



Meeting or Decision Maker:	Cabinet Member for Environment and City Management Cabinet Member for Public Protection and Licensing
Date:	22 May 2018
Classification:	General Release
Title:	The organisational restructure of Public Protection and Licensing and City Highways
Wards Affected:	All Wards
Key Decision:	The report involves a Key Decision and it has been included in the Forward Plan of Key Decisions
Financial Summary:	<p>The implementation of the new neighbourhood model and associated structure in City Management and Communities will deliver a total saving of £1.65m. This is split across the Public Protection and Licensing service (£900k), and the City Highways service (£750k).</p> <p>This will contribute to the achievement of the council's Medium Term Plan (MTP) savings target in 2018/19.</p>
Report of:	Richard Barker (Interim Executive Director for City Management & Communities)

1. EXECUTIVE SUMMARY

- 1.1 This report sets out proposals for the first phase of a council wide initiative to implement a new neighbourhood model. This phase includes City Management and Communities (Public Protection and Licensing and City Highways) and Growth Planning and Housing (Short Term Lets Planning Officers), working closely with Public Health.
- 1.2 The following key factors have influenced the changes proposed in this report and the overall neighbourhood approach:
 - Alignment to the 'City for All' vision to deliver more localised services to the community.

- Data and business analysis, which highlights opportunities for more efficient and effective ways of delivering services.
- Continuing financial challenges for the Council and the delivery of the agreed Medium Term Financial Plan (MTP) savings for 2018/19.

1.3 This report seeks a key decision from the Cabinet Member on structural changes relating to City Management and Communities (Public Protection and Licensing and City Highways) and Growth Planning and Housing (Short Term Lets Planning Officers).

1.4 The proposed structures are shown in Appendices 2a (Public Protection and Licensing) and 2b (City Highways). The proposals, if approved, would result in a reduction of 29FTE posts from City Management and Communities, delivering full year savings of £1.65m from 2018/19. £1.4m of this saving relates to cost reductions, and £0.25m to additional income associated with the new neighbourhood model.

1.5 It is considered that taking a localised approach to delivering services through multi-disciplinary teams will allow for a more efficient use of resources and it is not anticipated that the proposed changes will adversely affect the level of service provided.

2. RECOMMENDATIONS

2.1 The Cabinet Members approve the implementation of the proposed structures for the services in scope, including the deletion of the current Public Protection and Licensing structure as shown in Appendix 1a to be replaced with the proposed new structure as shown in Appendix 2a; and the deletion of the current City Highways structure in Appendix 1b and to be replaced with the proposed structure as shown in Appendix 2b with effect from 1 August 2018.

3. REASONS FOR DECISION

The following key factors have influenced the changes proposed in this report and shaped proposals for the proposed re-structures:

Duplication of interactions and opportunities for efficiency

3.1 For this phase of the programme the focus was on reviewing and validating process maps and system data (i.e. from visits and service requests), identifying commonalities between processes and opportunities for a more efficient and effective delivery of services.

3.2 Analysis of interactions for the services in scope confirmed that there is clustering of both demand and staff resources. Analysis highlights 'hotspot' areas and showed that within 1 day, 80% of visits have overlaps with other visits and within 7 days this increases to 97%. The highest level of overlap between teams is between City Inspectors and Noise EHOs.

3.3 A more detailed review of the processes showed that whilst there are clear specialisms in each team, the Noise, Highways and Planning Officers process maps show broad similarities with City Inspectors processes and confirmed that a number of opportunities exist for integrating roles, such as sharing compliance activities.

3.4 Analysis of the activities performed by the Highways Inspectors identified opportunities to increase capacity on the street to report on non-specialist activities such as street lighting, gullies and "Priority One" issues through City Inspectors. This opportunity would be enabled through appropriate tasking and new reporting tools delivered through the digital programme.

- 3.5 Increase multi-tasking and collaborative working across highways licensing and Schemes Management creates ownership of an area, with highways inspectors able to acquire local knowledge of historical issues and street features.
- 3.6 This provides the opportunity to adopt a blended approach, which enables elements of multi-tasking to run alongside specific expertise.
- 3.7 There is also the opportunity to extend the collaboration to closer working with Schemes Management to enable more consistent application of standards between road works and planned and preventative maintenance.

Maximising capacity to meet increasing demand

- 3.8 The significant increase in demand for services, for example short-term lets and the associated ASB issues, requires a new collaborative approach and the use of collective powers in order to better manage the rising demand within existing resources.
- 3.9 Analysis of a number of services also revealed opportunities to 'buddy up' roles in order to increase capacity to manage the issues and avoid lone working.
- 3.10 The analysis and consultation also identified opportunities to enhance relationships with partners and stakeholders to ensure more collaborative, multi –agency working to meet the needs of the community.
- 3.11 A review for the demand for the deployed services within City Highways was undertaken and the analysis showed that the introduction of a blended highways inspector role in conjunction with a deployment rota would allow the service to meet the increasing demand for services.
- 3.12 A more collaborative approach and centralising of support functions and other coordinating activities would also assist in meeting increasing demand for services across the network.

Community Focus and Civic Leadership

- 3.13 The changes centre around a proposed neighbourhood model to deliver front line services seeking to better appreciate and understand the different characteristics and demands of the city and focus resources accordingly. This model, based on ward boundaries, provides clear links for Ward Members, stakeholders and service providers to work together and deal with issues in a more coordinated and collaborative way.
- 3.14 It is also anticipated that the neighbourhood model could help to support the Council's Community Cohesion Commission agenda, particularly by contributing to the recommendation to 'work with businesses, voluntary and community groups to develop an approach that enables businesses and other groups to easily connect with the community and jointly deliver activities to strengthen community cohesion.'

Staff Engagement Feedback

- 3.15 An extensive programme of staff engagement has taken place and the feedback received from staff has helped to inform the proposals and refine the requirements for the transition into the new model.

4. BACKGROUND

- 4.1. This report sets out proposals to restructure the Public Protection and Licensing and City Highways services and implement a neighbourhood model following the following design principles:

Integrated View

- A 'Common view' shared across services and partners, which provides governance and management in an area-based setting, focusing on local and strategic priorities
- Enhancing relationships with partners and stakeholders to promote collaboration
- Aligning budgets, where appropriate, against a needs based approach to delivery

Excellent Staff

- High performing teams that embrace change supported by effective leaders
- Resolution of issues and queries at the first point of contact through a multi-skilled, specialist, empowered workforce that enable timely intervention

Intelligence Led

- Data gathered and shared in a standardised format and the real-time use of data
- Preventative strategies that reduce demand and increase compliance

Customer and Community

- Customers at the heart of the service
- Delivering excellent community engagement that drives local ownership of priorities
- One front door and modern digital services - streamlining access for customers

Effective and Efficient

- Flexible deployment of multi-skilled resources
- Maximise the benefits of the digital programme through mobile, agile technology
- Delivering high quality services that are value for money

5. PROPOSALS

The Proposed Neighbourhood Model

- 5.1 The proposed model is underpinned by a strong and ambitious vision to 'develop a neighbourhood approach for a world class Westminster, where services are delivered locally and tailored to the needs of the community'. The model seeks to bring together city wide services, external partners and agencies and newly created multi-disciplinary teams to deliver relevant, improved and locally responsive services.
- 5.2 The optimal geographical boundaries to manage demand effectively have been considered through the proposed creation of 'Areas', broken down further into 'Neighbourhoods', which build on the successful approach currently taken with neighbourhood problem solving structures. Each of the three Areas are formed by three 'Neighbourhoods' which are formed by a cluster of Wards with common issues and similarities (please refer to Appendix 3). In order

to achieve the programme objective 'to support civic leadership' through the implementation of a new model, ward boundaries have been broadly maintained.

Public Protection and Licensing

- 5.3 The proposed restructure of the service will deliver an annual full year saving for of £900k. £650k of this saving relates to a reduction in expenditure and £250k relates to additional income.
- 5.4 The proposed new structure is formed of 298FTE posts, an overall net reduction of 8FTE from the current structure of 306FTE. This represents a reduction of 26.8FTE from the current structure and the creation of 18.8FTE new posts as part of the new structure. A large number of created posts are fixed term contracts funded externally or through specific projects to address key areas of focus. An additional five apprenticeship posts are also proposed.
- 5.5 Due to the large number of vacancies intentionally held within the service, the anticipated staff impact is approximately 6FTE.
- 5.6 The key proposed changes are as follows (refer to Appendix 2a for the proposed structure):

Multi-disciplinary teams and matrix working

- 5.7 The proposal is to develop an integrated approach that brings together the skills and strengths of front line employees to deliver services that respond to the needs of local areas. Multi-disciplinary teams will be created for each which will consist of:
- A Head of Service for each area and team managers that will manage the multi-disciplinary teams allocated to neighbourhoods.
 - Neighbourhood Problem Solving Coordinators and City Inspectors (including Market City Inspectors)
 - Environmental Health Officers (EHOs) who will transition to working across a cluster of disciplines within their professional area in line with the demands of the area/neighbourhood.
 - Noise inspection activity through Noise EHOs and an integration within City Inspectors roles, maximising development opportunities and increasing capacity to tackle the volume of demand.
- 5.8 The Central area has been created to provide the twenty-four hour/seven days a week support this area requires. Each neighbourhood will be allocated two of these shift based teams who will be responsible for community liaison and long term problem solving activities. The central area will also provide the out of hours capability across the City when area based teams are not working and the shift pattern for these teams has been designed to allow additional resources at weekend evenings, when demand is at its highest.
- 5.9 In the North and South & West areas, additional City Inspectors have been allocated to provide an extended presence outside of office hours, covering issues such as evening entertainment areas, anti-social behaviour hotspots and weekend markets.
- 5.10 At an operational level, designated Highways Inspectors will be allocated to the Neighbourhoods at an 'Area' level (North, South & West and Central). City Inspectors will share the detection and reporting of activities such as street lighting, gullies and 'Priority One' issues to maximise efficiency.

- 5.11 Other services such as parking engagement officers and marshals, parks and waste and City West Homes, will align to the model and have a single point of contact within each area/neighbourhood. Key partners and other organisations, such as the police and BIDS have been engaged in the process of reviewing the proposals and identifying opportunities to work better in the future within the new area based model. Feedback regarding the proposals from external partners has been positive.

Delivery of City for All and #MyWestminster Priorities

- 5.12 A Housing Standards Taskforce and an Integrated Street Engagement Unit have been created under the proposed structure for a limited period of time to tackle specific issues in these areas. The multi-disciplinary Housing Standards Taskforce will provide a visible, innovative and holistic approach to tackling Short Term Lets (STL), rogue landlords, and other associated anti social behavior issues.
- 5.13 A new Integrated Street Engagement Unit will coordinate council resources including City Inspectors and Neighbourhood Problem Solving Coordinators together with local police teams and externally commissioned services, such as outreach services or substance misuse services in a formal partnership structure to tackle challenges associated with Westminster's street population such as drug-taking, begging, street-fouling and other anti-social behaviour.

Ensuring city wide consistency

- 5.14 Two city wide teams are proposed to deliver consistent services across all areas and for those services that have a special need and/or where the function of the service doesn't benefit from a neighbourhood approach.
- 5.15 The City Operations team includes Community Safety Commissioning, Prevent and Prepare, Crime and Disorder, Mortuary and Pest Control and a new neighbourhood management team to support and direct the neighbourhood teams, ensuring there is consistency across areas. Senior practitioners will form part of this team providing support to assist with complex cases and ensuring there is policy and guidance to for all area teams. In addition, senior practitioners will be responsible for ensuring that statutory duties and quality standards across the city are met.
- 5.16 The city wide Licensing and Regulatory Services team includes Licensing, Health and Safety reactive, new regulatory support and regulatory standards teams, consultation and the environmental sciences team which will be income generating and able to offer high quality advice and guidance to businesses.

Neighbourhood management

- 5.17 The neighbourhood management team has been created within the City Operations service to provide support and foster expertise in the area based teams and to ensure consistency and excellent services across the city. This team will be responsible for:
- Analysis and performance, to set priorities, task resources and review performance.
 - Training and development in area teams, supporting officers to step outside their traditional disciplines and to work together to tackle complex issues.
 - Support real time allocation of resources in a more efficient and effective manner.

5.18 A new governance structure will be designed and implemented to ensure a coordinated and consistent approach across the council. A Transition Plan will also be developed to support staff as they move into a new way of working.

City Highways

5.19 The proposed restructure of the service will deliver an annual full year saving of £750k from reduced running costs. This forms part of the Councils agreed Medium Term Financial Plan. The proposed new structure is formed of 62FTE. This represents a reduction of 34FTE from the current structure (of which 13 posts will transfer to Public Protection and Licensing). Three full time apprenticeships have also been created.

5.20 The key changes in the proposed structure (as shown in Appendix 1b) are as follows:

- The Environmental Sciences team will transfer to Public Protection and Licensing to join the Licensing and Regulatory service. The roles included are:
 - Team Manager
 - Senior Practitioners
 - Environmental Health Officers

- The new structure will be set across three main areas:
 - **Public Realm** - A focused area for the coordination and implementation of the capital programme including TfL funded and security projects.
 - **Operations** - Including contract management, audit and compliance, and an operational hub that focuses on income recovery, performance and the coordination of activities that support the delivery of all operations and activities across the network.
 - **Highways Inspectorate** - Including the strategic overview of assets and infrastructure and provision of the regulatory requirements for inspections.

Matrix working

5.21 The proposal is to develop an integrated approach that brings together the skills and strengths of the support and coordination staff to deliver services across City Highways that will respond to the needs of the customers.

5.22 Managers and teams will support a Head of Service for each of the three new areas and a new governance structure will be designed and implemented. This will ensure a coordinated and consistent approach across the service.

5.23 A Transition Plan is also being developed to support staff as they move into the new structure and matrix way of working.

5.24 Extending service availability and maximising resources:

- The current service availability is Monday to Friday; 9:00 – 17:00 covering 40 hours.

- Under these proposals the service will operate seven days per week covering 70 hours, except on bank holidays (as per current service provision). This will be achieved through the introduction of a rolling shift pattern from Monday to Sunday with staff working an average 36-hour week, 5 days out of seven.
- This proposal will provide 30 additional hours of service coverage utilising existing resources.
- Further information is available in Appendix 4.
- The Parking service is out of scope of these proposals.

6. CONSULTATION

- 6.1 Staff have been engaged in shaping the neighbourhood and City Highways models through an extensive programme of consultation and engagement. Input from staff has shaped the proposals contained in this report and has resulted in numerous changes to the original proposal.
- 6.2 Initial briefings regarding the outline proposals were held with staff from November 2017 and feedback was encouraged. Staff comments and feedback helped to shape the development of the detailed proposals. Formal monthly meetings have been held with trade unions throughout the process.
- 6.3 The formal 45-day staff consultation began on 22 January 2018. Staff and trade unions were briefed on the proposals, which were issued to all affected staff. Staff were invited to comment and feedback on the detailed proposals and responses to general questions were updated weekly and made available to all staff through the Frequently Asked Questions (FAQ) documents published on the programme's staff site. As well as the FAQ documents, team briefings and bulletins have been used to provide updates and key information.
- 6.4 Throughout the 45-day consultation period, over 200 queries were received and logged by the programme team. This level of positive engagement can be attributed to early and regular interaction with staff through varied communication channels for a significant period of time. A number of channels of communication and feedback were used, including consultation briefings with senior managers, HR surgeries, team meetings and one to one meetings with a member of the senior management teams.
- 6.5 Separate pension sessions were held for members of staff who wished to discuss their pension matters.
- 6.6 A shift pattern working group formed by staff and unions was established to develop options for consideration amongst staff being impacted by potential changes in this area.
- 6.7 Health and Wellbeing sessions were also organised for staff between 30th January - 9th February 2018 which provided advice and support for staff around mental health issues, particularly during periods of change.
- 6.8 End of consultation briefings took place following the formal consultation period to update staff on next steps and provide another opportunity for feedback.

6.9 Relevant Cabinet Members and Ward Members have been engaged as part of the consultation process along with key partners and stakeholders. Information packs have been created to provide an overview of the proposals to key stakeholders. Briefings have been held with Cabinet Members, external partners and other organisations to provide an update on the programme of work and to seek feedback to inform the proposals.

6.10 The key areas of feedback provided by Public Protection and Licensing staff mainly relate to neighbourhood ward groupings, business support, sharing of activity between City Inspectors and the Noise team, ensuring the right number of resources within area based teams, managing multi-disciplinary teams and general queries relating to the re-organisation process. As a result of the extensive consultation with staff and unions, a number of changes were made to the original proposals. A summary of queries and responses is provided in Appendix 5.

6.11 During the engagement process City Highways staff fed back on the proposal and the following changes have been included as a part of the final proposal:

- Additional Band 4 posts included in the final structure
- Inclusion of an executive assistant and project support
- Inclusion of additional Band 2 support
- Change of focus for one Band 4 role to own overall programme
- Creation of a dedicated resource to manage CIL and S106 funded works
- Contract management resource increased

6.12 As a part of embedding the new culture and to support Phase 2 of the ENW programme, relevant resources to champion and embed the change culture will need to be identified and programmed in across City Management and Communities.

7. FINANCIAL IMPLICATIONS

7.1 The proposed changes will deliver an annual saving of £1.65m which forms part of the Council’s agreed Medium Term Financial Plan for 2018/19.

7.2 These savings are broken down as follows:

Service	Saving (£m)
Public Protection and Licensing	0.9
Reduction in expenditure	0.65
Income	0.25
City Highways	0.75
Total	1.65

7.3 Costs associated with the implementation of the new will be contained within existing budgets.

8 LEGAL IMPLICATIONS

- 8.1 In implementing the restructure and any consequential redundancies arising, the Council will pay due regard to and ensure full compliance with the relevant and applicable employment legislation in accordance with the Equality Act 2010, the Employment Rights Act 1996 and the Trade Union and Labour Relations (Consolidation) Act 1992.
- 8.2 Equality Impact Assessments have been undertaken and are shown in Appendix 6.

9 STAFF IMPLICATIONS

- 9.1 In line with Council policy, employees in the Council's 'talent pool' who are at risk of redundancy will be given priority consideration for the new post(s) created in these proposals before post(s) are advertised to others. This includes providing opportunities for interview training. The Talent Pool is a database that contains details of all employees who are facing redundancy, with detailed information about the qualifications, skills and experience of employees who are actively seeking redeployment in the Council. Employees in the Talent Pool will continue to have priority over non-vulnerable internal applicants or external applicants for any post where they meet the minimum criteria, up to their last day of service.
- 9.2 Every effort will be made to assimilate, redeploy or find suitable alternative employment for the post holders affected by this re-organisation in order to minimise the impact to staff. However, should it not be possible to redeploy such individuals then they will be declared redundant with effect from a date to be agreed by the Executive Director and paid benefits in accordance with the Council's Policy on Payment of Redundancy Compensation April 2008. Applications for Voluntary Redundancy have been requested which will be considered in accordance with the Council's policies if/when the proposals are agreed.
- 9.3 Most roles within Public Protection and Licensing will not have significant changes as current job descriptions are fit for purpose and already align with the programme's vision. The changes mainly relate to new ways of working which will be embedded through the delivery of a transition plan, designed to provide staff with training and development to meet the demands.
- 9.4 The proposals within City Highways will result in a change and blending of some roles and all job descriptions have been updated to reflect these changes. To support the new ways of working, the proposed structure will be underpinned with robust and efficient business processes, systems, governance, and a culture that proactively promotes and embeds the Council's PACE values and behaviours.
- 9.5 Overall staff impact is expected to be as follows:

Area	Full Time Equivalent (FTE) Posts		
	Current Structure	Proposed Structure	Variance
Public Protection and Licensing*	306	286	-20
City Highways	83	62	-21
New externally funded FTE roles	N/A	12	+12
Total current FTE	389	360	-29
Total current vacancies**	67	N/A	N/A

** Note for ease of comparison, the current Public Protection and Licensing FTE number (306 FTE) includes the Officers from the Short Term Lets and Environmental Sciences teams who are proposed to transfer across to this service area.*

*** Note the current level of vacancies (67 FTE) will significantly minimise the potential risk of any redundancies given the overall reduction in posts in the new structure is 29 FTE*

9.6 Recruitment

- All affected employees will be ring-fenced to and interviewed and assessed for newly created posts on the basis of their current substantive posts. Staff in seconded posts will only be able to apply for jobs ring-fenced for them on the basis of their substantive posts and not on any 'acting up' role. At the end of the ringfence process, staff will be given the opportunity to apply for any remaining vacant posts.
- Staff who have been on fixed term contracts for more than one year and occupy posts which are within the scope of the new structure will be included in the ringfence.

10 HEALTH AND SAFETY IMPLICATIONS

1. There are no health and safety implications associated with this report.

Richard Barker

Interim Executive Director of City Management and Communities

Local Government Act 1972 (as amended) – Background papers used in the preparation of this report

Contact officer(s): *Sara Sutton, Director of Public Protection and Licensing, ext 6916*

Kevin Goad, Director of City Highways, ext 1903

- Appendix 1a - Current structure: Public Protection and Licensing (separate document)
- Appendix 1b - Current structure: Highways and Public Realm (separate document)
- Appendix 2a - Proposed structure: Public Protection and Licensing (separate document)
- Appendix 2b - Proposed structure: City Highways (separate document)
- Appendix 3 – ENW Boundaries (separate document)
- Appendix 4 – Highways Inspectorate extended service availability (separate document)
- Appendix 5 – Summary of queries and answers from staff consultation (separate document)
- Appendix 6a – Equality Impact Assessment: Public Protection and Licensing (separate document)
- Appendix 6b - Equality Impact Assessment: City Highways (separate document)

If you have any queries about this Report or wish to inspect any of the Background Papers please contact:

Sara Sutton, Director of Public Protection and Licensing, ext 6916

Kevin Goad, Director of City Highways, ext 1903

NB: For individual Cabinet Member reports only

For completion by the **Cabinet Member for Environment and City Management**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report

Signed: _____ Date: _____

NAME: **Councillor Tim Mitchell**

State nature of interest if any

.....

(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled The organisational restructure of Public Protection and Licensing and City Highways

Signed

Cabinet Member for Environment and City Management

Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

.....

.....

If you do not wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Head of Legal and Democratic Services, Chief Operating Officer and, if there are resources implications, the Director of Human Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.

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For completion by the **Cabinet Member for Public Protection and Licensing**

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report

Signed: _____ Date: _____

NAME: **Councillor Ian Adams**

State nature of interest if any
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(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled The organisational restructure of Public Protection and Licensing and City Highways.

Signed

Cabinet Member for Public Protection and Licensing

Date

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