



Haringey Council

CONFIDENTIAL

Agenda item:

CEMB/CAB

On 2 October 2007/18 October 2007

Report Title: Urban Environment Directorate Reshaping

Forward Plan reference number (if applicable): Not applicable

Report of: **Director of Urban Environment**

Wards(s) affected: **All**

Report for: **Non-Key Decision**

1. Purpose

- 1.1 This report presents proposals for the reshaping of the Urban Environment Directorate. The report recommends changes to the senior management structure of the Directorate in order to ensure that the services we provide are responsive to the Council's Corporate Plan and the Haringey Community Strategy. In addition, there have been a number of changes to national policy in relation to the services provided by the Directorate and these require further attention in order to be able to effectively respond to the future needs of the Borough. This includes the revised National Waste Strategy for England, the Planning White Paper, the Energy White Paper and the Climate Change Bill and the Local Government and Public Involvement in Health Bill.
- 1.2 Along with this, the government under the new Prime Minister has signalled a heightened role for local authorities in delivering housing and this emerging area of activity is taken into account in the proposals contained in this report. It is clear there will be a need for a better focus on local needs and requirements as a result of the Local Government White Paper. Given the nature of the services provided by the Urban Environment Directorate, this will impact on the services provided by the Directorate in particular.
- 1.3 A number of operational matters also require focus and attention in the next few years. These include responding to the Achieving Excellence programme, (recently agreed by the Cabinet), the need to re-commission the waste collection and integrated fleet management arrangements for the council by the end of 2009 and the need for an effective client for Homes for Haringey Ltd, in particular given the recent 2* with promising prospects Audit Commission inspection result which will release the capital funding for achievement of the decent homes standard. The focus on private sector housing services requires re-invigoration in order to meet the Council's objectives of being one of the Greenest Boroughs in London and ensuring all parts of

the community's well-being.

2. Introduction by Cabinet Members

2.1 Cabinet Member for Enforcement and Safer Communities

Cllr Canver is on leave at present, although she has endorsed the re-organisation proposals contained in the report, subject to the assurance that there will be no diminution in enforcement activity as a result of the proposed changes.

2.2 Cabinet Member for Environment and Conservation

TO BE ADDED

3. Recommendations

3.1 That the revised structure of the Directorate included in Appendix A to this report is noted and agreed.

3.2 That the Director of Urban Environment be instructed to undertake all necessary consultation and communication with the Trade Unions and affected staff in line with the timetable included in Appendix B in line with the Council's policies and procedures.

3.3 That the Director of Urban Environment make any consequential changes to the Directorate structures as a result of the changes to the senior management structure, subject to this being in line with the Constitution and the Council's policies and procedures.

3.4 That officers be instructed to make any consequential changes to the Constitution to reflect the new structures when they are formally adopted if and when these are needed (such as changes to the Scheme of Delegation) and to present these to Members if this represents any material change.

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4. Director of Finance Comments

4.1 This report outlines a new structure for the Urban Environment Directorate. The main changes which have financial implications are:

- (i) proposed changes to the existing structure at 2nd and 3rd tier level, which will result in slightly increased costs, up to about £20k, compared to existing budgets. However, these are being kept to a minimum and are intended to be offset against back office efficiency savings being identified by the Directorate as part of achieving its new budget savings targets of £4.3m over the three year budget planning period 2008/09 to 2010/11.
- (ii) the creation of a small new team of 3 staff led by a Programme Director – Commissioning for a period of 3 years to the end of 2010/11. This role will take forward and support the re-commissioning of all of the frontline services relevant contracting needs. The cost of this team is estimated to be £150k per annum and there is currently no budget provision for this cost. A bid for resources for this team is included in the Council's budget planning process for 2008/09 to 2010/11. The formal creation of the team will be subject to the funding bid being approved.

5. Head of Legal Services Comments

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6. Local Government (Access to Information) Act 1985

6.1 Report to Council Reshaping the Council, November 2006

7. Strategic Implications

7.1 The Urban Environment Directorate was created as a part of the Council-wide re-shaping that became operational in November 2006 (Council Minute CNCL58). This resulted in a new Directorate with responsibility for a wide range of services that impact on the sustainable development and regeneration of Haringey, in partnership with partner agencies and the community.

7.2 The issues that were identified in the Council report referred to above (at paragraph 11.3) remain relevant to the need for the reshaping of the Urban Environment Directorate now. These factors include a need for a strong customer focus, linking together front-facing services, the need for a strong policy and strategy capability and the need to prepare for an efficient and streamlined back-office. In addition to these issues, there are specific matters that impact on the Urban Environment Directorate which are outlined below.

7.3 Delivering Excellent Services

7.4 The delivery of excellent frontline service, aligned with high levels of resident and customer satisfaction is essential to secure the reputation of the Council and to deliver corporate and partnership objectives as set out in our Sustainable Community Strategy and the Corporate Plan. The Urban Environment Directorate delivers the universal

frontline services for the Council, services that every resident, visitor and business uses every day.

7.5 The services provided by the Directorate have made great strides in performance across a range of frontline services in recent years, with some notable improvements in environmental services resulting in the CPA Rating of 3* for the Environment Block.

7.6 Notwithstanding this, there are a number of other issues that require attention. In the next few years. All of these areas involve substantial areas of work and development in order that the council can deliver its obligations and objectives as included in the Sustainable Community Strategy and the Corporate Plan. These areas include:

- Moving from planning for, to delivering the Council's Regeneration Schemes
- Improving perception in relation to all services, but in particular in relation to the Environment Block for CPA and BVPI199 and the Housing Block (or their equivalents when they are replaced)
- Delivering the objectives of the Achieving Excellence programme, including delivering more efficient back office services to support frontline service delivery
- Dealing with the outcome of the Audit Commission inspection of the Strategic and Community Housing Services (to commence on 15 October 2007) and improving overall performance of the Housing Services in Haringey with RSL partners and the private sector
- Delivering the Decent Homes programme with Homes for Haringey and ensuring the effective delivery of this substantial capital programme and the re-aligned Housing Repairs Service.
- Re-commissioning waste management, transport and fleet operations and highways contractual arrangements to secure continuous service improvement and value for money and to secure inward investment in these critical customer services
- Continuing robust action in relation to crime, grime and anti-social behaviour
- Delivering the Greenest Borough Strategy and ensuring there is an ambitious focus on managing the borough's Carbon impacts

7.7 Developing a Commissioning Function for the Urban Environment Directorate

The Urban Environment Directorate manages substantial external relationships for key frontline services provided on behalf of the Council. These services include the delivery of housing management services via the ALMO, Homes for Haringey Ltd, the delivery of Waste and Fleet Transport Operations by Haringey ACCORD Ltd (now a subsidiary of Enterprise PLC) and Highways Maintenance and Development services provide by Crowley Ltd and EDF Energy. The Haringey ACCORD arrangements are due to be replaced by December 2009, the Highways contractual arrangements with Crowley and

EDF Energy are due to be replaced by October 2008. In addition to these existing arrangements, further areas of potential work will be required in the next few years as the council develops its approach to Climate Change. This is also likely to require a strategic approach to commissioning of services e.g. the potential development of an Energy Services Company (ESCo) which could lead to substantial improvements in Carbon efficiency. All of these areas of activity represent substantial areas of work and require attention and additional dedicated management capacity in order to secure value for money, quality and continuous service improvement and responsive contractual arrangement.

This area of work is represented in the Achieving Excellence Programme as developing the commissioning framework for the Council.

7.8 National Policy Developments: Strong and Prosperous Communities, Energy, Waste, Transport Planning White Papers, the Housing Green Paper, Sub Regional Review of Economic Development and Regeneration

During the last year, there have been a number of policy announcements from central government in relation to the services that the Urban Environment Directorate provides. These will all have implications in relation to the development of new legislative instruments and new, renewed or expanded mandates in respect of all aspects of environmental, regeneration and housing policy and delivery. Given the scope and range of these policies, it will be critical that the Urban Environment directorate is designed to be able to respond quickly and effectively to these issues, including the delivery of high quality, relevant services in all areas of the Borough.

7.9 Strong Strategic Leadership and Management

As stated above, the Urban Environment Directorate impacts on every residents', visitors' and businesses' lives. As such, our customer focus, service standards and service delivery has to be of the highest quality and represent the best possible value for money. Underpinning this, efficient and effective value for money support services are needed, which are appropriately resourced, yet lean enough to ensure that as much resource is targeted on frontline delivery. There is a need to ensure that the senior leadership team of the Directorate are acting as ambassadors and advocates for Haringey, in particular in relation to securing external funding and investment in our services. All of this points to the need to ensure that the right balance of support services across the Directorate are provided which supports frontline service delivery and represents an efficient use of resources. The proposed structure of the Directorate will lead to realising this aim.

7.10 Delivering Value for Money and the Medium Term Financial Strategy

The Council has a challenging financial settlement which requires the delivery of efficiency savings over the next three years in order to deliver a balanced and sustainable financial position. The Urban Environment Directorate will need to make net **new** revenue savings amounting to £4.3 million **during the financial planning period**

2008/09 to 2010/11 on current estimates. Plans are being prepared at present (as a part of the Pre-Business Plan Review) to ensure that this financial target is met for the coming financial year and that the Directorate plays its full part in managing the Council's budgetary pressures.

The proposals contained in this report will contribute to the achievement of these targets, whilst allowing a focus on frontline service delivery. However, given the strategic importance of the work on the re-commissioning of the Council's frontline operational contractual arrangements, it is proposed that specific one-off funding is provided to progress this project which will not be considered as a part of the overall financial limits and savings targets for the Directorate as whole.

7.11 **Proposals for Reshaping the Urban Environment Directorate**

7.11.1 The proposed structure for the reshaped Urban Environment Directorate is included in Appendix A. The broad areas of responsibility for each of the divisions/business units is also included in this appendix, however, one of the intentions of the reshaping is to ensure that the Assistant Directors will also take on broader directorate management functions which will be determined by the Director in order to provide leadership to the Urban Environment Directorate as whole. The posts to be deleted are indicated in brackets in the table attached to the high level structure chart.

7.11.3 It should be noted that this report does not recommend changes to Cabinet Member portfolio responsibilities and accountabilities: the Director of Urban Environment will ensure that appropriate support is provided to Cabinet Members from senior officers in the Directorate. Hence, although management changes are recommended, this should not adversely affect policy support provided to Members.

7.11.4 The principal high level changes to the Directorate structure are outlined below, in line with the new proposed structure. NB new or revised posts are highlighted in bold type.

7.11.5 **Directorate**

The key proposals for the Directorate as a whole are the formal adoption of the realignment of **Project Director for the Bridge New Deal for Communities** and his staff to the line management of the Director of Urban Environment and the creation of the **Programme Director – Commissioning**.

The latter role will take forward the re-commissioning of all of the frontline services identified in paragraph 7.7 above. Resources for this post will be sourced from one-off investment relating to the costs of procurement of these new arrangements (see Finance comments). A modest team will also be allocated to this position to progress this work. It is envisaged that this team will

consist of:

- Programme Director Commissioning (linked to the Achieving Excellence Programme), (estimated Grade SM2, subject to evaluation)
- Urban Realm Commissioning Officer (estimated Grade PO2)
- Business Support Officer (estimated Grade SO1)

The Directorate Office consists of the Director's direct support and the **Head of the North London Waste Authority**. The Director's Office will be managed on day to day basis by the proposed **Assistant Director (Business Strategy and Improvement)**.

7.11.6 **Frontline Services**

This is the key area of change in the proposed structure of the Directorate.

It is proposed that the posts of Assistant Director (Enforcement) and Assistant Director (Streetscene) are merged to create the post of **Assistant Director (Frontline Services)**.

This new division, to be named **Frontline Services** will have responsibility for all of the street-based services that impact on the quality of life of our residents and businesses and will join together the *management* responsibility for remedying environmental nuisance and problems on the street with the operational solutions. This division will also allow for better integration and synergy between frontline service delivery and concerns within the neighbourhoods in Haringey, allowing a seamless delivery of area-based services. It is intended that the new division will provide opportunities for the creation of "virtual" teams to deal with area based issues and problems.

It is proposed that the recently agreed structure for the Enforcement Division transfers to the line management of the proposed new Assistant Director for Frontline Services, with the exception of the Housing and Health Group which will transfer to the line management of the Assistant Director for Strategic and Community Housing Services.

In order to respond to new mandates and the emphasis of the council in our Corporate Plan to being one of London's Greenest Boroughs, it is proposed that the reshaping of the Directorate provides an opportunity for redefining existing roles and responsibilities. These changes are:

- a) The expansion of the role of the Head of Waste Management to a more broadly defined role as **Head of Environmental Resources**, who will provide leadership for carbon management and climate change in the Council (in addition to waste and fleet management services).

- b) The redefinition of the Head of Highways role to the **Head of Sustainable Transport**, reflecting the additional responsibilities for an integrated transport service, traffic management responsibilities and the transfer of transport policy from Planning and Development Management Division.
- c) The creation of the post of **Head of Enforcement**, to take forward the Council's environmental crime, environmental health and trading standards duties and responsibilities and planning enforcement (the latter is currently subject to a value for money review).

All other posts within this Division will transfer in their existing form, namely, the Head of Parking and the Business Support Manager.

7.11.7 Strategic and Community Housing Services

Members recently appointed a new Assistant Director to lead this Division, who will start work with the Council on 15 October 2007. However, it is considered that bringing all strategic and community housing services under one line management would be wise in the context of developing these services further. There are a number of pressures in relation to housing in Haringey, not least in relation to housing supply and private sector housing conditions, particularly in Housing in Multiple Occupation (HMOs) and the impact of this housing option on the level of homelessness in the Borough. It is considered that this key corporate priority requires an integrated approach in order to secure the long-term development of housing options for Haringey's residents. Equally, bringing like-services together will have added benefits in relation to providing an integrated approach to housing strategy and needs in the borough.

7.11.8 Planning and Development Management

Proposals for the reshaping of this Division are now complete and have been agreed under delegated authority. This will result in greater capacity to deal with planning control issues, by the creation of a new post of **Head of Development Control** and for additional capacity in relation to policy and strategic site development by the creation of a **Head of Planning Policy and Development Management**.

Consultation on these proposals with staff and trade unions have been undertaken and this is now being taken forward.

7.11.9 Regeneration

This division has recently been reshaped under delegated authority and there are currently no further proposals for any further change.

7.11.10 **Business Strategy and Improvement**

It is proposed that the current arrangement where an “Improver” is allocated to the Urban Environment Directorate at **Assistant Director (Business Strategy and Improvement)** level is formalised with a transfer of management and resources to create this Assistant Director post as a part of the establishment of the Directorate. This division is about the *co-ordination* of back office services and business strategy and improvement for the Directorate as a whole and, as such, has a small staff team to assist in value for money reviews, performance improvement and in managing other back office relationships, such as finance support, IT, Equalities, Human Resources and the co-ordination of customer services across the Directorate as a whole. It is also envisaged that this post will be the key link to central and corporate services and projects such as Achieving Excellence.

8. Financial Implications

8.1

9. Legal Implications

9.1 The re-organisation of the Urban Environment Directorate will need to be undertaken with due regard to the Council’s policies and procedures and any relevant legislation relating to employment matters.

10. Equalities Implications

10.1 The proposals contained in this report will be subject to full evaluation to ensure that there are no adverse effects on any staff and will be implemented in line with the Council’s Equal Opportunities in Employment policies. Appropriate consultation and communication will be undertaken with staff-side to ensure that they are fully engaged and involved in any changes to the structure. This timetable is appended at Appendix B.

Consultation

11.1 Proposals for consultation are included in Appendix B of this report.

11. Background

11.1 The Urban Environment Directorate was formed in November 2006 as a part of the overall reshaping of the council.

11.2 The Directorate currently consists of five divisions, each lead by an Assistant Director. These divisions are: Streetscene Services, Enforcement Services, Strategic and Community Housing Services, Economic Regeneration and Planning Policy and Development. In addition, a modest core of staff are located in the Director’s Office accountable to the Assistant Director for Business Improvement who is an “Improver”

seconded from the ACE (People and Organisational Development). The Directorate has responsibility for a large proportion of the Council's General Fund and Capital expenditure and has responsibility for ensuring the effective deployment of resources from the Housing Revenue Account (HRA) via the client responsibility for Homes for Haringey. In excess of 500 FTE staff are employed in the Directorate.

11.3 The organisation chart for the Directorate is attached as Appendix **A**.

11.4 The Directorate is critical to the achievement of the Council's Corporate Plan objectives and the Haringey Community Strategy. In addition, the Directorate has responsibility for the development and co-ordination of the Borough's Regeneration, Greenest Borough and Housing Strategies. All of these are pivotal to the creation of sustainable communities in the Borough and key statements of intention in relation to the future development of the Borough.

11.5 Along with this, the Directorate commissions and procures a range of services from other organisations from the private, voluntary and community sector. These services include the arrangements with Haringey Accord and Homes for Haringey Ltd, representing major providers of frontline services to the Borough.

12. Conclusion

12.1 It is considered that the proposals contained in this report will enable the Council to respond effectively to key issues as they arise in the future within the policy and operational areas within the Urban Environment Directorate.

13. Use of Appendices / Tables / Photographs

13.1 Appendix A

- (i) Proposed Structure of the Urban Environment Directorate
- (ii) Proposed posts to be deleted and created
- (iii) Existing Structure of the Urban Environment Directorate.

13.2 Appendix B – Consultation Timetable