



Report of Service Manager, Waste Management

Report to Director of Environment and Housing

Date: 15th January 2015

Subject: Household Waste Recycling Site Supervisor Restructure

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 current Household Waste Recycling Site (HWRS) structure provides resources to support the operation of a transfer station and HWRSs strategically located across the City that contribute approximately 12% towards the Council's current overall recycling rate of 43.7% (2013/14). This service area within Waste has a budget of approximately £2.6m per annum.

Closure of two main HWRS's since 2011, changes to logistical management of resources, introduction of a commercial vehicle permit scheme and a new local agreement with the Environment Agency, the site regulator, have resulted in the need to review the current supervisory arrangements to ensure management of the sites is efficient, consistent and suitably flexible to respond to future demands. It is essential that site staff and drivers are robustly supported to continue delivering recycling improvements across all sites whilst ensuring excellent customer service and efficient use of resources.

Consultation has been undertaken with those directly affected and their Trade Union representatives, and this report summarises the issues raised and sets out the management responses (see section 4.1).

Recommendations

The Director of Environment and Housing is recommended to:

- a) note the contents of this report;
- b) note the responses to the consultation issues raised by staff; and
- c) approve implementation of the proposed structure and associated working patterns.

1.0 Purpose Of This Report

- 1.1 To gain approval to implement a new Household Waste Recycling Site (HWRS) Technical Officer/supervisor structure, as defined in the report. The scope of the recommendations is provided at paragraph 3.0.

2.0 Background Information

Approved Structure

- 2.1 The existing structure provides technical and supervisory resources to supervise (6 x SO1 posts) and manage logistics (1 x SO1 post) across 10 HWRSs encompassing 50+ B1/A1 site attendants, 10 roll on off drivers and two weighbridge clerks. Two of the sites accept commercial waste: Kirkstall Road and East Leeds. In addition a range of materials including litter bag waste, street arisings and bulky household waste are accepted from Locality Service partners. A purpose built reuse shop is also located at the East Leeds site. Over recent years two main HWRSs, Gamblethorpe and Stanley Road, have closed leaving eight operational HWRSs. The smaller Calverley Bridge (Zero Waste Site) was also closed in 2010. Two supervisor posts are currently vacant and expressions of interest for ELI have been received from a number of staff.
- 2.2 The current 2014/15 budget is £262,349 for seven FTE's.

Scope of the Restructure

- 2.3 The following parts of the existing service are in the scope of this report and proposed restructure:
- HWRS Supervisors SO1 x 6 posts;
 - HWRS Logistics Officer SO1 x 1 post.
- 3.2 The following are not in scope:
- Team Manager (HWRS);
 - HWRS Weighbridge Clerks;
 - HWRS Drivers B2 and A1/B1 Site Attendants.

3.0 Main Issues

- 3.1 The main issues for the service which have a bearing on these proposals are as follows:
- a reduction in the number of operational HWRSs within the service in recent years;
 - a local agreement with the Environment Agency which has rationalised the amount of time competent waste certificate holders are required on sites (reflecting the low risk nature of the sites due to the management processes in place);
 - redevelopment of Kirkstall Road;
 - introduction of a commercial vehicle permit scheme;
 - consideration of a resident eligibility scheme;

- an overall reduction in waste arisings;
- the need to identify further opportunities for cost efficiencies.

3.2 The principles fundamental to these restructure proposals are flexibility, efficiency, business continuity, development of site teams and effective resource management.

3.3 With consideration to the above, the proposed structure will centralise the management of technical documents and processes, thus creating a hub from which compliance can be controlled across all sites consistently and efficiently. This proposed configuration will give clarity to the responsibilities between operational and infrastructure support, overseen by the Team Manager and new Technical Officer and reduce the current burden on supervisors allowing increased one to one time with staff, while providing a more robust approach to legal and environmental compliance.

3.4 Details of proposed changes

Supervisor Shift Pattern:

3.4.1 Currently the supervisors are rostered to work on average 32.17 hours per week over a 4 by 3 two week rota. This is in fact an annualised total which takes account of the longer site opening times in Summer (8am-6pm) and shorter hours in Winter (8am-4pm). Generally the Logistics Officer who is based at Kirkstall Road supervises this site and the remaining 4 supervisors cover the other seven HWRSSs.

3.4.2 The current shift pattern means that there are only two supervisors available each day. Shift changes occur every three or four days which causes a distinct lack of continuity and involves high levels of overtime having to be incurred. This results in severe delays in dealing with service issues that require any degree of sustained focus efficiently and effectively.

3.4.3 The proposal to move the existing four supervisors on to a Monday to Friday shift pattern with one supervisor working one weekend in four is a significant element of the proposed restructure. It is proposed that days off in lieu will be taken for the weekend days worked. The actual weekly hours have been the subject of consultation with staff affected. A range of options in terms of working patterns have been considered and consulted on. Of the three proposed rota patterns provided, 2c is deemed to be the preferred option. This rota addresses issues raised during the consultation in relation to the number of continuous days worked and maintains an average 37 hour week full time equivalent role. The benefits of the preferred option are covered more fully below.

3.4.4 Reducing the overall number of supervisors to four and adopting a Monday to Friday working pattern will deliver a range of benefits as set out below. These will all result in improvements in the quality of service provision to the residents of Leeds.

Flexibility and efficiency:

- More supervisors on duty on any week day mean they can be deployed, as required, to sites that need more focus than others;
- Opportunity for more focused work by nominated supervisor in key areas (e.g. attendance/appraisals, training, stock/uniform control, health & safety, ISO 14001, etc.).

Development of site teams and business continuity:

- Increased continuity in dealing with all service issues, and weekly handovers not required;
- Improved support for site staff.

Effective resource management:

- Up to four supervisors available on the majority of week days when most business activities take place, such as team meetings, training, attendance management meetings, and liaison with BSC, Occupational Health and HR partners;
- Improved attendance management;
- Working only one weekend in four as opposed to one in two as currently.

New Technical Officer role

- 3.5 The current Logistics Officer post has been reviewed to reflect the increased scope of this role, in particular the management of the redeveloped Kirkstall Road transfer station, bin store and new HWRS.
- 3.6 Flexible operational management of resources is required in these challenging financial times for the Council, and it is essential that this key role takes a lead on using the available human and plant/vehicle resources effectively across all sites. Review of this role also offers an opportunity to provide additional support to the current Team Manager and deliver better business continuity during periods of leave or other absence.
- 3.7 These changes were appropriately reflected in a revised job description which has undergone job evaluation by the Resourcing Team. The post has been evaluated as being at PO1 level and the role has also been re-designated 'Technical Officer'.

Technical Support Assistant C1

- 3.8 It is also proposed that a new role be introduced to the HWRS operational team to provide essential technical support. A generic support assistant JD is in place for the wider waste service and in line with this, the post holder will assist in all areas of the HWRS service, but with particular responsibility for the technical support required for the Kirkstall Road site (i.e. bin store, bring bank stock, etc.), including commercial waste management, landlord waste, Locality partners waste, Housing partners' waste, weighbridge facilities, city wide permit systems, automatic number plate recognition, customer enquiries/issues, etc.. In line with broader council BBM principles and development of generic roles, the post will be based at Kirkstall Road but would be expected to work flexibly at any of the service's other offices or waste sites. Further consideration as to how this role fits into the developing BBM models of the authority will continue as supported by the generic nature of the JD and proposed flexibility protocols across the authority.

Waste Management Industry Training Board (WAMITAB), Certificate of Technical Competency

- 3.9 The new local agreement with the Environment Agency has significantly reduced the amount of time a suitably qualified WAMITAB holder needs to be present on

site, and cover is achievable using the existing 4 x SO1 supervisors proposed above. However having further suitably qualified staff on site will provide cover, flexibility and further embed good practice, develop knowledge and understanding thus reducing the environmental risk/impact of the sites further.

- 3.10 Therefore, in addition to the proposed staffing changes detailed, development opportunities within the WAMITAB accreditation scheme for existing site staff or drivers who wish to undertake a six unit WAMITAB household waste site treatment national vocational certificate (NVQ) is to be provided. This will give site staff who successfully achieve the award potential opportunity to step up to supervisor positions on a temporary basis as required to cover leave, and will support staff prospects of future career progression.
- 3.11 This training will initially be offered to up to four site staff/drivers. A place on the WAMITAB programme will be confirmed following expressions of interest from staff and assessment of suitability to complete the award. The regional assessor for the Leeds area from the AT Nerac Centre will assist with this process to ensure staff offered the opportunity have the best chance of achieving the award.
- 3.12 Approval to offer this training has been given and expressions of interest have been invited from existing staff, this training is proceeding irrespective of the restructure proposals. It will be funded from within the existing HWRC 2014/15 budget. It is, however, felt relevant to note within this report as it makes evident the capacity we are building within the service and justifies further the reduction in number of supervisor posts.
- 3.13 The current and proposed structure is shown at Appendix 1.
- 3.14 The revised shift working pattern for supervisors is shown at Appendix 2.
- 3.15 A new Job Description for the new Technical Officer post is shown at Appendix 3.
- 3.16 A new job description for 1 x C1 Technical Support Assistant is shown at Appendix 4.

Workforce implementation plan

- 3.17 Due to the proposed changes to Terms and Conditions of employment, which were unanimously agreed by the Council's General Purpose Committee on 29 July 2014, the implementation of this restructure and assimilation process will be in accordance with the Council's policies and procedures in place at the time implementation commences.

Phase 1 – slotting:

- 3.18 Those job roles that have been clearly defined as 'out of scope' will remain unchanged as a result of this report.
- 3.19 The SO1 Supervisor roles are fundamentally the same as the posts on the existing structure so it is proposed to slot the four current permanent employees.
- 3.20 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.

Phase 2 – Ring-Fencing:

- 3.21 Applicants for ring-fenced posts will be asked to complete a shortened application form and undertake a formal interview process.
- 3.22 Technical Officer Role (grade PO1) - this is a new job description and there are no staff in scope graded (grade PO1) so the post will be ring-fenced to the current logistics officer.

Phase 3 – General recruitment:

- 3.23 At the conclusion of slotting and ring-fencing 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.
- 3.24 Supervisor SO1 - after slotting if posts remain vacant then these will be open to recruitment as above.
- 3.25 Technical Support Assistant C1 - this is a new job description and there are no staff in scope at C1 so this role will be open to recruitment as above.
- 3.26 Technical Officer Role (Grade P01) - after phase 2 ring-fencing if this post remain vacant then it will be open to recruitment as above.
- 3.27 Where employees decline an offer of a suitable role, appropriate procedures will apply.

4.0 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The recommendations in the report have been formulated following a process of formal, documented consultation with the four current Supervisors in post, the Logistics Officer and their trade union representatives, including the Waste Improvement Group (WIG) attended by trade union convenors and the Chief Waste Management Officer. A number of dedicated meetings with those affected were held during the consultation period. The process was as follows:

- 11 August Draft Proposals to WIG
- 3 Sept Formal Consultation with Supervisors
- 9 Sept Formal Consultation with Supervisors written responses provided
- 24 Sept Supervisor Meeting
- 2 Oct Service Manager and Unite
- 16 Oct Supervisor/Unite/Team Manager Meeting
- 18 Nov Update to WIG
- 10 Dec Unite/Service Manager Meeting
- 7 Jan Further meeting with affected supervisors
- 13 Jan Further update to WIG

- 4.1.2 A range of issues were raised through the consultation. However, the most significant objections were those raised in particular by two of the five affected staff, and to a lesser extent a third, relating to the proposed amendment to the working pattern for the supervisors.
- 4.1.3 The main reason for the proposed amendment to the supervisory working pattern is to enable the proactive and developmental aspects of the management of the Service to be progressed more effectively, and this is fundamentally undermined under the current arrangements. In addition, the existing supervisor working pattern is also only sustainable with a significant level of overtime.
- 4.1.4 It is fair to say, however, that those staff who have voiced objections to this change, remain opposed to this aspect of the proposal, and contest the benefits stated above.
- 4.1.5 Ultimately, the issue seems to be a fundamental one about the role of the supervisor. Whilst they are naturally the first point of contact for site staff, a significant part of the role is also to support managers in progressing the key areas that are going to see service performance, quality and efficiency continuously driven up. The proposed shift pattern will provide the capacity required to enable both the day-to-day aspects of the service to be managed, but also the key activities that will see the strategic objectives for the service delivered.

4.2 **Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality Impact Assessment has been completed.

4.3 **Council policies and City Priorities**

- 4.3.1 Delivery of waste 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.

- 4.3.2 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;
- reducing waste to landfill.

4.4 **Resources and value for money**

- 4.4.1 The proposed structure can be found at Appendix 1.

- 4.4.2 The existing budgeted structure is £262,349.

- 4.4.3 As presented the restructure proposals are forecast to deliver a saving against the existing budget of an estimated £39,800 in a full year.

- 4.4.4 Impact on individual earnings will be an increase in annual salary reflecting increased contractual hours.

4.4.5 The proposals can be delivered from within the existing budget and will contribute towards delivering the targeted savings in the base budget. It is intended that the savings will be partially used to fund two ELI cases from amongst those affected by these proposals.

4.4.6 Due to the proposed changes to Terms and Conditions of employment, which were unanimously agreed by the Council's General Purpose Committee on 29 July 2014, the implementation of this restructure and assimilation process will be in accordance with the Council's policies and procedures in place at the time implementation commences.

4.5 Legal Implications, Access to Information and Call In

4.5.1 In accordance with the Council's governance procedures, the decision concerning restructuring of the Waste Management HWRS Supervisors and Logistics Roles 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.

4.6 Risk Management

4.6.1 Failure to implement the new working arrangements will have an impact on the future function and efficiency of the HWRS Service as detailed in the report. It is essential that the proposed structure for supervisor and logistics roles are re-aligned as outlined in this report to ensure that, as a front-line service, the HWRS optimises resources available, both human and plant/vehicle, at critical operating times.

4.6.2 There are two fewer supervisor positions in the proposed structure than in the current approved structure. However, two posts have been vacant for some time reflecting a reduction in the number of operational HWRSs as detailed in this report.

5.0 Conclusions

5.1 This proposed structure with revised shift patterns and a revision of the Logistics role into Technical Officer and a new C1 Technical Operational Support role is an important step forward in order to provide the required consistency, business continuity and optimal HWRS staff support whilst taking account of the reduction in operational HWRSs over recent years. The benefits are clearly stated, as are the risks, the outcomes of the consultation and the approach to implementing the proposed organisational change.

5.2 The impact on the affected staff of the proposed changes to working patterns is acknowledged. However, not all of those affected are opposed to this change and, more significantly, the benefits to the Service that can be realised through this change are deemed significant, and its approval is therefore recommended.

6.0 Recommendations

6.1 The Director of Environment and Housing is recommended to:

a) note the contents of this report;

- b) note the responses to the consultation issues raised by staff; and
- c) approve implementation of the proposed structure and associated working patterns.

7.0 Background Papers

Appendix 1 Proposed Structure

Appendix 2 Proposed shift working pattern

Appendix 3 Job Description Technical Officer

Appendix 4 Job Description Technical Support Assistant