the Police have reiterated that no allegation or instance warrants a police investigation. It was confirmed that the Police have been represented on the serious case review panel. Ms. Chidgey said it was expected that the Police would be involved from the outset, in the process of examining Institutional Safeguarding allegations, and with specialist police officers involved in all interviews and a police inspector represented on the ESAB. The executive summary report would not have been published had the Police still been investigating evidence of the Institutional Safeguarding investigation.

In response to Councillor Smith, Ms. Chidgey said that in regards to recommendation 3, stating all agencies need to ensure that there are clear processes to alert the police in cases of suspected institutional abuse in line with SET guidelines, it did not suggest that the Police were not involved in the serious case review from the outset. Whilst the Police did not take a lead in the review they had been participative from the outset and involved throughout the whole process. Ms. Jarlett said the Police still had a duty to investigate, and that whilst nothing arose from the review, this would remain an ongoing process. Ms. Chidgey explained that in regards to alerts at this particular home, there had been 5 alerts between the 1 September 2008 and the 12 September 2008, with two of these coming from one person. This evidence, a cluster of problems, plus a whistle blowing letter, highlighted a 'critical week'. ECC officers immediately decided to investigate all people at the home (considered good practice), including staff and residents.

Responding to Councillor Kimberley, Ms. Chidgey said the work associated with recommendation 22, that consideration should be given to joint training between Operational Leads and the police officers in supervisory roles in Domestic Violence and Hate Crime Units on the Mental Capacity Act with particular emphasis on the elements required for an offence to have been committed, this was work in progress, and the progress has been, and continues to be reported to the appropriate ECC scrutiny panel. Despite not having a legal framework in place, part of the Council's activity and vigilance in 'safeguarding areas' has resulted in holding people to account and successful convictions e.g. theft.

Ms. Chidgey told Councillor Young that whilst a local police superintendent may not be personally aware of all the information surrounding the review, she assured her that all the evidence obtained through the serious case review was given to the Police, and whilst some elements of information was further explored, nothing that was alleged or disclosed was of a criminal nature. Ms. Chidgey said that nobody outside the Safeguarding Investigation had a right to access to the evidence obtained, but if Councillor Young was aware of any new evidence this should only be passed to the appropriate authority.

Councillor Young said she remained concerned about the case. She said she believed that a long standing friend and resident at the home is still affected by what had happened. Councillor Young said she had every right to raise her concerns with whoever she wished. Ms. Chidgey said this was not disputed but there is an agreed process if a Safeguarding alert is raised.

In respect of the alerts received by ECC, Ms. Chidgey explained to Councillor Offen that as was the case with all alerts, dependent on the type of alert, Police were engaged as appropriate. Concerns had been identified about the care provision for some months. Thirteen improvement requirements had been put on the home prior to the aforementioned alerts in September 2008, and the home continued to be closely monitored by ECC. The safeguarding alerts confirmed that more action needed to be considered. Ms. Chidgey said the evidence did not in any way suggest physical injury or wilful act of physical abuse, and that the issues centred on systemic negligence.

Whilst the report says the HX Care Home had generated care and practice concerns to ECC since 2007, Ms. Chidgey confirmed to Councillor Smith that the home had periodically continued throughout this period to be regularly and closely monitored to ensure improvements were sustained. That said, the serious case review did highlight lessons about how monitoring procedures could be improved, a bringing together of pertinent information from various records kept by the different health care organisations, e.g. feedback from GPs, regular visitors to care homes. A better understanding was needed through shared information that could have picked up the issues earlier. In response to Councillor Cory, Ms. Chidgey said information sharing protocols have now been introduced across all the care economy. Ms. Chidgey confirmed to Councillors Frame and Arnold that each care home with this Provider is a company in its own right, and in this particular case, the care home was given thirty days to make a substantial improvement in regards to the issues. This did not transpire, and finally, ECC breached the contract resulting in residents being removed from the care home. This outcome has enabled ECC to use the situation to demand something very different from the parent company and in relation to all their care homes in Essex. The outcome of having all residents removed from the home is not unique to Colchester.

Ms. Chidgey confirmed that registration to open and run a care home comes from the Care Quality Commission (CQC). In response to Councillor Kimberley, Ms. Chidgey said as the commissioner, ECC are very proactive in their inspection and monitoring regime. It is also reactive in dealing with complaints, with a dedicated complaints team dealing with any issues or representations in a timely fashion.

In respect of medications, Ms. Chidgey explained to Councillor Oxford that there was a need to understand why there had been large returns of medications, and this was a national as well as a specific issue. In response to Councillor Offen, Ms. Chidgey said any disciplinary action against staff resulting from medication not being administered appropriately was a matter for the care home company to deal with. Essex health officials are reviewing how medication is dispensed, working alongside district nurses and pharmacists resulting in a lot of actions and good outcomes. As part of the work with the Primary Care Trust (PCT), "deep dives" at North Essex are putting in place a significant amount of local actions. This is to form part of the locality plans being drawn up by all the PCTs. Once the plans are signed off by the Strategic Health Authority, this work and the resulting outcomes can be shared, there was nothing secret about this work but part of identifying commissioning priorities.

Ms. Jarlett responded to Councillor Offen in respect of checks made of potential new employees and the Criminal Records Bureau (CRB). The result of the serious case

review revolved around general neglect and individuals within the home could not be held accountable for general neglect. It is understood that the whole care system needs to avoid a situation where individuals who cause concern are able to move between home care facilities. Checks with the CRB, and disciplinary action against individuals are for the individual companies providing the care to manage, and companies are able to refer individuals to the Department of Health. ECC continue to work with care home companies to provide proper recruitment practice. Ms. Chidgey confirmed that as the ECC home care commissioner, she did, due to the failure of the care home company to do so, and because of the breach in contract, make a request of the CQC to have the company de-registered. The CQC declined to take action as the Care Provider had requested voluntary de-registration which was actioned by CQC, and if panel members so wished, they would need to ask the CQC why this application was declined. Ms. Chidgey said the future of the site was yet to be decided, but should a care home be re-introduced it would be for the company to decide who provides the care, and for the CQC to decide if that company should be registered. Councillor T. Higgins later explained that CRB records are a snapshot, updated and reproduced every three years, so even these checks are not foolproof.

Ms. Jarlett confirmed that no specific allegation was made against an individual, the company accepted that given the issues arising from the care home, the monitoring of overall supervision had not been carried out correctly. At the time leading up to the serious case review the parent company had a reasonable record. These points were later reiterated to Councillor Offen by Ms. Chidgey, who said the parent companies view was they did not sufficiently support management at the care home. Ms. Chidgey confirmed that at the time leading up to the closure of the home several of employees at the care home had been those employed previously by ECC when the home was in their ownership. Ms. Chidgey said there was never an indication that the home was understaffed, but there was a view that staff were not been supervised correctly, or showed the appropriate competencies. All these issues resulted in an inability of the staff to bring the standards up and the care staff expressed disappointment in themselves.

Councillor Young wondered why there remained confidence in the company, given what has happened in Colchester, and the fact that other counties refuse to commission this parent company for care home provision. Ms. Chidgey said there remained long standing contracts with the parent company. Assurance against a repeat of these issues provided the leverage to ensure compliance. There are also many counties who do use the parent company, with the national CQC ratings being good. In response to Councillor T. Higgins, Ms. Chidgey said a lot of work on contracts was been undertaken across the county to standardise conditions and to be used broadly across all social care and health agencies. Home Support contracts are to be re-let, with a view to improving the contractual arrangements that will provide improvements to quality.

Ms. Chidgey confirmed to Councillor Chapman that all the executive summary report recommendation timescales so far had been met, and there had been no further issues to be addressed. The ESAB had, and would continue to monitor the recommendations. Ms. Jarlett confirmed that as part of the ESAB remit, an action plan was produced that included a timetable built into the desired outcomes. The plan was

to be reported to the ESAB at the meeting of the 20 October 2010.

In response to Councillor Smith, Ms. Chidgey said in late 2008, and following the suspension of a number of staff, a senior manager was placed at the home in an attempt to improve the situation. ECC, with a duty of care to the residents allowed the home to try and bring the standards up between mid September and the end of October. The expected improvements did not materialise. A judgment had to be made, and the residents were relocated though it is quite possible that given further time the improvements may have been forthcoming but the risks were considered too high. The issues had become systemic within the culture of managing the home. As the Commissioner, Ms. Chidgey said if the quality of care is compromised, it is for her to act.

The cost of moving residents to alternative accommodation and the additional care costs needed were all met by the parent company.

Ms. Chidgey said the issues surrounding the lack of communication with ward councillors at the time of the problems was dealt with by herself and Councillor Finch, Portfolio Holder at Essex County Council, at a previous meeting in Colchester, when a full apology was given.

Ms. Chidgey explained to Councillor Arnold that following the serious case review, ECC started the process of communicating with concerned relatives and carers, to arrange feedback, and this was been offered in the form of relatives and representatives meetings in either small groups or as individual face to face sessions. Any further agreed actions would be tracked and monitored continually. Further meetings are happening this week. It was pointed out that everyone's needs and the way they deal with these issues is different, but every effort was being made to ensure individuals do have closure. In response to Councillor T. Higgins, Ms. Chidgey said some former residents have expressed a wish to return to the home, though this would depend on the completion of the new build and if ECC choose to have a contract with the care home company. If it did happen every effort would be made to allow former residents to return.

Ms. Chidgey confirmed to Councillor Young that people should still come forward if they still have concerns, and also have the right to appeal if they believe the concerns are not dealt with to their satisfaction. Ms. Jarlett said any concerns considered to be criminal would be referred on to the Police.

Following the conclusion of dialogue between the officers and members, the Chairman expressed his gratitude to Ms. Chidgey and Ms. Jarlett for attending the meeting.

Conclusions

Councillor T. Higgins suggested that the panel should request the Portfolio Holder to write to the relevant Minister requesting that the safeguarding adults agenda should receive the same statutory standing accorded to the safeguarding children agenda. Whilst Ms. Chidgey and Ms. Jarlett were sympathetic to this, it was clear that a clear legal, statutory framework for safeguarding adults, similar to that of safeguarding

children, was to happen very shortly. That said, it could possibly result in full reports being diluted, because of the statutory need to publish. However, whilst this could be counterproductive, it would be a huge step forward.

Councillor Frame asked whether the report to be presented to the ESAB in October, could be provided for members consideration following this meeting. Ms. Chidgey said the action plan, produced at the ESAB request, to monitor the recommendations within the executive summary report will continue to be monitored and scrutinised until all the recommendations are completed, and this could be presented to the panel following the ESAB October meeting.

Mr. Gareth Mitchell, Head of Life Opportunities explained to the panel that in his capacity as senior manager for safeguarding, he and the Chief Executive have been auditing the borough council's compliance with safeguarding good practice in response to requests from both the ESCB and ESAB, and that coming out of that work are some questions around governance and the links to the council's executive and scrutiny arrangements. Ms. Chidgey explained that the ESAB had used information from the ESCB as guidance templates, when agreeing their own procedures and forms, and an audit of this information was being undertaken at present, the outcome of which was due at the end of this month. Ms. Chidgey said any future meeting to discuss the action plan could also provide an opportunity to consider the position of this work in relation to others. Ms. Jarlett said she was sure both boards would be happy to attend an agreed future meeting.

Councillor Young thanked Ms. Chidgey and Ms. Jarlett for attending the meeting and the frank discussions, but still felt their remained a lack of accountability of the staff working at the care home and was disappointed that there remained no suggestion of a police investigation.

Councillor Offen said he believed the panel should write to the CQC requesting a further independent review of this serious case review on the grounds that there was a lack of clarity on what caused the disaster, and why was the then present standard of care not brought up to the required standards. Councillor Young supported Councillor Offen's proposal, though this suggestion was not pursued by the panel. Ms. Chidgey said she believed nothing more could be learnt from such an action, and questioned what would be the added value. If a Councillor remained concerned about the outcomes e.g. staff competency, they should raise a further 'safeguarding' concern with ECC.

Whilst it was very difficult to explain why, following the county council's intervention, the deterioration in care could not be halted, Ms. Chidgey said it was a combination of a number of factors, including culture, leadership and poor management and poor care.. Ms. Chidgey said that if people had concerns about safeguarding in any aspect of community care, they should raise a safeguarding alert through the established process with ECC, whereby if there was any suggestion of criminal activity, it would immediately be passed to the Police.

RESOLVED that the panel;


- i) Thanked Ms. Chidgey and Ms. Jarlett for attending the meeting and entering into a detailed and meaningful dialogue with members.
- ii) Agreed that the Chairman of the Overview and Scrutiny Panel should write to the CQC and ESAB specifically about the two issues that remained of concern to panel members, the failure to identify specific reasons for the decline in standards at the HX Care Home and the inability to track employees as they move through the care system.
- iii) Agreed for the Chief Executive and Head of Life Opportunities to attend a future meeting, date to be agreed with the Chairman, to give a presentation on the Council's role in safeguarding adults and children, with an invitation going to the ESAB and ESCB to attend.
- iv) Agreed to receive an update on the Executive Summary action plan from the Chair of the Essex Safeguarding Adults Board.



Strategic Overview and Scrutiny Panel

Item
10

16 November 2010

Report of	Head of Street Services	Author	Matthew Young  282902
Title	Fundamental Service Review of Street Services		
Wards affected	All		

**The Panel is invited to review the business case
and the draft Cabinet report
resulting from this Fundamental Service Review**

A Fundamental Service Review of Colchester Borough Council's Street Services began in March 2010. This is part of the corporate improvement programme of reviews.

The review has progressed well and reached the business case stage where recommendations for the future direction of Street Services are made.

The attached draft report to Cabinet recommends the approval of the business case as part of this Fundamental Service Review. This is an evolving document, with detailed work and consultation continuing to take place this autumn. This will include firming up on issues such as the structure, costs and savings estimates and timescales.

Strategic Overview and Scrutiny Panel is asked to review and comment on this report, so that this can be considered by the Cabinet on 1 December 2010.

The draft Cabinet report and supporting information is attached.

Fundamental Service Review of Street Services

Full Business Case December 2010

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4. Business Development
5. Professional Support Unit.

1. EXECUTIVE SUMMARY

Street Services is unique in that it will have contact with all 75,000 households in the Borough every week through its recycling and waste services. The customer's experience of this can shape a resident's opinion of the Council as a service provider. This creates a challenge, now and in the future.

Other challenges which face the service include the breadth of the services offered from statutory to discretionary; the ability to respond with ever-stretched and diminishing resources; consistency of response and the different service demands of urban and rural areas.

The world is changing – as is Colchester with an increased diversity in the Borough's population, an understandable expectation of efficiency, fairness and consistency in service delivery; the move to online transactions; and the need to promote a sense of community pride. This is especially the case with recycling, litter, street cleanliness and parking charges - despite many improvements in service performance and key performance indicators.

Along with everyone else, the Council is also facing financial pressures, so it needs to think differently and take action to address future challenges.

This review has considered the demographic, financial and policy-related pressures facing the Council's street-based services. The proposals in this business case address these issues, and establish a way forward that maintains and improves services whilst reducing costs.

The overall opportunity being described in this business case is to:

- promote behaviour change through education and incentives or, where necessary, enforcement
- better organise services and customer contact by joining up frontline delivery
- deliver planned and proactive services which are effective, efficient and sustainable so customers benefit now and in the future
- use enabling technology to enhance frontline teams, back office support and service delivery
- identify and develop potential business opportunities to increase income and reduce operational costs
- have a greater impact on the principles of a 'whole area approach to public services with customers at the heart of service design'.

There are six key opportunities which are summarised on the next page, and then explained in more detail in section 4.

This review builds upon the recommendations of previous Fundamental Service Reviews (FSRs) by looking at:

- introducing cross-service, field-based teams
- joining together telephone and electronic frontline customer contact to create a continuous, comprehensive and efficient 24/7 service
- maximising existing income-generating business opportunities
- developing shared service, centre of excellence and outsourcing opportunities
- providing strategic and technical expertise through a Professional Support Unit.

The six key opportunities identified in the business case are:

- Customers and Behaviour Change
- Zoned Working
- Recycling and Waste Services
- Business Development
- Parking Services
- Professional Support Unit.

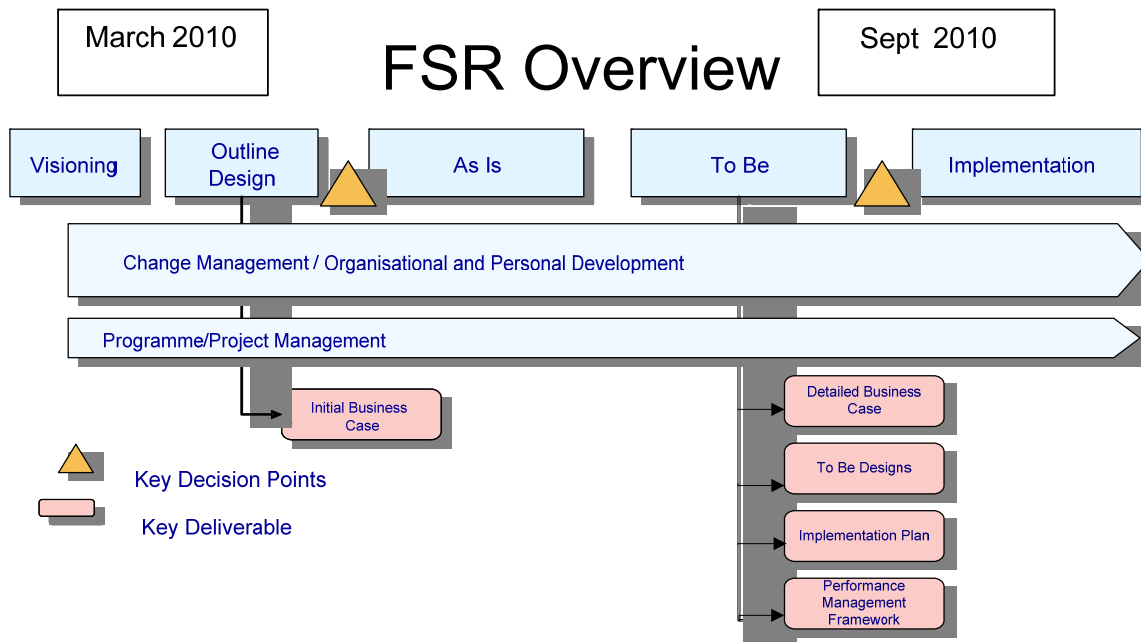
These opportunities are explained in more detail in section 4. The savings resulting from these opportunities are summarised in the table below.

Opportunities	2011/12	2012/13	2013/14
Revenue saving (savings in brackets)			
Customers and Behaviour Change – this includes the revenue cost of ICT investment for all opportunities in this FSR.	£76,000	£35,000	£35,000
Zoned Working	(£70,000)	(£145,000)	(£145,000)
Recycling and Waste Services	(£180,000)	(£280,000)	(£280,000)
Business Development	(£102,000)	(£157,000)	(£252,000)
Parking Services	(£58,000)	(£58,000)	(£58,000)
Professional Support Unit	(£71,000)	(£71,000)	(£71,000)
Total net Street Services savings	(£405,000)	(£676,000)	(£771,000)
Potential CSC savings	0	(£53,000)	(£53,000)
Total net savings for the Council	(£405,000)	(£729,000)	(£824,000)
Total capital costs to implement	£157,000	0	0

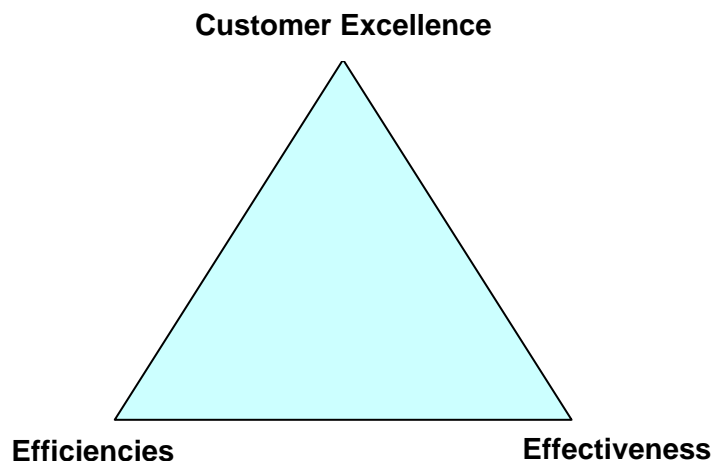
The revenue savings include around 10% reduction in employee costs by reducing staff numbers, overtime and agency costs. These figures do not include any potential one-off costs such as redundancy, or any financial implications arising from the fleet review.

2. THE JOURNEY SO FAR

The fundamental review of this service began in March 2010. This review followed the same process and key stages as that of the three previous FSRs, as shown in the diagram below.



FSRs are an integral part of the WayWeWork programme, which aim to use the experience of customers to drive change in the way our services are delivered. Customer excellence, efficiency and effectiveness are the key drivers of any FSR. Each of the three 'points of the FSR triangle' needs to be considered in terms of the benefits they offer, and this is addressed in this business case:



However, each review to date has had its own drivers, timescales, priorities, levels of engagement, and expectations. Learning from the experiences of these reviews, each will continue to have a differing approach, but be built on what works. This will be evidenced by the adoption of the most appropriate delivery model or models for the service, and its successful implementation, monitoring and measuring of performance improvements.

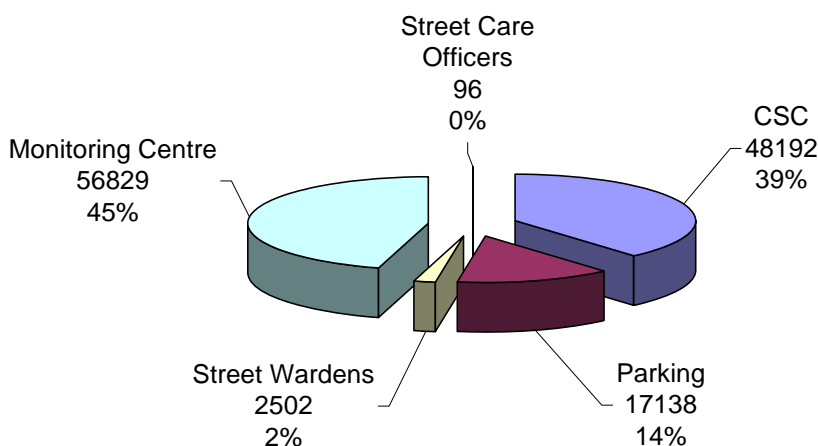
Current customer numbers and flow of work

This section shows the current picture Street Services has of who our customers are, how they have contacted us, the services they are accessing, the channels they are using and the flow through our organisation.

Street Services is unique in that it will have contact with every household within the Borough every week, and in that it offers such a wide and diverse range of services. It also has the most varied customer base of any Council group, from 177,100 residents and 20,000 businesses to 4.4 million visitors a year.

The first chart below shows the measurable number of customer contacts for each service area (April 2009 – March 2010). It is significant that the largest number of contacts (44%) come in through the Monitoring Centre (all services, including 'out of hours'), followed by the Customer Service Centre (CSC) (38%).

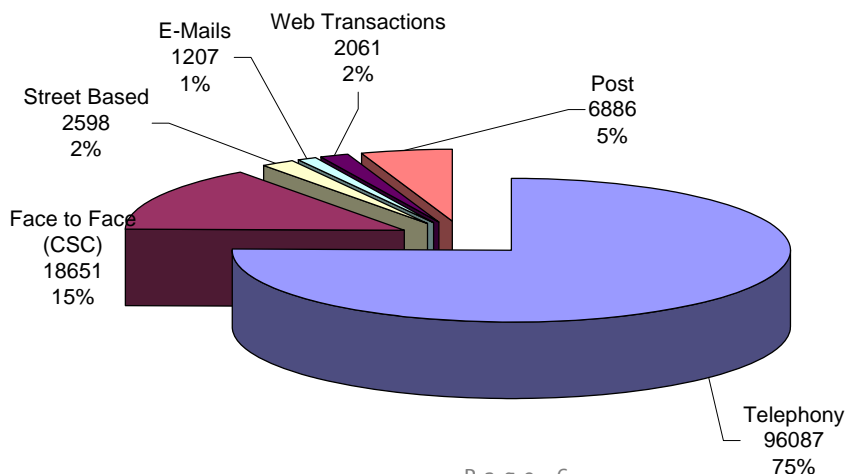
Street Services customer contact by service area Total: 127,490 customer contacts



This next chart shows the number of customer contacts through each channel.

Currently three out of four customers contact the service by telephony (75%).

Street Services contact volumes by channels Total: 127,490 customer contacts

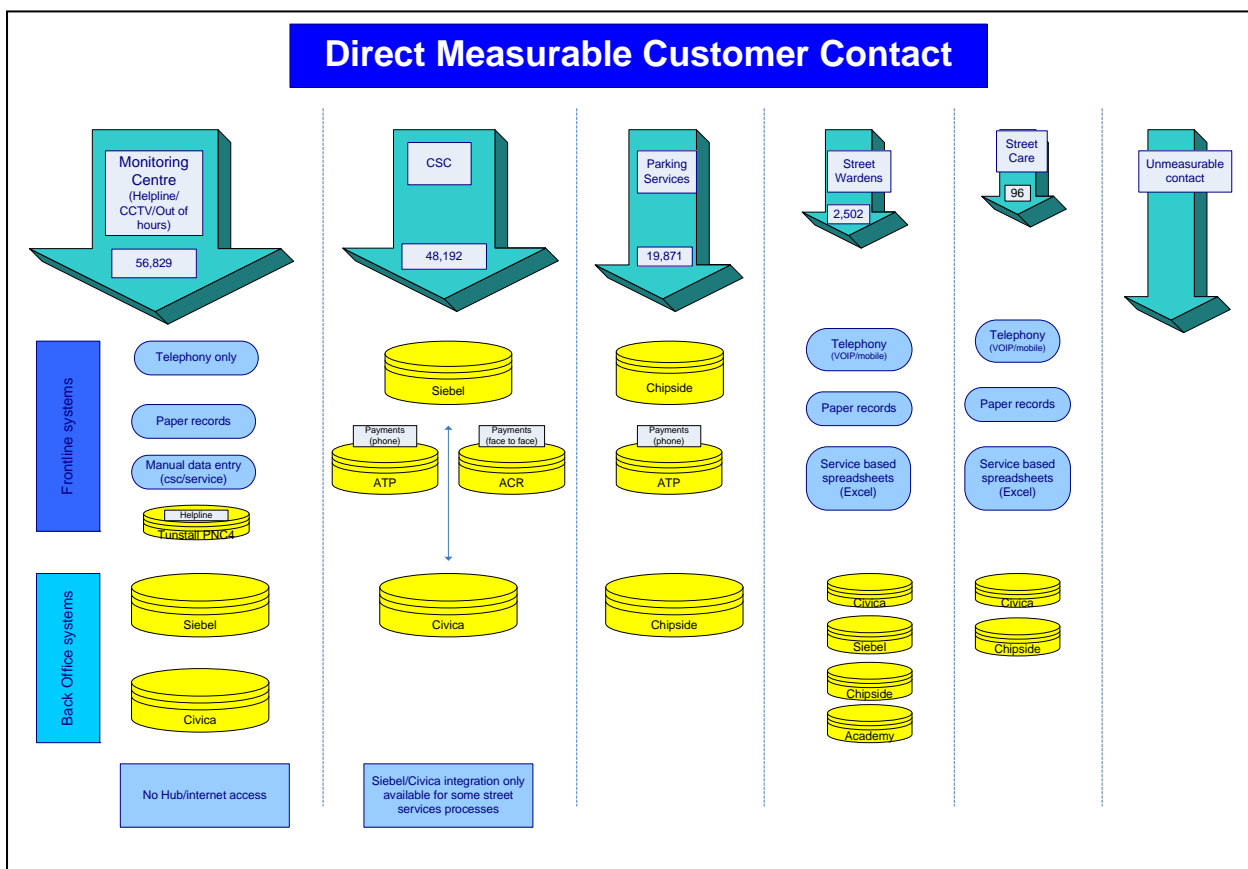


The chart below summarises the measurable number and flow of customers through each service area, the current picture of the technology used at the frontline and in the back office.

There is currently also a significant volume of contact which is immeasurable:

- questions from customers which are made directly to staff
- contact about services made at town and parish councils, libraries or other agencies
- e-mails and calls direct to officers.

The chart also reflects the significant issues around systems and ICT which use of a range of different systems, varying levels of integration between front office and back office systems for each service.



There is a real mix of standalone systems, manual data entry, telephony, spreadsheets and paper records. This makes it extremely difficult to see “across the piece” – and offer joined-up services and improve the customer experience.

Please also see the ‘Understanding the Customer Experience’ and ‘GovMetric’ information in Appendix 1a.

Current resource commitment - staff and budget

A current profile of activity, resource commitment and spend is summarised here:

Activity	Resource commitment FTE*	Staff costs	Other direct costs	Direct income
CSC	5.07	122,000	0	0
Recycling and Waste	125.90	2,542,000	1,276,000	1,762,000
Street Cleaning	49.02	967,000	233,000	202,000
Street Care	13.63	321,000	203,000	230,000
Fleet and Workshop	8.31	240,000	1,197,000	80,000
Parking	58.27	1,512,000	1,060,000	5,618,000
Engineering and Small Works	13.15	340,000	(73,000)	78,000
Community Street Wardens	11.32	245,000	12,000	55,000
Monitoring Centre	12.38	329,000	112,000	38,000
Community Alarms	9.26	220,000	30,000	724,000
Strategic Waste and sustainability	4.00	124,000	85,000	42,000
GMT and Support	9.50	425,000	15,000	4,000
Total	319.83 FTE	£7,387,000	£4,150,000	£8,833,000

* FTE – full-time equivalent staff.

It is worth noting that the staffing figures do include the equivalent of 20.39 FTEs for work which is currently undertaken by agency staff and through overtime. This is one issue that is addressed by the opportunities in this business case.

3. THE FUTURE SERVICE

The diagram below shows the principle running through this review as a golden thread. The customer and the community is placed at the centre of everything services do, with each of the service components focusing their support and activities on the needs of the customer and the priorities of the community. Each of the components interconnects with each other to ensure that service delivery is joined-up, consistent in terms of approach, but flexible enough to adapt to local circumstances.



In the existing Street Services Group, the services are organised and structured in line with traditional professional disciplines. This model has benefits in that it ensures that specialist skills and knowledge are co-ordinated and developed to deliver services that are responsive to priorities within that distinct profession. However professional boundaries do present barriers to coherent, flexible, outcome-focused service provision that discourages joined-up services and efficiency savings. There have been good examples of joint working in the existing Group, but also occasions where the professional priorities have not always met the needs of customer or the community. The diagram above shows the model that Street Services wants to move to where the strengths of the existing system are combined with the flexibility and coherence that a team drawn from a number of disciplines will bring, as specialist skills and expertise are shared and then applied across a wider range of colleagues.

Each of these service components is explained in more depth in the Opportunities section with an overview provided here.

Customers and behaviour change

There is an emphasis in the new approach on the customer serving themselves, with 48% of recent Street Services customers saying they would be willing to use self-serve options if they were available. This would be achieved through the innovative use of existing technologies and also having the ability to contact and task the workforce who operate in their area. This will reduce the number of people and stages that a customer has to go through if they require a service or information and move closer to the main principle of customer service to deliver the right service at the first time of asking.

Zoned Working

In the future, each area will have its own dedicated team serving the community. The team will be multi-skilled and able to carry out a range of different tasks from sweeping streets and emptying litter bins to supporting communities and encouraging positive behaviour. These will be called Zoned teams, and they will be encouraged to be pro-active in the areas they work in to identify and deal with problems and meet needs before they become issues or demands from residents, visitors or businesses.

Recycling and Waste

The FSR recommends that recycling and waste collections move to a compressed working week (Tuesday to Friday). This would be easier for customers as their collection day would be fixed, with less disruption due to public holidays. This will also have a positive impact on the cost of running the service.

Business Development

The FSR has identified opportunities to increase the level of income generated by the Community Alarm service and the Shrub End-based operation. The Engineering service has also been identified as having the same potential in relation to a shared service, however, this will require some level of investment and a full risk analysis of the opportunity will be undertaken. By growing existing skilled teams that have established customer bases rather than creating new services from scratch, the investment costs can be minimised. Other service areas were considered but investigations concluded that the Vehicle Workshop and Monitoring Centre would benefit from concentrating on making the current service the most efficient. Other service delivery models such as private sector investment and outsourcing were also considered, but it was concluded that at this stage they would not offer the benefits either financially or operationally. However they remain an option for the future.

Professional Support Unit

The introduction of a Professional Support Unit will bring together all of the strategy, technology and support needs for the Group in one place. This will encourage and support a multi-disciplinary approach to service provision. This small group of knowledgeable and informed officers will work closely with the Zoned teams, the CSC and the senior management of the Group to provide the co-ordination and direction that the frontline teams will require to function efficiently and effectively.

Parking

Parking has been considered as part of the FSR. However, Essex County Council is currently reviewing its arrangements for Civil Parking Enforcement. The way forward for parking services in Colchester depends on the outcome of this external review. A number of options have been developed to make sure the service can respond appropriately once the decision is known.

It must be stressed that the opportunities to improve performance against the three FSR drivers of customer, efficiency and effectiveness in the Council's street-based services are reliant on the appropriate technology being in place to fully enable the changes. The requirements are described in detail in the 'Customer and Behaviour Change' opportunity – Appendix 1. Without the creation of the Knowledge Bank; the introduction of the self-serve capability, and the hardware and software to support the frontline service the efficiency savings identified in this review cannot be fully achieved.

The opportunities set out in this document will represent the largest and most far-reaching change to these important frontline services delivered by the Council. They are designed to balance the competing demands of improving service to the customer whilst reducing costs. They have the potential to positively impact on services that are delivered by other providers both from within the Council and in other organisations and transform the experience and expectation of residents, businesses and visitors. This is the beginning of a journey of improvement and it will not stop with the implementation of the recommendations that follow, but continue as more opportunities for improving efficiency and effectiveness are identified.

The relationships between these Street Services opportunities for the future delivery of the service and the three drivers of FSRs are:

Customer

- service design and delivery more aligned to customer needs and expectations
- improved customer experience with a range of different services using a single customer record, with increased choice and personalisation
- improved customer journeys by aligning strategy, resources and processes
- a joined-up approach with partner organisations making services easier to understand and access
- rewarded for positive actions and behaviour
- kept informed and able to access right information at the right time for them
- satisfaction and engagement improved by better use of visual information
- better understanding of and satisfaction with Council services
- a sense of shared objectives and goals between customers and the Council
- increased community involvement, and sense of pride in their local community
- a cleaner, greener, safer Borough.

Efficiency

- greater use of self-serve options by customers
- less avoidable contact through self-serve or 'right first time' service
- improved use of data and insight enabling better targeting of limited resources
- single reporting and work allocation system
- reduced management costs through zoned working
- integrated services and multi-skilled staff
- shift to pro-active and responsive service delivery leading to reduction in volume and scale of work required
- reduction in costs through efficient use of fleet
- reductions in direct service costs, overheads and purchasing as a result of working better with other agencies
- less litter, leading to more efficient use of resources and a cleaner Borough

Effectiveness

- better able to deliver improvements and work towards a more sustainable future
- more effective use of resources – staff, equipment and support services
- increased staff motivation and empowered teams
- clear policy helping to reinforce acceptable/unacceptable behaviours and increase understanding of objectives
- behaviour change encouraged by easy-to-use technology and incentives
- real-time communication, mapping, reporting and monitoring, enabling faster response with staff able to spend more time with customers
- joined-up services with common objectives and shared outcomes
- combined staff resources, giving greater flexibility and resilience
- Council as 'supplier of choice' for local residents, businesses and partners
- single flexible enterprise providing full services for a group of partner authorities
- maximise existing income-generating business opportunities
- assets and resources planned and delivered to match the needs of the community, who are Involved and feel a sense of pride in the local community
- a cleaner, greener and safer Borough.

4. OPPORTUNITIES

The six key opportunities identified through this review being described in this business case are designed to:

- promote behaviour change through education and incentives or, where necessary, enforcement
- better organise services and customer contact by joining up frontline delivery
- deliver planned and proactive services which are effective, efficient and sustainable so customers benefit now and in the future
- use enabling technology to enhance frontline teams, back office support and service delivery
- identify and develop potential business opportunities to increase income and reduce operational costs
- have a greater impact on the principles of a whole area approach to public services with customers at the heart of service design'.

These are explained in more detail in the following six sections with a high-level summary of the net financial efficiencies identified after deducting any costs required to implement the changes.

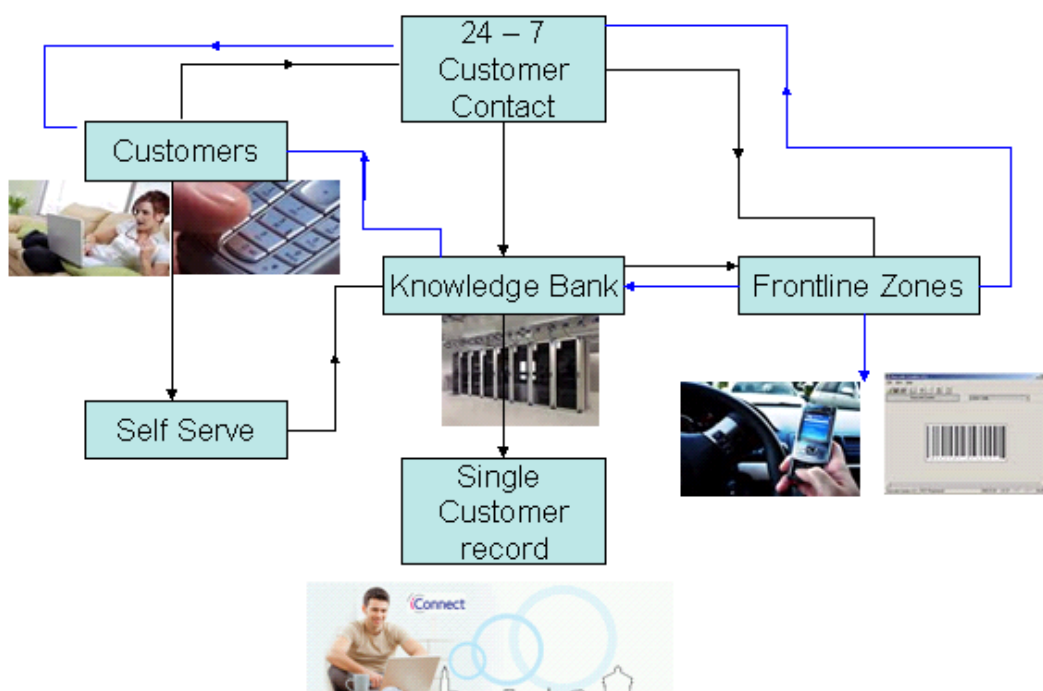
Customers and Behaviour Change – see Appendix 1 for full details

Customers

Customers currently access our services through a number of channels which involve many different processes. The 'Customer Solution' seeks to address the issues identified by simplifying and dramatically reducing the number of processes, whilst increasing the effectiveness of those remaining and capturing more data and insight into our customers' behaviours and wants.

This diagram shows how the 24/7 self-serve approach could work and how it would connect with the Zoned teams:

Customers 24 -7



The key to this opportunity is the creation of a system that provides customers with the ability to self-serve 24/7 that is so easy and beneficial that it becomes the option of choice, whilst still maintaining methods for customers who choose not to. There will of course be the traditional methods still available so that all of our customers are able to interact with us if they are unable to self-serve and be assisted to do so. The system provided will be based on the principles that any response should be relevant, timely and improve customer satisfaction. Research shows that 48 % of recent Street Services contacts were rated high or very high in their likelihood to self-serve with a further 27% being rated as average. This potentially means that nearly half of recent Street Services customers would be willing to use self-serve options if they were available.

In the above model, the main route for the customer would be through self-serve so that customers can access services at any time they choose. This will reduce the amount of telephone and face-to-face contact by creating a much improved automated and online system, meaning the customer has access to everything 24/7 but not through every channel. The aim is to collect all of the information required at the first contact with the customer so that any action can be carried out immediately without need for further contact. Also, by improving processes and the provision of technology at the frontline, 'real time' data can be seen and managed enabling swifter responses and better planned services with direct interaction with the customer. It is envisaged that this system will also fundamentally change the existing 'out of hours' service operated through the Council's Monitoring Centre.

The central 'Knowledge Bank' is vital to this process working; it needs to be an intelligent system that holds information on every process, every service, every resource and all available information. It needs to be updatable daily to ensure that it can accurately respond to customers and assign tasks to officers. The system would know the progress of queries and service requests and will be able to send automated responses to the customer and automatically update the iConnect system.

Behaviour Change

As a community leader, the Council needs to encourage and enable individuals and communities to do more for themselves. This is not simply a case of passing responsibility on to the resident, but by enabling them to do more the Council hopes to establish a stronger sense of community across the Borough, more personal pride within areas and an overall improved environmental quality. There is an increasing trend to engage with the public and particularly communities in order to increase partnership working and ensure the best use of resources.

This has to link with the latest data and insight on customer behaviour, prepared in other areas, to ensure this is harnessed so that communications are timely, relevant and have impact. There is also the positive use of enforcement, particularly in the area of littering and flyposting, however the only current incentive is to encourage people to feel better about their impact on the environment.

The Council has decided to centralise marketing and communication activity that takes place across all the Council's activities and services. The ideas around improving communication with customers and changing customer behaviour that have been progressed with the Street Services FSR will take account of this change. It will be vital through the implementation of this review that management and staff will work closely with members of the new centralised marketing and communications team to develop these opportunities.

Aside from some small area-based approaches, generally community strategies are developed to fit the whole Borough rather than to suit more specific and defined communities. There is currently no set structure that enables Council staff to work with communities to develop more area-based approaches. Failure to consider customers' views and experiences when drawing up FSR implementation plans runs the risk that services will not offer value for money or meet local needs.

The Group carries out a range of customer communications and education activities which seek to change customer behaviour in a number of service areas such as waste and recycling, street care, parking and community activity. These activities are often carried out in isolation from each other.

Although subjects differ, the principles around good promotional and behaviour change activities remain the same, and the Group has the skills required to do this. However, there is a need for change because the way the customer responds is changing, and the service is at differing points with the initiatives it is pursuing.

Opportunities exist to deliver services that residents engage with and where they are rewarded for behaviour that helps to achieve both Council and community objectives. Therefore, it is recommended that the use of incentives as a method to change behaviour is investigated.

The enforcement policy across street-based services needs to be clear, consistent, fair and understood by all staff whether in the frontline or in a support role. Existing policies will be reviewed and all staff will be trained in what is agreed and accreditation, providing the powers and confidence for officers to enforce, will be given to a wider range of frontline staff.

Customers and Behaviour Change – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	0	0	0	enables savings to be achieved in other Opportunities.
Revenue cost to implement:	76	35	35	creation of Knowledge Bank and self service systems.
Net revenue saving (-) or cost (+)	+76	+35	+35	
Capital cost to implement	157	0	0	

Zoned Working – see Appendix 2 for full details

The FSR identified zoned working quite early on as an opportunity to improve services whilst reducing costs. This responds to a need for a comprehensive review of how the Council delivers frontline services to its communities and to provide multi-skilled solutions across the Borough, by ensuring all deployed resources are used effectively and efficiently. There are many examples of good practice already to build on, like the 'Days of Action' and 'Safer Colchester' initiatives, where services act in a co-ordinated way to address local priorities and issues.

In addition to this, rather than delivering exactly the same services in the same way across the Borough, there is a need to have greater flexibility to adapt to local circumstances. Where possible the service provided should suit the particular needs of residents, communities and businesses and the area in which they live and work. Such an approach will allow the better planning and delivery of services in a more effective and efficient manner. Zoned Working is about giving communities the opportunity to become well-informed participants in shaping our services.

In essence each zone will have its own, dedicated neighbourhood based team, which will be multi-skilled and able to carry out a range of different tasks from sweeping streets, emptying litter and dog bins to supporting communities and encouraging positive behaviour. To achieve the balance between efficiencies and improvement, it is envisaged that the Borough will be divided into seven zones. The actual details of these will be decided as part of the implementation phase of the FSR process, but an informed suggestion is detailed in Zoned Working - Appendix 2.

In the zone, staff will be encouraged to have a 'see it and solve it' attitude so that all staff can report and deal with any problems straight away without waiting for another Council team. The teams will be there to help and engage with their communities, and will be the frontline of the behaviour change as identified in the 'Customer and Behaviour Change' opportunity – Appendix 1.

Each zone will have a Zone Team Leader who will be responsible for directing the work of the staff in their team, and ensuring effective community consultation and engagement. They will oversee the provision of street cleansing, small works, recycling education and information, advice and guidance to local communities on a range of issues. This person will co-ordinate any enforcement activity and any services provided in the area by other Council services or other agencies. The focus will be on prevention and pro-active work, thereby reducing demand for reactive services that can be inefficient, costly and impact negatively on customer satisfaction.

In addition to the improvements that services can bring by working in zones, the aim is to develop a self-regulating community by enabling and empowering local residents and businesses. Not only could residents influence what the Council is doing, but feel empowered and actively contribute to the area that they live in. The onward benefit of this is to encourage a sense of pride and community responsibility. This will not happen immediately, but will be a continuing process in line with the behaviour change opportunity to show how people can make a difference locally.

The final issue that will be considered is how the zoned team work with existing organisations and groups. These include Ward Councillors; Town and Parish Councils; Residents' Groups; Neighbourhood Action Panels as well as existing area-based approaches implemented by the Police and Essex County Council. This is an area that could be investigated further once the service is embedded, particularly around governance and direction.

Zoned Working – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	75	150	150	Implementation likely to be half way through first year of introduction and some operational changes require technology to be in place
Revenue cost to implement:	5	5	5	Training and incidental costs. (mobile technology – hardware and software shown in Customer opportunity)
Net revenue saving (-) or cost (+)	- 70	- 145	- 145	
Capital	0	0	0	Shown in Customer opportunity

Recycling and Waste Services – see Appendix 3 for full details

Prior to the commencement of the Street Services FSR, a process was already in place to look at future options for the recycling and waste service. This process will continue through the Task and Finish Group, and so through the FSR several proposals have been explored where changes to service could improve efficiency and provide financial savings. These are:

- working time changes including the introduction of a compressed working week informed by route optimisation
- partnership working at the recycling and waste depot.

Compressed working week and route optimisation

The Council currently provides kerbside waste collection services in-house over a five-day week from Monday to Friday. There are eight statutory holidays throughout the year which results, in most cases, in a one-day delay in collection and/or overtime costs for staff to work on the following Saturday. At least four of the eight statutory holidays fall on a Monday. Statutory holidays that fall on any day during the week include New Year's Day, Christmas Day and Boxing Day. The Council currently provides no waste collection services on any of these statutory holidays.

A number of Councils including Harborough, Hinkley and Bosworth, Worcester City, Wellingborough and Peterborough have adopted compressed working arrangements (Tuesday to Friday) to avoid having to shift their waste collection schedule due to statutory holidays on Mondays. Collection schedules also shift one day to accommodate statutory holidays that fall during the week on days other than Monday.

Implementing compressed working arrangements will impact on all areas of the Borough's waste management system including collection, processing, disposal and communication. A review of the potential cost savings, impacts and implementation considerations confirms that there are clear advantages from a waste collection perspective. Advantages, when combined with route optimisation, are more efficient rounds, fewer vehicle movements, savings in fuel, and flexibility for fleet on non-service day to allow for any maintenance.

In moving to compressed working arrangements, at least 40% of residents receiving kerbside collection will see a change in their collection day as the current five-day collection week is condensed into four days. Collection days in other locations will also be affected as routes are optimised. Some areas are expected to see a change in the time of collection as routes are lengthened. Clearly residents will need to be informed of any changes to waste collection arrangements and this will be considered the first priority and will be carefully planned and implemented.

As mentioned earlier, route optimisation plays a key role in ensuring that the move to compressed working arrangements are implemented effectively but it can also produce savings if done as a stand alone efficiency measure. Normally it is a map-based, precision-routing solution designed for the unique needs of the recycling and waste industry. It would create routes based on actual street network maps, not simple address lists or 'crow-flies' distances. Most importantly, it would not just create the shortest routes but would balance the workload between the routes.

The output consists of detailed driving directions and maps of collection areas as well as individual routes. It would be important to factor in housing types and densities to avoid imbalanced and inaccurate routes. Such maps would be able to be loaded onto the onboard computer to be viewed and followed by the driver of the route. These maps could also include zone boundaries to be able to discuss any issues seen on a route with the relevant Zone Team Leader.

Similar software can also be available for use in zones (see Appendix 2) to map the most appropriate routes to complete the list of scheduled tasks on any given day according to location and types of task.

Other Councils have quoted savings of 5 to 15% when employing route optimisation, although even larger improvements claim to have been achieved on occasions. This provides an opportunity for substantial cost savings, year after year. At Colchester Borough Council this could equate to an overall saving in the region of £130,000, consisting of one crew £82,000, fuel £10,000 and vehicle hire £40,000.

There are 22 Councils that have recently made efficiencies through route optimisation software including Braintree, Corby, Daventry, East Northamptonshire, Guildford, Hertsmere, Kettering, and York.

Partnership Working

Shrub End Depot has absorbed growth now for many years and is very close to, if not at, capacity due to accommodating the changes to its services and the increasing tonnages of materials being handled. It is almost 20 years since any major improvements to the handling machinery, when a baling machine was installed at a cost of £125,000. This machinery is now outdated and in need of replacement. Replacement of a similar machine would now cost around £250,000, but would not address service improvement.

If extensive material sorting was to be introduced to increase income from recyclables, it would require significant capital and revenue investment. The current volume of materials collected would certainly require improved infrastructure, such as buildings and layout as well as machinery. This option has been evaluated and would require capital investment in the region of £1 million, with ongoing annual revenue investment to run, staff, manage and maintain the Depot machinery and infrastructure.

To be able to develop the recycling service and absorb increased tonnages in years to come, an alternative solution must be found. One such solution would be to operate in partnership with an external company to manage and develop the Shrub End depot and carry out the onward sale of recyclable materials.

A proposed partnership could make savings in the region of £130,000 a year compared with the current running costs of the depot. Such a proposal would allow for increased tonnages above the capacity of Shrub End depot as the operator is likely to have additional depots under their ownership which could be utilised. This proposal provides long-term security and benefits in a ten-year contract and could be based on a profit-sharing model.

Before a partnership is entered into, detailed discussions would be required regarding contract specification including a full tender process, and possible service changes.

Recycling and Waste – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	180	280	280	Reductions in staff costs and route optimisation in 2011/12. Partnership working in 2012/13.
Revenue cost to implement	0	0	0	Provision of route optimisation software, consultancy and improvements to GIS software. Hardware for recycling and waste vehicles – see note below.
Net revenue Saving (-) or cost (+)	-180	-280	-280	
Capital cost to implement	0	0	0	Included in Customer opportunity

Business Development – see appendix 4 for full details

The Street Services Group delivers a number of services to both internal and external customers that have the potential to be developed to increase the income they generate to support the Council's budget. Resources are currently directed towards service provision with hardly any time put towards business development or promotional activities. As a result new customers only contact the Council through 'word of mouth' from existing customers and in some service areas they only have access to a limited service package. This can be changed by making current services more available and implementing an informed marketing and promotion strategy to increase the customer base.

As part of the FSR process, the current position on all services with the potential to generate further income has been examined to ensure that all options are considered. If the conclusion reached is that this is not worth pursuing then other options are recommended for these services which will either be a standalone service unit; inclusion in the Zoned teams or another service delivery method including shared services or outsourcing.

Opportunities to increase the level of income generated by the Vehicle Workshop, Shrub End Depot, Engineering Team, Small Works Team, Monitoring Centre and Community Alarms have been identified and examined through the FSR process.

Three themes have emerged from this process and these are:

- service growth
- increased income through new business
- delivery models.

Service Growth – Community Alarms and Waste Operations

The Community Alarms service has an established customer base and brings in high levels of income annually for example £670,000 in 2009/10. The number of customers has averaged around 2,000 annually for some years. Currently publicity for the service is minimal and understated. High-level market analysis has shown that by increasing existing marketing and targeting new types of customers, the annual income for this team can be increased substantially. With a planned marketing campaign that covers new customer types as well as existing, the service would look to increase its customer base by 10% in 2011/12 and by 5% in subsequent years. There is also an opportunity to work in partnership with the new GP commissioning framework identified in the recent White Paper.

The Waste Operations Team based at Shrub End Depot has identified an opportunity to provide the clearance of void (empty) properties on behalf of Colchester Borough Homes (CBH) and analysis shows that the team can provide CBH with a competitive price and value for money compared with existing private sector contractors. The specification is currently being written and is likely to commence during 2010. If successful, consideration can be given to this service being marketed to all housing associations or registered social landlords (RSLs) in the Borough.

Increased income through new business – Engineering

The Engineering Team carries out surveying, drawings, building and civil engineering works, grounds maintenance and new roads and street works inspections for the Council and some other local authorities. The expertise in this team is considered to be more in-depth than that of most other councils in Essex, which means they will often need to employ private consultants. Due to the nature of the work undertaken by the team, they have a substantial list of sub-contractors who offer value for money and a good standard of workmanship. There is the potential for budget savings to be achieved if the majority of building and civil engineering works were brought to this service for costing, supervision and execution. Examples of recent savings achieved by the service are a water leak at Lexden Lodge; the multi-use games area for Leisure Services and electrical work for Housing where a total of £15,000 savings were achieved.

This team has the opportunity to function in a similar way to other support services in the Council like Finance or Human Resources. If all grounds work, drainage and other engineering works were tendered through this team then savings could be achieved across council services.

There is also a shared service opportunity that the team want to explore relating to Flood Management and Drainage where authorities have responsibilities placed on them under the new Flood and Water Management Bill. The Council has been working closely with Essex County Council and the other district authorities in Essex, and a proposal has been made that Colchester provides advice under service level agreement to these organisations that do not have the expertise in-house.

Through the FSR permission is sought to explore this opportunity further with a particular emphasis on the legal, financial and operational issues to be addressed. Similar requests have also been received from both the Fire and Police services and would be included in this examination.

Delivery Models – Small Works, Vehicle Workshop, Shrub End Depot and Monitoring Centre

The potential to generate further income has also been robustly challenged with the following conclusions drawn.

- Small Works – merge operation into the zoned working opportunity
- Vehicle Workshop – concentrate on increasing efficiency and examine other delivery options
- Shrub End Depot – not to pursue the skip hire business opportunity
- Monitoring Centre – merge with Community Alarm service.

Business Development – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving <ul style="list-style-type: none"> • Community Alarms • Void properties 	78	121	166	Increase 'Telecare' customer base by 10% in year one and then 5% in subsequent years. 'Telehealth' contracts to increase by nearly 50% year-on-year. Colchester Borough Homes first year; Registered Social Landlords added across years two and three.
	75	89	189	
Revenue cost to implement: <ul style="list-style-type: none"> • Community Alarms • Void properties 	0	0	0	PNC6 implementation. Staffing costs, vehicles and equipment.
	10	10	10	
	41	43	93	
Net revenue saving (-) or cost (+)	-102	-157	-252	
Capital cost to implement	0	0	0	

Parking Services

The FSR includes the Parking Service. However, this is currently part of a broader, Essex-wide debate about how Civil Parking Enforcement will be delivered. The situation is complex and moving fast, so there is no detailed Appendix at this point.

The Council is responsible for operating car parks and on-street enforcement and managing permits. Its operations have recently increased with the added responsibility of the Parking Partnership, bringing in the parking operations of Braintree and Uttlesford. The service is already experienced at managing change and improving efficiency and effectiveness, having undertaken a review of its management structure in the last 12 months, which delivered a saving of £130,000 mainly in the Civil Parking Enforcement service.

Essex County Council (ECC) has recently decided to change its arrangements with its Borough and District Council partners in respect of on-street parking enforcement, and this policy change has a significant impact on the service. A county-wide working group has looked at the future of this service, and has proposed changes to reduce deficits across Essex, by establishing a working model that would improve efficiency and provide consistency. Colchester has taken a lead role in this group.

There are two options for Colchester to consider. These are set out in the table below with likely impact on the Council and the action that is recommended in the context of the FSR.

Option	Impacts	FSR recommendation
<p>Option A To take on enforcement for a wider north Essex group (presently the preferred solution) under a new Service Level Agreement with ECC. There is an assumption that off-street car parks operations and management with the enforcement function is retained and the signs, lines and traffic order</p>	<p>Costs of the enforcement operation are spread across a larger number of councils.</p> <p>Economies of scale can be achieved similar to the experience with the existing Parking Partnership.</p> <p>The Council retains control of enforcement staff working with Colchester.</p> <p>The Council is able to demonstrate its ability and capacity to run shared services</p> <p>The Council does expose itself to risks around finances and performance which will need to be mitigated by a clear and comprehensive service level agreement. This will need to cover start-up costs and income protection over future years.</p> <p>Changes in the value of Penalty Charge Notices (PCN) are beyond the control of the Council.</p>	<p>Parking would remain a separate service within the Group structure and provide the Civil Parking Enforcement service under an agency agreement for the north of Essex. The details of this agreement would have to be negotiated with ECC to ensure that the Council had all the safeguards in place, particularly in relation to financial deficits.</p> <p>Enforcement services within Colchester would be co-ordinated through the Zoned teams to ensure the most effective and efficient use of resources.</p> <p>The Council could consider operating car parking operations for other Councils under agreement.</p>

Option	Impacts	FSR recommendation
<p>Option B</p> <p>The on-street enforcement operation will revert to ECC from 1 April 2011. If this happens it would leave only off-street car parks operations and a small off-street enforcement operation for Colchester to manage as almost all the existing staff would be transferred out to a different operation under TUPE regulations. The outsourced successor organisation could offer to run the Council's car parking operations as well.</p>	<p>Overheads currently assigned to parking would have to be re-assigned to other services or reduced.</p> <p>The Council would have to consider the financial case if an offer is received to run the Council's car parks.</p> <p>Decision making relating to resident parking schemes and the level of enforcement is lost with the added risk that car park income falls.</p>	<p>As the operation would transfer to ECC, the vast majority of Parking staff would become their employees. The remaining car parks staff and operation would become part of the Business Development team, with strategy work covered by the Professional Support Unit.</p> <p>The new provider of the enforcement service would be encouraged to work closely with the Zoned teams.</p>

The preferred option is to deliver the scheme through two Partnerships controlling the whole on-street parking scheme across the county, one for the north and one for the south. A report will be prepared for presentation to Members and the impact on the Council and this review will be included. Officers will be better informed at the time of the Cabinet's meeting of 1 December 2010, and exact operational and financial implications will be included in this report

Car Parks

One proposal that has been developed outside the Civil Parking Enforcement review by ECC is to run all multi-storey car park operations from one location, which would be St Mary's Car Park. This would mean a reduction in staff numbers combined with new rotas to maintain a presence for customers. This operation would also be delivered in conjunction within the zoned team that cover the Town Centre.

Parking Services – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	58	58	58	reduction in staff numbers
Revenue cost to implement:	0	0	0	
Net revenue saving (-) or cost (+)	-58	-58	-58	
Capital cost to implement	0	0	0	

Professional Support Unit – see Appendix 5 for full details

Street Services is seen as the main provider of frontline services within the Council, and over the years the majority of investment in both time and resource has gone to improve or maintain these important services. This has meant that the provision of support services, including development of strategy, performance analysis, specialist knowledge and information provision to the frontline has always been a secondary consideration. There has been some good practice in the Group to redress this imbalance, but there is still a need to improve and co-ordinate this work so it has a valuable and understandable role and its links to the frontline service are clear.

Street Services intend to set up a Professional Support Unit to carry out a range of supporting processes effectively and efficiently that are focused on supporting the delivery of high-quality customer services. Although it would be based on the Professional Support Unit model used in previous reviews, it has been designed in accordance with the needs of Street Services so the inclusion of strategy planning and preparation is seen as vital.

A Manager would be responsible for line-managing three specialists. Initially, the specialists will have a mainly generic role, but each will have at least one area of specialism for which they will be responsible.

The initial proposal was to include the delivery of expertise and resource on addressing behaviour change including positive use of the website, intranet and printed material as well as investigating, designing and advising on engagement strategies with residents, businesses and partner organisations. However, following a corporate decision this will now be provided by the Communication and Marketing team in Corporate Management.

In addition to this, the Professional Support Unit will be responsible for all essential support work and core systems including procurement and process implementation. A priority will be to eliminate any paper-based or bureaucratic systems and to be focused on assisting the frontline teams.

Professional Support Unit – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	71	71	71	reduction in staff numbers
Revenue cost to implement	0	0	0	no direct cost to implement, but does link to the costs shown in the 'Customers' opportunity
Net revenue saving (-) or cost (+)	-71	-71	-71	
Capital cost to implement	0	0	0	

5. DECISION-MAKING AND IMPLEMENTATION

This full business case has a proposed decision-making route that would need to be completed before the implementation planning can take place.

The proposed decision-making route includes:

- initial business case discussions with Leadership Team in May 2010
- consultation and communication with Senior Management Team, stakeholders and staff between June and September 2010
- Full Business Case developed as a result, and presented to Senior Management Team and Leadership in October 2010
- Scrutiny by Strategic Overview and Scrutiny Panel on 16 November 2010
- Final decision by Cabinet on 1 December 2010.

Implementation

It has always been made clear that the implementation stage is when the real hard work begins. This will involve making sure that the new service and approach can be brought in while maintaining a service to our customers and supporting our people through significant change to their roles and the introduction of the accommodation changes and flexible working. A detailed implementation plan will be developed when Leadership Team is broadly in agreement with the detailed business case in order to continue the momentum of the review. Assuming the above decision-making route is agreed, the draft Implementation Plan will start from November in anticipation of starting the Human Resources and ICT parts of the process in December 2010 depending on the Cabinet decision.

Although the implementation and delivery of the detailed business case will take up to three years to realise some of the benefits, it is expected that the recruitment process will be managed in the early months of 2011 in order to have the proposed new structure in place as soon as is possible. However, alongside this will be training and culture change associated with new ways of working, development and integration of the technology and other process changes which need to be delivered before some of the staff resource can be reduced. The implementation plan will detail how this will be managed effectively to ensure the benefits to our customers can be delivered and any efficiencies are achieved as soon as possible in the implementation period.

As part of the Implementation Plan, an appropriate draft structure detailing all posts needed to provide the new service going forward will be put together with draft Job Accountability Statements to reflect the roles within the new structure. These new roles will be assessed by the HR team as either new or existing, and this will drive the implementation in terms of whether individuals will be ring-fenced to a specific role, or whether a recruitment process is required. However, given the transformational nature of the review it is expected that a significant HR recruitment process will be undertaken as part of the implementation of this review which could affect the majority of the staff across Street Services.

It is likely that a three month staff consultation will take place once a structure and the roles are in draft form, and support will be given to those who may be subject to either redundancy or redeployment. Unison will continue to be consulted as part of the implementation plan.

6. RISKS

The following list of risks has been identified at this stage, and will be reviewed for their implications for the implementation phase:

- culture change on how we work at all levels, especially when cross-service or partnership working is to be achieved
- skills and capability to deliver the change
- alignment of service ICT priorities and costs with those of the wider Council
- ICT implementation in line with appropriate timescales
- change of skill-set requires time – changing from a specific or technical focus to general customer skills, and customer-facing staff learning new, task-based or technical skills
- engagement with Unison
- resource availability for planning, and then for implementation
- zoned working is a new approach for this service, and zoned teams will need to balance flexibility in responding to the needs of their areas, with consistency and application of Council policy and resources
- making best use of vehicles – from procurement to route planning
- income generation is a risk in the current financial climate
- the effect on performance and outcomes during transition – for example, while staff learn new roles and ways of working.

7. COMMUNICATIONS

Staff have been involved and informed throughout, with opportunities for them to engage with the review through:

- workshops
- suggestion scheme
- Streetwise newsletters
- section on the Council's intranet
- regular meetings and briefings from their team leaders.

Customers' perceptions and expectations have been researched through the use of various tools including GovMetric, Mosaic and Touchstone (see Appendices 1 / 1a).

External stakeholders including the Police, Essex County Council, neighbouring authorities, University of Essex, the Garrison and Keep Britain Tidy attended a workshop. They gave us invaluable feedback about our current service, how they felt services could be improved in the future, and also where partnership working could be developed or increased. All town and parish councils in the Borough were sent a comprehensive questionnaire asking for their feedback on these areas.

Other services within the Council and Colchester Borough Homes have been involved at key stages including the workshop sessions and the initial business case. This has resulted in some opportunities being identified to align, move or merge service provision.

There are regular monthly consultation meetings with Unison, where all FSRs are discussed and feedback received. This specific business case also has been discussed with Unison at a separate meeting.

Communication will continue throughout the implementation stage.



Cabinet

Item

1 December 2010

Report of	Head of Street Services	Author	Matthew Young ☎ 282902
Title	Fundamental Service Review of Street Services		
Wards affected	All		

**This report concerns the Fundamental Service Review of Street Services
and the business case arising from this review**

1. Decision Required

- 1.1 To approve the business case resulting from the Fundamental Service Review of Colchester Borough Council's Street Services.

2. Reasons for Decision

- 2.1 The Council's Street Services has contact with all 75,000 households in the borough every week through its recycling and waste services. It offers a wide and diverse range of services to 177,100 residents, 20,000 businesses and 4.4 million visitors a year, and these services have an impact on daily life in the borough 365 days a year.
- 2.2 The Council's vision as set out in its Strategic Plan is of "Colchester: a place where people want to live, work and visit." This vision is supported by three objectives - to listen and respond, shift resources to deliver priorities, and be cleaner and greener - and by nine priorities for action to improve the quality of life in the borough. The business case will deliver across the Strategic Plan's vision, objectives and priorities as Street Services are key to achieving them.
- 2.3 The world is changing – as is Colchester with an increased diversity in the borough's population, an understandable expectation of efficiency, fairness and consistency in service delivery; the move to online transactions; and the need to promote a sense of community pride. This is especially the case around recycling, litter, street cleanliness and parking charges - despite many improvements in service performance and key performance indicators.
- 2.4 Along with everyone else, the Council is also facing economic pressures. We all need to think differently and take action to address future challenges. This review has considered the demographic, economic and policy-related pressures facing the Council's street-based services. The proposals in this business case address these issues, and establish a way forward that maintains and improves services whilst reducing costs.
- 2.5 With such a significant contribution, both strategically and operationally, to this number of residents, businesses and visitors, the service is keen to take this opportunity to further shape its delivery around the three drivers of Fundamental Service Reviews: an improved customer experience, efficiencies in the way that services are delivered and effectiveness in achieving results.

3. Alternative Options

- 3.1 The alternative option would be not to approve the business case or to ask for changes to be made to the proposals set out in the business case. In either scenario, the delivery of improved customer excellence, and greater efficiency and effectiveness in Street Services could be delayed or not delivered. The business case is the result of considerable research, analysis and consultation on the part of a core project team and other staff in the services.

4. Supporting Information

- 4.1 Street Services is undertaking a Fundamental Service Review as part of the Council's change programme. The review has had sponsorship from the Executive Director for Customer Excellence, and has built on the experience of previous fundamental reviews. It has used a core project team, comprising service resources and the Corporate Support Team, from March to October 2010 to produce this business case.
- 4.2 *para to reflect anything specific wanted re supporting info/SOSP meeting and SOSP minute*
- 4.3 The opportunities set out in this document represent the largest and most far-reaching change to these important frontline services delivered by the Council. They are designed to balance the competing demands of improving service to the customer whilst reducing costs. They have the potential to positively impact on services that are delivered by other providers both from within the Council and in other organisations and transform the experience and expectation of residents, businesses and visitors.
- 4.4 This is the beginning of a journey of improvement and it will not stop with the implementation of the recommendations in the business case, but continue as more opportunities for improving efficiency and effectiveness are identified.
- 4.5 Please see the Executive Summary section of the business case for an overview of the Fundamental Service Review and the proposals for the new service.
- 4.6 It is also recognised that the stability and resilience of the service whilst these important changes are being made has to be paramount. These services are vital and valued by residents and communities and, whilst these changes will be supported, a reduction in quality and reliability may impact on how they are perceived by customers and citizens.

5. Proposals

- 5.1 The overall opportunity being described in this business case is to:
- promote behaviour change through education and incentives or, where necessary, enforcement
 - better organise services and customer contact by joining up frontline delivery
 - deliver planned and proactive services which are effective, efficient and sustainable so customers benefit now and in the future
 - use enabling technology to join up frontline teams, back office support and service delivery
 - identify and develop potential business models to increase Council income and reduce operational costs

- have a greater impact on the principles of a ‘whole area approach to public services with customers at the heart of service design’.

This review builds upon the recommendations of its predecessors by looking at:

- introducing cross-service, field-based teams
- joining together telephone and electronic frontline customer contact to create a continuous, comprehensive and efficient 24/7 service
- maximise existing income-generating business opportunities
- developing shared service, centre of excellence and outsourcing opportunities
- providing strategic and technical expertise through a Central Hub.

6. Strategic Plan References

- 6.1 The Council has a Strategic Plan for 2009 – 2012. As shown in 2.2, the business case will help towards the Strategic Plan’s vision, objectives and priorities and how these are delivered are essential to achieving these goals.

7. Consultation

- 7.1 Customers, staff, external stakeholders, other Council services and Unison have been brought into the development of this business case. Please see section 7 of the business case for more information.
- 7.2 Many of the opportunities identified in the business case require significant further work to bring them to the point of delivery. Internal colleagues and external partners will continue to be involved in their development and implementation.

8. Publicity Considerations

- 8.1 This review has been driven using customer insight gained from using GovMetric, Mosaic and Touchstone project work, along with customer compliments and complaints, to make sure the review will lead to services that offer a better customer experience at every level. The overall aim is make it quicker and easier for customers to contact us across a range of access methods, and to have their query or issue dealt with as promptly and efficiently as possible.
- 8.2 A communication plan will be drawn up following the approval of the business case to communicate the changes to the public as widely as possible.
- 8.3 Information about this report has been provided to the local media on the purpose of the review and the predicted improvements for our customers in the quality, consistency and speed of service they will receive once the changes recommended are implemented.

9. Financial implications

- 9.1 The Executive Summary of the Business Case summarises the net savings identified through this review with detailed breakdowns in each opportunity appendix. At this point £405,000 has been identified rising to £771,000 in Street Services alone by 2013/14 which is a significant reduction alongside the service improvements detailed.
- 9.2 In addition to this savings have already been identified and delivered in the Parking Service this year of £130,000 and other projects linked to the review are also being considered for earlier implementation.

- 9.3 These significant savings are dependent on investment in technology amounting to £157,000 that creates the 'single customer record' and the Knowledge Bank as well as supplying the appropriate hardware for frontline staff to use. Progress has already been made corporately by the introduction of the single Customer Master Index system called 'i-connect'.
- 9.4 Similar to other reviews there is a strategy of driving as much efficiency as possible from within the service before other delivery options are developed further. However, it is recognised that this is the beginning of the improvement journey and further improvements will be proposed as opportunities arise in the future.

10. Equality and Diversity Implications

- 10.1 The screening stage for an Equality Impact Assessment has been carried out, and is available [by clicking this link](#), or on our website www.colchester.gov.uk/diversity.
- 10.2 This report is about the business case at a strategic level, and whether the principles identified in the business case should be developed further. Subject to approval of the business case, detailed Equality Impact Assessments will be carried out as part of the implementation planning stage of the review. These will be an integral part of any changes to services - an assessment of any potential direct or indirect discrimination needs to be made alongside specific proposals as they are developed.

11. Other Standard References

- 11.1 There are no specific Human Rights, Community Safety or Health and Safety implications at this point. As with Equality and Diversity above, the implications for these areas will be considered at the implementation stage. Street Services includes services such as Community Alarms, Street Care and Community Street Wardens so the implementation plans will need to pay specific attention to any implications for Community Safety.

12. Risk Management Implications

- 12.1 The high-level risks associated with this review have been identified in section 6 of the business case and are being actively managed. It is acknowledged that the changes identified to service delivery are significant, and will need to be carefully phased and planned in terms of capacity, ICT and cultural change requirements and with appropriate timescales.
- 12.2 A full risk register and risk management plan will be developed as part of the detailed implementation plan, and in consultation with the Council's Risk and Resilience Manager.

Background Papers

The business case with appendices is provided with this report. The Equality Impact Assessment screening document is available online (see 10.1) or in the Members' Room.

Customers and Behavioural Change

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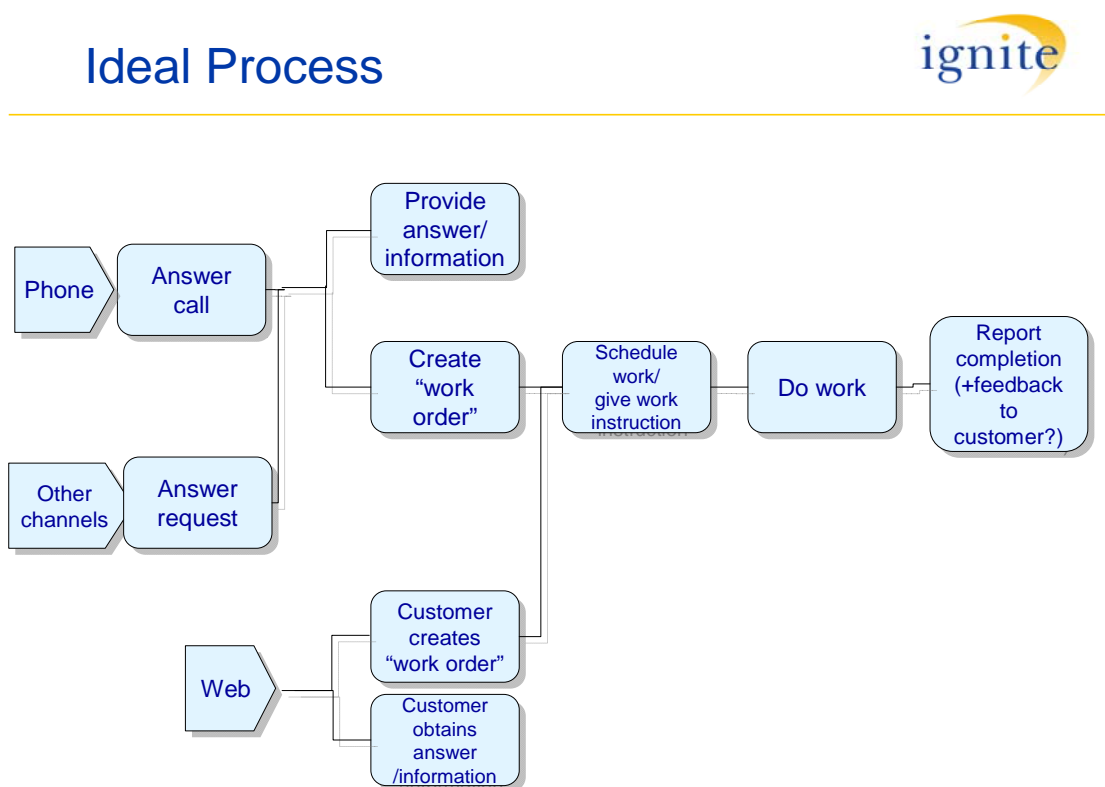
Customers

The Street Services Fundamental Service Review (FSR) has highlighted a real opportunity to improve service to customers and provide efficiencies for the service, by providing customers with greater opportunities to self-serve and empower staff at the frontline to respond.

The key to this opportunity is the creation of a system that provides customers with the ability to self-serve that is so easy and beneficial that it becomes the option of choice, whilst still providing methods for customers that choose not to as some people will always prefer an assisted journey with a person speaking to them whether face to face or on the telephone. The system will provide a response that is relevant, timely and improves customer satisfaction.

Ideal Process

The ideal process that has been looked at through the FSR, and which the service would seek to maximise the use of through the system, is set out below.



The increased ability for customers to be able to self-serve and access information through iConnect will enable them to resolve issues and will also result in a significant reduction channel shift away from face to face and telephone contact to more web based service which could create efficiencies in the region of £53,000 within the Customer Service Centre (CSC) and £52,000 within Street Services. In order to achieve this, investment needs to be made in technology to shift customers to more self-serve. This change impacts positively on all three strands of the FSR approach around customer, efficiency and effectiveness.

This will result in better joined-up working across different services utilising the easy availability of information. There will also be improved efficiencies from the consistent standard of service and effective deployment of resources acting on real time information removing the need for checking and returning to base for tasks.

In order to deliver this there will be an impact on how the customer can interact with us which is likely to impact on all of the Council's services. Furthermore the proposed changes will be highly dependent on having appropriate technology in place.

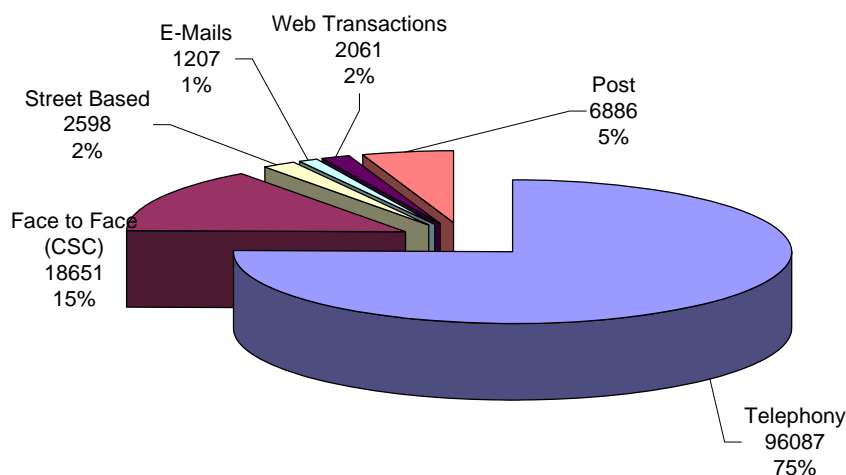
Fundamental changes to the way in which Street Services interact with customers will have implications for staff in terms of operations on the frontline and also how work is distributed and supervised. In order for this to be successful there will be a need for a shift in terms of giving our staff the ability to respond directly to customers and processes that are effective in enabling this will need to be developed. There will also be an impact to consider around the efficiency of the CSC when customers move from either face-to-face or the telephone, to self-serve either for information or to request services.

A different organisational structure will also need to be in place that can support the move from individual service areas to one where zoned working can be efficiently employed and back office support and frontline services work together to deliver outcomes for the customer at the point of contact.

Our Customers

In the last financial year (April 2009 – March 2010) Street Services customer contacts accounted for 20% of the total customer contacts within the Council. The table below shows the volumes of these contacts by channel.

Street Services contact volumes by channels
Total: 127,490 customer contacts



Street Services spends £197,000 on 105,021 customer contacts through the service and CSC based on the 'As is Activity Analysis'.

The largest number of customer contacts come through the Monitoring Centre (44%) followed by the CSC (38%). The remaining contacts come through parking, street wardens and street care officers.

The following key observations were made in the Initial Business Case for the Street Services FSR about customer contact and flow:

- the largest number of contacts (44%) come in through the Monitoring Centre – which is a standalone unit which exists to deliver specific services such as Helpline, 'out-of-hours' and CCTV - and has no network and/or service integration to record or resolve customer queries
- There is a real mix of standalone systems, manual data entries, telephony, spreadsheets and paper records.
- There are at least five standalone, multiple points of entry for customer contact in the 'As Is' picture – and that means there is no opportunity to bring together a clear picture of frontline customer contact.
- 53% of customer enquiries about Street Services are currently passed from the CSC to the service as a request to the service to take action – there are many reasons why, from poor customer information to perceived poor service delivery execution such as black and clear sack deliveries.

Customers currently access our services through a number of channels which involve many different processes. The 'Customer Solution' seeks to address the issues identified through the key observations by simplifying and reducing the number of processes dramatically whilst increasing their effectiveness and capturing more data and insight into our customer's behaviours and wants. One of the major methods to achieve this is by changing our contact channels during 'out of hours' periods by introducing a new automated and self-serve system.

24-7 Customer Contact

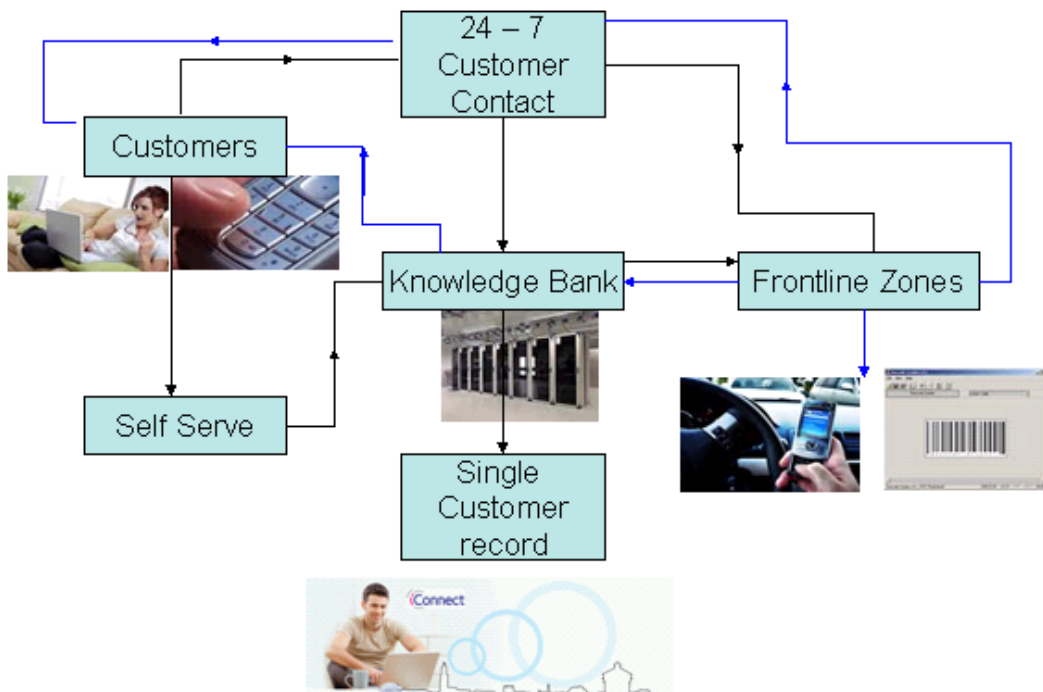
There are currently systems in place that allow customers to contact the Council 24/7. Customers can access the customer service centre during the hours of 8:30am to 5:30pm (alongside some basic self-service options). Phone calls begin with automated options which allow the MacFarlane system to identify the type of enquiry and pass the call to the appropriate CSC officer. If the customer is placed in a queue they may hear recorded messages which offer more information to potentially deal with the query before the call is answered (in which case generally the customer would hang up).

Between 5.30pm and 8.30am calls can be made by customers to the 'out of hours' service manned by the Monitoring Centre. The Monitoring Centre is not well equipped to deal with non emergency contact and officers simply note the call to pass to the CSC to log the next day. There are clear examples of

duplication of work, for example it is unnecessary for a call to be logged twice by different teams. There is also a need to work with other services to review and ensure that the appropriate resources are used such as Duty Officers, whilst further improvements to processes and information systems will bring about efficiencies and more satisfactory customer responses.

The diagram below helps to show how a more rounded 24/7 approach could work. It removes the current barriers for customers constrained by opening times and restricted contact channels by making 24/7 self service the norm so that there is no need for an 'out of hours' option.

Customers 24 -7



Under the above model the main route for the customer would be through self-serve. A description of how this process will work can be found under the self-serve section in this document. It is proposed that the service will enable all customers to access all of our services at anytime they choose. However this will be done in a way that reduces the amount of telephone and face-to-face contact by creating a much improved automated and online system.

All of the information required will be collected at the first contact with the customer so that any action can be carried out immediately without the need for any further contact. By improving processes and the provision of technology at the frontline that allows real-time data to be seen and managed, so providing swifter responses and better planned services with direct interaction with the customer.

The central 'Knowledge Bank' is the key to this process working. This is in essence a live database of the services activities. An intelligent system that holds information on every process, every service, every officer and all available information. It would need to be automatically updateable to ensure that it can accurately respond to customers and assign tasks to officers using real time information via a service 'dashboard' which could look like the illustration below including tasks, photo/video, and positioning information.



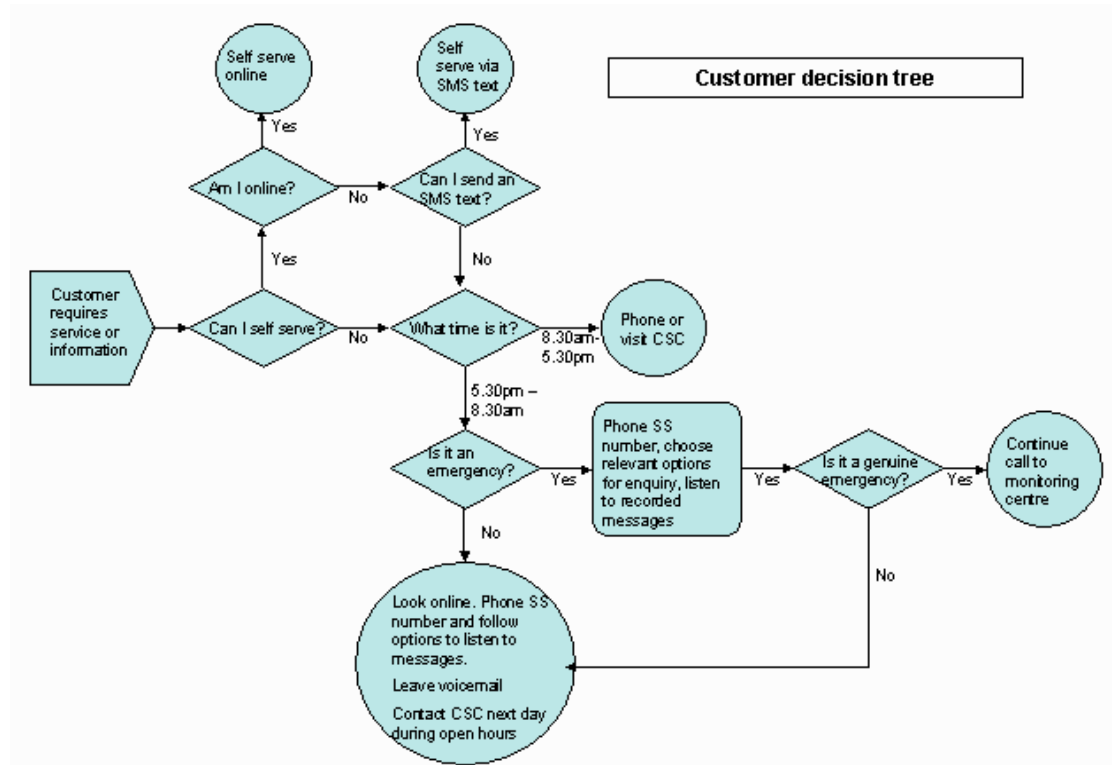
The Knowledge Bank would know the progress of queries and service requests and would be able to send automated responses to the customer and automatically update the iConnect system to maintain the customer record.

The concept of a central Knowledge Bank is one where all interactions and information can be used both by our customers and us to see how the group is using its resources and how that meets customer demand. Essentially anyone 'looking in' will see the same information, be it an officer from any service or the customer. This will also have a positive impact on dispute resolution as the full audit trail of customer contact and officer action will be recorded. In some cases access will need to be restricted to comply with The Data Protection Act; however it will be visible that contact has been made to that particular service.

The introduction of the funded customer self-service system called iConnect will allow customers to access and interact with their own data enabling them to follow progress of a service requests, update their personal information and see what services they currently utilise through the Council (for example benefits, Council tax). The aim is that creating a more open and transparent relationship with our customers will help to remove the need for customers to contact us again therefore reducing avoidable contact.

There will of course be the traditional methods still available so that all of our customers are able to interact with us if they are unable to self-serve and be assisted to do so.

The diagram below gives an example of the decision process that the customer would follow in the new 24/7 operating environment, rather than how it is currently operated.

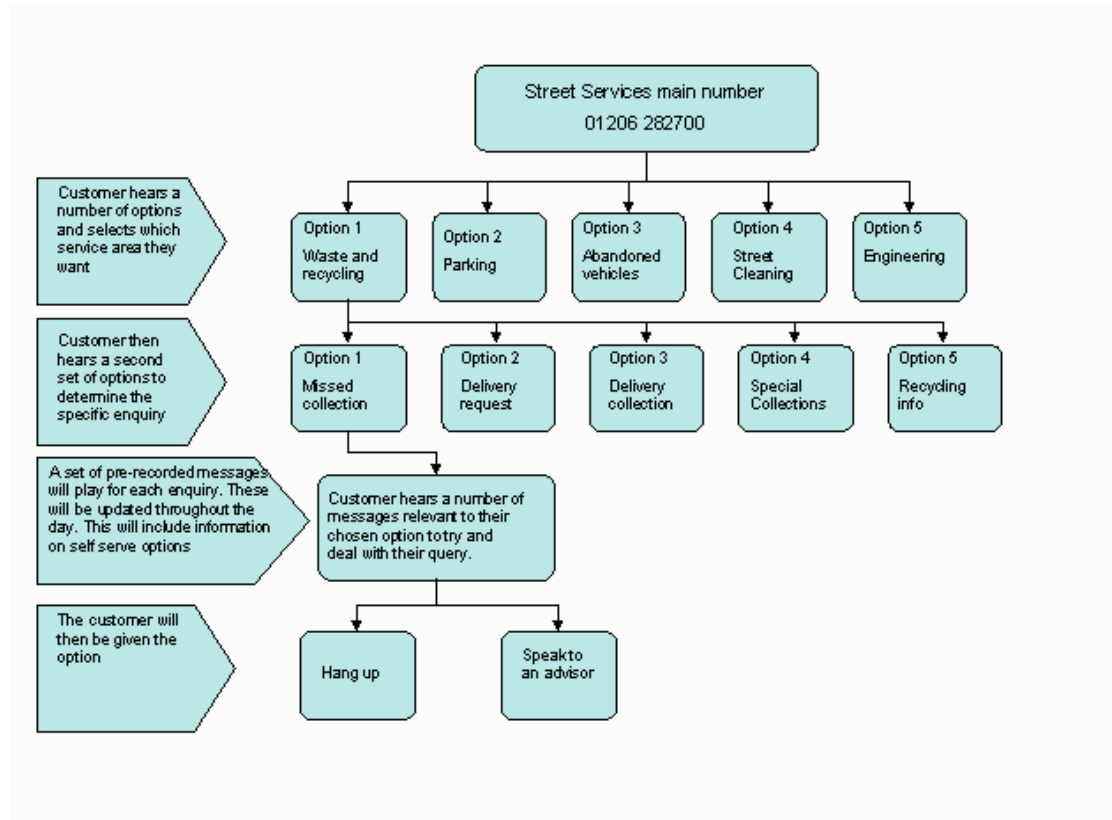


Street Services wants to shift the emphasis so that the service operates and delivers services that are customer centric, not only in the way the service treat customers but almost more importantly customers are able to access services at a time they want. Aside from creating self service options that suit our customers, it is essential that an automated telephone system is created that:

1. provides up-to-date and relevant information for the customer regarding their required service
2. directs customers to self-serve to get the most efficient response
3. directs customers to relevant section on the website for more accurate updates and information
4. can help the customer to recognise what is classed as a 'genuine' emergency.

The CSC already has in place a system, Macfarlane, which is capable of this; however there would be associated set-up costs to adapt this to the needs of our customers. This would cost in the region of £3,750.

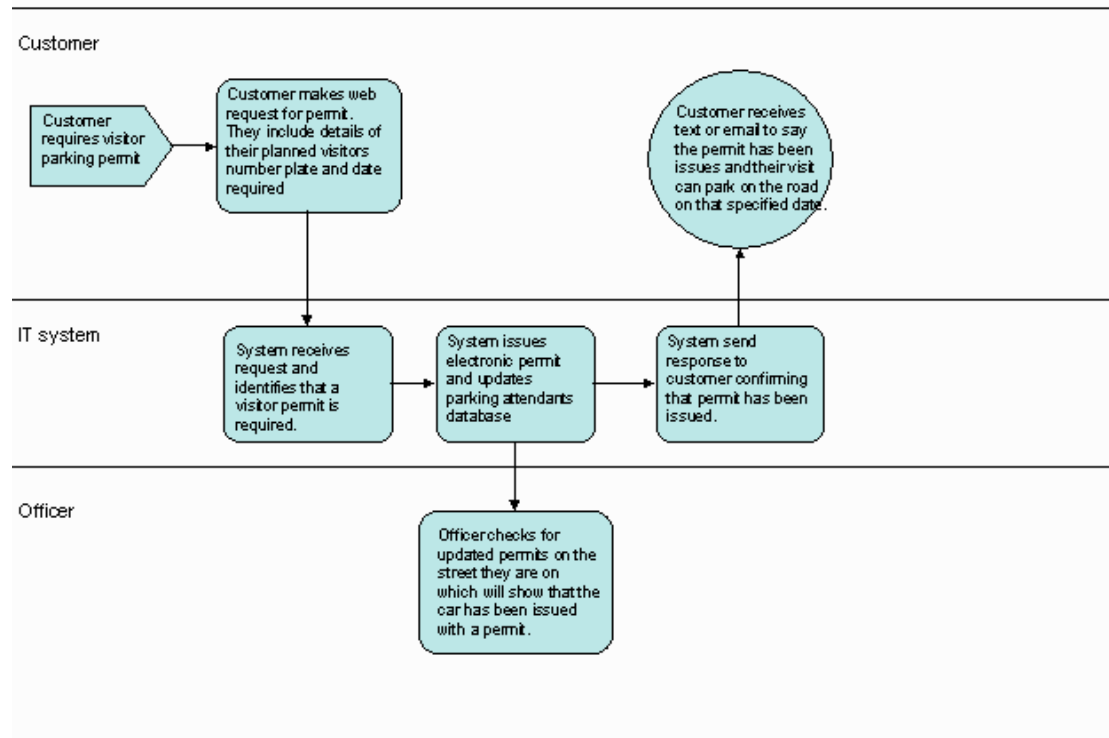
The diagram below helps to show how the automated self-serve telephone system may work within Street Services.



Street Services, through the Monitoring Centre, is currently responsible for providing the 'out of hours' service for all Colchester Borough Council services, who are recharged £28,600 for this service. Colchester Borough Homes also pay a charge for the Monitoring Centre to take calls for all out-of-hours repairs. There are no plans to remove this but how the service is provided is likely to change, and the new telephone system would be developed taking this into account. Work would need to be carried out across all services to ensure that the system is suitable for their needs as well as our own.

One example of a process that would work well as a 24/7 service to benefit the customer would be visitor parking permits in residents' parking zones. Currently the resident would need to visit the CSC during open hours, meaning that if they forget to purchase tickets their guests potentially would not be able to park on the road. Under a self-serve system with the correct technology this process could be done entirely online without the need for a physical permit to be displayed. The next diagram shows how this may work.

Visitor parking permit process



Through a proposed Zoned working team which is covered within the Zoned working Appendix 3, customers will have more opportunity to directly approach a zoned worker who will be able to respond to their requests if appropriate and log an enquiry on a hardware device and action any service request instantly, feeding it directly into the system. The zoned working proposal means that more staff will be able to respond to customers through a variety of channels increasing the resource available to increase customer satisfaction.

In order to achieve 24/7 customer contact customers must be able to contact the Council through more effective self-serve web technology. More context around the concept of self-serve and the detail around its delivery are set out in the next section.

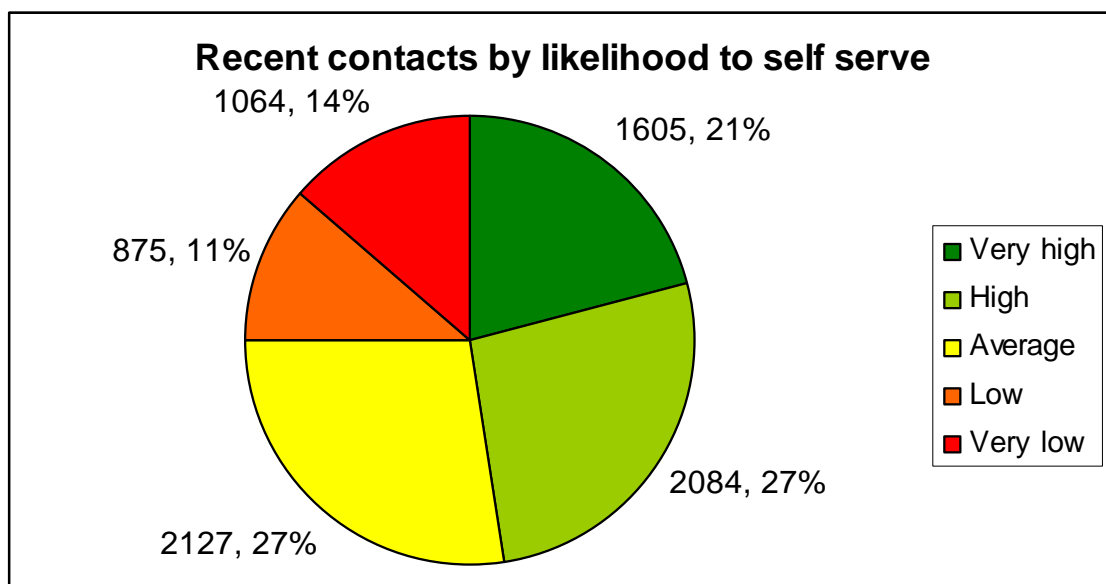
Self-serve

Within the Street Services FSR the basic concept of self-serve is to remove the need for staff to deal with initial customer contacts by allowing the customer to serve themselves. By limiting initial customer/officer interaction the 'middle man' is removed whilst creating a more automated system that would allow queries/services to be dealt with more efficiently. Provided that the service would have the required technology, a customer would be able to choose from a range of self-serve options to either access the information they require or request a particular service.

Increasing self-serve will generate efficiencies by reducing duplication of work through logging and recording and the maintenance of manual systems. The self-serve options would make use of technology that would automatically update records as well as passing on the job/query to the most appropriate officer. Efficiencies will also be created by reducing the number of avoidable contacts by making it easier for customers to access information directly themselves. By creating an automated feedback system the service will be able to keep the customer informed of timescales and progress to eliminate the need for them to make further contact to 'chase'.

Furthermore, self-serve offers benefits to the customer not only in terms of convenience but also financially. Accessing services online removes the need to travel, is a fast and effective contact channel and prevents the need to make a phone call which could create extra costs for the customer. Whilst focusing on improving the customer journey for accessing information and services, it is also important to consider how the service can influence the customer to use our preferred contact channels by highlighting these benefits to them.

Mosaic Public Sector is a modelling tool which helps to identify key characteristics of a population. This tool has been used to look at the existing customer base for Street Services to identify the likelihood of customers to self-serve and preferred self-serve options.



The research shows that 48% of recent Street Services contacts were rated high or very high in their likelihood to self-serve with a further 27% being rated as average and another 25% low or very low.

In terms of the bigger picture this data can be compared to that for all households in Colchester which shows that Street Services customers are more likely to use self-serve options overall in Colchester. This helps to emphasise the benefit of self-serve options specifically for Street Services customers but also highlights the need for more education into self-serve options for the wider population.

Likelihood to self-serve		
Likelihood	Recent Street Services Contacts	Colchester Households
Very high	21%	20%
High	27%	23%
Average	27%	30%
Low	11%	13%
Very low	14%	14%

In the long term, the service would seek to use Mosaic data combined with its own analysis of customer activity to establish who would be unable and unlikely to self-serve. Once these groups have been identified the service or others would work with them to educate them on the benefits of self-serve options and potentially put in place adapted self-serve options that they would be more happy to use. The aim of this would be to further increase the number of customers who self-serve in order to improve our service provision and create efficiencies.

This Mosaic research also shows that the following service channels were generally considered to be preferred by recent Street Services customers - internet, telephone and mobile phone. It is important to consider that Mosaic data simply gives an 'indication of preferences', therefore flexibility and choice is essential.

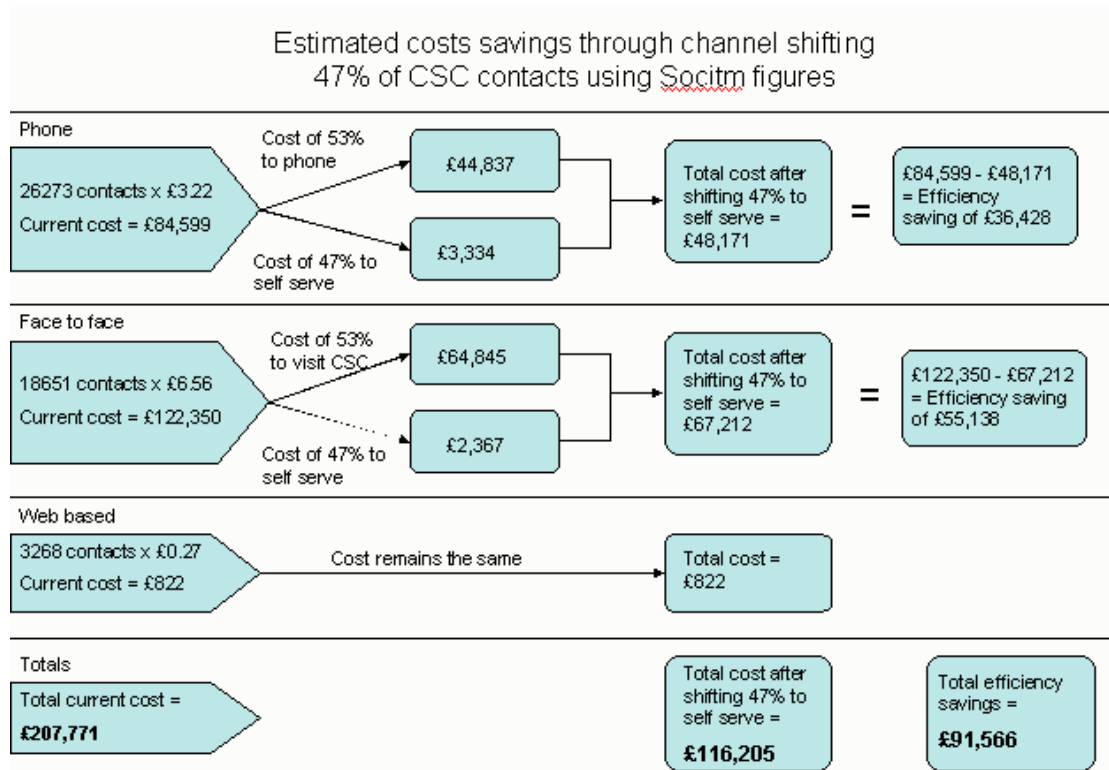
Looking at existing Street Services contacts received through the CSC, 47% of all contacts are handled directly by the CSC and are not passed on to the service for action. This suggests that these contacts could have used self-serve options if they were available. It currently costs £112,000 in terms of FTE time for the CSC to deal with 48,192 contacts.

By enabling and channel shifting the 47% of contacts to self-serve, there is a potential efficiency saving of approximately **£53,000**. This equates to two FTEs within the CSC. Although this figure helps to indicate the significance of moving towards self-serve, it does assume that each customer contact costs the Council the same amount of money.

In order to consider the disparity between costs for each of the customer contact channels evidence from the Socitm research must be used. The Socitm Insight Value Benchmarking Service looked into the cost of various customer contact channels in the first round of their public sector benchmarking (December 2008). The results showed that an average face-to-face visit costs an authority £6.56 per visit, the average phone call is £3.22 per call and the average online contact is £0.27. This can also be compared to research carried out by the North West eGovernment Group which shows the cost for face-to-face contact £7.81, the average phone call £4.00 and web £0.17.

Although the figures between the two organisations differ, it is clear that there is a significant reduction in cost per contact by moving from face-to-face and telephone to a web-based system. The potential efficiencies can be calculated

by using the percentages of existing customer contact channels through the CSC, and incorporating the Socitm figures into calculations for shifting 47% of customer contacts received by the CSC to self-serve. To illustrate the potential savings, please see the diagram below.



Worked Example

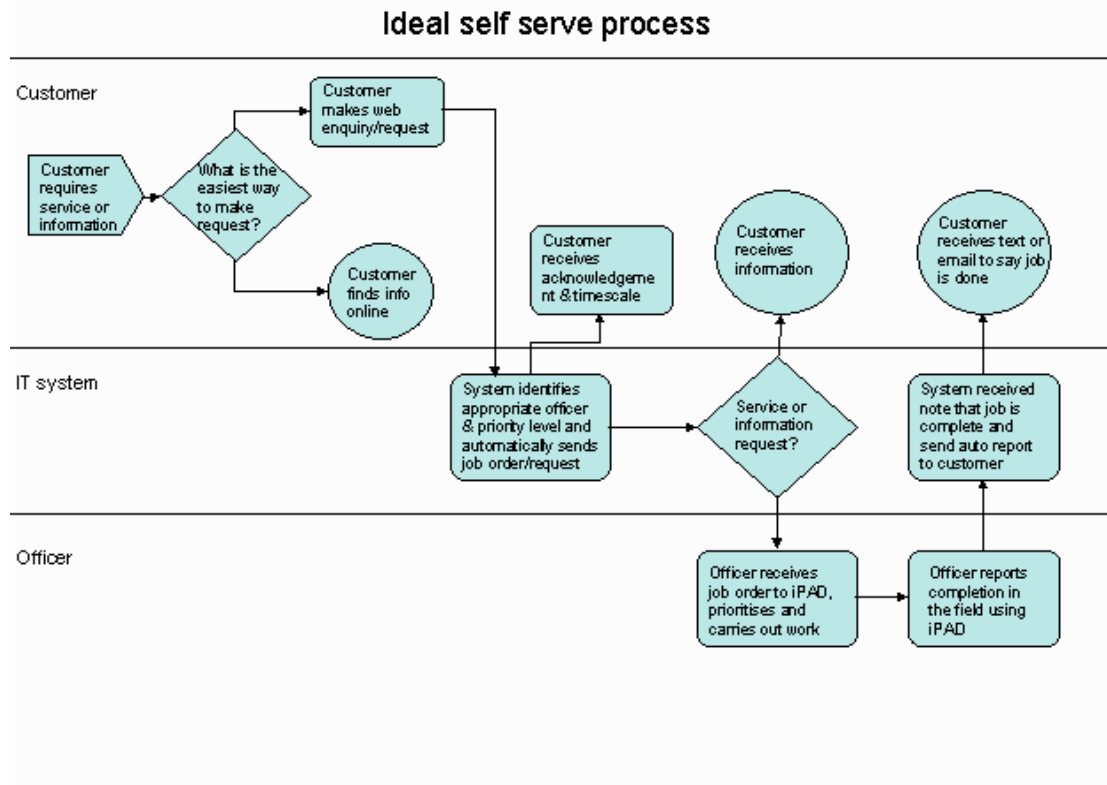
The CSC received 2,669 calls requesting special waste/recycling collections in the last financial year. Based on Socitm estimates this will cost the service about £8,594. Following the example of an ideal self-serve process map these calls could be diverted through online self service which would reduce this cost to £721 (taking into account set up and maintenance of IT systems) which is a 91.4% reduction in cost.

It is important to consider that these channel shifts are considering customer contacts received by the CSC. Therefore any estimated efficiency savings would be directly received through the CSC budgets. As a result the savings would come as a result of full implementation of the opportunities set out.

Further efficiencies could be made by encouraging more self-serve within the remaining 25,542 customer contacts currently passed through to the service. The Mosaic research shown on page 10 suggests that 37% of our customers have a very high/high likelihood to self-serve or 66% have a very high to average likelihood to self-serve. By taking a middle figure of 50% of our existing customer base as being willing and able to self-serve, a further 11,902 customer contacts could be shifted (taking into account customers that already used web-based services) through to web-based self-serve. This would generate an efficiency saving of approximately **£52,000**.

How will self-serve work?

The general consensus, both corporately and within Street Services is to focus and encourage a shift from telephone and face-to-face contact to a web-based self-serve system. The diagram below shows how this may work.



This diagram is based on the assumption that the customer is able and willing to self-serve or will be receptive to assisted self-serve to either obtain specific information or request a particular service.

To obtain specific information the customer can either search for the information on our website, OR if they cannot locate the relevant section they can create an information request. When creating an information request an automated system would ask questions to try and direct the customer to the appropriate area on the website or FAQs, if this is still not adequate the customer will complete a request via the website which will then be received into the 'Knowledge Bank' and passed to the appropriate officer to respond (this may be a CSC Advisor or a Neighbourhood Officer).

The customer will also receive an acknowledgement giving standard timescales for the work to be carried out. Once the action has been carried out the officer will be able to instantly log that the work is complete using an on-site hardware solution (such as an iPad or PDA) back to the 'Knowledge Bank'. This will then automatically send an email back to the customer to confirm that the work is complete.

Self-service by the customer allows the Council to create the most effective deployment of resources. The customer creates their own work order therefore allowing officers to focus on dealing with the issue/request rather than having to process that order.

This process will only work if the Council has an IT system that is capable of:

- identifying the type of enquiry
- holding standard sets of information that can be sent automatically to the customer
- identifying which team/officer is more appropriate to deal with the enquiry
- compatibility with IT that will be used by officers in the field (such as an iPad or PDA)
- automatically updating records.

Below are some examples of processes that customers can currently opt to self-serve but to a limited degree, mostly one-way requests with no feedback:

- missed bins
- special collections
- abandoned vehicles
- street cleaning request
- delivery request (waste and recycling containers)
- flyposting reports
- flytipping reports.

The system envisaged will not only increase the range of services that customers could self-serve including those listed below. It will also generate feedback to the customer, allow them to track requests and provide confirmation of completion.

- markets and street trading
- MOT requests
- vehicle servicing
- parking permits
- parking appeals.

The next two sections explore how existing Corporate IT improvements will support self-serve and the wider customer service solutions.

iConnect

Through the Street Services FSR workshops, it has been strongly suggested that a more joined-up way to manage customer contact is required. This is also something that has been identified through service reviews in other areas and as such the Council has developed a project to introduce iConnect.

The project objectives for iConnect are:

1. to create a single central customer directory, for all Council customers, cross referenced to individual departmental / system customer records, in a similar fashion to the Local Land and Property Gazetteer (LLPG).
2. to define and implement corporate standards for the holding and maintaining of customers' names in accordance to the national standard BS7866.
3. to assist services with the removal of duplication within core applications and processes.
4. to provide customers with a single view 'my Colchester' where they can access and interact with all relevant information about themselves and the services they receive from the Council from a single point, in a common format/style.
5. to replace the existing Customer Relationship Management solution with tools allowing officers to access/update the single customer record.
6. to enable the underlying technology to support joint customer self-service functionality with the Council's partners.
7. to provide improved, integrated solutions for
 - queue management
 - ethnicity monitoring
 - cautionary contact
 - visitor reception facilities.

The Council's provision of iConnect, which launches in March 2011, is timely in that it provides the platform to develop the system that allows a single customer record to be maintained and allows customers to contact us in a way that is suitable for them. The system is a Customer Service tool that will capture all activity including customer details, all enquiries and progress reports. iConnect will enable us as a service to create a greater level of improved information for the customer to be able to self-serve, reducing the number of contacts that will require officer action therefore creating efficiencies. This project will also help us to work more effectively with other services ultimately creating more joined-up services for the customer.

iConnect will help to 'future-proof' our customer contact by introducing a system that can cope with ever increasing and more sophisticated demands from the customer. It will also streamline and improve customer activity reporting as all data will be recorded in one central place that can be extrapolated as necessary. Understanding customer behaviour will be essential in the long term to ensure that our 'Customer Solution' is fit for purpose and remains so for years to come. Analysing various data around when people self-serve, how long it takes them, how many people give up before completing a request etc will help us to understand how to improve the self-serve processes. In terms of reporting it could be as in-depth and varied as required. Work will need to be carried out into the reporting that takes place to ensure that the correct information is gathered.

The main benefit of iConnect to our customers will be that they have greater access to services and information 24/7. The self-serve options will be developed in a way that they are easy to use and are seen as a way for the customer to receive the most efficient and effective service. This will mean that the customers are directed through self-serve channels in the main, particularly during normal 'out of hours' periods when the CSC will be closed.

This needs to be developed further so that customers have the ability to interact directly with the frontline and staff are able to use real time data to ensure that resources are used in the most efficient and effective manner. The system is as visually represented on page 5 under 24-7 Customer Contact.

Technology

Technology is the key to the success of this opportunity. As mentioned earlier, the implementation of iConnect across the organisation matches the thinking that has been explored through this review. In terms of the move to more upfront self-serve options for customers across a 24/7 operation, the provision of a 'one customer record' environment as proposed through the iConnect programme, will see the development of a single Customer Master Index with which to populate all other systems.

This opportunity is reliant on the benefits of iConnect being delivered corporately as the aims of both are identically matched. It is also aligned with the Council's corporate Information and Communication Technology (ICT) strategy and its aim to improve customer satisfaction through increased choice, confidence, access and reliability and also to improve efficiency for the Council through the streamlining of processes, working practices and ICT systems.

This review recognises that the expectation within the ICT strategy is that funding for ICT projects supporting the FSRs will be provided by the services themselves, having sought appropriate funding for solutions and resources as part of the business case approval process.

Currently the levels of technology present within Street Services vary greatly. Some areas such as parking operate using databases and mobile technology currently. Others still operate through the use of spreadsheets and even paper systems, so the ability to view information and make use of it is restricted.

Therefore there is a need to bring the whole of the Street Services group up to the same level of information and data standards through the establishment of a comprehensive database described within this opportunity as the Knowledge Bank. This is a fundamental requirement as it is the key building block that enables self-serve and a more flexible and responsive workforce to happen.

The Council's ICT team estimate costs in the region of £60,000 to establish such a database across the group. The full set-up and implementation costs are set out at the end of this Appendix.

Careful consideration needs to be given to the types of hardware that will be fully utilised at the frontline as part of a revised set of processes. The service currently has a range of hardware currently in use across a variety of services across the groups such as parking, waste collection and Helpline monitoring. There will be a requirement for equipment that maximises the ability of staff to work flexibly and supports a multi-skilled approach to the new roles created within the group. It will need to be a device that is portable, user-friendly and highly capable of meeting frontline technology requirements.

Frontline staff will need to be equipped with technology and the appropriate processes that allow them to use resources efficiently and effectively in relation to a wide range of services provided within the group. They will also be able to respond to requests and incidents that occur whilst other tasks are taking place and feed them in through technology so that they are recognised and enacted once and at the right time. Through the introduction of technology at the frontline, processes can be improved and multiple handling of data/information removed.

The technology for frontline staff will need to be fully compatible with the proposed Knowledge Bank, iConnect and any other relevant system. It must allow the officer to receive a job/query/service request in the field, to access a customer's records and relevant information and be able to log that a job has been completed.

The provision of a 'dashboard' of information via a PC or handheld device will be the tool that allows staff both at the frontline and location-based to view information. The information will come through from the Knowledge Bank database and will be information such as service requests, both scheduled/unscheduled and incidents so that real-time information is being used to determine how valuable resources can be deployed. As the system will operate on a two-way basis, information can also be placed into the Knowledge Bank by staff to confirm progress or completion of tasks which will also be visible on the dashboard.

At the Zoned level, Neighbourhood Co-ordinators will be able to see, via the dashboard, the range of tasks in each zone. This will provide the opportunity to move resources to deal with imbalances.

The ultimate aim is for customers to be able to view the same information via a customer dashboard to both see their service requests and confirm that these tasks have been scheduled or completed. This should provide considerable improvements for customer satisfaction that action is being taken as well as removing the need to contact the Council.

Location information will be a valuable and critical element of the technology used. The use of geospatial information (either as a map or an address) within the technology will be an enabler of improvements in local service delivery. At the broadest level, it is key to:

- evidence-based decision-making
- designing and managing services and infrastructures
- achieving and enforcing regulatory compliance

- describing and monitoring local conditions and change and
- understanding and locating customer needs.

A recent research report commissioned by the LGA found a range of benefits from the use of geospatial information within local government. The key areas identified by the study where geospatial information is a force for transformation are:

- channel shift – through deployment of transactional web mapping systems. Greater support of self service through use of web mapping will reduce time spent by the citizen finding information about services.
- improved transport efficiency – by wider application of route optimisation and street works management. Geospatial information can be used to better coordinate service delivery, for example improving special waste collections. This reduces the waiting time for those receiving services and making the most of time and resources in delivery of the service.
- better decision making – using geospatially-enabled local information systems and shared intelligence networks provides easy access to quality information and reduces time to find it.
- reduced data duplication – using master datasets such as the NLPG. The use of core reference datasets reduces costs, errors and facilitates the sharing of services by referring to the same data.

The revenue implications for this approach need to be worked through in terms of how the technology will enable the formulation of new processes that reduce the need for supervision and administration, and enable customer requests and responses to be tracked and maintained through the central Knowledge Bank.

Customers will require education in terms of the new opportunities to self-serve that will be available to them. The chart on page 10 shows that 48% of our current customers are likely to self-serve, and the service and others will need to work with the remaining 52% to achieve as high a number as possible. As a result, the reductions and efficiencies that will arise from reduced customer contact may well be gradual due to the significant change in processes and behaviours required. This change is also totally reliant on the appropriate technology being in place to exploit the benefits to the full.

Throughout the review, process examples of methods of self-serve and companies that operate using real-time data in the field have been looked at. There may be opportunities to learn more from other organisations currently delivering a 24/7 customer environment, and there may be opportunities to explore partnering or outsourcing. This may provide benefits in terms of space and equipment requirements or could provide an opportunity to provide services for others.

Behaviour change and community engagement

Introduction / vision

A key issue and consistent theme throughout the FSR workshops has been the Council's inability to increase resources to meet the demands of our residents in street based services functions and corporate priorities. In order to fill this gap new ways of working must be considered around behaviour change and community engagement.

As a community leader, the Council needs to encourage and enable individuals and communities to do more for themselves. This is not simply a case of passing responsibility on to the resident, but by enabling them to do more the service hopes to establish a stronger sense of community across the borough, more personal pride within areas and an overall improved environmental quality. There is an increasing need to engage with the public and particularly communities in order to increase partnership working and ensure the best use of resources, and this is envisaged through this solution. The Council has been very active in working with communities particularly within the wards of St Anne's, St Andrew's and Harbour over the last few years carrying out exactly this type of engagement.

Central Government, area-based targets, local councillors and local residents may all have different ideas of what priorities in an area are. It is important that when looking to empower local communities the service ensures that all priorities are considered. It must be emphasised that the following solution would only work if the right balance is achieved between individual aspirations and more strategic community needs.

Local councillors have a vital role to play in championing the importance of local environmental quality for localities, whilst Council officers have a key role in delivering the political priorities of members regarding improved local environmental quality. Community engagement will help the Council ensure that the priorities of local people sit at the heart of the decision-making process and their wishes are translated into this strategy and decision making.

An uncertain financial outlook will require more joint working especially in the area of Street Care, as well as looking both internally and externally across different policy agendas to deliver both improvements in local environmental quality and increased value for money. It is vital that service delivery is individually tailored to the challenges of local places. In short, there is no one size fits all approach to service delivery.

The role of the individual through community empowerment is the final piece in the leadership jigsaw. Effective community engagement and empowerment is vital to ensure the Council not only delivers better and sustainable local environments in line with its key aim of 'Be Cleaner and Greener', but that local communities understand their role in maintaining those environments.

There is a need not only for the Council to improve local environmental quality, but to also actively engage with local communities to communicate the work they are undertaking to improve local environmental quality. It is important that services are delivered in a way which makes it easy for households, businesses and individuals to 'do the right thing'. Our staff can make a real difference to people's lives. But a genuine interest in customer focus and community engagement is essential if the Council is going to improve street-based services across the Borough.

The current situation

The service currently operates on persuasion and hope in order to encourage people to do the right thing in relation to their environmental behaviour, particularly around encouraging people to recycle more or reduce their carbon footprint.

At present customers receive communications and marketing material from various teams across the group relating to a number of schemes and offers such as recycling, parking, litter, community activities and so on. These are delivered via a wide range of methods such as email, print, social media, newsletters, and mail-outs. Many of our service's staff are also active in the community including staff who work in street-based frontline services including Community Street Wardens who seek to engage, encourage and support communities. However the service has a large workforce that could also engage with communities and individuals as part of their role, and within a Zoned working approach the service will be looking to operate in a way that allows that to happen.

The service will be active in behaviour change campaigns and activities and will work closely with other staff involved in communication activity. This activity has to link with the latest data and insight on customer behaviour, prepared in other areas to ensure this is harnessed so that communications are timely, relevant and have impact.

In terms of activities and services for communities, whilst the Council does consult with local people, it is generally down to local people to come forward with suggestions and opinion on our strategies. Aside from some small area-based approaches, generally community strategies are developed to fit the whole borough rather than to suit more specific and defined communities.

There is currently no set structure that enables Council staff to work with communities to develop more area based approaches. However customers are ignored at our peril. If the Council fails to consider their views and experiences when drawing up FSR implementation plans it runs the risk that services will not offer value for money or meet local needs.

The good news is that community engagement should help us avoid this pitfall. It will allow the Council to ensure that the priorities of local people are woven into the strategy and decision-making process.

The Solution

Community engagement can operate at three corresponding levels:

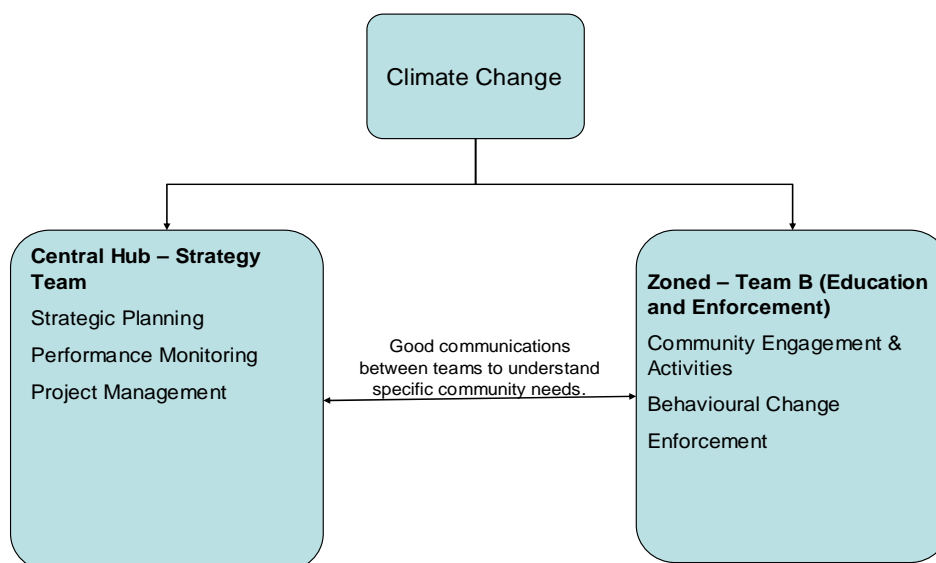
- enabling people to understand and exercise their powers and responsibilities as residents
- empowering residents to organise through groups in pursuit of their common good and for the betterment of their environment
- ensuring the Council supports the involvement of residents in influencing and executing their public duties.

The group seeks to change customer behaviour in a number of areas of the groups work including recycling and waste, street care, parking and community activity to name but four. To do this it carries out a range of customer communications and education activities, but often in isolation from each other. The service aims to create a multi-skilled workforce who would be able to carry out behavioural change activities if required over a range of subjects.

Zoned working will enable the 'Neighbourhood Co-ordinators' to understand a community's individual needs and allow them to work with communities to achieve shared goals and priorities. It will create a more visible Council service and a far more co-ordinated way to deliver projects. Although teams would have priorities to suit communities, it will help to create a greater consistency of service provision across the borough by ensuring that everyone has access to all services.

One example of 'As Is' and 'To Be' can be seen by taking the current Climate Change Officer role. The responsibilities within this role include strategic planning, project management, community engagement, promotional activities and performance monitoring. The Officer focuses purely on climate change work and in this respect does not work in a team, and is the only officer dealing with climate change work. The diagram below shows how this may look under the new Zoned and Professional Support Unit structures.

By creating a multi-skilled workforce, with knowledge of a range of subjects, staff will be able to assist in getting key messages out to all communities rather than one single officer communicating with the entire Borough. A more area-based approach will allow for communications to be much stronger and hold more meaning within a specific community. This solution depends entirely on the implementation of zoned working which is described in the Zoned Working - Appendix 2.



The Council has decided to centralise all of the marketing and communication activity that takes place across the Council’s activities and services. The ideas around improving communication with customers and changing customer behaviour that have been progressed with the Street Services FSR will take account of this change. It will be vital through the implementation of this review that management and staff will work closely with members of the new centralised marketing and communications team to develop these opportunities.

Technology again plays a role in enabling us to communicate with customers in a way that they find appropriate and ensures that the Council is efficient in allocating resources and ensuring that the messages it is sending are being received. This may increasingly be through social media, text, email and other traditional media. Feedback will be important and technology should be able to accommodate that in a way that the feedback can be used to improve processes and enable it to understand our customer’s needs and wants. This analysis will be undertaken by the Professional Support Unit who will work with staff within zones to develop processes to meet the needs of our customers.

The diagram below shows how community engagement increases as a result of the activity undertaken to bring that about.



Incentives v enforcement

Street Services carries out enforcement for things like parking, littering and fly tipping. Is there an opportunity to change customer behaviours through operating an incentive scheme where personal benefits can be accrued through customer's behaviours?

Another area that has been explored through the FSR is whether the use of incentives could improve the level of customer participation in the services provided, as well as looking at how enforcement could bring about changes in behaviour. Opportunities exist to deliver services that residents engage with and where they are rewarded for behaviour that helps to achieve objectives for the Council and for communities. Behaviour that works in the opposite direction could be managed in a way that reinforces the good behaviour by enforcing against bad behaviour.

A scheme of this type could:

- give our customers incentives to encourage positive behaviour
- create community ownership
- engender loyalty to the services provided
- give genuine feedback and data to people who use our services
- create partnerships with others who value our customers
- provide clear reasons for positive behaviours
- match up our objectives to customer actions
- motivate and reward staff to provide the best possible service
- create a scheme that rewarded behaviour across all the Council's services
- remove some of the barriers to participation and increase public satisfaction
- use technology in a way that provides benefits to customers whilst reducing our costs
- create a scheme of enforcement that changes behaviours
- enable staff who witness bad behaviours to react.

In terms of outcomes this could see:

- customers rewarded for doing the right thing.
- 'added value' for customers

- rewarding partnerships created with other stakeholders that increase customer loyalty to our services whilst providing additional benefits to our customers
- different ways for customers to see the benefits in their behaviours
- a greater chance that the positive behaviour will be sustained
- Council services linked for the customer
- the reputation of the Council is increased
- the levels of customer satisfaction with our services is increased
- enabled communities that mobilise themselves and achieve rewards for supporting our objectives
- customers rewarded for using no-touch channels of communication
- the benefits of good behaviour being highly visible and the link to our objectives being clear
- the impact of bad behaviour + effect on our objectives is highly visible
- financial penalties from 'bad' behaviour directed towards positive behaviours.

The idea of a Colchester Borough Council reward scheme has emerged from the review as a potential way of supporting behaviour change in a way that provides a measure of value to the customer, so that the behaviour that supports our aims and objectives is sustained.

The model of the 'Clubcard' seems to be something that has a value in the marketplace. The introduction of a reward scheme operated along the lines of a Council Clubcard for customers, that accrues benefits from the use of our services or community action may support behaviour change and help embed the change and create customer loyalty to do the right thing if it has the right 'value' attached to it.

This idea is clearly wider than street services and would best be applied and implemented as a Council-wide solution. The value to customers may well be in the form of the use of Council services outside of Street Services such as sport and leisure activities.

As such this proposal will be developed further if taken forward into the implementation phase where the full costs and possible benefits to the Council can be identified including the possibilities of entering into partnership with existing well-known and regarded schemes.

Enforcement

Enforcement – *“to ensure observance of or obedience to a law or procedure or rule or policy”*

Colchester Borough Council's aim is to provide a better environment for the Borough, both for the present and for the future. It will achieve much of this through education, by providing advice and by regulating the activities of others. Securing compliance with legal regulatory requirements, using enforcement powers including prosecution, is an important part of achieving this aim.

The Council believes in firm but fair regulation. Underlying this policy are the principles of; proportionality in the application of the law and in securing compliance; consistency of approach, transparency about how the Council operates and what those regulated may expect from the Council, and targeting of enforcement action.

The Council regards prevention as better than cure. Where appropriate, it offers information and advice to those it regulates and seeks to secure co-operation avoiding bureaucracy or excessive cost. It encourages individuals and businesses to put public health and the protection of the environment first and to integrate good practices into normal working methods. Enforcement currently occurs across a range of services both within Street Services and other groups of the Council. Enforcement is also carried out by a range of partner agencies.

A key element of a new approach to enforcement coincides with the move to Zoned working. Staff will be enabled and empowered whilst working within zones to educate and if necessary enforce. This will allow our multi skilled staff to respond to incidents observed out in the communities within zones through the use of technology.

There are 14 accredited Street Services officers who currently carry out enforcement roles for Colchester Borough Council for offences such as littering, flyposting, flytipping and abandoned vehicles. There are also officers within Life Opportunities who also have accreditation to issue Fixed Penalty Notices for littering, but they concentrate their efforts in Castle Park and other enclosed public spaces that are managed by the Parks and Recreation team.

Under the Zoned Working structure, the on-street presence of officers will increase to 26 initially as all Neighbourhood Co-ordinators and Neighbourhood Officers will receive training and development up to the current standard of accreditation. There is the potential to increase this by a further 26 officers by developing the role of the Neighbourhood Operative to also incorporate elements of accreditation in relation to litter-based bylaws and enforcement practices.

Costs and savings

Whilst there are direct savings as a result of adopting this way of working, the opportunities, technology and changes to working described within this appendix, provide the platform that enables the zoned system and direct customer contact with teams to work.

Therefore the savings made in particularly the Zoned areas should also be taken into account when considering this opportunity.

Investment required	Description	Capital £'000	Revenue 2011/12 £'000	Revenue 2012/13 £'000	Revenue 2013/14 £'000
Dashboard Software development Hardware External consultancy Mobile devices	Creation of a new software solution to manage street-based activity, linked to back office solutions and the new CRM system. Development of mobile apps, for smart phones (such as i-phones or Google Android)	115	36	25	25
Knowledge Bank User licences (new) User licences (existing) Contractor Manager External consultancy	Implementation of the existing Civica software solution already extensively used by Environmental and Protective Services, into Street Services as the core software solution for Waste Management, Trade Waste, Abandoned Vehicles, Incident Reporting, and Market Management.	30	33	8	8
Route optimiser Software External Consultancy	Implementation of software and skills to coordinate route optimisation for both planned rounds (ie waste routes) and for 'on-demand' day to day activity.	12	7	2	2
		157	76	35	35

* These costs include the capital and revenue implementation costs for the technology that will be required for Zoned working and other Opportunities.

Where will savings be made?	Current cost based on FTEs*	Efficiency savings based on FTE* cost
Channel shift of 47% customer contacts received through the CSC which are not referred back to the service, but shift to self-serve	£112,000	£53,000
Channel shifting a further 50% of customer contacts passed through CSC to the service moving to self-serve (estimated savings take into account the proportion of existing web based contacts, it is therefore a 50% reduction in the non web-based remaining contacts)	£79,000	£52,000**
Totals	£191,000	£105,000

* FTE – full-time equivalent staff

** This £52,000 is represented as a saving in the Professional Support Unit opportunity in Appendix 5.

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Note – FTE figures do not include overheads and assume that all customer contact channels cost the same per contact

Note – Estimated savings based on a channel shift for customers through the Monitoring Centre would not result in savings until decisions were taken around the levels of customer contacts within the CSC.

Understanding the Customer Experience

Understanding the customer experience is vital in the context of the current economic climate, the uncertainty of future funding across the public sector, changing demographics and an increasingly diverse customer profile.

External pressures

The recession, ability to pay and changing customer expectations around choice and personalisation are bringing extra pressures to bear on services.

Colchester's population is set to increase by 30.9% to 223,500 people in 2021. This makes Colchester the largest and fastest growing district in Essex and the second largest district in the country. 68.6% of residents live in the main urban area, with 31.4% living in the surrounding rural countryside areas. It also has a diverse and growing business community of about 20,000 registered firms, which are key customers of Street Services and reflect a local economy predominantly made up of small to medium-size businesses,

Under current policies, 830 dwellings are expected to be built in Colchester borough each year, with 8,169 dwellings being completed between 2001/02 and 2008/09. Of particular concern will be both increasing pressures around environmental and sustainability issues and costs of waste disposal.

Customer profile

The Mosaic analysis of customer contact for Street Services shows that it has a considerably more varied customer profile than that of previous FSRs of Housing or Revenues and Benefits Services. This reflects the range and combination of services it provides both to specific customer groups such as Helpline customers, and services it provides to all 177,100 borough residents such as street cleaning, waste and recycling. This means that future challenges for the service will also include meeting or managing the needs and expectations of its varied and increasing customer base.

Customer contact – GovMetric, compliments and complaints, and Touchstone

This section brings together customer insight from a variety of sources focusing on both the experiences of customers who have recently contacted Street Services and also on customer perceptions of key services.

➤ GovMetric

GovMetric is currently used to measure levels of satisfaction for customers calling into the Customer Service Centre (CSC) or visiting our website. During the analysis period from November 2009 to February 2010 there were 23,379 callers to the Customer Service Centre, with Street Services customers accounting for 20% of these. This was split between Parking and Street Services (12%), Waste and Recycling (8%).

Of the 23,379 customers visiting the CSC 3.5% or 829 customers rated the services using the GovMetric tool. For Street and Parking 10 customers rated the service as good, 4 as average and 9 as poor. For Waste and Recycling 12 customers rated their experience as good, 8 as average and 10 as poor.

1,002 customers gave service ratings on the website via GovMetric. Of the 95 rating Street and Parking Services 39 rated the website as good, 5 as average and 51 as poor. Of the 144 rating the Waste and Recycling Services 76 rated the website as good, 17 as average and 51 as poor.

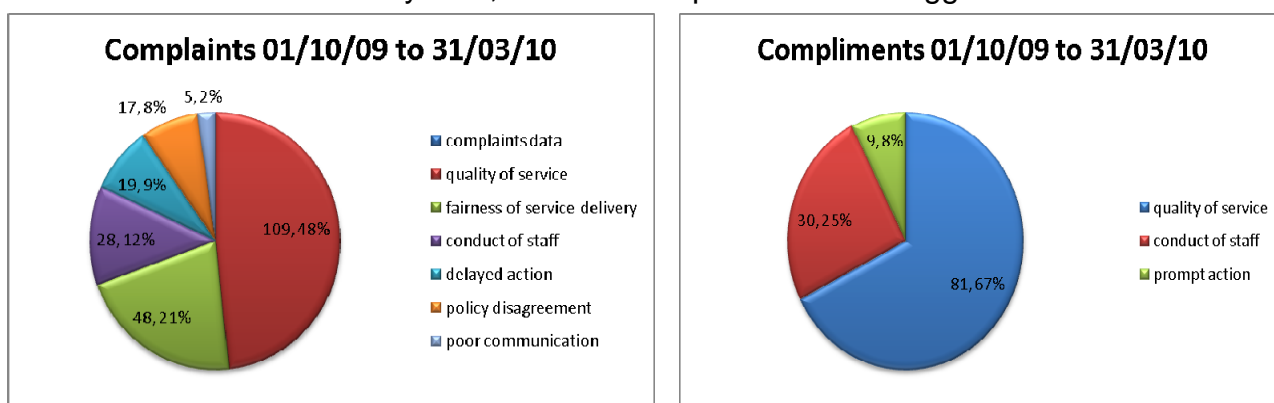
Table 1 on page 5 of this appendix compares ratings for 11 service groupings for visits to the Customer Service Centre. This shows that in terms of good ratings Street and Parking are ranked 4th out of 8 compared to other service areas with 44% of customers rating the services as good whilst Waste and Recycling are ranked 5th out of 8 with 40% of customers rating the services as good.

In terms of poor ratings Street and Parking are ranked the 6th out of 8 with 39% of customers rating services as poor, whilst Waste and Recycling was ranked 4th with 33% rating services as poor.

Table 2 on page 5 shows that in terms of good ratings for the website Waste and Recycling was rated 2nd out of 9 with 53%. Street and Parking were ranked 6th out of 9 with 41%. Waste and Recycling were ranked 1st out of 10 with the lowest percentage of poor ratings. Street and Parking were ranked 7 with 54% of customers giving a poor rating. However, the number of customers who have given feedback is small and the website was only refreshed in November 2009 at the start of the analysis period.

➤ **Customer compliments and complaints**

From October 2009 to March 2010 226 complaints were logged for street services on the case tracker system, and 120 compliments were logged.



Most of these street services (48% / 109) complaints were about quality of service, followed by 21% of complaints (48) about fairness of service delivery.

67% (81) of the compliments were about quality of service, followed by 25% about the conduct of staff, and 8% (9) were made about prompt action.

Street services cases accounted for the largest number on the case tracker system between January and March 2010, with 31% of the overall records. This would include both compliments and complaints for all services.

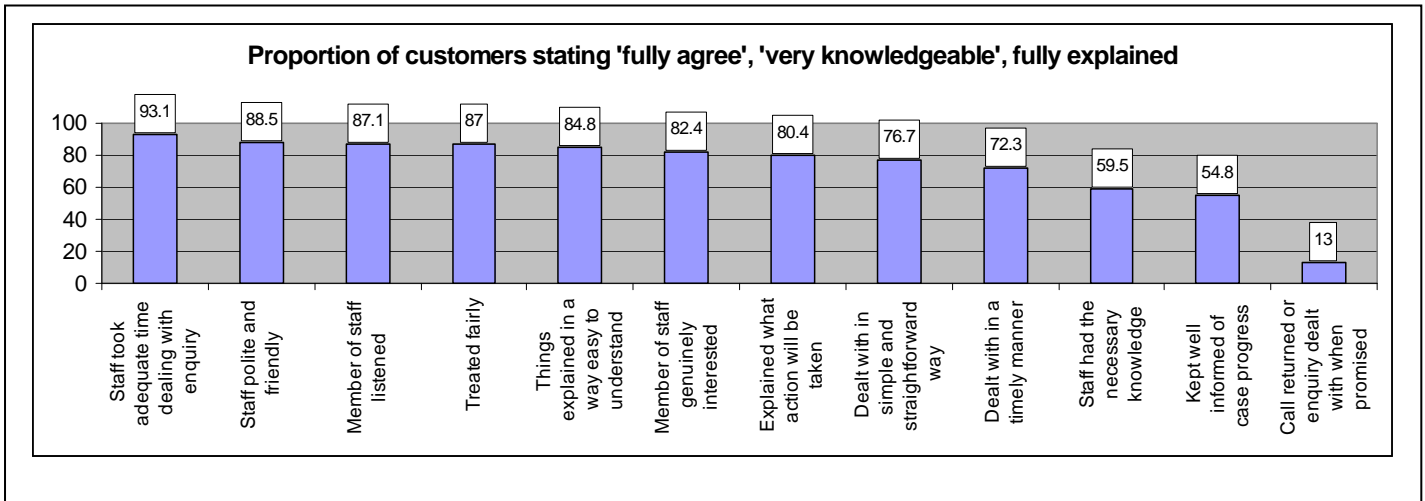
➤ **Touchstone**

In March 2010 the Touchstone project team held 104 conversations with customers who had recently contacted our Customer Service Centre, the Community Alarms Service (Helpline) or our out-of-hours service.

Overall customer feedback from the Touchstone project

- Of the service areas, customers of street wardens, Helpline and CCTV) were most satisfied, followed by street care, then parking
- Of customer groups, business customers were largely the most satisfied, and residents the least
- Customers were most satisfied about whether staff took the adequate time (93.1%) and whether staff were friendly and polite (88.5%)
- Customers were least satisfied with their call being returned or their enquiry dealt with when promised (13%), and being kept well informed of case progress (54.8%)
- Of the four Touchstone drivers, satisfaction was the highest for staff commitment (88%), followed by staff attitude (86%), staff honesty (78%) and staff knowledge (68%)
- Of the IPSOS Mori (Mori) drivers of satisfaction, delivery was highest (95%), followed by professionalism (92%), attitude (88%), information (78%) and timeliness (59%) - timeliness was ranked the lowest
- Over time if an issue is unresolved, satisfaction with the service slips. The highest scores as a case went on remained in whether staff were friendly and polite. The lowest satisfaction over time was with whether an enquiry had been dealt with in a timely manner.

The table below shows that customers rated staff attitude and professionalism more highly than the issues relating to our service processes and responsiveness.



Qualitative summary of Touchstone findings

Positives

- Helpline service is highly valued by its customers for the independence it provides and the peace of mind it gives their relatives
- Staff across services seen as polite, friendly and understanding
- Waste and recycling service praised for doing a good job, especially this winter
- Customers gave very positive feedback when they found their enquiry simple, prompt and straightforward
- Customers appreciated the proactive and welcoming response to their enquiries as residents or businesses new to the area
- Positive feedback where account was taken of their particular needs – for example a customer enquiring about a missed bin was alerted to the assisted collection service, and a local school appreciated the services sensitivity to its health and safety requirements - both with the timing of the regular collections service and requests for additional collections.

Key issues raised

- Varying customer experiences within each service area
- Customers frequently connect availability, quality and level of service with the amount of Council Tax they pay
- Customers less likely to feel treated fairly when:
 - the service provided to take account of their individual circumstances (for example disability, low income)
 - where they are unhappy with what happens in practice – if perhaps the service itself is not seen as a fair deal or fair exchange (for example green boxes not returned to boundary, not responding promptly to missed bins or the perceived rigid application of parking penalty rules)
- Charges for Helpline service were seen as high and customers questioned the difference in the cost of items collected as part of the special collections service
- Customers asked about the availability of discounts for people on low incomes and if services offered a range of charges
- Customers contacting about missed bins were unhappy about being asked to call back after 4pm
- Issues around property boundaries and the collection of waste, recycling and special collections is a cause of confusion and disputes with customers
- Customers were less satisfied if they were:
 - a) not kept informed about progress or had to call us more than once about the same enquiry
 - b) Did not understand or have enough information about the process
 - c) not sure who to contact (abandoned cars, neighbour nuisance, parking).

Comparisons of GovMetric Service ratings across CBC services – please see page 2

Table 1 compares ratings for 11 service groupings for visits to the CSC. This shows that in terms of good ratings Street and Parking are ranked 4th out of 8 compared to other service areas with 44% of customers rating the services as good whilst Waste and Recycling are ranked 5th out of 8 with 40% of customers rating the services as good.

In terms of poor ratings Street and Parking are ranked the 6th out of 8 with 39% of customers rating services as poor, whilst Waste and Recycling was ranked 4th with 33% rating services as poor.

Table 1 - Face to Face			Comparison of GovMetric service ratings		
Rank	Service	Good %	Rank	Service	Poor %
1	Environmental Services	51	1	Licensing	24
2	Elections and Councillors	47	2	Council Tax	27
3	Council Tax	46	3	Elections and Councillors	29
3	Benefits	46	4	Housing	33
3	Licensing	46	4	Waste and Recycling	33
4	Housing	44	5	Benefits	38
4	Street and Parking	44	6	Environmental Services	39
5	Waste and Recycling	40	6	Sport, Leisure and Culture	39
6	Other services	39	6	Street and Parking	39
7	Sport, Leisure and Culture	28	7	Other Services	40
8	Planning and Building Control	25	8	Planning and Building Control	55

The calculations are based on the % of each service's customers rating their service as good or poor. For example Environmental Services had 318 visitors in total – 51% (16) rating the service as good, % (3) rating service as average, 39% (12) as poor.

Table 2 shows that in terms of good ratings for the website Waste and Recycling was rated 2nd out of 9 with 53%. Street and Parking were ranked 6th out of 9 with 41%. Waste and Recycling were ranked 1st out of 10 with the lowest percentage of poor ratings. Street and Parking were 7th with 54% of customers giving a poor rating.

Table 2 - Website			Comparison of service GovMetric ratings		
Rank	Service	Good %	Rank	Service	Poor %
1	Sport, Leisure and Culture	56	1	Waste and Recycling	35
2	Waste and Recycling	53	2	Benefits	36
3	Benefits	51	3	Sport, Leisure and Culture	40
4	Council Tax	47	4	Council Tax	42
5	Elections and Councillors	44	4	Environmental Services	42
6	Environmental Services	41	5	Elections and Councillors	44
6	Housing	41	6	Housing	49
6	Street and Parking	41	7	Street and Parking	54
7	Other Services	33	8	Other Services	55
8	Planning and Building Control	26	9	Planning and Building Control	63
9	Licensing	17	10	Licensing	79

Zoned Working - Scheduled and unscheduled services

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Introduction

The way in which Colchester Borough Council delivers its frontline services needs to change if it is to respond to the competing priorities of improving services whilst reducing costs.

It needs to enable and empower citizens and make it easy for them to contribute to and subsequently benefit from the Council's long-term target of a clean, green and safe Borough.

There is a need to ensure that every staff resource is used as effectively and efficiently as possible in delivering services. This means empowering and multi-skilling individuals to work beyond service boundaries whilst retaining the strengths of the traditional service delivery model. It has to result in a 'right first time' and 'one touch' service that improves the customer's experience.

The Street Services FSR provides an opportunity to look at scheduled and unscheduled services to ensure that they are:

- building and supporting communities and shaping service delivery to suit and match the needs and perceptions of our customers
- providing services as and when they are required rather than by routine or through the constraints of legislation.
- configuring services to work efficiently and effectively with other public sector organisations.

Solutions include merged teams and pooled resources using appropriate information technology which could react faster and direct resources according to needs. This technology should allow live communication, mapping, reporting, informing and monitoring, both to and from the field teams giving them more time on the street and with the customer. An increase in frontline activity will be gained from a decrease in process activity across all services.

There is also a need to use appropriate technology to enable both customers and Council staff to work efficiently and effectively. Technology can enable 'one touch' interaction for our customers, real-time information and reporting for Council staff, auto payment, and mapping and tracking of Borough services and resources to provide seamless frontline service delivery.

The overall opportunity described in this business case is to:

- educate and inform customers, promote behaviour change and incentivise or enforce where necessary
- organise services and contact around the customer needs by joining up the frontline delivery

- deliver planned services effectively and design an efficient reactive service model that operates on reduced and simplified processes
- use enabling technology to join up frontline teams, back office support and service delivery
- have a greater impact on the total place principles of a 'whole area approach to public services, with customers at the heart of service design',
- focus on sustainability in the way that services are delivered so that customers benefit now and in the future.

Throughout the Street Services FSR process, the need to change the way things are done has clearly been identified. Far too often there is duplication and inefficient use of resources. That is why there is a need to change:

- procedures and processes
- coordination with other service providers
- the utilisation of resources, particularly vehicles
- skills and empowerment of our staff
- engagement with communities and partners
- organisation of our services.

There is a clear need to deliver services bespoke to areas of the Borough recognising differences and that one size does not fit all whilst meeting the needs and wants of customers. A potential delivery model to provide this is set out in the next section of this paper.

A zoned approach to delivering services in our communities

During the FSR process there was clear evidence that many Council services were uncoordinated and existed to a certain extent within a silo mentality. An objective of the FSR was to move from this parallel and uncoordinated service provision into a new service that will provide a targeted and responsive service.

The FSR has focused, particularly in its staff workshops, on Zoned Working and this has been a 'cross-cutting' review of how the Council delivers services at an area and community level, although the main focus has been on a Zoned Action initiative. It has responded to a need for a comprehensive review of how services are delivered to communities. Overwhelmingly there has been enthusiasm to change the way the service works and to provide multi-skilled solutions to the areas and communities in the Borough. There are many examples of good practice already to build on, like the 'Days of Action' and 'Safer Colchester' initiatives, where services across public sector authorities act in a co-ordinated way to address local priorities and issues.

Overall there is much strength in the area-working initiative. There are many examples of good practice already and these need to be built upon. There are also examples of good joint working with services to reflect local priorities. Examples of these can be seen in authorities such as Gateshead Metropolitan

Council, Oxford City Council and Cardiff Council. The experiences of Hull City Council are listed Annex 3 to this report.

Rather than delivering exactly the same services in the same way across the Borough, there needs to be greater flexibility to adapt local services. Where possible, the service provided should suit the particular needs of residents and the area in which they live. This links in with the approach whereby customers will be able to access information and contact the Council through a variety of methods in a way and time that suits them. This flexible approach would be called 'Zoned Working'.

This approach requires a detailed understanding of the individual needs and characteristics of each part of the Borough. It also requires structures which allow the Council to engage more effectively with residents about what is done in their communities.

Over time, such an approach will allow the planning and delivery of local services in a more effective and efficient manner. Zoned Working is about giving the Colchester Borough resident the opportunity to become well-informed participants in shaping services. There needs to be a change in the way streets are cleaned and the way the Borough's community and open spaces are looked after enabling a quicker and more effective response and service. How this change will be delivered is set out in the next section of this paper.

How a zoned approach would work

Each zone will have its own, dedicated team, initially dividing the Borough into seven manageable zones that will cover the north, south, east, west and central areas of the Borough. An illustrative zone list is included in the Annex to this report. This has been put together by using data on:

- service usage and demand
- demographic information
- available resources and equipment
- community knowledge
- customer insight.

Teams will be multi-skilled and able to undertake a range of different tasks from sweeping streets, emptying litter and dog bins, to supporting communities and encouraging positive behaviour. They will also be available to offer education advice, support and information and be able to react to and respond to local community led issues rather than applying a strategy across the entire Borough.

The teams will be directed by the Professional Support Unit, reflecting national and local strategy and policy, but with the flexibility to apply this locally to reflect the communities' needs in relation to the overall Borough's objective.

The heart of this service delivery model will be a 'see it and solve it' attitude, where all staff are empowered to report and solve any problems straight away - without needing to wait for a different Council team to come out.

Each of the zones, once determined, will be managed by a Zone Team Leader who will have the authority and empowerment to direct and organise services within that zone. These Zone Team Leaders will be responsible for working with and leading each of the seven teams in conjunction with all other Council services, partners and agencies, ensuring effective community consultation and engagement in neighbourhood management activity.

This will be achieved by overseeing the provision of street cleansing, recycling education, information, advice and guidance to local communities, direct communications activity and media relations, undertaking consultation and helping to co-ordinate community events.

Staff working in these zones will need to work closely as a team. As a result the FSR process has looked at multi-skilling staff so that functions are always carried out in an organised, efficient and effective way.

Multi-skilled staff

It will be vital that the operating teams include staff who are skilled in and have a working knowledge of the following functions:

- recycling and waste
- street sweeping
- litter picking
- street care including abandoned cars and graffiti
- grounds maintenance/small works
- community support services (including Social Care and NHS)
- community safety
- educational methods
- enforcement procedures
- parking procedures and policies
- community engagement.

A community is not about the size of land covered or equal split of routes/properties/people. It needs to be about the perception of shared interests and goals. Splitting the Borough into too many areas will require a need for too many vehicles/staff resulting in inefficient and expensive operations. Too few would result in overstretched resources over a large area risking poor service provision and a loss of community interaction.

Another key element is a requirement for teams to link into existing structures such as:

- Neighbourhood Action Panels/Neighbourhood Environmental Action Teams/Neighbourhood Watch/Police/PCSOs
- Ward Councillors
- Parish and Town Councils and Residents' Associations
- Colchester Borough Homes/Housing Associations
- Private landowners (New Developments and private shopping areas)
- Environmental Health Officers/Planning/Licensing/Animal Control
- Activity and Community Centres
- ECC Highways and their contractors
- ECC Social Care
- Health services
- Businesses.

This change to the way the Council's frontline services has been mentioned to the key public sector partners, however it is recognised that a range of communication methods will be required to inform and engage other providers.

As part of the FSR the combination of functions and vehicles has been investigated. It is apparent that most functions can be split between two types of vehicles and two roles; a Zone Warden and a Zone Operative with access to suitable vehicles.

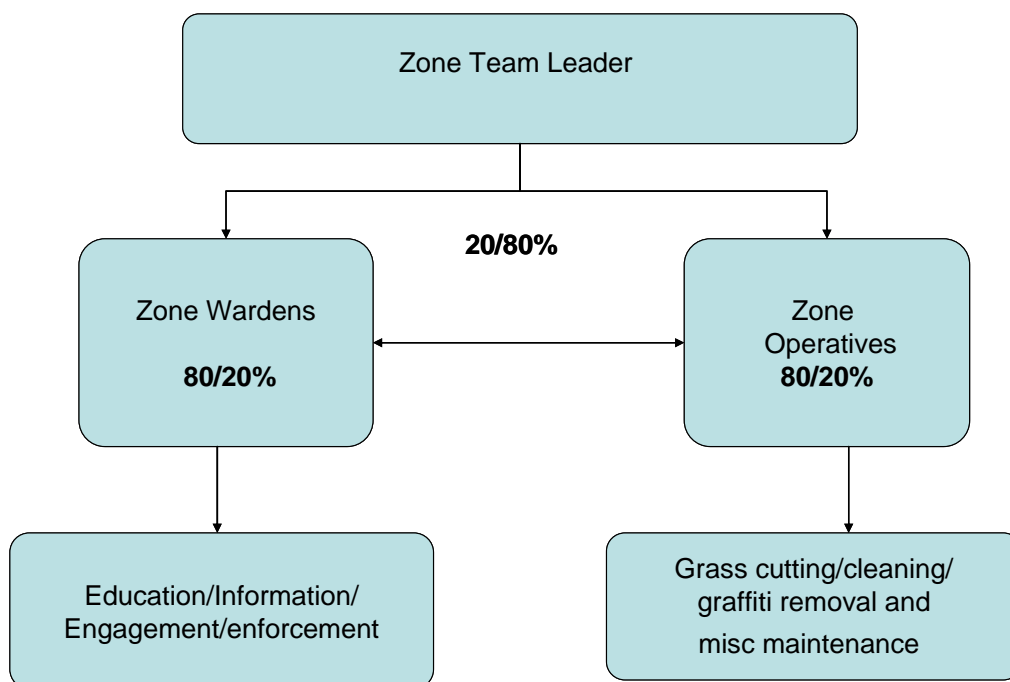
The Zone Team Leader would also be skilled to deliver the required functions. With the correct level of training and coaching and provided with suitable resources significant efficiencies could be realised.

Zoned Team Functions

Each zoned team would be split into two sections - Zone Operatives who will primarily be Operational/Machine Operators, and Zone Wardens who will focus on community, education and enforcement issues similar to the existing Street Care Officers and the Community Street Wardens. Training would be provided to develop further expertise in individuals. For example all Zone Operatives will be trained in using all equipment rather than specialising in one area.

Each Team member would be approximately 80% generalist and 20% specialist within their section, with the team as a whole being approx 20% generalists and 80% specialists. This would work practically as the officers and operatives become 'mobile CSC officers', able to deal with a variety of queries and issues and if not directly, can liaise with internal and external agencies to reach a resolution for the customer.

An example of a typical zoned team



The amount of Zone Wardens and Operatives in each team will vary depending on size of area covered, demographics and issues within that area. These roles are described in more detail in the annex to this report.

All staff will need the authority to be the point of contact on the frontline, and therefore access to and communication with relevant services should be dealt

with in an effective manner so they may need a dedicated line into the CSC, similar to the Councillor hotline. This may be necessary in case of access to other services beyond the scope and remit of the zoned worker at that time.

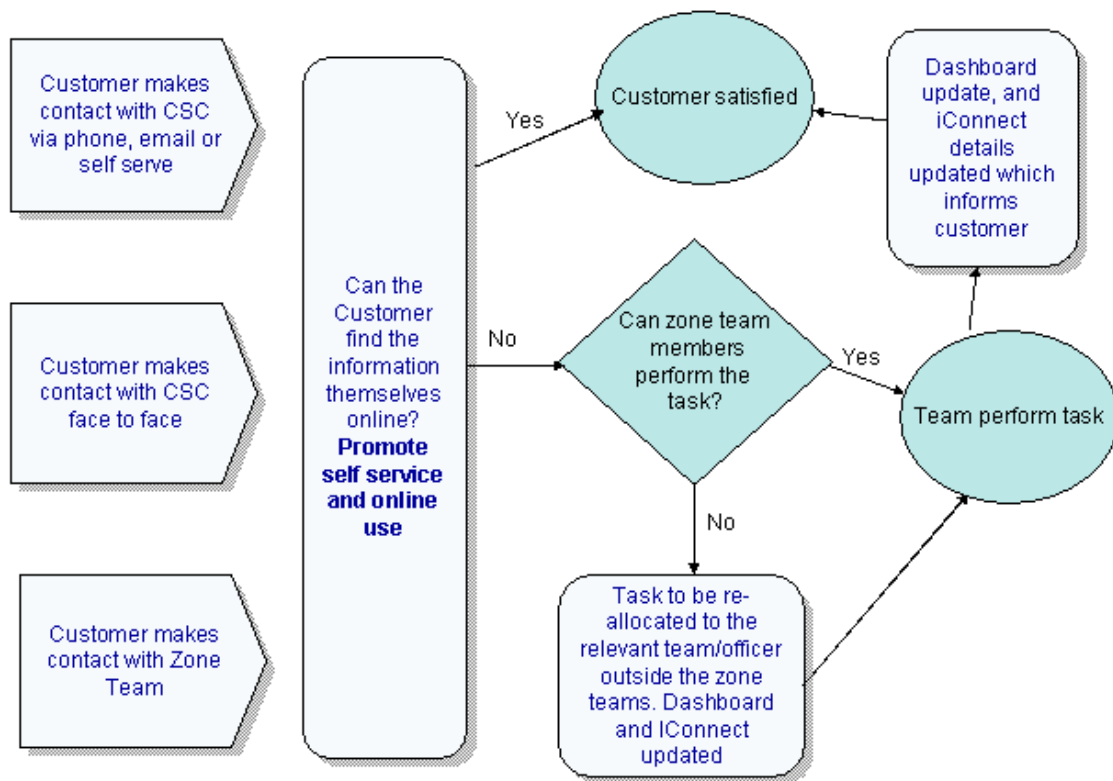
A longer term objective would be to allow these officers access to all the Council's systems, and possibly other organisations as well. Therefore, the provision of the improved ICT solutions, as discussed in the customer and behaviour change opportunity in Appendix 1, will greatly aid efficiency and effectiveness in this area.

All zoned staff will be ambassadors for the Council, but not specialists in all areas. Consideration will need to be given as how best to integrate staff working with communities so that the Council is able to provide the services required in those areas. This may mean a need to change staff working hours and provide greater flexible working options over longer periods and weekends. The zoned approach may also result in a reduction in overall staff numbers, but there will also be a requirement to re-skill existing staff as roles change and merge.

The FSR has also looked closely at linking the way services are provided and how they meet the needs of communities. For example, officers delivering recycling education need to be available when the customers are at home and available when customers need them. Most operational services need to be flexible in their working arrangements.

Process map within the zoned team

The chart below shows how customers would interact with the new street-based services and where the zoned teams fit in.



Zoned Areas

Each zone needs to be mapped separately to determine demographics and issues that will impact on services

For example the following features need to be included:

- CBH land/housing
- new developments
- private shopping areas
- car parks
- Housing Association land
- parks
- pubs and clubs
- retail and businesses.

And the following customer insight needs to be understood:

- community research through Mosaic and Census information
- 'pockets' where anti-social behaviour is an issue
- existing community services (included voluntary and charitable)
- Ward Councillors and where applicable Parish Council information.

Impacting service delivery outside of Street Services

As this model of service delivery is implemented, there will be the opportunity for other services provided by the Council and partners to utilise the officers on the ground. This could also allow for the integration of other service areas currently operating outside Street Services, where there may be benefits realised if at appropriate times expertise was drafted into the zones.

Colchester Borough Council

- Anti-social behaviour/noise/animal control/environmental health/food safety
- Planning
- Licensing
- Housing/CBH
- Emergency Planning
- Grass cutting
- Community Safety/Health
- Community Development
- Parks/open space management
- Sports grounds/play areas
- Allotments
- Welfare rights, community advice and benefits.

Other providers

- Neighbourhood policing
- Social Care
- Parish Council 'handyman'
- ECC/Highways.

However, the initial aim would be to establish zoned working within those services already in the existing Street Services group with the addition of grass cutting. If this is successful other services could be brought into the model.

Other issues and solutions

As a result of the changes in operating practice there will be a need to consider a wide range of issues that will require managing such as

Impact/issue	Solution	Financial impact
Mobile working – no ‘office base’ other than a community-run building that can be used for welfare facilities etc.	Use existing facilities (‘command posts’) similar to the current work of Community Street Wardens who use Police stations, community fire stations, community centres and sheltered accommodation. Further reducing the need for static computers and desk space in offices.	Need to consider allowance for rental costs in zone areas where “free” existing locations are unavailable.
Creating ownership of the zone area by the team.	Teams will be in control of what they need to do in their job so productivity and motivation increases when an individual has ownership of a task and decision making abilities, than those who are just doing what they have been told to do.	The mobile technology and the creation of the Knowledge Bank will be vital in giving confidence to frontline teams.
Training and development.	Will be prioritised to fill skills gaps and enable full multi-skilling.	Need to include allowance for training costs in year one and then ongoing. Year one likely to be larger.
Measurement, monitoring and benchmarking.	Development of criteria for assessing successes and failures will be retained and monitored by Professional Support Unit with inspections carried out by Zone Team Leaders as well as sharing innovative ideas/activities with other zones and Co-ordinators. Both Professional Support Unit and Co-ordinators will feed into developing opportunities in Zones and communities.	No direct financial impact.

Potential for initial high volume of customer contact as is expected with such a radical service change.	CSC to be briefed and supported during the changeover. Over the long term it is anticipated that calls will decrease with a more visible presence in the community.	No direct financial impact.
Introduction of flexible working outside of conventional working times.	HR involvement is imperative around this change. Evidence can be seen in other service areas (such as Environmental Protection) that flexible working has its benefits but expectations will need to be managed to reassure fair working practices.	This will create the potential for savings by reducing or eliminating overtime.
Could potentially impact on CSC staffing levels as residents become used to dealing with 'on site' officers and/or self-serve.	Introduction of mobile technology which goes straight to the customer database and gradual multi-skilling of frontline staff will mean the need to re-evaluate the existing number of CSC advisors working on street-based service enquiries in the medium to long term.	This will create the potential for savings in the CSC.

Benefits and opportunities - customers

- More flexible working, providing a visible 'on street' presence outside of the traditional 9-5 working day, enabling residents with work and family commitments to engage in local action and interact with officers at a time more suitable and practical for them.
- A tailored service relevant to the area. Current service models are 'one size fits all' which doesn't account for social, environmental and economical inequalities. For example: areas of deprivation require a different approach and have differing needs to the more affluent areas of the Borough. Diverse social settings have unique barriers to overcome and must require different management and integration.
- Businesses become recognised as valuable members of the community in which they trade. Residents and businesses will be able to deal with the

same team and work towards shared goals for the benefit of the community.

- Services provided for the communities will be locally led and representative of the demographic make-up of the area ensuring the essential needs of the community as a whole can be met.
- Communities are empowered to improve their own areas and work closely with the Council's frontline staff. This could include participatory budgeting where a community has the opportunity to influence spend in their area.
- Operating a service model of 'see it, solve it'

Benefits and opportunities - staff and the organisation

- Less need for overtime for sickness and holiday cover as multi-skilled staff fill the gaps and rota or shift working will be required. Flexible working hours also benefits staff work/life balance and enables family commitments to be met outside of conventional working hours.
- Reduced need for support resources as job tickets and cleansing scheduled and unscheduled tasks and job tickets become electronic.
- Potential to reduce fleet based on the number of areas to be covered – shared resource between the team(s)
- 'Zone ownership'. Team members have ownership of issues affecting their area. Empowered to influence and make decisions that make a difference.

Behaviour Change

The zoned approach also enables and complements the drive to change the way services go about communicating with and seeking behavioural change in communities through engagement, education and enforcement.

Greater awareness and buy-in to the aims of the Council linked to those of the community will allow 'co-production'. This term has been used to describe partnerships between the public sector and community members where the Council currently thought of as the 'provider' of services and our communities the 'users' of services work together in an equal and reciprocal partnership, pooling different kinds of knowledge and skill. Co-production encourages people to build local networks and strengthen the capacity of existing local groups. By changing the way everyone thinks about and acts upon 'needs' and 'services', this approach could potentially deliver more resources, better outcomes and a diminishing volume of need for services.

The behaviour change also applies in terms of how the Council thinks and works internally so that efficiencies achievable through working in partnership with communities are maximized. Consultation and communication between services and external organisations needs to be developed and also be consistent, in set timescales and long term. Small changes in any service could have huge impact on others, and this needs to be planned and co-ordinated.

Another aspect of this approach that needs careful consideration is that not every individual or community has the same capacity to help themselves and others. That capacity depends on a range of factors including education and income, family circumstances and environment. People and communities will need knowledge, confidence, energy, and access to the places where decisions are taken and the materials to get things done.

Much also depends on people having enough time to engage in local action and there are also issues around area inequalities: such as areas of deprivation and more affluent areas. Different social settings have different barriers to overcome and will require different management. This does however prove that services need to change from the 'one size fits all' approach in order to fully recognise these differences.

The Council will need to ensure that the services it provides for the communities represent people at different levels and capabilities, and are in place to meet the essential needs of the community as a whole and not the views of the few. Everyone needs an equal chance to contribute to, and benefit from a new way of working with the Council. However, the Council cannot expect local communities or individuals to fit in with our own internal organisation of the way services are run/managed. It needs to fit in with its communities.

One factor is that many in the community work full-time and have family commitments. They also need the opportunity to engage with the teams and, at a wider level, the Council. Therefore flexible working is an important factor in ensuring residents have a platform to express their views and priorities and can expect the same level of service regardless of the time they have available to contribute.

Zoned working will be designed using the principles of environmental, social and economic sustainability. Activities will need to take into account carbon reduction, how energy is resourced and used and also the waste created. It must look at eliminating some of the current 'needs' in terms of street care and cleansing like fly tipping, litter clearance and concentrate on 'unavoidable' duties like emptying bins or cutting grass. Funding must be adequate for community groups and activities and planned for the long term if required to sustain it. The focus should be on prevention and thereby reducing demand for these unnecessary and expensive services.

Financial Impact

These are the financial efficiencies that will result from the introduction of zoned working. It is likely that with further refinements of the initiative and the introduction of further services more financial efficiencies could be achieved.

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	75	150	150	Implementation likely to be half way through first year of introduction and some operational changes require technology to be in place
Cost to implement Revenue	5	5	5	Training and incidental costs. (mobile technology – hardware and software shown in Customer opportunity)
Net revenue saving (-) or cost (+)	- 70	- 145	- 145	
Capital	0	0	0	Shown in Customer opportunity

Annex 1

List of suggested zones for the Borough

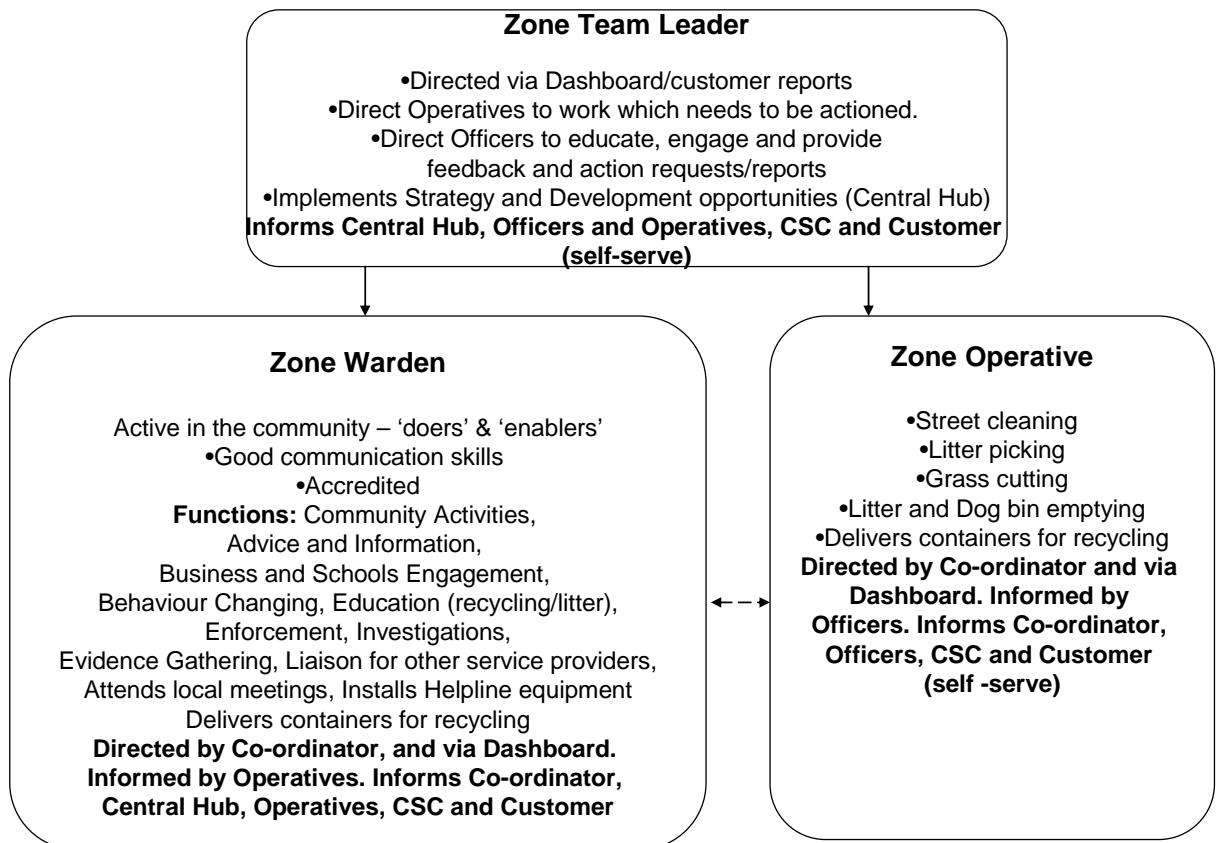
Zone 1: Layer Breton Layer-de-la-Haye Layer Marney Salcott-cum-Virley Great Wigborough Little Wigborough Peldon Abberton Langenhoe Rowhedge Fingringhoe West Mersea East Mersea	Zone 2: Mount Bures Wakes Colne Chappel Aldham Great Tey Little Tey Marks Tey Copford Birch Messing-cum-Inworth Layer Marney Tiptree	Zone 3: Dedham Langham Boxted Mile End Highwoods St John's Little Horkesley Great Horkesley West Bergholt Eight Ash Green Fordham Wormingford
Zone 4: Shrub End Christ Church Prettygate Stanway Lexden	Zone 5: New Town Harbour Berechurch East Donyland	Zone 6: St Anne's St Andrew's Wivenhoe
		Zone 7: Castle

These lists are purely a suggestion of how zoning might work, but is subject to further validation and discussions with partners through the implementation phase.

Annex 2

Zoned Team roles

Illustration of roles and how they link.



Annex 3

Hull City Council – An example of good practice

Area-based working was introduced in Hull to bring about faster decision making, greater openness, better quality services and greater public participation in local government and other local public services. The city has established seven Area Teams which co-ordinate a range of local services in the area including street-care, housing and parks and gardens.

The Area Teams also work closely with partner organisations including Humberside Police, NHS Hull, community wardens, children and young people's services and local community and voluntary groups, to address a range of partnership issues at a neighbourhood level. These allow people to have a say on issues affecting their neighbourhoods, not just Council services.

Each area also has a Community Safety Action Partnership (CSAP) to address community safety priorities. This is comprised of members of the Area Teams, Humberside Police, Humberside Fire and Rescue Service and other partner agencies. CSAP meetings take place every three months.

From an operational perspective, there are three wider Area-Based Teams which deal with street cleansing, fly tipping removal, litterbin emptying, grounds maintenance, park and open space management. There are corporate operational units which operate across the whole authority. These are units which could only be operated at an authority-wide level because of their relatively small size (for example the arboriculture unit, playground maintenance, graffiti removal team, tractor team).

For example, these officers deal with frontline service requests relating to highway repairs, open space / parks issues, fly tipping, street scene issues, events in parks, overhanging vegetation and other environmental enforcement.

Recycling and Waste

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Introduction

The Council currently undertakes kerbside recycling and residual waste collection services over a five-day collection week from Monday to Friday and is provided by the Council's in-house service team.

The service is provided to 177,100 residents in 75,000 households by 13 routes with a fleet of 29 vehicles. An additional recycling and waste service is provided to 3,500 flats and 800 commercial premises. The population of Colchester is expected to grow to 223,500 people in 2021. 830 new dwellings are expected to be built each year to accommodate this growth.

Prior to the commencement of this FSR, a process was in place to look at future options for the recycling and waste services. The waste prevention and recycling options appraisal task and finish group was set up through the Policy Review and Development Panel and agreed by Cabinet. This task and finish group considered a full options appraisal that was prepared looking at potential options for service delivery. Four of the options went forward for full public consultation.

As a result of the consultation the task and finish group will be considering two particular issues in further detail:

- how food waste could be collected, and
- strongly encouraging participation in recycling.

The opportunities within this FSR will be considered by the task and finish group as part of its ongoing work so that both processes are informed by the other. The trade waste service will be reviewed alongside the Task and Finish group work.

Due to the current economic situation people are buying fewer items such as newspapers and magazines, meaning that the volume of recycling is lower. However, due to less overall purchasing the volume of waste being sent to landfill has also decreased. This is of course a trend and when the economy stabilises and growth begins that is likely to see both of these volumes increase once again.

These decreases have released some capacity within the current rounds, however once volumes begin to rise either through household growth or increasing tonnage, route optimisation software will be needed to enable us to plan and organise routes that are equitable and able to cope with growth.

The Council does not have a recognised programme in place to replace fleet vehicles which come to the end of their expected life. Nor does the Council have a similar programme to procure any additional vehicles required through service developments. Vehicles have been purchased and leased for many years on an ad hoc basis. As a result there is no financial plan or budget to service this

requirement. A previous annual revenue contribution to a vehicle repairs and renewal fund no longer exists as it was removed as part of a budget balancing exercise in a previous financial year. The fund has also been exhausted.

There are various permutations available for fleet procurement and management and these are being examined alongside this review. Fleet replacement is examined in a separate section of this Appendix.

There are eight statutory holidays throughout the year which result, in most cases, in a one-day delay in collection and/or overtime costs for staff to either work on the following Saturday. At least four of the eight statutory holidays fall on a Monday. Statutory holidays that fall on any day during the week are New Year's Day, Christmas Day, and Boxing Day. The Council currently provides no waste collection services on any of these statutory holidays.

As a result of the Street Services FSR, several proposals have been explored where changes to service could improve efficiency and/or provide financial savings. These are

1. working time changes including a compressed working week which will include the use of route optimisation
2. use of vehicles
3. partnership working at the recycling and waste depot.

Improved community engagement and behavioural change has been explored in the Customer opportunity - Appendix 1 to increase recycling levels and participation by residents. This would achieve additional income through sale of recyclable materials and would enable Council and Government targets to be met.

Opportunities

A compressed working week

In today's society not everyone works an eight-hour day, five days per week, Monday to Friday. It depends on the job, but, many people and organisations are adopting more flexible working patterns and this Council is an example of where this change has been introduced and as a result is more responsive and flexible.

In addition to this in 1994, the World Bank started a program where they would let people work longer days in exchange for the tenth day off as part of a work/family balance program. While there were challenges, the total productivity remained the same.

For many years various local authorities have changed to a compressed working week specifically for recycling and waste services in order to avoid some of the

confusion and expense around Bank Holiday collections. Northampton Borough Council introduced a Tuesday to Friday working week in 2000 thus eliminating the requirement for collections on Bank Holiday Mondays. Councils such as Harborough, Hinkley and Bosworth, Worcester City, Wellingborough and Peterborough have all turned to this way of working in recent years.

An example from Bury Metropolitan Council shows that the move to a compressed working week was fully agreed with staff before implementation and reduced costs.

The crews work 9.15hours/day/37hour/week between 7am and 5pm, and were happy to change as it gave them a longer weekend break. Bury Council lists the advantages as more efficient rounds, fewer vehicle movements, savings in fuel, flexibility for fleet on non-service day to allow for any maintenance. The disadvantages they consider to be are harder rounds to complete, not a lot of flexibility if vehicles breakdown, drivers' tachograph hours and breaks, and also allowing for any new properties and developments therefore increasing round numbers.

The Council has an opportunity to make financial savings by reduced overtime and associated payments to staff working on Saturdays following public holidays that fall on a Monday and around Christmas. This includes the overtime rate at time and a quarter due to the contractual three-year protected overtime payments.

Consideration would need to be given to Bank Holidays that do not fall on a Monday as collection days have traditionally also been pushed forward by one day following such non-collection days resulting in Saturday working and overtime payments.

A number of councils that have adopted a compressed working week work on Good Friday, further avoiding the need to alter collections around a public holiday. This allows the crews to maintain their three-day weekend rather than working on the Saturday following Good Friday.

There are a number of solutions around the Christmas period which would require further considerations and discussions with HR.

One such solution could be that no collections take place on Christmas Day and Boxing Day. There would be no catch-up collection on the next day. For these residents their next collection would be the following week. As the days on which Christmas Day and Boxing Day falls differs over years, one area would not be always suffering from a lost collection day(s). All other collections would remain the same without the requirement to have non-collection days and Saturday catch-up collections. Such an arrangement would further decrease the need for alternative working days and additional payments to staff. It may be required in

some years around Christmas that Monday becomes one of the four working days. This will need to be looked at in detail during implementation planning. There is also a customer benefit as the change would significantly lessen confusion over collection days around public holidays, therefore reducing unnecessary contact with the Council.

Implementing a compressed working week will impact on all areas of the Borough's recycling and waste management system including collection, processing, disposal and communication. The potential impacts and implementation considerations to change to a compressed working week have been reviewed. There are clear advantages from a recycling and waste collection perspective; but there may be implications on holiday entitlement and associated cover. Detailed negotiations with HR and Unison must also be undertaken to confirm the feasibility of moving to a compressed working week at Colchester Borough Council.

There are benefits to the wider service if a move was made to a compressed working week for recycling and waste.

- The workshops would have a day where most of the recycling and waste fleet would be unused and scheduled maintenance and servicing can take place.
- Training for recycling and waste teams can take place on a Monday.
- The recycling and waste vehicles could be used for other tasks by teams that work a five-day week such as
 - missed bins (unless absorbed into zoned working)
 - trade waste
 - recycling and waste services at flats
 - bring sites
 - voids
 - Income generating services for other organisations
- Saturday and Monday available for catch-up collections following inclement weather.

Initial discussions with staff show that the move to a compressed working week are currently one supported by many of the operational teams involved, as well this move offering advantages to customers.

Route optimisation

In addition, optimising routes would be a complementary exercise that could make vehicle and fuel savings and this is discussed further in this document.

From a processing and disposal perspective, the current waste management system is designed to receive waste over a five day period with landfill sites open Monday to Friday 7am – 4pm. Local planning regulations dictate the opening times of landfill sites with restrictions preventing opening on bank holidays and

Sundays. This problem is not insurmountable and may need detailed discussion with the disposal authority and the Environment Agency.

In moving to a compressed working week, at least 40% of residents receiving kerbside collection would see a change in their collection day as the current five-day collection week is compressed. Collection days in other locations are likely to be affected as routes are optimised. Many residents will also observe a change in the time of collection as routes are lengthened.

Route optimisation would be a necessary service improvement to make alongside the move to a compressed working week to ensure that new rounds are efficient and workloads are fairly distributed. This would also prevent multiple alterations to resident collection days in the coming months and years, in effect future-proofing the service for the anticipated growth in population, housing and changes in recycling and waste volumes.

Residents will need to be clearly informed of any recycling and waste collection changes. The changes can be communicated through the recycling and waste collection calendar as part of the proposed implementation. Additional communication, engagement and information must also be undertaken, and a more detailed communications strategy will be developed with the new Marketing and Communications team.

As mentioned earlier, route optimisation plays a key role in ensuring that the move to a compressed working week is implemented effectively but it can also produce savings if implemented as a standalone efficiency measure. Various companies offer services and software to re-design or plan daily routes for various street-based services. For example, efficient recycling and waste routes can be mapped as well as days planned for scheduled activities taking into account locations of jobs.

Normally it is a map-based, precision-routing solution designed for the unique needs of the recycling and waste industry. It would create routes based on actual street network maps, not simple address lists or 'crow-flies' distances. Most importantly, it wouldn't just create the shortest routes but actually would balance the workload between the routes.

It would take account of practical constraints: one-way streets, turn restrictions, speed restrictions, weight restrictions, restricted access times, driver's working hour restrictions and many more. Importantly, it could handle very large numbers of customer service locations, as are found in household recycling and waste collection applications. It could also account for side-of-street service collection constraints, vehicle capacities, compaction ratios and trips to treatment/disposal facilities in addition to many other health and safety considerations. It works by automatically balancing and consolidating routes.

The output consists of detailed driving directions and maps of collection areas as well as individual routes. It would be important to factor in housing types and

densities to avoid imbalanced and inaccurate routes. Such maps would be able to be loaded onto the onboard computer to be viewed and followed by the driver of the route. These maps could also include zone boundaries to be able to discuss any issues seen on a route with the relevant Zone Team Leader.

Similar software can also be available for use in zones to map the most appropriate routes to complete the list of scheduled tasks on any given day according to location and types of task.

Route planning software can enable the consideration of a large number of "what if?" situations in a relatively short space of time, such as the effect of:

- integrating new properties
- using vehicles of different capacity
- change of disposal point
- change of depot location
- changes to the road layout
- changes in working hours or days
- consideration of different housing types
 - this will require improvements to the current GIS maps, costs of which have been considered within this exercise.

Route efficiencies can also be made in other street-based or wider council areas such as mechanical street sweepings and environmental services. Therefore it will be considered along with the zoned working proposals and further efficiencies may be achieved.

Other Councils have quoted savings of 5 to 15% when employing route optimisation, although even larger improvements claim to have been achieved on occasions. This provides substantial cost savings, year after year. At Colchester Borough Council this could equate to an overall saving in the region of £130,000, consisting of one crew £82,000, fuel £10,000 and vehicle hire £40,000 as the new routes would allow a spare vehicle to be retained.

Recent councils that have made efficiencies through such software from the various companies include Braintree, Conway, Corby, Cotswold, Daventry, East Northamptonshire, Edinburgh, Fenland, Gravesham, Guildford, Hambleton, Hertsmere, Kettering, Leeds, Newcastle, Northampton, North Kesteven, Oxford, Spelthorne, South Northamptonshire, York and Wellingborough.

Savings can be generated by the removal of vehicles where routes have been made more efficient as well as associated staff and fuel costs. Additional fuel savings are possible by ensuring the proposed routes are mapped in the most efficient method.

Driver training is an additional exercise that can improve fuel efficiency. This is through onboard monitoring of driving styles and fuel use to provide information and then guidance for drivers to enable them to drive more efficiently providing fuel savings across the fleet. This training complements the route optimisation to achieve vehicle and fuel optimisation.

Pre-empting the route optimisations, trials are underway such as consolidating a waste collection round. The full route optimisation exercise would need to be in place to show the full extent of possible savings.

Use of vehicles

Street Services currently have a fleet of 115 vehicles and plant which can cost the Council up to £40,000 a year each to lease depending on the vehicle type. As the vehicles are only used for one shift, up to eight hours, it may not make best use of an expensive resource. This is a common practice across local authorities, failing to maximise the use of these assets.

In other service areas, a number of vehicles spend a large proportion of the working week parked and unused.

Vehicle sharing in Recycling and Waste

This option was considered in the Initial Business Case pending further discussions. A selection of scenarios have been considered below with issues and implications listed. Although it is an option that could provide considerable savings, it would be very difficult to implement and manage and would be even harder to implement alongside a compressed working week in recycling and waste where the majority of the fleet are used.

The scenario of split-shift working:

- Waste and recycling could split into two shifts, five days a week, 6am – 2pm and 2pm – 10pm
 - A vehicle could be used to collect two different materials, one on each shift, reducing the need for as many vehicles. For example:
 - waste in the morning
 - garden waste in the afternoon
 - The fleet could be halved and collect the same materials across the two shifts. For example:
 - collect waste from half the routes in the morning
 - collect waste from the remaining routes in the afternoon shift.

The implications associated with split-shift working include:

- Some waste and recycling vehicles are currently leased for a seven-year period. Increased use will reduce the lifespan and affect maintenance schedules

- prices for vehicle leasing will increase with shorter vehicle life
- more frequent maintenance increases costs
- more intensive vehicle use will increase requirement for spare vehicles
- vehicle workshops will need to work alternative hours and adapt service schedules according to level of use.
- There would also need to be consideration of the longer hours of darkness in winter months and how this affects routes and health and safety particularly in the rural areas
- Unpredictable conditions such as extreme weather could affect working times, extending shifts and affecting shift patterns
- Limited access to many roads in evenings due to parked cars
- The landfill site has a closing time of 4pm so alternative storage or collection methods for waste would need to be considered
- Collecting glass during the late shifts would cause noise that would not be acceptable to the public
- Extensive marketing could be required to inform customers of changes and avoid litter through incorrect or premature presentation of waste
- Customers may not be available to produce their waste ready for the afternoon shift
- Extended management and CSC arrangements would need to be in place
- Initial discussions with staff show this way of working may not be widely accepted.

A half-shift system was considered where specific vehicles could be utilised for additional tasks following their normal shift between say 3pm and 7pm for services such as:

- missed bins (although this is a variable, unscheduled activity)
- bulky waste collections
- trade waste services (although not noted in the above calculations)
- flats and bring site collections (although not noted in the above calculations)
- garden waste collections.

There has been much analysis and discussion around the issue of split-shifting of recycling and waste collection vehicles, and the potential problems far outweigh the benefits. Although a significant saving could be made it is not possible to operate a full split-shift system for vehicles as described above. Research has also shown that there is no best practice to learn from.

Vehicle sharing within Street Services (excluding Recycling and Waste)

If zone working was to be pursued as an opportunity, one of the fundamental features of the style of working is making best use of resources, which includes sharing vehicles.

Careful consideration of vehicles would be necessary to ensure that they are fit for purpose and able to carry out each task that will be required by the teams working in zones. Generic signage would be required as they would be highly visible during travel and work. To be suitable for purpose, a more generic vehicle could be used with specific equipment fitted.

Vehicle sharing for office-based staff and wider council services

Service groups could either have fewer vehicles or join other groups in vehicle share. As an example Car Parks, Environmental and Protection Services, and Parks and Recreation could join forces and reduce vehicle numbers. The shared vehicles could be centrally booked making better use of the fleet.

Savings could be made by avoiding leasing cars that are not used effectively and avoiding people having to use personal cars for work duties.

Increased use of pool cars would be a practical opportunity to progress and an opportunity that can be introduced across the Council, not just within Street Services. Savings would be made through use and payments for personal vehicles.

Fleet replacement

All these issues are being considered in the Fleet Management review that commenced before the FSR and is now being influenced by the work that has been done. An update on this work follows in the next section.

Some of the Council's vehicle leases for street-based services are coming to an end, and a replacement programme is in place. This will work alongside the FSR and offers an opportunity to ensure that new vehicles are both fit for purpose, cost-effective and able to fit into new ways of working. Savings are not likely to be made purely by reviewing the fleet alone.

External companies provide comprehensive contract hire packages specifically tailored to meet organisation's requirements. Their specialisation in this market would offer high levels of support in fleet management to our front line operations.

Each contract can include some, or all, of the following at a price that is fixed for the duration of the hire:

- the provision of vehicles specified to meet our requirements and operational needs
- full servicing to manufacturers recommendations
- all repairs required to the vehicles (excluding damage)
- MOT testing
- LOLER safety testing certification
- breakdown cover and recovery
- Road Fund Licence

- replacement vehicles
- tyres
- fuel management
- assistance with warranty claims and accident repairs
- technical advice and support for all vehicle and fleet issues
- vehicle disposal on contract expiry.

In addition to the above, companies offer many additional services such as consultancy and training as part of the contract hire package. As part of the total fleet solution companies will also take over management of existing facilities. When taking over workshops they normally employ the existing staff on TUPE transfers and implement change programmes in an attempt to improve service levels leading to reductions in maintenance costs and increased vehicle availability.

There is currently a short-term vehicle replacement priority. Several vehicles are now beyond economical repair and have short term hire replacements. Short-term hire is particularly expensive and is not an ideal situation.

As the most practical option for sharing vehicles is wider than just Street Services, there is an opportunity that Street Services could be responsible for providing a suitable fleet to wider services, enabling pool cars and vehicle sharing, therefore making the most of the fleet replacement exercise and expertise. This will be pursued beyond the FSR and a detailed OJEU exercise has already commenced with the Council about to conclude the Pre-Qualification Questionnaire stage with providers who have expressed an interest.

Shrub End Depot Partnership working

All of the materials that are collected for recycling from households in the Borough are taken to the Council's own Shrub End Depot. Here they are either sorted or stored before being either baled or bulked up for transport and delivery to reprocessors who use these materials to make new products.

Shrub End Depot has dealt with increasing tonnages of material for many years and is very close to capacity.

It is almost 20 years since the depot saw any major improvements to the handling machinery when a baling machine was installed at a cost of £125,000. This machinery is now outdated and in need of replacement. Replacement of a similar machine would be likely to cost around £250,000, but would not address service improvements.

If extensive material sorting was to be attempted to increase income from recyclables, it would require significant capital and revenue investment. The current volume of materials collected would certainly require improved

infrastructure, such as buildings and layout as well as machinery. This option has been evaluated and would require capital investment in the region of £1 million, with ongoing annual revenue investment to run, staff, manage and maintain the Depot machinery and infrastructure.

Any changes required to the current small baling operation would mean significant changes to the depot. These changes would be very difficult to accommodate currently.

Currently the Council has a contract with an external company to sort and sell on many of the materials (paper, card, plastic and cans) and negotiate a price twice-yearly for the materials depending on the market. Glass is sold directly to a reprocessor. The Council continues to separate materials for use by reproducers, as this achieves a better quality and therefore a better price. Income to the Council is higher when compared with a mixing or co-mingling of materials.

Combined recycling rates alone have risen from 21% in 2001/02 to almost 40% in 2009/10. The growth in households in future years will also put extra strain on the facility.

This investment would therefore improve the quality of the materials collected and sorted. This would allow the Council to deal directly with the mills and reproducers. This would then allow the potential top-end of the market prices to be achieved without the involvement of a third party, but at a significant investment cost in line with the figures detailed above which is not currently feasible.

To be able to develop the recycling facilities and absorb increased tonnages at the Depot in years to come, an alternative solution must be found. One such solution would be to operate in partnership with an external company to manage and develop the Shrub End Depot and manage the onward sale of recyclable materials.

A proposed partnership could make savings in the region of £130,000 a year compared with the current running costs of the depot. Such a proposal would allow for increased tonnages above the capacity of Shrub End Depot as they have additional depots under their ownership which could be utilised. This proposal provides long term security and benefits in a ten-year contract.

Before a partnership is entered, detailed discussions would be required regarding contracts and possible service changes.

The proposal includes capital investment for all plant and transportation vehicles as well as investment for improved baling equipment which is a requirement for future operations as detailed above. It may also involve the transfer of current depot based staff under TUPE guidance.

This will be pursued beyond the FSR and a detailed OJEU exercise has already commenced with the Council about to conclude the Pre-Qualification Questionnaire stage with providers who have expressed an interest.

To ensure a partnership is effective and worthwhile, important questions have been set out and answered below:

- What will the partnership deliver that the Council could not deliver on our own?
 - capital investment
 - knowledge of market sales and managing sale of materials for the council
 - experience in sorting and handling recyclable materials
 - improved material (paper and card) quality due to improved machinery used for sorting which will improve price per tonne of paper and card of 20-30%
 - established outlets with mills
 - established company with additional land/equipment and resources
 - long-term security.
- Is it clear what our role is in the partnership?
 - clearly defined proportion of income through sale of materials discussed through regular meetings in response to market price changes
 - maintain ownership of land and management of premises and costs
 - waste transfer licence remains under cbc control.
- What is the minimum length of the partnership for it to be effective?
 - 10 years' minimum for proposed level of investment.
- Are the aims and objectives of the partner clear?
 - increase material handling tonnages
 - increase quality of material received from the Council
 - broaden business opportunities.
- What are the links between the partnerships aims and objectives and the Council's aims and objectives?
 - increase material quality and therefore price received per tonne
 - increase depot capacity by making use of contractors alternative resources
 - more cost effective (to cbc) management of material handling
 - make savings without relinquishing control or detrimentally affecting the current service.

Such a partnership would avoid the Council needing to make the extensive investment as set out above, and the running costs of the depot would be substantially less due to the potential partner being able to use existing resources. Further savings would be made over time due to the partnership.

For example, the Council currently receives £160,000 through the sale of all materials, £80,000 of which through the sale of paper and cardboard. If the expected increase in paper quality was achieved (20-30%), an increase of £20,000 could be achieved.

The additional resources such as alternative depots would be a major asset to be able to increase the amount of recycling collected by CBC. The partner could make use of their other depots to increase the capacity to sort recyclable materials, further increasing income. Again this work will continue beyond the FSR but will contribute to further efficiencies in forthcoming financial years.

Activity analysis

Due to the efficiencies being made through working in zones, some activities will now take place within zoned working rather than waste and recycling. These activities include some or all of the process:

- new recycling container delivery (ordering and budget control remains within recycling and waste)
- annual sack delivery (ordering and budget control remains within recycling and waste)
- missed collections (unless the crew can return on the day following improved processes)
- bulky collections.

Recycling and Waste – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	180	280	280	Reductions in staff costs and route optimisation in 2011/12. Partnership working in 2012/13.
Revenue cost to implement	0	0	0	Provision of route optimisation software, consultancy and improvements to GIS software. Hardware for recycling and waste vehicles – see note below.
Net revenue Saving (-) or cost (+)	-180	-280	-280	
Capital cost to implement	0	0	0	Included in Customer opportunity

Business Development

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Introduction

The Street Services Group offers a number of services to both internal and external customers that have the potential to be developed to increase the income they generate to support the Council's budget. Resources are currently directed towards service provision with hardly any time put towards business development or promotional activities. As a result new customers only contact the Council through 'word of mouth' from existing customers, and in some service areas they only have access to a limited service package.

Furthermore, in some instances the knowledge and expertise held within the Group is only accessed and used internally. This can be changed by making current services more available and implementing an informed marketing and promotion strategy to increase the customer base. As part of the FSR process, the current position on all services with the potential to generate further income has been examined to ensure that all options are considered. If the conclusion reached is that this is not worth pursuing then other options are recommended for these services which will either be a standalone service unit; inclusion in the Zoned teams or another service delivery method including shared services or outsourcing.

Also, as services become more accessible through an online self-serve initiative as described in the 'Customer' section – Appendix 1, it is important that this development is used to the service's advantage. Efficiencies will be made with the introduction of one customer record which reduces the necessity to duplicate work, to manually enter information and to maintain manual systems. Technological and strategic changes described throughout this business case will allow customers to create a bespoke service package tailored to meet their personal or business needs. An example of this would be within the Community Alarms Team. Currently all that is offered to a customer is a Monitoring and Response service for older people. Now services for outpatients can be offered through referrals from the NHS Falls Prevention Service, a 'Just Checking' service for Carers, 'Telehealth' installations and monitoring and Lone Worker monitoring.

Opportunities to increase the level of income generated by the Vehicle Workshop, the Shrub End Depot, Engineering Team, Small Works Services, and Community Alarms have been identified and examined through the FSR process.

Three themes have emerged from this process and these are:-

- service growth
- increased income through new business
- delivery models.

All of these opportunities will look to the Professional Support Unit for support. This may be in relation to customer trends, market value, growth plans and analytical support although a large part of the support will be around administration, invoicing, material purchases and data management.

Service Growth

By growing existing skilled teams that have established customer bases rather than creating new services from scratch, the investment costs can be minimised whilst increasing annual income. In these challenging financial times the Council must be open to doing things differently if it is to provide better services for less money.

Street Services is in the position to make better use its existing assets, such as the Shrub End Depot, and therefore the capacity is there to take on greater volumes by either doing more with the same or changing working methods to make the operation more efficient.

The examples set out in this section are based on the additional volumes and additional income to that which is currently undertaken and achieved in these teams, and therefore they do not include current income.

Community Alarms

The Community Alarms service has an established customer base and brings in high levels of income annually for example in 2009/10 income was £670,000. The number of customers has averaged around 2,000 annually for a number of years. Currently publicity for the service is minimal and understated; and it is also only targeted at older people.

High-level market analysis has shown that by increasing existing marketing and targeting new types of customers the annual income for this team can be increased substantially. With a planned marketing campaign that covers new customer types as well as existing, the service would look to increase its customer base as shown in the table below:

Customer Type	2011/12 increase	2012/13 increase	2013/14 Increase
Telecare	£67,000 (10%)	£100,000 (5%)	£135,000 (5%)
Telehealth	£11,000 (50%)	£21,000 (45%)	£31,000 (45%)

The team would look to increase the number of Telecare alarm customers over the next three years. Whilst the team are looking to target new customers, the main type of customer is older people over 70. An estimated 10.8% of the Colchester population were aged over 70 in mid-2009 which is 19,100 people from a 177,100 base population. Helpline currently have approximately 1,700 customers and this has stayed close to this number for the last three years and, of this number, nearly 1,600 are over 70. This means that there is up to 91% of customers in this particular group that the team have the opportunity to target.

The service also benefits from having just taken on a 'Telehealth' contract over Colchester and Tendring worth a minimum of £25,000 annually with the PCT that offers excellent income generation potential and the opportunity to enhance the Council's reputation in partnership working. This pays for 55 clients on the Telehealth system with each additional 10 clients earning us an additional £2,000.

Due to the FSR driving efficiencies in processes, new technology and the Professional Support Unit opportunity, capacity in the team will be released allowing work created by extra customers to be absorbed. We will also be bringing a contract for the night shift back in-house. This means that the full role of a Helpline Mobile Support Officer can be undertaken, rather than skeleton cover, again increasing capacity within the team. Zone teams will be able to help with some of the processes such as fitting key safes to properties, again creating capacity.

The technology needed to progress the FSR such as hand held devices to use in the field is integral to removing the cumbersome paper- based systems within this team. The software used for customer calls and data management is called PNC, of which the team currently has version 4. PNC6 is now available which offers a live GPS tracking system needed within the Zoned working opportunity described in Appendix 2.

Opportunities for savings involving this team have been identified and are currently being progressed. These savings centre on merging the Community Alarms Team with the Monitoring Centre, and will be in the region of £100,000. However, this saving opportunity is likely to be taken up outside of FSR due to the financial position the Council currently finds itself in.

Waste Operations

The Waste Operations Team based at Shrub End Depot has identified an opportunity to provide the clearance of void (empty) properties on behalf of Colchester Borough Homes (CBH). A void clearance is required when residents move on from their rented property through eviction, arranged moves, deaths or abandonment and leave items behind such as furniture, clothing, carpets and so on. It is also common for sheds and attached garages to require clearances as items are also left behind in these structures.

The Service Level Agreement would involve a full clearance of all items left by residents including the removal of carpets, and at times will require the storage of items for a maximum of seven days.

It is considered that Street Services can provide CBH with a competitive price and value for money compared with existing private sector contractors. The costs to implement this service are for two employees, diesel, vehicle hire, sign writing, mobile phone and storage.

Under the current contract, much of the waste will end up in landfill. The intention is to sort the waste collected and reuse or recycle as much as possible, in line with the Council's aim to be clean and green. .

The specification for this is currently being written and is likely to commence during 2010. If successful, consideration can be given to this service being marketed to all housing associations or registered social landlords in Colchester. There is an opportunity to utilise zone teams if capacity to achieve the workload becomes an issue.

Void Clearances – opportunity for income -- £			
	2011/12	2012/13	2013/14
Additional Income	75,000	89,000	189,000
Cost to implement	41,000	43,000	93,000
Net income	34,000	46,000	96,000
Capital	0	0	0

Vehicle Workshop

The possibility of increasing income through the Vehicle Workshop has been explored with regard to the opportunity to take on more external MOTs. This would require some changes to current working practices in order for the Workshop to be capable of generating a small income. Currently this team has some capacity, and this opportunity is to use this capacity as there is a demand for this service. The opportunity for further income will need to be considered alongside the demands of the Council's own fleet and the implementation plan would have to be flexible and amended once the way forward on zoned working and the Recycling and Waste service is clearer.

There are efficiencies that can be made in the operation of the workshop if the 'four-day week' recycling and waste option is implemented, as this would give an additional day to be used on both fleet and income work.

Currently all taxis licensed by the Council have to get their annual inspection as part of gaining their licence. However, due to internal work demands they do not offer repair services, meaning the taxis have to go elsewhere to get any associated repair works completed. If any capacity within the team could be used to take these repairs on, then there may be a small income, though ultimately it would be a better service for the customer.

However, the focus of the Workshop will be to ensure the most effective and efficient service is being provided to the Council's own fleet before any further external income opportunities are investigated. There is a strong link to the Fleet Management procurement exercise that is currently being progressed and has reached the detailed proposal stage. This will have a considerable impact on whether the service continues to be provided in-house or is part or fully outsourced.

Increased income through new business

The engineering and small works teams both offer services predominantly to other Council services, such as sport and leisure, with all associated costs within these teams being recovered by internal recharges. However not all other Council services use these teams, and contract work externally.

It is considered that significant budget savings can be made by diverting all works orders through these teams and running them on a support service recharge basis.

Engineering

The Engineering Team carries out surveying, drawings, building and civil engineering works, grounds maintenance and new roads and street works inspections for the Council and some other local authorities.

The expertise in this team is considered to be more in-depth than that of most other councils in Essex, which means they will often need to employ private consultants. Due to the nature of the work undertaken by the team, they have a substantial list of sub-contractors who offer value for money and a good standard of workmanship. There is the potential for budget savings to be achieved if the majority of building and civil engineering works were brought to this service for costing, supervision and execution. Examples of recent savings achieved by the service are a water leak at Lexden Lodge; the multi-use games area for Leisure Services and electrical work for Housing where a total of £15,000 savings were achieved.

This team has the opportunity to function in a similar way to other support services in the Council like Finance or Human Resources. If all grounds work, drainage and other engineering works were tendered through this team then savings could be achieved across council services.

There is also a shared service opportunity that the team want to explore focused on earning external income by providing engineering project management to other public authorities. This is particularly in the area of Flood Management and Drainage where primary authorities, in this case Essex County Council, have responsibilities placed on them under the new Flood and Water Management Bill. The Council has been working closely with ECC and the other Essex councils, and a proposal has been made that Colchester provides advice under service level agreement to these organisations that do not have the expertise in-house.

Through the FSR permission is sought to explore this opportunity further with a particular emphasis on the legal, financial and operational issues to be addressed. Similar requests have also been received from both the Fire and Police services and would be included in this opportunity.

Small Works Team

The duties of the Small Works team have grown over the last few years due mainly to their reputation of delivering a good quality, reliable and flexible service to a range of customers both internally and externally.

However, the operation is based on a manual process and places a large reliance on two key employees. Furthermore, the financial basis for charging and collecting income is unsustainable and needs to be sorted to ensure it is compliant with the Council's financial procedures.

An analysis of the team's range of works and projects by has been carried out and a number of the internal works performed will be subsumed into the zoned teams. This is the equivalent of four FTEs moving to the zone opportunity. It is also acknowledged that the existing approach in the team which is to get the job done right first time is compatible with the aspiration for zoned working. The internal support services provided by the team will continue to be provided but recharged like other support services.

The largest piece of external work carried out is grounds maintenance contracts for external organisations, mainly local schools, which is a business that has grown out of unsolicited approaches from customers who were very satisfied with other jobs performed by the team. The remaining three FTEs work mainly on these contracts with the nine schools who receive this service.

Until these contracts cease or terminated, the Council would need to continue the grounds maintenance work for the schools contracts until they end at various dates during the financial year 2011/12. This would give the Council a saving of approximately £70,000 measured against a loss of external income of £52,000. It is recommended that all the Small Works employees are given the opportunity to apply for jobs in the new structure notwithstanding their substantive role in the team under present arrangements.

Delivery Models

The **Shrub End Depot** put forward a business case for a new Skip Hire Service. Through analysis of this case it has been identified that this should be explored as a partnership working opportunity looking at the whole depot rather than income generation. Work has commenced already on how to attract private investment into the Depot and this will be pursued. This is described in detail in the Recycling and Waste opportunity in Appendix 3 as a potential for partnership working with a private sector organisation. The trade waste service will be reviewed alongside the Task and Finish group work.

The **Monitoring Centre** was explored as part of this process, however, the additional income generated would be minimal and the limited business opportunities were identified as service developments. However, recent circumstances have meant that the Community Alarms Team (as mentioned above) and the Monitoring Centre Teams will be merged to create a saving separate to the FSR.

Outsourcing of services

The FSR has not considered in detail options for outsourcing with the focus being the focus having been on how services can be delivered more efficiently before external providers are invited to tender for work.

Research on the possibility of outsourcing the CCTV functions has been carried out although there are few market examples of this exist as it is not by the industry as best practice for town centre systems. Of those examples found the savings were outweighed by the costs that fall to the existing employer under TUPE regulations. As previously mentioned, this has now been superseded as savings were available by merging two teams. These savings have been offered up outside of FSR.

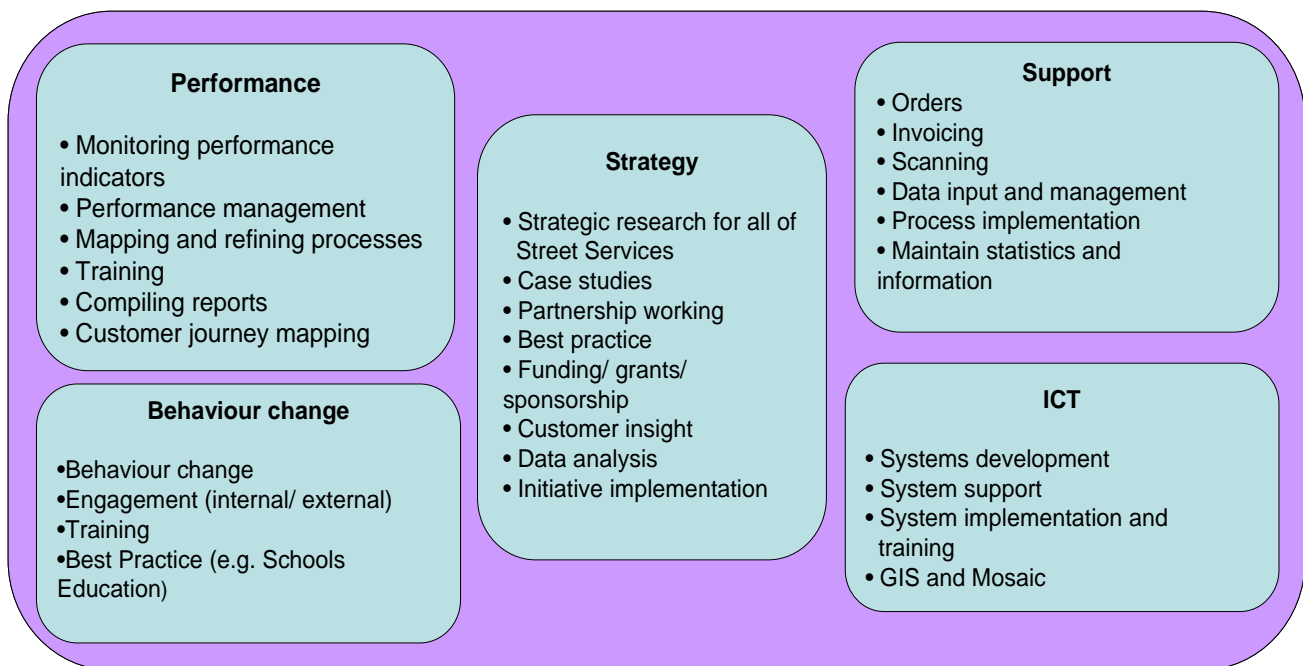
Business Development – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving				
<ul style="list-style-type: none"> • Community Alarms 	78	121	166	Increase Telecare customer base by 10% in year one and then 5% in subsequent years. Telehealth contracts to increase by nearly 50% year on year.
<ul style="list-style-type: none"> • Void properties 	75	89	189	Colchester Borough Homes first year; Registered Social Landlords added across years two and three.
Revenue cost to implement				
<ul style="list-style-type: none"> • Community Alarms 	10	10	10	PNC6 implementation.
<ul style="list-style-type: none"> • Void properties 	41	43	93	Staffing costs, vehicles and equipment.
Net revenue saving (-) or cost (+)	-102	-157	-252	
Capital	0	0	0	

Professional Support Unit (Strategy and Support Team)

Street Services is seen as one of the main providers of frontline services within Colchester Borough Council and over the years the majority of investment in both time and resource has gone to improve or maintain these important services. This has meant that the provision of support services, including development of strategy, performance analysis, specialist knowledge and information provision to the frontline has always been a secondary consideration. There has been some good practice in the Group to readdress this imbalance, but there is still a need to improve and co-ordinate this work so it has a valuable and understandable role and its links to the frontline service are clear.

Street Services intend to set up a Professional Support Unit (PSU) to carry out a range of supporting processes effectively and efficiently that will be focused on the delivery of high quality customer services. Although it will be based on the PSU model used in previous reviews, it has been designed in accordance with the needs of Street Services consequently the inclusion of strategy planning and preparation is seen as vital. The diagram below shows the tasks included and the links to other areas:



The creation of a PSU offers the opportunity to bring together all the strategic and support resources across Street Services, to provide a streamlined and professional support service for the Zoned teams and Business Development. Work currently undertaken by a variety of teams and functions across the Group will be brought into the PSU to benefit from the efficiencies of centralised process and performance of tasks. The creation of this PSU is essential to delivering improved services and achieving some of the efficiencies which are being sought in the Street Services review.

The PSU will continuously evaluate whether our street-based services and the business development function are delivering efficient, effective, customer-focused services using a range of indicators and will act quickly when performance is declining to identify ways to improve performance. The PSU will drive the future development of the services through instigating improvements in ICT systems and the way they are used; mapping and refining business processes to ensure that they are well organised and suit the needs of the services and from that the customers; as well as monitoring performance through the collection, recording and evaluation of data. All of these tasks will be focused on how the PSU can better inform frontline service delivery in the Zones, help businesses target their services better or improve the monitoring of contracts by working closely with officers in the other areas of the Group, the Council and partner organisations.

The PSU will provide IT specialist support for core software systems. It will lead on the provision of Customer Insight by ensuring that the use and gathering of evidence and information on customer needs and behaviours becomes part of the culture of Street Services. Customer Insight projects using tools like Mosaic, Touchstone, iConnect and GIS will be undertaken by the team. The PSU, as well as the zones, will work very closely with the new Communications and Marketing Team within the Corporate Management Service. Together they will build campaigns, encourage engagement and promote all of the services including our online self-serve options. The PSU is definitely not an administration team, although it will provide the essential support functions that enable the Zoned Team and Business Development to focus on their prime functions.

The PSU will have a Manager who will provide strong leadership for the team, focused on embedding a philosophy of continual improvement, seeking out opportunities to reduce bureaucracy and deliver more efficient and effective processes. They will also play a crucial role in ensuring effective engagement and liaison with the Zoned Teams, Business Development, the CSC and other related services in the Council or other organisations. This role will also adopt a project management approach to ensure the effective management and use of resources within the PSU in line with service plan priorities.

The PSU Manager will be responsible for line-managing three specialists. Initially, the specialists will have a mainly generic role, but each will have at least one area of specialism for which they will be responsible. In addition to this they will be responsible for support processes and an understanding of core systems including finance

In summary, the PSU will work closely with all the frontline teams to ensure the necessary links are made between people, systems and information to deliver services responsive to customers' needs and enable customers to serve themselves wherever possible.

It will play a critical role in co-ordinating the development and implementation of strategies and plans through their involvement in key projects and areas of work such as ICT to ensure the development of systems such as increased automation, case tracking, Knowledge Bank and the single customer record.

The PSU will also support the development of performance management in all areas, and work with service teams to collate and communicate national, local and service performance information. This includes supporting teams in identifying and quantifying savings and driving through improvement.

As well as helping the service to manage performance by identifying longer-term trends, including peaks and troughs in demand for services, the PSU will help service managers to achieve their operational and strategic objectives.

Benefits

Customers will benefit from an enhanced service which is more effectively targeted at providing street-based services that are fit for purpose, value for money and meet the needs of the customer, the Council's priorities and the wider community.

There will be a reduction in costs by creating a self-serve system alongside all other enquiries being dealt with by the CSC. The creation of this system will be driven through by the PSU team. Its business support and efficiency-driven culture will bring together processes, seeking out opportunities to reduce duplication and cut out tasks which may no longer be necessary. All data collection required by external bodies such as central government and audit will be brought together through the PSU and it will benefit from the economies of scale of this work being conducted in one function rather than several as at present.

The experience of this model in Environmental and Protective Services and Housing shows that there is an initial efficiency gain without significant reliance on ICT solutions being in place, although the real benefits can be achieved when this is achieved. Details of the technology changes are described in full in the Customers opportunity – Appendix 1.

The focus is on increasing effectiveness to guarantee customers' requests and needs are dealt with quickly at the first time of asking. This will be supported by a focus on ensuring customers and frontline officers have access to relevant and current information and advice through the creation of a Knowledge Bank.

Our aim is to reduce the number of customers contacting the Council more than once about the same issue which is costly to the service and frustrating for the customer. Officers within the PSU will be able to routinely share new skills and knowledge amongst themselves and with the other teams to ensure everyone can provide a high level of service to residents, businesses, visitors and partner organisations. This critical role in building the skills and capabilities within these teams is necessary to deliver improved customer services with greater efficiency and effectiveness.

Professional Support Unit – financial impact

£'000s	2011/12	2012/13	2013/14	Notes
Opportunity saving	71	71	71	reduction in staff numbers
Cost to implement Revenue	0	0	0	no direct cost to implement, but does link to the costs shown in the 'Customers' opportunity
Net revenue saving (-) or cost (+)	-71	-71	-71	
Capital	0	0	0	



Strategic Overview and Scrutiny Panel Scoping Document

Item
11

Committee	Strategic Overview and Scrutiny Panel	
Topic	A review of the work of the Portfolio Holder for Street Services and Waste	Ref: SCR/4
Objective	The Panel is asked to consider the effectiveness of the work undertaken by the Portfolio Holder during the current municipal year.	
Reasons for undertaking review	One of the functions within the panel's Terms of Reference is to scrutinise the performance of Portfolio Holders.	
Approach	<p>The basis for scrutiny will be dialogue between the panel members and Portfolio Holder to determine the effectiveness of the portfolio holder in respect of;</p> <ol style="list-style-type: none"> 1. Delegated responsibilities – these are attached to the scoping report and members have the opportunity to determine the contribution made by the portfolio holder in the effectiveness of this work. 2. The progress with the Strategic Plan Action Plan. The actions that fall within the portfolio holder's area of responsibility are attached to this scoping report and members have the opportunity to understand the contribution made by the portfolio holder to this work. <p>Please note performance data relating to 2010-11 (6-monthly progress) will be reported to SOSP at the December meeting.</p> <p>This review is not about the work of those officers / service areas within the portfolio holder's Scheme of Delegation.</p>	
Membership	Full Panel	
Governance Officer	Robert Judd, Scrutiny Officer	
Lead Officer(s)	Pam Donnelly, Executive Director	

Strategic Plan Action Plan 2010-11 - Reduce, Reuse, Recycle

Action		Outcome	Outputs	Timescales	Partners
Design and implement food waste collection trials	Food waste is being diverted from landfill	Less waste to landfill and increased recycling/composting percentage	Established by March 2011	Essex Council	County
Design and agree methods to strongly encourage participation in all waste minimisation and recycling schemes	Residents better informed about why they should recycle or compost; what materials are included and the methods used in Colchester	Less waste to landfill and increased recycling/composting percentage	Ongoing through to March 2011	Specialist consultancy	
Implement the key proposals in the new Street Care Strategy	Colchester is a more sustainable and clean Borough for all those who live, work and a preferred destination for visitors, business location and investment.	Less visible litter and detritus Fly posting removed within 24 hours of report Abandoned vehicles investigated within 1 working day of report Increase in a variety of targeted enforcement methods Increase in community involvement	Ongoing through to March 2011	Essex Council Keep Britain Tidy Cleaner Essex Partnership	County
Develop the Trade Waste service and improve its viability	A viable and efficient Trade Waste service responsive to the needs of its customer with investigation into recycling opportunities	Reduction in net budget of £25,000 either by increasing income or reducing costs	Ongoing through to March 2011	None	
Agree and implement actions from the Energy Savings Trust (EST) one	More sustainable services that reduce their environmental impact and	Reduction in carbon emissions of 25% by 2012 based on a baseline of	Ongoing through to March 2011	EST	

Action		Outcome		Outputs		Timescales		Partners	
to one report		contribute towards tackling climate change		2006/07					
Implement the actions from the Local Authority Carbon Management Programme plan	Less emissions as a result of the delivery of services either in energy consumption or transport	Reduction in carbon emissions of 25% by 2012 based on a baseline of 2006/07		Ongoing through to March 2011				Carbon Trust	
Work with voluntary and charitable organisations to promote and enable the reuse of a range of household items and materials	More material is taken from the waste stream and diverted for reuse rather than being sent to landfill	Support is provided by the Council to voluntary and charities willing to engage in the reuse of materials		This will be an ongoing engagement with these groups to take advantage of opportunities as they arise				Voluntary groups and charities operating within the Borough	
Work with the University to share knowledge and expertise around wider environmental sustainability	Better understanding of each others expertise areas Developing a joint vision & outcome	Vision & Outcomes published		Ongoing through to March 2011				University of Essex	
Work with Eco schools to progress them through the stages of the national programme	Increase in environmental behaviours and initiatives led by Schools in their communities	Targets to be agreed with Portfolio Holder about numbers of schools achieving the various levels (MY/CD/VF)		Ongoing through to March 2011				The 60 Schools in the Borough signed up to the programme	

Scheme of Delegation to Cabinet Members

Delegation to the Portfolio Holder for Street and Waste Services and Deputy Leader of the Council
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Portfolio Responsibilities

1. To oversee the implementation and monitoring of the Borough Council's services and policies in relation to waste collection, litter enforcement and cleansing operations.
2. To encourage operational activities which support the corporate priority to be the cleanest and greenest Borough in the Country.
3. To encourage strategic activities which support the corporate priority to be cleaner and greener.
4. To monitor the implementation of the Council's Waste Strategy.
5. To oversee and monitor the Council's engineering services.
6. To oversee the implementation and monitoring of the Council's policies and services relating to all licensing activities.
7. To oversee the implementation and monitoring of the Council's policies and services in respect of car parking.
8. To oversee the implementation and monitoring of the Borough Council's services relating to markets



Strategic Overview and Scrutiny Panel

Item
12

16 November 2010

Report of	Scrutiny Officer	Author	Robert Judd Tel. 282274
Title	Work Programme 2010-11		
Wards affected	Not applicable		

This report sets out the 2010/11 Work Programme for the Strategic Overview and Scrutiny Panel

1. Action Required

- 1.1 The Panel is asked to consider and note the 2010-11 work programme.

2. Reason for Action

- 2.1 This function forms part of the Panel's Terms of Reference in the Constitution.

3. Future work

- 3.1 London 2012 Partnership Plan – an extra meeting has been arranged for this review, Tuesday 15 February 2011. It is hoped (most key partners have responded) that Dr. Tony Rich, University of Essex, Colonel Tom Fleetwood, Commander Colchester Garrison, Councillor Tina Dopson, Portfolio Holder for Communities and Ms. Linda Gaine, Partnerships Manager Essex 2012 Legacy Team will all attend this meeting.
- 3.2 The Council's role in Safeguarding Adults and Children – Following the review of the HX Care Serious Case Review, the panel invited the Chief Executive and Head of Life Opportunities to give a presentation on the Council's role, with an invitation going to ESAB and ESCB to attend. A date for this review is to be arranged.

4. Current Work Programme

The work programme for the Strategic Overview and Scrutiny Panel includes the work of the Crime and Disorder Committee.

4.1 8 June 2010

1. 2009-10 Year End Performance Report (Head of Corporate Management)

24 June 2010 (extra meeting)

1. HRA Reform – Consultation paper (Head of Strategic Policy and Regeneration)

20 July 2010

1. Budget Strategy, Timetable and MTF (Head of Resource Management)

24 August 2010

1. Safer Colchester Partnership (**Crime and Disorder Committee**)

21 September 2010

1. Review of the Leader, Portfolio Holder for Strategy and Performance

12 October 2010 (extra meeting)

1. HX Care – Serious Case Review

16 November 2010

1. Street Services FSR (Head of Street Services)
2. Review of the Portfolio Holder for Street and Waste Services

14 December 2010

1. Review of the Budget – Strategic update (Head of Resource Management)
2. Performance report (6-monthly 2010-11) (Head of Corporate Management)
3. Review of the Portfolio Holder for Resources and Diversity

11 January 2011

1. Review of NEE Local Children's Trust Board (LCTB) (Head of Life Opportunities) - invitation accepted by the Chair of LCTB.
2. Review of the Portfolio Holder for Communities

8 February 2011

1. Revenues and Benefits FSR / stage2 - follow-up to Full Business Case Review
2. Review of the Portfolio Holder for Planning and Sustainability
3. Review of the Portfolio Holder for Economic Development, Culture and Tourism

15 February 2011 (extra meeting)

1. Review of the London 2012 Partnership Plan

22 March 2011

1. Housing Services FSR / stage2 – follow-up to Full Business Case Review
2. Review of the Portfolio Holder for Customers
3. Review of the Portfolio Holder for Housing and Community Safety

