



Report of Service Manager, Waste Management

Report to Director of Environment and Housing

Date: 28th March 2017

Subject: Household Waste Recycling Site staffing proposals 2017

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 checked="" type="checkbox"/> Yes	<input 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: Access to Information Procedure Rule 10.4(4) and (5)	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

Appendix 7 to this report has been marked as exempt under Access to Information Procedure Rules 10.4 (5) on the basis that it contains Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings
The information is exempt if and for so long as in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information. In this case the report author considers that it is in the public interest to maintain the exemption
Appendix 7 to this report has been marked as exempt under Access to Information Procedure Rules 10.4 (4) on the basis that it contains Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or officer-holders under the authority.

EXECUTIVE SUMMARY

The current Household Waste Recycling Site (HWRS) structure provides resources to support the operation of a transfer station and eight HWRSs strategically located across the City that contribute approximately 9.5% towards the Council's overall recycling rate.

This service area within Waste Management has a budget of approximately £4.0m per annum (including waste disposal costs). It is essential that the staffing arrangements on site meet the future service need to maximize diversion from landfill, and ensure excellent customer service and efficient use of resources. A formal period of consultation has now been concluded with Trade Unions and staff on a range of proposed changes to roles within the Service, and this report now summarises the consultation findings, sets out management's responses to these issues, and recommends that the Director of Environment and Housing approve the implementation of the proposals.

1.0 Purpose Of This Report

The purpose of this report is to set out a range of proposed changes to roles within the HWRS service, to summarise the consultation process on these proposals, and to seek approval from the Director of Environment and Housing for their implementation.

2.0 Background Information

2.1 There are currently eight HWSS across the City: one of these includes a waste transfer station (Kirkstall Road), and two sites deal with both household and commercial waste (East Leeds and Kirkstall Road); three are urban sites close to population centres (Holmewell Road Meanwood and Pudsey); two are 'rural' sites located close to the Leeds boundary with Bradford and/or North Yorkshire (Ellar Ghyll and Thorp Arch); Milner's Road, the eighth, site is located relatively close to Ellar Ghyll in Yeadon. These latter three are less well used sites handling significantly less tonnage than the other five.

2.2 The Council continues to face unprecedented budgetary pressures, and corporately all departments are being asked to identify further efficiencies from the services offered. There is an expectation that innovative reviews and changing the way we work may provide the opportunity to offer long term savings whilst still maintaining the levels of service Leeds residents expect.

3.0 Scope of the Restructure

3.1 The existing structure is shown at Appendix 1.

3.2 The structured posts within scope of these proposals are as follows:

- A1 Site Attendants x 24 FTE;
- B1 Site Attendants x 18 FTE;
- SO1 Supervisors x 4 FTE;

3.3 The current staffing position at June 2016 is as follows:

- A1 site attendant x 16
- B1 senior site operative x 20
- SO1 supervisors x 4

4.0 Main Issues

4.1 Site Attendants: In 2011, alongside negotiations that concluded with a Collective Agreement, HWRS roles were reviewed. A key pillar of that Collective Agreement was to achieve an average of 70% recycling across the HWRSs. Since that time, recycling rates have improved from an average of 56.1% in 2010/11 to 60.3% in 2015/16.

4.1 The two current operational HWSS roles were evaluated in 2011, with an attendant role receiving a JE score within the A band and the Senior Operative receiving a score in the B band. Key differences between these roles were the ability to

complete paper work, direct members of the public to relevant information and the ability to use the heavier plant and machinery operated at the Kirkstall Road site.

- 4.2 In practice the structure has resulted in complex deployment issues, with an ongoing lack of clarity amongst staff as to the difference in roles. In addition, the intended flexibility of staff moving round sites to operate the heavier plant and machinery has not been realized.
- 4.3 In April 2016, the hourly rate of pay for A1 staff on site was lifted to £8.01 in line with the Leeds City Council's commitment to the Living Wage. This will increase to £8.25 from 1st January 2017.
- 4.4 There are currently 6 A1 vacancies being covered by either agency or overtime working. In order to reduce this reliance there is an opportunity for the waste service to work collaboratively with other service areas in providing opportunities to staff who may otherwise be at risk. This provides an opportunity to increase the diversity of the workforce to be more reflective of the communities it serves.
- 4.5 Supervisors: A mobile team of 4 x SO1 Site Supervisors provide daily supervision at the sites with each currently having responsibility for two sites. When considering similar roles across other services in the Directorate (i.e. Refuse Collection, Localities, Housing), there is an opportunity to review this role and bring it in line with these other areas. Supported by a generic job description, this would maximize future opportunities to deploy the overall cohort flexibly.
- 4.6 Household Waste Site Operating Hours

Two time-limited traffic count exercises have been undertaken by Highways at seven of the household waste sites to gauge customer use of the sites each hour from the opening time at 08.00hrs until 18.00hrs each day. The surveys have been carried out from 8th October to 12th November 2015 and 1st May to 31st May 2016 in order to be reflective of seasonal variations in site usage.

Headlines from survey

- Peak flows through all sites are between 11:00hrs and 15:00hrs, with the hours of 11:00-12:00hrs and 14:00-15:00hrs being the times of highest site usage. This pattern is seen in both surveys;
- Thorp Arch is the least busy site, followed by Ellar Ghyll, Milner's Road, Pudsey, Holmewell, Meanwood and finally East Leeds which is the busiest site overall (the Kirkstall Road site is currently closed for redevelopment). This directly correlates with the tonnage of waste each of these sites accepts.;
- Average customers visiting sites in the first hour of opening between 8am and 9am range from 7 at Thorp Arch and Ellar Ghyll to 20 at East Leeds;
- Average customers visiting sites in the last hour before closing (17:00 until 18:00 prior to BWT clock change) range from 5 at Thorp Arch to 14 at Meanwood and East Leeds;
- Based on this latest data, together with service knowledge of site use, resourcing at the sites clearly does not reflect the profile of actual demand.

5.0 Details of proposed changes

5.1 New Recycling Assistant Role

A new HWSS 'Recycling Assistant' role at B1 with a modernised job description is proposed (see Appendix 2) to reflect the future requirement for greater knowledge of reuse/recycling practice to drive up diversion from landfill and an enhanced level of engagement with customers, including that associated with the potential introduction of charging for some waste types at the sites. This new job description will provide better opportunities for flexibility within the workforce in terms of deployment across sites should this be necessary. However, it should also ultimately reduce the requirement to move staff between sites which results from the need to maintain a balance of A1 and B1 staff on each site. This should help to enhance stability, consistency and the sense of team on sites.

- 5.2 The new JD will also remove the previous confusion as to the operation of the heavier plant and machinery operated at the Kirkstall Road site, and is timely given the current re-development of the Kirkstall Road site. It is proposed that all existing A1 and B1 site staff would automatically move into the new Recycling Assistant posts.

Transfer Station Machine Operatives at Kirkstall Road

- 5.3 Having removed the requirement to operate the heavier loading plant at the transfer station from the 'Recycling Assistant' role, it becomes necessary only for the loading shovel operators based at Kirkstall Road, where additional training is required to safely operate this large heavy equipment in areas that interface with internal and public vehicles and users accessing the site. With the current redevelopment of the site, the roles at this site will also change with the introduction of the bin store and reuse shop. It is therefore proposed to create a new job description (Appendix 3) for four permanent positions based at Kirkstall to reflect this different range of responsibilities
- 5.4 This new job description has been subject to job evaluation and it is proposed that the post be paid at B3. The new role will be open to all Leeds City Council staff under the usual recruitment processes.

Resourcing Levels and Part-Time Positions

- 5.5 Alongside these changes, the Service has also been considering how the level of resourcing on some sites might be profiled more in line with the clearly documented periods of low customer site usage. This could potentially be achieved through converting existing vacancies into a number of new part time positions which would mirror the hours of peak site usage. These positions could potentially cover the busier periods from 11am up to 4pm when the vast majority of customers use the sites. There would be no changes at Ellar Ghyll, Milner's Road or Thorp Arch, since these sites already operate throughout the day with only two staff.
- 5.6 The proposal for part-time posts would see Kirkstall and East Leeds retain existing staff levels and gain one additional part time worker, since these are the busiest sites which handle commercial waste and have re-use shops. Holmewell Road, Meanwood Road and Pudsey sites would see two staff on site throughout opening times and one part-time worker during peak hours.

5.7 A safe working environment can be maintained during the short periods when staff levels are reduced in accordance with current safe working instructions and risk assessments. Health and Safety colleagues have been consulted and have confirmed they are satisfied with the proposals. It is proposed that a trial of this arrangement be conducted and evaluated ahead of its implementation.

5.8 However, with the potential introduction of charging on the sites, and with targets to increase materials separated for re-use and recycling, the Service is considering any proposals to introduce part-time roles alongside an assessment of the overall level of staffing required across the sites in order to achieve the optimum level of performance. This will therefore be the subject of further consultation with staff and trade unions, and potentially a separate report should any further changes to resourcing levels be proposed.

5.9 Workforce diversity

It is recognised that the majority of staff within the service are white British males and that creating new part-time positions may offer an opportunity create a more diverse workforce by potentially attracting female or BME applicants.

5.10 Team Leader Roles

To reflect the role required more accurately and to create a more flexible workforce, it is proposed to replace the supervisor JD with that of the generic Team Leader used comprehensively across the Directorate (see Appendix 4). This has been job evaluated at SO2.

The enhancements to these roles which justify this increase in grade will increase the post-holders' accountability and develop their levels of responsibility. This will include:

- Using strong people management skills in order to motivate, develop and performance manage staff to ensure the delivery of a high quality service and to drive service improvements;
- Demonstrating and embedding the Council's values and manager habits to lead, support and drive cultural change;
- Taking a people-orientated solution-focussed approach to dealing with customers, quickly and professionally;
- Deputising for the Technical Manager and Team Managers as appropriate, and taking responsibility when required for ensuring the Service is fully staffed and that fleet resources are available to guarantee the delivery of the service ;
- Taking greater responsibility for budget management and ensuring value for money for the Service and Council.

6.0 Job Descriptions

6.1 The current and proposed structure is shown at Appendix 1.

6.2 The revised job descriptions have now all been subject to formal job evaluation. The job descriptions appended to this report, and grades confirmed through formal job evaluation, are as follows:

6.3 A new job description for a B1 Recycling Assistant at Appendix 2.

- 6.4 A new job description for a B3 Waste Transfer Station Operative at Appendix 3.
- 6.5 The existing generic SO2 Team Leader Job Description at Appendix 4 (amended to reflect the working pattern relevant for the Service and this role as previously approved).
- 6.6 It is proposed that existing permanent A1 staff are appointed to the B1 Recycling Assistant roles at SCP16. This is in order to ensure that they maintain their current level of pay, since they will move off the current Green Book enhancement for working Sundays when on rota which posts at SCP11 and below currently attract. New Recycling Assistant staff will be appointed at SCP13. The SCP for existing B1 staff will remain unchanged.

7.0 Workforce implementation plan

- 7.1 The proposals potentially involve an increase in the number of posts on the structure, subject to the success of the trial of the part-time roles.
- 7.2 The implementation of this restructure will be in accordance with the Council's policies and procedures in place at the time implementation commences
- 7.3 Following the completion of the consultation with Trade Unions and staff, it is proposed that the changes be implemented with effect from 1st April 2017.
- 7.4 Given the requirements of the new B1 role relating to literacy and numeracy, current A1 staff will be assessed to establish their level of competence in these areas. This is consistent with the approach adopted in other service areas where similar proposals were implemented. This will be a supportive process, supported by Union Learn, and is intended to identify any training and support required by staff rather than involving a test to be passed in order for a new post to be secured. However, staff will be expected to engage positively with any training or support offered.
- 7.4 Any staff that express an interest in the early leaver's initiative (ELI) will be considered in line with the current process and a separate business case for approval will be produced to support this.

8.0 Corporate Considerations

8.1 Consultation and Engagement

- 8.1.1 The proposals and recommendations in the report have been discussed fully with the Trade Unions, and have now been subject to full consultation with staff.
- 8.1.2 A record of the issues raised during consultation, along with management responses, can be found at Appendix 5.

8.2 Equality and Diversity / Cohesion and Integration

8.2.1 An equality impact assessment has been completed and is appended to this report.

8.3 Council policies and City Priorities

8.3.1 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 50% recycling by 2020. 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.

8.4 Resources and value for money

8.4.1 The proposed structure can be found at Appendix 1 and a summary of the costs of the proposed structure at Appendix 8.

8.4.2 The cost of the existing structured posts within the scope of the proposals, at 17/18 prices, is £1,082k

8.4.3 The proposed structure has been costed at £1,094k, which represents an additional cost of £12k over current arrangements. At grade maximum, the cost of the proposals would be £1,126k which represents an additional cost of £44k from current arrangements.

8.4.4 However, the successful implementation of the proposed part time roles would reduce these costs to £1,074k in 17/18 and £1,104k at grade maximum.

8.4.5 The 2017/18 budget, which reflects the proposed structure, is £1,074k and the proposals are therefore fully funded, assuming the part time roles are implemented. Without the part time roles, there would be an additional cost in 2017/18 of £20k over the 2017/18 budget. These proposals will be considered in the context of a wider assessment of the level of resourcing across the sites in light of emerging proposals such as potentially introducing charging for certain materials.

8.5 Legal Implications, Access to Information and Call In

8.5.1 In accordance with the Council's governance procedures, the decision concerning changes to the Household Waste site role and grade 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.

8.5.2 Exempt Appendix 7 is a copy of the legal advice. Appendix 7 is considered exempt under Access to Information Procedure Rule 10.4(4) and (5) because it contains information in connection with labour relations matters and which a claim to legal professional privilege could be maintained in legal proceedings.

8.6 Risk Management

- 8.6.1 Failure to implement the proposals will have an impact on the future function and efficiency of the HWRS Service as detailed in the report. The specific risks around the Waste Transfer Station Operative role are covered in sections 5.3 and 8.5 above.
- 8.6.2 The issues raised during consultation are set out at Appendix 5, together with the corresponding responses from management.

9.0 Conclusions

- 9.1 Overall these proposals are estimated to involve a small additional cost of £9.8k per annum, although this could be offset should further proposals for the introduction of part-time roles prove viable. The proposals create uniformity of job roles across the HWRS service, and achieve a better balance between service specific duties, whilst also being consistent with job roles in other similar services.
- 9.2 Recruitment to existing vacant posts and a potential proposal for use of part-time staff has the potential to address equality and diversity issues by attracting female post holders, since the hours offered may fit with school and family commitments. In addition, it reflects customer expectations by determining staffing levels based on demand for service rather than 'standard' hours contracts and resourcing.
- 9.3 The proposals look to meet the future service need to maximize diversion from landfill, ensure excellent customer service and efficient use of resources.

10.0 Recommendations

- 10.1 The Director of Environment and Housing is recommended to approve the report and the implementation of the proposed structure.

11.0 Background Papers

Appendix 1	Current Structure and Proposed Structure
Appendix 2	Job Description for Recycling Assistant
Appendix 3	Job Description for Waste Transfer Station Operative
Appendix 4	Job Description for Team Leader
Appendix 5	Consultation Responses
Appendix 6	Equality Impact Assessment
Appendix 7	Confidential