

**Manchester City Council
Report for Resolution**

Report to: Personnel Committee – 26 June 2019

Subject: Neighbourhoods Directorate - Senior Management Capacity

Report of: Chief Executive

Summary:

Following the report to the Committee in January 2019 regarding Strategic Management Team arrangements, this paper sets out proposals to build senior capacity within the Neighbourhoods Directorate.

Recommendations

Personnel Committee is requested to approve the following recommendations set out by Service as follows:

Citywide Services and Neighbourhood Management teams:

1. The regrade and redesignation of the existing 3 x Strategic Lead role SS2 (£68,526-£74,175) to Head of Service (Compliance and Community Safety), Head of Service, (Parks, Leisure, Youth and Events), and Head of Service, (Libraries, Galleries and Culture) at Grade SS3 (£78,715 - £87,217)
2. Regrade and redesignate the role of Deputy Director of Galleries from Grade 12 to Galleries Operations Manager at grade SS1 (£60,857 – £65,865).
3. Approve the creation of a new role of Head of Neighbourhood Management at Grade SS3 (£78,715 - £87,217). The creation of this role will lead to the deletion of one Strategic Lead, Neighbourhoods Team role at Grade SS2 (£68,526 - £74,175).

The Highways Service:

4. Redesignate the post of Director of Operations (Highways) as Director of Highways within the existing Grade SS4 (£95,953 - £105,940).
5. Redesignate Head of Citywide Highways to Head of Network Management within the existing Grade SS2 (£68,526 - £74,175).
6. Establishment of two new roles; Highways Development Specialist at Grade SS1 (£60,857 – £65,865) and Head of Programme Management Office at Grade SS1 (£60,857 – £65,865).
7. Note that the current time limited role of Head of Transformation paid SS2

(£68,526 - £74,175) will be reviewed by September 2019.

Commissioning and Delivery function of the Directorate:

8. To note that the Head of Commissioning and Delivery to assume responsibility for Manchester Contracts Service (Highways) and line management responsibility for the Strategic Lead for Waste, Recycling and Cleansing within the existing Grade SS3 (£78,715 - £87,217).
9. Note the deletion of the role of Senior Facilities Manager Grade SS1 (£60,857 £65,865) and the creation of a new role of Operational Services Manager (Grounds Maintenance, Manchester Contracts & Fleet Management Services) at Grade SS1 (£60,857 – £65,865)

Wards Affected: All

Revenue Implications

Based on the proposed changes there is an initial increase in revenue costs by circa £49k and this will be funded from within existing approved Directorate revenue budgets. Subject to a satisfactory performance assessment the postholders will progress through the grades and the maximum increase if all post holders are at top of the grade is c£102k, and this will need to be considered as part of the budget planning process.

Within the Highways Service the capital programmes team operate on a fee recovery basis, with fees being charged against Capital Projects based on time recorded against each project. The costs of both the Strategic Lead Development and the Head of Programme Management Office will be funded through fee recovery in respect of time spent on Capital Projects. The costs of the two roles is c£168k and these costs will be included in the hourly rate calculation.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Personnel Committee 29 January 2019: Senior Management Capacity Review
- Executive Report in 30 May 2018: Future Leisure Arrangements

1 Background

- 1.1 The Neighbourhoods Directorate provides services to create and maintain clean, green, safe and vibrant neighbourhoods. With the transfer of Highways into the Directorate last year, it also works to provide the City with good quality roads, reduced congestion and improving air quality.
- 1.2 The delivery model features a combination of Citywide Services that provide the strategic direction and operational management of services delivered across neighbourhoods. This is delivered together with very specialist technical support, and a number of neighbourhood based teams who work with Members and residents to ensure local needs are understood and met via Council and partners' services. Core functions are therefore delivered with an understanding of neighbourhoods, but with citywide strategic oversight to ensure local need is balanced with citywide priorities.
- 1.3 The Neighbourhoods Service and delivery model was established in 2015 following a detailed service redesign placing neighbourhoods and their residents at the heart of services. Three neighbourhood teams work directly with Members to understand strategic and local priorities on a footprint aligned with wards. These teams provide the link to other services in support of priorities
 - Commissioning and Delivery
 - Compliance and Community Safety
 - Libraries, Galleries and Culture

Further coordination brings together partners in the Police, Health and Housing and Fire and Rescue to deliver the best outcomes within the available resources.

- 1.4 To deliver the priorities for the Directorate effectively, a number of changes are proposed to refocus senior capacity within the Directorate following the recent changes at a senior level in the Council and recognising the reduction of other senior roles in this directorate over the last 9 months.
- 1.5 The Directorate has also received increased funding for enforcement and compliance to deliver Council objectives and support the growth agenda. This means there is a need for appropriate and focussed senior management which these proposals will support.

2 Senior Management Changes

- 2.1 With the departure of the former Deputy Chief Executive, the Council took the decision that there should be a focused role of Strategic Director (Neighbourhoods). This was created and appointed internally with the deletion of the Chief Operating Officer, Neighbourhoods (SS4), effectively combining two roles into one.

- 2.2 In addition, following the departure of the Strategic Director Highways, Transport and Engineering in September 2018, the service Director of Operations (SS4) assumed full operational responsibility for the service, reporting to Strategic Director, Neighbourhoods (SS5).
- 2.3 The role of Director of Trading Services Role was deleted in July 2018 and the majority of responsibilities were delegated to Head of Commissioning and Delivery (SS3) within the existing grade.
- 2.4 One of the impacts of these changes was the new role of Strategic Director of Neighbourhoods inherited 10 direct reports as well as the strategic leadership for the directorate. This is not a sustainable position going forward given the change in structure and scale of the Directorate's responsibilities. The proposals in this report will reduce the number of direct reports to 6 senior managers allowing for focus and accountability.
- 2.5 It is not intended to replace the role previously undertaken by the COO. Recognising the skills of the existing strategic leads the intention is to utilise skills and capability to support the Strategic Director, maintaining a flat reporting structure and enabling the existing strategic leads to take a stronger leadership role a number of structural proposals are recommended in the following sections. This also provides opportunities to develop talent within the Council in line with the People Strategy. Appendix 1 shows 'current' and 'proposed' top level structure charts.

3 Proposals for Compliance and Community Safety

- 3.1 It is recommended that the current role of Strategic Lead (Compliance and Community Safety) is re-graded to Grade SS3 with responsibility for fulfilling the Council's statutory duties in respect of protecting the public and the environment. The role has a broad remit covering all areas of compliance and enforcement as well as community safety and civil contingencies. These services incorporate environmental health (food, health and safety and airport), environmental protection, trading standards, private sector housing, houses in multiple occupation, licensing (including out of hours), neighbourhood management (compliance), environmental crimes, neighbourhood projects and compliance support. Further the role will be redesignated as Head of Service reflecting Council naming protocols.
- 3.2 The postholder will regularly contribute to national discussion on emerging issues eg legislation around Shisha bars, areas to consider re Private Sector Housing, BREXIT and implications for ports and trading standards etc. They require significant knowledge across a range of legislative areas including licensing, Housing, Environment, Trading standards and Anti-Social Behaviour.
- 3.3 The change in grade also acknowledges the postholder being responsible for ensuring the Council acts within legislative framework, advising political members on development of appropriate policies and ensuring these are delivered by suitably trained and experienced staff. For the future this role will

additionally work with the Exec member for Housing and Regeneration and the Director of Housing to develop a new strategy for the Private Rented Housing Sector and will lead the council's civil contingencies and resilience work and will chair the Council's resilience forum.

- 3.4 The role is accountable for the effectiveness of the community safety service which includes anti-social behaviour, Prevent and Countering Extremism as well as the development and delivery of the strategy for domestic violence and abuse and ensures all statutory responsibilities are met in these areas.

4 Proposals for Parks, Leisure and Events

- 4.1 It is recommended that the current role of Strategic Lead (Parks, Leisure and Events) is regraded to Grade SS3 and redesignated as Head of Service in line with naming protocols. This is to take into account the increased strategic role of the roleholder for the following responsibilities:

- Youth – Following the decision to move Youth strategy and commissioning into the Neighbourhoods directorate this role will take responsibility for the co-ordination and delivery of the Council's Statutory Youth Offer. Further detail on this is provided below.
- Manchester Active – Accountable officer for the company on behalf of the Board of Directors and responsible for the delivery of the strategies for both sport and physical activity.
- Manchester Institute Health and Performance – the postholder has now replaced the former Chief Executive's role as the Director for the Company to ensure that the company is governed appropriately, is effective and accountable.
- National Football Museum – the postholder will replace the former Deputy's Chief Executive's role as the Director for the Company to ensure that the company is governed appropriately, is effective and accountable.
- Ethihad Campus Management Company – Replaced the former CEO of New East Manchester as the Director for the Company
- In addition, the postholder will act as the Senior Responsible Officer for major capital projects in this area

- 4.2 Responsibility for the Youth Team transferred to the postholder in April 2019, acknowledging more could be done to strengthen and go beyond the Statutory Youth Duty. A key factor in this is how the Council is able to respond and coordinate a sufficient universal youth offer in each neighbourhood, delivered by a wide range of providers including Voluntary Community Sector (VCS) providers, uniformed and faith organisations, sports and cultural organisations and schools and colleges which is clear and transparent for service users.

- 4.3. It is recognised that the Neighbourhoods Directorate has very strong existing connections to many community based organisations and that it is well placed to embed a stronger youth offer within neighbourhoods and the existing council leisure, library and community facilities across the city. As a

consequence, it is proposed that the team responsible for supporting the delivery of these outcomes is integrated into the Neighbourhoods Directorate.

- 4.4 It is proposed that a refreshed strategy and action plan should be developed for this and that this will be overseen by the City Policy team and supported by the new Head of Service. This work will inform the optimum structural arrangements within the Neighbourhood Directorate taking into account the connections to neighbourhood services and services for children and young people. There are no proposed changes to the management structure in relation to this transfer.

5 Proposals for Libraries, Galleries and Culture

- 5.1 It is recommended that the current role of Strategic Lead (Libraries, Galleries and Culture) is re-graded to Grade SS3 and redesignated Head of Service. This is to take into account the increased strategic role within the City and across partners as described in the following sections.
- 5.2 Libraries, Galleries and Culture brings together high quality universal services which underpin learning, engagement and support growth, including management of the citywide Libraries, Information and Archives Services; Galleries and the universal culture offer delivered at a neighbourhood level; access to and activation of services through partnership working and engagement.
- 5.3 The Head of Service will develop and lead on the strategic development and joint investment strategies for Library, Information and Archives in Manchester working with key local, regional and national partners, and manages the Greater Manchester County Records Office on behalf of GMCA and the 10 LAs.
- 5.4 A key element of the role is responsibility for developing the cultural offer delivered in neighbourhoods for the Directorate as part of the widening access and participation agenda. The creation of libraries as creative spaces and encouraging them to be used as venues by city centre cultural organisations eg Royal Exchange, Manchester Museum, and co-curated programmes with Manchester Art Gallery.
- 5.5 The role also coordinates MCC Cultural strategy and initiatives leading the matrix management of the Council's Culture Team whilst supporting the Director of Culture to understand the strategic direction to enable wider engagement across the cultural sector. The roleholder oversees the Council's £4.9million portfolio of Strategic Cultural Investments and Grants and the wider context of MCC funding for cultural organisations and venues.
- 5.6 The Strategic Lead also works closely with partners providing support to the Director and Deputy Director of Manchester Art Gallery with a particular focus on Manchester City Council's interests in the Manchester Museum Partnership (an ACE funded National Portfolio Organisation) which covers Manchester Art Gallery, Manchester Museum and Whitworth Gallery.

- 5.7 The Visitor Information Centre is relocating to Manchester Central Library and responsibility for the delivery of the service will become part of the Library Service.
- 5.8 The Head of Service will also be accountable for the delivery of UK Visa and Immigration services to be delivered from Manchester Central Library. Libraries are increasingly becoming the front facing support role for residents requiring digital assistance for a range of public sector services.
- 5.9 The Head of Service is also responsible for the 'Unlocking Our Sound Heritage' programme which is an ambitious partnership project led up by the British Library and supported by the National Lottery Heritage Fund to address the threat facing the UK's sound heritage. Sounds - for example radio, oral history and music - held on physical formats risk being lost as the carriers degrade over time and the equipment to play them is no longer produced. The project aims to transform access to and preserve the nation's sound heritage, to create sustainable centres of excellence in digital audio preservation and to involve new audiences in engaging with their audio heritage in innovative ways.
- 5.10 In order to support the Strategic Lead role, it is recommended that the Deputy Director of Galleries is redesignated and regraded to Galleries Operations Manager at Grade SS1. To aid the Director of Manchester Art Gallery and Whitworth Gallery it is proposed that the role of Galleries Operations Manager will take on the additional tasks related to the management of the operations of the City Gallery and the Whitworth; taking the lead on the execution and delivery of the business plan which includes all commercial agreements as well as other corporate priorities including those of the Manchester Museums Partnership.
- 5.11 The Director of Manchester Art Gallery and Whitworth Gallery (employed by Manchester University) is a joint appointment holding a dual Directorship role reflecting the unique partnership over the last eight years between The University of Manchester and Manchester City Council. The Director is responsible for the Artistic Direction and international promotion of the Gallery and it was agreed upon appointment of the new joint Director, that the role would not take on the operational responsibility of the gallery which includes oversight of the collections focussing his time on the development of both the galleries in the city.

6 Proposals for Neighbourhood Management Team

- 6.1 In order to support the Strategic Director of Neighbourhoods in the development of the Neighbourhood model and reduce the number of direct reports, it is proposed that one of the existing 4 SS2 roles in this area is regraded and redesignated to Head of Neighbourhood Management at Grade SS3 with the 3 remaining SS2 roles reporting to the Head of role. This role will take responsibility for the neighbourhood teams, ward coordination and oversight of the Neighbourhood Investment funds and will have line

management responsibility for the neighbourhood leads and the strategic lead for neighbourhoods working on the development of Bringing Services Together for People in Places programme.

- 6.2 It is envisaged that this role will be responsible for further developing and embedding the neighbourhoods model working directly with Executive and local members to ensure that the approach to ward and neighbourhood coordination is developed and that the Bringing Services Together (BST) programme is fully embedded into the neighbourhood services. This will be ring fenced to the existing four SS2 Strategic Leads, Neighbourhood Teams.

7 Proposals for Highways Service

- 7.1 In September 2018 a Highways Improvement Board was established to provide additional support to the Highways management team through their improvement journey. Since then, significant progress has been made across a number of work streams to agree the vision for the service, develop and embed greater governance and programme management capacity, to address immediate resourcing issues whilst at the same time progressing the development of a new permanent structure.
- 7.2 The vision for the service is to manage, maintain and improve the highway and public spaces network for the current and future needs of our residents. This vision is aligned to the relevant elements of the Our Manchester Strategy and the Corporate Plan about improving connections and neighbourhoods:
- 7.3 In order to both deliver the programme of work required of the service whilst developing the current and new workforce, both in terms of delivery and developing the workforce, the capacity of the senior team has been reviewed.
- 7.4 To acknowledge the duties taken on by the Director of Operations (Highways) following the deletion of the role of Director of Highways (SS5), it is proposed that the current potholder's title is changed to Director of Highways at the existing Grade SS4.
- 7.5 It is proposed to redesignate the role of Head of Citywide Highways to Head of Network Management to recognise the broader remit of the role, within the existing Grade SS2 (£68,526 - £74,175).
- 7.6 A new role, Highways Development Specialist is to be established at Grade SS1 with responsibility for developing a 5 – 10 year strategic pipeline of projects in line with the Transport 2040 Strategy. The post holder will also be responsible for developing the investment plan (in partnership with finance) to enable the delivery of the pipeline and play a critical role in developing the relationships beyond the Council e.g. TFGM, Highways England, Northern Powerhouse and GMCA to create a strategic development plan of all development across the City.
- 7.7 A new role, Head of Project Management Office (PMO) is established as Grade SS1 to further develop and embed a programme office function. The

post holder will be responsible for establishing the function, process, collateral, tools and ways of working needed for a successful PMO and setting up and managing a team. The PMO will be responsible for managing portfolio, programme and project information and reporting, financial monitoring and reporting, contract monitoring and reporting, resource planning, CDM and health and safety, quality and assurance, change control and servicing and managing the governance arrangements for the service.

- 7.8 The role of Head of Transformation (Highways) was established in April 2017 for a 2-year time limited period in recognition of the scale of the transformation and improvement required. This work is now reaching a conclusion; therefore, the role will be reviewed before September 2019.

8 Proposals for Commissioning and Delivery

- 8.1 As part of the work of the Highways Improvement Board, Manchester Contracts has been under review since September 2018. An interim management arrangement was established whereby the current Citywide Support Lead, Grounds Maintenance in the Neighbourhoods Service (G12) assumed operational responsibility for the team, reporting into the Head of Commissioning & Delivery.
- 8.2 It is recommended that these interim arrangements are now made permanent and the team is aligned with Grounds Maintenance not least due to the synergies between the operational workforce in these two areas which will benefit from a consistent approach. In addition, and as part of the realignment of services within the Commissioning and Delivery function, Fleet Services will be aligned with Manchester Contracts and Grounds Maintenance.
- 8.3 The above changes will result in the establishment of a role, Operational Services Specialist at Grade SS1.
- 8.5 It is proposed that, in addition to the transfer of Fleet Services to Head of Operational Services, the Specialist Markets function is moved under the management of the Events and Commercial Lead (Grade 12). This realignment will bring together all the elements of the Christmas Offer for the City and enable the strengthening of the community events offer and the maximisation of the commercial opportunities within Events.
- 8.6 The current Senior Facilities Manager (SS1), reporting to the Head of Commissioning and Delivery, currently has responsibility for Fleet, Bereavement, Pest Control and Markets (Specialist, Wholesale and District). The role of Senior Facilities Manager is no longer appropriate and is to be disestablished following the realignment of some of the Commissioning and Delivery functions within the Neighbourhood Services. This reduces the scope of the role through the movement of both the Fleet Services and Specialist Markets functions.
- 8.7 Fleet Services is not a traded service and is to be aligned with the Grounds and Highways maintenance services to which it provides a significant level of

support. The scope of Fleet Services will also be reduced following the transfer of the current administration functions relating to taxi licensing to the Licensing section. The Christmas Offer is currently jointly delivered by the Events and Specialist Markets teams. The delivery of the Christmas Offer will be more closely aligned in future and led by the Events and Commercial Lead.

- 8.8 A new Grade 12 role will be created to focus on the remaining business units, Bereavement, Pest Control and Markets (Retail and Wholesale), which provide both essential services at a neighbourhood level and generate a financial return to support the wider neighbourhoods offer. The role will focus on ensuring the long term sustainability of these services through the continued development of business models which reflect the changing dynamics of local demand and evolution of the neighbourhoods offer.
- 8.9 Finally, the Head of Commissioning and Delivery will continue to take on responsibility for Manchester Contracts Service (Highways) on a permanent basis. Line management responsibility for the Strategic Lead for Waste, Recycling and Street Cleansing will also be transferred to the Head of Commissioning and Delivery post holder within the existing Grade SS3 for the role. The role will be renamed Operations and Commissioning Director.

9 Comments from Director of HROD

- 9.1 The proposals of this report are in line with the Council's Pay Policy. Job Evaluation has been carried out as required using the Council's Job Evaluation Scheme for Senior roles and supports the regrades as proposed.
- 9.2 The changes proposed provide capacity to the Strategic Director, Neighbourhoods by reducing the number of direct reports in line with good practice for organisational design in terms of spans of control and levels of management.
- 9.3 The deletion of a SS2 Post is offset by the creation of an SS3 and all existing post holders will be ring fenced to the opportunity so no redundancies are envisaged.
- 9.4 The funding of the proposals is unusual in taking into account establishment cost at top and bottom of grade to provide a time to find base budget savings. This has been considered fully; existing vacancies have been reviewed but cannot be deleted at this time due to extra work on compliance. It is felt, after full review, that the shift to new, rebalanced management arrangements warrants this period of grace.

10 Comments from Trade Unions

- 10.1 To follow