

# WIRRAL COUNCIL

## CABINET

7 NOVEMBER 2013

<b>SUBJECT:</b>	<b><i>PROGRESSING NEIGHBOURHOOD WORKING INCLUDING STRATEGIC SERVICE REVIEWS OF STREETSCENE AND COMMUNITY SAFETY</i></b>
<b>WARD/S AFFECTED:</b>	<b>ALL</b>
<b>REPORT OF:</b>	<b>GRAHAM BURGESS</b>
<b>RESPONSIBLE PORTFOLIO HOLDER:</b>	<b><i>COUNCILLOR GEORGE DAVIES NEIGHBOURHOODS, HOUSING &amp; ENGAGEMENT</i></b>
<b>KEY DECISION?</b>	<b>YES</b>

### 1.0 EXECUTIVE SUMMARY

- 1.1 Significant progress has been made to implement neighbourhood working (agreed at Cabinet May 23<sup>rd</sup>, 2013, minute 250 refers). This report sets out the first steps to realign services into the neighbourhood working model following Strategic Service Reviews of Streetscene and Community Safety.
- 1.2 These interlinked services have a far reaching impact upon the quality of life of local residents. There are a number of aspects of local environmental quality (LEQ) that contribute to overall quality of life within communities. Increasingly, health practitioners and researchers are proving the benefits of good quality local environment to the health and wellbeing of individuals. The Department of Health identifies a number of research findings that link poor LEQ with three key health risks: Physical Inactivity, Social Impacts (people not getting out and about and socialising within their community) and Air pollution. So for example, high levels of graffiti and litter can result in 50% less activity by people and in turn an increased risk of obesity.
- 1.3 Equally, if left unchecked, minor anti-social behaviour, such as littering, graffiti and damage, can spiral into increased crime and disorder; the 'broken windows' effect. An indifference to minor forms of social and physical disorder can lead to an erosion of social control and therefore neighbourhood decline. Public perceptions are as important as actual disorder and crime rates in generating neighbourhood decline. There is also a correlation between public perceptions of anti-social behaviour (and crime) with public confidence in councils and police to tackle the issues. Research suggests that community engagement (the heart of neighbourhood working) has a positive influence on both public confidence and perceptions.

- 1.4 These Strategic Service Reviews form the foundation upon which progression to full neighbourhood working can be built and the first step in the redesign of services across the public sector to provide localised responses to the needs of local people.
- 1.5 These service areas are significant issues for local residents. To illustrate this point; data shows that Elected Members and MPs report an average of 199 issues per month to Streetscene relating to highways and waste alone (based on data from April 2012 to March 2013). Councillors will be empowered as community leaders to make the best use of these resources at Constituency level, inspiring their communities to come together with public services to find the right solutions to address local needs and improve residents' lives.

## **2.0 BACKGROUND AND CURRENT POSITION**

- 2.1 The Council is proactively responding to the changing needs of our communities through remodelling to ensure that it is able to deliver the most sustainable, effective, targeted services possible. The move to a neighbourhood delivery model is fundamental to this thinking and the redesign of services and delivery models.
- 2.2 The role of Local Government is changing at the most rapid pace in living memory; as more and more funding is removed. The Council is being forced to radically re-evaluate the way it does business; what services it continues to provide, what is outsourced to the private and voluntary sector and what services are no longer available.
- 2.3 This approach will see a closer working relationship between the Council, public services and residents, with the wider community facilitating a more flexible response to residents' issues through co-ordinated services and resident involvement in shaping decisions and services. Local councillors have a significant leadership role to play in this process. Neighbourhood working provides a more cost effective approach to the future delivery of services by joining up front line delivery and tackling issues at source.
- 2.4 The structures for neighbourhood working have been implemented, with changes to the Council's Constitution followed by the appointment of four Constituency Managers. The 2013/14 timetable for the Constituency Committees has been set, governance arrangements are in place and Community Representatives have been recruited. Merseyside Police and Merseyside Fire & Rescue Service have restructured their services to align with the Constituency footprints.
- 2.5 As outlined at Cabinet (May 23<sup>rd</sup>, 2013, minute 250 refers) a Constituency Service 'Hub' will be developed for each area. This Hub will act as the focal point for reorganising Council and partner services within the constituency area boundaries to address Constituency Plan issues and priorities. The ongoing development of the Constituency Service Hubs are based on a 'team around the issue' model, i.e. seeking to replicate the 'team around the child' model which has proven successful in Children's Social Care. Short to medium term locations for Constituency Hubs have recently been identified and steps are being taken to relocate the Constituency teams.

- 2.6 As a guiding principle, services which *can* be delivered on a constituency basis *will* be reorganised and co-ordinated through the Hubs to more effectively and efficiently address local issues. As a general rule, 'specialist' services will remain centrally managed (such as social work within Children's Social Care and Adult Social Services), but place based services at a minimum will be aligned with the Constituencies. Constituency Managers have and will continue to work with Strategic Directors to support service reorganisations and the co-location of staff on a constituency basis and to ensure that services are operating effectively.
- 2.7 The first steps in terms of the realignment of services are set out in this report. As noted above, the realignment of services is the first phase of this process with the cross-agency re-design of services to follow.

## **2.8 Locally driven environmental services (Strategic Review of Streetscene)**

- 2.8.1 The Strategic Review of Streetscene services has been carried out to identify which resources (directly related to the delivery of place based services) could at this time be relocated to Constituency Service Hubs within the four individual constituency boundaries. The review details the numbers and designations of roles that would enable said services to be delivered at a more local level. This more localised focus will give Constituency Committees the autonomy to tackle local issues and aim towards preventing/eradicating ongoing issues rather than just tackling associated symptoms once they occur. By decentralising power from our own Town Hall, and placing it in the hands of local people with local knowledge and understanding, communities will be strengthened by the power to develop bespoke local solutions to local problems. Local neighbourhoods given their own budget to spend, utilising skills, knowledge and experience of people on the ground, will make better use of their resources because they can redesign them to fit local problems.
- 2.8.2 Streetscene's internal place based services are currently largely located in the Cheshire Lines Building, Birkenhead. This excludes the operational elements of grounds maintenance and Parks. For obvious reasons this review does not include any frontline operatives currently employed directly by outsourced services (e.g. highways maintenance – Colas, refuse/recycling/street cleansing – Biffa).
- 2.8.3 The initial population of the aforementioned Constituency Service Hubs will see frontline operatives relocated to the four new sites (exact locations to be confirmed). Examples of such operatives include those tasked with managing Wirral's external Highways and Waste and Street Cleansing contracts and those responsible for Environmental Enforcement. This list is not exhaustive and figures included in Table One are currently approximate. It was important to collate approximate staffing levels for the Constituency Service Hubs as early as possible to facilitate enquiries into possible locations. In real terms this means the devolution of decisions (to constituency level) on where to issue fixed penalties for littering, where to focus on fly-tipping as a specific issue, how to improve local highway infrastructure to suit the needs of the local users and which locations should be subject to highway improvements.

**Table One: Current/Proposed Staffing Picture for Streetscene’s Place Based Services**

Total Staff	56
Total Desks Needed	41
Total Staff Per Constituency Hub	14
Total Desks Needed Per Constituency Hub	10.25

\*the above figures do not include those services that will alter their current performance reporting mechanisms to align “nominally” with the neighbourhood working model (see section 3.1.3)

## **2.9 Locally driven responses to crime and disorder (Strategic Review of Community Safety)**

2.9.1 Community Safety is about protecting people’s rights to live in confidence and without fear for their own or other people’s safety. It encompasses a large range of quality of life issues and therefore there are a wide range of services in the public and other sectors that contribute to improving these quality of life issues.

2.9.2 The vision is to make Wirral an even safer place to live, to work and to enjoy leisure time. This is through the tackling of crime and disorder, including anti-social behaviour; tackling alcohol and substance misuse; reducing reoffending by adults and young people and tackling any other behaviour which has a negative effect on the local environment. An important aspect of this is community reassurance and perceptions of these issues.

2.9.3 The parameters of this Strategic Review have focused primarily upon the Council’s Joint Community Safety Team and Anti-Social Behaviour Team respectively. This report sets out the detail of this Review and recommendations for a future model of working that will provide efficiencies in service delivery whilst offering more locally driven and responsive services, taking into account forthcoming changes in legislation.

2.9.4 The approach to tackling the broad range of community safety issues is fragmented across the Council, with strategic responsibility falling across different directorates. There are a number of steps currently being implemented to help address these (and other related) issues. These include:

- Establishment in September 2013 of a new Multi-Agency Safeguarding Hub (MASH), which sees the co-location and co-ordination of professionals involved in the safeguarding of children and young people.
- Specialist services re-aligned with relevant directorates (e.g. Family Safety Unit).
- Development of Constituency-based Service Hubs for the delivery of services responsive to the needs and priorities of local communities.

### **3.0 KEY ISSUES, CONSIDERATIONS & PROPOSALS**

#### **3.1 Locally driven environmental services (Strategic Review of Streetscene)**

##### **3.1.1 Governance**

3.1.2 Although line management responsibility of operatives moving to work within a constituency footprint will remain as is, the Constituency Committee will have the power to influence decisions on priorities of work. For example, although highways improvements will be carried out in line with core statutory responsibility, a suite of localised decisions will influence how an element of the associated budget is spent. In short Members will have (via the Constituency Committee) direct influence on how an element of the highways improvement budget is allocated. Those schemes, seen previously as impossible to implement, will now be tangible possibilities.

##### **3.1.3 Proposals**

3.1.4 It is proposed that a suite of evidence based priorities are highlighted and agreed upon via each of the four Constituency Committees. These priorities will be delivered via a number of approaches including focussed task and finish groups, Local Public Service Boards or devolved teams.

##### **3.1.5 Strategic Responsibility**

3.1.6 Strategic responsibility for all the aforementioned Streetscene services sits within the directorate for Regeneration and Environment.

##### **3.1.7 Proposals**

3.18 It is proposed that the Head of Service for Streetscene and Waste works closely with the four Constituency Managers to develop an agreed strategy for the devolution of associated budgets to a neighbourhood level.

##### **3.1.9 Structures for delivery**

3.1.10 Extended consultation with the Directorate of Regeneration and Environment is essential to ensure the smooth transition of roles from the current structure to the new Constituency Service Hubs.

##### **3.1.11 Proposals**

3.1.12 Table One (above) sets out the number of place based equivalent full time employees who can now be relocated within the Constituency Service Hubs. Table One also identifies the necessary number of desks needed to accommodate each individual (taking into consideration hot-desking related to agile working).

3.1.13 It is currently proposed that a number of place based services will not be able to fully deploy into the Constituency Service Hubs at this stage. It is proposed that these 'nominally deployed' services alter their performance reporting to reflect the constituency footprint. Such services include; Parks Managers, Environmental

Health Officers and Licensing Enforcement Officers. This approach will enable detailed reporting to be presented at future Constituency Committees highlighting performance in their areas. Said nominal services will still be asked to provide representation at Constituency Committees when desired. Although these roles may not be physically deployed within the constituency footprint, Members will still have influence over the workstreams of said roles via the Constituency Committees.

- 3.1.14 It is proposed that a further review takes place (based upon the findings in this report) to investigate further the issue of worker agility. Only 43% of roles proposed for deployment are currently agile. It is envisaged that this further review will identify and draw upon best practice from other local authorities e.g. Cheshire West & Chester's established cost benefit analysis re. 'hot desking' (winner of the Municipal Journal's Achievement Awards 2012 - 'Most Transformed Property Portfolio').
- 3.1.15 It is also proposed that this further review takes into consideration those roles identified as nominal and investigates further the practicality of deploying such roles fully into the Constituency Service Hubs.

## **3.2 Locally driven responses to crime and disorder (Strategic Review of Community Safety)**

### **3.3 Governance**

3.3.1 Since 2013 the Wirral Public Service Board (PSB) has been in operation, chaired by the Council's Chief Executive. The Board exists for partners to proactively work together to identify and deliver efficiencies and opportunities for joint working. Through an agreed work programme, the Board (amongst other things), develops collective responses to national and local policy drivers impacting on all partners and strategically manages Wirral's approach to neighbourhood working.

3.3.2 Arrangements are underway to establish a local (operational) Public Service Board (in each Constituency area), with cross-Constituency issues escalated to the overarching PSB if not able to be resolved at local level.

#### **3.3.3 Proposals**

3.3.4 Section 19 of the Police and Justice Act 2006 required the establishment of a committee to scrutinise crime and disorder matters (the Crime and Disorder Partnership); there is however no requirement in this or subsequent legislation that this operates as a standalone meeting. Following the establishment of Wirral Public Service Board and given the pressures on services in terms of capacity, there is an opportunity to transfer the functions of the now Community Safety Partnership (CSP) to the Public Service Board to create efficiencies.

3.3.5 It is proposed that Wirral Public Service Board incorporates the responsibilities of the Community Safety Partnership into its terms of reference and fulfils its statutory functions and the Partnership ceases to hold a separate meeting. The attendees of the Public Service Board will be reviewed and extended where appropriate. It is further proposed that the responsibilities of the CSP Executive Group are

incorporated into the terms of reference of the local Public Service Boards who will drive operational achievement of the Strategic Assessment and the Group ceases to hold a separate meeting. Tackling crime and disorder is a key element of the function of the Boards in any event.

### **3.4 Strategic Responsibility**

3.4.1 The strategic lead for community safety is held by the Community Safety Co-ordinator (Manager of the Joint Community Safety Team). Strategic responsibility for tackling anti-social behaviour, on behalf of both the Council and Community Safety Partnership (CSP), was held by the Manager of the Anti-Social Behaviour Team prior to this post being deleted. Strategic responsibility is fragmented and there is a need to bring this together to maximise resources and ensure that clear policy is developed.

#### **3.4.2 Proposals**

3.4.3 It is proposed that the strategic lead for anti-social behaviour (Constituency Manager) takes responsibility for strategic development of Wirral's response to anti-social behaviour, including overseeing the review and production of Wirral's Anti-Social Behaviour Strategy.

### **3.5 Structures for delivery**

3.5.1 Given the nature of the roles of both the Joint Community Safety Team and Anti-Social Behaviour Team, there is inevitably overlap between the two teams particularly in relation to hate related incidents and the deployments of Wirral Community Patrol to tackle anti-social behaviour. In addition there are functions within the Joint Community Safety Team that overlap with the functions of other departments. This is an opportunity to review the function of these services and where appropriate bring services together to improve the effectiveness of delivery, intelligence gathering and create efficiencies.

#### **3.5.3 Proposals**

3.5.4 It is proposed that a series of structural changes take place across services (Phase 1), followed by an evaluation and further strategic review (Phase 2), to be led by the strategic lead for anti-social behaviour.

3.5.5 It is proposed that the Anti-Social Behaviour Team is reconfigured to deliver work at Constituency level; remaining as a specialist service line managed within the Families & Wellbeing Directorate but responding to priorities and additional direction from the Constituency Managers.

3.5.6 In order to assist with the early identification of issues enabling swifter intervention, it is proposed that Enforcement Officers 'hot desk' within their respective Constituency Service Hub (when in operation) for a minimum of one day a week.

3.5.7 It is proposed that the Dog Fouling Team within the Joint Community Safety Team is transferred to the Enforcement Team within the Waste & Environment Section (Regeneration & Environment Department. This will consolidate the environmental

enforcement functions related to litter, fly tipping, fly posting, graffiti and dog fouling under one line management structure; allowing for greater synergies, creating opportunities for greater flexibility and ensuring the alignment of policy.

3.5.8 It is further proposed that the role and function of Wirral Community Patrol is reviewed, including shift patterns and working practices. Consideration will also be given to how this can serve the Constituency areas and priorities. This review will be led by the strategic lead for anti-social behaviour in conjunction with the Senior Communications Officer. This will take place as part of Phase 2.

3.5.9 Once realignments have taken place, it is proposed that there is a full evaluation and further detailed strategic review involving partners within 12 months, to seek further efficiencies and ensure the effective delivery of services (Phase 2).

#### **4.0 RELEVANT RISKS**

4.1 All relevant risks in relation to the efficiency and effectiveness of the proposed staffing changes have been considered, and the proposed structures are able to deliver the Council's objectives (and contribute to partners' objectives), and meet the demanding financial challenge, with minimum risk.

#### **5.0 OTHER OPTIONS CONSIDERED**

5.1 This review has been informed by research into best practice.

#### **6.0 CONSULTATION**

6.1 Agreement by full Council (11 February 2013) in relation to Wirral's new 'Neighbourhood Working' operating model has been followed by consultation on proposals for the operating model as part of a survey of Elected Members and seminar held on the 4 April 2013, as well as further discussion by the Democracy Working Party on the 8 April 2013.

6.2 Consultation has been ongoing with key partners primarily through the Wirral Public Service Board as to their involvement in both the Constituency Public Service Boards and the Constituency Service Hubs. Key partners have additionally been consulted in relevant aspects of the proposals.

#### **7.0 IMPLICATIONS FOR VOLUNTARY, COMMUNITY AND FAITH GROUPS**

7.1 The overarching proposed model for neighbourhood working will strengthen the Council's partnership relationship with the voluntary and community sector.

7.2 Improvements in service delivery will benefit communities directly.

7.3 The proposed development of Neighbourhood Justice Panels will see greater engagement by members of the public in tackling crime and disorder and the delivery of justice for victims.

## **8.0 RESOURCE IMPLICATIONS: FINANCIAL; IT; STAFFING; AND ASSETS**

- 8.1 Efficiencies will be built into devolving budgets to Constituency Committees, delivering savings across services. The Council will also take steps to incorporate Community Budget approaches in respect of service reorganisations, which could potentially mean efficiencies for wider public sector budgets.
- 8.2 There are implications of a financial and IT nature in relation to further reviews of worker agility (see section 3.1.14).
- 8.2.5 Relocation costs of staff will be limited as the required infrastructures are in place within both Solar Campus and Cheshire Lines.
- 8.2.6 Phase 2: It is anticipated that further efficiency savings will be generated following a review of the restructured anti-social behaviour service.

## **9.0 LEGAL IMPLICATIONS**

- 9.1 The arrangements will enable the Council to deliver on the Localism Act 2011 and Public Services (Social Value) Act 2012.
- 9.2 This report factors in a variety of legislation including, but not exclusively, the Crime and Disorder Act 1998, Police and Justice Act 2006, Police Reform and Social Responsibility Act 2011 and The Protection of Freedoms Act 2012, and references the Anti-Social Behaviour, Crime and Policing Bill 2013-14. There are a number of statutory duties in relation to crime and disorder that must be complied with.

## **10.0 EQUALITIES IMPLICATIONS**

- 10.1 Has the potential impact of your proposal(s) been reviewed with regard to equality?

Yes and impact review is attached.

<http://www.wirral.gov.uk/my-services/community-and-living/equality-diversity-cohesion/equality-impact-assessments/eias-2010/corporate-services>.

## **11.0 CARBON REDUCTION IMPLICATIONS**

- 11.1 The proposal will encourage sharing of community assets, therefore supporting carbon reduction.
- 11.2 The development of Constituency Service Hubs will support carbon reduction by minimising travelling time from centralised locations to the wider Wirral area.

## **12.0 PLANNING AND COMMUNITY SAFETY IMPLICATIONS**

- 12.1 These proposals seek to improve community safety across the borough. Local communities will have greater opportunities to directly influence community safety and comment on planning proposals.

### **13.0 RECOMMENDATION/S**

It is recommended that:

- 13.1 Cabinet agrees the proposals set out in this report.
- 13.2 Cabinet agrees further review of other place based services across Council departments and devolvement into the Constituency footprints where appropriate.
- 13.3 Cabinet agrees to ensure that neighbourhood working is central to the Council's overall approach to public service transformation and its current review of assets to support asset based community development and increase neighbourhood resilience.

### **14.0 REASON/S FOR RECOMMENDATION/S**

- 14.1 To progress the Council's agreed approach to neighbourhood working (agreed at Cabinet May 23<sup>rd</sup>, 2013, minute 250 refers) and the establishment of Constituency Committees as set out in Article 10 of the Council's Constitution.
- 14.2 Council on the 1 March 2011 agreed that a full review would be undertaken of the Council's and partner organisations' approach to tackling anti-social behaviour, including the implementation of the Council's commitment to community justice in this vital area.
- 14.3 Wirral Council has been selected as one of nine Councils to participate in the Public Service Transformation Network which includes a specific workstream to increase neighbourhood resilience.

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### **REFERENCE MATERIAL**

*Anti-social Behaviour: People, Place and Perceptions (2007)*. Ames, A., Powell, H., Crouch, J., & Tse, D. (2007) <http://www.ipsos-mori.com/researchpublications/publications/publication.aspx?oltemId=4>

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*Empowering Communities Protecting Victims. Summary report on the community trigger trials*. Home Office

*Exploring public confidence in the police and local councils in tackling crime and anti-social behaviour (2011)*. Charlton, M., Morton, S. & Ipsos MORI (2011). <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/police-research/horr50/>

*Minutes of the Community Safety Partnership (15 May 2013, 13 February 2013).* Wirral Joint Community Safety Team.

*Minutes of the Community Safety Partnership Executive Group (14 June 2013, 10 ay 2013, 12 April 2013, 8 March 2013, 8 February 2013, 11 January 2013).* Wirral Joint Community Safety Team.

*'What Really Matters' Public Consultation 2012.* <https://www.wirral.gov.uk/my-services/council-and-democracy/what-really-matters/stage-two-results>

*Wirral Anti-Social Behaviour (ASB) Strategy 2009-2012.* <http://www.wirral.gov.uk/my-services/community-and-living/community-safety/anti-social-behaviour/asb-strategy-minimum-standards>

*Wirral Community Safety Partnership 2011/14 Strategy.* Wirral Joint Community Safety Team.

### **SUBJECT HISTORY (last 3 years)**

<b>Council Meeting</b>	<b>Date</b>
<b>Executive Board – Consultation Responses: Strengthening Powers to Tackle Anti-Social Behaviour</b>	<b>18 September 2007</b>
<b>Cabinet – Neighbourhood Working</b>	<b>24 January 2013</b>
<b>Council – Neighbourhood Working</b>	<b>11 February 2013</b>
<b>Council – Budget Resolution</b>	<b>18 February 2013</b>
<b>Council – Revisions to the Constitution</b>	<b>30 April 2013</b>
<b>Cabinet – Neighbourhood Working</b>	<b>23 May 2013</b>