

Appendix 2

Lewisham Future Programme 2015/16 Revenue Budget Savings Report

Mayor and Cabinet 12 November 2014

Further Information on the Restructuring of Enforcement and Regulatory Services – saving proposal H1.

1. Background

- 1.1 Sustainable Development Select Committee and Safer Stronger Communities Select Committee have requested further details in relation to saving proposal H1.

2. Referral

- 2.1 *What would be different against each separate service area in the proposed model?*

3. Response

- 3.1 The following table attempts to capture some of these; however there will be some things that might not be apparent at this stage. The proposed new model is intended to equip the remaining officers with the ability to undertake a wider range of activity after appropriate training and to ensure that statutory responsibilities can continue to be addressed. We are adopting problem solving and intelligence actions but we still aim to tackle the main problems although invariably with less staff; it is proposed that a reduction in overall staff numbers will be mitigated by increased flexibility.
- 3.2 Problem solving has become a tested model of working in tackling anti-social. In partnership with the Police this approach has allowed us to work with less staff – but in a more targeted and responsive way. The intention is to develop this way of working across the different service areas that have been brought together.

Service area	What will be different
Anti-Social Behaviour	<p>Reduced preventative offer – i.e. safety advice sessions/ delivery of ASB, knife crime, cyber bullying and hate crime in schools and youth clubs.</p> <p>Reduced crime prevention roadshows</p> <p>Maintain surgeries in locations where problem solving profiles/ geographical issues are being dealt with under the risk matrix – this will mean other areas may not get a regular surgery.</p> <p>Cease delivering youth shoplifting awareness course</p> <p>Reduce work in relation to things like property marking/ helping people log phones/ electronic items etc.</p>
Licensing	<p>No dedicated officer to deal with licensing matters but a wider pool of trained staff to do this. A wider range of issues can be addressed during a single visit.</p> <p>More available staff to attend and support the Licensing Committee</p> <p>Routine premise visits will be replaced by more targeted visits – visits will be predicated on risk/ intel/ issues of non compliance</p>
Public health and Noise Nuisance	<p>Noise nuisance complaints will be assessed & responses prioritised. Officers will be deployed to visit out of hours noise ‘hotspots’ when required on a programmed intelligence basis. Greater use of information & evidence from partner agencies to support action will be made where possible along with increased use of pre-emptive noise abatement measures</p> <p>Drainage & matters relating to filthy & verminous conditions at private premises will be addressed with support from Food & Safety team as necessary. A vigorous system of prioritising case work will be applied</p>
Trading Standards	<p>There will be reduced service delivery and services will be provided by reference to a newly developed service risk/intelligence matrix. This may mean that individual consumer complaints will not be investigated and that where appropriate, greater use of advisory measures will be made in cases relating to counterfeit goods and product safety. Whilst we will seek to maintain some level of support to residents vulnerable to doorstep rogue traders & mass marketing scams it is likely that preventative work will be scaled down.</p>
Food Safety and Hygiene	<p>Still meeting the requirements of the FSA as most practicable. Priority will continue to be given to meeting the Food Standards Agency prescribed requirements relating to the inspection of food premises.</p>

Health and Safety	<p>This team will also undertake duties relating to special treatments licensing as many requirements are health & safety related.</p> <p>In addition to undertaking duties relating filthy & verminous conditions at commercial premises, this team will also support Public Health & Nuisance team with such matters at residential premises</p>
Environmental Protection	<p>Whilst there will be fewer staff, lead officers for each of noise, contaminated land & air quality will be identified in order that statutory strategic requirements can continue to be addressed. This service will continue to provide specialist comment & advice on large scale planning developments but detailed input to medium and smaller scale developments will be reduced with greater reference being made to planning policy documents.</p>

4. Referral

- 4.1 *What is the data in relation to noise call outs / officer availability/ peak periods/ cost of current noise service/ what consideration has been given to the impact and the service needs to be more resident focused.*

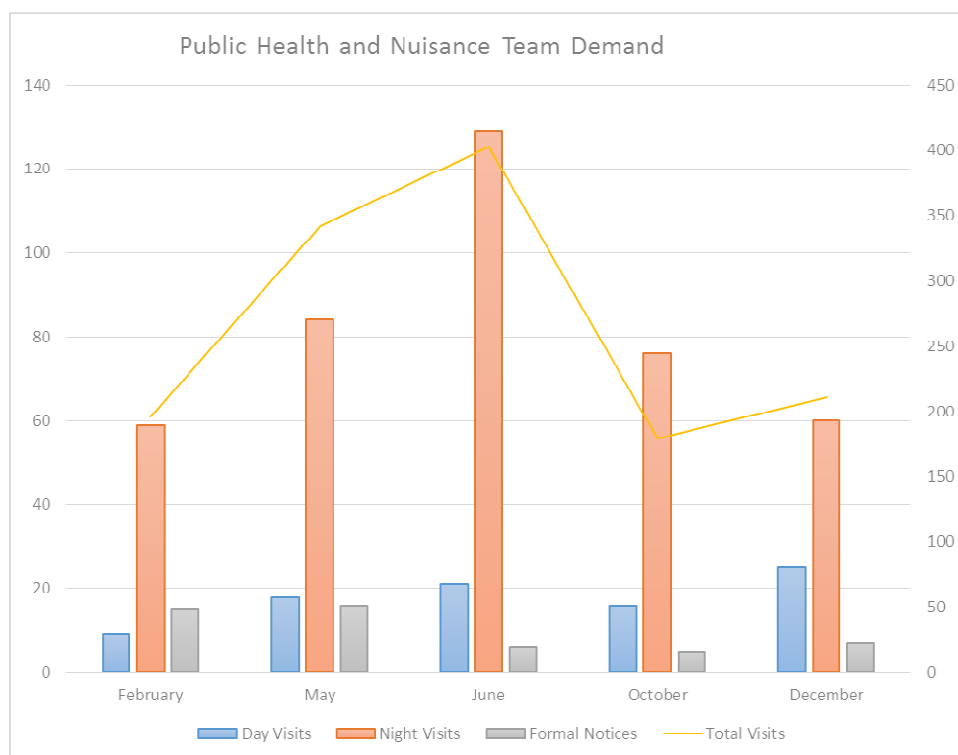
5. Response

- 5.1 For clarity, the new proposed model is not to lose any specific function, but to realign the functions and enable officers to be multi-faceted and work across a number of enforcement agendas. The noise service as it exists currently is only available until Midnight Mon- Thurs and until 3am Thursday – Sundays therefore the service is not able to tackle issues that rise outside of these hours. If a call comes in outside of these hours, the switchboard would take details and pass the information on.
- 5.2 The service is also restricted by the number of officers it has and their ability to cover all shifts/ rotas. Police support may also be required on occasion and may not always be readily available. Officers are required to attend in pairs and in some instances require the police to accompany them dependant in the issue. With sickness and other issues it is not always possible to undertake the bare minimum required currently.
- 5.3 The current cost of the bespoke service that deals with noise nuisance including overtime is up to £510K per annum.

Env Enforcement 2014 - 2015	April	May	June	July	August	September
Data Required	Number	Number	Number	Number	Number	Number
Total No. of noise nuisance complaints received	201	342	403	453	469	366
No of complaints receiving a visit	101	253	246	296	362	285
No. of <i>noise</i> notices issued	8	4			11	
No. of <i>noise</i> prosecutions	1	0			0	

5.4 Data accurate to September 2014: Public Health and Nuisance Team

When plotted, the demand appears as follows:



5.5 It is to be noted that there are questions about the reliability of this data due to data entry issues.

5.6 The real issue is not the number of demands for service at night – or “out of hours” – but rather whether the staff deployed could perform an effective out-of-hours action as a result of the call.

5.7 Anti-Social Behaviour

5.7.1 Hub Solutions, the IT performance tracking system that supports the Neighbourhood Community Safety Service has been having problems so a full dataset was not available in time for this report.

5.7.2 There had been 20 major long-term “Problem Solving Profile” (PSP) pieces of work The Service gets between 150-250 calls + emails a week from residents seeking advice and action in relation to ASB or Crime problem. Some of these become cases, while others are people who ring us to progress other issues as the service has been advertised widely. The number of ASB cases in 13/14 was 369.

5.7.3 It is noteworthy, that where there is alarm, harassment or distress being caused by Noise the Police can and will respond.

6. Referral

6.1 *How can other agencies /RSL s be involved?*

7. Response

7.1 We are certainly exploring how RSLs and Lewisham homes can support the work in all aspects of ASB/ noise and housing. It is important to highlight that we have worked with these bodies over the years and have developed services jointly in relation to CCTV, housing enforcement in relation to adding in requirements to tenancies' that assist in tackling crime, ASB, dogs etc. we will build on already strong working relationships to further develop services in this area.

8. Referral

8.1 What is the current level of fines and usage?

9. Response

9.1 The level of fines used in the services impacted by these reductions is minimal – there are a range of enforcement tactics that we can employ and we use those that are most proportionate and appropriate for the issues at hand. We use a significant amount of mediation and neighbour dispute resolution techniques, as well as lower level compliance encouragement tools such as Acceptable Behaviour Contracts.

9.2 Where formal enforcement and legal action is taken these result in some successful outcomes in relation to seizures of large amounts of illegal tobacco for example – however often the courts do not give the Council any compensation just costs. We will be working to develop better processes for us to be able to recover POCA – Proceeds Against Crime Act money – which upon a successful operation and seizure the Council can receive a proportion of the value of the items seized.

9.3 The Committee asked specifically in relation to fines and enforcement for business waste specifically. The committee were advised that this service area was not currently within the scope of the proposals being discussed. Officers in these service areas work closely with officers in the service areas within this proposal where appropriate to jointly tackle issues and concerns related to trade waste/ non-compliance.

10. Further Information

10.1 In addition to the referral responses above, officers would like to present a range of additional information.

10.2 This further information outlines the proposed revised principles and structure covering the following current areas of work:

- Crime reduction service
- Environmental protection
- Food safety
- Health and Safety
- Public Health & Nuisance
- Licensing
- Trading standards

It does NOT include:

- Building control and planning
- Housing enforcement e.g. Rough Landlords
- Clean streets & markets enforcement

11. Rationale for the proposed changes

11.1 The Council is committed to “making Lewisham the best place to live, work and learn”, and to providing a cohesive, efficient and effective front line service that enables residents to feel safe with low levels of crime and anti-social behaviour. The Council does however have to reduce its expenditure by approximately £95 million over the next three years. Service areas listed above have been asked to identify £800K reduction in spend.

11.2 In identifying these proposals, consideration has been given to the Councils well established principle of achieving greater accountability and efficiency through flatter managerial structures and intelligent resource allocation of staff.

11.3 The options considered have also taken regard of what is currently delivered and what impact changes would have on residents, and clarifying what the current offer is and what it is not.

12. Background

Service Issues

12.1 There are a number of statutory requirements which the Council must meet within these areas; however the Level / Frequency/ Amount that needs to be delivered for most areas are dependent on local need and policy. The primary exception is that of food hygiene & standards. The following examples are intended to broadly illustrate the position.

Statutory Area of Activity	Duty of Local Authority
Weights & Measures	Appoint chief inspector and enforce legislation. No level of activity specified
Fair Trading & Product Safety	Enforce legislation and consider certain types of fair trading complaint
Noise	Investigate complaints and serve abatement notice if considered a statutory nuisance
Food Hygiene & Standards	To inspect premises at prescribed frequencies based on risk
Air quality	Periodically review and assess the air quality within their area
Crime and Offender management	Statutory responsibilities to reduce reoffending. S17 to prevent crime and disorder.
Anti-Social Behaviour	New duty to develop a Community Trigger protocol for ASB, advertise and implement. ASB & Policing Act 2014
Domestic Violence	Duty to implement a Domestic Homicide Review (DHR) following any domestic homicide. Includes duty to appoint independent DHR Chair and report back to Home Office

12.2 There are some areas which require a specific qualified officer to deliver/ enforce including Food Safety and Weights and Measures. There are a number of synergies within identified service areas, as well as many ways to join up/ cluster services – however, in order to meet the absolute minimum requirements and attain the savings required significant changes in roles and service activity is proposed.

13. The Proposal

13.1 What is currently undertaken?

The following is an illustration of the kinds of work the services undertake:

<p>Inspections of all premises serving/selling food (e.g. restaurants, retailers) for hygiene and food standards requirements</p> <ul style="list-style-type: none"> - frequency is specified by FSA - Food notices / closures

<p>Anti-social behaviour</p> <ul style="list-style-type: none"> - manage and implement reduction strategies - Investigate and lead partnership activity - Take action
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A range of legal powers : community triggers, crack house closures, injunctions etc.

<p>Administration and enforcement</p> <ul style="list-style-type: none"> - all applications and compliance checks - I.e. alcohol / late night / <p>Committee requirements</p>
<p>Health and safety</p> <ul style="list-style-type: none"> - obligation to enforce - High risk premises / proactive response - Sports grounds <p>Investigation of workplace accidents</p>
<p>Age restricted goods –</p> <p>Sale of alcohol, fireworks, tobacco, butane lighter fuel to persons under 18</p> <p>Control of illicit tobacco & alcohol, tobacco display</p>
<p>Statutory nuisances. PESTS (identify but not remove), drains, alarms, amplified noise.</p>
<p>Air quality (dust, pollutants)</p> <ul style="list-style-type: none"> - review and assess - 4 air quality monitoring stations
<p>Unauthorised encampments - travellers</p> <ul style="list-style-type: none"> - undertake the initial welfare assessment - Work with police - Agree legal action if Council land <p>Advise others if not council land</p>
<p>Trading standards</p> <p>Dealing with rogue traders such as letting gents & doorstep seller's consumer, product safety, counterfeit goods.</p>

13.2 Many of these services have reduced over the years in relation to staffing and capacity. Therefore some services may be perceived to be delivering a level of service which it does not.

13.3 Noise nuisance is an example of this:

The noise service as it exists currently is only available until Midnight Mon- Thurs and until 3am Thursday – Sundays therefore the service is not able to tackle issues that arise outside of these hours. If a call comes in outside of these hours, the switchboard would take details and pass the information on.

13.4 The service is also restricted by the number of officers it has and ability to cover all shifts/ rotas. Police support may also be required on occasion and may not always be readily available. Officers are required to attend in pairs and in some instances require the police to accompany them dependant in the issue. With sickness and

other issues it is not always possible to undertake the bare minimum required currently.

13.5 Officers often go to a call and if they do not hear anything make no contact. Where they do hear noise they will attempt to enter the premises of the Complainant to gather evidence, no contact is made with the Perpetrator of the noise on this call out. A letter is sent the following day to the perpetrator of the noise whether heard or not.

14. It is proposed that the Principles to be adopted include:

- Delivery of the Statutory requirements of function (not amount)
- Risk and intelligence based approach
- Establish a minimum acceptable level of routine operations
- Use intelligence and risk assessment to determine necessary 'surge' capacity and capabilities. in the main whilst consideration being given to a "fair trading level"
- Limited prevention / proactive service
- A flexible multi skilled team able to provide current and future requirements of an enforcement service
- Focus on harm / harmful premises/ harmful goods across all areas specialist and non specialist : a focus on Hazards
- A single point of contact for businesses / public – not have multiple visitors / officers dealing with single issue matters. This is consistent with the government's "better regulation" agenda
- Ensure that officers use a wide range of powers and enforcement tactics to tackle and get resolution to an issue.

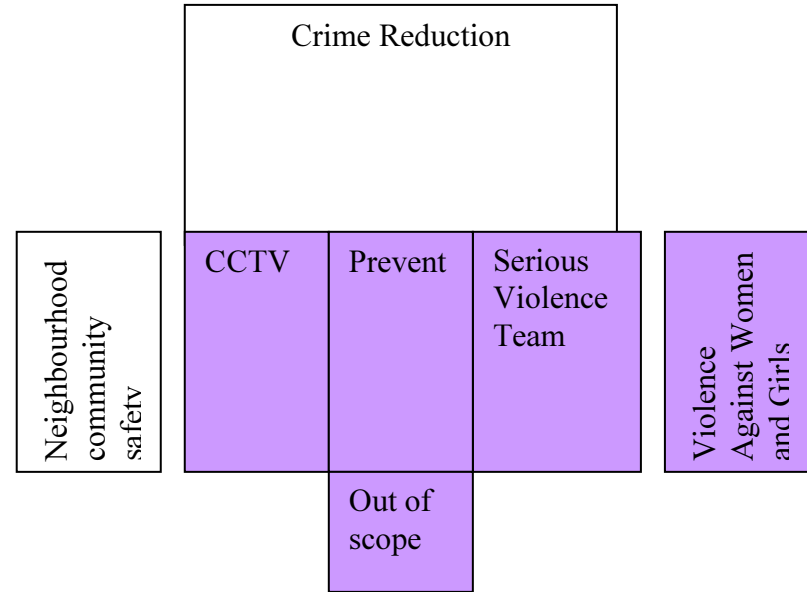
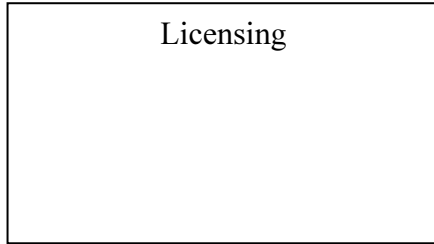
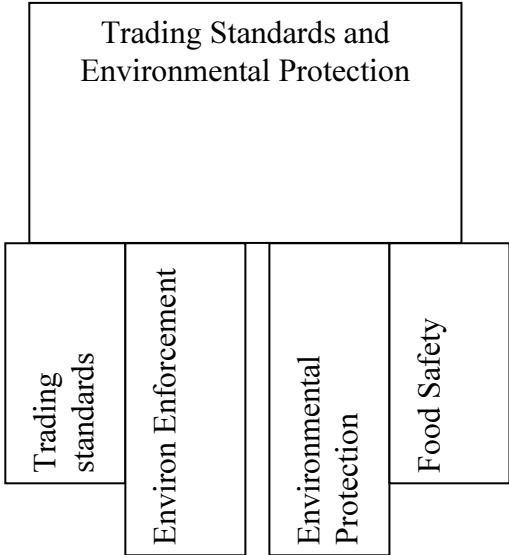
15. What will be different:

- Officers will need to be skilled in a wider range of areas – more multi-faceted staff dealing with more issues – breadth of specialism that does not require specialist qualifications.
(Roles that require a specialist qualification will be maintained at a minimum level)
- Focus and target resources– i.e. changes in night time noise response matching the service to real need more closely than currently – discussions with partner agencies about out of hours response where alarm, distress or harassment is being caused.
- Change in enforcement policy to focus on an intelligence led and risk based model – with consideration given to randomised checking at medium/ low risk for test purposes, in identified problem areas or as a part of a wider Partnership operation
- A reactive service that is less focused on pro-active routine inspections, unless intelligence suggests otherwise
- A reduction in the number of staff delivering these functions

16. Possible models - FUNCTIONS not PEOPLE or POSTS :

Option 1

Maintain the current set up – requiring reductions in each area.



Option 2

Cluster business regulatory services together and multi skilled enforcement services

Food safety
Health and Safety
Licensing

Neighbourhood Community
Safety
Licensing
Trading standards
Public health and Nuisance

Environmental Protection

Option 3

Cluster specialist Environmental Protection provision and multi skilled public realm enforcement

Food safety
Health and Safety
Environmental Protection
Public Health Nuisance
including Drains/ Pest
Licensing

Neighbourhood Community
Safety
Licensing
Trading Standards
Noise Nuisance

There are options to organise service delivery by geographical ‘clusters’ – i.e. North, Central , South, but retaining flexibility to deploy staff where ever required.

17. Options considered:

- 17.1 Option 1 would merely mean silo reductions and trying to maintain distinct services areas with significantly reduced staff – in already small teams. The reality of being able to deliver services with the smaller numbers in some areas would be impossible.
- 17.2 Option 2 would merge services into a business hub, multi skilled enforcement hub and an environmental protection hub. This will result in a reduction in staff but retaining senior management posts.
- 17.3 Option 3 would develop a dedicated service around Environmental Health / protection provisions in the main and a Flexible multi skilled public realm enforcement service with the ability to deploy a range of enforcement activity in relation to public nuisance and other unlawful or dangerous public and business behaviour.
- 17.4 Activity levels will follow a risk based/ intelligence led model with “routine” checking curtailed to problem areas or joint operations. There will need to be some checks and balances of medium and low risk areas on a ‘sampling’ basis to ensure compliance – but focus will be the high risk/ greatest harm areas/ premises.
- 17.5 A change in the night time service primarily for noise and licensing will mean a reduced regular ‘routine’ service – but flexibility to deliver an ‘out of hours’ service is required where risk and intelligence requires this.
- 17.6 A criteria and agreement around what cases will progress to legal enforcement will be developed for clarity in identifying tools/ powers and options and costs. A dedicated budget will need to be identified for this along with a case prioritisation system.
- 17.7 Maintaining posts that require specialist qualifications in food safety are prioritised. Other qualification posts will be maintained at minimum levels seeking to purchase in the service if required.
- 17.8 All posts in the multi skilled public realm enforcement service will receive delegated powers across the whole remit of the service area where legally possible and it is hoped to retain a core of specialist knowledge to underpin this new approach
- 17.9 Work will be undertaken to ensure that any first response to residents/ businesses is reassuring, supportive and enabling further action to be taken if required.

18. Outcomes being sought to achieve include:

- Improving outcomes and finding resolution for residents and the community.
- improved use of officers time and ability to deliver across a range of enforcement and regulatory services
- improved public health outcomes in relation to food & other product safety and in the quality of the environment
- focus on high risk / persistent problems/ issues/ areas
- maintaining service input to the redevelopment process to influence air quality and address contaminated land issues.

19. Phase 2 – to further explore options around outsourcing / buying in aspects of the provisions/ joint delivery with other Boroughs

For further information please contact Geeta Subramaniam-Mooney, Head of Crime Reduction and Supporting people on 020 8314 8561 or Geeta.Subramaniam@lewisham.gov.uk