

NOTICE OF MEETING

The Executive
Tuesday 8 May 2018, 5.00 pm
Council Chamber - Time Square, Market Street, Bracknell, RG12
1JD

To: The Executive

Councillor Bettison OBE (Chairman), Councillor Dr Barnard (Vice-Chairman), Councillors D Birch, Brunel-Walker, Mrs Hayes MBE, Heydon, McCracken and Turrell

ALISON SANDERS Director of Resources

EMERGENCY EVACUATION INSTRUCTIONS

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- 3 Use the stairs not the lifts.
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If you require further information, please contact: Hannah Stevenson

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Published: 27 April 2018



The Executive Tuesday 8 May 2018, 5.00 pm Council Chamber - Time Square, Market Street, Bracknell, RG12 1JD

Sound recording, photographing, filming and use of social media at meetings which are held in public are permitted. Those wishing to record proceedings at a meeting are however advised to contact the Democratic Services Officer named as the contact for further information on the front of this agenda as early as possible before the start of the meeting so that any special arrangements can be made.

AGENDA

Page No

1. Apologies

2. Declarations of Interest

Members are asked to declare any Disclosable Pecuniary or Affected Interests in respect of any matter to be considered at this meeting.

Any Member with a Disclosable Pecuniary Interest in a matter should withdraw from the meeting when the matter is under consideration and should notify the Democratic Services Officer in attendance that they are withdrawing as they have such an interest. If the Disclosable Pecuniary Interest is not entered on the register of Members interests the Monitoring Officer must be notified of the interest within 28 days.

Any Member with an Affected Interest in a matter must disclose the interest to the meeting. There is no requirement to withdraw from the meeting when the interest is only an affected interest, but the Monitoring Officer should be notified of the interest, if not previously notified of it, within 28 days of the meeting.

3. Minutes

To consider and approve the minutes of the meeting of the Executive held on 10 April 2018.

5 - 12

4. Urgent Items of Business

Any other items which, pursuant to Section 100B(4)(b) of the Local Government Act 1972, the Chairman decides are urgent.

Executive Key Decisions

The items listed below all relate to Key Executive decisions, unless stated otherwise below.

5. Planning & Building Control Transformation Review

To approve the implementation of the new vision and strategy for the Planning and Building Control service following the transformation

13 - 24

6. Parks and Countryside Transformation Review

To consider the recommendations of the Parks and Countryside Review.

7. Restructure and Performance Management

To seek approval to proposed changes to the senior management 39 - 52 structure and related adjustments to the performance management and pay regime for senior officers.

25 - 38

Exclusion of the Press and Public

Agenda item 8 is supported by an annex containing exempt information as defined in Schedule 12A of the Local Government Act 1972. If the Committee wishes to discuss the content of this annex in detail, it may choose to move the following resolution:

That pursuant to Regulation 4 of the Local Authorities (Executive Arrangements) (Access to Information) Regulations 2012 and having regard to the public interest, members of the public and press be excluded from the meeting for the consideration of item 8 which involves the likely disclosure of exempt information under the following category of Schedule 12A of the Local Government Act 1972:

(3) Information relating to the financial or business affairs of any particular person (including the authority holding that information).

8. Invest to Save Opportunity at Bracknell Leisure Centre

To seek approval for invest to save funding and Section 106 monies to 53 - 66 make significant improvements at Bracknell Leisure Centre.





EXECUTIVE 10 APRIL 2018 5.00 - 6.12 PM

Present:

Councillors Bettison OBE (Chairman), Brunel-Walker, Heydon, McCracken and Turrell

Apologies for absence were received from:

Councillors Dr Barnard, D Birch and Mrs Hayes MBE

71. Declarations of Interest

There were no declarations of interest.

72. Minutes

RESOLVED that the minutes of the meeting of the Executive on 13 March 2018 together with the accompanying decision records be confirmed as a correct record and signed by the Leader.

73. Urgent Items of Business

There were no urgent items of business.

Executive Decision and Decision Records

The Executive considered the following items. The decisions are recorded in the decision sheets attached to these minutes and summarised below:

74. Easthampstead Park Conference Centre

RESOLVED that:

- i) Easthampstead Park Conference Centre be sold to Purchaser C as detailed in the confidential annexe.
- ii) the Borough Solicitor and Chief Officer Property be given delegated authority to conclude the property transaction in an expeditious manner.

75. Thames Basin Heaths Special Protection Area Supplementary Planning Document

RESOLVED that:

i) the adoption of the Thames Basin Heaths Special Protection Area Supplementary Planning Document (SPASPD) is approved, under the provisions of Section 23 of the Planning and Compulsory Purchase Act 2004 and Paragraph 14 of the Town and Country Planning (Local Planning) (England) Regulations 2012 as a material consideration in

- the determination of all planning applications validated from the date of its adoption and on a case by case basis for planning applications validated but not determined before the date of its adoption;
- ii) the Thames Basin Heaths Special Protection Area Avoidance and Mitigation Supplementary Planning Document (TBHSPD) (2012) is revoked under the provisions of Section 22 of the Planning and Compulsory Purchase Act 2004 and Paragraph 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- iii) the publication of the Consultation Statement is approved in accordance with Paragraph 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- iv) minor changes prior to adoption in (i) above be agreed with the Chief Officer: Planning, Transport and Countryside in consultation with the Executive Member for Planning and Transport.

76. Council Plan Overview Report

RESOLVED that the performance of the Council over the period from October - December 2017 highlighted in the Overview Report is noted.

CHAIRMAN

Bracknell Forest Council Record of Decision

Work Programme Reference	1075467

- 1. **TITLE:** Easthampstead Park Conference Centre
- 2. **SERVICE AREA:** Environment, Culture & Communities

3. PURPOSE OF DECISION

To consider the options arising from the recent market testing exercise relating to Easthampstead Park Conference Centre

- 4 IS KEY DECISION Yes
- 5. **DECISION MADE BY:** Executive
- 6. **DECISION:**

RESOLVED that:

- Easthampstead Park Conference Centre be sold to Purchaser C as detailed in the confidential annexe.
- ii) the Borough Solicitor and Chief Officer Property be given delegated authority to conclude the property transaction in an expeditious manner.

7. REASON FOR DECISION

The sale of Easthampstead Park Conference Centre to a well-established and high quality conference operator will bring much needed investment in a unique heritage facility which will not only protect and secure EPCC's future as a listed building and local business but will also bring additional employment into the borough. Furthermore, the combined effect of the revenue savings and capital receipt will make a significant contribution to meeting the council's savings requirements.

8. ALTERNATIVE OPTIONS CONSIDERED

- i) One alternative is not to dispose of the Centre and continue to manage the property directly but it is considered this would be damaging to the Council financial plans and transformation programme resulting in a continued annual revenue loss of circa £250,000 per annum and significant amounts per annum in capital maintenance costs. The condition of the listed building would unlikely to be improved by retention.
- ii) Another alternative is to establish a wholly owned council trading company which would allow the new operation to take advantage of the hotel market which the council, under direct management, is not lawfully able to do. However, based on the scale of investment proposed by all three companies to bring EPCC into a sustainable trading condition (circa £10m £15m) it is considered too high a risk for the level of return that would need to be delivered for this to be achieved by a council influenced company with negligible expertise in the hotel market.

- iii) The soft market testing by external consultants has excluded previous parties for under bidding, lack of credibility and deliverability, especially for a continuing facility which also protects the listed building nature of the property.
- iv) Prior to the appointment of Christie and Co., Savills were appointed to consider the value of the property and the suitability as conversion either as a single dwelling or multiple dwellings and for alternative uses such as education establishment or health complex. The conclusion of all of this analysis, whilst heavily caveated, was clear that none would be more viable and offer a sustainable future for the building than the disposal of the operation as a going concern. This was also supported by the Mazars report as referred to in this paper.

9. PRINCIPAL GROUPS CONSULTED: Not applicable

10. **DOCUMENT CONSIDERED:** Report of the Director of Environment, Culture &

Communities

11. **DECLARED CONFLICTS OF INTEREST:** None

Date Decision Made	Final Day of Call-in Period		
10 April 2018	17 April 2018		

Bracknell Forest Council Record of Decision

Work Programme Reference	1073966

- 1. **TITLE:** Thames Basin Heaths Special Protection Area Supplementary Planning Document
- 2. **SERVICE AREA:** Environment, Culture & Communities

3. PURPOSE OF DECISION

To approve the Thames Basin Heaths Special Protection Area Supplementary Planning Document for use as a material consideration in the determination of planning applications

- 4 IS KEY DECISION Yes
- DECISION MADE BY: Executive
- 6. **DECISION:**

RESOLVED that:

- i. the adoption of the Thames Basin Heaths Special Protection Area Supplementary Planning Document (SPASPD) is approved, under the provisions of Section 23 of the Planning and Compulsory Purchase Act 2004 and Paragraph 14 of the Town and Country Planning (Local Planning) (England) Regulations 2012 as a material consideration in the determination of all planning applications validated from the date of its adoption and on a case by case basis for planning applications validated but not determined before the date of its adoption;
- ii. the Thames Basin Heaths Special Protection Area Avoidance and Mitigation Supplementary Planning Document (TBHSPD) (2012) is revoked under the provisions of Section 22 of the Planning and Compulsory Purchase Act 2004 and Paragraph 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- iii. the publication of the Consultation Statement is approved in accordance with Paragraph 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012;
- iv. minor changes prior to adoption in (i) above be agreed with the Chief Officer: Planning, Transport and Countryside in consultation with the Executive Member for Planning and Transport.

7. REASON FOR DECISION

The Council has reviewed its current SPA guidance and considers that a revised SPASPD would assist with the implementation of current planning policies and provide prospective applicants with a clearer idea of the Council's requirements for mitigating the impact of development on the SPA. A public consultation that accords with the Council's Statement of Community Involvement (SCI) was undertaken as

part of the statutory process for producing the SPASPD.

8. ALTERNATIVE OPTIONS CONSIDERED

Not adopting the SPASPD would result in the loss of the required contributions to support alternative open space (SANG) provision in Council management which would undermine the effectiveness of this essential mitigation over the long term.

9. PRINCIPAL GROUPS CONSULTED: General public, developers, agents and

other interested parties

10. **DOCUMENT CONSIDERED:** Report of the Director of Environment, Culture &

Communities

11. **DECLARED CONFLICTS OF INTEREST:** None

Date Decision Made	Final Day of Call-in Period	
10 April 2018	17 April 2018	

Bracknell Forest Council Record of Decision

Work Programme Reference	1072332

1. TITLE: Council Plan Overview Report

2. **SERVICE AREA:** Chief Executive's Office

3. PURPOSE OF DECISION

To receive the Council Plan Overview Report (CPOR) for Quarter 3 of 2017/18.

4 IS KEY DECISION Yes

5. **DECISION MADE BY:** Executive

6. **DECISION**:

RESOLVED that the performance of the Council over the period from October - December 2017 highlighted in the Overview Report is noted.

7. REASON FOR DECISION

To brief the Executive on the Council's performance, highlighting key areas, so that appropriate action can be taken if needed.

8. ALTERNATIVE OPTIONS CONSIDERED

None applicable.

9. PRINCIPAL GROUPS CONSULTED: None.

10. **DOCUMENT CONSIDERED:** Report of the Chief Executive

11. **DECLARED CONFLICTS OF INTEREST:** None

Date Decision Made	Final Day of Call-in Period	
10 April 2018	17 April 2018	



TO: THE EXECUTIVE 8 MAY 2018

PLANNING & BUILDING CONTROL TRANSFORMATION REVIEW Director of Environment, Culture and Communities

1 PURPOSE OF REPORT

1.1 The purpose of this report is to approve the implementation of the new vision and strategy for the Planning and Building Control service following the transformation review.

2 EXECUTIVE SUMMARY

- 2.1 As a result of the financial pressures on the Council, it was agreed to establish a Transformation Programme in which fundamental reviews of all the Council's services will be conducted over three years. The programme's methodology follows the four phase commissioning cycle: Analyse, Plan, Do and Review. One of the reviews in the second year of the programme is the Planning & Building Control Review which began in April 2017.
- 2.2 The results of the analyse phase were included in a detailed review report which was considered by members at the first Gateway Review in September 2017. Members considered a number of options for achieving £200k of financial savings and endorsed six recommendations to be taken forward for further investigation in the Plan Phase.
- 2.3 At the end of the Plan Phase, the Overview and Scrutiny Commission conducted a Gateway Review on 14 March 2018. The Gateway Review, which was open to all members, reviewed the findings to date and provided advice on a number of recommendations proposed for implementation during the next stage of the review.
- 2.4 The recommendations centred around a core strategic option of income generation and efficiency. The future vision of the service centres around improving and enhancing the customer journey through the service and the way in which we work with members and our staff.

3 RECOMMENDATION

3.1 That the Executive agree the future vision for the service and to the implementation of the recommendations and associated savings emanating from the Transformation Review of the Planning & Building Control Service as detailed in Annex A and Annex B.

4 REASONS FOR RECOMMENDATION

4.1 Implementation of these recommendations will ensure that the savings target attributed to this review is met with effect from 2018/19 and will ensure that the service remains sustainable whilst also improving the customer experience where possible.

- 4.2 Adopting a more commercial approach within the service will ensure that the services we are offering are packaged and marketed appropriately to increase take-up and raise awareness of what the teams can offer. The creation of a business development plan will help to support the team in carrying out this work.
- 4.3 Implementing a re-design of the service will ensure a smooth and efficient customer journey through the service resulting in reduced decision making time, an increase in customer self-service and an increase in stakeholder satisfaction. This workstream also aims to deliver an improvement in collaborative working between the teams in scope and internal stakeholders.

5 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Alternative sourcing options were considered such as sharing or outsourcing services. There is has previously been limited appetite from members for sharing or outsourcing large parts of the service, however there are opportunities for sharing or buying in certain smaller elements of the service and these opportunities will be pursued as and when they arise.
- A set of seven recommendations were presented to members at the Gateway Review; three of these were not endorsed by members to be taken forward to implementation and as such will not be pursued further. The recommendations that the members were not minded to support are as follows:
 - Members discuss the concept of a Local Development Order for Bracknell Forest and support further consultation with members with a view to the creation of an LDO in 2019.
 - Members discuss and agree the concept of increasing the threshold to 10 objections for automatic referral to Planning Committee.
 - Members agree that Committee site visits be undertaken during office hours as opposed to on a Saturday.
- 5.3 Primary Authority was raised by members at the Gateway Review meeting. Primary Authority is a means for businesses to receive assured and tailored advice on meeting environmental health, trading standards or fire safety regulations through a single point of contact. This ensures start-ups get it right at the outset and enables all businesses to invest with confidence in products, practices and procedures, knowing that the resources they devote to compliance are well spent. It is not relevant to Building Control Services so cannot be pursued in the next phase.

6 SUPPORTING INFORMATION

- 6.1 The Planning and Building Control review is led by the Chief Officer: Planning, Transport & Countryside, supported by a Transformation Project Manager, and a Project Board involving managers with specialist advice being provided on an ad hoc basis by Activist.
- 6.2 The project has reviewed the Council's approach to service provision within the borough, its financial position and has gathered the views and opinions of staff and members as well as users of the service. The project considered the following aims:

- Achieve substantial savings of at least £200k in 2018/19 and future years.
- Examine current structures and look to streamline processes and procedures
- Focus on digital solutions with a view to make savings and improve the customer experience
- Explore opportunities for income generation and commercialisation
- Look at areas of work that can be reduced or that the council does not need to continue delivering
- Consider options for alternative service delivery models.
- 6.3 The Plan Phase of the review looked in more detail at:
 - The gap between the current arrangements and the outcomes being sought;
 - The potential future options for design and operation of the service;
 - The practicalities of achieving the vision and the savings, with clear options for the future: and
 - The views of the members, staff and service users on the preferred option by running workshops and feedback sessions.
- 6.4 The new strategic vision and resulting recommendations for the Planning and Building Control service has been reviewed by members at the recent Gateway Review and has been endorsed by the Transformation Board. The savings envisaged through the implementation of the recommendations are summarised in the table in Annex A. The full plan phase report which provides full details on all of the recommendations and alternative options considered has already been provided to members as part of the Gateway Review Process. Should members wish to obtain a further copy of this report they should make contact with the Transformation Programme Office.
- 6.5 The SPA facilitation fees income initiative required a full public consultation and the creation of a new supplementary planning document. The Executive agreed to adopt the new document on 10 April 2018.

7 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

7.1 Legal support will be provided to ensure income generation initiatives satisfy statutory requirements around charging and trading set out in the Localism Act 2011. The Legal and Planning teams are currently working together to identify process efficiencies in the commissioning of legal support in relation to Planning and Highways agreements which are intended to improve allocation of resources in both teams and to improve the management of demand in these areas.

Borough Treasurer

7.2 Savings from the Transformation Programme underpin the Council's medium term financial position.

Equalities Impact Assessment

7.3 An Equalities screening is attached at Annex C.

Strategic Risk Management Issues

7.4 Key project risks and mitigating actions can be found in the plan phase report.

8 CONSULTATION

Principal Groups Consulted

8.1 Staff, members and regular users of the service have been consulted in both the analyse and plan phases of this review, and a summary of the feedback received can be found within the plan phase report.

Method of Consultation

8.2 Surveys, workshops and feedback sessions have been held with various stakeholders to inform the recommendations arising from this review. A full public consultation on the Special Protection Area Supplementary Planning Document was held during January and February with the final document being presented to the Executive on 11 April 2018 for adoption.

Background Papers

Planning & Building Control Analyse Phase Report Planning & Building Control Plan Phase Report

Contact for further information

Andrew Hunter, Chief Officer: Planning, Transport & Countryside - 01344 351907 Andrew.Hunter@bracknell-forest.gov.uk

Annex A

Table 1: Recommendations to be taken forward to implementation

1.	That members support the implementation of agreed income generation initiatives to take effect from May 2018.
2.	Members support the direction of travel that has been achieved so far with the service re-design work by agreeing to implement agreed changes recommended within Planning and for re-design work to begin in the Building Control & Land Charges teams.
3.	Members agree that supplementary reports for Planning Committee be provided on Thursdays only as opposed to Tuesdays and Thursdays (unless exceptional circumstances apply).
4.	Members agree to move towards more digital communication and paperless working.

Table 2: Estimated Savings & Costs

Initiative	Saving	Cost
Income Generation	£281,000	
Process changes identified by service re-design	£40,000	
Technology – System integration and API's required for service re-design		£10,000
Dedicated S106 resource identified by service re-design		£40,000
TOTAL	£321,000	£50,000



Annex B

Our Vision for the Service

Customers

- Processes will be designed to improve timeliness of decision making, with the needs and expectations of the customer at the forefront of our minds.
- Technology will be utilised as much as possible to drive efficiencies by automation of processes, maximising use of the information on our website and facilitating selfservice to avoid unnecessary contact.
- We will make use of the Customer Contact Centre for lower level enquiries where possible.
- We will endeavour to keep customers informed on the progress of their applications in more detail and via self service where this is possible.
- We will continue to adopt a positive and proactive partnership approach towards applications.
- We will continually review the fees that we charge for our services to ensure that the right fees are in operation and reflect the level of service that we are providing.

Members

- We will endeavour to keep members engaged and informed on applications within their wards and within the borough as a whole. We will look to drive efficiencies by creating access to information for members via self service channels.
- We will continue to support the important work of the Planning Committee but at the same time look to remove any unnecessary administration involved in this process to keep cost levels down.

Staff

- We recognise that our staff are a valuable asset and that there is a nationwide shortage of experienced officers. We will utilise the skills and ideas put forward by staff to continually review processes and to ensure that they are fully engaged with the ongoing development of the service.
- Given the difficulties in recruitment and the level of resource within the team it is imperative that we remove as many non-value added tasks in order to free up officer time to concentrate on the complex and decision making areas of the work.



Initial Equalities Screening Record Form

Date of Screening: 15 March 2018	Directorate: ECC Section: Planning & Building Control			
Activity to be assessed	The transformation review of the Planning and	Building Control Service		
2. What is the activity?	☐ Policy/strategy ☒ Function/procedure ☐ change	Project Review Service Organisational		
3. Is it a new or existing activity?	☐ New ☐ Existing			
4. Officer responsible for the screening	Andrew Hunter			
5. Who are the members of the screening team?	Sarah Kingston & Max Baker			
6. What is the purpose of the activity?	As a result of the financial pressures on the Council, it was agreed to establish a Transformation Programme in which fundamental reviews of all the Council's services will be conducted over the next three years. The programme's methodology follows the four phase commissioning cycle: Analyse, Plan, Do and Review. One of the reviews in the second year of the programme is the Planning & Building Control Review which began in April 2017. The results of the analyse phase were included in a detailed review report which was considered by members at the first Gateway Review in September 2017. Members considered a number of options for achieving £200k of financial savings and endorsed six recommendations to be taken forward for further investigation in the Plan Phase. At the end of the plan phase, the Overview and Scrutiny Commission conducted a Gateway Review on 14 March 2018. The Gateway Review, which was open to all members, reviewed the findings to date and provided advice on a number of recommendations proposed for implementation during the next stage of the review. The recommendations centred around a core strategic option of income generation and efficiency. The future vision of the service consists of a package of income generation initiatives including adopting a more commercial approach and mind-set, a redesign of processes within the teams and a review of some of the member engagement processes. A set of seven recommendations were presented to member at the Gateway Review and four of these were endorsed by members to be taken forward to implementation:			

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	The	2. 3. 4. ome • • • • • esse irrings	work by agreeing to implement agreed changes recommended within Planning and for re-design work to begin in the Building Control & Land Charges teams. 3. Members agree that supplementary reports for Planning Committee be provided on Thursdays only as opposed to Tuesdays and Thursdays. 4. Members agree to move towards more digital communication and paperless working. 5. Inchemical digital communication and paperless working. 6. Charging of a monitoring fee for S106 Agreements 7. Standardising charging for Planning Performance Agreements 8. A 10% increase in Pre-Application fees 8. Creating a chargeable appointment service and removing the current Duty Planning Officer arrangements 8. Increasing SPA fees to fund the facilitation and maintenance of these spaces 9. Creation of pre-application service for Building Control 8. Service to cover costs more effectively and meet the ngs target attributed to this transformation review.		
			naining recommendations will create a smoother benefits such as a reduction in decision making		
7. Who is the activity designed to benefit/target?	Users and stakeholders of the Planning & Building Control services.				
Protected Characteristics	Ple e ti yes no	ck	Is there an impact? What kind of equality impact may there be? Is the impact positive or adverse or is there a potential for both? If the impact is neutral please give a reason.	What evidence do you have to support this? E.g equality monitoring data, consultation results, customer satisfaction information etc Please add a narrative to justify your claims around impacts and describe the analysis and interpretation of evidence to support your conclusion as this will inform members decision making, include consultation results/satisfaction information/equality monitoring data	
8. Disability Equality – this can include physical, mental health, learning or sensory disabilities and includes conditions such as dementia as well as hearing or sight impairment.		N		This group will not be disproportionately affected.	

9. Racial equality			
9. Racial equality	N		This group will not be disproportionately affected.
10. Gender equality	N		This group will not be disproportionately affected.
11. Sexual orientation equality	N		This group will not be disproportionately affected.
12. Gender re-assignment	N		This group will not be disproportionately affected.
13. Age equality	N		This group will not be disproportionately affected.
14. Religion and belief equality	N		This group will not be disproportionately affected.
15. Pregnancy and maternity equality	N		This group will not be disproportionately affected.
16. Marriage and civil partnership equality	N		This group will not be disproportionately affected.
17. Please give details of any other potential impacts on any other group (e.g. those on lower incomes/carers/ex-offenders, armed forces communities) and on promoting good community relations.	increa	is a potential for customers on low incomes to be ses in the specific areas identified represent a smale e a planning application and complete the develo	all part of the fees that would be required in order
18. If an adverse/negative impact has been identified can it be justified on grounds of promoting equality of opportunity for one group or for any other reason?	N/A		
19. If there is any difference in the impact of the activity when considered for each of the equality groups listed in 8 – 14 above; how	N/A		

Action	Timescal e	Person Responsible	Milestone/Success Criteria
Creation of business development plan.	July 2018	Sarah Kingston	Completion of document.
24. Which service, business or work plan will these actions be included in?	Planning &	Building Control Impler	mentation Phase Project Plan.
25. Please list the current actions undertaken to advance equality or examples of good practice identified as part of the screening?	The changes to the customer journey as a result of the service redesign will make accessing the service easier for all.		
26. Chief Officers signature.	Signature:		Date:

TO: THE EXECUTIVE 8TH MAY 2018

TRANSFORMATION PROGRAMME – PARKS AND COUNTRYSIDE REVIEW CHIEF OFFICER: PLANNING, TRANSPORT & COUNTRYSIDE

1. PURPOSE OF REPORT

1.1. To approve the implementation of the new strategy for the Parks and Countryside service following the transformation review.

2. RECOMMENDATIONS

- 2.1. That the Executive agree to the implementation of, the recommendations emanating from the Transformation Review of the Parks and Countryside service as detailed in annexe 1:
- 2.2. That the Executive agree to the development of a country park subject to further feasibility work.

3. REASONS FOR RECOMMENDATION

- 3.1. The Parks and Countryside review forms part of the Council's Transformation Programme and over the last nine months it has been exploring ways in which the savings target of £400k could be achieved whilst transforming the way in which the service is delivered. The outcome of the review demonstrated that a saving in the region of £476k delivered over 3 years could be achieved.
- 3.2. The Plan Phase Gateway review held on 21st March 2018 saw members support the direction of travel to enhance and maintain the service and to move ahead with the five recommendations presented to them.

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1. The option of 'No change' was considered. This would mean continuing with the Parks and Countryside service in its current form with no major changes. This option was not selected as no savings could be achieved.
- 4.2. All sourcing options were explored, including make, buy, share and divest. Recommendations include make, divest and buy options but sharing options have not been recommended at this time.
- 4.3. Contracting out parts of or the rangers service as a whole was explored but is not recommended at this time as the ranger service holds the key to many of the income generating projects, particularly the practical enhancement and management of Suitable Alternative Natural Greenspace (SANGS) and has the existing skill set to deliver a single Natural Estate approach to land management.
- 4.4. The opportunity to share the Parks and Countryside service or elements of it with other local authorities was explored. Due to the different structures, systems and responsibilities and the way in which land is held and managed by other councils, it

appears that there would be no particular benefits/savings that could be secured through the sharing of services with these councils at this time. Although this should be kept under review.

5. SUPPORTING INFORMATION

- 5.1. The review is led by the Chief Officer: Planning, Transport & Countryside supported by a project manager and supported by a Project Board involving the senior management of the services in scope, Activist consultants, and managers outside the service to offer challenge.
- 5.2. The main focus of the Parks and Countryside review was to meet or exceed the savings targets set whilst endeavouring to ensure that maximum benefit is being secured from the borough's natural environment. Specifically this focussed on the management of land and trees currently within the Council's Park and Countryside team's remit which currently are highly regarded by residents (as evidenced in satisfaction surveys). The natural and accessible character of Bracknell Forest will be maintained or enhanced to ensure that communities benefit from active use of local natural spaces.

5.3. Our direction for the future

We will seek:

To involve residents, businesses and other partners in developing and maintaining the borough's green spaces - introducing attractive new services to help reduce our reliance on Council funding.

The Council recognises:

The central importance of our green spaces and wildlife, and that they are key to the health and success of the borough.

This will be enhanced by:

- Encouraging people to join in volunteer and help us raise money.
- Protecting our natural spaces and creating new ones to match housing and economic growth.
- Generating external funding through the planning process for enhancements and ongoing maintenance.
- Sensitively developing natural spaces and assets to include new facilities and services to generate long term income.

We will do this by:

- Improving access for everyone living and working in the borough.
- Caring for our natural spaces for the benefit of both people and wildlife.
- · Generating income to help reduce our costs.
- Encouraging healthy outdoor activity for all ages and abilities.
- 5.4. To achieve these developments and savings the following strategic options have been selected:
 - Income generating potential will be established through commercially viable business assets newly created or existing.
 - Land management costs will be minimised by effective management planning and procurement.
 - Volunteering and sponsorship will be fully enabled to encourage and reward local residents and business to support the in perpetuity costs of open space provision.

Unrestricted

- Maintenance costs arising from the misuse of public spaces will be met by those responsible, not by the council.
- Grant funding opportunities and developer contributions will be maximised for all open spaces.
- Discretionary work is identified, reviewed and minimised
- 5.5. The new strategic plan to enhance and maintain the service has been reviewed and supported by councillors at the Gateway Review held on 21st March 2018 and has been endorsed by the councils internal Transformation Board. A set of 5 recommendations shown in annexe 1 were presented in order that these changes may be implemented in the next phase.
- 5.6. A Business Development Plan will be produced to support the commercial mind-set. It will consider market and competitor analysis, resource and practise management, and skills development.
- 5.7. The savings are closely in line with the efficiency targets set of £400k. Whilst it won't be possible to implement all of the recommendations and realise savings within 2018/19, indicative figures show we can achieve in the region of £333k savings in 18-19, rising up to estimates of £454k in 2019/20 and finally up to £476k in 2020/21.
- 5.8. Table 1: Savings/Income projections

Initiative	Saving/Income
Country Park	£85k
Income Generation Initiatives — including SPA mitigation facilitation funds, Bio Mass scheme, Sponsorship, Highway Tree Pruning Scheme, Licensing and Filming	£323k
Service Re-design – Unified Natural Estate	£40K
Budget Efficiencies / cost reduction — Enforcement, bookings and events	£28K
TOTAL	£476k

- 5.9. There are three major capital cost elements to the project. These elements will finance the proposals for a new Country Park and a Bio Mass Burner sited upon it. The total investment required is around £2.2m.
 - The first element comes as part of the recommendation to sell two properties (currently used as staff housing) the gateway review supported the proposal to the ring fence the capital receipt from these sales, estimated at £650k for investment into the Country Park project.
 - The second element was identified as part of research and identified some funds available from built sports and open space S106 contributions. This channel of funding is being explored further to ensure it can be used for this purpose and has not been earmarked for other projects.

 And finally, the third element is an 'invest to save' application for the remainder of the investment required. Financial detail provided as part of the application will need to evidence a viable capital investment opportunity.

6. ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

6.1. Legal advice has been provided at various points in the plan phase and this will continue as the proposals set out in the report proceed towards implementation.

Borough Treasurer

6.2. Savings from the Transformation Programme underpin the Council's medium term financial position.

Equalities Impact Screening

6.3. Attached at Annexe 2.

Strategic Risk Management Issues

6.4. Failure to implement proposals will result in significant alternative savings needing to be found in the Council's budget. There may be resource capacity issues in parts of the organisation as a result of these measures which will need to be managed. The future of the service will not be sustainable.

7. CONSULTATION

Principal Groups Consulted

- 7.1. The approach to the review has been extremely positive with a 'people first' focus including large amount of staff and stakeholder engagement. The project team and board have continued to involve staff in the preparation of business cases presented to the board for decision.
- 7.2. Three sets of workshops were held with staff and stakeholders. They focussed on Land Management, Public Tree Pruning, and Customer Journeys. Results and recommendations from these workshops have fed into the final recommendations.
- 7.3. During the plan phase of the review, from the 12th December 2017 to the 23rd January 2018, we consulted with residents with a parks and open spaces survey receiving over 250 responses. The purpose of the survey was to understand resident's views and support for proposals being investigated as part of the Parks and Countryside review. This has enabled us to make an informed decision on the potential success and impact of the proposals being put forward.
- 7.4. The feedback received was strongly in agreement with the councils preferred options and has informed the formulation of Plan Phase report and recommendations.
- 7.5. The Gateway reviews gave Councillors the opportunity to understand and comment on the various streams set out in this project.

Unrestricted

<u>Background Papers</u> Parks and Countryside Review Plan Phase Report – March 2018

Contact for further information

Andrew Hunter Chief Officer: Planning, Transport & Countryside 01344 351907 Andrew.Hunter@bracknell-forest.gov.uk

Annexe 1

Recommendations

That the Executive supports:

- 1. Planning the development of Horseshoe Lake as a Country Park using a modular approach.
- 2. The investigation and development of a Biomass burner and green waste storage/drying area (dependant on recommendation above).
- 3. Implementation of income generation schemes including: enhanced filming scheme and sponsorship for the service.
- 4. Implementation of cost reduction schemes including: new approach to enforcement; licensing; service re-design; reduced maintenance budget and staff re-structuring where required.
- 5. Service re-design and remodelling to unify responsibility for land management and income generation into a new Natural Estate Service.

Annexe 2 – Equalities screening document



Section: Parks and Countryside

Directorate: Environment

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Date of

5 of the 6 work packages presented.

The main focus of the Parks and Countryside review is to meet or exceed the savings targets set whilst endeavouring to ensure that maximum benefit is being secured from the borough's natural environment, specifically the management of land and trees currently within the Council's Park and Countryside team's remit which currently are highly regarded by residents.

The natural and accessible character of Bracknell Forest will be maintained or enhanced to ensure that communities benefit from active use of local natural spaces.

To achieve these developments and savings the following strategic options have been selected:

- Income generating potential will be established through commercially viable business assets newly created or existing.
- Land management costs will be minimised by effective management planning and procurement.
- Volunteering and sponsorship will be fully enabled to encourage and reward local residents and business to support the in perpetuity costs of open space provision.
- Maintenance costs arising from the misuse of public spaces will be met by those responsible, not by the council.
- Grant funding opportunities and developer contributions are maximised for all open spaces.
- Discretionary work is identified, reviewed and minimised
- A Business Development Plan will be produced to support the commercial mind-set. It will consider market and competitor analysis, resource and practise management, and skills development.

The following set of proposals will be presented to the Executive on the 8th May 2018. Income generation:

- 1. Creation of a new country park
- 2. Siting of a bio-mass boiler
- 3. Online booking and payment for all events
- 4. Termination of service occupancy agreements and sale of properties owned by the service
- 5. Enforcement for the misuse of land
- 6. Licensing for the use of land
- 7. A review and increase in charges for filming upon parks and open spaces
- 8. SPA facilitation sums increased
- 9. Unified land management and the creation of a natural estate

7. Who is the activity designed to benefit/target?	All residents in the borough.		
Protected Characteristics	yes or no	Is there an impact? What kind of equality impact may there be? Is the impact positive or adverse or is there a potential for both? If the impact is neutral please give a reason.	What evidence do you have to support this? E.g. equality monitoring data, consultation results, customer satisfaction information etc. Please add a narrative to justify your claims around impacts and describe the analysis and interpretation of evidence to support your conclusion as this will inform members decision making, include consultation results/satisfaction information/equality monitoring data
8. Disability Equality – this can include physical, mental health, learning or sensory disabilities and includes conditions such as dementia as well as hearing or sight impairment.	No	No Impact identified at this time.	This group will not be disproportionately affected.
9. Racial equality	No	No Impact identified at this time.	This group will not be disproportionately affected.
10. Gender equality	No	No Impact identified at this time.	This group will not be disproportionately affected.
11. Sexual orientation equality	No	No impact identified at this time.	This group will not be disproportionately affected.
12. Gender re-assignment	No	No impact identified at this time.	This group will not be disproportionately affected.
13. Age equality	No	No impact identified at this time.	This group will not be disproportionately affected.

14. Religion and belief equality	No	No impact identified at this time.	Will not be disproportionately affected.
15. Pregnancy and maternity equality	No	No impact identified at this time.	This group will not be disproportionately affected.
16. Marriage and civil partnership equality	No	No impact identified at this time.	Marriage and civil partnership will not be disproportionately affected.
17. Please give details of any other potential impacts on any other group (e.g. those on lower incomes/carers/exoffenders, armed forces communities) and on promoting good community relations.	No No impact identified at this time. Marriage and civil partnership will not b		of the borough. A recent survey completed esidents said they would be interested in a country see costs and dispose of green waste material in an energy. The borough to access services in a more digitally fect those people on lower incomes. A recent run us that people would expect to pay between £2 is will be in line with this. To properties owned by the service will affect those ent based on duties they complete as part of their formmodation. Legal and Human Resource support as only if they are proven to have misused land. This gh and ensures open spaces are further improved. The has shown us that 71% agreed that fixed penalty green as those people using open spaces for their loso and may be negatively received. Sitive effect on the borough and residents as it will maintained in perpetuity. It could have a negative

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	Unified land management and the creation of a natural estate aims to streamline processes for residents of the borough by having one land manager and reduce duplication and complication when dealing with enquiries and land maintenance.	
18. If an adverse/negative impact has been identified can it be justified on grounds of promoting equality of opportunity for one group or for any other reason?	N/A	
19. If there is any difference in the impact of the activity when considered for each of the equality groups listed in 8 – 14 above; how significant is the difference in terms of its nature and the number of people likely to be affected?	N/A	
20. Could the impact constitute unlawful discrimination in relation to any of the Equality Duties?	N	
21. What further information or data is required to better understand the impact? Where and how can that information be obtained?	Further market testing, validation and design will be required during the implementation phase of the review. A business management plan will need to be written and include marketing, promotion and engagement plans. Equality screenings will be produced as needed for each of the income generation projects e.g. country park so assess the equality impact in greater detail as design work is being completed.	
22. On the basis of sections 7 – 17 above is a full impact assessment required?	N	

23. If a full impact assessment is not required; what actions will you take to reduce or remove any potential differential/adverse impact, to further promote equality of opportunity through this activity or to obtain further information or data? Please complete the action plan in full, adding more rows as needed.

Action	Timescale	Person Responsible	Milestone/Success Criteria
Equality screenings will be produced as needed for each of the income generation projects e.g. country park to assess the equality impact in greater detail as design work is being completed.	April 2018 - June 2018	Lisa Jewell	
24. Which service, business or work plan will these actions be included in?	Parks and Countryside implementation phase project plan.		
25. Please list the current actions undertaken to advance equality or examples of good practice identified as part of the screening?	The natural and accessible character of Bracknell Forest will be maintained or enhanced to ensure that communities benefit from active use of local natural spaces. It is anticipated that a number of the projects will have a positive impact on equality but this will be assessed in more detail as design plans are developed.		
26. Chief Officers signature.	Signature: Date:		

TO: EXECUTIVE DATE: 8 MAY 2018

RESTRUCTURE & PERFORMANCE MANAGEMENT CHIEF EXECUTIVE

1 PURPOSE OF REPORT

1.1 This report outlines proposed changes to the senior management structure and related adjustments to the performance management and pay regime for senior officers.

2 EXECUTIVE SUMMARY

- 2.1 The Council has come under sustained pressure in recent years when looking to recruit at the most senior levels. Korn Ferry have been appointed to review the Council's salary package in relation to the national and local market.
- 2.2 The independent review has confirmed that, because it has not been reviewed since 2007, in some areas the Council's recruitment package is well below market rates. The report therefore proposes that senior salaries are indexed to the Korn Ferry "not for profit" and "public sector" database.
- 2.3 At the same time the report also proposes a restructuring of the Council's officer leadership to reduce overall management costs. Linked to this, it is also proposed to strengthen the Council's appraisal process for senior officers.

3 RECOMMENDATIONS

That the Executive:

- 3.1 Agrees the new management structure as set out in paragraphs 6.11 to 6.19;
- 3.2 Agrees the deletion of the posts of:
 - Director of Resources;
 - Director of Environment, Culture & Communities;
 - Chief Officer: Environment & Public Protection;
 - Head of Performance & Resources (Environment, Culture & Communities);
 - Chief Officer: HR;
 - Chief Officer: Planning, Transport & Countryside;

Chief Officer: Customer Services;

and from 1 April 2019

Director: Adult Social Care, Health & Housing;

- Director: Children, Young People & Learning.

- 3.3 Links its pay policy for Directors and Chief Officers to the 25th 50th percentile of the Korn Ferry public and not for profit market database;
- 3.4 Agrees to invoke the Council's organisational change protocol for those officers impacted by the proposed changes;
- 3.5 Agrees the outline changes to the performance management system summarised in paragraphs 6.21 to 6.24.

4. REASONS FOR RECOMMENDATIONS

- 4.1 Within the Council there has been a sustained focus on reducing the cost of senior leadership in order to protect funding for front line services. This has resulted in a reduction of five Chief Officer posts in recent years. The longer term intention has also been to reduce the number of Directors, but the timing of this has been dependent upon retaining adequate capacity to deliver the Councils' transformation programme.
- 4.2 This overall approach has been working well and the Council remains on track to close a budget gap of around £25m between 2016/17 and 2020/21. However, and threatening to jeopardise the long term strategy of transforming the Council into a fundamentally sustainable whilst high performing organisation, there are two issues causing significant pressures for the Council at the moment:
 - the ongoing and consistent success of the Council has made our staff very attractive to other employers. In the last twelve months the Ofsted and CQC inspections plus the opening of The Lexicon have been conspicuous achievements. Each has, however, resulted in subsequent staff loss as recruitment consultants, agencies and other employers regularly approach key staff about other jobs.
 - the employment market itself has also become increasingly competitive. Local salaries for some senior staff, where the Council recruits in a national market, have slipped well behind the market rate. This is made more acute as we are a high cost area. Although we have eventually successfully filled each post advertised in the last three years, there have often been specific circumstances and few appointable candidates.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 There are many valid ways in which management structures can be set. However, when determining these structures a fit with the organisation's strategic and operational priorities is essential. This report outlines the principles upon which proposed changes are based and how they link to these priorities.

- 5.2 Similarly, salary structures can be set at various levels to maintain an organisations ability to recruit and retain talent at the appropriate level. The proposals in this report recognise that Bracknell Forest is a relatively small unitary authority, but that we operate in a high cost area.
- 5.3 Leaving salaries and structures as they currently are will risk further recruitment and retention difficulties at this crucial strategic leadership level.

6 SUPPORTING INFORMATION

Recruitment & Retention

- 6.1 The last full salary review undertaken by the Council was supported by Hay MSL, the national leaders in pay and remuneration at the time, in 2007. Prior to that Hay had advised the Council on a bi-annual basis and a de-facto policy of paying at the 25th percentile of the Hay 'public and not for profit market' data base had been established. In the event the 2007 review coincided with the onset of the global financial crash and the recommendation, which would have maintained that 25th percentile position, was not implemented.
- 6.2 Over the years since 2007 the Council has performed well and has been regarded as a good and ambitious employer to work for. However, recent years have also seen the Council's salaries for some posts become less competitive and a number of senior positions have proved to be difficult to recruit to. This has been exacerbated in the last year by an unforeseen impact of recent conspicuous successes such as the Ofsted and CQC inspections and the successful opening of The Lexicon. These successes have made Bracknell Forest staff very attractive in the market and many have been directly approached and have moved on to other higher paid posts.
- 6.3 Some natural turnover of staff is healthy and, indeed, essential to bring in new ideas and experience. However, retaining existing high performers (across all Departments/Directorates) where possible is also clearly beneficial. It saves potential service disruption and avoids expensive recruitment costs (about £30 £40k per post if recruitment consultants have to be used). When natural turnover does happen, though, we need to be competitively placed to recruit new staff to continue to drive the organisation forward.
- 6.4 This is, of course, an issue that impacts across the whole organisation. The Overview & Scrutiny Commission have recently held two workshops looking at recruitment and retention issues for staff below Chief Officer level and a number of initiatives are being developed as a result, including:
 - the Council's recruitment branding and marketing
 - looking to introduce greater career flexibility
 - improving workforce planning
 - introducing key worker housing via Downshire Homes Ltd

In relation to the most senior staff, however, Korn Ferry (whom Hay MSL are now part of) were commissioned to review the Council's remuneration position during the autumn 2017.

6.5 At the most senior level, the Council has eight different grades (S1 – S8) although two (S5 and S7) are not currently used. Korn Ferry found that, compared to the "Public and Not-for-Profit Market", the Council's position in relation to Chief Officers

- grades S1 S3 remained competitive, but that from S4 S8 it pays below the median levels and at the highest levels significantly below the median salary. Appendix A shows the Korn Ferry comparison compared to the current Bracknell Forest salaries.
- 6.6 Of course, pay is not the only determinant of how attractive an employer is. Other factors can include organisational issues such as the culture, ambition and fairness of the Council as an employer. Similarly, training opportunities and the approach adopted by Members can help make an attractive employer. Nonetheless, pay is clearly important. The fact that some salaries have moved so far from the previous target point of 25th percentile goes a long way towards explaining the increasing difficulties we have experienced in recruiting at the most senior level in recent times. Ironically, there is a significant chance that the slippage in salary costs is actually adding costs through the need to repeat recruitment exercises after unsuccessful attempts. In the last year the Council has had to advertise for a Chief Officer: ICT and Chief Officer: Adult Social Care. This can cost up to £40k if specialist consultants are needed for specific shortage. In addition this creates a gap in service in some instances and has increased the vacancy rate. In cases where this gap is not acceptable then further additional costs can be incurred to resource interim arrangements.
- 6.7 Pay policy in a public sector organisation is clearly a very sensitive issue. At one level, residents will naturally expect the Council to employ talented and effective leaders who are committed and able to create a positive future for the Borough while providing the best services possible within the available resources. At the same time, residents would not want or expect to pay more than the market rate to attract and retain such people.
- As a Unitary Authority, Bracknell Forest has the full range of local government functions (as opposed to County Councils and District Councils where functions are split between two levels of authority). The Council's gross spend is around £266m per annum. At the same time, Bracknell Forest is one of the most expensive areas in the country with housing costs, in particular, exceeding the national average for England by £58,000. Against this, Bracknell Forest's population is, compared to many local government areas, relatively small and that too needs to be reflected in the salary levels.
- Taking these issues together it is suggested that an appropriate pay policy would be 6.9 a reduction on the pre 2007 policy of tracking the upper quartile 25th percentile point. Instead, it is suggested that pay ranges are introduced for all grades below S8 (the Chief Executive grade) and that these are set so that the top of the grade tracks the 25th percentile whilst the bottom point tracks the median itself, with 6 equal incremental points between the two. Adopting this approach would mean that Bracknell Forest pays above the national median for all senior grades (except the Chief Executive where the national data may be distorted by high salaries in the academic sector) - reflecting its multi-functions and location in a high cost area - but always pays below the top 25th percentile - reflecting its size. The salary grades that would result from implementing this policy with effect from 1 April are shown in Appendix B. In the case of the Chief Executive, there is clearly a distortion in the Upper Quartile figure due to other higher paid sectors. Therefore, rather than unnecessarily inflate the Chief Executive salary, it is suggested Members set a percentage differential between the highest paid Director role and that of the Chief Executive. That differential will be a matter for Members.

6.10 Adopting this approach is likely to save money in the long term by avoiding cost of disruption through increasing turnover rates and the associated recruitment costs. It could, however, add around £80,000 or, with on-costs £105,000 to the immediate base salary costs.

Organisational Structure

- 6.11 A straight increase in senior management costs is clearly not desirable.

 Consequently options to further reduce the most senior headcount have been examined. The proposals that follow would result in a reduction of the Council's leadership team by two Directors (out of four) and one Chief Officer (out of 15). The changes would come on top of the sustained downward pressure on senior management costs which have led to a reduction of five other Chief Officer posts in the last few years.
- 6.12 In reviewing the organisational structure a number of fundamental principles need to underpin the proposals:
 - ALL services are important but the Chief Executive needs to focus on issues of real strategic significance and reflect this in the direct reports to him/her
 - the maximum comfortable span of control is about 5 or 6
 - where possible similar services need to be grouped (e.g. social care)
 - some, but not all, activities need "professional" leadership
 - not all of the Chief Executive's direct reports have to be at the same level/grade
 - there needs to be realism about the skills available in the organisation we need to make sure we have broadly "round holes" for the "round pegs".
- a) Finance, Organisational Development and Planning
- 6.13 Applying these principles, whilst all services are important, for the foreseeable future, Finance, Organisational Development and Planning/Regeneration have a particular added strategic importance. The financial pressures facing the Council are obvious with a need to bridge the funding gap of £25m over the period 2016/17 2020/21. Similarly the need for effective organisational development in the face of the changes and transformation needed to meet these financial targets in a sustainable way is largely self-evident.

Planning, particularly the completion of the Local Plan, the ongoing development of Bracknell town centre and the Council's approach to major issues such as housing growth, economic development and environmental protection will set the strategic context for the Borough for the next 20 years. These subject areas form the basis of "place-shaping" and the legacy that each Council leaves to its successors. As such it is a key concern of both the political leadership and the Council's management.

6.14 Given their strategic significance each of these three functions should report directly to the Chief Executive. Each is led by a professional with specific expertise in the subject area rather than a "general manager". These are, not, however, functions that have any compelling synergies with other service blocks that would naturally form the foundation for a wider grouping of activities in a slimmed down leadership structure.

b) People Services

6.15 By contrast, social care and people related items form an obvious service block drawing together adults and children's services – exactly along the lines of the proposals for a People Directorate that were agreed by the Executive in November

2017. Such a grouping is very large, covering around two thirds of the Council's spending. To ensure it is effectively managed, senior officers operating at Chief Officer level will need to lead each of adult and social care; learning/support and challenge for schools; public health; commissioning across all service areas; and increasingly, early help (which includes housing and benefits and a wide range of other 'preventative' services). Such a wide grouping of activities will need an Executive Director to whom the six service blocks will report. The Executive Director role will bring a strategic coherence and drive forward and coordinate important opportunities for integration of elements of adults, children's and public health services.

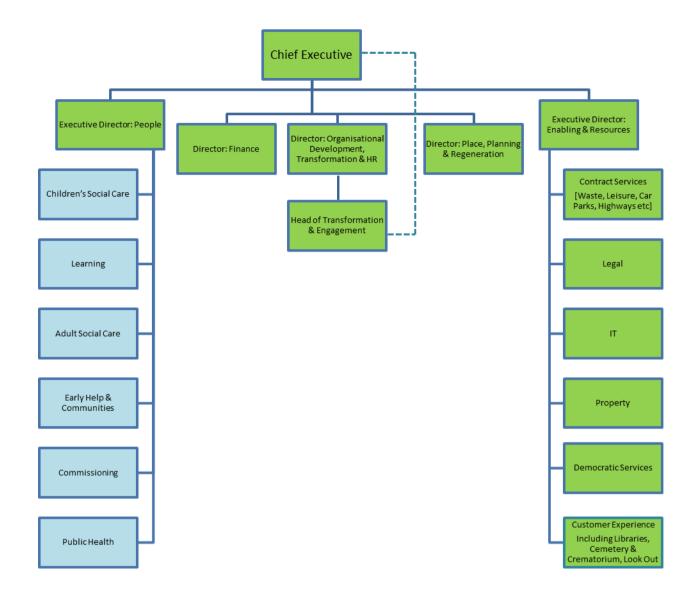
c) Other Service Blocks

- 6.16 Adopting this approach leaves six important service blocks of varying sizes which do not sit naturally within the emerging framework of people, place and planning, finance and organisational development/transformation. These are:
 - Environment (essentially contract) Services
 - Legal
 - Democratic Services
 - ICT
 - Property
 - Customer Experience
- 6.17 The potential exists within this grouping of services to pioneer an exciting and innovative approach to customer services by bringing all of the Council's front line "choice" services into one Department. That would clearly involve the current customer contact centres but could be expanded to include libraries, the Cemetery and Crematorium and E+ Card. All of these services are vitally important to the Council's overall presence in the Borough and to its "brand". A common theme for each of the services is the customer experience, with a sharp focus on residents as customers. Drawing all of these services into one Department will offer a significant opportunity to realise this and drive forward a common approach across a wide range of activities. However, the majority of the role is covered by the existing Chief Officer: Customer Services so that post holder will be automatically slotted in to the new enhanced role.

Adopting this approach to front line customer experience services would leave the client for the recently outsourced leisure contract falling very naturally into the Environment/Contract Department where client side and contracting expertise is a core requirement.

6.18 The remaining activities – Legal, ICT, Property and Democratic Services are all important enabling support activities. Grouping this wide range of largely disparate activities together would require a second senior "Executive" Director to provide overall co-ordination and leadership, although as with the current Environment, Culture & Communities and Resources Departments, a specific background and expertise in any specific area is less important than strong general management and leadership skills along with the ability to help drive forward the Council's new approach to service delivery.

The resulting high level structure would be as follows:



In effect the Chief Executive would be supported by two Executive Directors and sixteen other staff on Korn Ferry grades. Three of these, covering Finance, Organisational Development and Place, Planning & Regeneration would form the Corporate Management Team with the Chief Executive and Executive Directors. These three would be designated as Directors, reporting directly to the Chief Executive. The grade of each would be determined by the Korn Ferry evaluation but is unlikely to be at the level of Directors in the current structure. The remaining thirteen senior officers would report to an Executive Director under the designation of Assistant Director, which many of the current Chief Officers have indicated is a more modern title which is likely to present the Council in a more positive light in the recruitment market. Detailed structures below this level would be a matter for individual Directors and Assistant Directors.

d) Timing

6.20 In terms of timing, the best interests of the organisation are served by minimising the inevitable uncertainties associated with a restructuring exercise and implementing the new structure as quickly as possible. That does, of course, need to be counterbalanced by the need to maintain sufficient capacity and a clear focus on the two

major transformation programmes underway in children's services and adult social care upon which much of the Council's future financial sustainability depends.

As a result, it is proposed that all of the changes, except for the creation of the single Executive Director for People are implemented with effect from 1 September 2018. In the case of People Services, it would make sense to delay full implementation until 1 April 2019 so that both transformation programmes have clear and focussed leadership at Executive Director/Director level throughout 2018/19. However, once the direction of travel is clear and agreed, integration work to prepare for the new single Directorate would need to start in parallel with this. Consequently, it is proposed that a "Director Designate" be appointed with effect from1 June 2018.

Appendix B shows the number of officers on each grade in the current structure. (Actual grades will be determined by formal independent evaluation by Korn Ferry). Taking the mid-salary point and the number of officers at each grade, the proposed structure is expected to result in a reduction in direct senior management salary costs of around £108,000. When "on-costs" such as national insurance and pension costs are included, this increases to around £137,000.

e) Performance Management

- 6.21 The introduction of these changes to the senior leadership team offers an opportunity to review the Council's performance management arrangements. Korn Ferry have also been asked to advise on the introduction of a system of performance related pay to incentivise the Council's senior managers. Having reviewed the options available, however, it is felt that the extent of any performance pay (typically 3 5% in the public sector compared to 25 40% in the private sector) would be insufficient to act as any form of significant incentive, unless base salaries are reduced to such a level that a large performance element becomes possible. Such an approach would, however, be counter-productive as base salaries would become completely uncompetitive making recruitment at senior levels almost impossible.
- 6.22 Whilst performance related pay offers little in the way of an incentive at the local level it is still possible to refine and improve the senior performance management system. At present, the Chief Executive appraisal is undertaken by a panel of four Members supported by an external facilitator. The process is robust and comprehensive. At Director level, however, formal appraisals are undertaken by Executive Members supported by the Chief Executive, who also undertakes a development interview with each Director. It is proposed that in future, the Chair of the relevant Overview & Scrutiny Panel is added to the appraisal Panel for Directors and the Panels are given specific responsibility for agreeing:
 - a) objectives and targets with each Director and
 - b) the annual performance grade (on a scale of: outstanding, exceeds expectations, meets expectations and below expectations).

The targets would relate specifically to Service Plans which are agreed each year by PRG's and the Executive, thereby strengthening the link between Director performance accountability and the wider Membership. Further details will be developed and incorporated within a revised performance management policy for senior officers.

6.23 Following the formal Member appraisal the Chief Executive will have a development discussion with each Director which will be separate from the target setting and

performance assessment. Importantly, it is suggested that incremental progression for all senior staff becomes dependent upon the Director "exceeding expectations" – i.e. is reserved for very effective Directors following a successful year. This represents a significant shift from the current arrangement where annual increments to the maximum on the scale are automatic unless there is a significant performance based reason to withhold them. Revised contracts of employment will be issued to those affected.

A similar approach can also be introduced for Assistant Directors, although the appraisal discussion should continue to be undertaken by the Director or Chief Executive as appropriate. For Assistant Directors, however, an additional moderation of all grades awarded would be introduced by Corporate Management Team. Again, incremental progression would be restricted to those who were graded as "outstanding" or "exceeding expectations".

f) HR Process

- 6.25 Consultation with affected senior officers and the recognised trade unions about the proposed structural changes has commenced, and comments received have been considered prior to submission of this report. Subject to Executive's approval, the Human Resources and consultation process will now continue in line with the Council's Organisational Change Protocol and Redundancy Procedure along with the requirements of the constitution regarding senior salaries posts. Appendix C gives details of the proposed timetable.
- In effect, however, if the Executive approve the recommendations of this report, Senior Officers directly impacted will be formally put "At Risk". Appointment Committees will be convened to complete any necessary selection processes to the Executive Director Designate (People Services) and Executive Director (Enabling & Resources), where there may be competition and to the Director of Organisational Development and Director of Place, Planning & Regeneration posts where there is only one internal candidate. The Director of Finance role is intentionally, to all intents and purposes, a direct match with the current Borough Treasurer role and the post holder would simply be slotted in. Any interview would take place in early June and the Employment Committee would then meet to officially agree any proposed redundancies.
- 6.27 New roles will be evaluated independently by Korn Ferry. Korn Ferry will also finalise the incremental steps within the senior pay grades in line with this report. Proposals to change the pay scales for senior staff will be presented to the June Employment Committee, with whom the responsibility for changes to terms and conditions rests. Full Council will then receive an amendment to the annual Pay Policy Statement to reflect the agreed changes. The performance policy for senior staff as it affects incremental progress would also be taken to the June Employment Committee to agree the detail.
- 6.28 It is proposed that we do not depart from the National Joint Council pay negotiations as these national pay negotiations consider any cost of living changes only and it would be too onerous for this to be undertaken at a local level.

7 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

7.1 As set out in the body of the report the restructuring element of the recommendations will need to reflect the requirements of the Councils Organisational Change Protocol and Redundancy Procedure.

Borough Treasurer

7.2 The anticipated financial implications of the proposed changes are included in the body of the report.

Contact for further information
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Timothy.wheadon@bracknell-forest.gov.uk
01344 355601

Appendix A

Bracknell Forest Grade	Current Salary (Spinal Column) £000	Public, and Not-for-Profit Market, Base Salary, Nationwide £000		
		Upper Quartile	Median	Lower Quartile
S8	£148 - £160	£231	£165	£155
S7	£128 - £135	£157	£135	£116
S6	£106 - £115	£131	£113	£100
S5	£93 - £98	£109	£96	£85
S4	£87 - £93	£103	£88	£76
S3	£82 - £87	£88	£75	£66
S2	£76 - £82	£74	£65	£59
S1	£69 - £75	£63	£55	£49

Bracknell Forest Grade	Current Salary £000	Number of posts	Proposed Salary Change £000	Number of posts
S8	N/A		N/A	
S7	£127 - £135	-	£135 - £157	1
S6 *	£106 - £115	4.17	£113 - £131	1
S 5	£93 - £98	1	£96 - £109	4
S4	£87 - £93	5	£88 - £103	6
S 3	£82 - £87	5	No change	3
S2 #	£76 - £82	2	No change	1.5
S1	£69 - £75	2	No change	

^{* 0.17} fte pan Berkshire Director of Public Health

[#] includes 0.5 fte Public Health Consultant

CHANGES AT SENIOR SALARIES LEVEL

Dates	Description
Complete	Chief Executive to brief Directors/postholders potentially at risk
Complete	Severance estimates provided to postholders likely to be at risk
Complete	Trade unions notified
Complete	Staff Consultation begun and extended
8 May	Executive consider proposals
9 May	Employees to receive "At Risk" letters (including right of appeal against being At Risk)
23 May tbc	Special Council meets to set up an Appointment Panels
25 May	Deadline for expressions of interest in new posts or requests for voluntary redundancy
w/c 4 June tbc	Appointments panel convene for any selection processes necessary. Employment Committee consider any redundancies and confirms pay changes
Day after Appointment Panel & Employment Committee meets	Selection process outcomes confirmed by letter for all affected staff and issue formal redundancy notices
w/c 11 June	Notify individuals of redundancies through standard letter, issue formal notice; confirm any other contractual changes. There will be some pay in lieu of remaining notice
1 September 2018	New structures/posts become live



TO: COUNCIL 23 MAY 2018

INVEST TO SAVE OPPORTUNITY AT BRACKNELL LEISURE CENTRE Director of Environment, Culture & Communities

1 PURPOSE OF REPORT

1.1 To seek approval for invest to save funding and S106 monies to make significant improvements at Bracknell Leisure Centre (BLC).

2 RECOMMENDATIONS

- 2.1 That Council agree to release invest to save capital funding of £2,488,082 in order to make significant improvements at BLC;
- 2.2 That Council agree to release section 106 funding of £291,000 allocated to the provision of built sports and recreation to contribute to improvements at BLC as detailed in paragraph 5.8 5.11; and
- 2.3 That Council agrees changes to the Platinum membership, which currently includes the cost of court bookings at BLC, be altered to include access to gym, swimming, exercise classes and the sauna only.

3 REASONS FOR RECOMMENDATION

3.1 The new Leisure management contract awarded to Everyone Active in November 2017, which commenced in March 2018, has removed the Councils subsidy through the provision of a management fee. The aspiration of significant investment into BLC has been a central theme of the procurement since conception of the project. This proposal would enhance the provision of services to customers internally whilst providing a refreshed frontage to the building and other external improvements. Critically, it will also provide a significantly enhanced annual management fee which exceeds the council's cost of borrowing.

4 ALTERNATIVE OPTIONS CONSIDERED

4.1 The council could require Everyone Active to fund the improvements proposed in their bid to manage the facilities and this would bring some upgrades to existing facilities and changing rooms and these proposals exceed £1m. However, this would not have the customer benefit or impact of the proposals detailed in this report nor would it result in the increase in management fee, which is in excess of the council's invest to save criteria. BLC requires continual investment due to the age of the building and the nature of its use. The Council has invested in the centre over the years but this will be the first major change seen since the 1990's.

5 SUPPORTING INFORMATION

5.1 The outsourcing of the management of BLC, Coral Reef and Downshire Golf Complex was one of a series of Transformation reviews as part of the Council's

- overall Transformation programme. The Leisure review concluded with the commencement of a new partnership with Everyone Active on the 1st March 2018.
- 5.2 The principle behind the new partnership with Everyone Active was twofold. Firstly to eliminate the Councils subsidy for Leisure and secondly to provide a service as good as, if not better, than when the service was managed by BFC.
- 5.3 Bracknell Leisure Centre was built in 1966, and the last full refurbishment was in 1990 although there have been individual projects, some quite major, in the intervening period. The proposed investments will significantly enhance the site in terms of appearance as well as offering a better environment for customers along with increased opportunities for participation.
- The expectation of this capital investment by the council which will be more than recovered from the management fee from Everyone Active is that it will significantly increase memberships and more critically attendances at Bracknell Leisure Centre. The borough recently recorded an increase in activity levels from within the local population in excess of the country as a whole and investment such as that being proposed is an extremely positive step for the health and wellbeing of the Borough and other visitors to help maintain this upward trend.
- 5.5 It was identified in the analyse phase of the Transformation Leisure review that BLC would require significant investment to keep pace with the general market. The investment concept was also highlighted as an opportunity for improvement in the contract award report approved by the Executive in November 2017, even though it did not form any part of the contract award decision.
- 5.6 The proposed investment covers a range of areas on the BLC site which are shown below. Artists impressions, plans and previous schemes completed by Everyone Active give an indication of the finished result and are shown in appendix 1 and 2 -
 - New fitness centre located in the Forest Suite
 - Amended access into the new gym
 - New flooring throughout Café and circulation routes
 - New kitchen equipment and an increase in the kitchen preparation area
 - Changing room reconfiguration to create new male and female dry changing
 - Full wetside village change refurbishment
 - Energy efficiencies
 - Reception refurbishment to include new desks and sales space
 - Group exercise studio
 - New lighting for the athletics track
 - External works to include new signage and entrance canopy

- 5.7 With the Council providing the capital funding required in 2.1 there will be an increase in the management fee as detailed in the confidential annex. This is in excess of the council's "invest to save" criteria which means not only will the proposals greatly increase the quality at Bracknell Leisure Centre but the council will be in a beneficial revenue position once all capital costs have been accounted for.
- 5.8 Section 106 monies of £291k will be also used as part of the scheme and these have been received from the schemes shown in appendix 3
- 5.9 Built Sports facilities contributions can be used towards swimming pools, sports centres and gyms. There are a limited number of public facilities in the Borough that qualify for s106 funding especially with many facilities in private ownership. Bracknell Leisure Centre is a borough wide facility and provides sports facilities for all residents in the Borough. Other sports facilities such as tennis courts and artificial grass pitches do not fall within the definition of Built Sports Facilities but under the definition of Open Space of Public Value (OSPV) so they do not qualify for receiving Built Sports Facilities s106 contributions.
- 5.10 The terms of most of the individual s106 Agreements specify that the contribution can be spent on Built Sports Facilities capable of serving the site. However, three of the s106 Agreements, specify that the contributions should be spent within 3km of the site which the individual s106 agreement relates. All three such sites are located in Bracknell Town and within 3km of the Bracknell Leisure Centre.
- 5.11 There are limited alternative Built Sports Facilities in the Borough that are in public ownership that could realistically benefit from the contributions at this time. Furthermore, it is unlikely that the Council will find multiple schemes in the parishes on which to spend the contributions upon and therefore there is a risk that some of the contributions may have to be paid back to the developers with interest in the future if not spent. The most prudent option is therefore to pool the contributions and spend them in accordance with the recommendation. It should be noted that local areas can receive Community Infrastructure levy monies to spend on individual local priorities.
- 5.12 Due to the proposal of a new gym in the Forest Suite there will inevitably be displacement of existing uses. The council and Everyone Active will endeavour to find other suitable alternative locations for existing regular users of this space.
- 5.13 All costs for the temporary closure of areas of the centre whilst the works are completed have been included in the capital sum.
- 5.14 The investment project could commence as early as July 2018 and be completed by the end of the calendar year.
- 5.15 The investment proposal is linked to a request to revise the services available from the current Platinum membership offer. Two years ago and in response to financial losses related to competition from the local "low cost" gym market, leisure centre management responded by adding to the original platinum membership of gym, sauna, swim and exercise classes the ability to book squash courts and badminton courts. This has proved successful and the council has recovered back to its original income levels. However, this is an unusually generous offer in the leisure market at this price point and Everyone Active, in recognition of the planned improvements and additional classes available through their offer, has requested that the platinum membership reverts back to BFC's original offer which was unlimited access to gym, swim, sauna and classes only. Members should note that the Everyone Active offer

also includes access to facilities across their other 150 sites and its typical Platinum membership does not usually include spa facilities. However, Everyone Active recognises the historic offer which has existed in Bracknell Forest for a very long period and is positive about retaining spa access for Bracknell Leisure Centre Platinum members as previously.

- 5.16 Platinum Membership forms part of the council's "core pricing" and therefore any changes require council approval although approval must not "unreasonably" be withheld. Given that the Everyone Active proposal is identical to the <u>former BFC</u> platinum membership scheme (in fact slightly improved), gives access to 150 sites across the country, that there is a minimum one year period of grace for those currently enjoying the existing benefits (see 5.15), there will be a greatly enhanced gym and exercise class offer, and it is taking all the financial risk associated with the changes, officers recommend that approval to change is given.
- 5.17 It is proposed that if Council agree the change, that from the 24th May 2018 all new Platinum members receive the gym, swim, sauna and classes option only. Existing Platinum members will be able to benefit from the enhanced membership until 23rd May 2019 (provided they renew of course) which means a minimum of one year's notice of the changes which is felt to be very reasonable.
- 5.18 This membership change will support Everyone Active in delivering the significant increase in management fee proposed which will be a contractual commitment.

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

6.1 The contract the council has with Everyone Active has provision to make legally binding adjustments to the contract as a consequence of the changes proposed in the report.

Borough Treasurer

6.2 The Borough Treasurer has provided the financial analysis identified in the confidential annexe.

Chief Officer Planning, Transport and Countryside

6.3 The individual s106 Agreements (set out in appendix 3) allow the respective Built Sports contributions to be pooled and spent on the Bracknell Leisure Centre as set out within the report.

Equalities Impact Assessment

6.4 The proposals will enhance facilities for wheelchair users and those less mobile because the new fitness facilities will be on one fully accessible floor as opposed to the current arrangement which includes an inaccessible mezzanine floor in the offer.

Strategic Risk Management Issues

6.5 The investment proposals meet the Councils invest to save criteria and the income is guaranteed as part of the management fee paid to the Council by Everyone Active so is therefore at minimal risk to the Council.

7 CONSULTATION

Principal Groups Consulted

7.1 Investment potential was discussed at the public meetings held in the run up to contract mobilisation and as part of the procurement proposal. PRG's and the Executive were briefed on potential investment proposals when reviewing the contract award.

Method of Consultation

7.2 Public and Cllr meetings

Representations Received

7.3 None

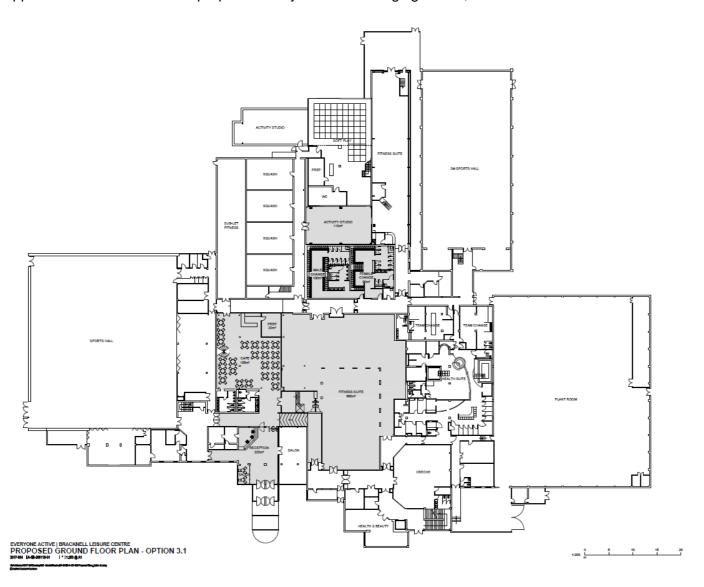
Background Papers

Executive contract award report November 2017

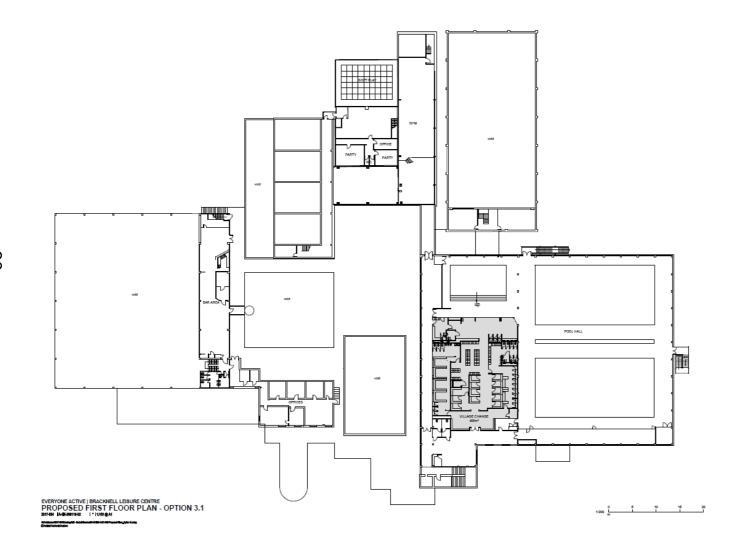
Contact for further information

Vincent Paliczka, Environment, Culture and Communities - 01344 351751 vincent.paliczka@bracknell-forest.gov.uk

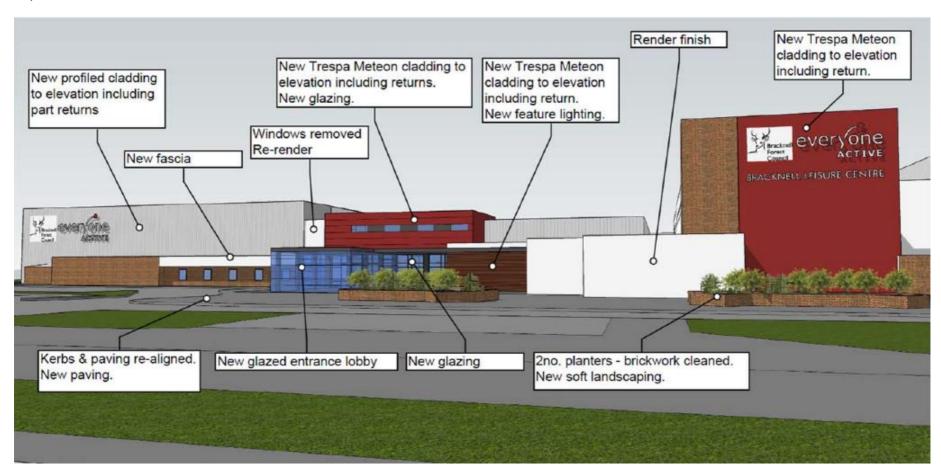
Appendix 1 - BLC investment proposals - dryside new changing rooms, new fitness suite and revised catering option



Appendix 2 – BLC investment proposal – wetside new changing rooms



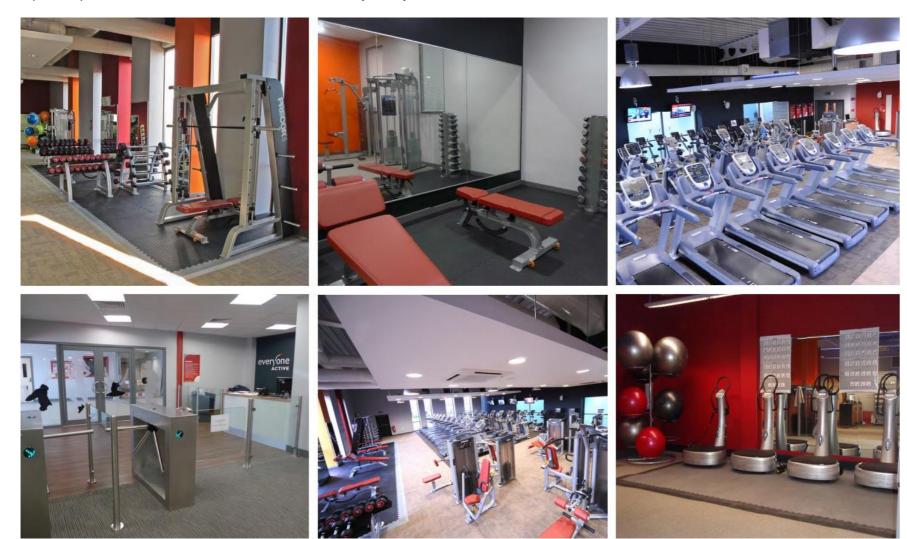
Proposed external works



Examples of previous changing room works completed by Everyone Active



Examples of previous entrance and fitness suite works by Everyone Active



Appendix 3 – Build Sports Section 106 schemes used

YN No	Parish	Available to spend £	Spend deadline
YN390	Binfield	£ 16,370.00	31/10/20
YN417	Bracknell	£ 17,343.00	31/10/18
YN425	Bracknell	£ 13,100.00	None, but 7 years from receipt of payment is 16/11/2018
YN427	Bracknell	£ 4,690.00	22/11/18
YN430	Crowthorne	£ 3,220.00	19/04/19
YN444	Crowthorne	£ 9,720.00	06/03/20
YN446	Bracknell	£ 3,600.00	20/05/20
YN449	Bracknell	£ 3,385.00	04/12/19
YN454	Winkfield	£ 14,812.00	04/02/20
YN455	Winkfield	£7,000.00	25/03/20
YN462	Winkfield	£ 3,350.00	21/03/20
YN470	Sandhurst	£ 4,067.00	None, but 7 years from receipt of payment is 01/08/20
YN474	Bracknell	£ 4,690.00	25/10/20
YN475	Crowthorne	£ 12,718.00	25/10/20
YN477	Warfield	£ 4,610.00	08/05/21
YN479	Warfield	£ 20,400.00	17/03/21
YN492	Winkfield	£ 6,780.00	27/06/21
YN499	Winkfield	£ 4,770.00	09/10/21
YN504	Bracknell	£ 6,750.00	06/11/21
YN513	Winkfield	£ 700.00	24/11/21
YN527	Bracknell	£ 21,240.00	08/06/22
YN529	Binfield	£ 43,556.00	15/08/22 & 12/08/22
YN531	Warfield	£ 2,020.00	07/10/22
YN534	Bracknell	£ 3,223.00	01/07/23
YN540	Bracknell	£ 2,410.00	13/11/22
YN542	Binfield	£ 8,300.00	30/11/22
YN543	Binfield	£ 6,000.00	24/12/22
YN545	Bracknell	£ 34,240.00	15/12/22
YN572	Binfield	£ 5,435.00	19/09/23
YN609	Winkfield	£ 3,156.00	TBC

Totals: £ 291,655.00

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Document is Restricted

