

Appendix 3

Future delivery of Place working across Bromsgrove District

Business Case

Author:	Matthew Austin
Date:	30/01/2019
Release Version:	Vs 8

Contents

1 Executive Summary	3
2 Introduction	5
3 The Strategic Case	9
4 The Economic Case	17
5 The Commercial Case	23
6 The Financial Case	28
7 The Management Case	32

1. Executive Summary

- 1.1. The Council has a legal duty to provide certain services to maintain the cleanliness of the District, as well as discretionary services to deliver its strategic purposes for residents, visitors and business.
- 1.2. In 2015, Environmental Services carried out a transformational review of how it delivers these Cleansing and Grounds Maintenance functions across the District.
- 1.3. The Place Teams were created from this process, to implement a revised model of working focused on delivering a level of service across the district based on what needed doing rather than a simple cycle of works that couldn't reflect the changing pressures on the District and our staff.
- 1.4. This business case builds on that transformation process, using the three years since its inception to highlight the issues that have faced the service, and identify both the limitations and the opportunities for the service to grow and fully deliver our Strategic Purpose to Keep our Place Safe and Looking Good.
- 1.5. Sitting alongside Business Cases to similarly review the future delivery of our Commercial Waste Services for the generation of additional income for the Council, and the stabilisation of our Domestic Waste Services prior to a full service review (similar to the Transformation process that created Place), this Business Case sets out options to address the changes in demand being generated by new housing and increased littering on our road networks, and how the Place Teams can meet this growing challenge.
- 1.6. Having outlined and assessed options ranging from maintaining the status quo, suspension of services, and further investment at a range of levels, the recommendation put forward as the preferred option is to invest in the service in order to fully realise the potential of the Place Model of Working, and secure the service for the future in a proactive manner, with scope to build further partnerships with Parish Councils to generate additional income

to offset its costs, and fully support our residents, businesses and visitors to make Bromsgrove a successful and attractive place for everyone.

1.7. Recommendations:

1.7.1. Agree increased funding to employ 6 additional members of staff to deliver services across the District

1.7.2. Restructure the teams to focus more resources on the core work across the district

1.7.3. Create a dedicated Bulky Collections Team to deliver the service in parallel with the Place Teams as a Commercial Team.



2. Introduction

- 2.1. The Environmental Protection Act 1990 makes certain duty bodies legally responsible for keeping land which is under their control, and to which the public has access, clear of litter and refuse and their highways must be kept clean, as far as is practicable.
- 2.2. Bromsgrove District Council is the principal litter authority under the Act, and Worcestershire County Council are the Waste Disposal Authority responsible for arranging disposal of any waste collected by BDC as litter or fly tipping under this duty.
- 2.3. Historically this duty was met through the efforts of our street cleansing staff based out of the Bromsgrove depot.
- 2.4. In addition to the legal duty for managing litter across our District, we also carry out grass cutting services as a service in partnership with Worcestershire County Council to maintain highway verges within speed restricted settlements, and also provide maintenance as a non-statutory service on our Public Open Spaces, Play Areas and larger recreational spaces.
- 2.5. WCC have a duty to maintain visibility on the public highway, and meet this with 2-3 cuts of grass verges each year to prevent them becoming significantly overgrown.
- 2.6. To support a higher aesthetic standard in our towns and villages, Bromsgrove District Council receives the funds that WCC would have spent on those areas, and supplements it with additional funding and resources to carry out more cuts to maintain a higher standard throughout the year.
- 2.7. Bromsgrove District Council (BDC) adopted a new model of service delivery for Street Cleansing and Grounds Maintenance in 2015 after a transformation process.
- 2.8. This applied systems thinking to all our services to determine how we could best use our resources to deliver the standards desired for everyone who lives, works, and visits our District.

- 2.9. This process resulted in the creation of three Place Teams to provide a form of locality working based on levels of demand and multi skilled labour rather than individually specialised operatives and fixed work schedules. This would give flexibility in how resources are used to carry out the complete job whilst operating across the district rather than a series of actions in parallel.
- 2.10. It also created a central tractor team and a central mechanised sweeper team to support the combined area maintained by Environmental Services across both Bromsgrove and Redditch.
- 2.11. In addition to the more visible services carried out on cleansing and grounds maintenance, the Council also provides a Bulky Collection service, which is a non-statutory service provided for a fee to support residents with the disposal of larger household goods that cannot be disposed of through our normal waste collection service.
- 2.12. As this Bulky waste is disposed of by Worcestershire County Council as the Waste Disposal Authority, at their expense, we are limited to items that would typically be taken away during a house move, so there are a number of items that we are not currently able to take.
- 2.13. The Bulky Service generates income for the authority, but in recent years has seen an increase in the quantity of collections being requested, and an increase in the sizes of goods being collected.
- 2.14. This additional work has limited the ability to work as flexibly across the district in line with the original plans, and the logistics of our district have compounded the impact of this increased pressure on the service.
- 2.15. Over the last three years we've made multiple changes to drive greater efficiency in how we deliver our services under the new model, including significant changes to the way we deliver the Bulky Service almost as a stand-alone service alongside our Place Teams, and identifying how we prioritise our work across the district with the remaining resources separately from that service.

- 2.16. With new housing in and around our District, we have seen an increase in traffic on our roads, and more people generating waste, which has increased the amount of resource needed to maintain many of our roads that are used as commuter routes, especially along our northern borders with Birmingham.
- 2.17. New housing is also increasing the volume of highway verges across the District, which increases both our Cleansing and Grounds Maintenance responsibilities.
- 2.18. Current staffing levels have been in place for approximately 10 years without change, and the transformation process changed the way our resources were divided, which has also had an impact on certain areas of the work carried out by the Place Team.
- 2.19. Although the sweeper and tractor teams are still carrying out the work required across the district, by having those people in separate teams in parallel with the Place Teams, there is less flexibility to allow prioritisation of different areas of work in the event of seasonal peaks in our workload or sickness, or use them flexibly to support other services where there is short term disruption.
- 2.20. During 2017 this became especially noticeable when two staff were off with long term sickness at the same time as planned work to support the Dual Carriageway works done in partnership with WCC, peak grass cutting season, and an increased visibility of our services during the warmer summer months.
- 2.21. The loss of these two staff had a significant impact on our services, and resulted in additional costs being incurred through Agency Staff to allow services to continue, but although this allowed the cleansing element of our services to continue, it highlighted the reliance of our new model of working on having multi skilled staff to ensure effective service delivery.
- 2.22. This Business Case is intended to set out the current workload on the Place Teams, and provide the evidence to support a range of options to increase our resources to support our Place Teams in carrying out their work across the District.

- 2.23. It also looks to set out opportunities to support commercial opportunities as an income generator for the Council, and give additional options for greater security of the service to keep our Place Safe and Looking Good.
- 2.24. The Place Teams were originally set up to provide a proactive maintenance service across the District, and where we have been able to focus the resources to do this, we have seen the benefit of this way of working.
- 2.25. Over the last two years though, we have seen more compromises about achieving that proactive standard, and have been working in a more reactive fashion as a result.
- 2.26. If this Business Case is successful, we will be able to deliver on the original aims set out by the Transformation Process and provide a sustainable service that can meet the needs of the District as it grows and develops in the coming years.

3. The Strategic Case

3.1. Alongside our waste collection services, the Place Teams are the most visible service the Council provides across the District, and benefits all our residents, visitors and businesses. It's operations support two of the Council's key priorities identified in the Council Plan:

- Financial stability for the Council
- Quality services for residents, with affordable charges where appropriate

3.2. In addition to supporting these priorities, The Place Teams support four of the Council's six strategic purposes:

3.2.1. "Keep my place safe and looking good"

3.2.2. "Provide good things for me to do, see and visit"

3.2.3. "Help me run a successful business"

3.2.4. "Help me find somewhere to live in my locality"

3.3. The Case for Change

3.4. In the business case that supported the transformation process Environmental Services implemented in 2015, it was identified that a pool of operatives would be created who could cover normal levels of sickness and holiday in the waste collection and support other services where required. This would reduce the requirement for overtime payments and give greater security to the wider service by ensuring we had staff with the right skills available to support operations across the Place Teams as well as the Waste Collection service.

3.5. Since then, our commercial waste and cesspool services have seen an increase in workload (and income) as a result of our growing reputation, and increased housing stock across the District has generated a greater workload on domestic waste collection services as well as our cleansing and grounds operations. This pressure, in concert with standard leave requirements and both short and long term sickness across Environmental Services, has resulted in this pool being fully committed supporting waste operations, and not realised the wider support that was originally envisaged would be available at peak times to support Place Team operations.

- 3.6. In the government's Litter Strategy for England 2017, it is noted that almost one in five people admit to dropping litter consciously. The real figure, which includes those who drop litter but do not admit to it, is likely to be higher.
- 3.7. This inconsiderate and anti-social behaviour by a minority of people blights our neighbourhoods and our open spaces, and dealing with litter places a significant burden Bromsgrove District Council, costing the taxpayer approximately £570,000 across Bromsgrove District in staff time alone¹
- 3.8. It has been identified² that "living in a littered environment makes people feel less safe in their communities, and discourages people from going outside. This in turn affects their mental and physical health and creates further costs to local healthcare providers. Poor local environment quality also discourages inward investment and may suppress property prices, damaging local economic growth."
- 3.9. With current staffing levels, the majority of our actions are focused on managing the issues across the district, to minimise their impact on the aesthetics of the District. This has limited the ability to be proactive in addressing issues and involving the right people to either identify those responsible, or support education activities to encourage local changes in behaviour.
- 3.10. Successful prosecutions in 2016 and 2017 have seen short term reductions in fly tipping, which helps release resources to support other duties across the District, but the single Investigation Officer that supports this action currently covers a wide range of work across the district and includes detailed administrative work to comply with formal data sharing agreements and build cases with the Legal team to support prosecutions. This reduces their available time to spend out on the ground, and the Place Teams don't have the capacity or knowledge to fully support this work.

¹ Figure calculated is estimated as 18% of staff time spent on Grounds Maintenance operations over the year, with the remainder primarily used on cleansing duties such as litter picking, bin emptying, and fly tip removal. This figure represents total cost to authority including pension contributions and other staff on costs. Table of staffing costs shown in section 3.16

² Government Litter Strategy 2017, P13.

3.11. Although not directly part of this business case, we expect to review this during 2019 alongside the resources agreed for Place in 2019 onwards.

3.12. Existing Staffing on Place

	Apprentice	ESO 1	ESO 2	ESO 3	Investigation Officer	Coordinator
Place Team 4	1 (Vacant)	4	3	2	1	1
Place Team 5		3	2	2		1
Place Team 6		3	3	1		1
Total Staff						26+1+1

3.13. Existing Physical Resources

4 x 5.2 Ton Tipper Cage Vans with Tail lifts
2 x 5.2 Ton Tipper Derby Back Vans
5 x 3.5 Ton Tipper Flat Bed Vans
1 x 3.5 Ton Tipper Cage Van
1 x Small Van
4 Trailers
9 x Ride on Mowers
1 x Ride on Mower with Grass Box
3 x Box Mowers
2 x Large Walk Behind Mowers
3 x Mini Sweepers
1 x Trailer Mounted Hot Water Pressure Washer
Strimmers, Hedge Cutters, Chainsaws, Blowers, Handtools

3.14. The Place Teams are currently operating with resources that have little spare capacity to carry out in depth work, or explore opportunities for additional income generation, and this is directly impacting on service delivery and reducing our productivity, as staff are working in a largely reactive manner rather than proactively to maintain the District as the Place Model originally intended.

3.15. This style of working is able to maintain a standard across much of the district when all staff are available, but experiences cumulative failure over time, as each time there is a disruption to resources it changes the base point for standards that are maintainable and will ultimately result in significant service failure as there is no capacity to reset that base standard across the District as a whole.

3.16. When reviewing the work carried out across the District, it has been identified that throughout the year there are areas of work that are not able to be carried out in full, and there are several points in the year where the required workload exceeds our current resources by a considerable margin.

3.17. The following Tables document the changing pressures on Bromsgrove Place Teams throughout the year. (As the Cleansing operations continue all year round and are a statutory duty, they are not specifically stated as a pressure, but are detailed within the staffing requirements table)

Pressures

	January	February	March	April	May	June	July	August	September	October	November	December
County Cut (2 people per month average)			Yes	Yes					Yes	Yes		
Bromsgrove Highway (8 People 1 week - Average 2 people for month)					Yes				Yes			
Grass Cutting			Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	
Extreme Weather (no figure applied)	Yes											Yes
Staff Holidays (729 Days Leave = 61 days off per month A/L - 3.05 staff)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Bromsgrove High Street Jeting (2)			Yes	Yes								
Weekends (0.8)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Giving Internal Training (1 Month CPC (0.2 per month carried out). 8 Days MH/COSHH & Sharps [0.4])	Yes	Yes								Yes	Yes	Yes

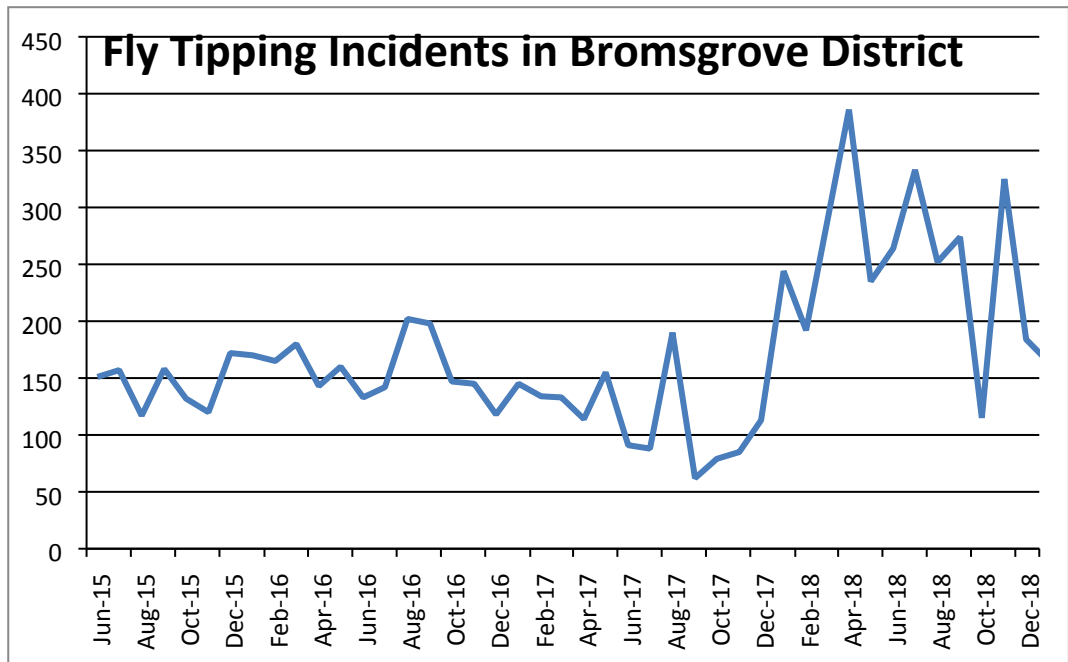
Staff Requirements

	January	February	March	April	May	June	July	August	September	October	November	December
Leadership	3	3	3	3	3	3	3	3	3	3	3	3
Highway Verges			6	6	6	5	5	5	6	6	6	
Prestige Mowing (BDC)			1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	1.5	
Spraying		2.5	2.5									
Litter Picking, Bin Emptying, F/T's & Play Area Checks	10	10	10	10	10	10	10	10	10	10	10	10
Bulky Collections	2	2	2	2	2	2	2	2	2	2	2	2
Hedge Cutting	6	6				2					6	6
Sweeping	1	1	1	1	1	1	1	1	1	1	1	1
Pressures ³	4.45	4.45	7.8	7.8	7.8	3.8	3.8	3.8	5.8	5.8	6.3	4.45
Staff Numbers	26.45	28.95	33.8	31.3	31.3	28.3	26.3	26.3	31.3	29.3	35.8	26.45
Current Deficit (FTE)	-0.45	-2.95	-7.80	-5.30	-5.30	-2.30	-0.30	-0.30	-5.30	-3.30	-9.80	-0.45

1.1. These tables document the operational pressures currently on the Place Teams, and highlight the deficit in staffing across the year, which is then exacerbated by staff sickness, as the Pool staff referred to in section 3.4 are not currently available to minimise the impact of the variable pressures detailed above.

1.2. To illustrate the workload behind these summary tables, the next few charts illustrate the core areas of work that the Place Team deal with, and highlight the increasing demand on our services:

³ Pressures are made up of Annual Leave, Weekend Rest Days, Dual Carriageway Works in partnership with WCC, Training, and Seasonal Work with specific timescale restrictions. .

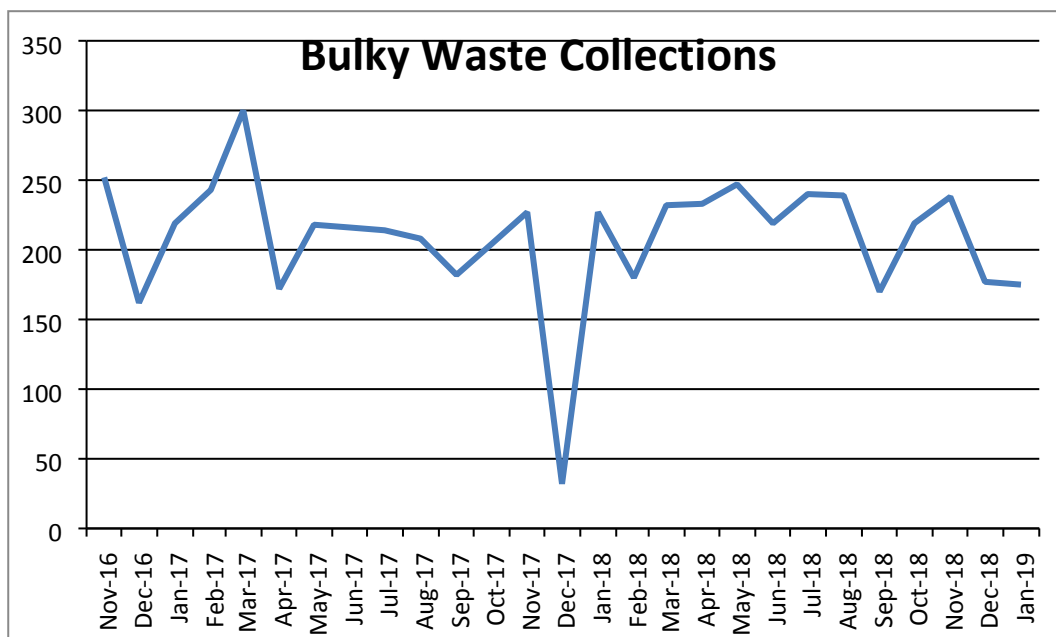


1.3.

1.4. With good access off the M42 & M5, and close proximity to Birmingham, Bromsgrove is unfortunately vulnerable to people coming into our district and fly tipping. Within minutes of leaving a main road, they can be in a relatively private location where the chances of them being observed are very low.

1.5. Much of the material we collect in Bromsgrove District appears to be commercial waste where small vans have been used to collect waste such as kitchen units, bath room suites, conifer and other tree cuttings, tyres, building rubble, fridge freezers (with the motors stripped out), garage clearances etc. Unfortunately many of these sort of jobs are typically paid in cash, and by dumping the waste illegally; the culprits save on the disposal costs and so make a greater profit.

1.6. This is estimated to have cost Bromsgrove District Council £70,000 in staff time and vehicle usage, and as can be seen from the chart above, this is an increasing issue, which takes more of our resources away from other work to manage.



1.7.

1.8. The Place Teams carry out a range of duties throughout the year, which primarily consists of litter picking, bin emptying, fly tip removal, grass cutting, and other similar duties that help ensure our Roads and Open Spaces are kept to a good standard across the District.

1.9. These jobs are all unique in the amount of time used, and area covered, as the work is so variable, but to help indicate the level of work across the district, our teams have responsibility for nearly 900 miles of paths and roads, and carry out an average of approximately 700 jobs a month.

1.10. This work is carried out by a total of 27 staff, and the current Staffing Costs are detailed below, along with a breakdown of how much of their time is spent on the main areas of work carried out across the District⁴:

	Staffing Costs	Percentage of total Cost
GM Cost	£82,000	10.7
Other GM Cost	£61,200	8.0
Bulky Cost	£52,060	6.8
Cleansing Cost	£569,740	74.5
Total Staffing Cost	£765,000	100

⁴ Figures Include Pension Contributions and all other on-costs for direct labour – Support services not included (BSU, Garage, Management).

4. The Economic Case

- 4.1. The Place Teams represent a significant cost to the Council, but provide a statutory service, as well as several non-statutory ones that do however have a significant impact on the appearance of the District, and support a large section of the Council Plan as detailed in the introduction.
- 4.2. In the current financial position that the council finds itself in, balancing the costs of service delivery to meet this statutory duty is an important consideration, but the Council is also looking to be more commercial in how it delivers services to generate additional income where possible alongside our statutory services, and ask challenging questions regarding the other services we provide to ensure that they are supporting the Council Plan and providing true best value for our residents and businesses.
- 4.3. This Business Case is intended to outline options for the future of the service, considering options both for expansion and reduction of services to better achieve the standards expected by our residents, visitors and businesses. As such, the Critical Success Factors for this business case have been identified as:
- 4.3.1. Delivering a proactive service across the district to maintain, and support improvements in, the appearance of the district
 - 4.3.2. Greater resilience to deliver services within budget and to the standards required throughout the year.
 - 4.3.3. Maintain or improve customer satisfaction
 - 4.3.4. Sustainability of the service through financial security of resources
- 4.4. Options identified in this business case are broadly split into two themes for the future of the service:
- 4.4.1. Service continues with current/reduced resources, and areas of work are reduced to free up capacity to support our statutory services and main identified priorities.
 - 4.4.2. Additional Investment in the service to support service delivery, with options to use resources more flexibly to generate additional income through projects on behalf of Parish Councils, Community Groups, Businesses, and Residents alongside provision of our services to maintain the appearance of our District.

4.5. These will support the future sustainability of our services both monetarily by supporting the costs of our services, and reputationally by increasing the standard of our work throughout the year. There is also the potential to increase the range of services we can provide to support the District in specific areas.

4.6. In considering how to support the service moving forwards, we have explored a range of options based on our existing in-house service, and keeping to that model.

4.7. Although there are options available to externalise the work carried out by our Place Teams, there has been considerable work done to review how the Council provides these services as part of a service wide transformational review that was carried out in 2014 – 2015.

4.8. This business case builds on the work that was carried out to implement the “Place” concept, and should be viewed as a continuance of that project in order to further update our existing services in response to increasing workloads arising from changes to the District as a whole, as well as evolving issues around environmental crime and patterns of behaviour.

4.9. Overview of Options identified for consideration:

Option One	Do Nothing
Option Two	Restructure Place Teams to create 1 new post from existing resources
Option Three	Restructure Place Teams to create 1 new post from existing resources, and 2 new posts to create a dedicated Bulky Collection Crew to free up resources on core services.
Option Four	Restructure Place Teams to create 1 new post from existing resources, and 5 new posts to create a dedicated Bulky Collection Crew and support core works across the District.
Option Five	Restructure Place Teams to create 1 new post from existing resources, a dedicated Income Generation Crew of 3 staff and 5 new posts to support core works across the district, and take on additional commercial opportunities alongside our core work.
Option Six	Stop providing Bulky Waste Collection service
Option Seven	Return Highway Verge Maintenance in Speed Restricted Settlements to WCC for responsibility.
Option Eight	Reduce Standards of Maintenance on most labour intensive areas of work to free up capacity.

4.10. These Options are considered the most practical options to support the service, and deliver the improved standards required to deliver our Strategic Purpose.

4.11. In order to support the decision making process and identify a preferred option for the Council, these options are subject to a review process to scrutinise their ability to deliver the outcomes required, and provide a short list of the options warranting more detailed assessment.

4.12. The key outcomes that have been identified are detailed below, and each one has a maximum score that reflects the importance of that criteria in delivering our Strategic Purpose:

- **Spending Objective** – 10 - This relates to the Council’s financial pressures, and whether the proposed option is factored in to the financial planning of the Local Authority.
- **Strategic Fit** – 20 - This quantifies how well the proposed option supports the Council Plan and our Strategic Purpose
- **Meets Business Needs** – 15 - This score reflects if the proposed option will support the Council in delivering the service required by residents with the lowest risk of failure.
- **Maintain Standards** – 30 - This score reflects whether the proposed option meets the minimum requirement to maintain provision of the service at a viable level, with a low risk of significant failure.
- **Support Improved Standards** - 5 – This scores the potential of each option to improve the overall standard of service.

- **Capacity to support Increased Income Generation** – 5 - This recognises flexibility to support chargeable works to generate income in addition to the core work required maintaining the District.
- **Affordability** – 15 -This gives each option a score based on its variance from current funding.

4.13. Evaluation Criteria for Appraisal and Analysis for Long List Options

This Table quantifies the benefits of each proposed option, in line with the key requirements that have been identified for the Service. This gives a scoring system to support an assessment of which options are most viable and will be developed to determine which is the best solution required by the Business Case.	Evaluation Criteria	Spending Objective	Strategic Fit	Meets Business Needs	Maintain standards	Support improved standards	Capacity to support Increased Income Generation	Affordability	
	Weighting for Scoring	10	20	15	30	5	5	15	100
Do Nothing	Option One	Yes	No	No	No	No	No	Yes	
		10	0	0	0	0	0	15	25
Restructure & 1 new post	Option Two	Yes	No	No	No	No	No	Yes	
		10	0	0	0	0	0	15	25
Restructure - 1 + dedicated Bulky Collection Crew of 2	Option Three	No	Yes	Part	Part	No	No	Yes	
		0	20	7.5	15	0	0	15	57.5
Restructure - 4 new post + dedicated Bulky Collection Crew of 2.	Option Four	No	Yes	Yes	Yes	Yes	No	Part	
		0	20	15	30	5	0	7.5	77.5
Restructure - 5 new post + dedicated Income Generation Crew of 3 staff	Option Five	No	Yes	Yes	Yes	Yes	Yes	Unknown	
		0	20	15	30	5	5	0	75
Stop providing Bulky Waste Collection service	Option Six	Yes	No	Yes	Yes	No	No	Yes	
		10	0	15	30	0	0	15	70
Return Highway Verge Maintenance to WCC	Option Seven	Yes	No	Yes	Part	Yes	Yes	Yes	
		10	0	15	15	5	5	15	65
Reduce Standards of Maintenance	Option Eight	Yes	Part	Yes	Part	Part	No	Yes	
		10	10	15	15	2.5	0	15	67.5

4.14. Short List Options

4.15. Following the initial Evaluation and Appraisal process to determine which options best meet the criteria set out by the Business Case, Options 4, 5, 6 and 8 present as the highest scoring options, and are summarised below for further consideration.

4.16.

Option Four	Restructure Place Teams to create 1 new post from existing resources, and 5 new posts to create a dedicated Bulky Collection Crew and support core works across the District.
Option Five	Restructure Place Teams to create 1 new post from existing resources, a dedicated Income Generation Crew of 3 staff, and 5 new posts to support core works across the district, and take on additional commercial opportunities alongside our core work.
Option Six	Stop providing Bulky Waste Collection service
Option Eight	Reduce Standards of Maintenance on most labour intensive areas of work to free up capacity.

4.17. A full cost benefit analysis identifying relevant benefits and costs for each of the short listed options is shown below:

	4	5	6	8
Change to staff levels	+6	+9	0	0
Impact on Income Generation: (Averaged over 3 Years)	-£2,000	-£10,000	£45,000	£6,000
Year 1	£0	-£5,000	£45,000	£6,000
Year 2	-£2,000	-£10,000	£45,000	£6,000
Year 3	-£4,000	-£15,000	£45,000	£6,000
On-Going Costs				
Staffing Costs (yearly)	£108,110	£172,976	£0	£0
Vehicle Cost (Yearly - Running Costs & Capital Depreciation)	£4,418	£4,418	£0	£0
Total Average Yearly Financial Impact (Over first 3 Years)	£110,528	£167,394	£45,000	£6,000

4.18. Risk Assessment

4.19. Scored on a scale of 1 – 3, the chart below identifies the level of risk to the authority arising from each option:

	Option Four	Option Five	Option Six	Option Eight
Fails to deliver improvement in service	1	1	2	3
Financial – Additional Investment	2	3	3	2
Resources	1	1	1	1
Decrease in Public Satisfaction	1	1	3	2
Reputational Harm	1	1	3	2
Total Score:	6	7	12	10
(1-6 Low Risk, 7 - 12 Medium Risk, 13 - 18 High Risk)	Low	Medium	Medium	Medium

4.20. After assessing the quantitative and qualitative costs and benefits of the two options, Option four is considered the preferred option, and is put forward as the proposal to secure the future sustainability of the Place Team to deliver our Strategic Purpose of “Keep our Place Safe and Looking Good”.

4.21. Recommendation:

Option Four	Restructure Place Teams to create 1 new post from existing resources, and 5 new posts to create a dedicated Bulky Collection Crew and support core works across the District.
--------------------	---

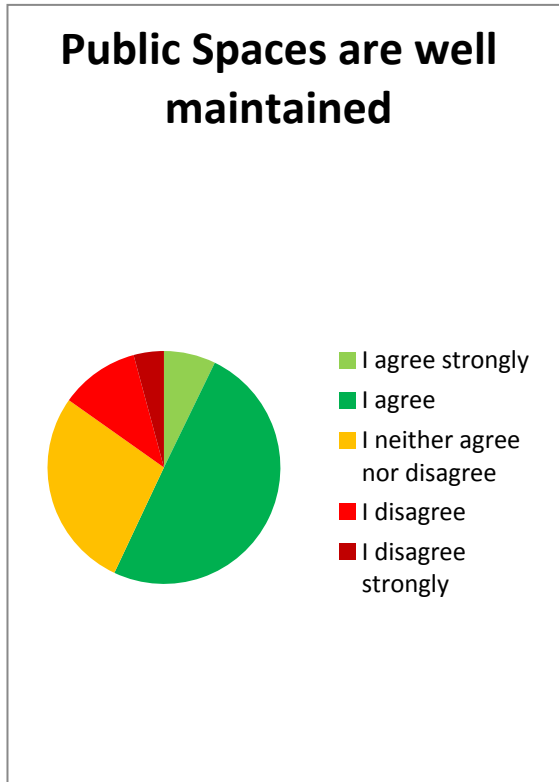
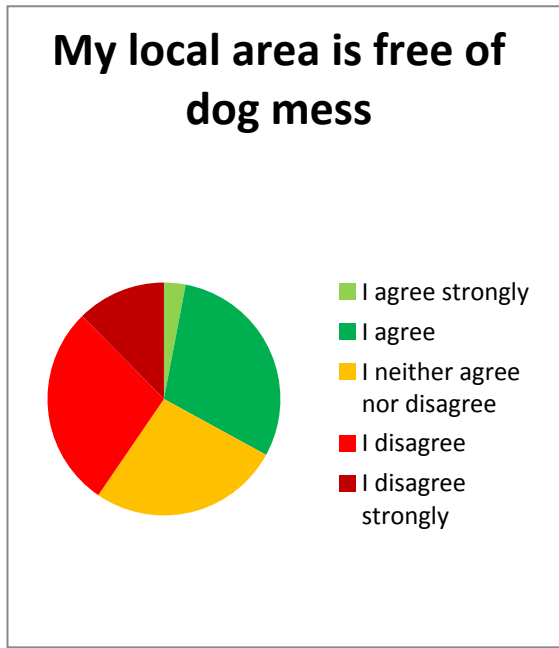
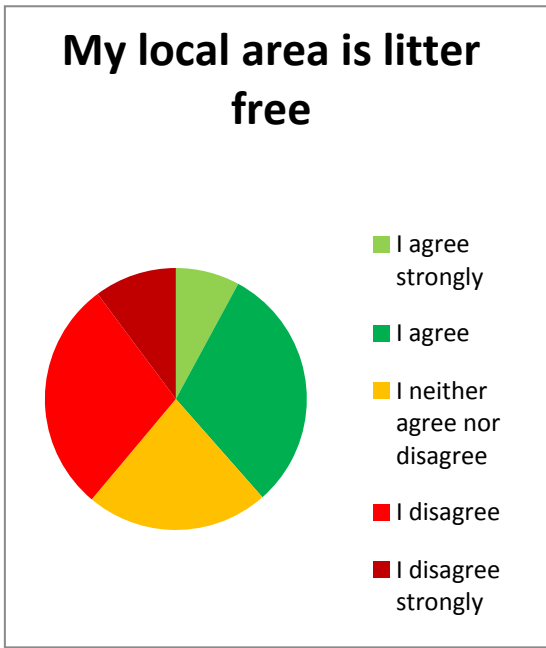
5. The Commercial Case

5.1. In the Bromsgrove Community Panel Survey (2017), the questions relating to work carried out by our Place Teams show that public perception of the standards being achieved across the District is split fairly evenly, with more than a third of those asked giving positive feedback on our services, but a similar number indicating that our standards are not where our residents expect, and that approximately a quarter of responders were neither supportive or critical of the work being carried out.

5.2.

My local area is litter free	I agree strongly	7.9%
	I agree	30.6%
	I neither agree nor disagree	22.6%
	I disagree	28.7%
	I disagree strongly	10.2%
My local area is free from dog mess	I agree strongly	3.0%
	I agree	30.0%
	I neither agree nor disagree	26.6%
	I disagree	28.1%
	I disagree strongly	12.4%
My local area is free from fly tipping	I agree strongly	7.1%
	I agree	37.6%
	I neither agree nor disagree	28.6%
	I disagree	19.2%
	I disagree strongly	7.5%
Public spaces are well maintained	I agree strongly	7.2%
	I agree	49.8%
	I neither agree nor disagree	27.8%
	I disagree	11.0%
	I disagree strongly	4.2%

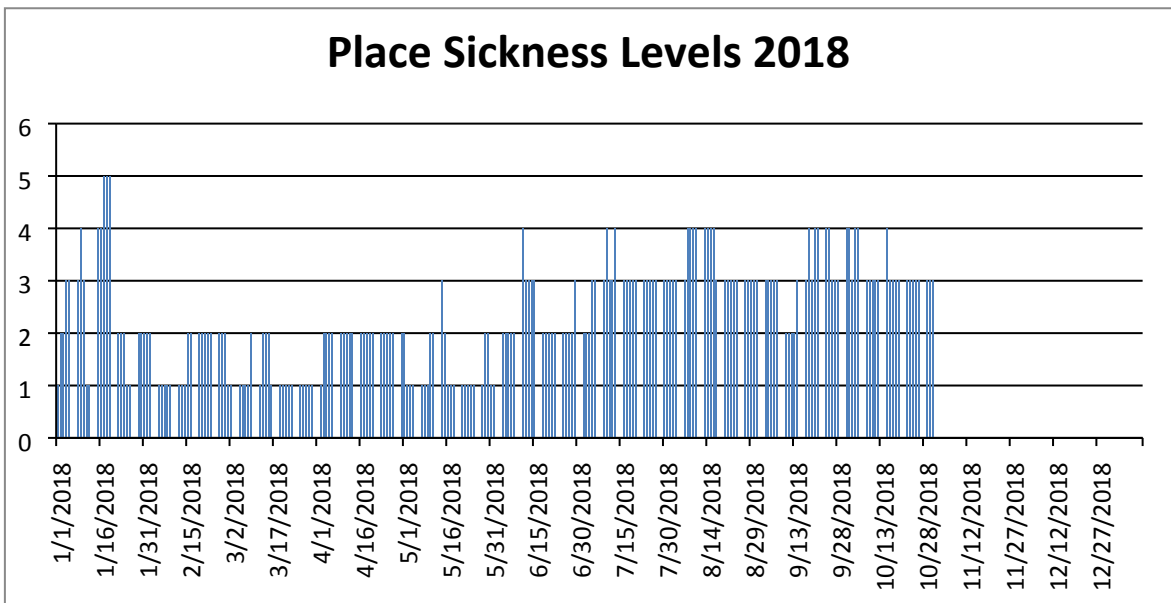
5.3. This is the only qualitative data we have available aside from specific customer queries regarding individual issues, and so this provides our only view on how well we are meeting our strategic purpose to Keep our Place Safe and Looking Good.



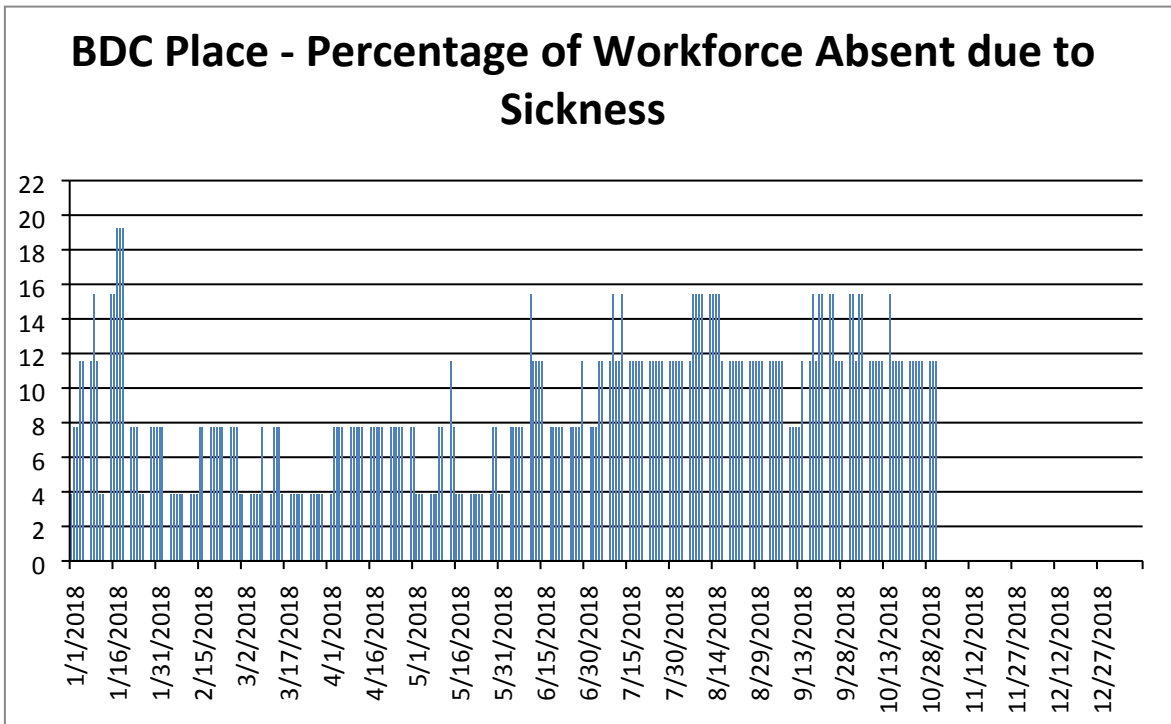
5.4. As outlined in the Strategic case, current resources are insufficient to work in a proactive manner across the District, and are experiencing cumulative failure each time there is an additional pressure on them, as there is insufficient capacity to catch up after anything more than short term disruption.

5.5. This is compounded by official absences due to annual leave, and 7 day working with our weekend arrangements, which when considered alongside Sickness, reveals that the current staffing numbers are not reflective of the available workforce over the course of the year.

5.6. The two charts below illustrate the sickness levels for 2018 to illustrate how even a small level of sickness has a significant impact on the resources available to maintain the District.



5.7.



5.8.

- 5.9. The preferred option will increase the staffing levels to an extent that will ensure the three Place Teams have a consistent level of staff available to carry out their duties throughout the year.
- 5.10. Aside from the practical considerations of having an increased presence across the District, this will also support morale within the team as there will be less individual pressure on the team members throughout the year to prioritise on a reactive basis.
- 5.11. The preferred option supports delivery of the service to maintain standards across the district and better realise the Place Model of working by giving sufficient capacity for staff to take full ownership as a proactive team rather than a reactive one.
- 5.12. To implement the preferred option identified in the Economic Case, the Council has a standard recruitment process for advertising the roles, and interviews will be carried out using the same model used on previous recruitment processes in the last 12 months with a combination of Practical Exercises and a formal interview.
- 5.13. New staff will be subject to a 6 month probation period, and will be given training to carry out all elements of the role in stages that allow us to develop their skills to support the team, and support operations to the standard required.
- 5.14. Existing staff will also receive refresher training and mentoring alongside the new staff in order to help integrate the teams and support consistent standards.
- 5.15. Additional Vehicles will be ordered through a procurement framework to achieve best value, but as they are made to order there will be approximately a 6 – 9 month delay on receipt of the necessary vehicles. There are currently 2 vehicles on order that were intended to replace 2 long term hire vehicles, so these hire arrangements can be extended under our existing arrangements to support operations during this time frame to minimise any restrictions on use of the new positions across the District.

- 5.16. During the Transformation Process in 2014/15, a new role was created for a Senior Skilled operative that would support day to day management of the team and support the Coordinator in mentoring staff, managing day to day issues within the team, and deputise for the Coordinator when they were on leave or short term sickness.
- 5.17. Initially set up as 6 ESO 3's across the three teams, this was reduced to 5 in 2017, as an operational change to increase the number of ESO 2's on one of the Place Teams and develop that team's remaining ESO 3 to better carry out the role as originally intended.
- 5.18. This change resulted in clearer communication within the team, and increased flexibility for how the team operate, and off the back of that it has been determined that there is a benefit to focusing more resource at the ESO 2 Level within the Place Teams, and that a restructure is the best way to achieve this.
- 5.19. By implementing this restructure, and re-purposing funds currently underutilised by a vacant Apprentice Post, which has been difficult to fill due to the role not matching up with available academic courses, this would generate a new ESO 1 post without additional funding.
- 5.20. The process would be in line with the Council's Reorganisation & Change Policy, which sets out the details on ring fencing roles, and the relevant appointment process, pay protection arrangements and consultation (where required). At no point would existing staff be at risk of redundancy under this restructure.
- 5.21. As such, the additional post would incur a cost if implemented immediately, or could be implemented at zero additional cost in the 2020/21 Financial Year.

6. The Financial Case

- 6.1. The preferred option addresses a shortfall in current capacity to carry out all of our work across the district, and supports improved standards by making services more robust to accommodate sickness and other pressures on Environmental Services.
- 6.2. This Business Case is being presented alongside similar Business Cases to support growth of the Domestic Waste Collection Service, and our Commercial Services Team.
- 6.3. As detailed in the Introduction, our Place Teams provide Statutory Services, and so have limited capacity to generate additional income to offset their costs. However, the business case for expansion of our Commercial Services team sets out the current level of income above our forecast targets for 2018/19, and the expected growth in business that even with additional expenditure on Revenue and Capital during 2019/20 will continue to generate a positive surplus for the Council that offsets the additional expense set out in this Business Case.
- 6.4. In addition to the expected rate of return from expansion of our Commercial Services, when compared with the increase in properties across the district and the associated Council Tax income, the costs highlighted for growth of the Place Team are proportionate to how the District has evolved over the last ten years, and the future housing projections for the District also highlight the increased volume of work likely to be generated over the next 10 years alongside additional revenue through Council Tax.

6.5. Table of Pro- Rata Staffing Levels linked to Housing Growth

	No. of Households (Planned Housing of 6,500 used to estimate numbers beyond 2018/19.) ⁵	BDC C.Tax Income (Increase estimated using average price per household in 2018/19 rate multiplied by increase in properties.)	Expenditure on Place Staffing based on current levels (2% Pay increase confirmed for 2019/20. Yearly 1% Increase forecast for 2020+ as per Finance Team projections)	Yearly Cost per Household	Average Staff Member Cost	Pro Rata Staffing to maintain current levels (Based on 1531 Households to fund 1 staff in 2018/19).
2018/19	41340	£7,674,000	£765,000	£19	£28,333	27.0
2019/20	41710	£7,742,684	£780,300	£19	£28,900	27.2
2020/21	42080	£7,811,367	£788,103	£19	£29,189	27.5
2021/22	42450	£7,880,051	£795,984	£19	£29,481	27.7
2022/23	42820	£7,948,734	£803,944	£19	£29,776	28.0
2023/24	43190	£8,017,418	£811,983	£19	£30,073	28.2
2024/25	43560	£8,086,102	£820,103	£19	£30,374	28.5
2025/26	43930	£8,154,785	£828,304	£19	£30,678	28.7
2026/27	44300	£8,223,469	£836,587	£19	£30,985	28.9
2027/28	44670	£8,292,152	£844,953	£19	£31,295	29.2

⁵ **Figures used sourced from:** BDC Plan Review – Consultation Document September 2018 – Section 4.20: “By using the standard methodology, we will need to plan for about the following number of dwellings purely to meet Bromsgrove District’s local housing needs (excluding any cross boundary growth and any housing associated with higher economic growth): 1) 2018 - 2036 = about 6,500 dwellings 2) 2018 - 2041 = about 8,350 dwellings 3) 2018 - 2046 = about 10,200 dwellings Land for about 2,500 dwellings is already allocated in the current District Plan and will count towards the above figures.”

6.6. Revenue Requirements

	No of Staff	Total Cost
New Posts	6	£152,304
Changes to current Structure		-£22,407
Vehicle Maintenance & Operating Costs		£36,000
Materials & Training		£800
Additional Funding Required		£166,697

6.7. The additional revenue funding identified above also includes operating costs for 3 additional vehicles, that are being funded through a re-purposing of existing budgets in our Capital replacement programme.

6.8. This has been possible as part of our ongoing review of operational needs and assets, to ensure that we are getting full value from our fleet in a way that supports how we need to work. Avoiding the risk of replacement vehicles that aren't needed any more, and are bought to a schedule rather than for an operational benefit.

6.9. The additional resources will allow the Place Teams to generate additional income through closer working with Parish Councils, in the form of litter bin emptying and more lengthsman work that is currently arranged through private contractors using funding from WCC.

6.10. Having spoken to WCC about opportunities across the district, we have identified £14,000 of work currently being carried out by Parishes under the lengthsman scheme, which we may be able to support in future, and initial conversations with Parishes have been positive about the opportunities.

6.11. We already have income from Bulky Waste collections, which the changes to our service will support moving forwards alongside our ongoing work with WCC for grass maintenance and County lengthsman arrangements.

6.12. This collective income is detailed below alongside the cost implications of the additional resources detailed by our preferred option.

	Forecast Income	New Expenditure	New Capital Costs
2019/20	-£122,000	£172,423	135,000
2020/21	-£126,000	£167,556	0
2021/22	-£128,000	£169,232	0
2022/23	-£129,000	£170,924	0
2023/24	-£129,000	£172,633	0

6.13. Current staffing levels detailed in sections 3.17 and 5.6 show how unplanned absences can have a significant impact on achieving the work required across the District, and long term sickness requires Agency cover to support the teams, which in 2018/19 is expected to total £40,000.

6.14. The increased staffing detailed by the preferred option will give a greater margin to accommodate these absences within existing resources, and reduce the risk of unexpected expenditure on Agency or significant fall in standards across the District.

6.15. Overview of these costs alongside the Business Cases for Place Staffing and Commercial Services:

Overall Operational Costs	
Combined	£131,321
Place	£166,697
Domestic Waste	£156,646
Commercial Services	£184,558
Additional Income	-£376,580

Capital Borrowing Cost (with Interest)	
Combined	£531,898
Place	£0
Domestic Waste	£152,767
Commercial Services	£379,130

Annual Borrowing Costs	
Combined	£75,985
Place	£0
Domestic Waste	£21,823
Commercial Services	£54,162

6.16. When considered as a suite of Business Cases, and considering the forecast growth of our Commercial Services in the first three years, the overall impact of the preferred options on current finances are positive, with all of the increased costs across the three service areas expected to be balanced in 2022/23.

7. The Management Case

- 7.1. Should this business case be agreed for funding, a recruitment process will be followed to attract people with the balance of skills and ability to support the Council in delivering its strategic purpose to "Keep my place safe and looking good".
- 7.2. As these staff will be a key part to the future delivery of the service, they will receive both practical training in the use of equipment and more specific support to develop the right approach to apply the Place thinking approach to everything they do. The precise format of this training would depend on the individuals, and would be tailored by our Coordinators in a mentoring approach to develop them and continue to support this approach with our existing staff with an emphasis on proactive maintenance using the additional resources.
- 7.3. New starters will be subject to a 6 month probation period, and clear targets will be set regarding performance as part of the Place Team, alongside the mentoring approach by Coordinators that will be used to support their integration into Environmental Services.
- 7.4. This will be managed informally on a daily basis, and formally through monthly 1:1's in line with existing policies and practices – albeit on a greater frequency to ensure that the staff are able to support our work going forwards and start developing people with the right skills and mind-set to develop through the organisation as succession planning.
- 7.5. Initially, staffing will be used to strengthen existing teams, and deliver improvements in standards across each area. The impact of which will be closely monitored through both qualitative and quantitative data regarding the standards achieved, number of complaints received, and volume of work carried out.
- 7.6. Once staff have been trained and are working to the required levels, the Place Teams will review how they are working and consider trialling further changes to service delivery in line with the original transformation programme set out in 2015, and alongside future growth of the wider Environmental Services.