



Report of Chief Officer Waste Management

Report to Director of Environment and Housing

Date: 21st March 2014

Subject: Waste Management Reorganisation 2014

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

EXECUTIVE SUMMARY

The Waste Management Structure provides resources to deliver the overall municipal waste strategy spanning waste collection and waste disposal activities for Leeds LCC.

The existing service structure has evolved as a result of a number of changes over recent years. Additional temporary arrangements have had to be introduced to keep pace with the change agenda including the development of new kerbside services, new ways of working, improvements at Household Waste Sites and the overall delivery of a complex programme of critically important activities required to support the approved municipal waste management strategy.

Dealing effectively with the City's waste is a clear council priority. Providing a safe, efficient and reliable waste collection service that meets the needs of residents, increases recycling and diverts waste from landfill will produce savings that can then be used for other vital council services.

Over the coming years, delivering on this priority will require:

- a) Completing the roll out of AWC to 80% of the city and implementing revised collection design for the 20% of the city not suitable for AWC.
- b) A further city wide reorganization of rounds to accommodate residual waste delivery to the Energy Recovery Facility (ERF) from service commencement in 2016, maximizing available productive time whilst being sensible to daily operational contingencies.

- c) Embedding clearly defined roles and responsibilities in line with developments across the service and a greater focus on providing high quality public services that meet the needs of residents, in the context of social contract commitments. This requiring improved end to end ownership and understanding of issues between the public, the contact centre and front line service delivery, to be facilitated by the new Integrated Waste Management (IWMS) system supported by clear communication strategies.
- d) Provision of capacity and cover to strengthen communication and engagement with staff, to demonstrably value their contribution to service delivery, in line with IIP principles, and also provide robust management of, such as, safety and attendance across geographically diverse sites and operations.
- e) Clear accountability and responsibility for HWSS operations, to maximize efficiency, and contribution to the overall vision, to increase recycling and divert waste from landfill.
- f) Timely contract procurement and management to maximize environmental benefit and income potential, and reduce costs across the waste portfolio.

This proposed structure is an important step to provide the required clarity, stability and capacity to deliver on these future challenges within an affordable cost envelope.

1.0 Purpose Of This Report

To gain approval to implement a waste management structure, as defined in the report. The scope of the recommendations are provided at para 3.0.

2.0 Background Information

Approved Structure

2.1 The existing structure provides resources to deliver the approved municipal waste management strategy. The structure has seen a number of changes and temporary arrangements introduced over recent years that have aimed to keep pace with the change agenda and the overall delivery of a complex programme of high profile activities. As such, the current cost of resources to support the delivery of the programme exceeds existing budget.

2.2 The main work packages covered in the programme are as follows:

- i. Kerbside collection operations and implementation of the recycling collection strategy (i.e. Alternate Weekly Collections (AWC), garden waste, food waste)
- ii. Household waste sorting site (HWSS) operations, redevelopment (Kirkstall) and overall strategy.
- iii. Strategy/policy development, including reuse and legislative compliance.
- iv. Route design, database and change management
- v. Performance analysis and complaint handling
- vi. Communication activities (including web site, direct mailing, recycling advisors)
- vii. PFI residual waste treatment contract management
- viii. All other waste and recycling contract procurement and management
- ix. Sites and planning (closed landfill management and restoration, electricity generation from landfill gas)
- x. Integrated waste management systems (IWMS) and business support activities

2.3 By October 2013, the budgeted structure included 56.33 FTEs with the equivalent of a further 16 FTE additional arrangements in place to provide the needed support and skills. This excludes all front line operational employees and those in administrative and support services whose future organisation is subject to the implementation of the IWMS.

3.0 Scope of the Restructure

3.1 The following parts of the service are in the scope of this report and proposal;

- Refuse collection operations and management down to SO1;
- Strategy & Policy teams.

3.2 The following are not in scope

- Operational administration and support;
- HWSS operations– below Team Manager level.

Both of these areas referred to at 3.2 above are to be reviewed separately.

4.0 Main Issues

4.1 The main issue is service capacity, clarity and stability of roles to implement and manage the future complex improvement and change programme, deliver on the Best Council priority and realise the required budgetary savings.

4.2 In that context it is important to recognize that the service has already delivered significant changes and improvements, with key successes, including but not limited to:

- a) Design, consultation, communication and implementation of AWC phases 1 and 2;
- b) Contractual close, planning permission and commencement of construction of the ERF;
- c) Contractual re-procurement and contract management of interim waste disposal and recycling contracts that have generated significant savings;
- d) Revised working arrangements at HWSS including closure of Stanley Road HWSS, implementation of a commercial waste permit scheme and bringing elements of HWSS haulage arrangements in-house with associated savings.
- e) Procurement of new refuse collection vehicles and IWMS solution provider.
- f) Embedding of 'safety first' principles into operations.
- g) Joint working with Trade Unions to phase out PRP and modernize refuse loader and driver roles.

4.3 The proposed structure looks to address the main issue in the following ways:

4.4 Leadership

As stated earlier, the service has delivered significant changes and improvements over recent years. The next two years will require a higher degree of transformational leadership as a number of significant projects and activities converge, including alternate weekly collections, the implementation of the integrated waste management system (IWMS) and ERF service commencement, whilst delivering a complex and diverse front-line operation to budget, with a greater focus on providing high quality public services that meet the needs of residents and also drive improvements in areas such as the management of attendance.

Likewise, with the council facing unprecedented reductions in funding over the next two years and with the annual cost of waste collection and disposal continuing to rise, achieving efficiencies or innovation in the context of the overall waste strategy, infrastructure and contractual arrangements, is a priority requiring strong leadership and drive. Delivery the total transformational agenda across the whole of the service, including contractual savings aims to produce savings of over £5million/ annum which can then be used for other vital council services.

4.5 Corporate Context

The restructure is mindful and has sought to reflect the corporate direction as articulated through the Better Business Management model, to increase flexibility and transferrable skill sets, to increase change management skills within services whilst facilitating shared resources and hub based approaches in areas such as general administration, intelligence and project management.

It is expected that, to ensure a cohesive programme of converging projects is delivered to required timescales, appropriate programme management resources will be prioritised to support the proposed service arrangements.

The need to design and deliver non-AWC waste and recycling collections, as well as address complex and often repeat collection issues, requires outward engagement with local residents, ward Members and other relevant stakeholders. It is expected that over the next two years the service will increase the level of engagement with the local decision making framework and improve local performance reporting.

4.6 Managerial Capacity

The proposal includes formalising an additional PO6 Service Manager role on the structure. Three service managers would then be responsible for three distinct areas of the city for front line kerbside operations, along with clear accountability for IWMS support, performance monitoring, QA/business support, fleet, safety, AWC roll out, HR, internal communications and legislative operational compliance. This model allows for improved linkages and communications with locality and other area based structures, with associated improvements in joint working, problem solving and resident/Member engagement.

The proposed restructure also provides dedicated PO6 Service Manager responsibility and accountability for HWSS and other community recycling infrastructure operations and development, whilst strengthening links for the contract

management and logistical arrangements of materials recycling. It is also proposed that the bin management/deliveries functions will sit within this Service Manager's portfolio based on the links with the wider technical surveying and communal waste and recycling collection functions, links with contract procurement, and links to more relevant logistical functions. This arrangement improves the opportunity to focus on the management of, and consider future efficiencies in what represents a very substantial Council asset in terms of annual expenditure.

4.7 Technical Support

The service needs ongoing appropriate skills and core capacity for future route design and change management, particularly with the opening the ERF plant in 2016. In recognition of this required skill set, the restructure places the ownership and responsibility for this strategic design and any subsequent changes within the remit of the operational service. It also looks to broaden within the service, the capacity, skills and responsibility for ensuring that minor routing changes required to maintain operational efficiency are reflected accurately and in a timely manner in all systems and documentation, whilst maintaining a cohesive city wide operation.

The proposed structure provides increased capacity below the relevant Service Manager role to develop tender documentation and complete procurements in a timelier manner and so reduce the instances of contract extension waivers. It also clarifies the contract management resources for the residual waste ERF contract and portfolio of other waste related contracts.

The structure recognises that flexibility of senior technical specialist resource across the contract management area is required to address any complex contractual or procurement negotiations, linked to the availability, in line with Better Business Management, of legal, procurement or financial advice and support as the situation dictates.

4.8 High Quality Public Services.

The trademark for high quality service delivery is recognizing where something has gone wrong and addressing the issue with a timely, professional and sustainable response and resolution. The proposed structure, secures an appropriate level of officer resource to address both public and Member complaints received under normal circumstances, to ensure that corporate complaints standards and timescales are met. This resource flows across the Service Manager, Team Manager, Business Officer and Supervisor roles.

Previous restructures have, with hindsight, not provided adequate resource to support this service demand, to the detriment of resident satisfaction in terms of complaint handling over periods of intense change in front line service delivery, resulting in an increase in the overall contact received by the service as residents adapt to changes.

Linked to the above, a joint liaison resource has recently been seconded from the Contact Centre to address the often disconnected, internal management and flow of

information between services symptomatic of the range of systems used. It is proposed that a seconded role be formalised until such time as the IWMS and the replacement to Siebel are fully implemented. Although identified on the structure, this role will continue to be funded by the Contact Centre and the seconded post will be filled by the Contact Centre in liaison with the Waste Management service.

4.9 Supervisory Capacity

The proposed structure looks to provide an additional three SO1 kerbside collection supervisory posts to provide front line holiday/sickness cover. This looks to support the robust management of, such as, safety and attendance across geographically diverse operations.

4.10 Communications and Education

The proposed structure provides eight Recycling Advisors which are considered instrumental in taking a proactive approach to resident education and communication. Initially, there is a much needed focus to work with the operational crews in support of the implementation of Alternate Weekly Collections, including the "no side waste" policy and other recycling/waste collection regimes where AWC is unsuitable. This will be followed by the citywide reorganisation of refuse collection rounds in line with the ERF commencing operations. The Recycling Advisors will, however, also provide education and awareness activities to support the positive profile of, and ensure maximum stakeholder engagement with, all Waste Management services and initiatives, and more widely across the Directorate as future capacity allows.

4.11 Wider Issues

In previous reports, two FTE project management posts (1 x PO3 and 1 x SO1) within business support/development which are ultimately to be allocated to Environmental Action have been dedicated to the Waste service to provide essential capacity for the AWC roll-out. No individuals have been identified to date, and the restructure assumes that the current situation remains for resolution at a future date. However, it should be noted that the development of the Better Business Management model may supercede this intent.

4.12 Overall benefits of proposed structure

The proposed structure will:

- Stabilise and provide the required core resources to deliver the next phases of the overall waste programme, removing unsustainable temporary arrangements.
- Provide clarity of current roles and responsibilities as waste collection and disposal arrangements continue to evolve.
- Balance the portfolios of work more appropriately to current needs, improving ownership and accountability across the service such that the Council fulfils all its responsibilities in relation to waste management and that the benefits to the Council are maximised in terms of environmental performance, value for money and efficiency.

- Increase the core capacity within the service to manage operational changes whilst improving the visibility of where specialist change and programme managers can assist and support the delivery of a complex change programme.
- Provide dedicated skills for route design and management closely aligned to the operational service.
- Provide appropriate managerial capacity to lead the cultural transformation including, but not limited to, increased flexibility, improved attendance and improved engagement with the local decision making framework, specifically relating to any proposed changes to collection regimes.
- Provide dedicated management and support for HWSS, looking to drive up recycling performance.
- Facilitate improved joint working with the contact centre.
- Update and modernise job descriptions, with a focus on flexible working
- Improve resilience and development pathways for the service and staff.

5.0 Proposed Changes

- 5.1 The current structure is shown at appendix 1.0
- 5.2 The proposed structure is shown at appendix 2.0
- 5.3 Overview table of structural changes at appendix 3.0
- 5.4 New Job Descriptions are at appendix 4.0

6.0 Workforce implementation plan

To support the proposed organisational changes, Appendix A of the Procedure for Managing Workforce Change (MWC) will be applied in the following way:

6.1 Phase 1 – slotting

- 6.1.1 Those job roles that have been clearly defined as ‘out of scope’ will remain unchanged as a result of this report and are subject to separate review.
- 6.1.2 Two Service Manager (PO6) operational roles are fundamentally the same as the posts on the existing structure. Only minor amendments have been made to the job description in order to provide greater clarity for these roles, and it is therefore proposed that the two current permanent employees be slotted.
- 6.1.3 Team Managers within scope who are substantively employed at PO3 will be slotted to the Team Manager roles as the job description has not been substantially changed and there are more posts than people for these roles currently.
- 6.1.4 The Duty Manager role (SO2) is also a recently revised job description, which is not substantially changes and, as such, this post will be slotted to also.

- 6.1.5 The SO2 Contracts Officer role is not substantially changed and as such this post will be slotted to.
- 6.1.6 The kerbside operational supervisors within scope who are substantively employed at SO1 will be slotted into roles. Three new supervisor posts will be added to the structure as part of this report (taking the current FTE from 18 to 21). These three posts will not be ring-fenced under the structure. The Service will undertake the normal recruitment process in order to fill these posts. Following consultation feedback, detailed at 7.1.2, these three posts will initially be filled on a temporary basis pending the outcome of IWMS Phase 1 and reconsideration of future ways of working for supervisors, later in 2014.
- 6.1.7 All the posts referenced above, will benefit from improved clarity around role, responsibility and accountability. As such there will be a greater ability for individuals to understand their current levels of performance, supported by the appraisal process and any required training or development needs.

6.2 Phase 2 – Ring-Fencing

- 6.2.1 Applicants for ring-fenced posts will be asked to complete a shortened application form and undertake a formal interview process. As previously mentioned, in line with the corporate move to more generic job descriptions, no specific post preferencing will be used but instead applicants will be assessed across the various portfolios and offered a role most appropriate to skills or deemed suitable by the interview panel.
- 6.2.2 Head of Services Due to the significant requirement for additional leadership/change management capacity in the service, under these proposals both of the current Head of Service posts at DIR52.5% and DIR45% would be deleted, and new posts implemented at DIR60% and DIR52.5% respectively (with revised job descriptions to reflect the significant additional responsibilities). The roles will be filled in accordance with the Council's recruitment and selection policy and Appendix A respectively.
- 6.2.3 The Head of Service (Waste Collection Operations) is responsible for leading the safe, efficient and reliable delivery of waste management and recycling services across the city with a focus on providing high quality public services. In addition, over the coming two years, the level of leadership/change management capacity needs to increase significantly to deliver a programme of major organizational and cultural transformation, where this improvement agenda is being aligned to the roll out of redesigned efficient collection services including the delivery of strategic change projects (e.g. IWMS, AWC phase 3 and delivery of waste to the ERF in 2016). To recognise this need, it is proposed to include a temporary (2 year) DIR60% Head of Service post to lead on Waste Collection Operations. This is not an additional post; it will be funded by the deletion of the current DIR52.5 post (with the current postholder leaving through the ELI scheme), and through additional savings that will be achieved through ongoing service improvements. It is envisaged this post will be advertised to the existing JNC cohort.

- 6.2.4 The new Head of Service (Strategy and Infrastructure) DIR52.5% will be responsible for strategy development, the procurement and management of the Council's Waste and Recycling Waste contractual arrangements to ensure the delivery of improvement targets in the areas of waste reduction, reuse, recycling and diversion from landfill, working closely with partners. The proposal to increase the grade of this role is to recognise the significant leadership and management capacity required for the safe and efficient operation of Household Waste Sort Sites and other waste management sites and infrastructure across the city. This post will be ring-fenced to staff currently on JNC grades.
- 6.2.5 Service Manager posts (PO6)
The remaining PO6 (x2) will be ring-fenced to all staff currently on grade PO6 and PO5 in scope reflecting that all these posts report directly to a Head of Service. Also it is proposed that the grade of one Service Manager post (across all of these posts, including those referred to at 6.1.2 above) will temporarily attract an honorarium payment to add additional senior manager capacity and act as a formal deputy to this new leadership Head of Service (Waste Operations) role, again for a time limited period (2 years) to ensure year-round availability of senior officers to represent the service in a range of political forums and cover for a complex six day operation.
- 6.2.6 Business Manager posts (PO5)
The PO5 posts will be ring-fenced to all staff currently on grade PO5 in scope and any unplaced employees from above.
- 6.2.7 Senior Business Officer posts (PO3)
These are entirely new job descriptions and the PO3 posts will be ring-fenced to all staff currently on grade PO3 in scope and any unplaced employees from up to two grades above.
- 6.2.8 Business Officer posts (PO2)
These PO2 posts are entirely new job descriptions and will be ring-fenced to all PO2 employees and any unplaced employees from up to two grades above.
- 6.2.9 Support Officer posts (SO1)
These SO1 posts are entirely new Job descriptions to allow for future flexibility. As such all employees currently graded SO1 will be considered under the ring-fence along with any unplaced employees from up to two grades above.
- 6.2.10 Assistant Support Officer posts (C1)
These C1 posts are entirely new job descriptions to allow for future flexibility. As such all employees currently graded C1 will be considered under the ring-fence along with any unplaced employees from up to two grades above.
- 6.2.11 Recycling Advisor posts (B1)
Reflecting the recommendation made by the Safe and Stronger Communities Scrutiny Board, 8 roles are being included within the structure. With temporary arrangements in place currently, a selection process will be required.

6.2.10 Temporary Roles/MWC

Any staff who have been acting-up or in a temporary role for a period of more than 12 months and were selected through a competitive process/MWC will be included in relevant ring fence(s). Those who have been appointed through the Managing Workforce Change procedure to a permanent role within the service will also be considered in the ring-fences for available roles at a similar grade.

6.3 Phase 3 – General Ring-Fencing

6.3.1 At the conclusion of Phase 2, any posts remaining unfilled will be available for unplaced employees to apply for under a ring-fence of +/- 2 grades.

6.3.2 At the conclusion of Phases 1 to 3 as above, any posts remaining unfilled will be dealt with via the talent pool in the first instance before being opened for internal recruitment. At this stage, staff not directly affected by this restructuring will be eligible to apply. Posts will be filled by the usual range of selection methods. Posts which are unfilled following this process will be dealt with in the normal way.

6.3.3 Any employees within a ring-fence, who after following this process are 'Unplaced' and will be managed via the Procedure for Managing Workforce Change (MWC).

6.3.4 Where employees decline an offer of a suitable role, appropriate procedures will apply.

6.3.5 Requests for the early leavers initiative will be considered at the appropriate time.

7 Corporate Considerations

7.1 Consultation and Engagement

7.1.1 The recommendations in the report have been subject to a programme of discussion and consultation with all relevant staff, HR, finance officers and trade unions.

7.1.2 The issues and range of views surrounding the current working pattern for operational supervisors, which were raised during the consultation process, have not been addressed in this report. The implementation of Phase 1 of the Integrated Waste Management System planned for May 2014 provides the opportunity to assess new ways of working for the whole service, and in light of that consider any proposed amendments to current arrangements that could also consider increased flexibility with other front line supervisory teams.

7.1.3 It is to be noted that the Trade Unions consulted as part of this process are in opposition to the introduction of the additional PO6 post and the increases in Head of Service grades in the current financial climate despite the justifications given.

7.2 Equality and Diversity / Cohesion and Integration

7.2.1 An equality impact assessment is available at Appendix 5.0

7.3 Council policies and City Priorities

7.3.1 Delivery of kerbside collection services that are safe, efficient and reliable and meet the needs of residents are key to Leeds realising its target to meet 55% recycling by 2016 and exceed 60% in the longer term. The proposals within this report support wider aspirations for Leeds set out in the new Leeds Vision, City Priority Plans, Directorate Priorities and Cross Council Priorities.

7.3.2. The proposals clearly support the Best Council objective of, “Dealing effectively with the city’s waste: minimising waste in a growing city, with a focus on:

- ensuring a safe, efficient and reliable waste collection service;
- providing a long-term solution for disposing of our waste;
- increasing recycling;

7.4 Resources and value for money

7.4.1 The proposed structure can be found at Appendix 1.

7.4.2 The existing cost of the current arrangements (including both temporary arrangements and already agreed ELIs) is estimated at £2,859k in a full year.

7.4.3 At grade maximum, and making an allowance for approved ELI costs, the cost of the structure is forecast to be £2,854k (£2,777k excluding recently approved ELI costs).

7.4.4 However, the indicative costs of implementation in 2014/15 assuming:

- no member of staff enters MWC (as there enough posts in total for current employees within the ring fence);
- some estimated allowances for some grade protections for 12 months;
- an element of staff not at grade maximum;
- slippage on appointments;
- provision for known ELI costs;
- a budget for the continuation of some agreed short term arrangements;

show that the costs of this structure can be contained within the 2014/15 budget of £2,770k.

7.4.5 At this level the cost of the new proposals is less than the current level of spend of £2,859k by some £89k (3.1%).

7.5 Legal Implications, Access to Information and Call In

7.5.1 In accordance with the Council’s governance procedures, the decision concerning restructuring of the Waste Management service is not eligible to call in. Powers of delegation to the Director for this decision are contained within the scheme under Part 3 of the Constitution. There are no significant legal implications associated with

this decision. The report contains no information which is considered confidential or exempt as determined by the Access to Information Procedure Rules within part 4 of the Constitution.

7.6 Risk Management

- 7.6.1 Failure to implement the new working arrangements will have a significant impact on the function and efficiency of the Waste Management Service. It is essential that services are re-aligned as outlined in this report to ensure that, as a front-line service, Waste Management has the critical support it requires.
- 7.6.2 There are a small number of positions fewer in the proposed structure than in the current collective arrangements (cf appendix 3). However, some positions will see temporary arrangements end and the opportunity for permanent staff to take up some of these roles going forward. There are some levels within the structure which see a reduction in the number of posts at that level but others that see a comparable rise.
- 7.6.3 It is possible that a number of staff may not secure a position at their substantive grade and, as such, pay protection arrangements will be in place at the time of implementation (currently 12 months).

8.0 Conclusions

This proposed structure, is an important step, to provide the required clarity, stability and capacity to deliver on future challenges within an affordable cost envelope. The benefits are clearly stated, as are the risks, the proposed approach to further consultation and the approach to implementing the organizational changes.

9.0 Recommendations

To approve the report and the implementation of the proposed structure.

10.0 Background Papers

Appendix 1 – Current Structure

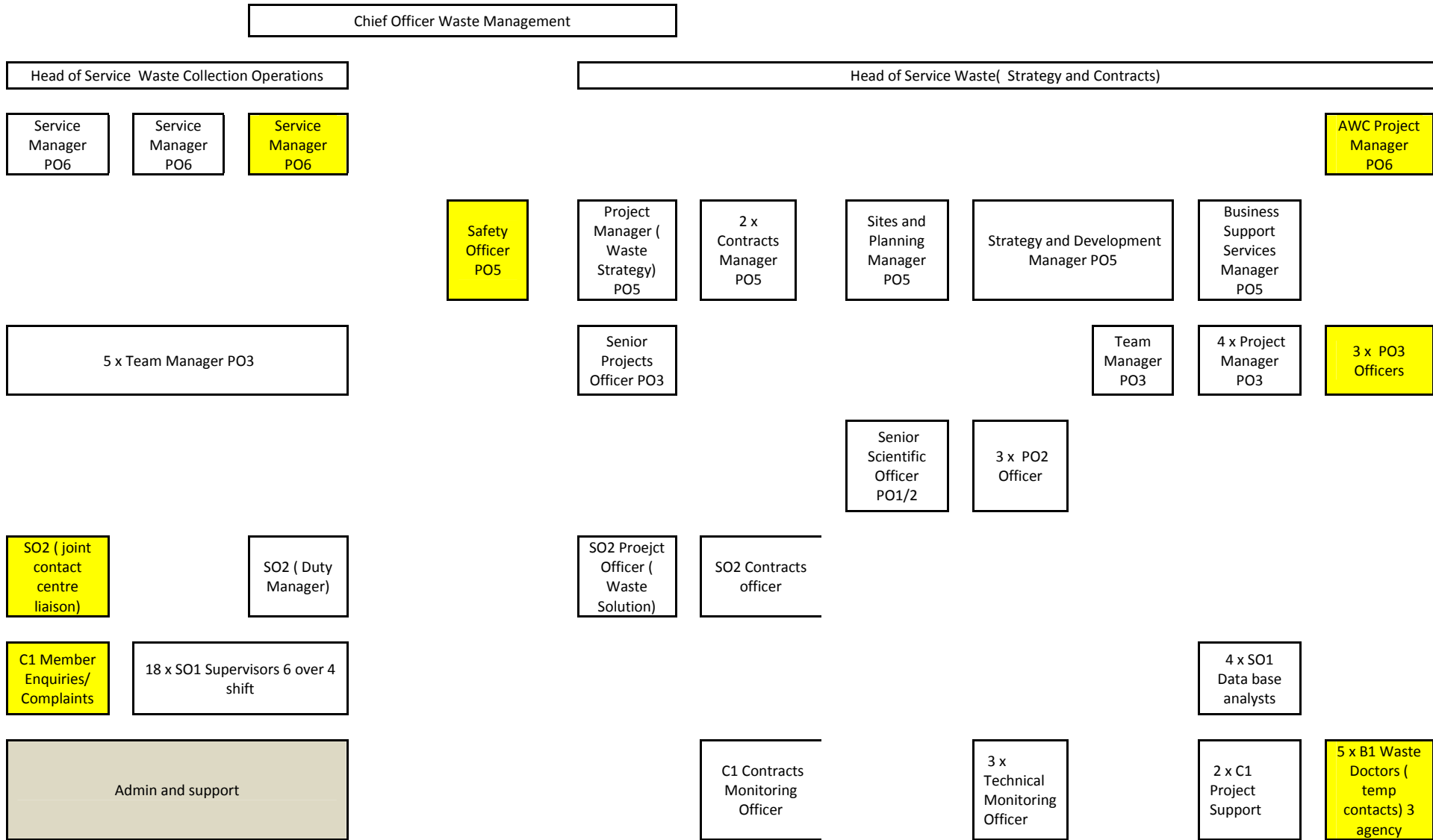
Appendix 2 – Proposed Structure

Appendix 3 – Overview of Structural Changes

Appendix 4 - Job descriptions

Appendix 5 - Equality Impact Assessment

Appendix 1 : Existing Structure



KEY



additional staff



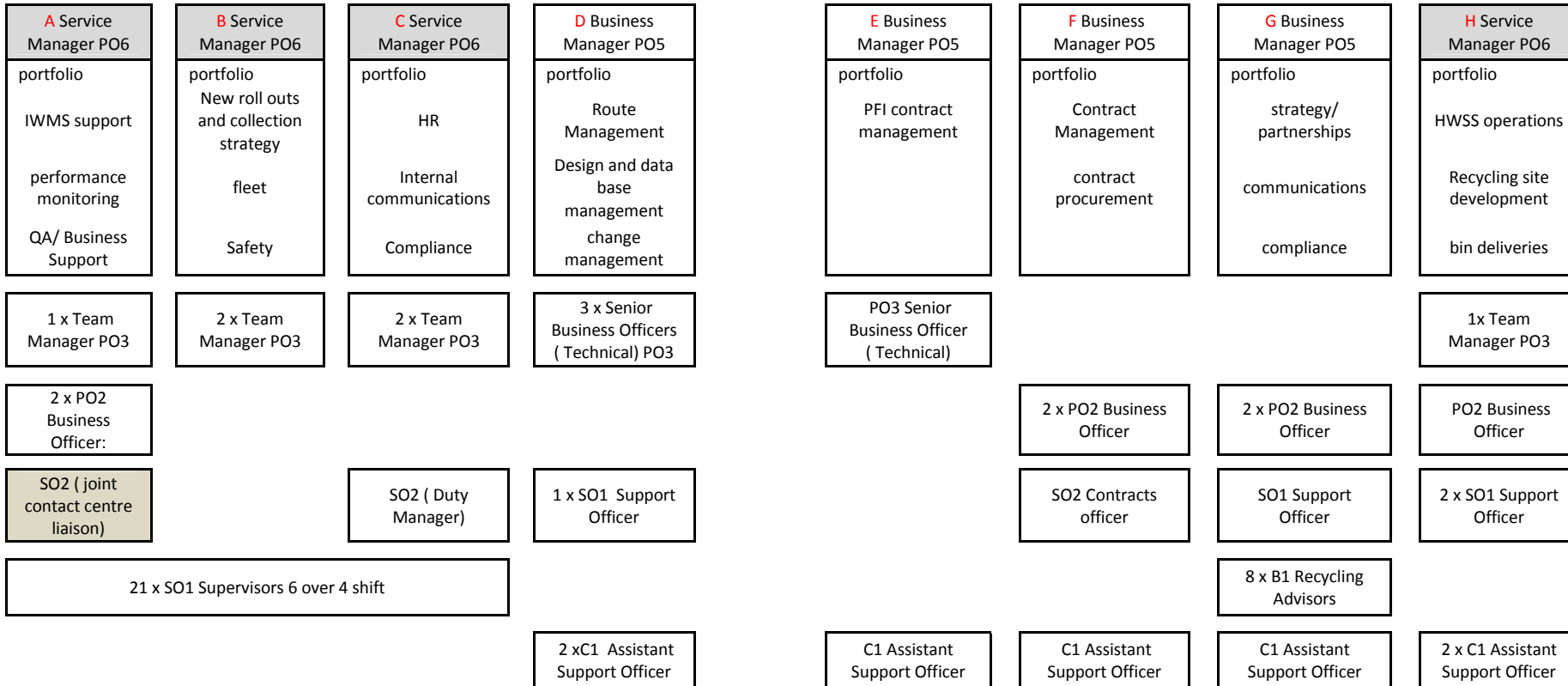
Existing staff: Out of scope

APPENDIX 2 : Proposed Structure

Chief Officer Waste Management

Head of Service Waste Collection Operations

Head of Service Waste(Waste Strategy and Infrastructure)



Admin and support re IWMS

Appendix 3

Overview of Structural Changes

Grade	Substantive posts	Current Additional staff	Proposed Structure	Variation To substantive FTE position
JNC	3	0	3	0
PO6	2	2	4	2
PO5	5.33 *	1	4	-1.33
PO3	11	3	10	-1
PO2	4	0	7	3
SO2	3	1	2	-1
SO1	22	0	25	3
C1	6 **	9	7	1
B1	0		8	8
Total FTE	56.33	16	70	13.67

Note* Includes 1 x PO6 honorarium

Note** Includes 1 xSO1 honorarium

Appendix 4.

Job Descriptions.

The following new Job descriptions are appended.	Grade as per Job Evaluation
Head of Service (Waste Collections Operations)	Dir 60%
Head of Service (Waste Strategy and Infrastructure)	Dir 52.5%
Business Manager	PO5
Senior Business Officer (Technical)	PO3
Business Officer	PO2
Support Officer	SO1
Assistant Support Officer	C1