

## **Manchester City Council Report for Resolution**

**Report to:** Neighbourhoods and Environment Scrutiny Committee - 6 February 2019  
Communities and Equalities Scrutiny Committee - 7 February 2019  
Executive - 13 February 2019

**Subject:** Neighbourhoods Directorate Business Planning: 2019-20

**Report of:** Deputy Chief Executive

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### **Summary**

This report sets out in broad terms the directorate's key priorities, key activities and both the revenue and capital strategy for 2019-20. In the Business Plan for the period 2017-2020, directorates set out their proposed savings in the context of their objectives. This report sets out both the progress made to date in delivering these savings and the directorate's focus over the final year of the three year plan. This report is a refresh of the directorate's Business Plan for 2018-20 in the context of changing resources, challenges and opportunities.

The draft business plan which was considered by the committee in December 2018 has been further developed based on the comments received from the committee and the outcome of the local government finance settlement. Sections on the directorate's impact of proposed changes on residents, communities, customers and the workforce have been included in addition to a summary of the technological support to deliver change. A full suite of delivery plans can also be found as an appendix including the Finance, Performance, Workforce and Equality Plans and the Risk Register.

Taken together, the directorate business plans show how the directorates will work together, and with partners to deliver our Corporate Plan and progress towards the vision set out in the Our Manchester Strategy.

### **Recommendations**

The Committee is invited to review and comment on this directorate Business Plan.

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**Wards Affected:** All

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## Alignment to the Our Manchester Strategy Outcomes (if applicable):

Manchester Strategy Outcomes	Summary of the Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Providing the leadership and focus for the sustainable growth and transformation of the City's neighbourhoods and highways
A highly skilled city: world class and home grown talent sustaining the city's economic success	Ensuring residents are connected to education and employment opportunities across the City.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Creating places where residents actively demonstrate the principles of Our Manchester through participation and take responsibility for themselves and their community whilst encouraging others to do the same, supported by strong and active community groups.
A liveable and low carbon city: a destination of choice to live, visit, work	Creating places where people want to live with good quality housing of different tenures and effective use of the highways network; clean, green, safe, healthy and inclusive neighbourhoods; a good social, economic, cultural offer and environmental infrastructure.
A connected city: world class infrastructure and connectivity to drive growth	Ensuring residents, neighbourhoods, businesses and goods connect to local, national and international markets. Through working with partners both internally and externally maximise the impact of the provision of new and enhanced physical and digital infrastructure.

### Full details are in the body of the report, along with implications for:

- Equal Opportunities
- Risk Management
- Legal Considerations

### Financial Consequences for the Capital and Revenue Budgets

The proposals set out in this report will be considered in preparation for the draft revenue budget submitted to the Executive on 13 February 2019.

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Growth and Neighbourhoods Budget and Business Plan: 2017/18 -2019/20 - Executive – 8 February 2017
- Growth and Neighbourhoods Budget and Business Planning: 2018-2020 - Executive – 7 February 2018

## 1. The Directorate Business Plan

1.1. The Directorate Business Plan is set out from section 2 below and includes:

- A description of the contribution that the directorate makes to delivery of our Corporate Plan priorities
- The directorate's vision and objectives
- A self-assessment of the directorate's key challenges for 2019/20
- The revenue strategy
- The capital strategy/programme
- Impact on Residents Communities and Customers
- Impact on the Workforce
- Technological Support
- An appendix containing the directorate's delivery plans (Finance Plan, Performance Plan, Workforce Plan, Equality Plan, and the Strategic Risk Assessment and Register)

## 2. Delivering Our Plan

2.1. The **Our Manchester approach and behaviours** are at the heart of how we work and what we do. As a directorate we are committed to putting people at the centre of everything, recognising that people are more important than processes, procedures or organisational boundaries. We are committed to listening, then learning, responding to the needs of our residents and staff and creating the capacity, interest, enthusiasm and expertise for individuals and communities to do things for themselves.

2.2. The Neighbourhoods Directorate has a pivotal role to play in delivering the Council priorities of **working with Manchester's communities to create and maintain clean, green, safe and vibrant neighbourhoods that Mancunians can be proud of**. Additionally, we will ensure that we **connect Manchester people with places through good quality roads** and our work to ease congestion in the city will actively contribute to **improved air quality**.

2.3. The Directorate provides a key role in supporting the broader council priorities as set out in the Corporate Plan. Working collaboratively **with partners to enable people to be healthy, well and safe and reduce demand by integrating neighbourhood teams that are connected to other services and assets locally to deliver new models of care**. Within the city centre the licensing and out of hours and anti-social behaviour teams are working very closely with the rough sleepers team on an outreach approach **to support better outcomes for those who maybe homeless**.

2.4. Libraries, art galleries, leisure centres, parks, play areas and events all support our **children and young people, to be happy, healthy and successful; fulfilling their potential and contributing to their educational attainment**.

2.5. The Directorate strives to be **well managed, to balance our budgets and to provide additional savings and efficiencies** to support the overall Council

budgets. Over recent years we have reviewed our approach to commissioning and contracts, looking for additional commercial opportunities **to increase income**. We are supporting our partners and the broader supply chain, delivering services on our behalf, to explore the added social value they can contribute to the city and ensuring **the growth of the city benefits our residents**. The Directorate also actively progresses our ways of working and strives to **reform** and identify efficiencies in our estate to reduce our carbon footprint.

### **3. Vision and Objectives: Making Manchester a Great Place to Be**

- 3.1. Residents have told us that we need to get the basics right as well as aspiring to be a city amongst the best in the world. Creating places where people want to live which are clean, green, safe and vibrant; are healthy and inclusive and have an excellent sporting, economic and cultural offer is key to delivering our plan. In March 2018 the Highways service, responsible for the both the maintenance of the highway and the infrastructure investment strategy to enable flow and movement across the city, joined the Neighbourhoods Directorate to further strengthen the connection of people to places.
- 3.2. Our universal services provide vital support to all residents across the city but we also programme targeted provision to support our priority groups. Libraries, art galleries, leisure centres, parks, play areas and events all deliver a range of activities to engage our diverse communities. They provide safe spaces and encourage every Mancunian to have a healthy and active lifestyle. A range of opportunities are provided for residents to volunteer, develop new skills and gain employment and apprenticeships. Staff are also encouraged to take advantage of all the opportunities available to them to be the best they can be.
- 3.3. Integrated neighbourhood management is well established; creating the right conditions for residents to participate and take responsibility for themselves and their community whilst encouraging others to do the same has been a central feature of the Directorate's work and we will continue to work in partnership with key stakeholders both within the Council and beyond such as housing providers, the Police, voluntary and community sector organisations and health to further strengthen and enhance this work.
- 3.4. The Directorate works directly with colleagues in Strategic Development in the planning and delivery of new neighbourhoods making sure these meet the needs of our diverse and complex communities. As the managers of place our services frequently experience an increase in demand for services, whether this is our regulatory functions or waste collection as the population and economy grows. The directorate works proactively in partnership with businesses, residents and partners to make sure our services develop and respond to local needs to deliver neighbourhoods people want to live in.
- 3.5. Together with the other Directorates of the Council, The Neighbourhoods Directorate will deliver the shared vision and objectives set out in the Our

Manchester Strategy and Our Plan. The specific objectives for Neighbourhoods are:

### **Neighbourhoods: Clean, safe and vibrant, improving air quality**

- Maintain and build confidence in Manchester's reputation as a vibrant, destination city through the opportunities presented by its diverse cultural, sporting and leisure offer, together with its civic functions as a focus for residents and visitors;
- Proactively support Manchester residents to lead happy, healthy, active lifestyles and promote community cohesion through our programmes of activity in culture, leisure and libraries; widening participation and increasing volunteering opportunities;
- To protect the public, the environment, consumers and workers through enforcing the law in a fair, equitable and consistent manner, assisting businesses to meet their legal obligations and taking firm action against those who flout the law or act irresponsibly;
- Enabling local businesses to thrive by achieving high regulatory standards through engagement, support and education;
- To work with partners to counter the impact of extremism in all its forms, reduce the risk of individuals being drawn into terrorism through the implementation of Prevent and embrace new responsibilities for the Safeguarding programme (Channel) across Greater Manchester;
- Support local businesses and residents to maintain and develop thriving district centres with appropriate retail, amenities and public service offer;
- Contribute to population, economic and residential growth by ensuring that housing developments are supported by local services, an attractive neighbourhood, good highways and public transport infrastructure;
- Work with residents and other stakeholders to deliver a refreshed Waste Strategy in line with the national 25-year Plan to Improve the Environment and Waste Strategy;
- Increase recycling rates and support residents to 'recycle right' and reduce waste, with particular emphasis on properties with shared containers including apartments and dense terraced areas where recycling rates are currently lower (average of 10%);
- Reduce litter and fly-tipping through improved use of technology, resident and business education, engagement and action, and enforcement; and
- Reduce CO2 emissions through a combination of local action, including delivery of the Green and Blue Infrastructure Strategy, Parks Strategy and the Tree Action Plan, and influencing national policy on energy and transport;
- Alongside other partners in the City, to contribute to the City's recently adopted target of becoming carbon neutral by 2038 and contribute to the development of a draft action plan to be considered by the Council in March 2019 and a final plan by 2020;
- Work alongside the other Greater Manchester authorities and Transport for Greater Manchester to develop and implement a Clean Air Plan designed to ensure that the City addresses the health impacts of poor air quality by achieving compliance with national and European agreed air quality standards in the shortest possible time.

## **Connections: connect Manchester people and places through good quality roads**

- Continue to improve the condition of the highway, contributing to improved travelling conditions across the city, through the successful delivery of the five year planned investment programme;
- To reduce congestion and improve the flow of traffic travelling in and out of the city centre through the delivery of Manchester and Salford Inner Relief Route (MSIRR);
- Improve connectivity, improve traffic flow and contribute to the clean air agenda through the delivery of other major road schemes such as the Hyde Road pinch point scheme and the Princess Parkway/Mancunian Way junction improvement;
- Provide healthy transport alternatives and reduce greenhouse gas emissions supporting the clean air agenda through the delivery of major new cycle and walking routes delivering the Beelines vision and supported by the Cycle City Ambition Grant;
- Promote exercise, improve health and wellbeing and improve cycling and road safety skills for young people through the bike-ability scheme which will continue to be delivered to schools;
- Work with Transport for Greater Manchester to utilise the new powers in the Bus Services Act to reform the delivery of bus services in the city and seek to ensure future bus services better meet the needs of local residents and businesses;
- Continue working with partners to support and actively encourage grassroots life-long learning and involvement in road safety, including raising awareness with children and parents.

## **Growth that Benefits Everyone: Pathways to Good Quality Job Creation for Residents**

- Ensure that employers at a neighbourhood level are engaged in shaping and contributing to skills development of both their existing and future workforce, including increasing the number of apprenticeship opportunities and delivering their Corporate Social Responsibilities, contributing to the social value strategy for Manchester; and
- Maximise employment opportunities for Manchester residents by encouraging employers to pay the Manchester Living wage and provide good quality work; leveraging, in particular, where the City Council has a strategic development, planning, procurement or commissioning role.

## **Young People**

- Lead the work with key partners at a strategic and neighbourhood level to ensure that Young People in Manchester are enabled to access the range of universal and, where appropriate, targeted services to ensure they have every opportunity to be safe, happy, healthy and successful, fulfilling their potential.

## **Well Managed Council: Make the most of our resources**

- Maximise the use of our asset base and identify new opportunities within the scope of our Commercial Strategy to maintain and increase income and deliver an improved offer for our residents;
- Through intelligent commissioning and improved contract management continue to maximise opportunities to reduce cost and increase social value;
- Make best use of digital technology and transformation to provide a better more efficient service to our residents through the effective implementation of a new Digital Experience Programme (DxP) which includes a new customer relationship management (CRM) system ensuring the successful integration with other existing systems; and
- Work collaboratively with partners to embed integrated public service/ neighbourhood management through 'Bringing Service Together for People in Places'. Make best use of combined resources, a connected workforce to reduce demand on targeted services and deliver the best possible outcomes which meet a range of local needs (domestic abuse, homelessness, health and wellbeing etc.).

## **Our Manchester behaviours and approach**

- Create the right conditions for residents to be more actively engaged and demonstrate Our Manchester through participation and taking responsibility for themselves and their community whilst encouraging others to do the same, supported by strong and active community groups; and
- Supporting staff to be the best they can be by listening, understanding and responding to key messages from the B Heard survey, providing regular engagement opportunities and investing in training, development and career progression opportunities.

## **4. Self-Assessment / Key Challenges**

- 4.1. In order to facilitate and support the delivery of these priorities for the City and its residents, the Directorates will also need to address some key challenges. The quality of our highways, number of potholes and gully cleansing remains a priority for our residents, road resurfacing is now happening at a greater scale, this work is progressing through a 5 year £100m investment programme. Members have previously agreed the year three programme of works with some minor changes to reflect how the road network has, in a small number of areas, deteriorated rendering preventative treatments inappropriate. Resources are in place to deliver this from both the highways team where capacity has been increased over the past year and our contractors where we have a number of frameworks available. It is recognised that there is a backlog of work in this area and this is being addressed as an urgent priority. So far, this year 43 roads have been resurfaced; preventative/ pre-treatment repair work has been completed on a further 24 roads and 3 footways have been reconstructed.

- 4.2. Waste and recycling is also one of the largest budget areas for the Directorate but we are pleased to have achieved our highest overall levels of recycling (39%) and lowest levels of residual waste over the last 10 years. However, as the City grows there is an increased demand for these services which need to be managed. We are continuing to improve performance focusing on areas of lowest performance (i.e. recycling in apartment blocks) whilst also working with developers and planning to ensure good recycling facilities are included in the initial design. The City aims to reduce incidents of litter and fly tipping - therefore education and engagement remains pivotal in changing behaviour. This will be achieved by working together with Keep Britain Tidy via the 'Keep Manchester Tidy' Partnership and a 'Litter Taskforce' made up of communities including young people, businesses and public bodies. The City will continue to take a robust approach to enforcement to underpin this approach.
- 4.3. Similarly, growth of the City and businesses increases the demand for our enforcement and regulatory services. This together with changes in legislation such as mandatory licensing of Houses in Multiple Occupation also put new demands on the service as ICT systems need to be amended or created, and new staff recruited. There are particular pressures in respect of food safety, regulating allergen controls and inspecting imported food at Manchester airport and difficulties in recruiting suitably qualified staff.
- 4.4. Working with our residents to enable them to do more for themselves, prevent problems and tackle complex issues together is a key priority for The Directorate and The Neighbourhood Service has been leading this work, with colleagues in Reform and Innovation, to develop a model: Bringing Services Together for People in Places. This model aims to bring together and better connect workforces from across Early Years, Early Help for children, young people and their families, Integrated Neighbourhood Management, Greater Manchester Police, Housing Providers and the Local Care Organisation, in 12 neighbourhoods across the city. It aims to join up our resident engagement activity where we can better use our combined collective knowledge and insight and strengthen the role and capacity of our communities. Now the model has been established our priority is to manage the successful delivery, by putting people and places at the centre, to achieve better outcomes for Manchester residents.
- 4.5. Visits to libraries (over 3m), galleries (c.624k), and sports and leisure centres (c.3.2m) over the period October 2017 to September 2018 are all performing above target. Work is continuing to widen participation to ensure that the users of our community services reflect the diverse communities of Manchester. We recognise that our world class offer also contributes to the vibrancy of the City and our neighbourhoods and we will be working with colleagues in Performance and Intelligence to identify new performance measure which reflect this.
- 4.6. Within the current three year budget planning period the Directorate is performing well and is on track to deliver the 2018/19 approved savings of £3.335m. In 2019/20 there are an additional £4.575m savings already

approved within the budget, and further savings proposals have been identified to support the overall Council budget position, and these total £0.376m. The proposed savings will be achieved through a combination of furthering its work on maintaining and increasing income through making best use of our assets and trading services, in addition to finding efficiencies through contract management and looking to replace long term agency staff with permanent posts.

- 4.7. Enabling the workforce to be resilient, effective, creative, ambitious and innovative through embedding Our Manchester Principles and developing a culture of trust, honesty and empowerment is critical and we are committed to plan for the future workforce. There is a commitment to ensure staff are equipped with the skills and knowledge needed to be able to work in an Our Manchester way. To date, 576 Neighbourhood's staff have attended the Listening in Action events, and 238 have attended the Our Manchester experience. The directorate is also on target to deliver 18 apprenticeship starts in 2018/19.
- 4.8. The workforce within the directorate is stable and reliance on agency staff has decreased. We are supporting our managers through Our Manchester Leadership and Raising the Bar training, of which 42 and 120 staff have completed respectively. The sickness absence is near the organisation average and most services have seen an increase in Return to Work (RTW) interviews being conducted by managers.
- 4.9. It is essential that we continue to embed the Our Manchester approach and behaviours throughout the workforce and in the services approach to delivery. The Directorate continues to deliver a programme of engagement activities including large scales staff conferences and service specific away days. The most recent staff conference, delivered jointly with Strategic Development, focused on 'Our Manchester in Action' was well received by staff with 73% of attendees providing feedback, 97% were satisfied with the event and 88% said it was relevant and helpful for their job. The staff engagement survey results from 2018/19 placed the Directorate firmly in the 'One to Watch Category' and revealed that employees wanted greater opportunity for development; the Workforce Development Group meets on a regular basis and is on target to fully spend its budget in 2018/19 to meet these needs.
- 4.10. A challenge for the directorate is communicating and engaging with front line staff that have limited or no access to work emails and work computers. It can also be difficult to ensure such staff have easy access to training (especially e-learning modules) and to keep abreast of news and developments in the Council. The roll out of the Universal Access project is going some way to address this by providing access to online systems and resources, to date 495 frontline staff have received training. Also, increasing productivity amongst staff within the Directorate will be dependent on adopting learner support systems and processes (ICT, HROD, and Finance) which enable efficient working.

## 5. Revenue Strategy

5.1. Neighbourhood Directorate has a gross budget of £151.950m, and a net budget of £71.530m with 1,441 FTEs. The breakdown by service area is provided in the table below:

**Table 1: 2018/19 Base budget**

<b>Service Area</b>	<b>2018/19 Gross Budget</b>	<b>2018/19 Net Budget</b>	<b>2018/19 Budgeted Posts</b>
	£'000	£'000	(FTE)
Neighbourhood Management	2,968	202	3
Waste & Street Cleaning	18,183	12,586	10
Waste Levy & Disposal	17,751	16,712	0
Parks, Leisure & Events	14,902	5,025	92
Grounds Maintenance	4,247	3,129	103
Neighbourhood Investment Fund	640	214	0
Community Safety & Compliance	13,389	9,653	253
Libraries, Galleries & Culture	12,085	8,859	265
City Co.	234	234	0
Core Cities	446	52	4
Development Fund	374	0	0
Neighbourhood Teams	2,479	2,479	51
<b>Total Neighbourhoods</b>	<b>87,698</b>	<b>59,145</b>	<b>781</b>
Traded Services	22,961	(3,483)	412
Directorate Support	841	841	17
Highways Service	40,450	15,027	231
<b>Total</b>	<b>151,950</b>	<b>71,530</b>	<b>1,441</b>

5.2. The 2018/19 cash limit budget is £71.530m and this is net of the £3.355m savings approved as part of the 2018/19 approved budget. The Directorate is on target to deliver the approved 2018/19 savings, and in response to the requirement to look to reduce costs wherever possible to support the wider

Council budgets, the directorate is forecasting an underspend of £0.688m in 2018/19.

- 5.3. As part of the original 3 year budget proposals there are additional approved savings proposals of £4.575m already agreed for 2019/20 and a summary breakdown of the approved savings over service area is provided in the table below:

<b>Service Area</b>	<b>Description of Saving</b>	<b>2019/20 £000's</b>
Parks, Leisure and Events	Reduce contract costs and energy savings	300
Business Units	Increasing bereavement services service offer	60
Waste Management	Planned service Change and reduced waste disposal costs	4,150
Highways Services	Review costs of vehicles and increased fee income	65
	<b>Neighbourhood Service Total</b>	<b>4,575</b>

- 5.4. 2019/20 is year 3 of the three year budget strategy, the Directorate has continued to work towards delivering the priorities that were identified as part of the service offer. The original priorities are also aligned with the Council's Corporate Plan. Positive progress has continued and further details are set out below:

**5.5. Waste and Street Cleansing**

- 5.5.1. Investment in recycling facilities in apartment blocks during 2018/19, has had a positive effect on increasing collection of recycling and reducing residual waste. Further work is planned for 2019/20, to improve communal facilities in dense terraced areas to make it easier for residents to recycle.
- 5.5.2. Review of school collections has led to the implementation of a system which benefits all Manchester schools, for which the City has responsibility. Efficiencies in this service has ensured achievement of the savings target in 2018/19.
- 5.5.3. Properties with their own recycling bins (157,000 households) have a recycling rate in excess of 50%; across the City overall recycling increased to 39% in 2017/18. This has already reduced the projected costs of disposal by around £9m in 17/18 and £14m against costs previously projected for 2018/19 and will continue to help reduce the costs of the waste levy going forward.
- 5.5.4. Investment in new technology will help support improvements in the litter bin service.

- 5.5.5. Cleanliness of our streets remains a key priority for residents, businesses and visitors to the City. During 2018, Keep Britain Tidy undertook an independent survey (Local Environment Quality Survey) to measure how clean the City is. The results show that Manchester is performing better than the national survey in litter and detritus; and comparable in graffiti and fly posting.
- 5.5.6. The procurement of a new waste and recycling disposal contract for Greater Manchester, which has been led by GMCA, will support the achievement of savings targets in 2019/20.
- 5.5.7. Residents also value our green spaces which has been demonstrated through the successful Manchester in Bloom, a joint initiative between staff, residents, partners and businesses and where 154 awards were achieved this year.
- 5.5.8. An external review of the Waste and Street Cleansing contract has been undertaken, and this indicated that the existing contract represents good value for money. Work is ongoing with the contractor to ensure that the service is as effective as possible.

## 5.6. **Parks, Leisure and Events**

- 5.6.1. In response to the budget consultation, continuing our investment into high quality leisure and library facilities for residents remains a priority. Work has been completed on investing £8.6m into the full refurbishment of Moss Side Leisure Centre and Library, and plans are developing for the replacement of Abraham Moss Leisure Centre and Library with a new facility commencing in 2019/20.
- 5.6.2. A coherent strategy, policy and planning framework for the future of the City's Parks and Playing Fields has been embedded. £200k of new income streams have been identified from the implementation of the Pay and Display at Heaton Park and from implementing contracts such as catering and concessions. Furthermore, additional events have been secured for 2019/20, which will be piloted - these events and other income streams associated with cafes are anticipated to generate a further £163k in 2019/20. This additional revenue will be utilised to deliver the objectives set out in the parks strategy, such as raising standards and increased costs such as ongoing maintenance.
- 5.6.3. Parks Investment has been channelled into the Somme Memorial and to the Southern Play Area at Heaton Park to ensure that the site continues to progress as a regional visitor attraction. Work to restore Wythenshawe Hall is also progressing, alongside the continued role out of investment into various parks, which has resulted in improved play areas, drainage and grounds maintenance.
- 5.6.4. The MCR Active Card has surpassed its target for the first 12 months for Sport and Leisure with over 88,000 people signing up. Any service users with the card are receiving up to 30% discounts off leisure provision. The card is providing important data about how our services are being used and help inform the design of future services to meet the needs of our diverse

communities. £1.5m of new funding has been secured to fund pilot revenue projects that will grow participation in sport and physical activity. These projects will commence in early 2019/20.

- 5.6.5. Supporting residents into employment has been supported through the Manchester Volunteer Inspired Programme (MCRVIP) which trains and deploys volunteers at our great sporting events and physical activity sessions across the city. Over 300 volunteers joined MCRVIP in 2018 taking the total to 6,232 people, equating to 77,264 volunteering hours.
- 5.6.6. Libraries remain vital community facilities enjoyed by a range of residents. In 2017 over 10,000 children joined the library as every child is now gifted a library card at their birth registration. The 2017 Summer Reading Challenge proved to be the most popular so far with more children and adults reading. Longsight Library had to order an urgent delivery of children's books to avoid running out for 4-11 year olds.
- 5.6.7. Ensuring the City retains its reputation for cultural and sporting excellence is a major factor in driving growth and the visitor economy. 2017 involved the largest Manchester International Festival to date, Manchester Art Gallery achieving its highest visitor figures and the Christmas Markets being the largest in the country.

## **5.7 Neighbourhood Management**

- 5.7.1. Driving forward Our Manchester approaches to resident engagement at a neighbourhood level to strengthen capacity within communities to help reduce demand on services. Bringing Services Together for People in Places is enabling organisations right across the city to work in a more integrated way, putting an Our Manchester approach at the heart of the way activity is delivered.
- 5.7.2. Work with partners to further develop integrated models for neighbourhood delivery building on the models already in place in key areas across the city. The City Centre Integrated Neighbourhood Management (INM) approach is now well established and the additional resources which followed the City Centre Review are now being deployed to address the key priorities; rough sleeping/begging; anti-social behaviour; waste management/street cleansing and wider compliance and enforcement work. Significant improvements have been achieved through INM with very close working between the rough sleepers team, Licensing and Out Of Hours team and Anti-Social Behaviour Action Team (ASBAT) to ensure that an assertive outreach approach is taken to help people sleeping rough to get support but also to address any enforcement issues such as detritus associated with street drinking, rough sleeping and ASB. There is strong partnership working in the night time economy with GMP including programmed visits to licensed premises and close working with voluntary organisations including Street Angels who have started to provide additional safe haven support (aimed at the student population), street pastors and the launch of drinkaware crews in 4 city centre bars.

## **5.8 Compliance and Community Safety**

- 5.8.1. The Community Safety Team continue to support the delivery of the Community Safety Strategy both citywide and in local neighbourhoods. The partnership is working towards alignment with the Bringing Services Together approach and has started to develop partnership arrangements across the 12 areas to support closer working in those localities. We continue to work with partners and communities to address their concerns, in particular issues around serious violence and to prevent individuals from being drawn into crime and exploitation through positive intervention and prevention.
- 5.8.2. The role out of Operation Dovetail has seen responsibilities for the management of Channel referrals transfer from the police to Local authorities in the North West. Manchester will host a small team supporting this work in Greater Manchester.
- 5.8.3. The approach to Compliance and Enforcement focuses on the priority issues for our residents and supports the valuable work of our neighbourhood services. The focus on waste enforcement remains a key priority. We have seen a slight decrease of 8% in the percentage of legal notices served from April - December 2018. Some of this is due to the changes in the type of waste offences we are seeing (e.g. there has been an increase in builders rubble being dumped which is far less likely to have evidence amongst the waste than general household waste) and we are also seeing more evasive tactics such as use of false number plates or unregistered vehicles used in committing offences. This is also impacting on prosecution levels as a significant amount of time is invested in trying to gather evidence on cases that don't reach court. We are also seeing an increase in offenders failing to appear at court and the court having to issue warrants which again delays cases getting to a conclusion. Private Sector Housing is another key priority area. From October 2018 there were changes to Houses in Multiple Occupation (HMO) licensing legislation which is likely to require in the region of 5000 additional properties to be licensed as HMOs. A further successful bid to Ministry for Housing Communities and Local Government has enabled our proactive rogue landlord work to continue and housing enforcement notices have increased by 50%.
- 5.8.4. The successful multi agency activity in Strangeways to address counterfeiting and other criminality is continuing to make inroads to the issues including the first ever closure order secured in Strangeways preventing a business from opening for 3 months. Significant successes are being achieved in taking enforcement against Shisha businesses who are breaching the Health Act 2006 through allowing customers to smoke in enclosed spaces. The Licensing and Out of Hours team in conjunction with Planning colleagues are taking action to prevent businesses operating illegally. This is a serious public health issue due to the harmful effects of smoking Shisha. In 2018 42 FPNs were served for Breach of the Health Act, 3 prosecutions and 268 Shisha pipes seized.

## Savings Proposals 2019/20

### 5.9. Street Cleansing Waste Collection and Disposal - Savings £4.15m

- 5.9.1. As part of the original 2017-20 budget, savings of £5.8m were approved from a combination of reduced disposal costs through increased recycling rates and savings from the procurement of disposal services. £350k of savings are expected to be achieved in 2018/19, and a further £4.15m will be delivered in 2019/20.
- 5.9.2. The £4.15m will be delivered as follows; £3.9m through a reduced levy charge because of a combination of reductions in the level of waste sent for disposal (£0.9m) and (£3m) proposed to be achieved through the re-procurement of the waste disposal arrangements and a further £250k through continued behaviour change in apartment blocks.
- 5.9.3. The **£0.9m of savings are to be delivered through the ongoing increase in recycling** leading to reduced residual waste. Changes in household behaviour has been encouraged following the service change and the roll out of smaller residual waste bins.
- 5.9.4. The Greater Manchester Combined Authority exited the PFI contract arrangement in 2016/17, and work has been ongoing to re procure this contract. The new contract is expected to be in place by June 2019, and it is expected that this and **revisions to the inter authority arrangement will deliver savings of £3m in 2019/20**. Given the change in the recycling market and the risks around the procurement outcomes there are risks around this proposal and the outcome of this will be known following contract award (March 2019).
- 5.9.5. Following the introduction of smaller bins there was a significant shift in residents recycling behaviour, with households recycling c£50% of their waste. The rates of recycling in apartments is lower than households and prior to service changes in 2018/19 the average rate was c10%. Work commenced with building managers and landlords to encourage increased recycling rates. The changes are planned to deliver savings of £0.5m, and this was phased £250k in 2018/19 and £250k in 2019/20. The work is progressing well and the initial £250k is expected to be achieved, work will continue across the City in order to further increase rates in apartments across the City.

### 5.10. Sport and leisure - £300k

- 5.10.1. The new sport and leisure contract commenced on the 1st December 2018, as part of the procurement process income growth was built into the contract, and this was forecast to deliver £0.650m savings, split £0.5m 2018/19 and £150k in 2019/20. Following tender evaluation, the approved savings remain on track to be delivered.
- 5.10.2. Further savings of £150k are approved for 2019/20 through a combination of more efficient operation and reduced duplication in the Leisure contract and

increased collaboration across Greater Manchester, along with reduced energy costs within the existing indoor leisure buildings.

#### 5.11. Traded Services - £60k

As a result of the continued focus on customer service and investment in facilities, the bereavement service has continued to grow the income generated. £120k savings were approved for bereavement services, and this was split equally over 2018/19 and 2019/20. Bereavement services continues to overachieve on its income target, and the £60k increase for 2019/20 is likely to be achieved.

#### 5.12. Highways Services - £65k

Highways services is undergoing a service improvement programme, savings of £478k were approved and delivered in 2018/19, and a further £65k is planned for 2019/20 this is to be achieved through a combination of increased fee income in the design team and reduced vehicles costs.

#### 5.13. Additional Proposals - £0.376m

As part of the ongoing work to support the Council budget position the Directorate has identified further proposed savings of £0.376m, and these are summarised in the table below, with more detailed narrative included below.

<b>Service Area and Proposed Saving</b>	<b>£000's</b>
Neighbourhoods Service Increase in income from fees and charges	156
Review of Supplies and services across the service	100
Replacement of agency staff	40
Highways Review of plant, equipment and vehicles	5
Highways Increase fee income	40
Highways Increased fees and charges	35
	<b>376</b>

#### 5.14. Increased Fees and Charges - £156k

As part of the annual review of services and the associated fees and charges that are administered by services, opportunities have been identified to increase income by £156k, this is made up of £14k increased income from inspection and £142k through increased fixed penalty receipts for littering offences. The proposed increase has been already been included on the key decision forward plan and was not subject to call in. The increased charge for penalty charge notices came into effect 21st January 2019 and the forecast increased income is based on current levels of FPN receipts income, and may reduce if behaviour changes.

#### **5.15. Neighbourhoods - £100k**

As part the work to identify additional savings to support the overall corporate position additional savings of £100k will be achieved through reducing general supplies and services budgets across the Directorate.

#### **5.16. Highways Agency Staff - £40k**

As part of the ongoing Highways Improvement Programme work is being done to review the resources required going forward to deliver an effective service, it is proposed that all agency posts will be reviewed, and if possible long term agency posts will be replaced with permanent City Council staff. This is forecast to achieve cost savings of £40k.

#### **5.17. Review of Plant, equipment and vehicles - £5k**

Work commenced during 2018/19 to review all ongoing costs for hiring plant, vehicles and equipment and an exercise was undertaken to off hire any plant that was being underutilised. Part year savings of £5k were realised in 2018/19 and a further £5k will be realised in 2019/20 to reflect the full year effect of the changes.

#### **5.18. Highways Increased Fees and Charges Income - £75k**

It is proposed to increase income generation within the Highways service, this will be achieved through a combination of increasing the current charges for permits and other charges (£35k), and increasing the level of contribution towards overheads generated through fees charged against capital schemes by the Highways design team.

#### **5.19. Identified Pressures - £0.755m**

As part of the budget work two areas of activity are experiencing increasing demand for the service, but in the current climate it is not possible to address the increased demands and service standards may suffer going forward. A summary of the two areas is set out below.

#### **5.20. Fly tipping - £500k**

Additional resources of £200k were approved in 2017 to address the issue of fly tipping and requests for clearance have reduced by 0.8%, but requests still remain 16% higher than 2 years ago and the incidences of commercial fly tipping have increased. In order to introduce new tactics to address the ongoing issue of fly tipping, and ensure that the increase in commercial fly tipping is tackled additional investment of £0.5m is proposed. This will allow £300k investment in improving the street environment and introducing measures to deter commercial fly tipping. The remaining £200k will be used to fund additional resources, including 3 FTE's that will seek to work with businesses to ensure commercial waste is disposed of appropriately. The impact of this work will be evaluated to determine the outcome of the work,

and this can then be used to look at how this is funded going forward if required. As part of the work programme discussion will be had with Greater Manchester Waste Disposal Authority to look at what opportunities there are to ensure commercial waste can be disposed of.

#### **5.21. Food, Health & Safety and Airport - £255k**

Since 2016 the workload of the Team has increased significantly in 2 main areas: imported food controls at Manchester Airport and regulating allergenic ingredient controls in food businesses. This has put significant pressure on the team resource and could potentially pose public health risks and reduce the team's contribution to supporting economic activity. It is also important to note that the additional functions of Health and Safety and Food Standards have lacked investment in staff resource for several years and the new posts created in 2016 were created purely to address the issue with the food hygiene programme not being completed. The costs of the proposal are £295k, of which £40k has been identified from within existing resources, it is proposed to provide investment of £255k to fund the increased staffing resources of 7 FTE's required to address the increased demands.

#### **5.22. Investment and Other Changes - £24.127m**

5.22.1. In order to facilitate changes in the waste contract there was a transfer in 2017/18 to allow the waste disposal authority (WDA) to increase revenue spend by £77.1m, because the additional costs of this were funded through the Districts the Transport Levy was reduced on a one-off basis to provide districts with the necessary financial capacity and this is reversed in 2019/20. The Neighbourhood Service budget is increased by £21.545m to reflect this adjustment.

5.22.2. Other adjustments of £2.582m are proposed for 2019/20, these are in respect of £0.5m growth to fund the continuation of the ongoing street cleaning programme that was trialled in 2018/19, and a net adjustment of £2.082m to reflect the mainstreaming of budgets in Neighbourhood services that were previously funded from reserves.

**Table 2: 2019/20 proposed changes and revised budget**

Service Area	Approved MTFP				2019/20 Identified pressures	2019/20 Recovery proposals	Proposed 2019/20 Net Budget
	2018/19 Net Budget	Approved savings	Investment and other changes	2019/20 Net Budget			
	£'000	£'000	£'000	£'000			
Neighbourhood Management	202			202		(100)	255
Waste & Street Cleaning	12,586	(1,150)	2,582	14,018	500		13,518
Waste Levy & Disposal	16,712	(3,000)	21,545	35,257			35,257
Parks, Leisure & Events	5,025	(300)		4,725			4,725
Grounds Maintenance	3,129			3,129			3,129
Neighbourhood Investment Fund	214			214			214
Community Safety & Compliance	9,653			9,653	255	(156)	9,497
Libraries, Galleries & Culture	8,859			8,859			8,859
City Co.	234			234			234
Core Cities	52			52			52
Development Fund	0			0			0
Neighbourhood Teams	2,479			2,479			2,479
<b>Total Neighbourhoods</b>	<b>59,145</b>	<b>(4,450)</b>	<b>24,127</b>	<b>78,822</b>	<b>755</b>	<b>(256)</b>	<b>78,219</b>
Traded Services	(3,483)	(60)	0	(3,543)	0	0	(3,543)
Directorate Support	841	0	0	841	0	0	841
Highways Service	15,027	(65)	0	14,962	0	(120)	14,842
<b>Total</b>	<b>71,530</b>	<b>(4,575)</b>	<b>24,127</b>	<b>91,082</b>	<b>755</b>	<b>(376)</b>	<b>91,461</b>

## 6. Capital Strategy / Programme

6.1. The capital programme for The Neighbourhoods Directorate amounts to £238.9m, this includes the Highways Investment Programme, standalone Highways projects, and programmes for Environment, Leisure and Libraries. A summary of the current proposed capital budget is shown in the table below,

and details of the individual projects can be found in the Capital Strategy and Budget report for Executive in February:

Programme	2018/19 £m's	2019/20 £m's	2020/21 £m's	2021/22 £m's	Future Years £m's	Total £m's
Highways	37.8	57.2	45.8	30.8		171.6
Environment	1.3	7.4				8.7
Leisure	9.7	17.5	13.1	8.8	8.2	57.3
Libraries	0.7	0.6				1.3
<b>Total</b>	<b>49.5</b>	<b>82.7</b>	<b>58.9</b>	<b>39.6</b>	<b>8.2</b>	<b>238.9</b>

- 6.2. During 2018/19 work on the projects under the Highways Investment Plan have progressed, with works to carriageways, footways and bridges undertaken. Work is ongoing to review how traffic flows on Hyde Road can be improved taking on board the aspirations of the Walking and Cycling Commissioner to include facilities to support more people to walk and cycle. Work has commenced on the Inner Relief Rd to increase capacity, and on Great Ancoats St. The installation of LED street lighting is progressing well, and is programmed to continue into 2019/20. Proposals are being developed to use some of the energy savings to fund the installation of LED lighting in the non-PFI lighting estate being brought forward.
- 6.3. Within the Environment budget there is the continuing provision to support efficiencies within the waste contract by replacing some of the waste vehicle Fleet.
- 6.4. Feasibility studies are being undertaken to determine the scope of works as part of the Parks Improvement Plan, it is expected that options will be brought forward once studies are complete. The projects will support the wider Parks strategy, and look to increase the efficiency within parks by generating additional income. Works at Moss Side and Abraham Moss leisure centres have progressed, with Moss Side now reopened.
- 6.5. The Capital Strategy and Budget represents a continuation of the existing approved capital budget. The report to Executive does provide information on the expected future investment requirements for the Council, including investment in Highways to support the major regeneration projects such as the Eastern and Northern Gateways, further investment from the GM Mayor's Fund to support walking and cycling initiatives, and works to the libraries estate.

## **7. Impact on Residents, Communities and Customers**

- 7.1. Manchester has a diverse and rapidly changing population and it is important that the Council is able to manage its business priorities with due regard for the wide-ranging and complex priorities and needs of the City's residents. The

business planning process helps the directorate to consider and communicate how it will fulfil the requirements of the Public Sector Equality Duty in the development of its business priorities. The Directorate will continue to use its Equality Impact Assessment framework as an integral tool to ensure that all relevant services have due regard of the effect that their business change proposals will have on protected groups within the City.

- 7.2. The Directorate is proud of its contribution to the Council's re-accreditation as an excellent authority against the Equality Framework for Local Government and is committed to maintaining this standard. Ensuring that Directorate's equality considerations and priorities are clearly articulated through the business planning process is a crucial part of achieving this commitment. In 2017 the Directorate established an Equalities Working Group which is responsible for ensuring progress against the Directorate delivery plan and corporate priorities. The Group has met regularly and developed a new model of working to ensure consistent delivery against these priorities. This work is set out in detail in the Equalities Delivery Plan, attached.
- 7.3. The directorate is committed to securing social value through its commissioning and procurement processes. The Highways service has developed a social value manager post to develop these relationships with partners and also working with neighbourhood teams to identify specific opportunities to benefit the immediate areas impacted by highways works. These opportunities range from volunteering to using partners' machinery to improve public realm or local parks. Working with the corporate Social Value Working Group the directorate will continue to refine the definition of social value, clarifying this for partners, actively monitor and learn from the initial projects, and develop a framework for assessing the collective additionality generated through social value.

## **8. Impact on the Workforce**

- 8.1. Current options, if taken forward, will not result in any direct workforce reductions (except those relating to TUPE transfer).
- 8.2. A number of service areas are exploring and implementing new delivery models including:
  - Parks - large restructure to implement a new model of delivery with an increased focus on commercial skills to generate income.
  - Highways - a new Target Operating Model is being developed on the basis of increasing the core permanent workforce and drawing in additional capacity as required during peaks in workload or whereby specific technical skills are required and it would not present value for money to recruit on a permanent basis. It should be noted that whilst the strategy is to shift the balance of consultants and increase the permanent workforce there will always be a need for consultants. However, a key difference will be that engagement will be for specific time bound periods, effectively managed and there will be a focus on skill transfer ensuring value for money of the engagement.

- Sports and Leisure - the service are transferring approximately 26 staff from the Leisure team to MCR Active with an expected transfer date of 1 April (subject to confirmation).
- Grounds Maintenance - the business model implemented in 2017 included an offer of efficiency retirement which was accepted by 17 Grounds Maintenance Operatives resulting in a reduction of staff. Current and future grade 3-6 vacancies will be held in order to convert full time posts to part time hours which will be offered to people on ILM paid placements via Manchester College and replace contractor costs. This allows an opportunity for succession planning and provides important pathways into employment opportunities for Mancunians who would otherwise be unemployed.

8.3. Key priorities for 2019/20 will include:

- The b-heard survey results 2019/20 revealed a positive increase for scores relating to 'My Manager' factor. The Directorate is keen to ensure it builds on the strong and positive relationship between staff and managers and will continue to ensure all managers attend the Our Manchester Leadership and Raising the Bar programmes.
- The b-heard survey also highlighted challenges with team work in some service areas, therefore the workforce development group will look to ensure all teams have tailored activities available to improve teamwork and cross service collaboration.
- The Directorate will continue to offer apprenticeship opportunities to internal staff and external applicants wherever suitable in order to facilitate skills development, succession planning and to maximise spend of
- The apprenticeship levy. Apprenticeships also creates great accessibility to many local residents who may otherwise have barriers to accessing the employment market.

## 9. **Technological Support**

- 9.1. The importance of technology, systems and data should not be underestimated if the City Council is to achieve the aspirations of growth, reform and health and social care integration from both a Council and GM perspective. Additional ICT investment has been agreed as part of the three year budget strategy and a five year capital plan with 2019/20 being the third year of this investment programme.
- 9.2. During 2018/19 ICT investment has been made in the areas listed below. The initiatives are a mixture of systems to underpin departmental transformational agendas, the implementation of fit for purpose systems or to establish compliance in line with the ICT strategy:
- Allotments Application
  - Leisure Volunteer Management
  - Libraries Transformation
  - Open + at Withington Library
  - Ward Boundaries Change

- ArcGIS upgrade
- FLARE GDPR
- Universal Access phase 1.

9.3. Key priorities for 19/20 will include:

- Continuation of the Leisure transformation project. This initiative makes use of technology to transform the operation of the service to improve efficiencies, improve the customer experience and move more residents into physical activity.
- Working collaboratively with partners to embed an integrated public service offer (e.g. through joined up ICT applications). This work will be closely linked with the development of the Public Service Hubs and the one public estate.
- Continue the delivery of Open + as part of the Libraries 2020 programme.
- Planning, designing and delivering the new Digital Experience Programme (which includes a new CRM ) which will support a number of front line, neighbourhood based services and transform the way that the Council transacts with residents and businesses.
- Procurement, design and delivery of the replacement for the FLARE application. FLARE is the biggest application in use by the Neighbourhoods directorate so this is a significant piece of work.
- Aligned to the Highways Improvement Programme deliver a range of projects to ensure applications are supported and up to date and technology is an enabler to the wider transformation of the service.

9.4. The above projects are prioritised against directorate and corporate objectives. For example, through the adoption of new technologies for how we manage, engage and communicate with businesses ICT is helping to enable business start-up and growth. Working with Leisure and Library Services new technology is improving the amenities in local areas creating places where residents want to live.

9.5. ICT will continue to work closely with the Directorate in order to identify solutions that comply with the information and ICT design principles and to develop robust business cases to support their development.