

Report to
Council

Report of
Chief Executive and Director of City Development

Title
Review of City Development Directorate

1 Purpose of the Report

- 1.1 To seek approval for recommendations on the organisational structure of the City Development Directorate following a review by the Chief Executive and Director of City Development.

2 Recommendations

3 Information/Background

- 3.1 Between November 2001 and March 2002 the Chief Executive undertook an organisational review of the Council. Following Member agreement the review was subsequently implemented. This review did not however cover the Education and Libraries Directorate, Social Services and Housing Directorate or the City Development Directorate. Under the current Director of Social Services and Housing, the Directorate has undergone some restructuring, particularly in terms of layers of management. The Education and Libraries Directorate has also had some restructuring. Both Directorates will be affected by the integrated Children's Services "Every Child Matters" agenda. Although there were some changes which affected City Development Directorate eg integrating Public Protection with the new City Services Directorate, and there were some initial moves by City Development Management to consider management structures in 2003, no full scale review has taken place for some years.

4 Proposed Terms of Reference

- 4.1 The terms of reference broadly reflect those used in the City Council organisational review in 2001/2002, updated in line with today's pressures
- 1. To review the organisational structure of the City Development Directorate to ensure that it supports delivery of the city's Community Plan, Council corporate objectives, strategic and operational plans including the Best Value Performance Plan.**
 - 2. To follow up issues raised during the 2004/05 Policies, Priorities and Resources (PPR) process about the focus of regeneration**

and renewal and area co-ordination in the Council as agreed during the PPR (linked with the review of Neighbourhood Management currently out to consultation)

- 3. To make savings to help achieve the council's medium term financial strategy.**
 - 4. To consult with Members, employees, Trades Unions, area forums and key partners**
 - 5. To set out full cost and service implications**
 - 6. To make recommendations to Members.**
- 4.2 The context for the review is that of the need to combine effectively the strategic and day to day service delivery aspects of the directorate in all its current services – urban development, projects, property, planning, transport, regeneration, culture and leisure. The objectives of the Council's medium term financial strategy mean that overall cost savings rather than additional resources are one of the objectives of the review however keeping structures effective enough to deliver the Council's ambitious objectives will also be important. Staff in City Development Directorate should be reassured however that this context is no different for all the other parts of the Council as we have to keep looking for savings throughout the Council in order to achieve the financial strategy.
- 4.3 The review proposals should be judged by the following criteria:
- a) Increasing effectiveness of lines of communication**
 - b) Supporting accountability to elected Members**
 - c) Ongoing cost and value for money implications**
 - d) Improving clarity of accountability and line management**
 - e) Reducing bureaucracy**
 - f) Improving closeness to the customer**
 - g) Improving the Directorate's ability to 'get things done'**

5. Mechanics of Undertaking the Review

- 5.1 The review has been led by the Chief Executive and Director of City Development Directorate. It has sought views from Members, Management Board, employees generally and Trades Unions.
- 5.2 Staff are being briefed on the proposals in the first week of January. Comments on these proposals are being requested by the end of January 2005 for reporting to Council in February.

6. Current functions of City Development Directorate

- 6.1.1 The current structure of the City Development Directorate dates from February 2000 when it was then agreed that post of Strategic Director (City Development) would cover the functions of Regeneration, Cultural Development, Strategy and Planning and Projects. The changes which took place at the time were to absorb the leisure functions (including Heritage, Sport, Parks etc) from the former Leisure and Libraries Department. Libraries became part of the Education and Libraries Directorate. At that time the Head

of Regeneration was also given a joint responsibility to the then Strategic Director Social Inclusions (then covering the functions of Social Services and Housing) in an attempt to ensure that *"we look at regeneration in a "joined up" and sustainable way so that regeneration policy embraces social, housing, education, training, environmental and other aspect as well as physical development and job creations "* (Committee report February 2000). This dual accountability was dropped in 2002.

6.2 The leisure functions transferred to the City Development Directorate were put together under the title Cultural Development mirroring the Government's emphasis on culture through the Department of Culture Media and Sport. Subsequently the service has changed its name to Culture and Leisure. In addition to these functions the Directorate covers Planning and Transportation (which includes a number of highways functions), Property and Projects (which covers some property management functions and management of regeneration infrastructure projects (ie buildings, hard landscaping), and Regeneration, which covers a mixture of inward investment and business related functions, and initiatives designed to encourage hard to reach groups into employment, as well as support to major regeneration partnership initiatives such New Deal for Communities. A full list of the functions covered by the Directorate is attached at Appendix A.

6.3 The total number of Full Time Equivalent staff excluding the Director and his office is set out below:

Culture and Leisure	151
Planning and Transportation	91
Property and Agents	138
Regeneration	<u>132</u>
Total	<u>512</u>

6.4 The City Development Directorate's budget is complex due to the receipt of significant amounts of commercial income eg through the commercial property portfolio, and the use of specific external funding in areas like Regeneration Services. It is important therefore to present a summary of both the gross expenditure of the Directorate and each service, and the net expenditure.

Table 1 – Budget Summary CDD

Service	Gross Income	£ Gross Expenditure	£ Net Budget
Culture & Leisure	(1,114,061)	15,171,367	14,057,306
Planning and Transportation	(2,046,690)	11,268,456	9,221,765
Property and Projects	(30,173,000)	29,228,945	(894,055)
Regeneration	(3,628,534)	8,033,473	4,404,940
Total CDD	(36,962,285)	63,752,241	26,789,956

7. Key issues for the City Development Directorate

7.1 The Council's Vision is for "Coventry to be a world class city – vibrant, prosperous and attractive – where everyone gets the best possible public services". The City Development Directorate has a key role in achieving this

vision and in achieving the Council's seven corporate priorities whether by contributing to sensitive, transparent planning decisions about projects which improve local neighbourhoods, the city as a whole or individual facilities, or in providing employment opportunities for people who find it hard to get into work, or in ensuring there are accessible leisure facilities which suit all sorts of tastes, interests and health and fitness objectives. The Directorate also has a major role to play in achieving the goals of The Coventry Partnership.

- 7.1 Unfortunately one of the biggest issues facing the Directorate currently is also financial pressure. The Council has for some years kept spending on Education as a priority and in recent years considerable expenditure has had to be targeted at key services for improvement like Street Services, Housing Benefits and Social Services. Many of the services in the City Development Directorate are discretionary, with very little statutory framework and as a result in the context of the current direction of government funding and Council prioritisation this means there is significant financial pressure on the Directorate.
- 7.3 The challenge for the Council, and the Directorate, is to be able to sustain continued actions which contribute to increasing the prosperity in the city, which may in turn reduce low income levels and deprivation which contribute to the demands on Education, Social Services, Housing Benefits etc. City Development has made a major contribution in a variety of ways, to the positive direction of the city's infrastructure and heritage and profile, and it is important that support to that momentum is still provided.
- 7.4 As well as the broader issues above, there are some very specific issues relating to clarity of accountability, customer services and making services work better, which are addressed below.

8. Staff Consultation

- 8.1 All Members, staff and trade unions in the City Council were asked if they wished to contribute their views to the thinking behind the review. We received several sets of comments, some from teams as well as from individuals. The themes of the comments might be summarised as follows:

Management and Accountability

- Frequent concern about confusion of responsibilities and communication lines between City Development Directorate and City Services leading to inefficiencies
- Need to clarify the responsibility for, and resourcing of the city's green spaces
- Consistent comment about the need for full consolidation of the Council's property management function
- Recognition of the volume of work in areas affecting City Development Directorate and in some cases skills shortages either in terms of capacity or numbers of staff available to undertake that work
- Interesting comments about relevant imbalance between the numbers of staff available to report what needs to be done, and those available to do what has been identified to be done
- Concerns about the value for money of some Council services

Specific issues

- Need to raise the profile of Sustainable Transport
- Compliments for the work of Area Renewal Officers. Concerns about other links between Area Co-ordination and City Development
- Criticism of various parts of the City Development's willingness or ability to engage with community consultation
- Several references to the need for managerial and cultural change as well as structural change
Need to link regeneration and economic development activity more closely with the employment needs of the Council itself as one of the largest employees in the city e.g. requirement for care staff.

8.2 A number of these responses were from specific teams both inside and outside the Directorate. Several responses contained extremely constructive proposals, some of which have been included as part of the recommendations or general text in this report.

9. Findings and Conclusions of the Review

The key findings of the review are set out in the paragraphs below:

9.1 **The Directorate has many strengths and has delivered some major achievements in the city, but it also has a number of weaknesses which need to be addressed, particularly in its more day to day operational services. The Directorate has to adapt to the city's current stage of development, and to the resources at it and the Council's disposal.**

The City Development Directorate inspires different reactions from different people in the city and the region, even within the same sectors. In recent times it has received praise from key people in the city, often in the business sector, for the vision and energy it has shown in moving forward urban regeneration. In particular the Phoenix Initiative has received national recognition, the Directorate's role (with the support of Members and other Council Directorates) in the Arena project has been praised, and many of the innovative employment support schemes coming out of the Regeneration Service have been praised. On the other hand, there are complaints from some (but not all) residents' and community groups about the Directorate being unco-operative and rule-bound and at its worst acting high handedly without pausing to listen to local communities' views. It is likely that at times all of these things can be true. The Directorate is large and accommodates a very wide range of different professions ranging from building control officers and planning officers to economic development and leisure staff, each with their own cultures and dynamics. The objective of this review, followed up by day to day action, must be to hang on to some of the more visionary aspects of its range of services while achieving greater consistency of consumer orientation and customer service in day to day services. The Directorate also has to set itself up for the challenge of the next few years, in particular working closely with the Social Services and Housing Directorate to progress the city's Housing Strategy.

9.2 Need for a more consolidated and high profile Property function.

The current Property and Projects Division only contains the majority but not all of the Council's property functions, many of them orientated more towards the Council's commercial property portfolios rather than the strategic management of its operational and commercial property. Individual Directorates e.g. Education and Social Services and Housing have some property functions and although the situation has improved in the last couple of years, there is not enough cross-Council planning about property. Facilities management of the Council's city centre buildings is based in the Legal and Democratic Services Directorate. There are some property maintenance functions in Property and Projects and other Building Services functions including specialist functions like Engineering and Lift Maintenance in Building Services in the City Services Directorate. There is not enough consistent record keeping about property and although we do have a sensible Asset Management Plan it is still not well-developed enough to deliver the Council's objectives in the way we need. There is reasonable co-operation between Departments but we do not yet have a fully integrated corporate approach to property.

9.3 Need to create a more district and integrated Highways Management function in the Council.

- 9.3.1 Members will recall that in the Chief Executive's 2002 Organisational Review it was agreed that highways maintenance functions (including maintenance, operational policies and service requests and complaints) would be part of the newly created City Services Directorate, while transportation and strategic highways management functions would remain in the City Development Directorate including transport policy and planning resulting capital programme development, design and commissioning and some strategic maintenance works. At the time some senior staff highlighted that a number of things would need to be in place for these arrangements to work including good communication links and co-ordination between City Development and City Services, clear budgetary arrangements and clear responsibilities and accountability for different stages of the highways management and maintenance functions. For a whole range of reasons, while there have been some successes and improvements in services, there has still not been enough emphasis on clear accountability and problem resolution and delivery, making things difficult for the public, Members and other parts of the Council. In some instances this has been due to an inability to recruit appropriate staff or having over-stretched resources. The lines of accountability between City Development Directorate and City Services are further complicated by the engineering partnering arrangements with Jacobs Babbie. Although these have been set up soundly, the partnership adds another potential element of confusion for Members and public.
- 9.3.2 Currently the Planning and Transportation Development Policy function in CDD contains a Planning and Transportation Policy Team, which along with some specific transport-related functions, deals with regional and sub-regional transport policy and liaison, preparation and monitoring of Coventry's element of the West Midlands Metropolitan District Local Transport Plan including links with the Coventry Development Plan. Within that team other aspects of highways policy eg Traffic Regulation Orders, Road Safety and Sustainable Transport are also dealt with.

- 9.3.3 Separately within Development Policy are the Traffic Management and Accident Investigation Team, which deals with Development schemes, parking, safety audits, and a range of traffic schemes and the Civil Engineering Client and Quality Team which deals with contracts management and LTP co-ordination and performance monitoring, often clienting Jacobs Babbie in their work on traffic scheme design. This team also manages the Urban Traffic Control Centre.
- 9.3.4 City Services has a Highways and Lighting function, which deals with more ongoing highway maintenance, but not with major traffic schemes. In total there are 127 Full Time Equivalents.
- 9.3.5 Key difficulties which arise between the two services relate to confusion about accountability for the boundaries between the design of traffic management schemes and their delivery. The public, understandably finds it difficult to differentiate between roadworks which relate to the design and implementation of a new traffic management scheme and those which deal with ongoing road maintenance. There can be confusion between different parts of the Council about co-ordination and planning of work further confused by the involvement of utilities, bus companies etc. There are other problems, which relate to clarity of programming, budget management and responsibility. This can lead to delay both in the delivery of schemes on the ground and the financial information required to manage them effectively.
- 9.3.6 There is no doubt that regardless of any possible structure and system change, there are challenges for Coventry, as there are for many authorities, in delivering an effective maintenance programme, due to financial pressures, skills shortages in engineering etc. But there is considerable consensus amongst Members, employees and public that the current arrangements need to be improved.

9.4 A need to improve the customer orientation of the Planning and Transportation service.

- 9.4.1 The city's Planning and Transportation service currently has a mixed press. Its strategic planning function is well-regarded and Coventry was one of the first authorities to complete a Unitary Development Plan. The service has worked hard to come up with innovative solutions to facilitate balanced development which can support regeneration objectives while safeguarding planning principles and the interests of stakeholders which might be put at risk by proposals. The advice provided on strategic planning of major projects is valued both within and outside the Council.
- 9.4.2 However, like many planning services the service receives a mixed reaction from individual customers either submitting planning applications or responding to them. The service has developed a reputation for extensive use of answer phones which customers do not find helpful. It is not always easy to trace what stage of the process particular planning applications have reached. There is frequent elected member frustration because some members feel planning officers do not keep them closely informed enough of key planning issues in their ward.
- 9.4.3 In the planning service's defence, like most planning services, they have been consistently short-staffed, due to national skill shortages particularly at the middle to senior level where significant planning expertise and experience is

required. They would argue that without some use of answer phones planning officers would not be able to process sufficient work even to approach Government targets for the completion of planning applications.

- 9.4.4 There is no doubt that it is important to differentiate between customer dissatisfaction with the style of service they receive and customer dissatisfaction with planning decisions made. All planning services are responsible for officer decisions, or officer recommendations to Members, which either applicants or objectors do not agree with. The planning service is one of the "sharp end" services which are a critical part of local authorities' role in arbitrating between differing views within a community, using a set of nationally and locally adopted planning principles. This means that there will be times when customers are not happy with decisions which are taken. This makes the style and approach of dealing with customers (both applicants and objectors) during the process in which they are involved, even more sensitive and important and unfortunately there are examples of unresponsiveness to either members of the public or elected members.
- 9.4.5 In Best Value Performance terms, however, it must be acknowledged that Coventry's Planning Service has improved its performance between 2002/03 and 2003/04. In 2002/03 the service met none of the Best Value targets for determining of major, minor or other applications. By 2003/04 the service had improved its performance so that it met the target for other applications (80% of applications determined in 8 weeks) and exceeded its targets in major applications (67% determined in 13 weeks – target 60%) and minor applications (72% determined in 8 weeks – target 65%).
- 9.4.6 The transportation element of the service as in many local authorities is under a lot of strain due to the volume and complexity of the strategic transport agenda being generated locally, nationally and regionally. The Planning and Transportation service has historically had in it much of the highways capital scheme commissioning and monitoring as well as some of the more operational issues. Further reference to these issues is set out in proposals relating to transport and highways management later in this report.
- 9.4.7 The Planning and Transportation Service achieves a great deal which is positive and it makes a significant contribution to both the careful control of development and the facilitation of development within the city. There is no doubt however that its approach to customer service needs to be improved and like many other services in the council it is a high demand service which needs to be a priority for improving processes and technology.

9.5 Due to financial constraints, grant fallout and changed priorities a need to reshape the Regeneration Services function.

The existing Regeneration Services function has been one of the success stories of the Council. The Council's achievements in regeneration were complimented by the original 2002 CPA inspection. The service, supported by others in the Council, has been successful in attracting businesses to the city and in attracting central government and European funding. This success has been built on a combination of Council mainstream funding and specific external funding to fund staff and community investment. Regeneration and Area Co-ordination, in alliance with local community activists and elected councillors, have helped support the growth of respected community organisations like WATCH (Working Actively To Change Hillfields) and

WEETEC (Willenhall Education Employment Training Centre). The Council's budget constraints, the need to invest in those services still not performing to the level demanded by Members and the public, and the limitation on the amount of council tax which can be raised, means that expenditure on some regeneration services needs to be reduced. The proposed reductions in this report are not efficiencies, but specific proposals to reduce some current service levels in order to re-prioritise resources. They are in no way a negative comment on the services currently being delivered but reflect the availability of resources available to the council. It will be important that the service proposals being made fit with the Council's overall direction, expressed in its own corporate objectives and in its support for the Coventry Partnership's Community Strategy.

9.6 A need to complete a restructuring of the Culture and Leisure function, to strengthen the management resource required to play a leadership role in Culture, Leisure and Sport in the city.

Culture and Leisure has a net budget of £14,057,306 spent on sport, parks, heritage and grants to leisure delivery partners such as the Coventry Sports Trust. It has 151 Full time equivalent employees of which 66 are employed in Arts and Heritage and 39 are employed in Parks. The current Culture and Leisure Service has for some time not had the right balance of skills and levels within it and it needs to be restructured to provide sufficient support to the strong partnership working and strategic direction which is required given the number of major culture, sport and heritage projects in the city, high profile events programmes and the need for the development of culture and leisure neighbourhoods, with young people and with schools. The service has tended to be under-resourced in middle and senior management. There will be more of a focus on Culture and Leisure in the 2005 CPA process.

10. Review Recommendations

10.1 There should be renewed efforts to ensure that the Directorate's style and approach (particularly in services such as Planning and Transportation and Property) is orientated to working in line with the Council's Neighbourhood Management philosophy, encompassing a more structured approach to involving local people in planning affecting their communities, and in responding to their needs.

10.1.1 In the late 90s onwards City Development directly sought funding from Members to appoint officers (Area Renewal Officers) to help make the Directorate link more with Area Co-ordination in the city and make links between Area Co-ordination and the City Development Directorate. The Neighbourhood Management report being considered separately by Members makes proposals to reduce the number of Area Renewal officers (CDD) and Neighbourhood Capacity Building Officers (CXD) given the Council's financial constraints.

10.1.2 This reinforces the Directorate's (and the rest of the Council's) need to become more neighbourhood and community orientated in its day to day working, rather than relying on specific dedicated officers to be "the neighbourhood people" (even though there is still a need for some dedicated neighbourhood resource as set out in the Neighbourhood Management proposals). Obviously there is only so much time available to any individual

officer or team. This needs some innovative and responsive thinking about how to improve communication and be more responsive while not putting too much of a time burden on hard-pressed staff trying to produce planning committee reports, support site visits etc.

10.1.3 This should be taken forward by:

- Joint discussion with the Area Co-ordination service (potentially to be redesignated Neighbourhood Management), Corporate Policy (in particular in connection with Community Safety), Customer Services and Business Information and City Services.
- An emphasis on how the perception of the Planning and Transportation and Property Service customer orientation can be improved within the limited resources available.
- Effective implementation of the new Local Development Framework.

10.2 **The current Projects and Property Service unit should be split, creating a new Property Management Unit and transferring the current Development Projects Section (except for the Traffic Design and Road Safety Section) to Regeneration. The current post of Head of Projects and Property should be deleted and a new post of Head of Property Management created.**

10.2.1 The Property Management Service should include:

- The current Asset Management function.
- The current Portfolio Property Management function.
- Posts dealing with Property Management in Social Services, Education and City Services

Significant detailed work needs to be undertaken to agree whether a single Council Building Services/Property Maintenance service focusing on maintenance of both operational and commercial property should be located in Property Management or City Services. It may make most sense for this to be located within the Property Management Service in CDD but this needs further analysis. The services to be brought together would include the operational property elements of the Facilities Management service in Legal and Democratic Services, the Building and Facilities Section of the Property and Projects Division in CDD and the Building Services section of City Services. All staff in these services will be consulted on their views. In areas like Facilities Management where there are staff not related to operational property there would need to be discussion as to their location. Obviously some staff eg those in Building Services in City Services will already have been part of restructuring in the setting up of the City Services Directorate and may well have concerns about further uncertainty. However, the Council's next stage of development does need to encompass having a single integrated property maintenance function in order to achieve maximum efficiency and effectiveness. It is likely that this review would produce some efficiency savings but no figures have been attached to these, in this report. It is envisaged that any potential savings would be reported to Members in September 2005.

- 10.2.2 The Property Management service will look after strategic property advice and asset management, day-to-day management of both commercial and operational property, and management services/facilities management. It is proposed that discussions be opened with CV One and the private sector owners of the retail market about the future management arrangements for the retail market, currently a responsibility of the Projects and Property Service.
- 10.2.3 A proposed revised structure is attached at Appendix J. It is not proposed at this stage that the property officers based in services should change their location. The full integration of these services will need a detailed project plan and phased implementation. The property service has only relatively recently been reinforced, during the PPR for 04/05, but in bringing these functions together should result in efficiency savings and a target of £50,000 savings for implementation in 06/07 is recommended. There will be two key managers underneath the Head of Property Management post, the Assets Strategy and Operational Property Manager and the Commercial Property Manager. Other structures in relation to property maintenance will depend on the further detailed review.
- 10.3 The Council should create a clear and accountable integrated Highways Management function in City Services, restructuring the Planning and Transportation (CDD), Street Services (City Services) and Development Projects (CDD) functions accordingly.**
- 10.3.1 It is essential that both Members and the public can identify a single point of accountability for management of Coventry's highways. It is proposed that this function is located in the City Services Directorate. It is however equally essential that strategic planning of transport strategy and the regional roads network which are increasing in importance, should be retained in Planning and Transportation. This is in line with the need for regional spatial planning and the planning and co-ordination of public transport in partnership with other local authorities in the West Midlands and the West Midlands Passenger Transport Authority. The 2003 Traffic Management legislation which says that every local authority needs a designated Traffic Manager makes it even more imperative that there is clarity about accountability for this particular issue. This is linked to the introduction of the New Roads and Street Works Act (NRSWA) which relates to the policy and operational aspects of the Traffic Management Act.
- 10.3.2 It will be very important that the timing and phasing of creating a Highways and Lighting Service Unit is handled very carefully because of the existing pressures on the service due to workload and specific projects like decriminalisation of parking. Consultation with staff will need to be particularly intensive.
- 10.3.3 It is proposed that there should be a regrouping of highways management functions across the Council into a single highways management Service Unit called Highways and Lighting. Currently the functions are located in Planning and Transportation (CDD) and Property and Projects (CDD) and Street Services (CSD). A proposed structure is attached at Appendix H. It should be based upon the following:
- Retention of the Planning and Transport Policy function in Planning and Transportation retitled Planning and Transport Strategy reporting

directly to the Head of Planning and Transportation (see Planning and Transportation proposals)

- Formal retention of Local Transport Plan co-ordination in Planning and Transportation due to links with regional and spatial planning but with very close day to day working links with Highways Management
- Retention of Traffic Implementation Manager's current location and responsibility for Primelines and Bus Showcase in Planning and Transport Strategy
- The following functions being located in a newly created Highways Service
 - Highways strategic policy
 - Parking, Traffic Regulation Orders
 - Road Safety, Sustainable Transport
 - Clienting and commissioning for LTP capital schemes, city centre schemes, sustainable transport schemes
 - Highways scheme design
 - Development scheme advice
 - Urban Traffic Control Highways Maintenance Strategy
 - Highways maintenance commissioning and delivery
 - Street lighting maintenance and delivery
 - Safety audits, facilities for disabled people eg dropped kerb, parking bays
 - Skip licensing
 - Performance management and monitoring

10.3.4 Evidence from other authorities indicates that for the links between strategic transport planning and highways management to work properly there need to be well-defined day to day working structures to ensure both the appropriate strategic operation of the Local Transport Plan and its sensible and efficient delivery in highways management terms. This is particularly important when both strategy and delivery are closely linked to working with other authorities in the region, as they are in Coventry. In order to achieve this it is proposed that there should be:

- A permanent officer working partly containing representatives of Transport Policy (CDD), Highways Management and Maintenance (CSD), Finance (FICT) and Communications (CXD). This working party should meet regularly and plan and manage the LTP bidding process regionally and its delivery within Coventry. This will mean that both the Planning and Transport, and Highways services will be writing the policy relating to roads and public transport, but they will be doing it together.
- There should be a small Member working party including the Cabinet Members for Regeneration and City Services Meeting from time to oversee this process
- Both the Head of Planning and Transport Strategy and the Head of Highways should have in their performance targets the successful planning and delivery of the Local Transport Plan, although the Head of Planning and Transport Strategy should take the lead on co-ordinating the LTP with regional planning strategy across the other districts.

10.3.5 This proposal will mean the day to day functions across Planning and Transportation, Property and Projects, and Street Services being brought together and inevitably will require a careful transition process. But it will combine the strategic, operational and budgetary responsibility for

management and maintenance of the Council's highways all in one place. It cannot be over-emphasised that there will still be a need for very positive co-operation between the strategic transportation function in Planning and Transportation to co-operate very closely with the Highways Management limits particularly in the co-ordination of the LTP and the management of its monitoring and delivery, as well as in working with partners such as bus companies. It is proposed that the function should be located in the City Services Directorate as in the public's and Members minds highways maintenance is associated with the maintenance of "the public realm", the day to day environment and public space and infrastructure with which we are surrounded. It will also enable the close co-ordination with the services such as grounds maintenance.

10.3.6 There will be some important cultural issues to be overcome in building the new unit which will bring together highways engineers and day-to-day delivery of maintenance services. It will enable however restructuring of financial and budgetary planning systems where necessary.

10.3.7 The timescale for implementation of this new structure will depend on detailed consultation with staff and the appointment of a Head of Service.

10.4 The current Planning and Transportation Service should be re-structured to give a strengthened focus on a unified approach to planning. This will include a remit to work with the Customers Services and Business Information Team in FICT to improve the way in which the service interacts with customers both through change in working practice and links with the development of contact centres and greater technological support.

10.4.1 It is proposed that the planning elements handled by Development Policy and the Planning Control functions of Development Regeneration should be brought together in one function under a Strategic Planning and Development Control Manager. Building Control should be separated out from Planning Control and should report directly to the Head of Planning and Transportation, and the Planning and Transportation Policy Manager should report directly to the Head of Planning and Transportation alongside the Transport Implementation Adviser who does so already.

10.4.2 This would result in a single post of Strategic Planning and Development Control Manager rather than the two existing posts of Development Regulations Manager and Development Policy Manager, leading to a financial saving.

10.4.3 The benefits of this approach with some restructuring beneath this level would be to ensure that strategic planning and development control were working "hand in glove" to an even greater degree than at present. It would also provide much greater clarity in terms of accountability. Most importantly however it would provide the opportunity for a rethink about how best the planning services sets itself up for responding to customers in line with the Council's approach to modernisation of Customer Services. This vital piece of work would need to be undertaken over a longer timescale and in conjunction with colleagues from Customer Services.

10.5 The current Regeneration Services function should be restructured giving it more of a strategic rather than direct delivery emphasis

reducing the existing staffing numbers dealing with employment initiatives and time-limited projects and adding some of the hard infrastructure regeneration functions from Property and Projects.

10.5.1 Over the past few years the Regeneration Service has been a mixture of a strategic and a delivery functions focusing in particular on seeking and using external funding, programme management and on community economic development and employment initiatives. The proposals in this paper will mean a shift more towards the strategy direction of the service's work. This will reduce the direct delivery functions previously funded by the council, but retain sufficient co-ordination and strategic capacity both to continue the Council's influence on regeneration strategy in the city and to support and "match" fund the more direct services still funded until 2006 or 2007. The emphasis of the service will also shift to encompass not only the social inclusion, employment initiative side of regeneration but also some of the key hard infrastructure aspects of regeneration. This will take place with the transfer of the Development Projects Function and the two Project Champions currently located in Property and Projects from the existing Property and Projects unit into Regeneration Services. A leadership role on urban design issues will still be retained by the Head of Planning and Transportation.

The major focus of regeneration in the city will be

- Encouraging diversification of the economy
- Working with partners at a strategic level on measures to encourage residents in the city with lower incomes into opportunities to increase their prosperity eg training and employment
- Supporting major partnership and regeneration schemes

The proposals in this report seek to reflect that direction while not jeopardising the existing externally funded initiatives which we have contracted to deliver.

10.5.2 The proposals are to reduce the number of posts on the direct delivery side. There will also need to be some adjustments in support services and this will require some review and reorganisation once the new service structures are put in place. The reconfigured service unit will contain the "hard" regeneration side of the Project Champions and Development Projects together with the revised Regeneration Strategy and Neighbourhood Renewal and Community Regeneration functions. Regeneration Strategy will concentrate on the city's overall regeneration strategy focusing on achieving both improved social inclusion and built infrastructure, working with a whole range of other services. It will also be a key liaison point with The Coventry Partnership on delivering regeneration elements of the Community Plan.

10.5.3 The Neighbourhood Renewal and Community Regeneration function will continue to have some significant direct delivery of services while the funding is available, for example for Community Based Economic Development in the proposed Community Employment Section, the service is funded until December 2006. This section will also continue to have an important function in providing a key contact point and support from the council to major partnership projects such as New Deal for Communities which require extensive input from key partners like the Council and Whitefriars.

10.5.4 A summary of the impact of the proposals in relation to the function is as follows:

- Retention of Head of Regeneration, Neighbourhood Renewal and Community Regeneration Manager and Regeneration Strategy Manager posts
- Deletion of the posts of Employment and Community Economic Development Manager, and Skills and Employment Manager and creation of single post of Community Employment Manager
- Reduction of existing 4 Skills Development Officer posts to 2 posts
- Deletion of Special Projects Officer and Homeworking Officer posts
- Retention of Construction Employment Unit Project Manager (and team), Construction Training and Liaison Officer, Canley Outreach Employment Worker and Arena Project Implementation Officer (all externally funded on time-limited basis)
- Childcare and Worklife Balance team including Children's Information Service (mainly funded by specific DFES grant) to be retained within Regeneration until appropriate to move to new Children's Services Directorate
- Area Renewal Officers are being discussed within the Neighbourhood Management report. This report proposes the deletion of the 2 Area Renewal Team Leader posts and a reduction of 2 Project Officer posts to 1 and 2 Renewal Officers to 1. (These posts are not mentioned in the Neighbourhood Management Report).
- The Community-based Economic Development Team and Manager should be retained as currently, reporting to the new post of Community Employment Manager
- Creation of a new post of Neighbourhood Renewal Policy Adviser

10.5.5 A key area whose future depends on significant restructuring and obtaining of new funding sources, is the Client Support Unit which is based in Neighbourhood and Community Regeneration. This unit's main function is getting people who find it hard to break into employment, into work. This is often amongst groups who find it difficult to get into the workplace eg long-term unemployed, people on incapacity benefit who wish to get into work etc. The work of the unit is well-regarded both locally and by central government, but has historically been funded extremely intensively. The unit's original inception in the late 1990s, was borne out of central government's New Deal funding (not NDC, but New Deal in relation to employment). In recent years the unit has been funded out of a range of different funding streams which have included the first Local Public Service Agreement reward money, Grant and Contract Income from Job Centre Plus and its predecessors and some one off mainstream Council funding. In 2004/05 the total funding for the unit was £603,000, of which £259,000 came from the PSA, £248,00 came from Job Centre Plus and a mix of CDD one-off and ongoing funding £96,000.

10.5.6 In the context of the mix of funding streams the Regeneration Service has been looking at the future of the service. There is also a different policy context now compared to when the unit was set up. The unit's work was to a degree "filling a gap" in services not being provided by other agencies. There is now real co-operation between agencies working in employment issues in the city through the Coventry Partnership and elsewhere and many major employers are themselves thinking more about bringing people into the workforce who have been seen historically as more difficult to employ. This is

an area of focus for the Coventry Partnership Jobs and Economy theme group which is led by the Regional Manager of Job Centre Plus. It remains extremely important to find ways of supporting access into the job market as a way of raising family income levels in the city. However given the changing policy context, changing availability of external funding and the financial circumstances of the Council, it is inevitable that the Council's involvement will need to move less towards direct delivery and more to a strategic context, combined with using its own day to day "muscle" as one of the largest employers in the city, to provide opportunities in our own organisation.

10.5.7 The costings being proposed for 2005/06 were £629,000, funded by a combination of £307,000 grant and contract income from Job Centre Plus, £272,000 "one off" CDD finance and £40,000 ongoing CDD finance. It is proposed that the service should now work in conjunction with the Coventry Partnership and key players like the Chamber of Commerce, voluntary sector and Job Centre Plus to identify how it can rethink the nature of this service to reduce the Council funded element by £150,000 for 2005/06. Inevitably this will involve potential post losses in 2005/06. These will need to be planned and phased in line with the collective proposition in the city about how we focus on efforts to enable people into work and a higher income. This approach is driven partly by the very real need to change the shape and nature of the service and partly by the Council's financial constraints. It is possible that we may be able to provide a better and more long term policy through changing employment approaches in the city but we cannot shy away from the fact that in the short term these proposals would have an impact on the some disadvantaged people in terms of the support service available

10.6 The Culture and Leisure Service should be restructured to strengthen the Council's ability to play a strategic role in the city's cultural strategy and development of sport across the city.

10.6.1 The Council's approach to Culture and Leisure is to:

- a) Concentrate on enabling and facilitating a diverse pattern of culture and leisure in the city
- b) Work closely with partners locally, regionally and nationally to achieve this
- c) Seek to influence provision where there are gaps affecting particular groups, interest or neighbourhoods

10.6.2 The Head of Culture and Leisure post has been vacant for some months following the retirement of the previous postholder and the Leisure Policy, Planning and Resourcing Officer has been fulfilling an acting role. However, the restructuring of the service has been under consideration for some time as it has been recognised that the Head of Service post did not have sufficient senior management structures effectively to sustain the demands of the strategic partnership approach required to align Culture and Leisure with the Council's regeneration aims.

10.6.3 It is proposed that there should be two new posts within the service, a Community Leisure Manager and a Development and Strategy Manager. Both these posts would report to the Head of Culture and Leisure. The Community Leisure Manager would concentrate on the co-ordination and

management of day to day services to communities, whether services directly managed by the Council or delivered through partners, voluntary organisations etc. The Development and Strategy Manager would concentrate on the future development of the service including working to maximise funding opportunities, strategic planning with partners, linking with regeneration initiatives and leading the management of major capital schemes. For the moment these posts should sit alongside the post of City Heritage and Arts Officer (retitled City Heritage and Arts Manager). In the longer term the intention is to create a Coventry Museum Trust which links the existing Transport Museum Trust and the Herbert Art Gallery and Museum.

10.7 Final Conclusions

10.7.1 In the last few years, the City Development Directorate has achieved a great deal in terms of its impact in the city. It provides a combination of day to day services like leisure and development control, and more strategic services like transport, regeneration and strategic planning. The proposals in this report are designed to increase accountability to elected members and the public, support improvements in customer service whether to key partners or members of the public, and make savings which can be re-invested in other services either within the Directorate or in other parts of the Council.

10.7.2 Comments on the report are being sought at the end of January 2005. This will enable decisions of principle to be taken by Council on 22 February 2005. Any potential impact on individual employees will be handled under the Council's Security of Employment Agreement.

11 Other specific implications

	Implications (See below)	No Implications
Area Co-ordination	√	
Best Value	√	
Comparable Benchmark Data	√	
Corporate Parenting	√	
Coventry Community Plan	√	
Crime and Disorder	√	
Equal Opportunities	√	
Finance	√	
Health and Safety	√	
Human Resources	√	
Human Rights Act	√	
Impact on Partner Organisations	√	
Information and Communications Technology	√	
Legal Implications	√	

	Implications (See below)	No Implications
Property Implications	√	
Race Equality Scheme	√	
Risk Management	√	
Sustainable Development	√	
Trade Union Consultation	√	
Voluntary Sector – The Coventry Compact	√	

The review will have implications for all the above key points as follows.

12. Area Co-ordination

- 12.1 It is essential that the review ensures that Area Co-ordination is an integrated part of all Council service delivery and vice versa. Any proposals should reflect the priority of tailoring services to meet the needs of local people wherever possible. The proposals in Neighbourhood Management affecting Area Co-ordination have a direct link to the proposals contained in this report on Regeneration.

13. Best Value

- 13.1 Any proposals must take into consideration the principles of Best Value.

14 Coventry Community Plan and Crime and Disorder

- 14.1 All functions within City Development contribute to these goals and the Directorate will continue to be able to influence these. In those areas where staff are to be reduced there will clearly be less capacity to do so.

15 Equal Opportunities

- 15.1 Any proposals must increase the chance of every part of the community having fair access to services according to their need. Human resources practice in any implementation of new structure must provide equality of opportunity.

16 Finance

- 16.1 The financial implications of the proposals in this report are that the ongoing savings in a full year, reflecting the loss of posts and creation of new posts would be approximately £340,000.
- 16.2 In addition to this, it is proposed that the Client Support Unit should be restructured to re-look at how some of its functions are provided, working with Chamber of Commerce, Job Centre Plus and the voluntary sector. The service should target making £150,000 savings in 2005/06. The future structure and size of the services in the city currently provided by the unit will depend on discussions with other partner organisations.

16.3 Further savings are anticipated from the restructuring of the Council's Property maintenance function and these will be reported to Members in September 2005.

16.4 These costings do not include redundancy costs for the following reasons:

- The Council will be seeking to minimise redundancy through redeployment etc
- Redundancy costs vary significantly according to which individuals are made redundant.

Redundancy costs consequential to proposals in relation to all the budget and structural proposals are being taken into consideration corporately.

17 Human Resources

17.1 A number of the proposals in the report have a direct impact on staff, in some cases deleting posts, in others transferring staff from one service or Directorate into another. All proposals will be handled under the Council's Security of Employment Agreement and will be fully consulted on with staff.

18 Human Rights Act

18.1 Human rights need to be considered throughout the process.

19 Health and Safety

19.1 Whatever the structure of the Council, health and safety is a prime responsibility of senior managers.

20 ICT, Legal, Property, Risk Management and Sustainable Development Implications

20.1 The organisational structure will have major implications for management of Property and consequences for other issues will need further work and analysis.

21 Trade Unions Consultation

Trade Unions representatives are being briefed on the report and other views will be taken into consideration.

List of background papers

Proper officer: Stella Manzie, Chief Executive; John McGuigan, Director of City Development

Author: Stella Manzie

John McGuigan

Telephone

(Any enquiries should be directed to the above)

Other contributors:

Papers open to Public Inspection

Description of paper

Location

None

REVIEW OF CITY DEVELOPMENT
LIST OF APPENDICES

Appendix

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2. Current structure of City Development	B
3. a) Current structure of Property and Projects Division	C i)
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4. Current structure of Regeneration Services	D
Existing Area Renewal Team	D i)
Existing Skills and Employment Team	D ii)
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Proposed structure of Regeneration Strategy	K i)
Proposed Neighbourhood Renewal and Community Regeneration Management structure	K ii)
Proposed Community Employment Structure	K iii)
Proposed Structure Development Projects (As existing minus Traffic Design and Road Safety)	K iv)
12. Proposed structure of Culture & Leisure	L

CITY DEVELOPMENT DIRECTORATE

LIST OF CURRENT FUNCTIONS – December 2004

Strategy and Planning Division

Civil Engineering & Highways Policy
Traffic Management & Accident Policy Investigation
Planning & Transportation Strategy
Planning & Development Control
Building Control
Hackney Carriages
Management & Administration

Regeneration Services Division

Inward investment & Marketing
Employment & Skills Development
Business Support Services
Community Economic Development
Area Renewal
Research and Strategy
Strategy and Resources
New Deal for Communities
Management & Administration

Projects Division

Car Parks/Companies/City Centre Development
Road Safety, Traffic Design (inc. School Crossing Patrols)
Projects
Commercial Property Portfolio
Operational Property: Property Advisory Group
Operational Property: Surplus Property Account
Operational Property: Interest on Capital Receipts

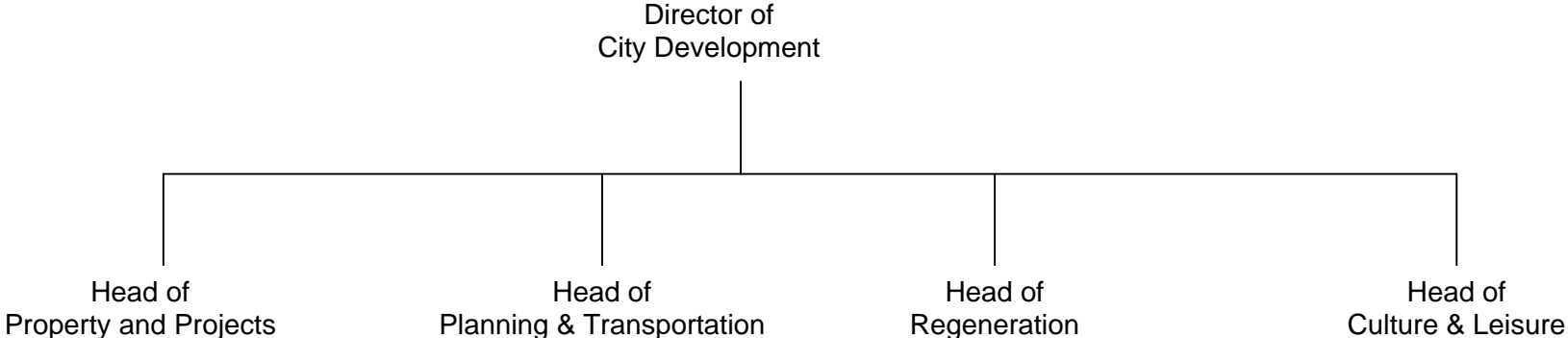
Cultural Development Division

Parks and Community Recreation
Heritage Services
Events
Arts
Sports
Cultural & Leisure Development
Management & Administration

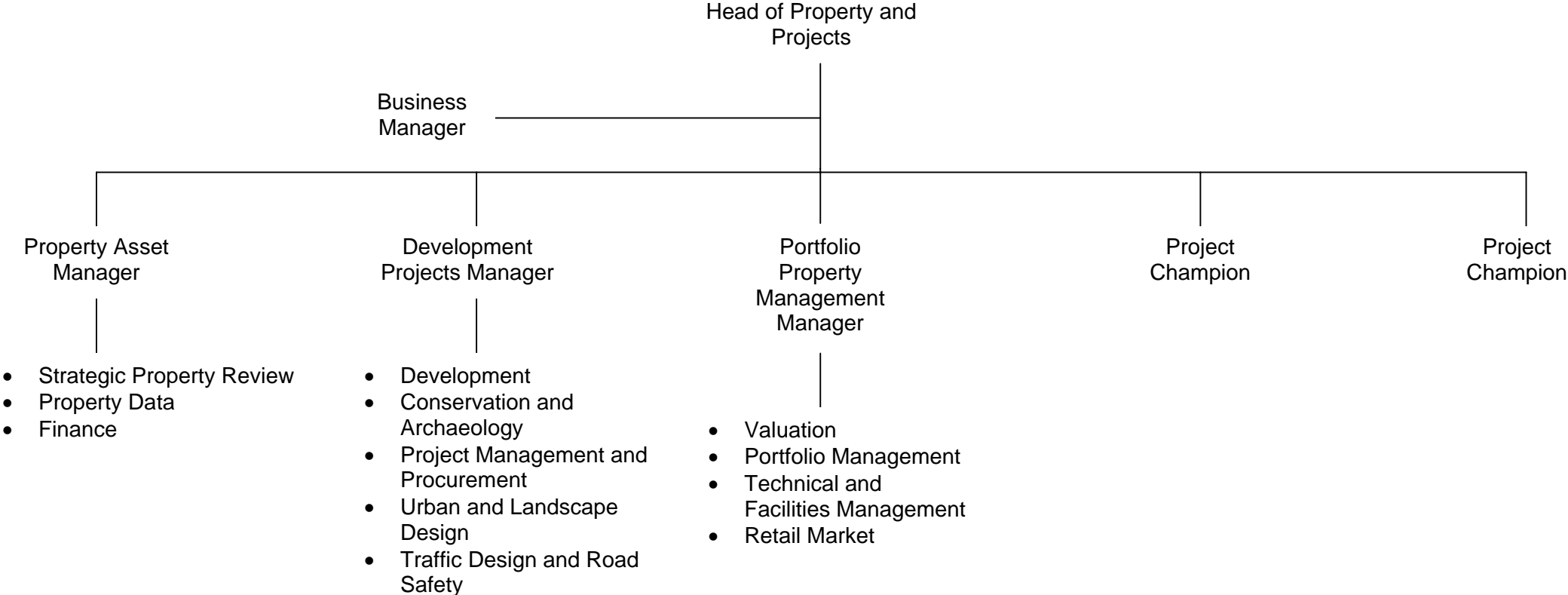
Support Services & Debt

Debt
ICT
Finance
Personnel & Training
Directorate Management
Directorate Administration
Central & Departmental Establishment Charges

REVIEW OF CITY DEVELOPMENT
CURRENT STRUCTURE OF CITY DEVELOPMENT

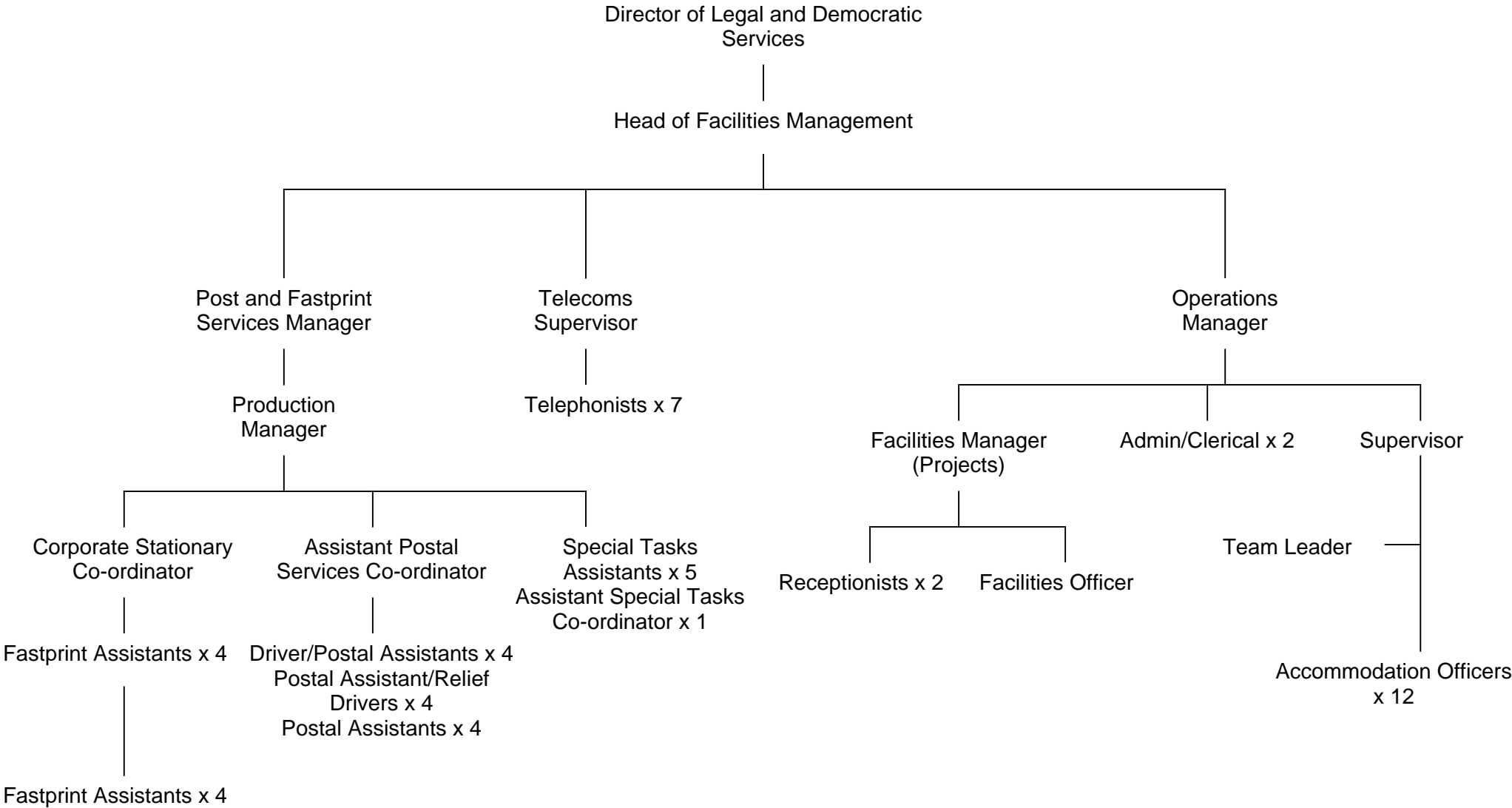


REVIEW OF CITY DEVELOPMENT
CURRENT STRUCTURE – PROPERTY AND PROJECTS SERVICE



REVIEW OF CITY DEVELOPMENT

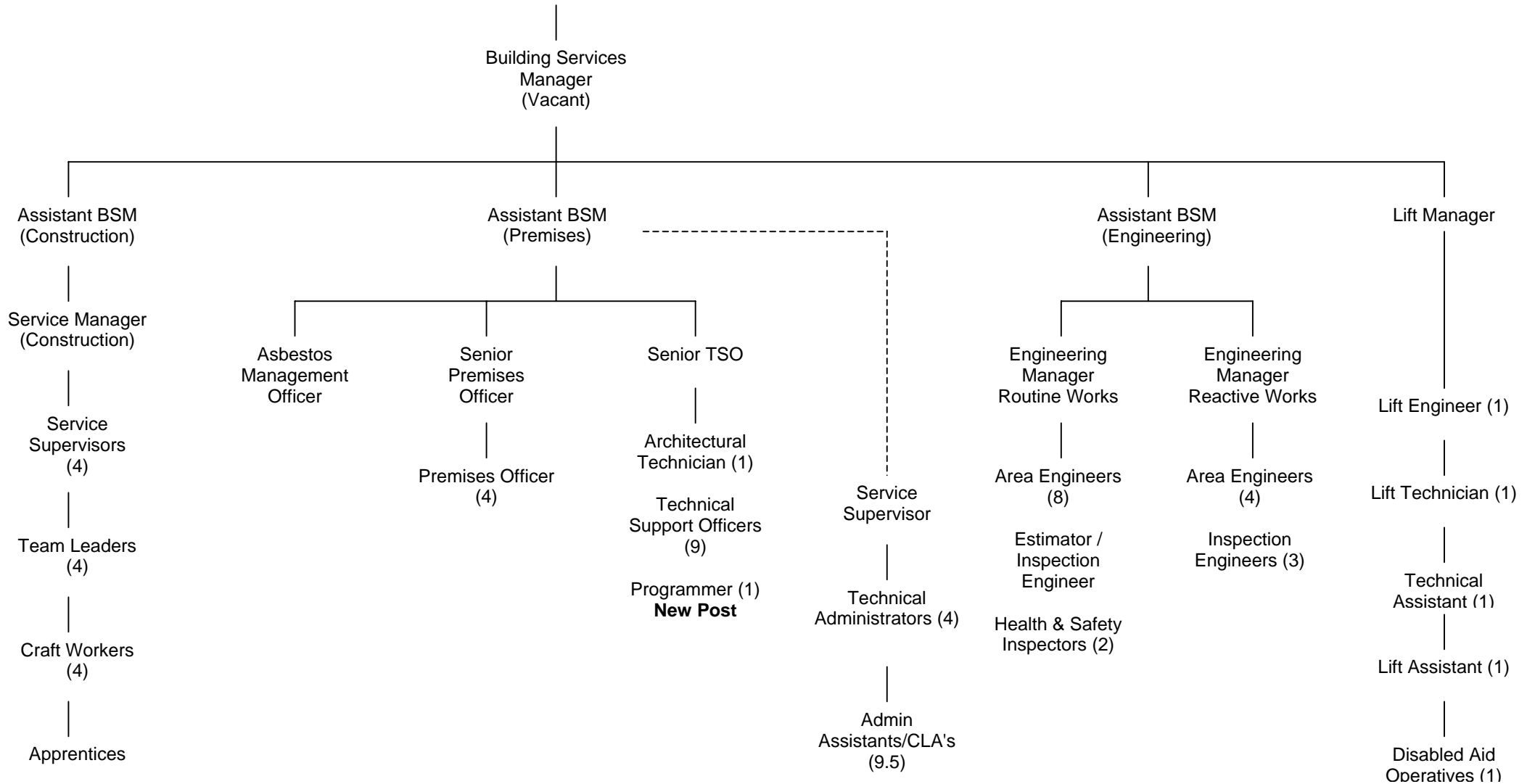
CURRENT STRUCTURE – FACILITIES MANAGEMENT, LEGAL AND DEMOCRATIC SERVICES



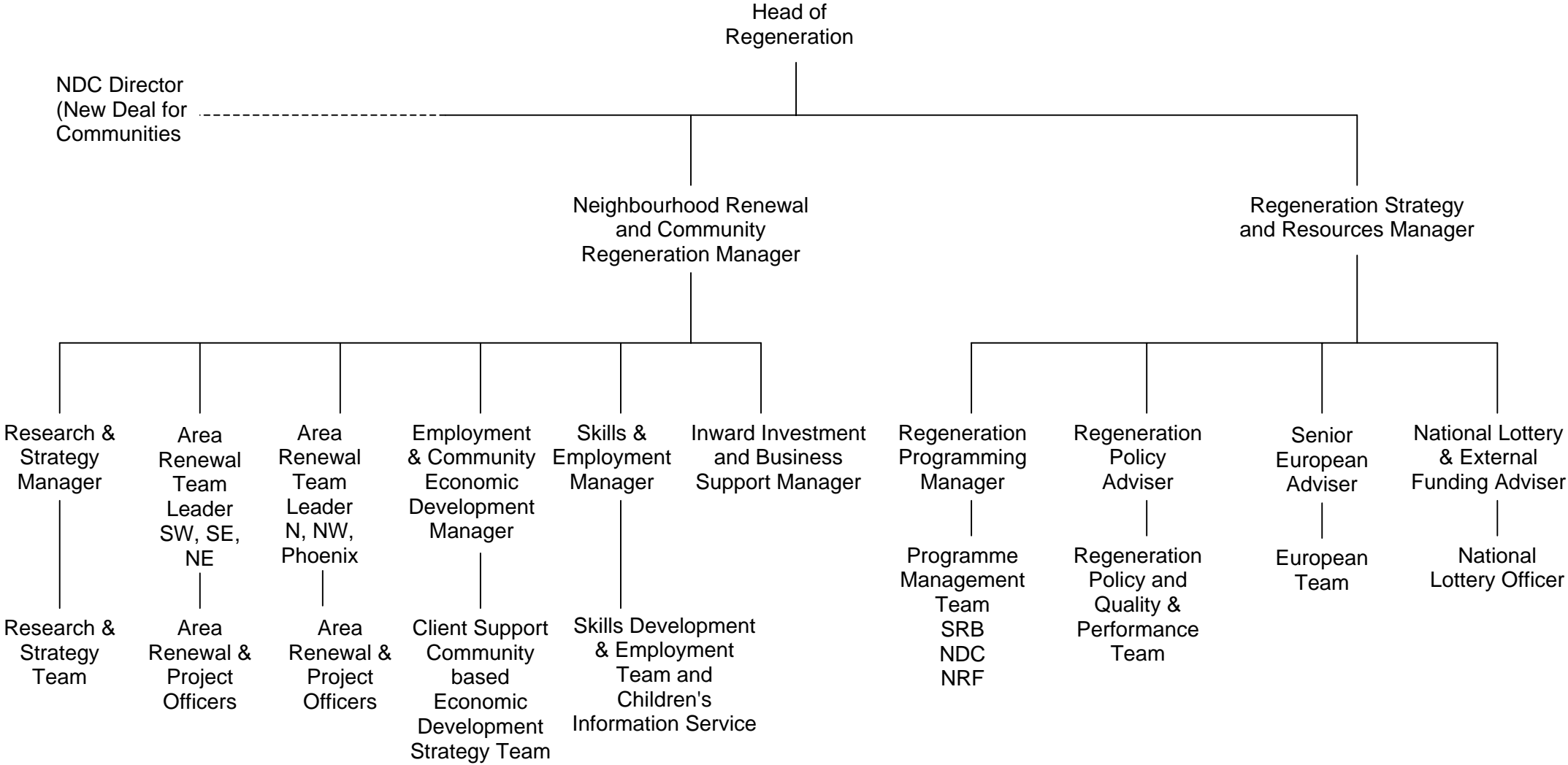
REVIEW OF CITY DEVELOPMENT

CURERNT STRUCTURE - BUILDING SERVICES, CITY SERVICES

HEAD OF CUSTOMER SUPPORT SERVICES

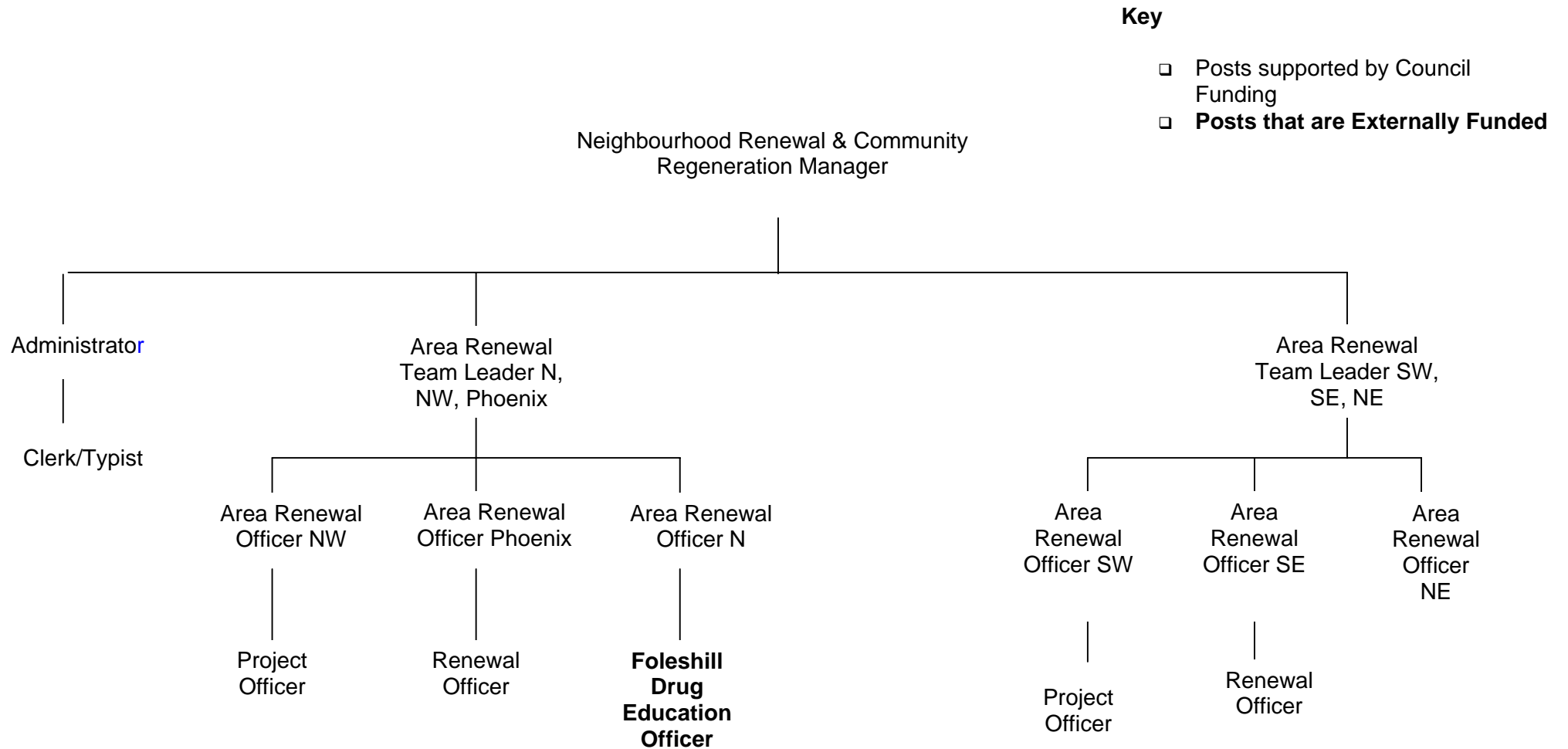


REVIEW OF CITY DEVELOPMENT
CURRENT STRUCTURE – REGENERATION SERVICES



REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE – AREA RENEWAL TEAM, REGENERATION SERVICES

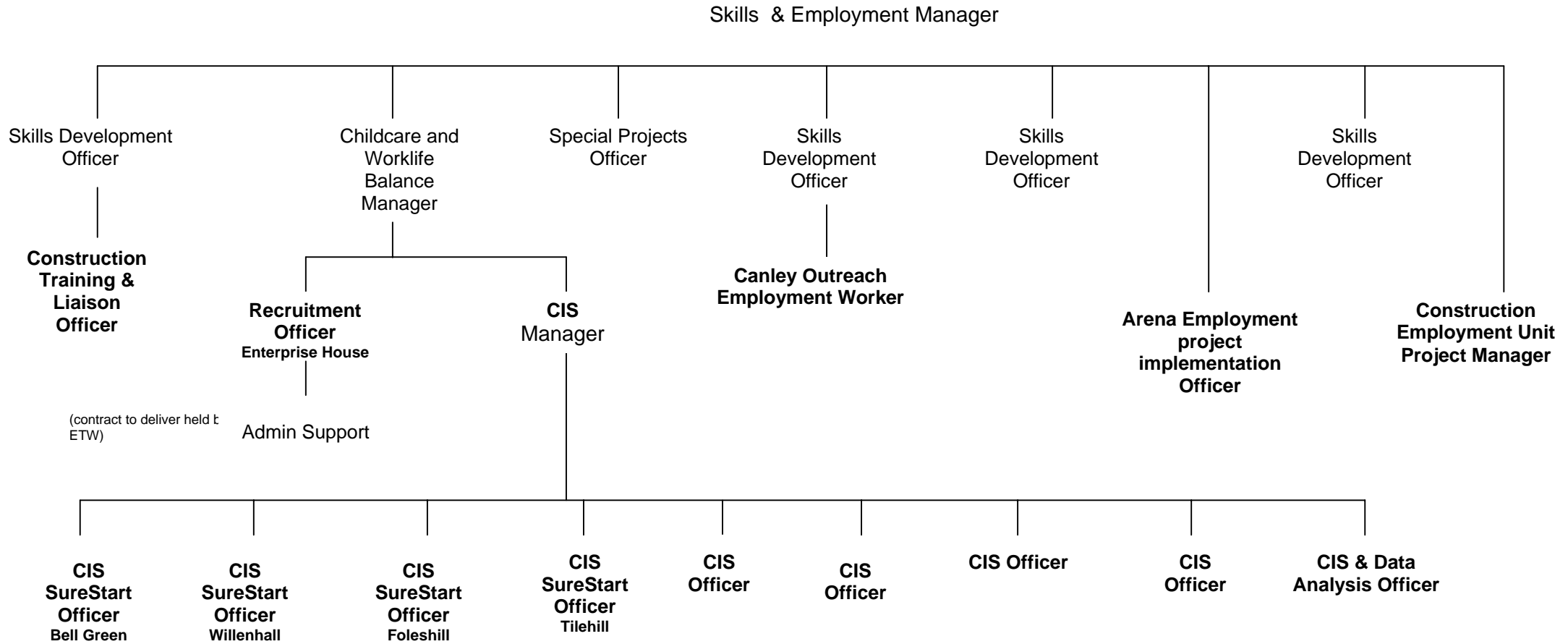


REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE – SKILLS AND EMPLOYMENT TEAM, REGENERATION SERVICES

Key

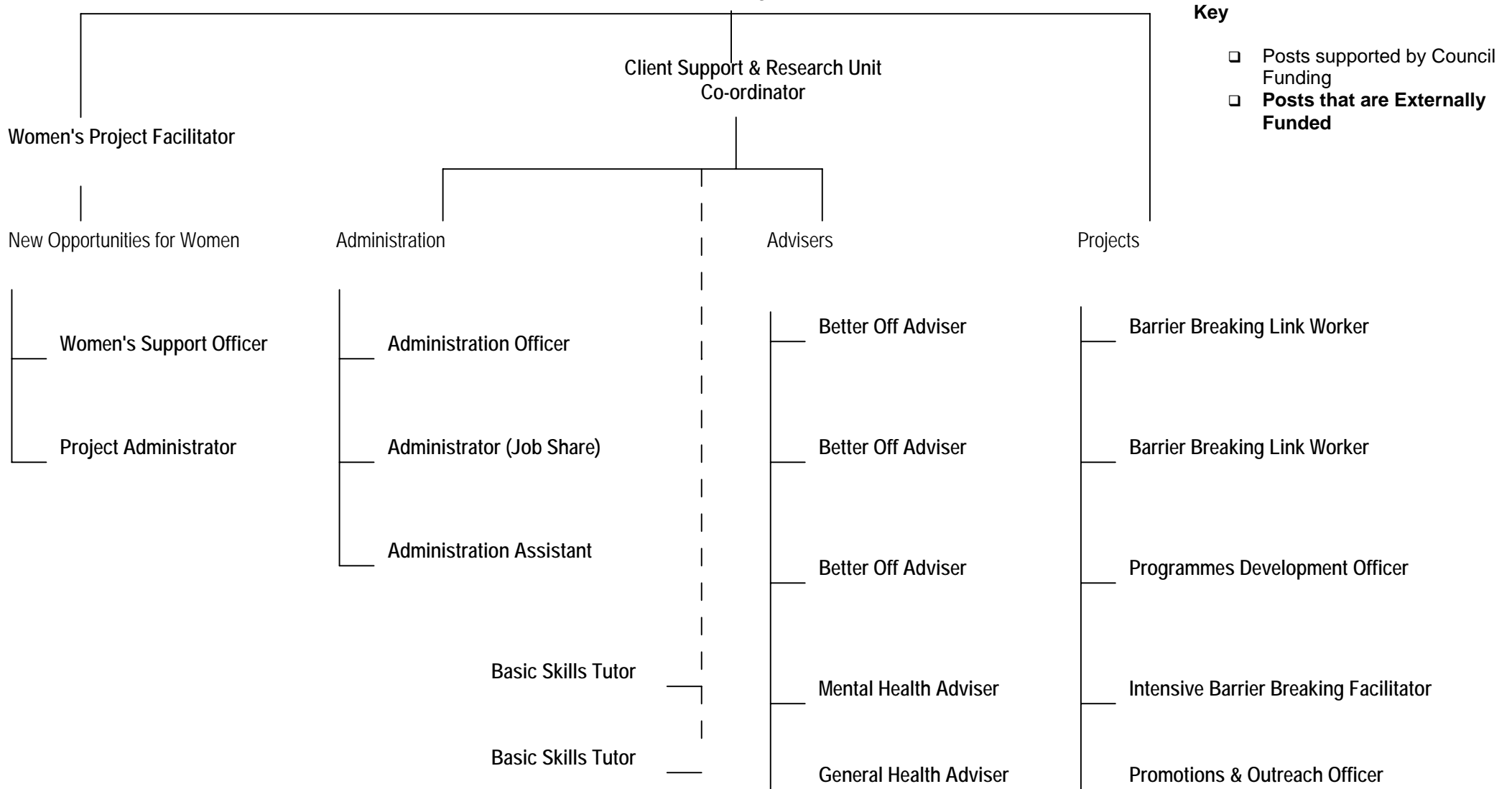
- Posts supported by Council Funding
- **Posts that are Externally Funded**



REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE – CLIENT SUPPORT AND RESEARCH UNIT, REGENERATION SERVICES

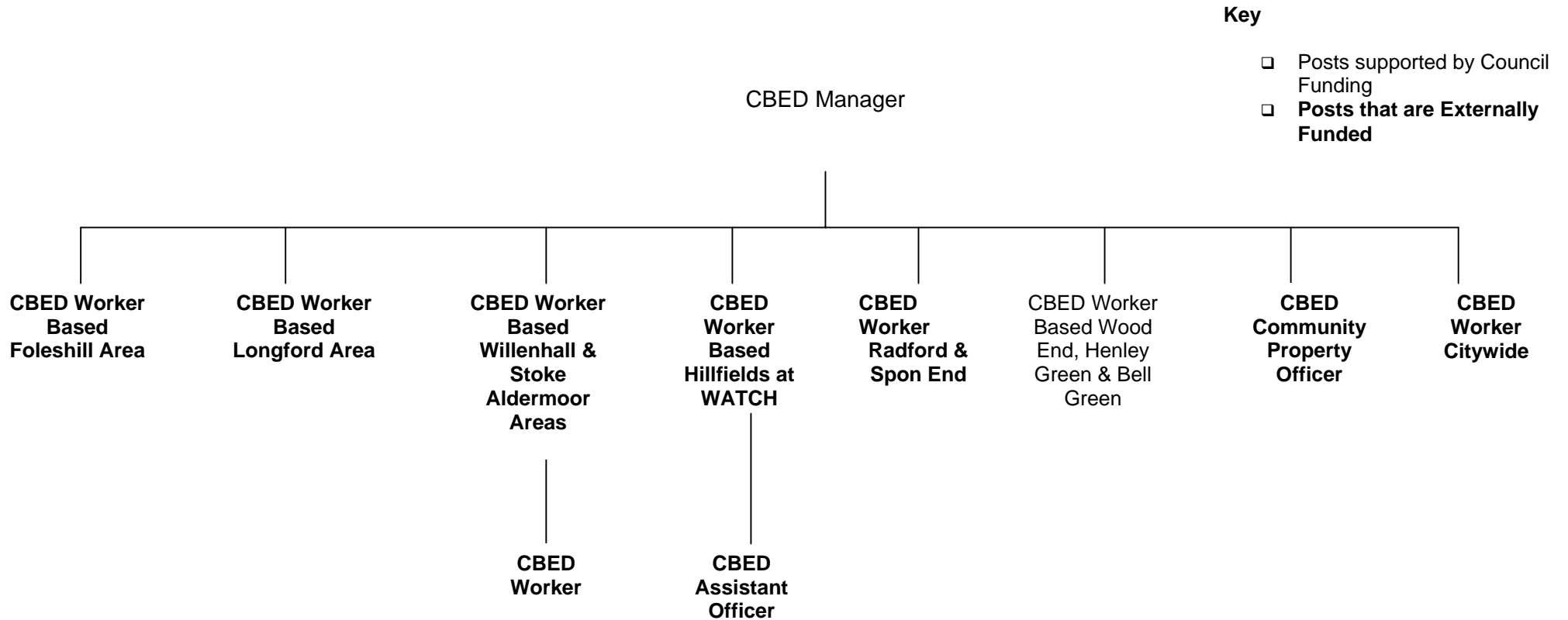
1.1.1.1 Client Support & Research
 Unit Manager



- Key**
- Posts supported by Council Funding
 - **Posts that are Externally Funded**

REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE – COMMUNITY BASED ECONOMIC DEVELOPMENT (CBED) TEAM, REGENERATION SERVICES
(Draft – External posts need to be rechecked)

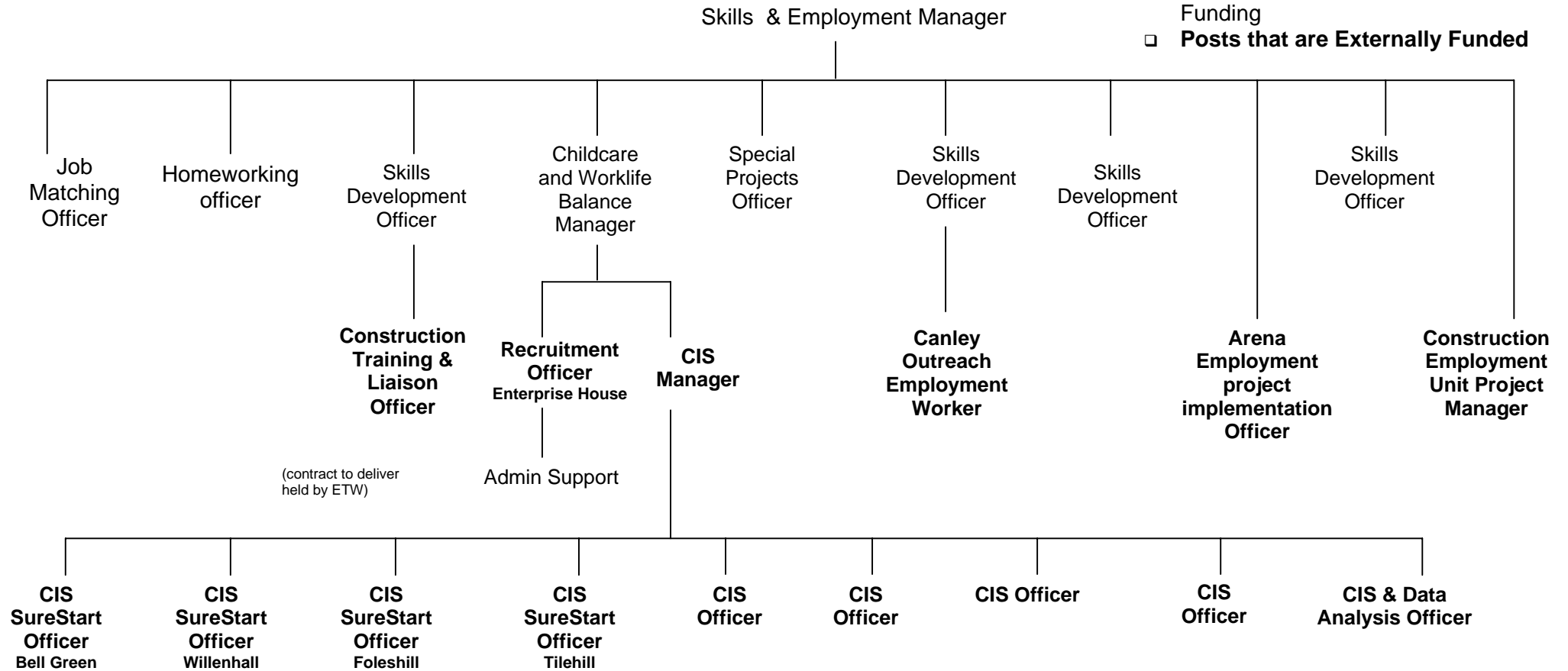


REVIEW OF CITY DEVELOPMENT

EXISTING STRUCTURE – SKILLS AND EMPLOYMENT TEAM, REGENERATION SERVICES

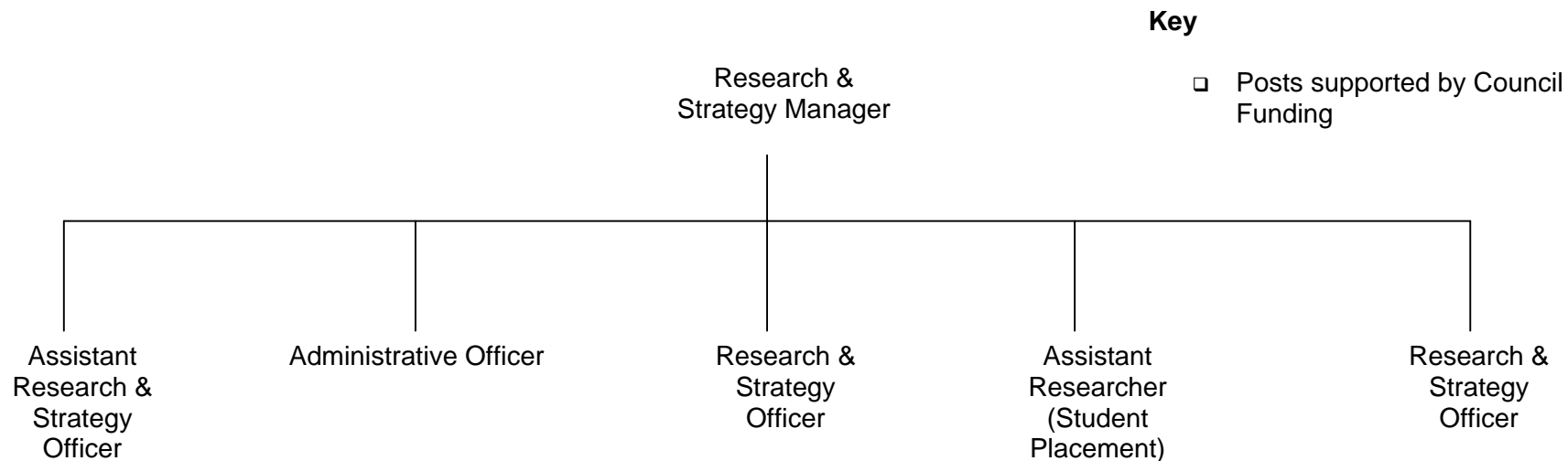
Key

- Posts supported by Council Funding
- **Posts that are Externally Funded**



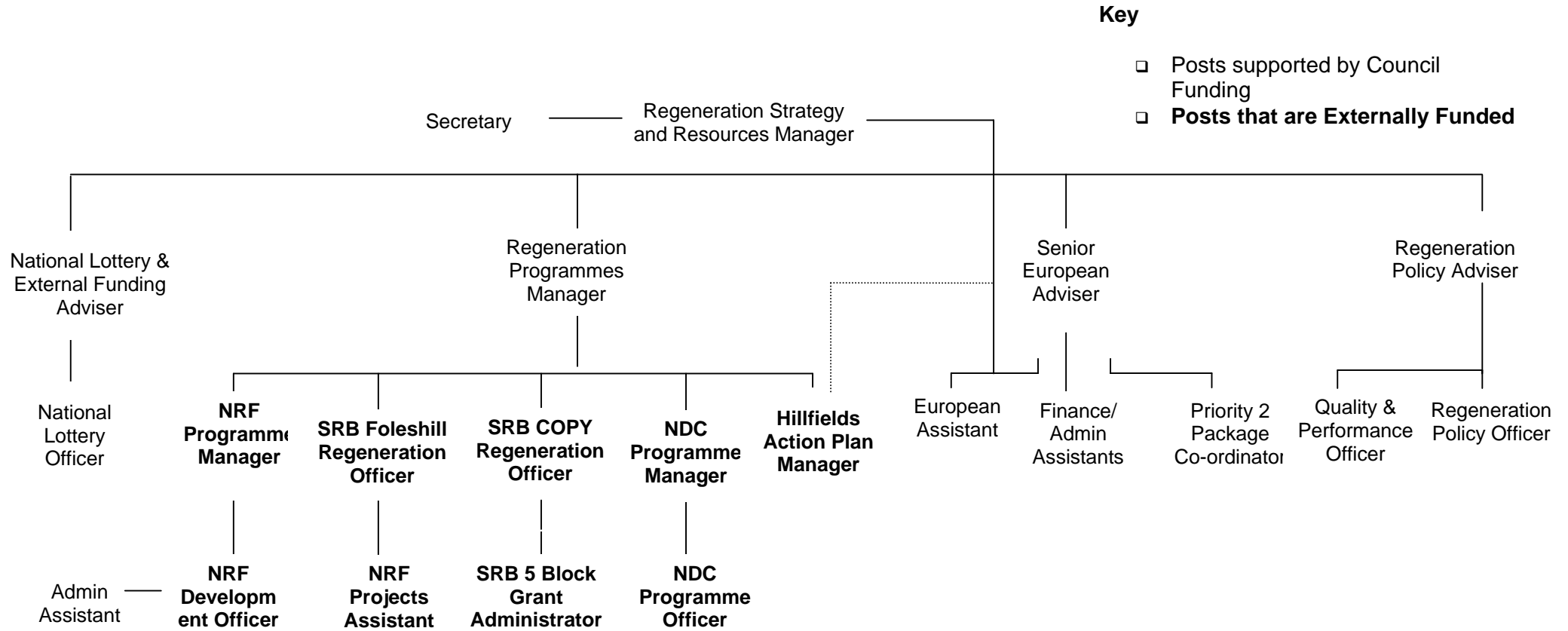
REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE – RESEARCH AND STRATEGY TEAM, REGENERATION SERVICES



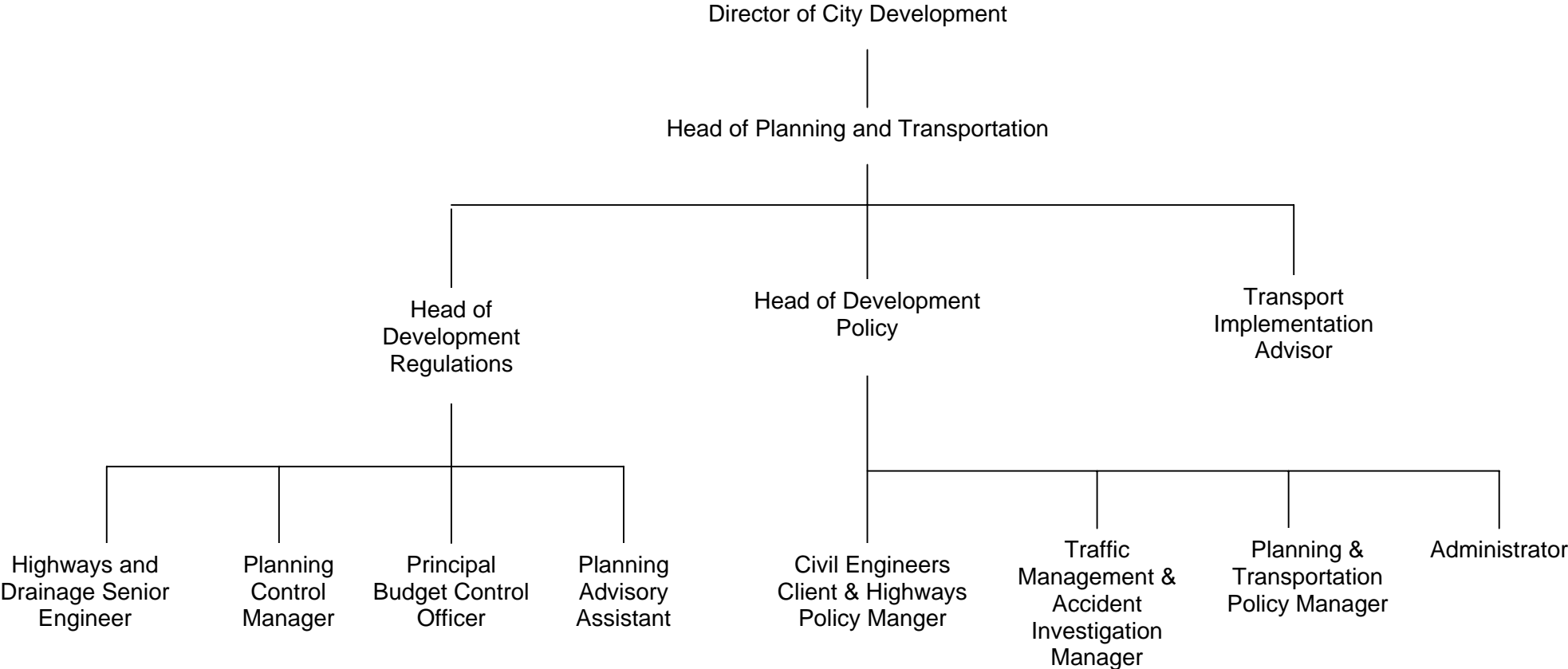
REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE - REGENERATION STRATEGY AND RESOURCES, REGENERATION SERVICES



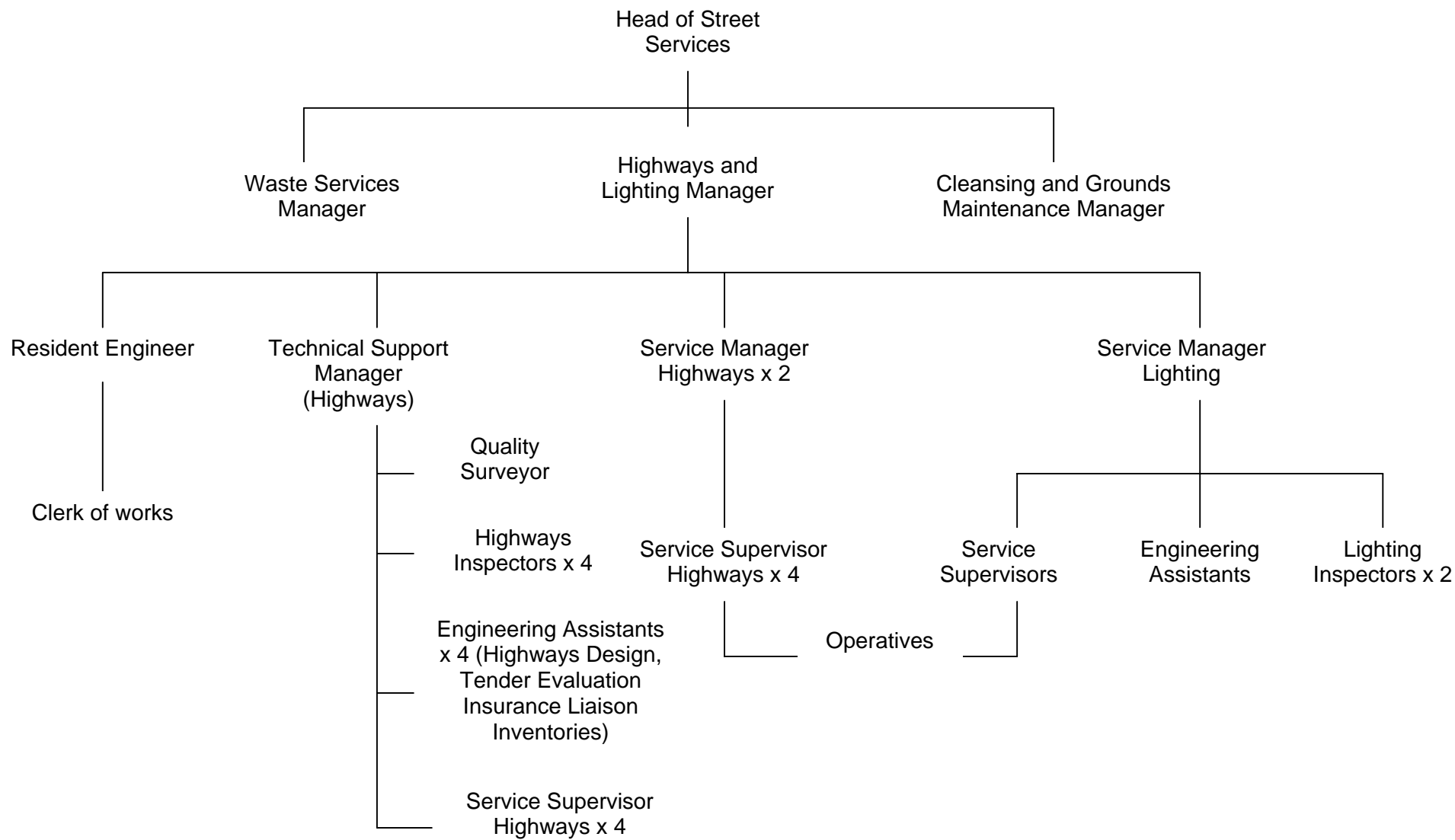
REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE OF PLANNING AND TRANSPORTATION, REGENERATION SERVICES



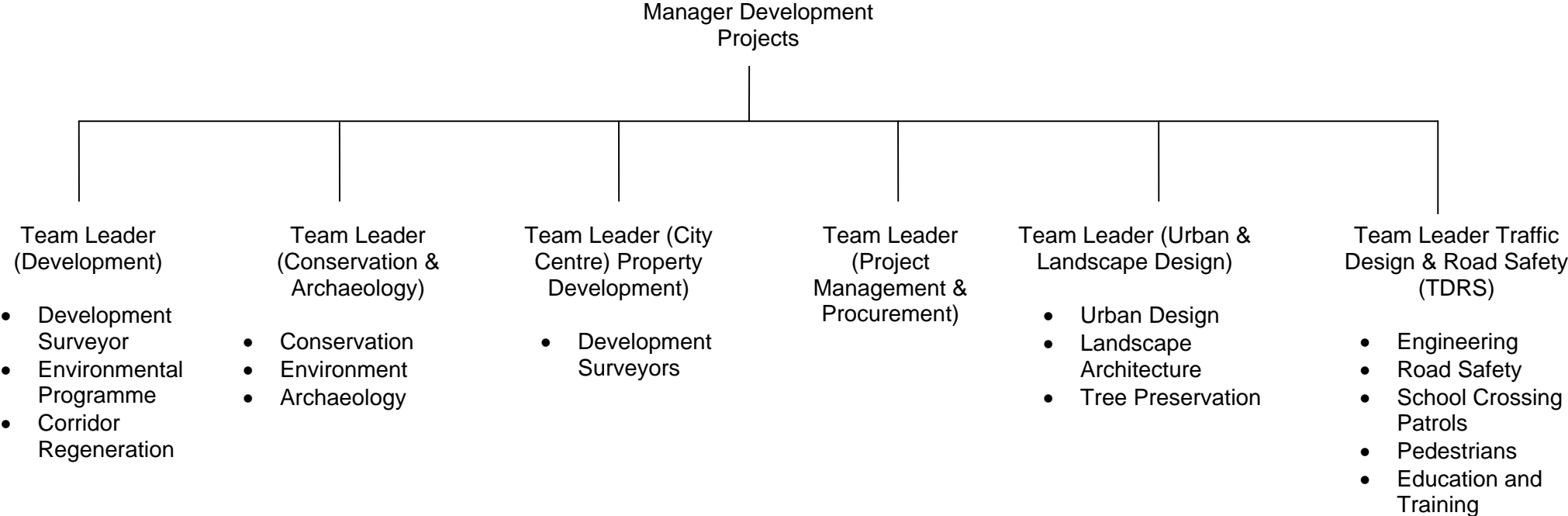
REVIEW OF CITY DEVELOPMENT

CURRENT STRUCTURE – STREET SERVICES – HIGHWAYS AND LIGHTING, CITY SERVICES

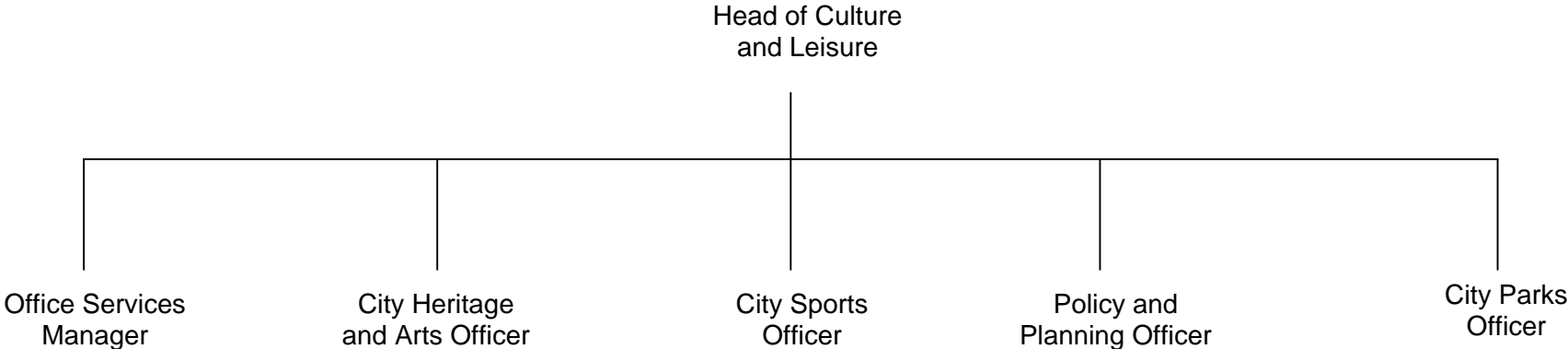


REVIEW OF CITY DEVELOPMENT

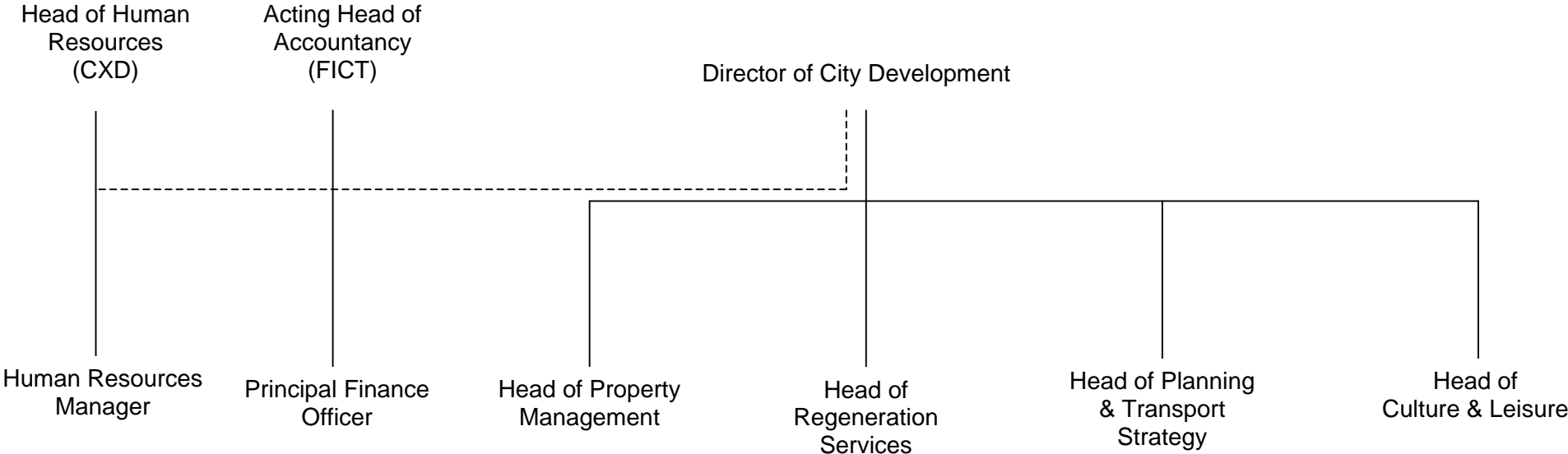
CURRENT STRUCTURE – PROJECTS SERVICE, PROPERTY AND PROJECTS



REVIEW OF CITY DEVELOPMENT
CURRENT STRUCTURE – CULTURE AND LEISURE SERVICE



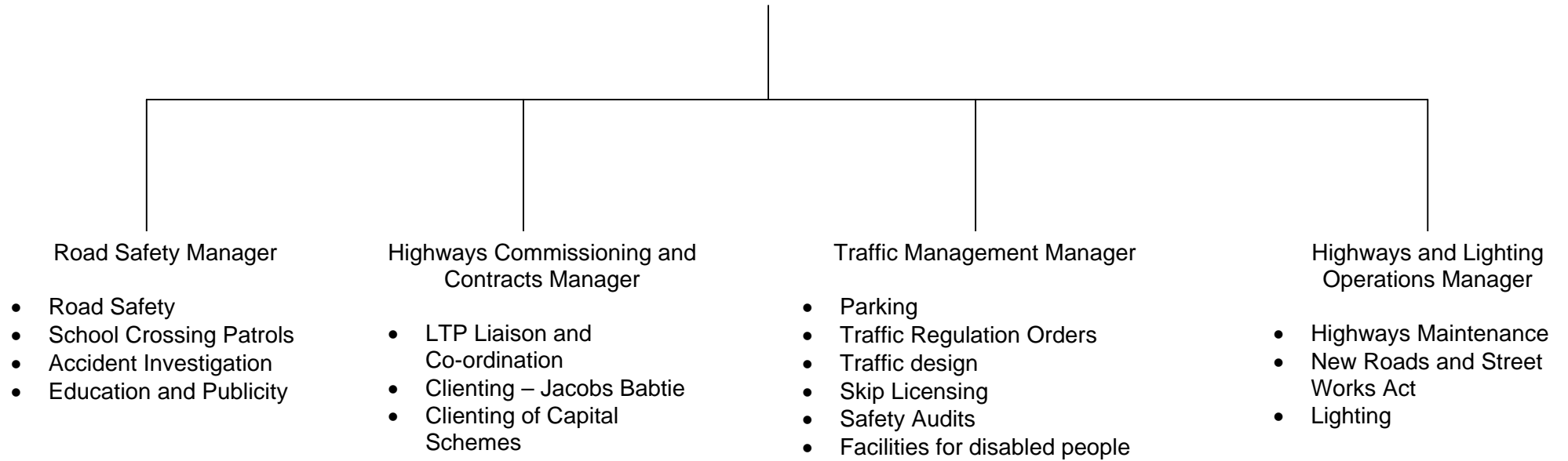
REVIEW OF CITY DEVELOPMENT
PROPOSED STRUCTURE – SENIOR MANAGEMENT



REVIEW OF CITY DEVELOPMENT
PROPOSED STRUCTURE – HIGHWAYS

(to be transferred to City Service
Directorate at date to be agreed)

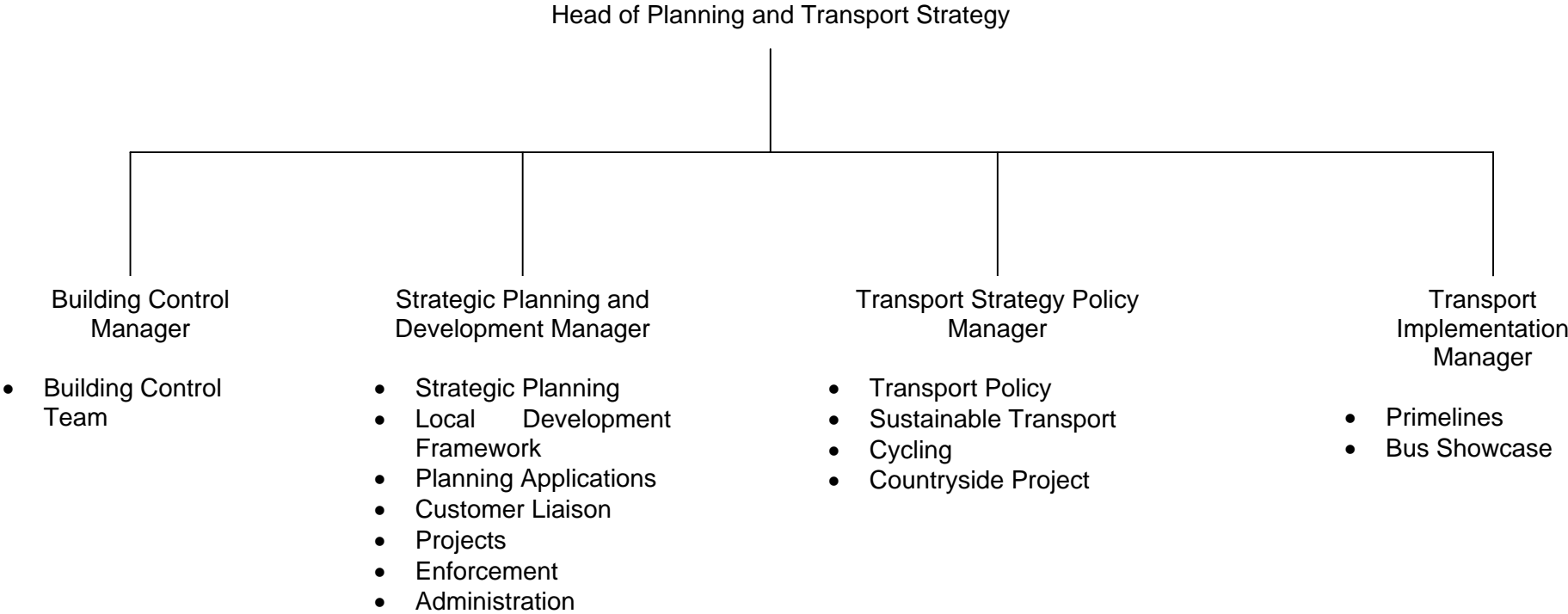
Head of Highways



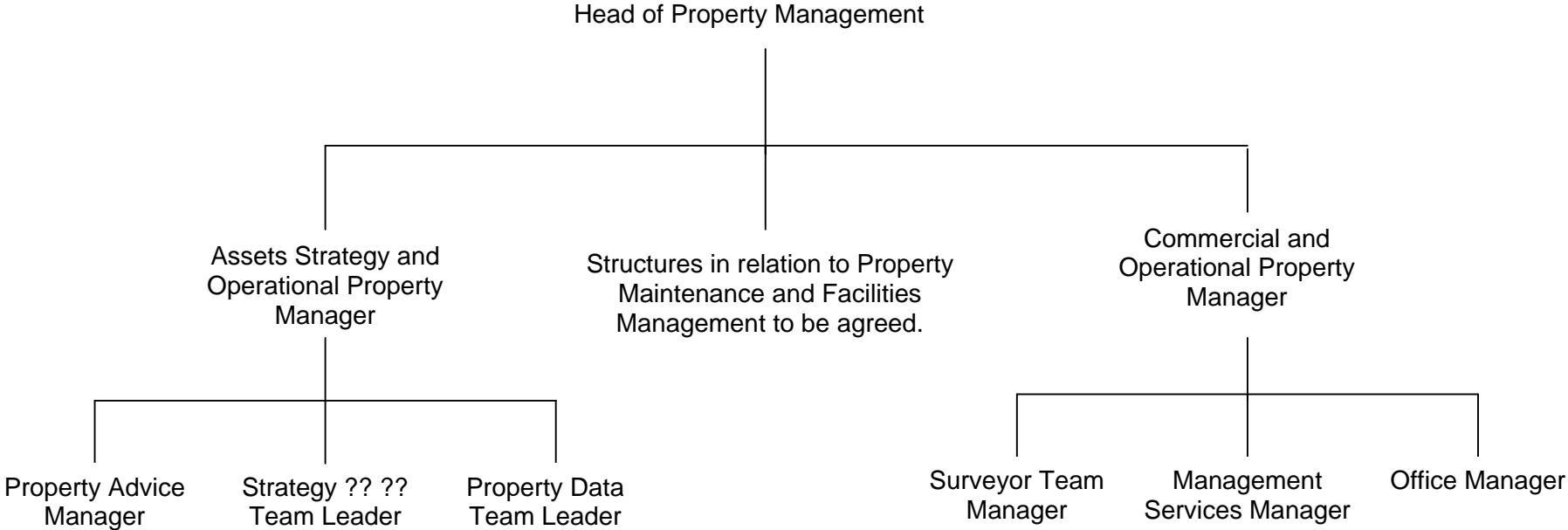
REVIEW OF CITY DEVELOPMENT

PROPOSED STRUCTURE – PLANNING AND TRANSPORTATION

NB Structure under Strategic Planning and Development
Management to be reviewed in association with Head of Customer Services and Business Information

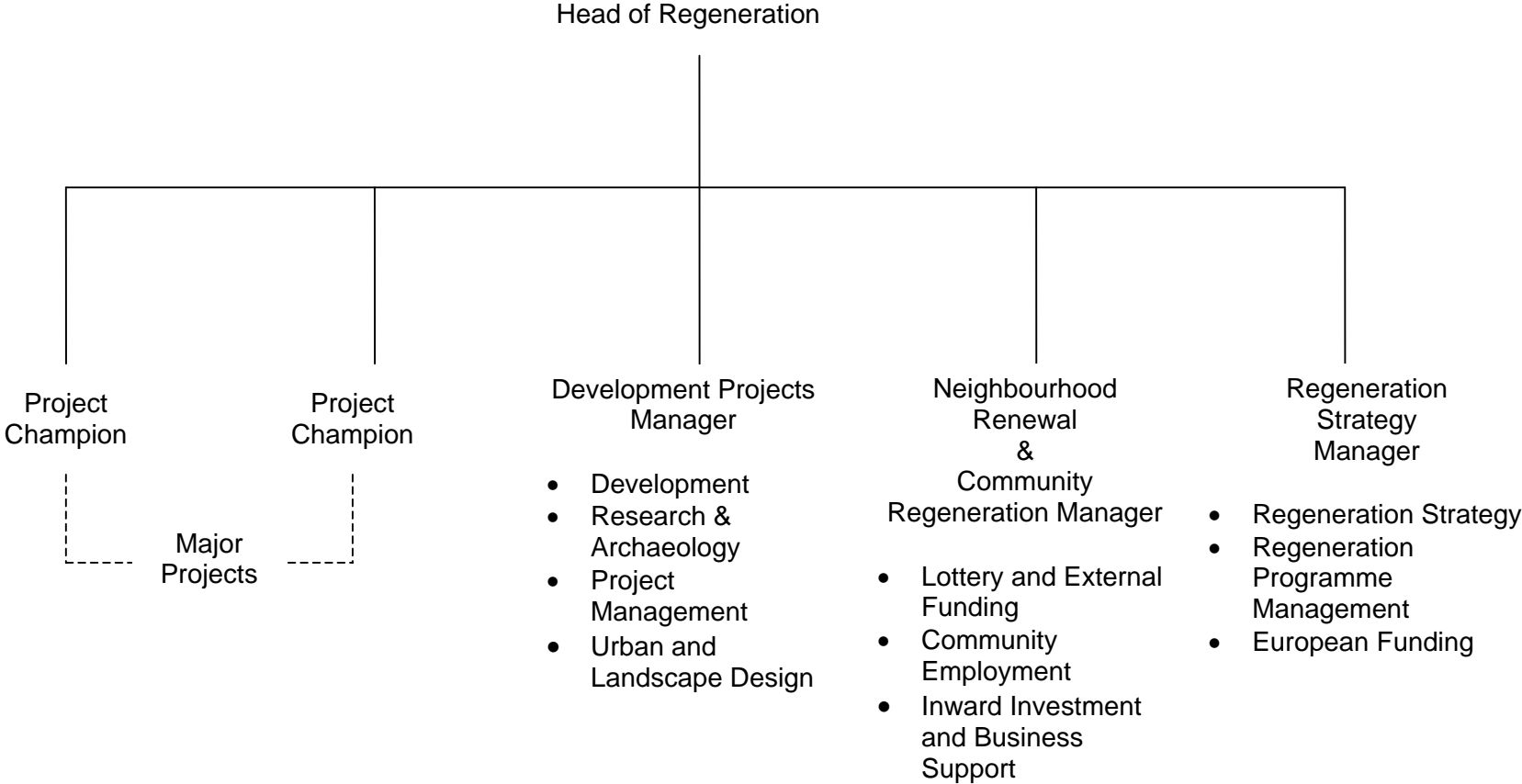


REVIEW OF CITY DEVELOPMENT
PROPOSED STRUCTURE – PROPERTY MANAGEMENT



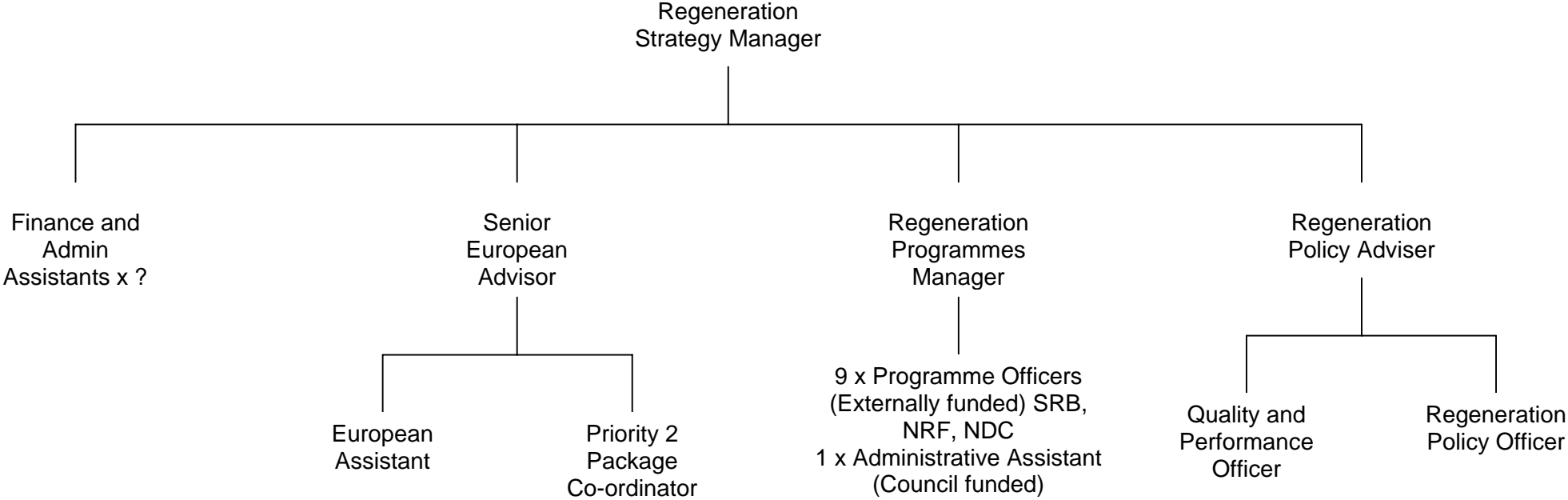
* Future to be further considered

REVIEW OF CITY DEVELOPMENT
PROPOSED STRUCTURE – REGENERATION SERVICES



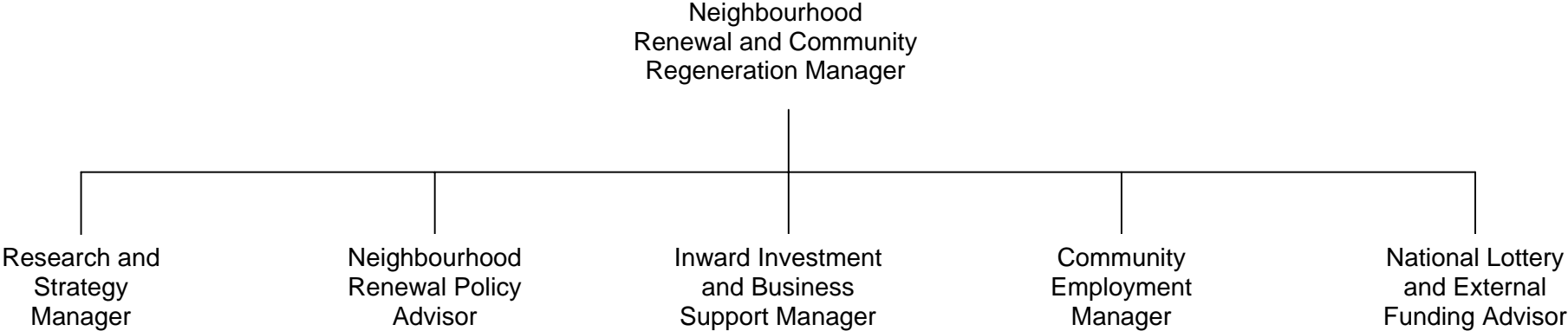
PROPOSED STRUCTURE – REGENERATION SERVICES

REGENERATION STRATEGY (As existing minus external funding)



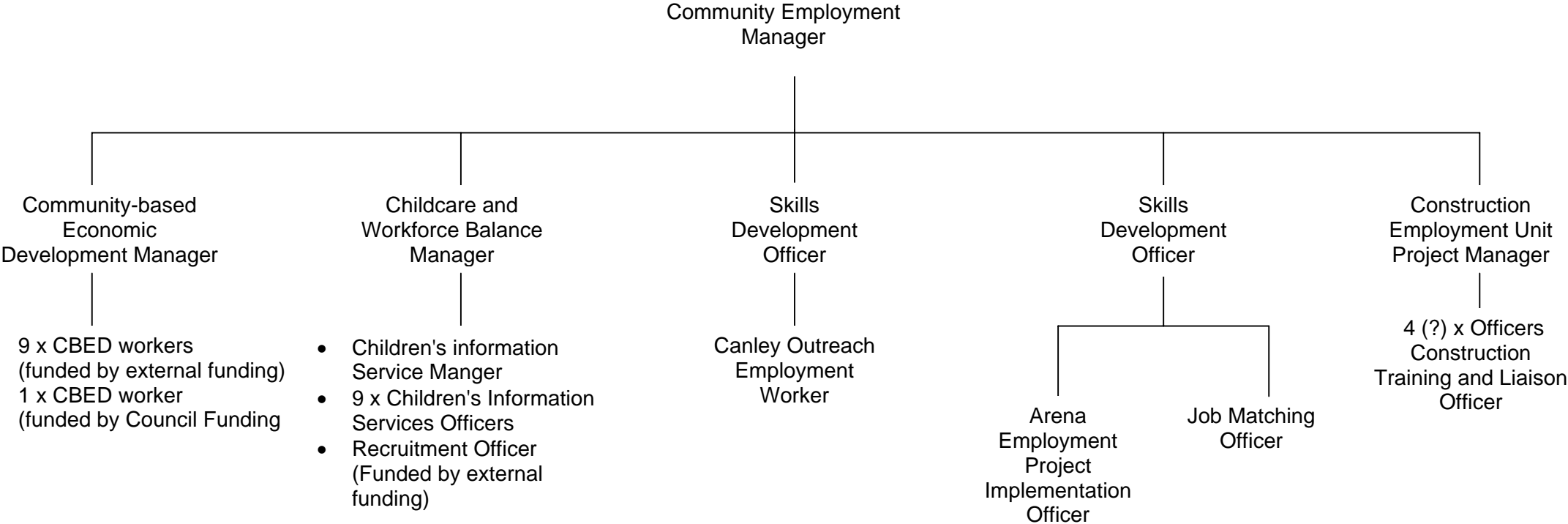
PROPOSED STRUCTURE – REGENERATION SERVICES

NEIGHBOURHOOD RENEWAL AND COMMUNITY REGENERATION MANAGEMENT STRUCTURE



PROPOSED STRUCTURE – REGENERATION SERVICES

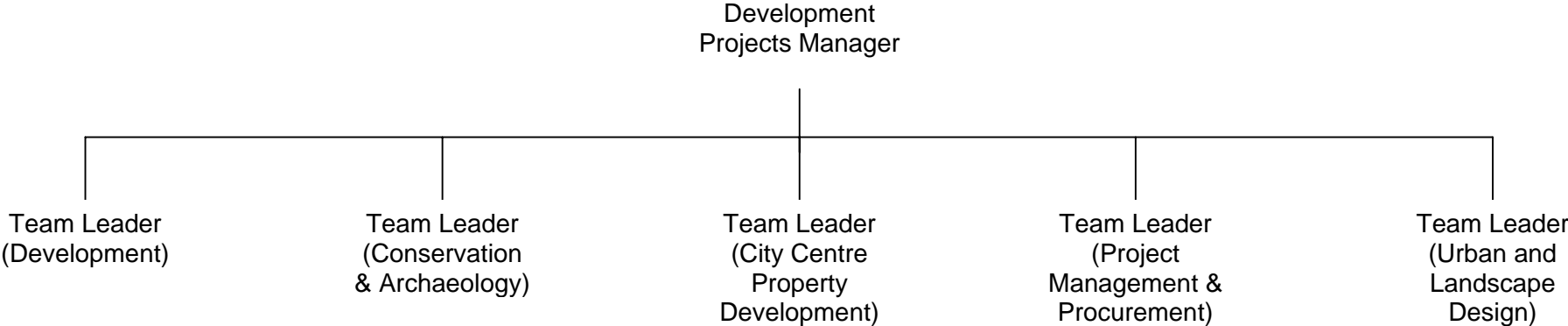
Neighbourhood Renewal and Community Regeneration



PROPOSED STRUCTURE – REGENERATION SERVICES

DEVELOPMENT PROJECTS

(As existing minus Traffic
Design and Road Safety)



PROPOSED STRUCTURE - CULTURE AND LEISURE

