

Item No.
Draft 10
25/11/02

City of Westminster

<b>Decision Taker:</b> Cabinet <del>Member for</del> Community Protection	<b>Date:</b> December 2002	<b>Title of Report:</b> Proposed Structures for the Department of Community Protection
<b>Classification:</b>  FOR GENERAL RELEASE		<b>Report of:</b>  <del>The</del> Director of Community Protection
<b>Wards involved</b>	All	
<b>Policy context</b>	Civic Renewal City Guardian Programme	
<b>Financial Summary</b>	This <del>restructuring reorganisation</del> delivers a revenue saving of £200,000 in a full year	

1. Summary

1.1 At its meeting on 22<sup>nd</sup> July 2002 the Cabinet Urgency Committee approved a report of the Chief Executive recommending ~~T~~the creation of a Community Protection Department to be formed from elements of the Environment and Leisure Department and the Planning and Transportation Department was approved by way of a Cabinet Urgency Committee Report on 22 July 2002. The report identified the advantages of bringing together the main enforcement groups within of the Council, in order to deliver bolder more telling enforcement and reassurance agendas than before.

1.2 ~~Cabinet agreed that t~~The new Community pProtection Department ~~willould~~ consist of the following services :

- Environmental Health and Trading Standards
- City Standards and Licensing Enforcement Teams
- Community Safety and CCTV (to be renamed Crime and Disorder Reduction Team)
- City Guardians (formerly known as wardens)

The Director and top tier of the new department will form the management team, shown at appendix P1.

- 1.3 This report sets out the findings of a detailed review of the existing services outlined in 1.2 above, reports on the implication of the creation of the new department for those services and proposes new structures to support the new department's objectives. This report also proposes a number of organisational changes to strengthen both management and service delivery to meet the challenges faced by the new department in the coming years.
- 1.4 Since the finance to support the newly developed City Guardian service is mainly provided by external grant, this report does not address the financial arrangements relating to the proposed City Guardian service. However, the body of the report contains information about the structure and objectives of the proposed City Guardian service.

~~4.5~~ Further reports will come forward from the Director of Environment and Leisure and the Director of Planning and Transportation Licensing will detail the on revised structures of their Departments. The schedule of delegations to Chief Officers is being reviewed in the light of the restructuring and this will also be the subject of a further report. and will be reported to the relevant Cabinet members.

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## **2. Recommendations**

- 2.1 That the revised organisational structures in Appendix P1 to P7 be approved to replace the existing structures in Appendix E1 to E4 with grades and packages to be determined by the Head of Personnel with effect from a date to be agreed between the Director of Community Protection and the Head of Personnel, but not later than 31<sup>st</sup> March 2003.
- 2.2 That should it not be possible to re-deploy staff affected, they be declared redundant at a date to be agreed by the Director of Community Protection and the Head of Personnel and paid benefits in accordance with the procedures approved by the Policy and Resources Appointed Members Panel on 29<sup>th</sup> January 1993; and the Finance and Support Services Committee on 3<sup>rd</sup> February 1997.

## **3 Background to this report**

- 3.1 There is a general perception in the community that crime and disorder are not being tackled effectively. Issues such as a shortage of police officers and multiplicity of council enforcement officers in various departments viewed together with the changes in society such as the growth of the 24 hour city, increasing noise levels, dumped rubbish, abandoned cars, needles, and graffiti produce a feeling of unease, or even menace to many of our residents and visitors.
- 3.2 The City Council has developed a good working relationship with the Metropolitan Police. Proposals in this report will further strengthen that relationship and raise it to the level of a real partnership, aimed at dealing with the many difficult issues that face us.
- 3.3 The Crime and Disorder Reduction Team will be the starting point. Formed from the Community Safety team, it will develop more precise, better targeted objectives based on high quality intelligence and a sharing of relevant data, where necessary with our partners in the police and other agencies.

- 3.4 The way that the Council responds to the demands made upon its enforcement services at present is inconsistent. Different disciplines have different response times and in many cases a poor customer interface. The results of the best value reviews completed this year clearly point to the need for a faster, better and friendlier response to our customers.
- 3.5 The recent development of a multitude of “warden” schemes both privately and Council led requires an urgent review the objective of the schemes and their consistency with both good practice and the Council’s policies. This is still a developing area and will require monitoring and further development as lessons are learned.
- 3.6 Whilst many of the drivers for change are related to street activity and the “fear of crime” agenda, the Council has a substantial demand upon its services in the traditional areas of licensing, health and trading standards. The opportunity exists to address in these areas, better methods of working, providing more integrated and in some cases re-aligned services to improve these more traditional enforcement areas.
- 3.7 No single structure provides a wholly symmetrical deployment of the functions of the Environmental Health and Trading Standards service within the Community Protection department, while maintaining manageable units. The concept of the department is new and consequently flexibility, innovation and the staff goodwill are needed for success.
- 3.8 The service’s functions have to be configured to deliver the new department’s objectives, while performing the Council’s statutory duty and contributing to the health agenda. The main drivers as they relate to Environmental Health and Trading Standards functions are:
- § The better regulation of the commercial sector.
  - § The co-ordination of the enforcement functions of the department, particularly as they relate to licensing, health and safety and food safety.
  - § The focusing of that enforcement on crime and disorder issues.
  - § The proper performance of statutory functions, for example, meeting the food inspection programme.
  - § The maintenance of public health and residential standards.
  - § The delivery of the best value continuous improvement plan.
- 3.9 The competing factors have been balanced and it is proposed to create two groups of staff, one focusing on core commercial functions and the other dealing with broader public health aspects and the trading standards function.
- 3.10 There is a clear and urgent need to address the challenges that the CSI will bring to “in house teams”. A better and more effective procedure for contact with our customers will require a better more effective response. There will therefore be a need for a partnership approach between the CSI contractor and the Council’s enforcement services. A single point of contact and a dedicated quick reaction team

would provide the best solution.

- 3.11 The Crime and Disorder Act 1998 imposes a responsibility on the Council, police and other bodies to work in partnership, produce and evaluate a plan for this partnership and to work to reduce crime and disorder across all aspects of service delivery. The Community Safety Team was reorganised in March 2002, and moved from Policy and Communications to City Standards and Licensing. This has enabled it to drive high profile partnership activity and progress the concept of joint tasking. This has been allied to an increased drive to bid for external funding. A recent example was the bid for Communities Against Drugs (CAD) money, where the team was successful in attracting over £600,000 of government money.
- 3.12 The intelligence unit has continued to develop, supporting enforcement activity, exchanging valuable data with external partners and identifying emerging trends and patterns. The West End CCTV scheme also comes within the remit of the team. This system is now operational and there are urgent challenges to connect it with mainstream services and secure future funding.

#### **Best value reviews**

- 3.13 The best value review of Environmental Health and Trading Standards identified the following issues to be included in the Continuous Improvement Plan, with particular reference to the commercial and residential teams:
- Keep customers better informed.
  - Improve access to our service.
  - Improve consultation with hard to reach groups.
  - Improve co-ordination of energy work carried out.
  - Ensure standards in private sector accommodation are maintained.
  - Continue to explore joint working opportunities.
  - Reduce turnaround time for housing grants.
  - Review City Council's fire safety requirements to ensure they meet stakeholder needs.
- 3.14 Initiatives to address these issues:
- The establishment of the 24 Hour Operations Division, to which the Food and Health and Safety and Trading Standards teams will contribute 1 post each (3 in total) and the Residential Team 5 posts, will improve access to our service, provide a rapid response to public health issues and keep customers better informed.
  - The establishment of the CSI will keep customers better informed and improve access to the service.

#### **4 Details of departmental structures**

4.1 Detailed below are summaries of the structure for each of the five service areas (and Director's Office) of the Community Protection department, namely:

- The 24 Hour Operations Division.
- The Crime and Disorder Reduction Team.
- The City Guardian Service.
- The Commercial Environment Group.
- The Residential Environment and Trading Standards Group.
- The Director's Office.

4.2 Officers in the service areas previously from the Environmental Health Business Unit are generically designated Environmental Health Enforcement Officers. It is proposed to re designate officers who have the degree or diploma in Environmental Health and hold an Environmental Health Officer's Registration Board Certificate of Registration as Environmental Health Officers. Remaining officers will continue to be known as EHEOs. This change will not have any effect on salary grades.

##### **Pollution**

4.3 The work of the pollution team is of a complex science based nature. The three principle functions relate to air quality, water quality and contaminated land. Each of these components has close links to different service areas in the new Community Protection Department. It is proposed therefore to split the existing team to align these roles with the larger service areas. The existing four posts will move as follows:

- Two posts relating to air quality monitoring and modelling will move to the technical side of the noise service in Commercial Division responsible for noise monitoring and mapping.
- One post relating to contaminated land will move to the consultation team who have responsibility for providing environmental health input into new developments through the planning process.
- One post relating to water quality will move to the H&S team who have responsibility for the enforcement of standards in cooling towers, pools and spas in relation to legionnaires disease and other infectious diseases.

## **5 24 Hour Operations Division**

- 5.1 The 24 Hour Operations division comprises the existing noise team, a new response team (including the mobile CCTV team) to provide a round the clock response to customer needs, a new 24 hour hotline team to task and manage the response team's work and an operational planning capacity to co-ordinate planned work across the department and beyond. The proposed structure of the 24 Hour Operations Division can be found at appendix P5.

### **Response Team**

- 5.2 The Response team will deliver a reactive service and a planned enforcement programme across functions from Environmental Health, Trading Standards and Licensing. The demands made upon the response team will change rapidly and often. To impose a rigid team or geographically based structure would inhibit an ability to organise the team to best meet these changes in demand. A flexible approach is therefore proposed, in the form of 1 Operations Manager, 7 Duty Managers (6 in the Response team and 1 in the Noise team) and 31 Community Protection Officers (CPOs) (27 in the Response Team and 4 in the Noise Team). They will be deployed on reactive work and planned work to meet customers' expectations and longer term objectives. As these demands vary, it will be possible to change resource allocation from one to the other, maximising the return from resources. The designation Community Protection Officer reflects both the officers' purpose in broad terms and their parent department. Transferred staff account for 8 officers – 5 from the Residential Team, and 1 each from Trading Standards, the Food Team and Health & Safety.
- 5.3 Response team staff will be drawn from the existing Street Enforcement, Street Markets, Multi-disciplinary and CCTV teams and from secondments from Commercial and Residential divisions of the Environmental Health area. The scope of existing contracts and job descriptions is sufficiently broad such that no major changes are required, although changes are needed to provide management of a larger establishment with wider responsibilities.
- 5.4 It is proposed to provide a duty manager round the clock, 7 days a week. The duty managers will have overall responsibility for operational matters for the department, including the noise team, across the City of Westminster. They will ensure maximum return from different resources and will co-ordinate appropriate responses to urgent issues and emergencies. They will oversee the work of the 24 hour hotline and ensure service standards are maintained by both the field staff and the CSI provider. Team leaders will carry out the duty manager's functions.
- 5.5 In order to provide strategic direction for the response team and line management for the team leaders, it is proposed to create an Operations Manager (Response Team). This post would have overall responsibility for the response team including strategy and input into policy development. This will be in line with existing structures in the Commercial and Residential divisions.
- 5.6 It is proposed that the Multi-Disciplinary Team Manager, Street Enforcement Manager, Enforcement Co-ordinator and the 4 Specialist Enforcement Officer posts

be deleted to enable the changes cited above and the creation of the Operations Manager, Planning post (see below).

#### **24 Hour Hotline Team**

- 5.7 It is vital that the interface between the CSI provider, the operational teams and our customers works efficiently and effectively. This can only be achieved through a close partnership with the CSI provider. 7.5 posts from the former Environmental Health & Trading Standards service are to be transferred to CSI. It is envisaged that up to 4 of these may be co-located with Community Protection staff and that they would form the basis of the 24 hour hotline team. The team will ensure that officers in the field deal quickly and effectively with customer requests captured by CSI, and that the results of officers' actions are rapidly fed back to customers. They will act as a single point of contact for service requests from within the council and from partner agencies such as the police, Customs and Excise and HM Immigration.
- 5.8 Following discussions with the Director of Customer Services, it was proposed that the Department of Community Protection should start work almost immediately with Vertex SW1 to develop the 24 hour hotline team. By doing so, the Department of Community Protection will champion the CSI in phase 1. The exact structure and operation of the 24 hour hotline team will arise following this development work. Any changes will be the subject of a further report, should that be necessary.

#### **Operational Planning, Liaison & Co-ordination**

- 5.9 In addition to reactive work, the Response Team will deliver a programme of planned activity and operations requiring liaison and co-ordination with partners both within and outside the Council. The scope of this work is to be contained in an Enforcement and Intervention Plan (EIP), bringing together many aspects of Council enforcement work supporting Civic Renewal targets, delivering Crime and Disorder Reduction Strategy objectives and so on. The EIP will be reviewed weekly at the Joint Tasking Group meeting attended by Council officers, police officers other external partners. It is proposed to create a new post of Operations Manager Planning, Liaison & Co-ordination, reporting directly to the Head of 24 Hour Operations. This post will work to bring together the needs and aspirations of Members, consultative groups, amenity societies and other stakeholders. A Planning, Liaison and Co-ordination Officer will provide support to this operations manager. To enable the creation of these two posts it is proposed to delete the posts of Enforcement Co-ordinator and Mobile CCTV Manager.
- 5.10 Administrative and other support will be provided by 2 Technical Support Officers reporting to the Operations Manager, Planning. It is proposed to delete the existing resources of 4 noise admin officers and 1 street enforcement admin officer in order to create these posts.

#### **Noise Team**

- 5.11 The work of the Noise Team is well regarded by its customers and has achieved Charter Mark status. The team is highly skilled and has much experience in providing a 24/7 service. These skills and experience will continue to be highly valued in the new division. The present capacity of the Noise Team is restricted at night by the necessity for officers to work in pairs for health and safety reasons. The creation of a duty manager role will help improve health and safety of our staff and

the addition of 4 seconded CPOs to the Noise Team will enable the existing noise officers to be paired with a non-noise officer for night work. In this way the capacity will be doubled at no extra cost. In the longer term it is intended to merge the Noise Team and the Response Team. This will make operational management more effective and simpler and will ensure resources are deployed to maximum effect.

- 5.12 Work is ongoing with the CSi provider to identify ways of dealing more efficiently with the initial response to noise complaints. It is anticipated that this partnership approach will enable some “quick wins” on service delivery.
- 5.13 The three technical noise posts have increasingly seen the focus of their work move towards the support of the planning and licensing regime through the provision of monitoring, acoustic reports, noise limiter setting and expert witness support in committees, courts and public enquiries. It is therefore proposed to relocate these staff in a new team under the Operations Manager, Licensing and Consultation. This team will also include the two air quality management posts from the pollution team.

#### **Mobile CCTV**

- 5.14 The mobile CCTV vehicle is an extremely valuable resource. The effect upon crime, fear of crime and public reassurance is significant and well publicised. It is proposed to train another 25 staff from the department in order to achieve a considerable increase in deployment hours. To create the post of Planning, Liaison and Co-ordination Officer it is proposed to delete the post of Mobile CCTV Manager. By increasing the number of staff who are able to deploy the vehicle we can, quickly and easily, have a greater impact upon the issues that most concern the community.

### **6 The Proposed Crime and Disorder Reduction Team**

- 6.1 There has been a clear improvement in the operation of the Community Safety Team since its recent reorganisation. The team has been successful in connecting strategy and activity, there is a framework for promoting partnership work, external funding has been attracted and the intelligence function has continued to develop positively. However, the current configuration of community safety needs to be enhanced further to deliver a very challenging agenda:
- Supporting, servicing and delivering a reconfigured Crime and Disorder Act Executive.
  - Supporting, servicing and driving five delivery groups which support the Executive.
  - Continuing to bid for and attract external funding.
  - Delivering joint tasking capacity.
  - Providing intelligence and information support to enforcement activity, external partners and Council departments.



- Maximising the benefit to the partnership of directly seconded police officers and police officers co-located with the team.
- Delivering a fully operational West End CCTV system, effectively connected to the activity of all statutory partners.

6.2 It is therefore proposed to make the following changes:

- Rename the service the Crime and Disorder Reduction Team (CDRT) to reflect the wider agenda and improved connection to partnership activity.
- Delete both the Head of Community Safety and CCTV and Community Safety Manager posts, creating the post of Head of Crime and Disorder Reduction and CCTV. This will be a full-time role, combining the strategic and operational elements of both posts, a post capable of constructing operational delivery methods across all statutory partners and Council departments; project managing and overseeing the operational development of West End CCTV, contract management (Chubb) and connecting CCTV with enhanced service delivery; ensuring high level strategy is connected to operational tactics; managing and developing intelligence unit which informs activity across the partnership and providing an effective joined up response to the challenges of the street crime agenda.
- Delete the posts of Intelligence Co-ordinator and CCTV Manager and create the posts of Intelligence and Information Manager and Projects and CCTV Manager. This will create two assistant heads of service to support the Crime and Disorder Reduction Manager and ensure that there are clear and manageable lines of reporting on the intelligence/training side and the project/CCTV side of the service's work.
- Delete the Intelligence Support Officer post. The work of this post in respect of the tasking meeting for this post will transfer to the Operational Planning, Liaison and Co-ordination side of the 24 Hour Operations Division. The work of this post in respect of communications and briefing will transfer to the Policy and Communications Officer in the Director's Office.
- Create the post of Policy and Fundraising Officer to work specifically on the CCTV agenda, providing dedicated CCTV support to the Projects and CCTV Manager.

6.3 Additionally, a number of police officers are co-located with the team. It is not proposed to change these arrangements.

6.4 Structure charts outlining the above proposed changes are attached at appendix P3.

## **7 The Proposed City Guardian Service**

### **Background**

7.1 The city guardian service was originally conceived as a single generic service

operating across Westminster but with an initial focus on stress areas such as Leicester Square, Church Street and Queen's Park. Experience in Leicester Square and Church Street confirmed that, whether the service is delivered by an in-house or contract team, city guardians require day-to-day on site Westminster City Council management to:

- Establish and agree priorities with residents and business
- Oversee the tactical deployment of the teams
- Liaise with the police, environment and enforcement teams to obtain the necessary support.

- 7.1 In the initial stages of the city guardians service there is a substantial project development role to be undertaken: establishing schemes, maximising external funding, consulting the community and business partners and agreeing protocols with relevant services.
- 7.2 Accordingly, the first posts to be created were those of the Service Manager and 2 Project Officers. These posts have now been evaluated and recruitment was completed with the arrival of the second Project Officer on 27 August.
- 7.3 The Service Manager is responsible for the management of the project and the overall operation of the service. The Project Officers are responsible for contracts and consultation respectively.

#### **Finance**

- 7.4 Funding for the city guardians' service comes from three sources; existing Council budgets for a permanent management services contract in Leicester Square, the Neighbourhood Renewal Fund and Government Office for London. As the latter two sources are time-limited, it is proposed at least temporarily to fill the newly created posts with fixed term contracts.

#### **Proposals**

- 7.5 The proposed structure is attached at appendix P4.
- 7.6 To deliver the operational/area management requirement, it is proposed to establish an operations team consisting of 3 Operations Managers. These Operations Managers would be focused initially on Leicester Square, Church Street and Queen's Park but may be expected to operate as a single 24-hour team when these schemes have reached maturity.
- 7.7 On each shift city guardians will be deployed in specific regular teams under the supervision of team leaders. This will offer continuity at street level and a recognisable local point of contact for staff.
- 7.8 A Team Support Officer reporting directly to the City Guardians Service Manager will provide administrative and other support.

### **8 The Proposed Commercial Environment Group**

- 8.1 The following changes are proposed:

## 8.2 The creation of two new operational sections.

The consultation team and premises licensing team have close working relationship and play a major role in supporting the council's licensing function. This will be improved by combining them in one operational group. It is proposed to increase the consultation establishment by moving resources from the Health and Safety team. The team will then take on all inspection/enforcement responsibility for high-risk nightclubs and special treatment premises. This will meet the needs of the Health and Safety and Food statutory inspections as well as licensing issues, with the following benefits:

- Officers carrying out programme visits will also support the licensing function and licensing sub-committees,
- The project to develop a risk management based inspection programme for licensing inspectors will be contained within the service unit
- Public entertainment licensed premises will be a priority for the service area rather than one of many competing priorities within existing Food and Health and Safety teams
- Massage and special treatment premises will be a priority for the service area rather than one of many competing priorities within HS team
- There will be greater flexibility in scheduling inspections to meet licensing timescales
- The majority of management costs and inspections will be directly attributable to licensing function and therefore rechargeable through a service level agreement. This will ensure the existing level of income is maintained.

8.3 The food teams continue to provide a statutory inspection regime and related reactive service. The Food Standards Agency is prescriptive in terms of the frequency of inspections, the form of inspections and the competence of inspecting officers. The health and safety teams also have an inspection programme governed by legislation and audited by the Health and Safety Executive. The two areas of work have many opportunities for closer working, all food premises have a health and safety element and many health and safety premises have a food element. There are opportunities for closer working between the two areas, combining the two programmes under one operations manager. In addition the work currently taking place to improve the Uniform database in relation to property codings and management reports will be applicable to the health and safety programme.

8.4 The two existing operation managers posts responsible for (i) health and safety, mortuary and pollution and (ii) food will be deleted and two new posts of operations manager (consultation and licensing) and operations manager (food and health and safety) created.

8.5 In the food team the change in job title from EHEO to EHO will also involve a change in the content of the job description. This is to reflect the requirements of Code of Practice 19, made under the Food Safety Act 1990, which details the qualifications/experience and competence of officers able to undertake food work.

The Food Standards Agency closely monitors compliance with the code as part of its audit of food hygiene work undertaken by local authorities.

#### **The creation of Team Leaders**

- 8.6 Previous reorganisations established a 'flat structure' with up to 16 reactive officers managed by 1 team leader and no team leader support to proactive inspection services. This has caused significant problems with staff being inadequately supervised, insufficient induction and training for new staff and unsatisfactory communication routes. There was also a limited career path making progression difficult. It is proposed to remedy this by the creation of 2 team leader posts. It is also proposed to create the post of Assistant Operations Manager. As well as managing a team, this post is required to ensure that the balance of inspections between the two programmes provides maximum value and will involve responsibility for decisions on the scheduling of inspections to achieve this. It would also assist continuity, providing a deputy in the absence of the Operations Manager.
- 8.7 The report to Cabinet Member for Environment and Leisure of 6th February 2002, moved the resources of the Quality Assurance Team in the pre-existing Environmental Health Business Unit, back to the parent teams from which they had been drawn. In food and health and safety this amounted to 3 posts of EHEO – Quality. This resource has had a sound influence on the quality and consistency of work and is now ensuring that staff are properly trained and adhering to Council policy. This will be provided through the enhanced team leader establishment. To allow for the creation of these posts the existing 3 EHEO (QA) posts will be deleted.

#### **The Creation of Technical Support Officers**

- 8.8 The role of the current support officers will substantially change in the light of the CSi and the 24 Community Protection Hotline. It is necessary now to clarify roles and reorientate remaining support staff towards the technical aspects of their work. It is proposed that the current support officer and three support assistant posts are deleted and a Senior Technical Support Officer (STSO) and three Technical Support Officer (TSO) posts are created.

#### **The creation of two Senior Practitioner Posts**

- 8.9 Westminster has some of the most complex Environmental Health problems in the country – not least in the field of food and health and safety. In order to work efficiently it is therefore necessary to maintain an advanced level of expertise. Normal career progression is via the management of staff, but this is a separate skill from professional excellence. A mechanism is needed to retain some technically excellent staff on the ground. It is proposed that a post of EHO Food Senior Practitioner and EHO Health and Safety Senior Practitioner be established. These officers will not only be technically excellent but will also be active in pursuing the Council's goals. They will also act as a resource to less experienced staff to guide them through the most complex cases. To allow for the creation of these posts the existing 2 EHEO (co-ordinator) posts will be deleted

## **Premises Licensing**

- 8.10 This team currently comprises one senior licensing inspector and nine licensing officers. It is responsible for enforcement against unlicensed activity and ensuring the compliance of licensed premises.  
It is proposed to delete the post of senior licensing inspector and create a new post of team leader. The new post will be based on the Team Leader job descriptions elsewhere in Commercial Environment.  
The reconfigured team will comprise 2 new senior licensing inspector posts and 7 licensing inspectors.

## **9 The Proposed Residential Environment and Trading Standards Group**

- 9.1 The proposed Residential Environment and Trading Standards Group will comprise trading standards, residential, health development, pest control and mortuary work. This will be a health-focused group delivering the Council's statutory duties. The group will be led by a new post of Head of Residential Environment and Trading Standards and will be supported by 3 Operations Managers in Residential, Trading Standards and Pest Control & Mortuary. The post of Operations Manager, Trading Standards and Operations Manager, Residential are already in place. The current posts of Assistant Head of Environmental Health and Trading Standards and Operations Manager, Pest Control will be deleted.

### **The Housing Team**

- 9.2 There are 2 main drivers for change in the Residential Environmental Health team. First, the best value review pointed to a number of areas where a change of emphasis is required. Secondly the Council's private sector housing strategy is being reviewed and this too has thrown up the need for change. In general we are moving towards lighter controls on good landlords and towards determined enforcement in sub standard property. The review of the Private Sector Strategy will be the subject of a separate report to Cabinet Members. The structure detailed in appendix P2 will be able to deliver these necessary changes. It consists of:

- **The establishment of a Service Requests, Grants and Energy Section (9 FTEs)**

Identifying a separate resource to deal with grants will reduce their turnaround time. It will place energy conservation and fuel poverty work within the correct context of the grants system and allow the establishment of the post of Energy Surveyor, created for the purpose. The remaining staff in the reactive team (after having seconded 5 FTEs to the 24 Hour Operations Division) will still maintain the capacity to undertake the more complex service requests from members of the public that the 24 Hour Operations Division will not be able to deal with.

- **The creation of an HMO Enforcement and Registration Team (9 FTEs)**

This group of staff will carry out the remaining Housing in Multiple Occupation (HMO) enforcement programme. It will put the operation of the HMO Registration Scheme within a section that is large enough to provide proper cover and will enable better enforcement of the scheme against those landlords who fail to register. The establishment will have to be reduced by 1 FTE to accommodate the deletion of one post of EHEO during the Star Chamber process. It is also proposed to increase the registration enforcement profile by employing an officer, self funded from the anticipated additional registration income brought about by that increased enforcement.

- **The establishment of an HMO Monitoring Section (2.5 FTEs)**

It is proposed to dedicate staff to a monitoring and enforcement service – shown as necessary in the consultation phase of best value. They will undertake work in HMOs, which represent the highest housing stress, whether through overcrowding, bad management or bad maintenance. It is proposed to have a vigorous enforcement regime, reflecting the private sector strategy of encouraging good landlords and driving up the standards of poor ones.

- **The creation of team leader posts from within the existing establishment**

Previous reorganisations established a 'flat structure' with up to 16 EHEOs managed by 1 team leader, resulting in similar problems to the Food Team (see paragraph 8.7). It is proposed to delete 4 EHEO – Co-ordinator posts and create 4 team leader posts (1 team leader will be transferred to the 24 Hour Operations Division). They will be created from among the existing establishment to be first line supervisors, while still maintaining a large casework role.

It is also proposed to create (again by the deletion of an EHEO – Co-ordinator post) the post of Assistant Operations Manager. Our proactive work (HMO enforcement, registration and monitoring) is closely interrelated and experience has shown that it benefits greatly from better co-ordination. Hence, as well as managing a team, this post is required to ensure this work is properly co-ordinated and an appropriate balance of intervention and enforcement maintained. It would also allow for a deputy in the absence of the Operations Manager, so assisting continuity.

- **The creation of Technical Support Officers from within the existing establishment**

The role of the current support officers will substantially change with the coming of the CSi and the 24 Hour Community Protection Hotline. The residential team is providing resources to support this initiative and it is necessary now to clarify roles and reorientate remaining support staff towards the technical aspects of their work. It is therefore proposed that the current Grants, Recovery and Support Officer post and 2.75 Support Officers posts are deleted and a Senior Technical Support Officer and 2.75 Technical Support Officer (Grants and Housing) posts are created.

- **The consolidation of Quality Assurance posts within the team and the creation of a Senior Practitioner Post from within the existing establishment**

Westminster has some of the most complex Environmental Health problems in the country – not least in the field of Housing in Multiple Occupation (HMOs). In order to work efficiently it is necessary to maintain an advanced level of expertise. Normal career progression is via the management of staff, but this is a separate skill from professional excellence. A mechanism is needed to retain some technically excellent staff on the ground. It is proposed that a post of EHO Residential Senior Practitioner be established. This person will not only be technically excellent but will also be active in pursuing the Council's goals. They will also act as a resource to less experienced staff to guide them through the most complex cases (this approach is also being taken in Commercial Environment – see paragraph 8.10).

The report to Cabinet Member for Environment and Leisure of 6th February 2002, moved the resources of the Quality Assurance Team in the pre-existing Environmental Health Business Unit, back to the parent teams from which they had been drawn. In residential this amounted to 2 posts of EHEO – Quality. This resource has had a sound influence on the quality and consistency of the work that is done and is now making positive contributions to ensuring that staff are properly trained and are directing themselves in accordance with Council policy. It is proposed to run this work together with the senior practitioner role and to fund that post by the deletion of 1 post of EHEO – Quality.

- **The deletion of a post caused by work transferred to WMS Haywards.**  
The residential team had undertaken inspections of homeless persons' accommodation on behalf of the Housing Department. When WMS Haywards won the Advice and Assessment service tender, they chose to take that function in-house. It is therefore necessary to reduce the establishment by 1 EHEO to compensate.

#### **The Pest Control and Mortuary Service**

- 9.2 The creation of the new department provides an opportunity to revise the arrangements for the Pest Control and Mortuary services. For some time the mortuary has suffered from a lack of effective management. Since February 2002 the management has led both sections as a temporary measure. This has been successful. Good practice has been transferred from pest control to the mortuary. It is proposed to make this arrangement permanent, also providing the opportunity to make economies of scale.
- 9.3 It is proposed to delete the existing Team Leader, Mortuary and Team Leader, Pest Control posts. A new post of Assistant Operations Manager, Mortuary and Pest Control, will replace these. The existing Operations Manager, Pest Control will be redesignated Operations Manager, Mortuary and Pest Control.

The proposed structure is attached as appendix P2.

### **The Trading Standards Service**

- 9.4 Will provide 1 post to the newly formed 24 Hour Operations Division. Additionally 1.5 posts are to transfer to the Csi. The remaining organisation is to be configured towards the aims and objectives of the new department.
- 9.5 Until relatively recently the Trading Standards service was organised on an area team basis with a small project team. This structure does not provide sufficient flexibility either to deliver an effective service or to deal with illegal trading practices. It is proposed that the whole service is organised along project lines with senior officers taking responsibility for delivering project aims using resources from a pool of staff, sufficient in number and competency to enable their delivery.
- 9.6 The proposals below are designed to offer a more flexible structure with an organisation more consistent with similar sections. It is proposed:
- To delete the 4 posts of Team Leader and 3 posts of Project Officer. To create 7 posts of Principal Trading Standards Officers to lead the project teams.
  - To review the existing job descriptions of the 4 posts of Senior Trading Standards officers, but retain the posts and job titles. To delete one of these posts.
  - To delete the existing 12 posts of Enforcement Officer / Senior Enforcement Officer and to create 10 posts of Trading Standards Officers.
  - To delete the 1.5 posts of Support Officer and to create 1 post of Technical Support Officer, reflecting the technical reorientation of the role with the advent of the work of the CSi.
  - To delete the post of Office Systems Manager. This post is currently seconded to the new secretariat of the Directorate and is to be recreated there.
  - Government proposals to provide a nationally based consumer advice helpline, together with customer interface improvements flowing from the CSi, will enable one enforcement officer post to be saved (ie deleted) in the Trading Standards service. There will however be a temporary additional workload involved in developing CSi capacity to provide this service.
- 9.7 The establishment will therefore, fall from 26.5 to 21, after transfers to the 24 Hour Operations division and the CSi.

### **10 The Proposed Director's Office**

- 10.1 The Director's Office (as shown at appendix P7) will provide the central focus for the following areas of work:
- Departmental performance management
  - Managing the Best Value Continuous Improvement Plan



- Contract management
- Cabinet Member liaison and briefing
- Departmental training and council-wide enforcement training
- Communications
- Policy and research
- Special projects, including best value
- Finance
- General housekeeping, complaints, diaries, telephones etc
- Managing the interface with FABS and City Standards and Licensing.

10.2 It is proposed to create the following posts within this group:

- Head of Policy and Performance to lead the group.
- Service Performance and Development Manager to carry out contract monitoring and lead on performance for the department. It is proposed to delete the existing post of EH client project officer from the Business Support Team to enable the creation of this post
- Project Officer – Service Performance and Development, to support the work of the Service Performance and Development Manager. It is proposed to delete the existing post of Project Support Officer – New Business in Business Support Team to enable the creation of this post.
- Directorate Support Co-ordinator to lead on complaints and office systems. This post is a redesignation from the Office Systems Manager previously located in the Trading Standards Team.
- Support Officer to support the work of the Directorate Support Co-ordinator. This post is a redesignation from the Divisional Secretary in City Standards and Licensing.
- Finance Officer (seconded from FABS)
- Enforcement Training Co-ordinator. The need for this post is outlined in paragraph 13.
- Policy and Communications Officer to lead on research, Cabinet Member liaison and internal and external communications. This post will take on the communications duties of the deleted Intelligence Support Officer.

10.3 The creation of this group also provides the opportunity to transfer a number of routine functions to the Finance and Business Service Group (FABS), thereby reducing the duplication of work between the previous Business Support Team and FABS. FABS was established in June 1999 to provide core finance and business

support to the Environment and Leisure and Planning and Transportation Departments. The group provides financial and business information as well as co-ordinating activities across new and emerging corporate priorities.

10.4 The previous concepts of "Business Units" led service areas to develop their own supporting groups in these activities. The report of Director of Transportation "proposed structure for Planning and Licensing" dated 16<sup>th</sup> January 2001 identifies the need for Chief Officers to have a specific accountant and team dedicated to this area, as well as core financial support functions in Finance and Business Services.

10.5 Business units have developed their own financial and business support, arrangements that to a certain extent duplicate the function of the Finance and Business Service Group. The reorganisation of existing services into Community Protection provides the opportunity to resolve this situation. The following is proposed:

- The post of Business Assistant within the Service Development Team be transferred to the Finance and Business Services Group.
- The posts of PA, Business Management Accountant, Budget Monitoring Officer in the Business Support Team and Service Development Manager be deleted. The post of Health Development Officer to be relocated in Residential Environment and Trading Standards.

## 11 Summary of Proposed Changes

### The present configuration at 1<sup>st</sup> August 2002

#### City Standards and Licensing (functions to be transferred to Community Protection) establishment at 1<sup>st</sup> August 2002

	Total
Street Enforcement Team	21
Premises Enforcement Team	10
Multi-disciplinary Team	15
Community Safety	9
Management	3
Wardens	3
<b>Total</b>	<b>61</b>

#### Environmental Health and Trading Standards establishment at 1<sup>st</sup> August 2002

	Total
Trading Standards	27.5
Food	20
Health & Safety, Pollution, Mortuary	25.5
Noise	21.75
Residential	34.25
Pest Control	8
Service Development Team	7
Management team and support	2
New Business	13.5

<b>Total</b>	<b>159.5</b>
<b>Combined Total – City Standards and Licensing/Environmental Health and Trading Standards</b>	<b>220.5</b>

#### **Proposed establishment for Community Protection**

	<b>Total</b>
Commercial Environment	61.5
Residential Environment	62.25
24 hour Operations	63
Crime and Disorder Reduction	9
City Guardian	3*
Director, Deputy Director, Assistant Director and Director's Office	10
<b>Total</b>	<b>208.75</b>

<b>Difference in posts between old and new establishment</b>	<b>11.75</b>
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## **12 Implications for other Departments**

- 12.1 In light of the recommendations in this report, it will be necessary to report place before Cabinet a further report on reconfiguring officer delegations for E&L, P&T and Community Protection. That report will be presented as soon as possible.
- 12.2 The recommendations contained in this report will require reports amending the officer structures for E&L and P&T.

## **13 City Standards and Licensing Client Group**

- 13.1 It has been recognised that the new department will have a call on the resources of the client group within City Standards and Licensing, specifically in the area in the area of business and performance analysis. The client group provided valuable support to the areas of City Standards and Licensing which are to become part of Community Protection.
- 12.3 Chief Officers have recognised this and, accordingly, the Business Analyst and Performance Analyst will work on behalf of Community Protection on specific projects. This work will be co-ordinated by the Head of Policy and Performance in the Director's Office.

## **14 Training**

- 14.1 For some time now it has been recognised that the Council's increasing role and profile in the enforcement field requires suitably qualified and trained staff. The growing complexity and importance given to complying with strict government guidelines on enforcement procedures requires a professional approach from the Council analogous to that of the police.
- 14.2 It is therefore proposed that a full-time post of Enforcement Training Co-ordinator be created and placed in the Director's Office in the new department to fulfil these demands (see paragraph 10.3). It is anticipated that the role will extend across all the Council's enforcement staff and not be confined to Community Protection.

## **15 Performance Management**

\* New city guardian posts are not included here as they are funded by external grant (see paragraph 1.4)

- 15.1 At present there are three performance management remuneration packages in operation in the new department; 15%, 10% and one with no pay link. Were this to continue staff carrying out identical work in the organisation would be paid at different rates. It is therefore proposed to bring all staff within the 15% scheme at an estimated cost of approximately £70,000 in a full year.

## **16 Financial Implications**

- 16.1 The recommendations in this report will produce a net saving to the Council in 2003-04 of £200,000 on the revenue budget.
- 16.2 There will be a one-off cost involved in respect of staff affected by the report that cannot be redeployed and are therefore made redundant. Until the implementation of the reorganisation, the cost cannot be assessed.
- 16.3 Appendix F1 shows a detailed breakdown of the savings.

## **17 Staff and Trade Unions**

- 17.1 Staff and the trade unions have been consulted on the proposals contained in this report. In general staff are supportive of the objectives of this report. Meetings have taken place with the trade union and they have expressed their support for many of the proposals in this report. They are however opposed to any loss of posts.

## **18 Change Management Process**

- 18.1 The processes of re-organisation, recruitment and where required re-deployment and redundancy will be managed in accordance with the Council's policies and procedures. It is proposed that the implementation of the new structure be phased to minimise disruption to services. Recruitment to the senior positions will take priority.
- 18.2 The organisational changes will be implemented before the end of March 2003.

## **APPENDICES**

### **Summary of appendices**

- E1—Existing structure of Environmental Health and Trading Standards
- E2—Existing structure of Community Safety and CCTV
- E3—Existing structure of City Guardians service
- E4—Existing structure of City Standards and Licensing
  
- P1—Proposed top level structure of Community Protection
- P2—Proposed structure of Residential Environment and Trading Standards
- P3—Proposed structure of Crime and Disorder Reduction Team
- P4—Proposed structure of City Guardians service
- P5—Proposed structure of 24 Hour Operations Division
- P6—Proposed structure of Commercial Environment
- P7—Proposed structure of director's support

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♦F1—Proposed structures—financial summary

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## 19 Reasons for Decisions

19.1 To bring into effect the new structures and operational arrangements envisaged following the establishment of the new Community Protection Department.

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IF YOU HAVE ANY QUERIES ABOUT THIS REPORT OR WISH TO INSPECT ANY OF THE BACKGROUND PAPERS, PLEASE CONTACT MATTHEW NORWELL ON 020 7641 1393; EMAIL ADDRESS: [mnorwell@westminster.gov.uk](mailto:mnorwell@westminster.gov.uk); FAX NUMBER: 020 7641 1103

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## BACKGROUND PAPERS

The documents used or referred to in compiling the report were:-

1. Establishment of Community Protection Department – Cabinet Urgency Committee – 22.7.02

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For completion by Cabinet Member

Declaration of Interest

- I have no interest to declare in respect of this report

Signed ..... Date .....  
NAME: .....

- I have to declare an interest

State nature of interest .....

.....

Signed ..... Date .....  
NAME: .....

(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 .....(to be completed by report author) and reject any alternative options which are referred to but not recommended.

Signed .....

Cabinet Member for .....

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: .....

.....

.....

NOTE: 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 Director of Legal and Administrative Services, the Chief Financial Officer and, if there are staffing implications, the Head of Personnel (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 Overview & 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 Overview and Scrutiny Committee to decide whether it wishes to call the matter in.**

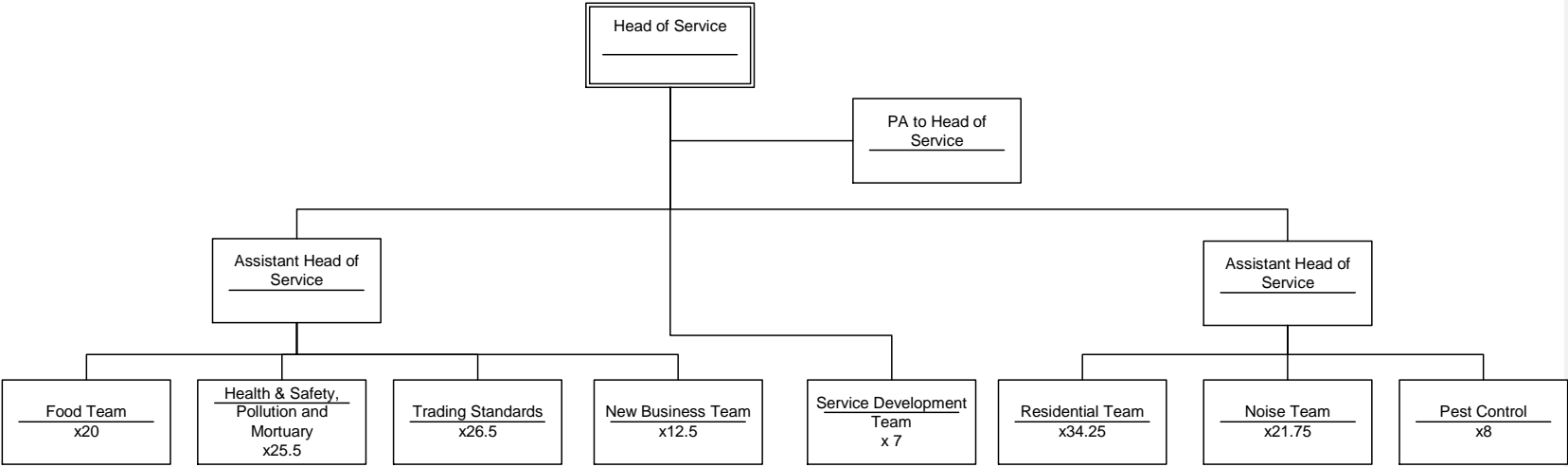
## **APPENDICES**

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- P6 – Proposed structure of Commercial Environment
- P7 – Proposed structure of director's support
  
- F1 – Proposed structures – financial summary

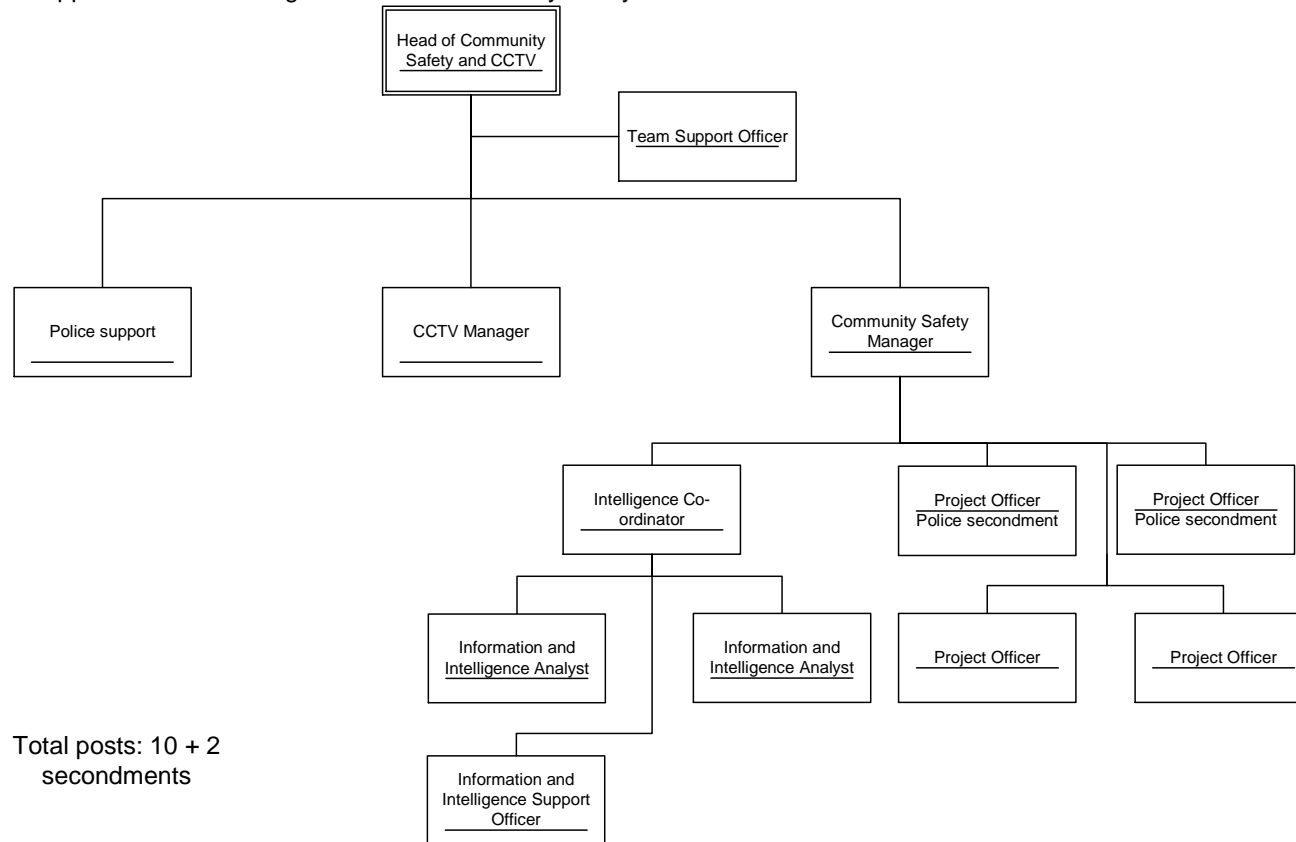


Appendix E1 – Existing structure of Environmental Health and Trading Standards



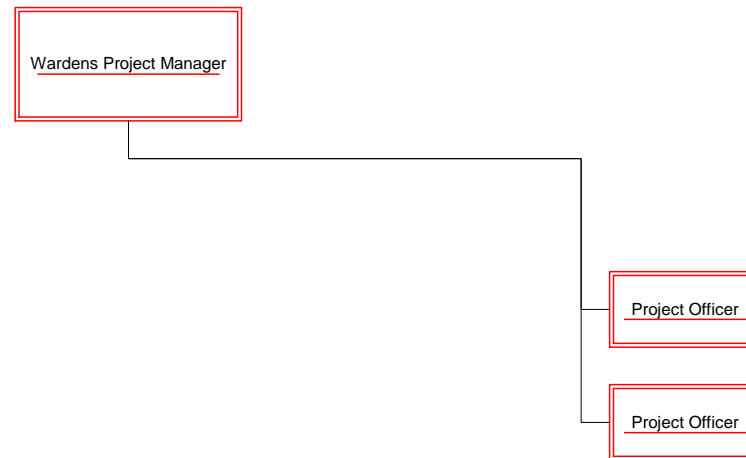
Total posts: 159.5

Appendix E2 – Existing structure of community safety and CCTV



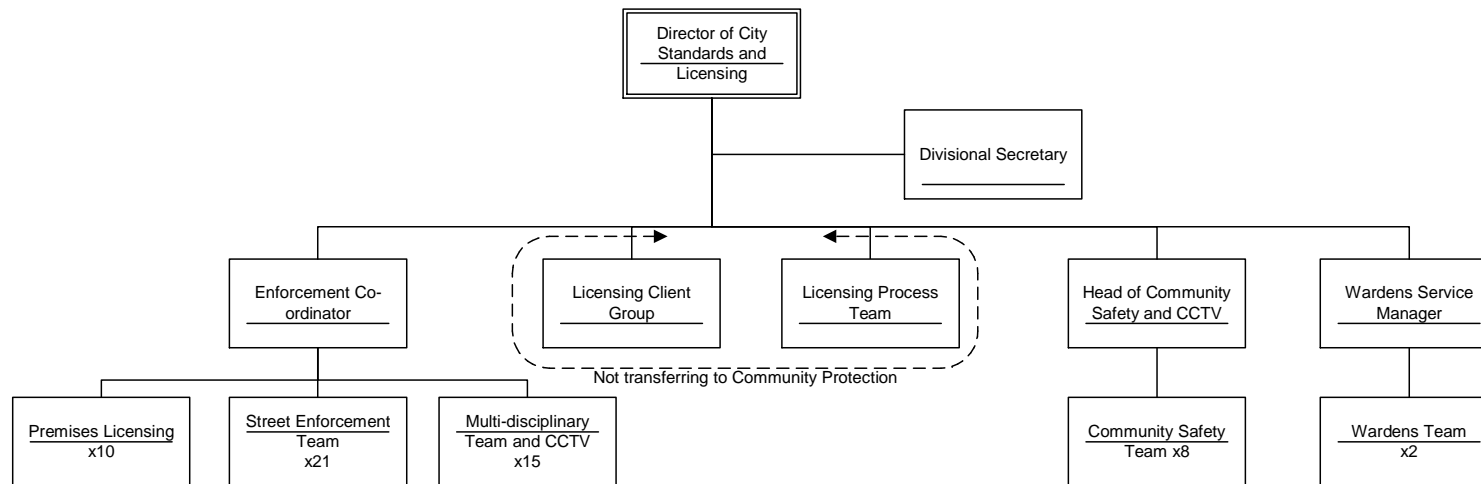
Total posts: 10 + 2  
secondments

## Appendix E3 – Existing structure of City Guardians Service



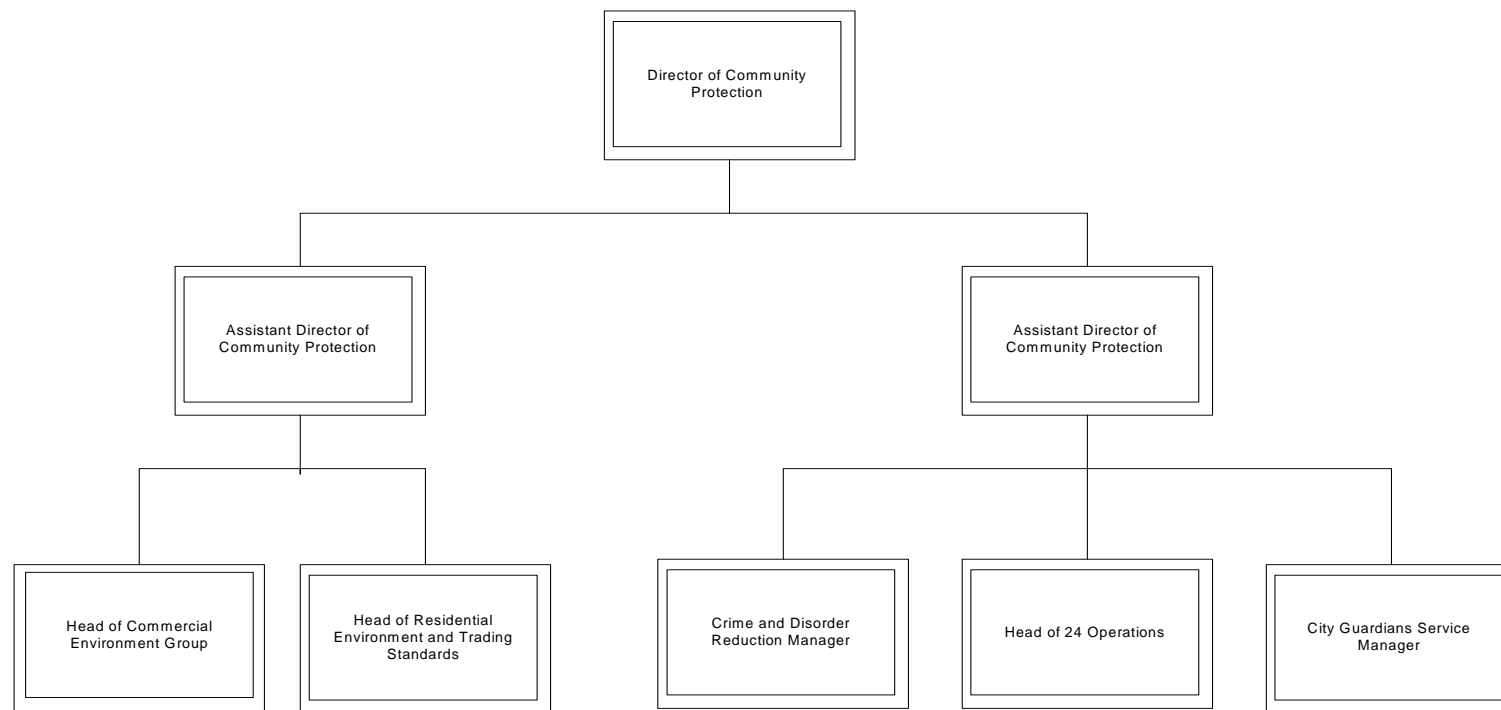
Total posts: 3

## E4 – Existing structure of City Standards and Licensing



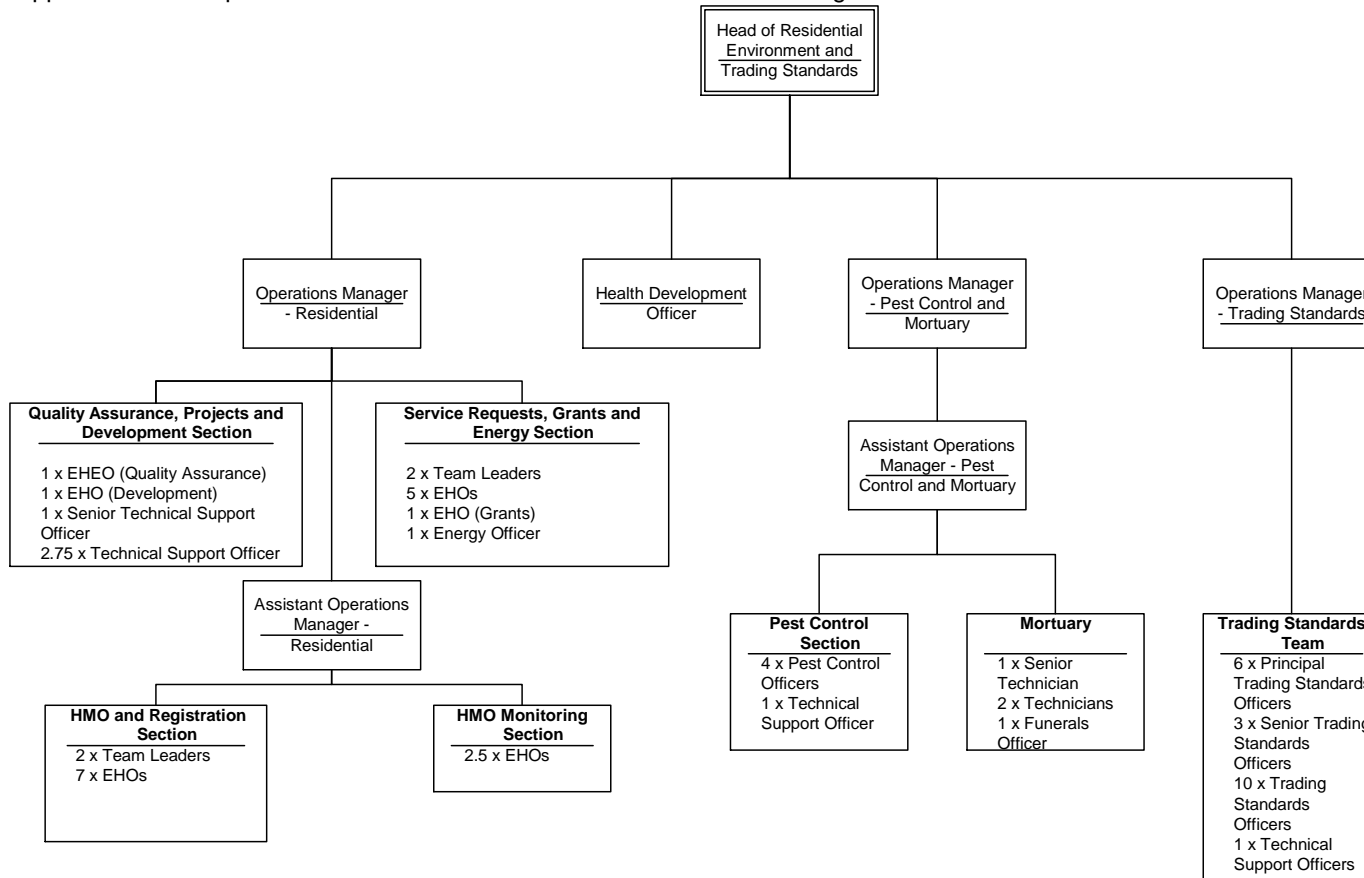
Total posts to be transferred to Community Protection: 61

Appendix P1 – Proposed top level structure of Community Protection



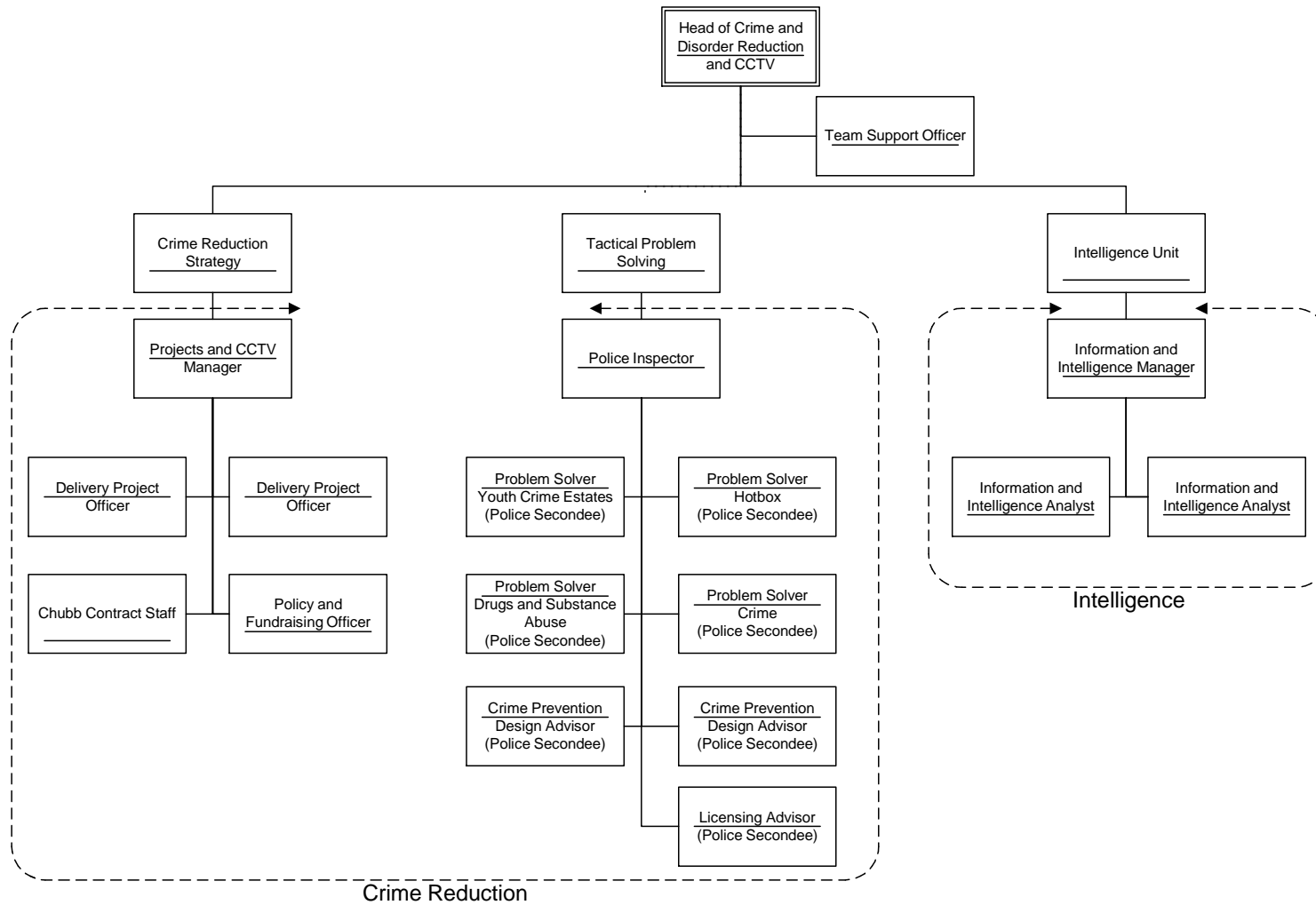
Total posts: 8

## Appendix P2 – Proposed structure of Residential Environment and Trading Standards



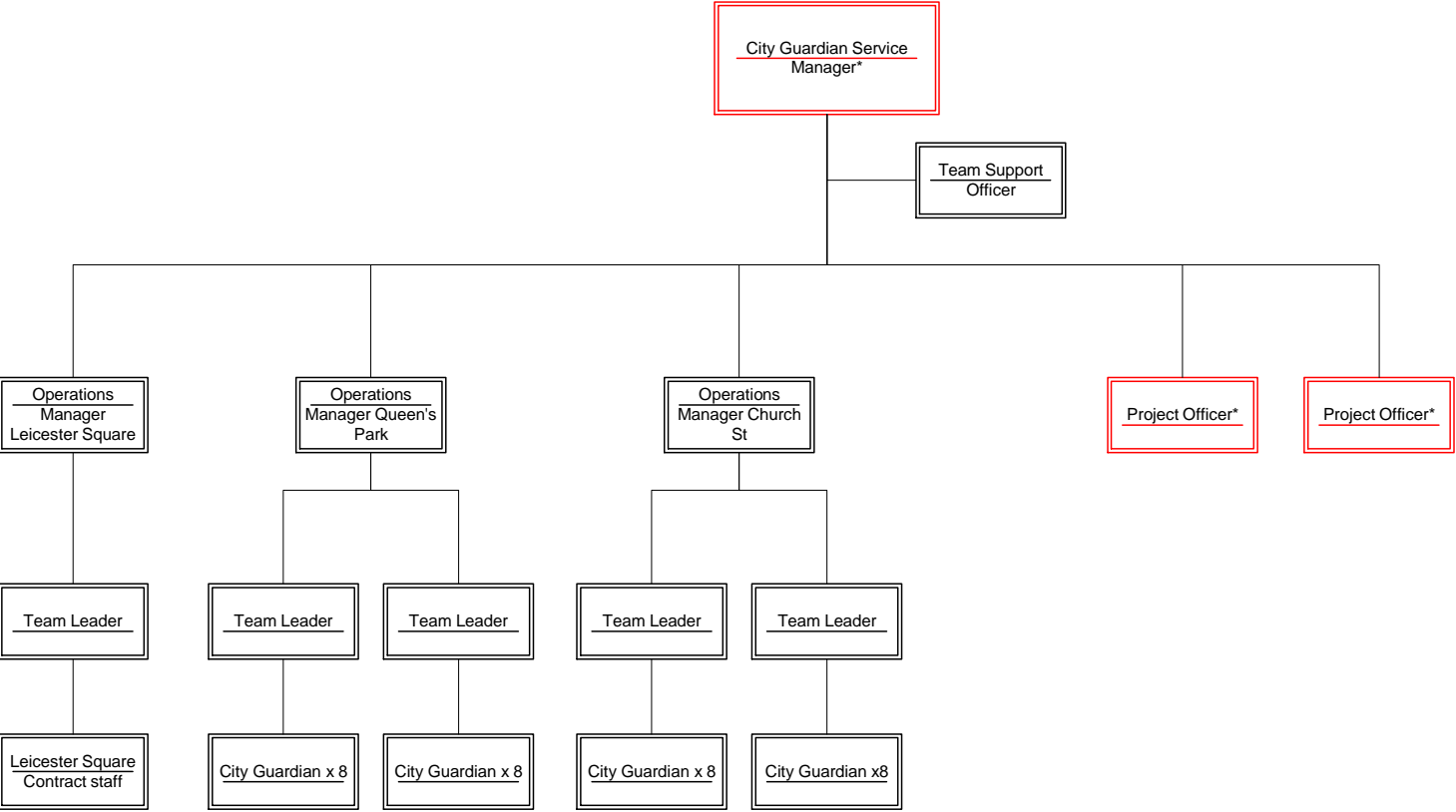
Total posts: 62.25

## Appendix P3 – Proposed structure of Crime and Disorder Reduction Team



Total posts: 9 + 8  
secondments

Appendix P4 – Proposed City Guardians structure

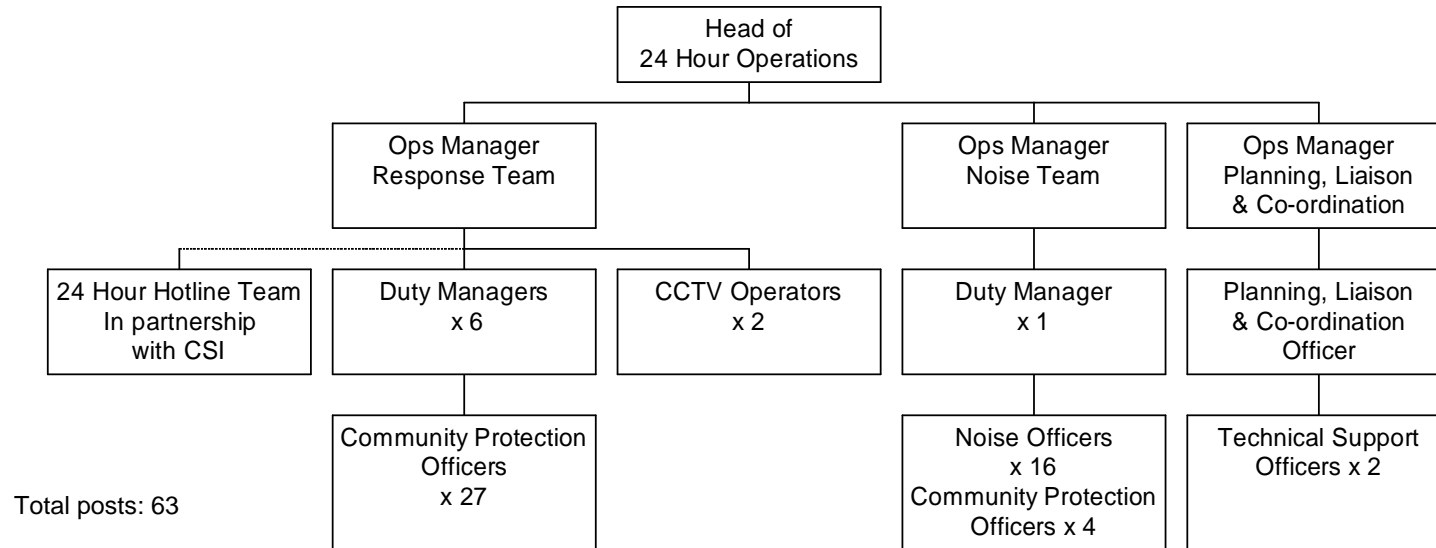


Total posts: 44

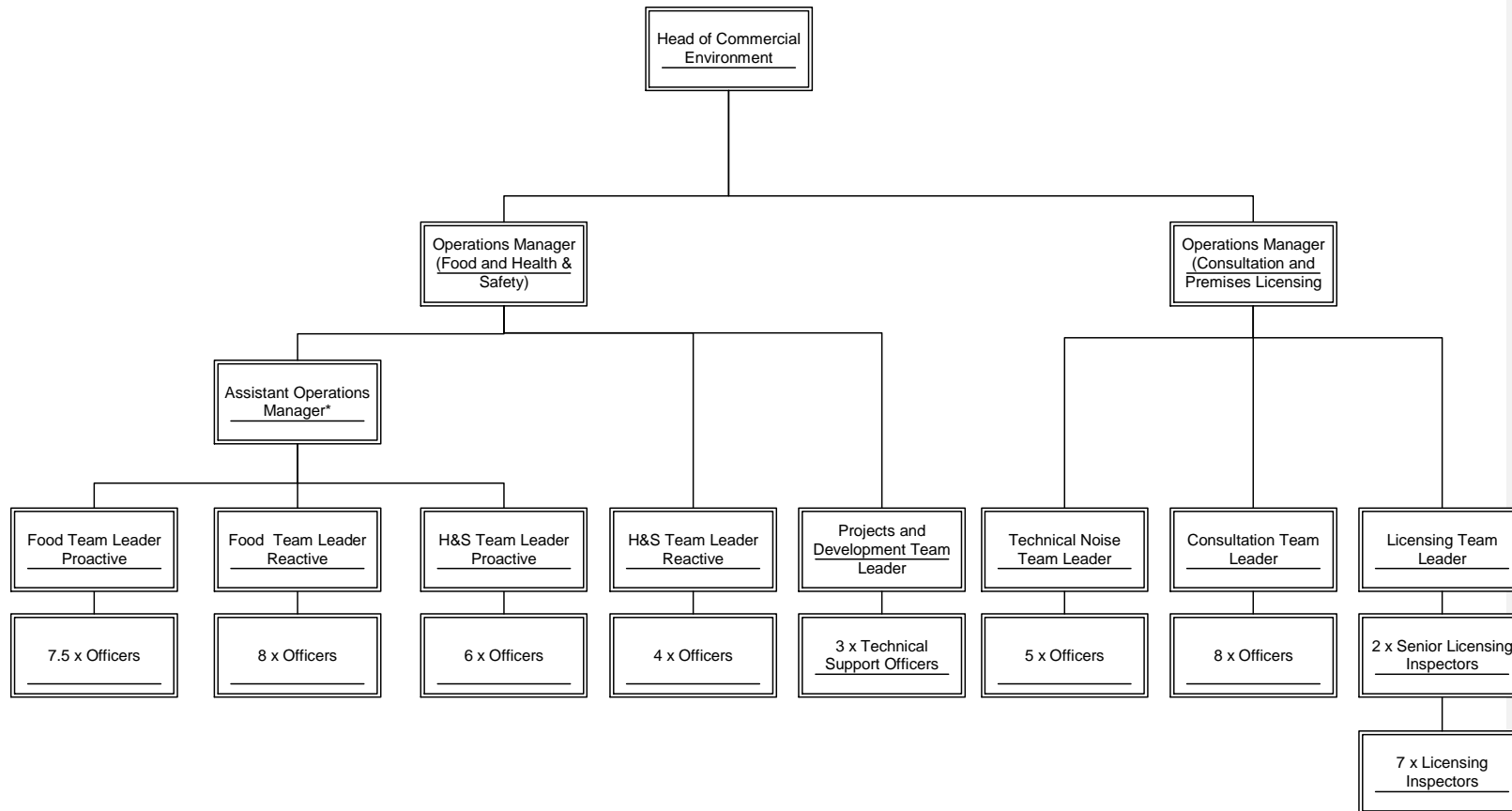
Posts marked "\*" are permanently funded posts (3 in total)



# Appendix P5 - Proposed Structure of 24 Hour Operations Division



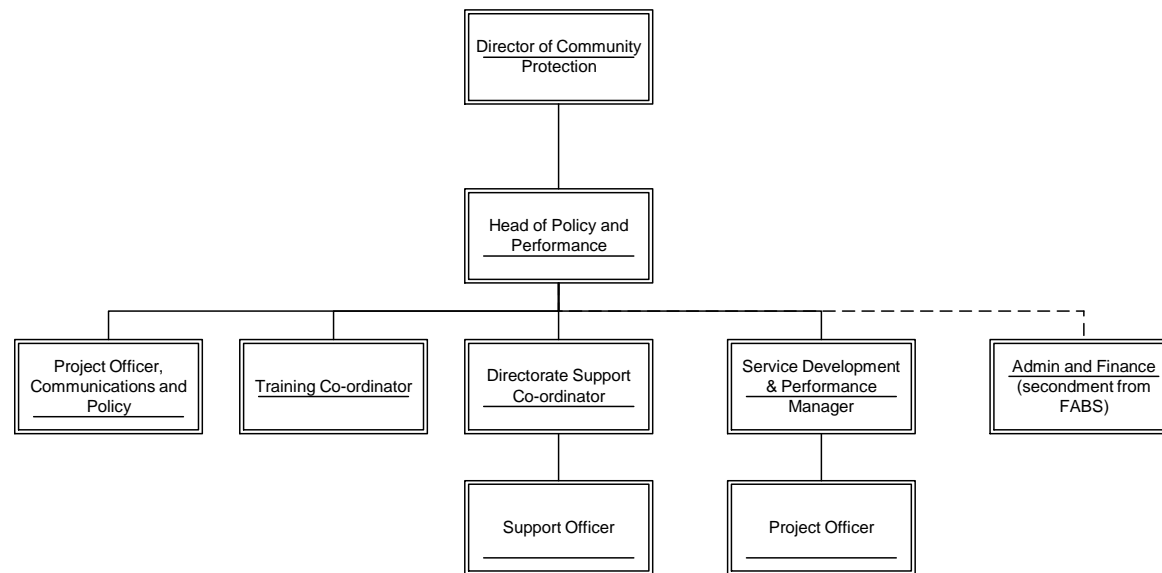
## Appendix P6 – Proposed structure for Commercial Environment



Total posts: 61.5

\*NB - Assistant Operations Manager to be one of the three team leaders

Appendix P7 – Proposed structure of the Director's Office



Total posts: 8 + 1  
secondment

Appendix F1

**PROPOSED STRUCTURE - FINANCIAL SUMMARY**

<b>Proposed Structure - Total number of Posts (FTEs)</b>	<b>208.75</b>
<b>Current Structure - Total number of Posts (FTEs)</b>	<b>220.50</b>
	<b>£'000</b>
Cost of Proposed Structure (including vacancy factor)	7,826
Cost of Current Structure (including vacancy factor)	8,026
<b>Re-organisation - Planned Savings (per annum)</b>	<b>-200</b>
(Planned Savings: vacancy factor planned @ 4%)	

<b>Analysis</b>	<b>Current Structure Budgets</b>	<b>Proposed Structure Budgets</b>
	<b>£'000</b>	<b>£'000</b>
Salaried Staff - Basic Pay	6,505	6,342
Salaried Staff - Overtime	183	85
Salaried Staff- Fixed Supplements	340	290
Salaried Staff- National Insurance	649	611
Salaried Staff - Superannuation	485	471
Salaries - Variable Supplements (Incl. PRP Bonus)	334	353
Agency Staff	310	0
Weekly Pay Basic	16	0
	8,822	8,152
Less: Planned Savings: vacancy factor @ 4%		-326
Adjustments:		
Less Adjustment for Wardens Service-Grant funding	-613	

Less budget for CSI Transfers (7.5 posts)	-191	
Less- budget for transferred post to FABS	-24	
Add: CSI 2002/03 part year adjustment	32	
<b>Adjusted Original Budget</b>	<b>8,026</b>	<b>7,826</b>

**BACKGROUND PAPERS**

(To be inserted)

