

A REVIEW OF THE USE OF MULTIFUNCTION WARDENS  
IN THE DEVON AREA OF THE SOUTH WESTERN REGION  
OF THE NATIONAL RIVERS AUTHORITY,  
WITH PARTICULAR REFERENCE TO THEIR USE WITHIN  
THE FISHERIES FUNCTION

N A READER

National Rivers Authority Information Centre Head Office	
Class No	_____
Accession No	APLV

PROJECT REPORT FOR: CERTIFICATE IN MANAGEMENT

1 NOVEMBER 1994

## CONTENTS

## PAGE

Introduction	1
The Development of Multifunctional Wardens	3
The National Rivers Authority and the Merger of South West and Wessex Regions	6
The New South Western Region and the Revision of Structures	8
The Role of the Multifunctional Warden in Fisheries Work	10
Fisheries Inspectors in North and South Wessex	14
SWOT Analysis	18
Expansion of Issues Raised in SWOT Analysis	
Strengths	25
Weaknesses	35
Opportunities	45
Threats	49
Cost Effectiveness of the Multifunctional Warden System	54
Alternative Models	58
Discussion and Conclusions	60
Recommendations	65
Appendices	67-74

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### INTRODUCTION

Following the merger of the old South West and Wessex Regions of the National Rivers Authority (NRA) to form the new South Western Region, there has been a drive to unify the structures of the four operational Areas in the Region. This process has taken place so that perceived best practice can be operated throughout the Region and so that service delivery can take place to a uniform high standard across the Areas. Uniformity of structures has been achieved in virtually all aspects of the Area structure, except for one important difference in the organization of the field staff who support the individual Functions in each Area. In the North and South Wessex Areas, a Functional approach has been taken, where field staff are contained within the Functional structure and are dedicated solely to working in each Function. In the Cornwall and Devon Areas, however, a multifunctional field workforce exists which is used by all Functions. The Authority is currently under pressure to rationalize this anomaly in the Area structures.

This report examines the multifunctional field workforce concept in some detail, with particular reference to the use of these staff in the Devon Area Fisheries Function.

A detailed assessment of the system has been carried out using information gained from Functional Fisheries staff and

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

multifunctional staff in the Devon and Cornwall Areas using SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis techniques. Comparisons of the multifunctional system and its application to Fisheries work have been made with the Functional approach adopted in the North and South Wessex Areas.

Three solutions to the problem have been identified thus:-

- i) retain the current anomalous structures,
- ii) apply the multifunctional approach throughout the Region,
- iii) apply the Functional approach throughout the Region.

The scope of this report has not given enough information to enable the Authority to adopt one or other of these options. Recommendations are made on the nature of the work to be undertaken to enable one of these options to be chosen.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### THE DEVELOPMENT OF MULTIFUNCTIONAL WARDENS

The Multifunctional Warden system developed in the old South West Water Authority out of the Fisheries Warden system. Fisheries Wardens were themselves an extension of the Fisheries Bailiff system that operated in the Devon and Cornwall River Authorities before the formation of the Water Authority in 1974. Fisheries Bailiffs had a restricted role, dealing largely with the enforcement of Fisheries legislation and the management of riverine fisheries. This role was extended in the late 1970's under the aegis of the South West Water Authority, when the Fisheries Function took on responsibility for the managing the numerous reservoir trout fisheries in the South West. The Bailiffs' work-load was extended to accommodate this element of fishery management and at the same time, their job title was changed to that of Warden to reflect the increase in emphasis in fisheries management.

During the early 1980's there was an increasing awareness of the importance of the impact of agricultural pollution on fish stocks in the rivers of the South West. As a result of the direct link with declines in salmonid fish stocks and for logistic reasons (limited numbers of staff in the Water Quality section, availability of Wardens 'on the ground'), Fisheries Wardens were assigned to preliminary work on dealing with this farm pollution problem. Thus began the

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

'Farm Campaign' in the South West, whereby all farms in the Region were visited and farm pollution effectively controlled. The scene was also set for the Fisheries Wardens to become Multifunctional Wardens.

In 1983, against a wider background of restrictions in public spending, rumours of privatisation of the Water Authorities and the change in implementation of legislation (Control of Pollution Act Part II), came the realization that the Authority had an increasing and demanding workload in the Farm Campaign and the attack on agricultural pollution. The Authority decided then, to review its activities in Fisheries and Water Quality to produce a cost-effective method of dealing with its responsibilities in these areas. Accordingly, in 1984, Price Waterhouse Associates were contracted to review the workings of the Scientific Services and Fisheries and Recreation Functions of the Environmental Services Department of South West Water. (The terms of reference to this review are given in Appendix 1). As far as the Wardens are concerned, the major outcome of this review was the restructuring and reorganization of their work into a multifunctional field workforce in the Environmental Section, covering the three broad areas of Fisheries, Pollution and environmental monitoring work. (Interestingly, the majority of the recreation work that the Wardens had previously carried out was removed to a separate Recreation Section). Appendix 2 gives details from the Price Waterhouse Report

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

which relate to the rationale behind this part of the re-organization. The following extract from this report is pertinent here:-

"We noted that there was evidence of overlap and duplication of workload caused by the sectional organisation of the area management and the separation of Fisheries from Scientific Services at the area level. For example, both fisheries wardens and assistant pollution inspectors carry out routine patrols of river systems to ensure water quality is of a standard to support fish life, and similarly that pollution incidents are contained or prevented".

The Multifunctional Warden force came into being in Devon and Cornwall in 1985.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### THE NATIONAL RIVERS AUTHORITY AND THE MERGER OF THE SOUTH WEST AND WESSEX REGIONS

The National Rivers Authority was formed in 1989 following the dissolution of the old Regional Water Authorities. Water treatment and supply and effluent treatment functions were split off into the Water Companies, whilst the Environmental and Flood Defence functions were retained within the new body, the National Rivers Authority, a non-departmental government body sponsored by the Department of the Environment. In 1989, the NRA had a central headquarters based in London (later moved to Bristol) and 10 Regions, based on the old Water Authority boundaries. Each of the ten Regions maintained its own local management and staff structure evolved from the old Water Authority structures. Whilst the Regions enforced the same legislation and dealt with the same areas of responsibility, the approach to dealing with these tasks was fundamentally different from Region to Region. The South West Region uniquely maintained its multifunctional Wardens service.

As the NRA developed as a national organization, it became apparent that there was a need to develop a uniform approach in its work, to ensure that legislation was administered in a uniform manner throughout the country, to make sure that the Authority's customers were dealt with in a consistent manner and to ensure that standards of service, including cost



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

effectiveness, were the same throughout the NRA. In order to promote this consistency, the Chief Executive developed a theme which he coined "the Logical Process" in which the Regions moved towards a uniformity in organization. The Logical Process embraced the concept of Area based operational (the 'do-ers') units, with a Regionally based Technical Function (the 'planners') and commonly structured Regional Management Teams (RMT) in each Region. The organization structure below RMT was left to the Regions to develop independently.

Concurrent with the Logical Process came the initiative from Central Government to merge the NRA with other environmental agencies, Her Majesties Inspectorate of Pollution (HMIP) and the County Council based Waste Regulation Authorities, to form one body, the Environmental Agency (Envage) - target date now April 1996. To ease this amalgamation, the decision was taken in 1993 to join together the South West and Wessex Regions of the NRA to form the South Western Region and the Northumbrian and Yorkshire Regions to form the inspiredly named Northumbrian and Yorkshire Region. This had the effect of reducing the Regions from ten to eight and bringing their administrative boundaries closer to those of HMIP.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### THE NEW SOUTH WESTERN REGION AND THE REVISION OF STRUCTURES

Merger began in April of 1993 with the appointment of a single Regional General Manager (RGM) and the identification of Exeter as headquarters for the new Region. It was also decided that there would be four Areas in the new Region, these being:-

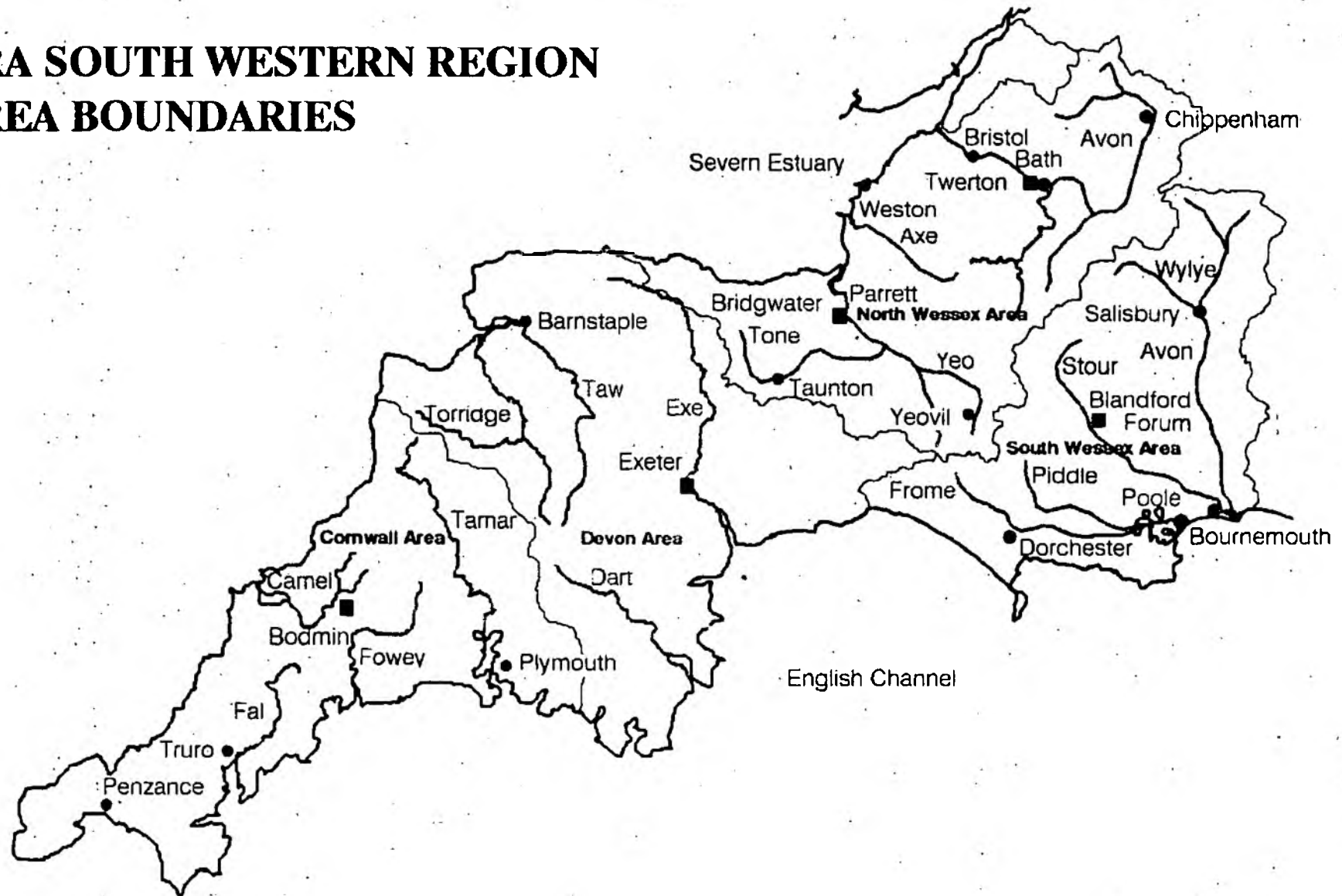
- i) Cornwall Area, based on the old Cornwall Area boundaries, South West Region.
- ii) Devon Area, based on the old Devon Area boundaries, South West Region.
- iii) North Wessex Area, based on the amalgamation of the old Bristol Avon and Somerset Areas, Wessex Region.
- iv) South Wessex Area, based on the old Avon and Dorset Area boundaries, Wessex Region.

See Map 1.

After the discussion of a number of new forms of structure it was decided that Devon and Cornwall Areas would retain their Multifunctional Warden systems, whilst North and South Wessex Areas would retain a Fisheries structure close to that of the old Wessex Area, using functionally based Fisheries Inspectors to carry out the Fisheries aspects of the Wardens'

## MAP 1

### NRA SOUTH WESTERN REGION AREA BOUNDARIES



NRA SOUTH WESTERN REGION

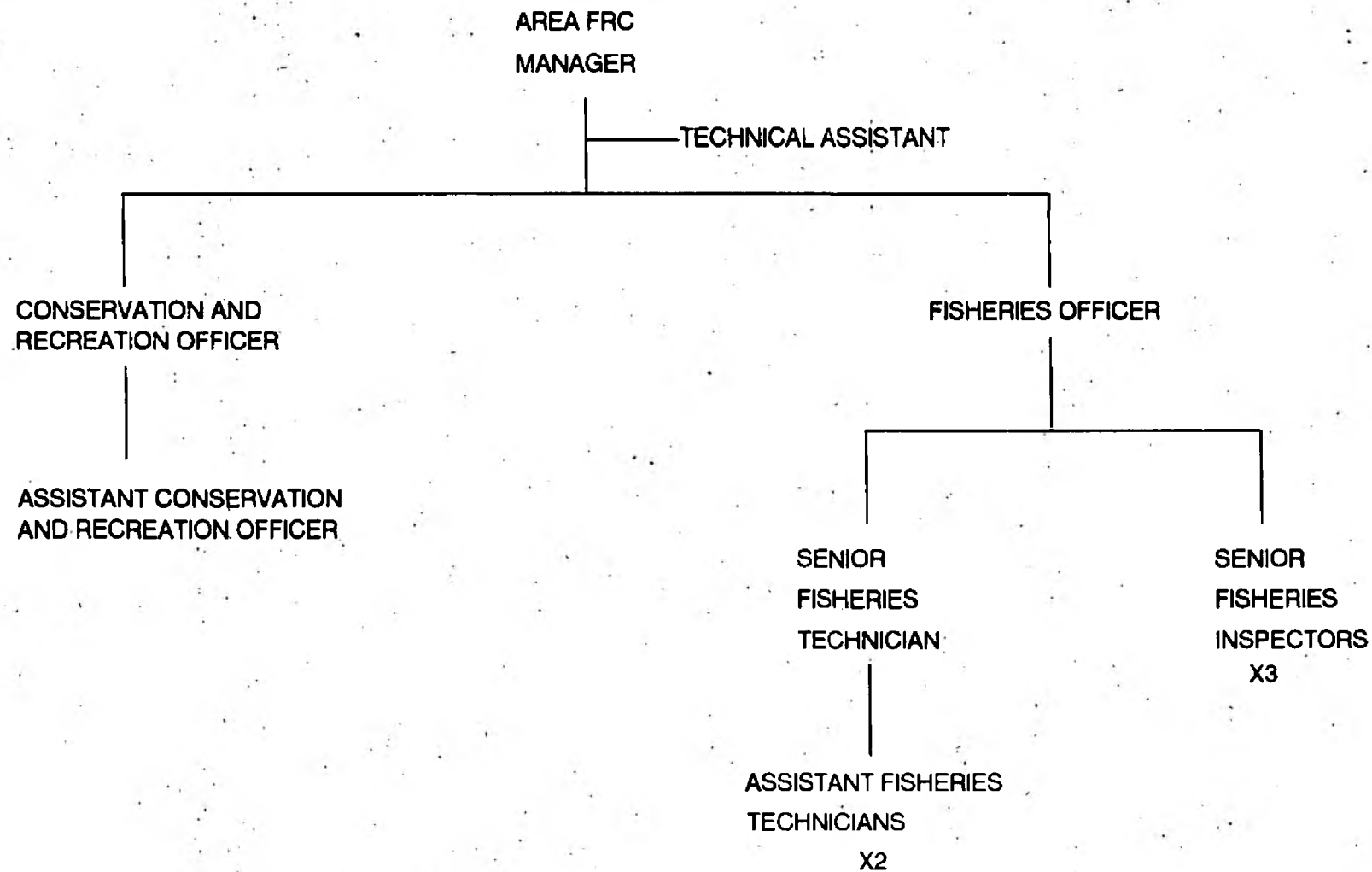
## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

work. Devon, Cornwall and North and South Wessex FRC Function structures are given in Diagrams 1, 3, 5 and 6. The position of the Multifunctional Wardens in the Environmental Sections of Devon and Cornwall are given in Diagrams 2 and 4.

There is now commonality in all aspects of the Area structures, other than in relation to this difference in the existence of Multifunctional Wardens. Clearly, this situation presents a glaring anomaly in the way the service is delivered through the South Western Region. Whilst there is not a fundamental need for uniformity of structure from one Area to the next for the sake of uniformity alone, there is a desire to adopt best practice throughout the Region (efficiency and cost-effectiveness) and there is a need to ensure that the customers are given the same standards of service throughout the Region.

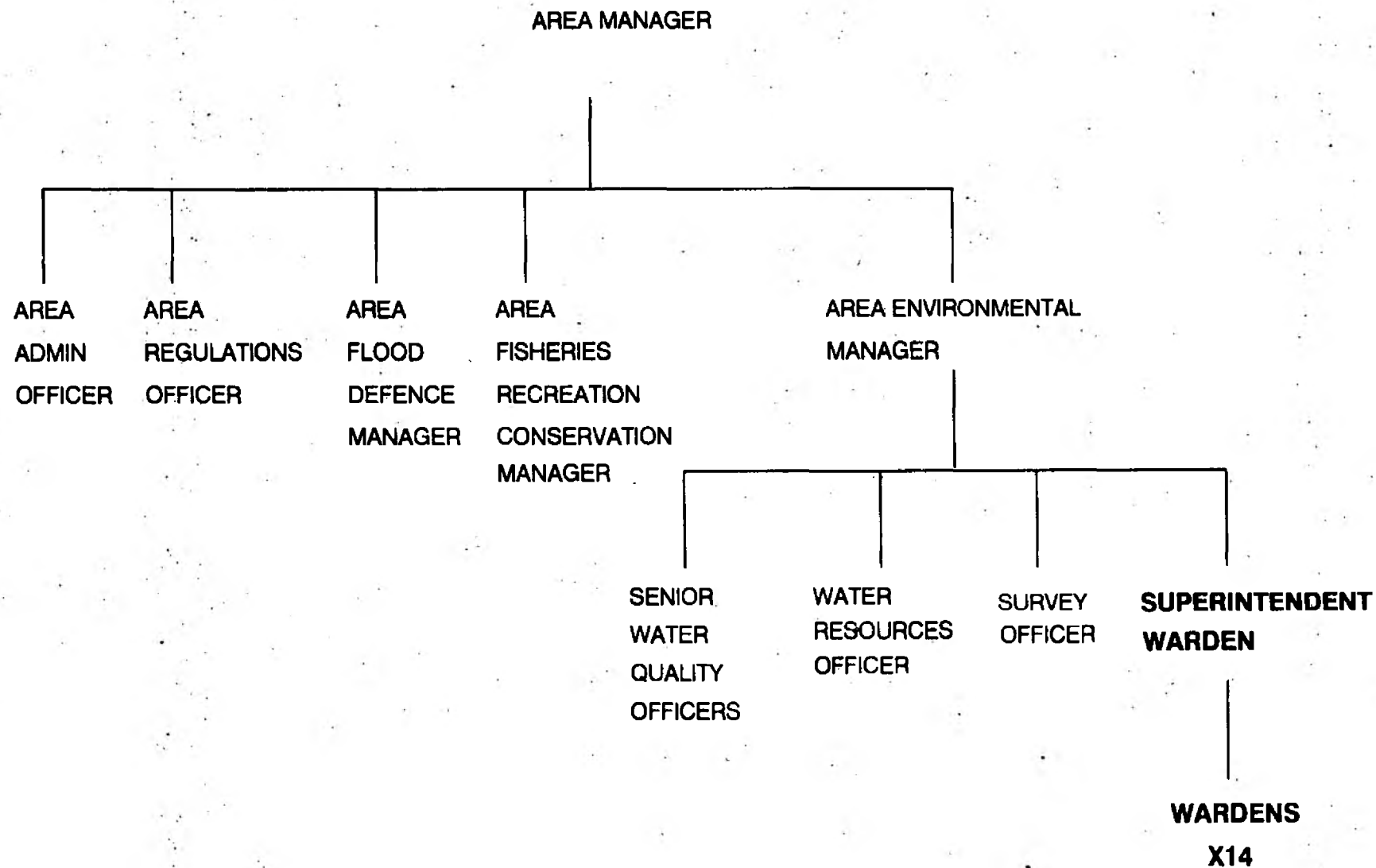
# DIAGRAM 1

## DEVON AREA FRC STRUCTURE



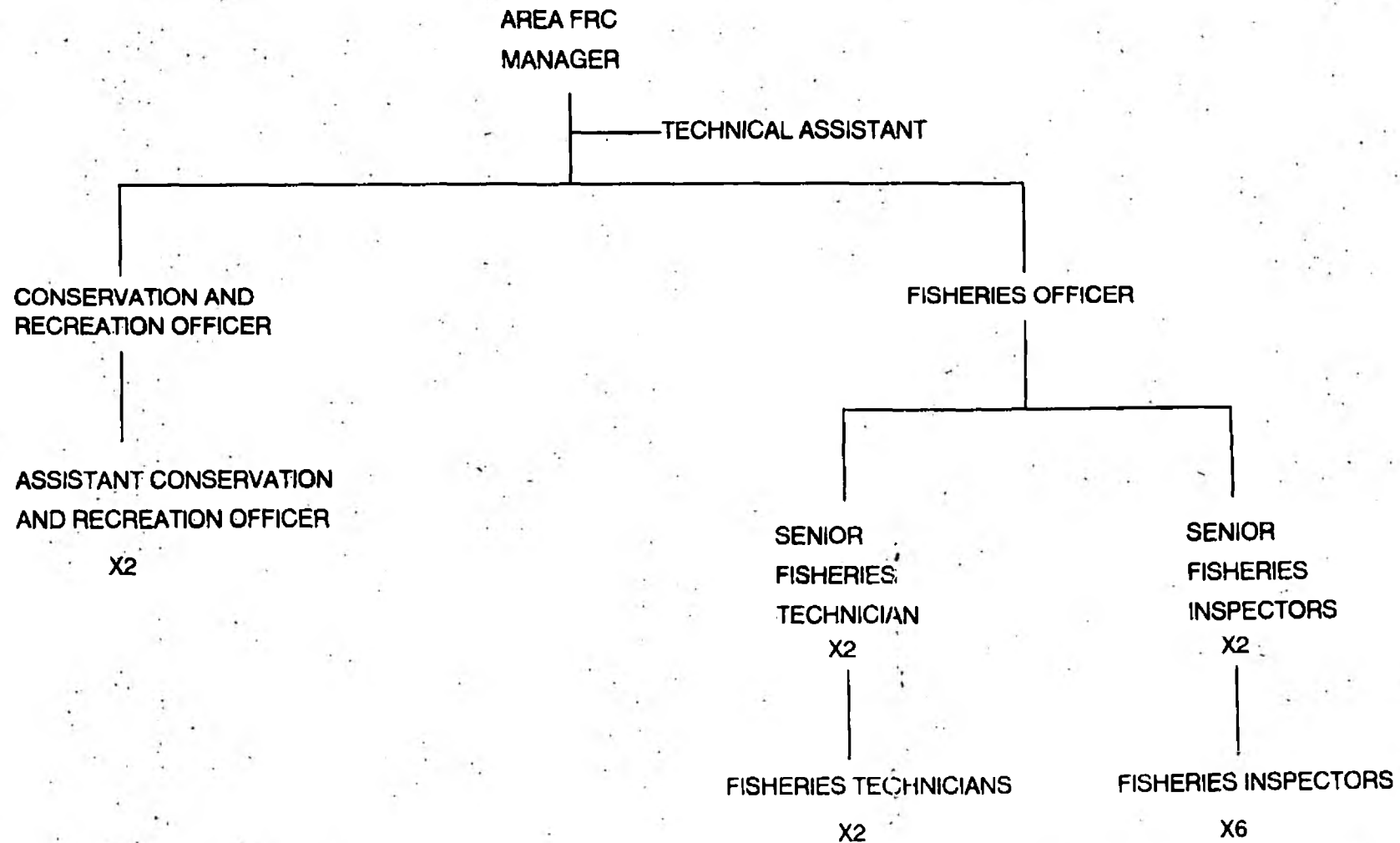
**DIAGRAM 2**

**LOCATION OF WARDENS IN THE DEVON AREA STRUCTURE**



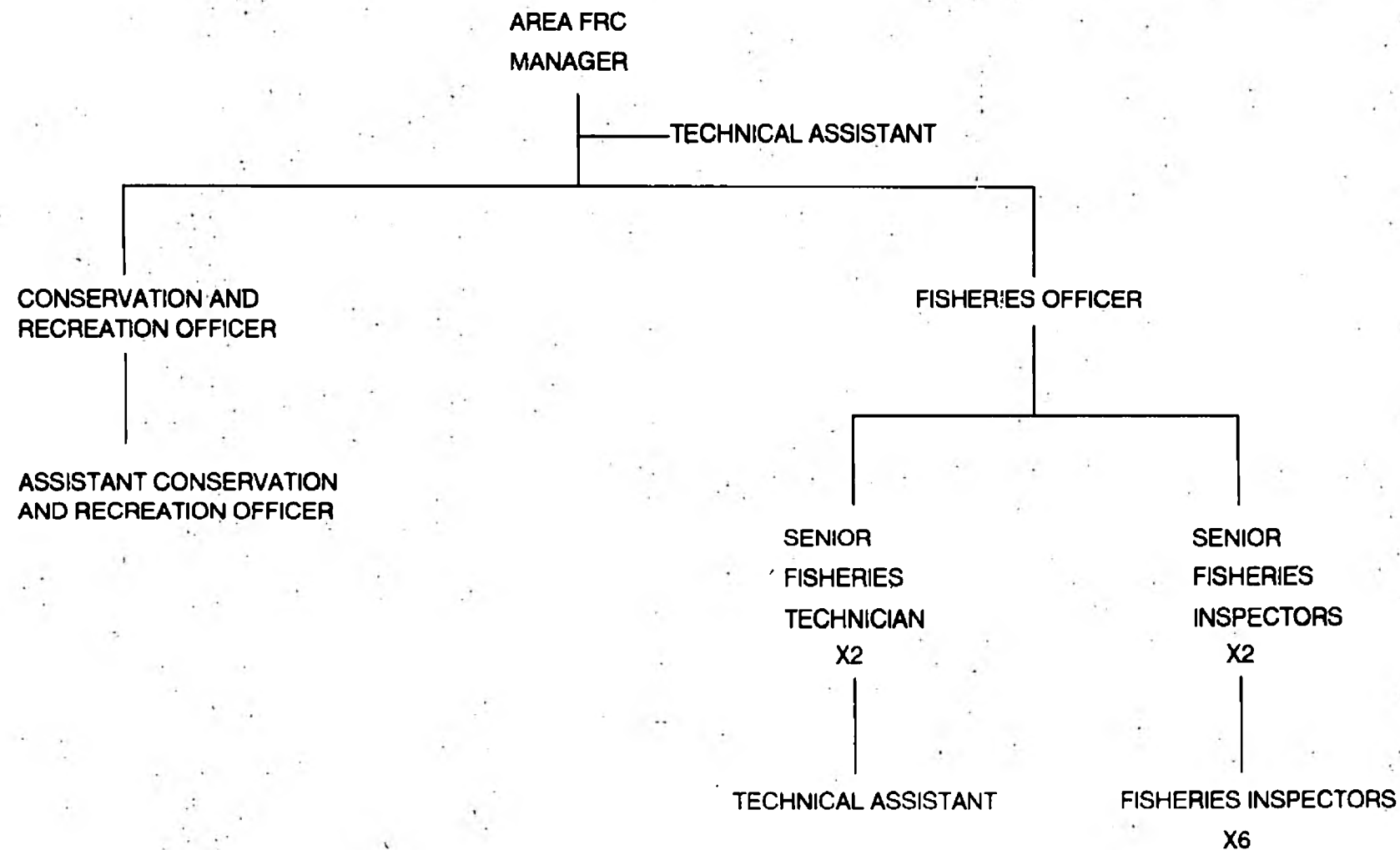
**DIAGRAM 5**

**NORTH WESSEX AREA FRC STRUCTURE**



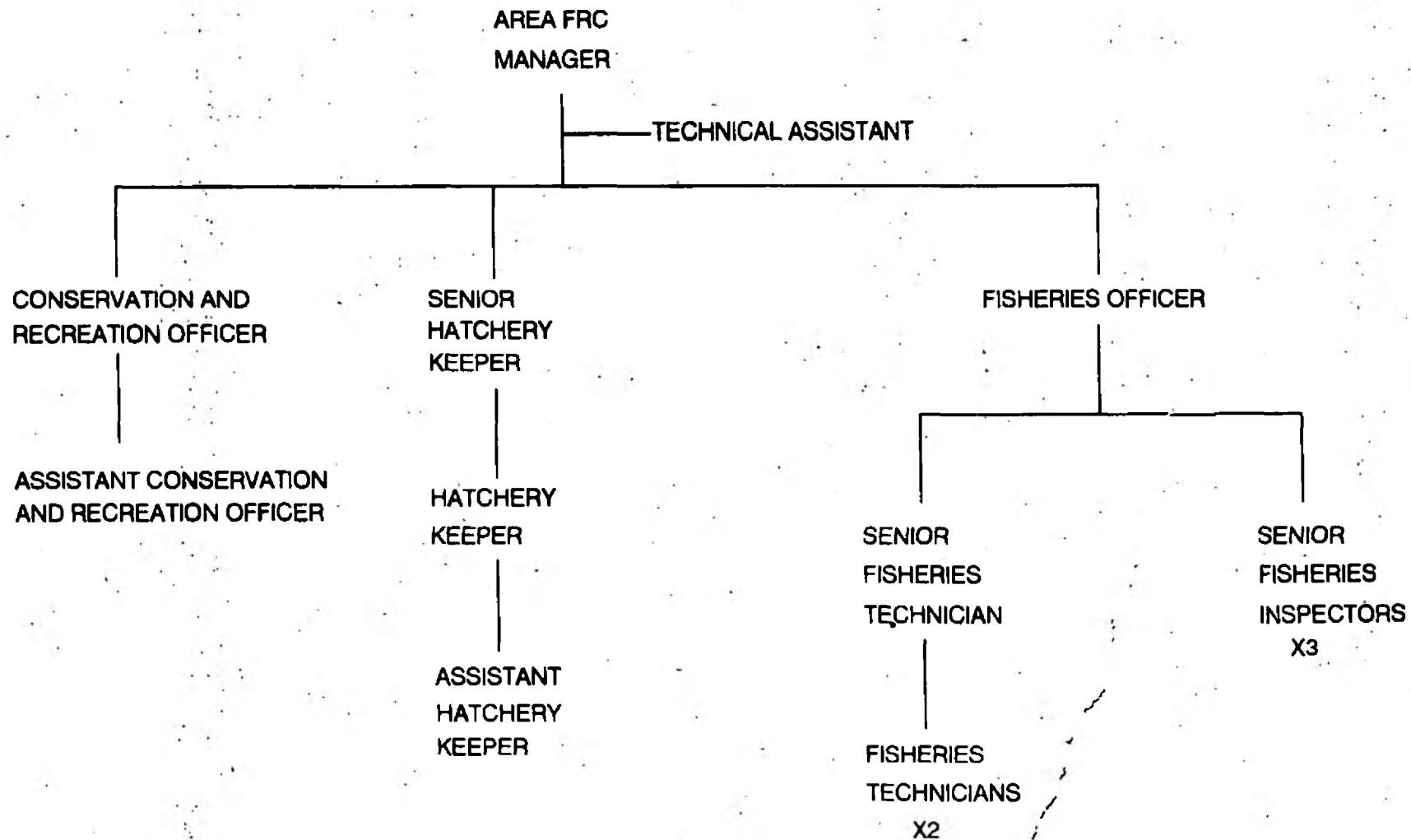
**DIAGRAM 6**

**SOUTH WESSEX AREA FRC STRUCTURE**



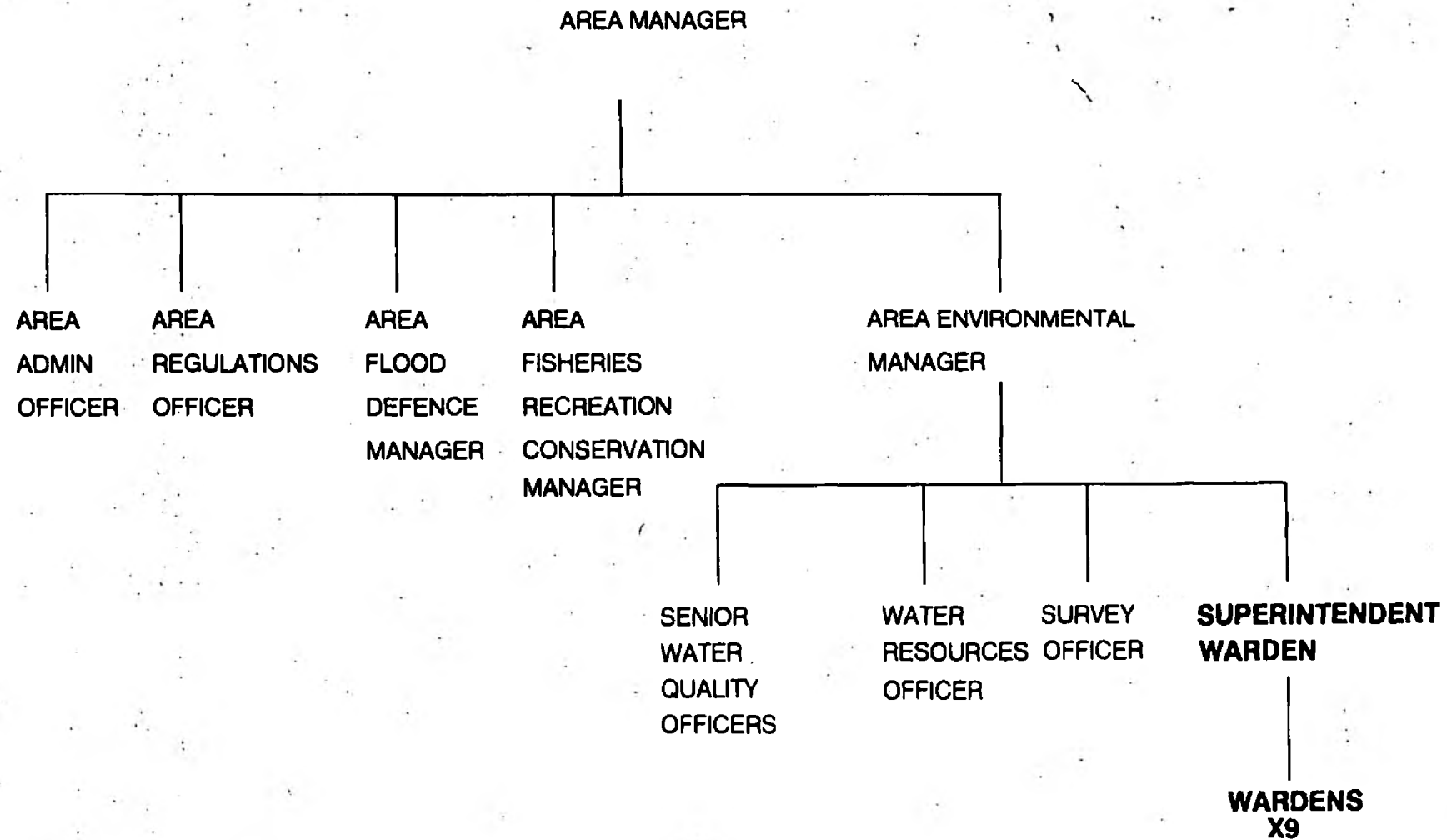


**DIAGRAM 3**      **CORNWALL AREA FRC STRUCTURE**



**DIAGRAM 4**

**LOCATION OF WARDENS IN THE CORNWALL AREA STRUCTURE**



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### THE ROLE OF THE MULTIFUNCTIONAL WARDEN IN FISHERIES WORK

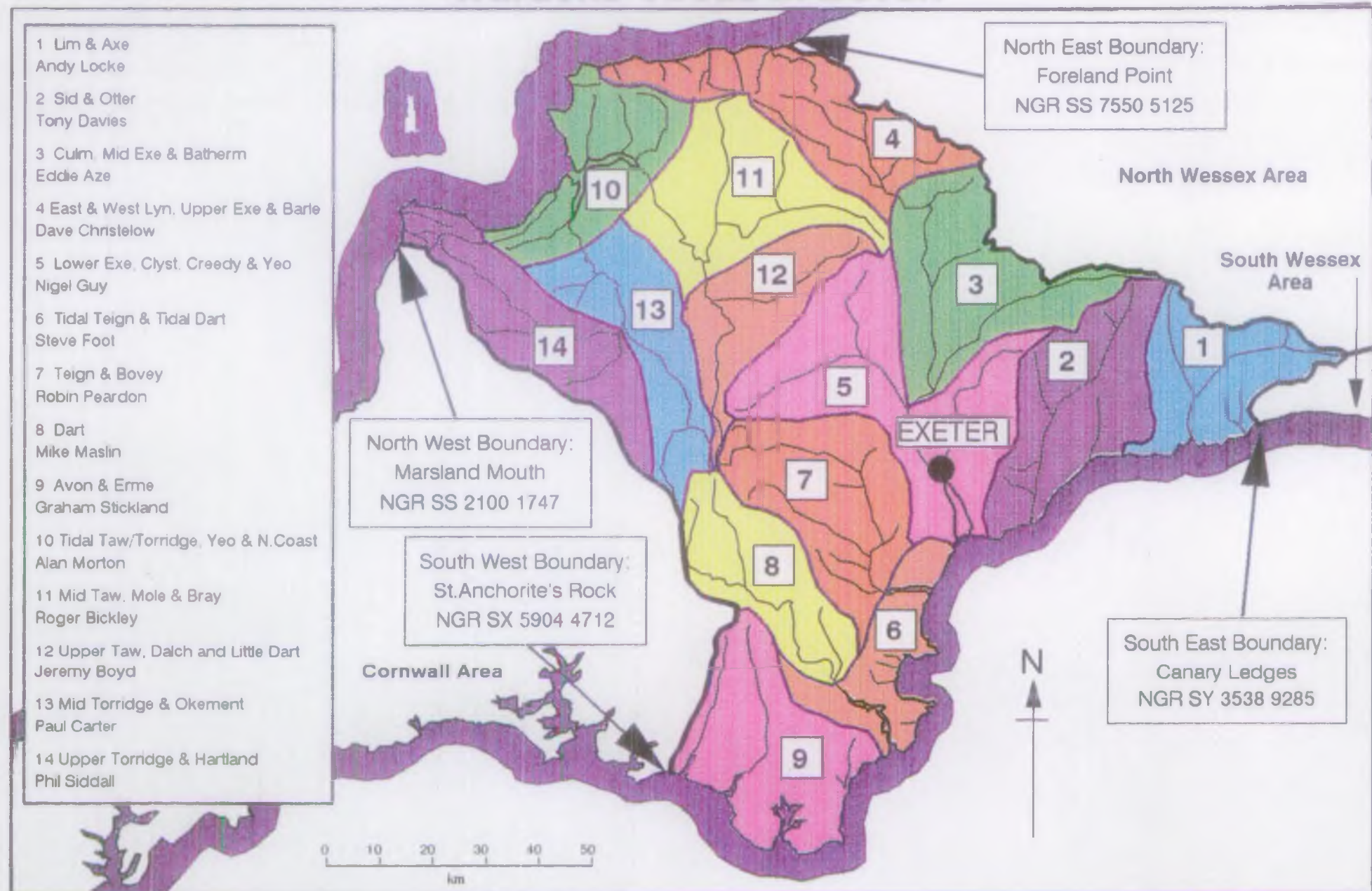
As can be seen from the Devon and Cornwall Structure Diagrams 2 and 4, there are 9 Wardens in Cornwall and 14 in Devon, each group controlled by a Superintendent Warden. The Wardens are placed in the Environmental Section of the Area Structure. Each Warden is assigned a particular catchment, subcatchment or group of catchments for which he is responsible - the Warden's area or 'patch'. Map 2 gives the location of the Warden areas in Devon for example. Each Warden is expected to live within the boundaries of his area, working directly from home. A typical Warden Job Profile is given in Appendix 3.

The Wardens carry out field work for the Functions when required. The Functions comprise Fisheries, Recreation and Conservation (FRC), Water Quality, Flood Defence, and Water Resources.

The Functions draw on the services of the Wardens via the Superintendent Wardens. These are office-based supervisors who are responsible for the general management of the Wardens (Health and Safety, training, appointment, discipline, performance appraisal, pastoral care). A Superintendent Warden Job Profile is given in Appendix 4. They are also responsible for the allocation of the Wardens to the Functions. This is done on a planned weekly basis.

# MAP 2

## National Rivers Authority South Western Region Wardens' Areas in Devon



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

Functions 'bid' for staff time from Superintendent Wardens on a Thursday for work planned for the following week.

The total annual allocation of Wardens' time to the Functions is set at a pre-agreed level, for which the Functions are recharged. The percentage of time allocated in this way is set out below:

TABLE 1

### Annual Wardens' Salary Allocation

Function	% Allocation
Fisheries	43
Recreation	7
Conservation	2
Water Quality	36
Water Resources	10
Flood Defence	<u>2</u>
	100

As can be seen, FRC are the majority stakeholders in this resource, with an overall 52% allocation or recharge. This is reflected in the public's perception of the Wardens as working in the FRC Function and the Wardens' own perception of the importance of this aspect of their work.

The Superintendent Wardens are responsible for managing communications between the Wardens and Functional Staff. As

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

a general rule, information flows from Functional Staff to Wardens via the Superintendent Warden and vice versa. In the case of office-based Functional Staff, this process can be reasonably efficient and logical. However, in the case of field-based Functional Staff, eg Senior Fisheries Inspectors, Water Quality Officers, who work from home in areas related to those of the Wardens, this system of communication via the Superintendent Warden is convoluted, to say the least.

Within the Fisheries Function in Devon, the majority of Wardens' work is carried out under the supervision of the Senior Fisheries Inspectors (SFI), Job Profile given in Appendix 5. Wardens are only occasionally used by the Fisheries Technicians for survey work. Each Senior Fisheries Inspector in Devon and Cornwall works from home in a clearly defined 'patch' which coincides with the Warden Areas. Thus, for example, the SFI East Devon works across Warden Areas 1 to 5, the SFI South Devon across Warden Areas 6 to 9, and the SFI North Devon across Warden Areas 10 to 14, (see Map 2). The Wardens thus have a direct affiliation with a particular SFI, although flexible working does occur as Wardens move from one area to another depending on work demands. Each SFI in Devon has regular meetings with the Wardens in his patch to discuss issues and maintain communications with the Wardens.

Under the guidance of the SFI's, the Wardens are involved in the following Fisheries tasks:-



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

ENFORCEMENT	Freshwater fish; Rod licences, poaching Saltwater fish; Estuarine, MAFF Bass Legislation Commercial fishing; salmonid netting, eel netting Byelaws
MONITORING	Redd counts.
PHYSICO-CHEMICAL IMPROVEMENTS	Habitat improvement/maintenance Fish pass maintenance Fish screens; installation/maintenance
REARING & RESTOCKING	Rehabilitation schemes
EMERGENCY WORKS	Fish rescues Fish mortalities
NRA SITE MANAGEMENT	NRA owned/leased Fisheries
EXTERNAL LIAISON	Fishery management and advisory service

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### FISHERIES INSPECTORS IN NORTH AND SOUTH WESSEX

In the North and South Wessex Areas of the Region, the Fisheries tasks identified for Wardens are carried out by the Fisheries Inspectors (Job Profile given in Appendix 6), who are controlled directly by the Senior Fisheries Inspectors. There are some differences in the way in which the work is organised in each of these two Areas.

In the North Wessex Area, the Fisheries Inspectors work a more flexible system. Three of the Fisheries Inspectors work from the Bridgwater Office, having identified patches. They are not obliged to live in the patch, nor do they normally work directly from home. The Area FRC Manager intends to introduce home-based working here. The remaining three Fisheries Inspectors work from home around the Chippenham Depot (in the north of the Area), but do not have identified areas of work. The intention here is to introduce 'patches' for the Fisheries Inspectors. The Fisheries Inspectors in North Wessex also play an important part in the routine electric fishing surveys in the Area, under the control of either the SFI's or the Technical side of the Fisheries Function.

In the South Wessex Area, again, the Fisheries tasks identified for Wardens are carried out, in the main, by the Fisheries Inspectors. However, the division of tasks between



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

the Fisheries Inspectorate and the Fisheries Technical side in South Wessex is blurred. For instance, Fisheries Technicians carry warrants and undertake enforcement work alongside Fisheries Inspectors, whilst Fisheries Inspectors play a major part in the electric fishing surveys. There is no distinct identification of Fisheries Inspectors with a particular Senior Fisheries Inspector; Fisheries Inspectors operate as a pool, working with each SFI as the need arises. Fisheries Inspectors are not assigned to a particular patch in South Wessex, again working throughout the Area as the need arises. The majority of these staff are office-based and the Area FRC Manager is gradually moving his staff away from home-based working systems.

The different systems which are at present operating in the different Areas have arisen, in part, in response to the type of Fisheries work carried out in each Area, this, in turn, being a function of the nature of fishery types in each Area.

Devon and Cornwall are dominated by important salmon and sea trout rivers, some of which are of internationally renown and rank alongside the best (in terms of annual catches) in England and Wales (eg, River Exe in Devon Area; River Tamar in Cornwall Area). Not only do these rivers support prolific rod fisheries (6 rivers in Cornwall Area and 6 rivers in Devon Area with a salmon equivalent rod catch of greater than

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

100 per annum) \* but many of them also support significant commercial estuarial salmonid net fisheries (5 rivers in Cornwall Area, 5 rivers in Devon Area). Policing these fisheries involves an enormous amount of effort, not only in controlling the licensed rod and net fisheries in freshwaters and estuaries, but also in controlling illegal fishing in freshwaters, in estuaries and in coastal waters. Both Cornwall and Devon Areas have 'double' coastlines owing to their location in the South West Peninsula. Controlling illegal fishing is a difficult process and one of the main difficulties is that it cannot be planned for. Poachers are opportunistic in their activities and do not follow specific, agreed timetables, (although there may be a reduction in activities at certain times of the year, eg January, February and March, whilst on rivers and estuaries poachers mostly operate at night). Controlling poaching is also man-power intensive. Staff have to work in minimums of two whilst on anti-poaching patrols, for safety reasons - night work in remote locations, dealing with potentially violent offenders - and often have to operate in teams of anything up to eight or more when apprehending poachers - large gangs for sealing off escape routes effectively.

\* salmon equivalent rod catch of greater than 100 per annum: the total combined salmon and sea trout rod catch per annum is more than 100, where 2 sea trout are counted as being equivalent to 1 salmon. This for the River Lyn in 1992, the total declared rod catch was 94 salmon and 33 sea trout. This equates to a salmon equivalent catch of  $94 + 33/2 = 110.5$ .

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

Whilst South Wessex does have salmon rivers (and the Hampshire Avon is of world renown) the rod fishery here is currently in decline, with the four rivers with rod fisheries reporting only 112 salmon equivalents in total in 1992. There is, however, a significant commercial net fishery at the mouth of the Avon. Much effort is currently being directed at identifying and solving the problems which have lead to the decline in these salmonid fisheries. There are important coarse fisheries in rivers and still waters in the South Wessex Area and policing (mostly rod licence checking) and managing these fisheries forms a major part of the work of the Area.

The North Wessex Area is dominated by coarse fisheries, both riverine and still water, with the salmonid elements being restricted to trout and limited sea trout rod fisheries in two rivers (no reported sea trout rod catch in 1992) and a certain amount of illegal coastal salmonid netting (fish destined for the Rivers Seven or Wye). There is, however, an important elver fishery in the River Parrett which requires a considerable effort in policing for a restricted period of the year (February to May inclusive). Because of the lack of salmonid enforcement problems in North Wessex, the Fisheries Inspectors can concentrate efforts in monitoring (electric fishing survey) and coarse fishery management activities.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### SWOT ANALYSIS

In order to gather information about the value of the multifunctional system, Wardens and members of the Fisheries Function were asked to carry out a SWOT analysis. Each member of staff approached was interviewed, either face to face or by telephone, and invited to give their views on the Strengths and Weaknesses of the system and the Opportunities and Threats that it afforded or posed. Staff were asked to cover the analysis from their own personal point of view, from the Fisheries Function perspective and from the corporate standpoint of the NRA. In all, nineteen wardens, (including both superintendent wardens) six Senior Fisheries Inspectors (Devon and Cornwall) and the two Area Fisheries Recreation and Conservation Managers (Cornwall and North Wessex) were canvassed in this study over a period of two weeks in September. Fisheries Officers in Devon and Cornwall were not approached because of their inexperience with the system. The North Wessex Area FRC Manager was included because of his previous experience of working within the Fisheries Function in Devon. Responses were treated as anonymous and restricted to use for this project only.

Individual responses were collated and grouped into broad categories under numbered descriptive headings. The descriptive headings are given in Table 2. An expansion of

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

the issues under each descriptive heading was carried out so that an understanding of these issues could be communicated. This is reported below. The expansion was carried out using material gained during the SWOT interviews only. Some additional factual background information has been included here for clarity.

In hindsight, it may have been more effective in gathering information for this analysis had staff been canvassed using an anonymous written questionnaire approach, rather than by direct interview. Staff, particularly Wardens, may have been more forthcoming and eloquent in their comments - there was some indication of a reticence amongst some Wardens to give a full opinion in an interview with a Third Tier Manager from a function that was publically known to favour the abolition of the multifunctional warden system.

Staff were most comfortable in giving responses based on their own personal experience rather than from the theoretical point of view of the NRA's corporate needs. Staff were able to identify Strengths and Weaknesses with ease but experienced difficulties in identifying Opportunities and Threats. This has lead to some repetition of items as either Strengths or Opportunities (or as Weaknesses and Threats).

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

As a secondary issue, all staff interviewed were asked to give their preferred conclusion and outcome from the Wardens Review which is currently taking place in the Region. 15 Wardens (79% of those canvassed) preferred that the system should remain multifunctional, although of these 1 felt that the multifunctional wardens should be in the Fisheries Function, rather than the Environmental Section. The remaining 4 (21%) felt that the system should be disbanded and the Wardens dispersed to the Functions.

Wardens were further asked that, if the system were to be disbanded, which Function would they want to work for. 18 (95%) responded that under these circumstances they would prefer to be in the Fisheries Function, whilst 1 (5%) gave either Water Licensing or Water Quality as his favoured Function.

All Fisheries Staff interviewed (8 in all) favoured the cessation of the multifunctional warden system.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### TABLE 2

#### SWOT ANALYSIS

##### DESCRIPTIVE HEADINGS

##### STRENGTHS

- S1 LOCAL KNOWLEDGE
- S2 AVAILABILITY FOR ALL FUNCTIONS
- S3 WIDER KNOWLEDGE OF NRA'S FUNCTION
- S4 NOT FUNCTIONALLY BLINKERED
- S5 COMMITTED WORKFORCE
- S6 WARDENS IDENTIFY WITH INDIVIDUAL CATCHMENT
- S7 HIGH CALIBRE OF INDIVIDUALS
- S8 ONE STOP SHOP FOR PUBLIC
- S9 VARIETY OF WORK LEADS TO JOB SATISFACTION
- S10 GREATER SELF ESTEEM THROUGH BROADER EXPERIENCE
- S11 DEVELOP MORE SKILLS THAN FUNCTIONALLY BASED STAFF
- S12 WARDENS FEEL PART OF THE NRA AS A WHOLE
- S13 WARDENS FEEL THEY HAVE SOME CONTROL OVER ALL NRA WORK
- S14 A FLEXIBLE SYSTEM WHICH CAN ACCOMMODATE ALL KINDS OF  
INDIVIDUALS
- S15 FIELDWORK MAKES THE JOB ENJOYABLE
- S16 WARDENS ARE AN IDENTIFIED TEAM WHO GET ON WELL TOGETHER
- S17 ABILITY TO WORK ALONE - SELF MOTIVATED
- S18 WARDENS REPRESENT A COST EFFECTIVE METHOD OF DEPLOYING  
STAFF
- S19 WARDENS DEAL WITH ALL ASPECTS OF NRA WORK
- S20 STAFF AVAILABLE TO DEAL WITH PEAK LOADS
- S21 AT LEAST ONE WARDEN DEPLOYED ON EACH RIVER

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

S22 WORKLOAD IS MORE UNIFORMLY DISTRIBUTED THROUGHOUT THE  
YEAR

### WEARNESESSES

- W1 NEED FOR FORWARD PLANNING
- W2 STAFF NOT AVAILABLE AT ALL TIMES
- W3 WEEKEND WORKING NOW IRREGULAR
- W4 FUNCTIONS WANTING JOBS DONE AT SOME TIME
- W5 UNPREDICTABLE NATURE OF WORK MAKES PLANNING DIFFICULT
- W6 DEMANDING SWITCHING FROM ONE FUNCTION TO ANOTHER
- W7 NOT ENOUGH STAFF TO COVER ALL THE WORK
- W8 STAFF ARE NO LONGER PROACTIVE
- W9 NO CONTINUITY IN SPECIFIC TASKS
- W10 WARDENS UNABLE TO WORK UNPLANNED TIME
- W11 NOT ENOUGH TIME TO DEVELOP CONTACTS IN THE FIELD
- W12 FUNCTIONAL TIME ALLOCATION PROBLEMS
- W13 LOSS OF EARLY SPRING SLACK PERIOD
- W14 WARDENS WORK UNDER A DIVIDED MANAGEMENT SYSTEM
- W15 WARDENS ISOLATED IN THE FIELD
- W16 COMMUNICATION BETWEEN WARDENS AND FUNCTIONS IS  
UNSATISFACTORY
- W17 WARDENS ARE NOT FULLY CONSULTED BY FUNCTIONS
- W18 LACK OF CONCISE GOALS FOR WARDENS
- W19 WARDENS ARE UNDERVALUED AND UNDERPAID
- W20 CAREER PROGRESSION LIMITED FOR WARDENS
- W21 WARDENS HAVE DIFFERENT CONDITIONS OF SERVICE FROM OTHER  
FIELD STAFF



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

- W22 WARDENS LACK STATUS
- W23 WARDENS LACK IDENTITY
- W24 WARDENS ARE NO LONGER COMMITTED TO THEIR WORK
- W25 WARDENS ARE NO LONGER SPECIALISTS
- W26 FUNCTIONS GET THE ACCOLADES, NOT THE WARDENS
- W27 FUNCTIONS DO NOT WANT TO MAKE THE SYSTEM WORK

### OPPORTUNITIES

- O1 POTENTIAL FOR A LARGE POOL OF KNOWLEDGE FOR USE WITHIN THE NRA
- O2 INTERFACE BETWEEN THE NRA AND THE PUBLIC
- O3 FOCAL POINT ON THE RIVER
- O4 OPPORTUNITY TO MEET A BROADER SPECTRUM OF PEOPLE
- O5 OPPORTUNITY TO WORK WITH A VARIETY OF OUTSIDE AGENCIES
- O6 OPPORTUNITY FOR COST SAVING
- O7 OPPORTUNITY TO DEVELOP A BROAD SKILL BASE
- O8 POTENTIAL FOR PROGRESSION INTO ALL FUNCTIONS
- O9 OPPORTUNITY FOR GREATER PERSONAL FREEDOM IN ORGANISING WORK

### THREATS

- T1 WARDENS DO NOT BELONG TO A FUNCTION AND ARE VULNERABLE IN ANY REORGANISATION
- T2 THE WARDENS ARE VULNERABLE UNDER MARKET TESTING
- T3 WARDENS FEEL THEIR JOBS ARE BEING THREATENED BY PART-TIMERS

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### S2 AVAILABILITY FOR ALL FUNCTIONS

1F 9W

The old Fisheries Wardens were more specifically issued for fisheries work only. Staff identified that it was a strength for the Authority for Wardens to be available to work for all Functions. This is, of course, one of the underlying principles of the multifunctional system.

### S3 WIDER KNOWLEDGE OF NRA'S FUNCTION

2F

This strength refers to the fact that Wardens, because of their work with all Functions, now have a wide understanding of all the work of the Functions of the NRA. This is a benefit to a particular Function (and to the individual Warden) in that the warden can put a Function's work in the broader context of the responsibilities of the NRA as a whole.

Can be linked with S1 as part of the focal point on the catchment.

### S4 NOT FUNCTIONALLY BLINKERED

6W

As the Wardens have a multifunctional role, whilst out at work, they are aware of and take care of all the NRA's interests in the catchment. They have a knowledge and understanding of the importance of the whole water environment and are prepared to take responsibility for everything. The assumption is that the old Fisheries Wardens

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

merely dealt with fisheries matters in the catchment and ignored anything that was not the responsibility of the Fisheries Function, eg abstractions, discharges, etc. However, both Fisheries and Warden staff asserted that the Fisheries Warden who was worth his salt was prepared to deal with all catchment issues, as without satisfactory water quality and quantity, there would be no fish anyway!

### S5 COMMITTED WORKFORCE

4W

The Wardens form a committed workforce who take a pride in the whole river. Whilst this is undoubtedly true, notwithstanding the Authority's persistent attempts to demoralize and demotivate staff, the same could be said of the Wardens when they worked in the Fisheries Function. This attribute is not, per se, dependant on the Wardens being multifunctional.

See W24 below, however.

### S6 WARDENS IDENTIFY WITH THEIR INDIVIDUAL CATCHMENT 1W

This attribute is a function of the home-based area system and could apply to any member of staff who was allocated an area.

### S7 HIGH CALIBRE OF THE INDIVIDUALS

1F

This attribute could be applied to any staff and is not specifically linked to multifunctionalism.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### S8 ONE STOP SHOP FOR THE PUBLIC

12W

The 'one stop shop for the environment' was a catchphrase coined by the Chief Executive. The multifunctional Warden does represent a focal point in the interface between the NRA and the general public at large, particularly when linked to the home-based area system. The Warden forms a contact for the public on all aspects of the NRA's work within the catchment (in the minds of the public the Water Boards, which were disbanded in 1974, still exist and some Wardens still get queries from the public about water supply and treatment matters - most notably on the issue of water rates!). The public undoubtedly appreciate this local contact and, it is asserted, the Warden gains respect from the community as a result of his ability to deal with all NRA matters.

The Warden represents, conversely, an important outlet for the Authority in disseminating information to the public. The role of the multifunctional Warden as an ambassador of the NRA cannot be underestimated.

### S9 VARIETY OF WORK LEADS TO JOB SATISFACTION

13W

This factor is identified as a strength in the system for the individual Warden. The diversity of the work, the involvement in all aspects of NRA work and the fact that there is no boring predictability in the work was cited as being a real challenge to the individual, giving more

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

interest to the Warden and greater job satisfaction.

However, see W5 below.

### S10 GREATER SELF ESTEEM THROUGH BROADER EXPERIENCE 1W

As a result of their broader experience and wider knowledge, Wardens are able to deal with a greater range of tasks and problems in their work. This leads to greater self esteem for the Warden and links with S9 above.

See W22 below.

### S11 DEVELOP MORE SKILLS THAN FUNCTIONALLY BASED STAFF 1W

This is an inevitable outcome of the multifunctional system, where staff are expected to deal with the work of all Functions of the NRA. In order that the staff are able to deal with this work, the NRA has provided a wide training base for the Wardens. This attribute is linked to S9 and S10 above and adds to the quality of life for the Warden.

However, see W25 below.

### S12 WARDENS FEEL PART OF THE NRA AS A WHOLE 1W

As Wardens deal with all Functions of the NRA, the assertion is that they have a greater knowledge of who does what in the NRA and also feel part of the NRA as a whole, rather than just belonging solely to a Function. The NRA has spent some

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

time in the last 5 years in trying to engender this holistic loyalty and break down the old functional loyalties which in the past have lead to damaging 'restrictive practices'.

However, see W23 below.

### S13 WARDENS FEEL THEY HAVE SOME CONTROL OVER ALL NRA WORK

1W

Wardens are involved actively in all the work of the NRA. In the past there has been some frustration amongst Fisheries Staff, who have seen problems in the catchment outside their functional responsibility which they have not been allowed to deal with, eg water quality problems affecting fish stocks. This 'restrictive practice' approach has lead to real frustrations amongst staff in the past with attendant inter-functional feuds of a bitter and damaging kind. (The legacy of these feuds still lingers in Devon and Cornwall). The assertion is that Wardens are now less frustrated and feel more in control of the problems they encounter, with a concomitant boost to morale and a benefit to the environment.

However, see W9 and W17 below.

### S14 A FLEXIBLE SYSTEM WHICH CAN ACCOMMODATE ALL KINDS OF INDIVIDUALS

1W 1F

As there is no emphasis on the work of one particular

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

Function, staff with a variety of skills can be accommodated and then trained into the work in those areas where they have limited experience. However, the majority of the work is for FRC and all the Wardens were either Fisheries Wardens first or anglers before being recruited to the service.

### S15 FIELD WORK MAKES THE JOB ENJOYABLE

1W

This is patently not a product of the multifunctional system.

### S16 WARDENS ARE AN IDENTIFIED TEAM WHO GET ON WELL TOGETHER

2W

Not a product of multifunctionalism per se.

See also W23 below.

### S17 ABILITY TO WORK ALONE - SELF MOTIVATED

1W

Not a product of multifunctionalism per se.

See also W15 below.

### S18 WARDENS REPRESENT A COST EFFECTIVE METHOD OF DEPLOYING STAFF

7W

As Wardens work for all Functions, the advantage is that, whilst on site visits (whether this be routine river patrols, farm visits, etc) one person can carry out the work of all functions without the need for staff of different functions covering the same ground. This is possibly one of the main

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

attractions of the system and was one of the major rationales identified by the 1984 Price Waterhouse Review. Undoubtedly there will be cost benefits to this approach, BUT, Functional jealousies and perceived needs still have to be dealt with.

See W17 and W22 below.

Also identified here was the saving made by running the 15% system for contractual overtime etc. This is not a facet of multifunctionalism but is an important secondary issue.

Also identified here was the cost saving made by having staff home-based in the field within a specific area. This, again, is not a product of multifunctionalism but is an important secondary issue.

### S19 WARDENS DEAL WITH ALL ASPECTS OF NRA WORK

9W

Linked with S2 and S18.

As a result of the training and experience Wardens have the ability to work for all functions and can deal with all problems on a first response basis as they come across them, thus obviating the need for specialists from each function to carry out routine patrols and first response visits.

See S18 above.



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### S20 STAFF AVAILABLE TO DEAL WITH PEAK LOADS

1W 3F

Peak load work, such as intensive anti-poaching patrols and emergency works, demands the use of relatively large numbers of staff, often required at short notice. With a large number of multifunctional Wardens who can be deployed throughout each Area, the multifunctional system represents a cost-effective method of retaining staff for these peak loads. Under the current financial constraints it would be difficult for the Fisheries Function to maintain such a large workforce the whole year round. By sharing the costs with other functions and managing the deployment of staff between these functions, the 'critical mass' for peak loads can be maintained.

See S21 below.

### S21 AT LEAST ONE WARDEN DEPLOYED ON EACH RIVER

1W

As with S20, the Fisheries Function could not currently maintain at least one Warden on each river system in Devon and Cornwall (more than one on some large catchments). This is essential in order to maintain an effective and useful bank of knowledge for each catchment (see S1 above) and also to maintain contact with and credibility amongst all the public with fisheries interests throughout the Areas (effective customer care).

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

S22 WORKLOAD IS MORE UNIFORMLY DISTRIBUTED THROUGHOUT THE YEAR

8W 1F

Traditional bailiffing work in an area of migratory salmonid fish stocks involves the heavy use of staff through from April to January, with an almost complete cessation of work during February and March. In these circumstances, bailiffs can be overused during part of the year, with little opportunity for staff to take leave during the conventional summer holidays, building up so many hours in lieu that they literally have to take all of February and March in leave. This situation is unsatisfactory both for staff and management. Using the multifunctional system, this scenario is avoided, with staff overlapping to take leave in the summer and working for other Functions during the traditional slack period.

See, however W13 below.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### WEAKNESSES

#### W1 NEED FOR FORWARD PLANNING

4F

A lot of Fisheries work is reactive - anti-poaching work, fish kills etc, which cannot be planned for - once weekly Warden plans are drawn up it is difficult to divert Wardens to this sort of work.

However, see S20 above.

#### W2 STAFF NOT AVAILABLE AT ALL TIMES

5F

The weekly planning process can be frustrating if another function has made its plans first and booked Wardens who then are unavailable for Fisheries work. In some instances, staff can be pulled away from planned work by the greater needs of unplanned, reactive work, eg emergencies.

#### W3 WEEKEND WORKING NOW IRREGULAR

1F

The ecosystem does not shut down over the weekend, nor do poachers cease to work on Saturdays and Sundays. There is no planned weekend rota amongst the Wardens and this makes it difficult to obtain staff and plan for essential weekend work.

#### W4 FUNCTIONS WANTING JOBS DONE AT THE SAME TIME

5W

Wardens felt that they are often asked to carry out work for more than one Function at the same time - poor forward

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

planning, lack of communications between Functions. Wardens are pressured with too much work and are confused by lack of proper prioritization of jobs.

### W5 UNPREDICTABLE NATURE OF WORK MAKES PLANNING DIFFICULT

1W

Because there is a lack of communication between Functions and Wardens, with Wardens receiving their weekly work sheets without any input into the planning process, it was identified that Wardens themselves find it difficult to plan ahead through anything but the short term (weekly basis).

See S9 above.

### W6 DEMANDING SWITCHING FROM ONE FUNCTION TO ANOTHER 1W

The day to day changes of working for one Function and then another was identified as being difficult to cope with, being an increased pressure on the Warden.

### W7 NOT ENOUGH STAFF TO COVER ALL THE WORK

9W 3P

Staff numbers are limited by budgets rather than the multifunctional system. Staff numbers for the Fisheries Function would be too few for the present workload if Wardens were split into Functions on the basis of the current percentage recharge figures. There seems to be a need to make clearer definitions about the priority of NRA work.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### W8 STAFF ARE NO LONGER PROACTIVE

1W

This is a result of lack of staff time over all Functions and is not a product of the multifunctional system.

### W9 NO CONTINUITY IN SPECIFIC TASKS

5W 2F

Some tasks such as enforcement intelligence gathering, need steady effort spread over a long period. This is not possible under the multifunction system because of the continuous demands of other work. In some instances, Wardens start a job and are then unable to finish it or see it through to a conclusion because either other work intrudes or Functional specialists take over to complete the task. In either case the Wardens are frustrated at not being able to complete tasks to their satisfaction or feel demeaned at having responsibility removed from them.

This is also a problem for Functional Staff who find that they may not have the same Wardens to carry out a specific task over several days, leading to a disjointed service, lack of continuity of knowledge and difficulties in co-ordinating work and receiving and collating reports of work.

### W10 WARDENS UNABLE TO WORK UNPLANNED TIME

5F

In some instances, Wardens cannot work additional unplanned, but necessary, hours on a particular job because of the need to carry out planned work for a different function. For example, where anti poaching surveillance carries on for

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

longer than planned because of unforeseen circumstances, Wardens have had to withdraw from the work, particularly at night, because of the need for a required break-time of 8 hours before working for a different function the following day.

### W11 NOT ENOUGH TIME TO DEVELOP CONTACTS IN THE FIELD 1W 1P

It could be argued that this issue is a functional of staffing levels and work loads, rather than the multifunctional system per se.

See S1, S8 and S21 above, however.

### W12 FUNCTIONAL TIME ALLOCATION PROBLEMS

2W

Wardens time is contracted or recharged to the Functions on a percentage basis. There have been times when Wardens have been directed to carry out work for a function, without the request of that Function, in order to ensure a correct time allocation for that Function.

### W13 LOSS OF EARLY SPRING SLACK PERIOD

1W

One Warden who used to work as a Fisheries Warden stated that he regretted losing the ability to take long periods of leave in February and March as a result of the unequal work spread of the Fisheries Function. This would appear to be a minority view.

See S23 above.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### W14 WARDENS WORK UNDER A DIVIDED MANAGEMENT SYSTEM 5F 2W

Although the Wardens work directly for the Functions, the Functions have no direct management control over the Wardens. Thus, Functions play no part in the recruitment of Wardens, the disciplining of Wardens or have no input into the training needs of Wardens and the performance appraisal (setting of targets or commenting on performance against these targets) of Wardens.

Wardens, on the other hand, have to work for a variety of different managers, often with conflicting interests and priorities. This leads to confusion and demoralisation amongst the Wardens.

### W15 WARDENS ISOLATED IN THE FIELD

4W

This issue is largely related to the home-base system under which the Wardens work. However, because the Wardens do not work for a specific Function there is a tendency for Functional Staff to exclude the Wardens from the Functional 'support system'. For instance, Fisheries Staff Devon are the only Functional group who have regular meetings with Wardens to discuss mutual issues and concerns.

See also W16, W17 below.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### W16 COMMUNICATION BETWEEN WARDENS AND FUNCTIONS IS UNSATISFACTORY 10W 6P

Communications (mostly written but in some instances oral) should be routed through the Superintendent Warden. In extreme circumstances, this may mean that a Warden has to send a communication to the Superintendent Warden at Area Office, who will then pass it to the Functional Office Staff, who then sends it to the Function Field Staff. The most direct route in this instance is between Warden and Functional Field Staff. Communications are thus sometimes received late. In any event, the time of travel for communications is extended because of this 'middle man' approach.

During emergencies, Warden staff should not be contacted directly, but have to be called out via the Superintendent Warden. This system leads to a delayed response to emergencies and uncertainties amongst staff about responsibilities when the Superintendent Warden cannot be contacted. Friction develops when staff become frustrated because of the system.

As Wardens are not part of a Function, there is no free flow of information between the Functions and the Wardens. The Wardens feel that the Functions hold back information which would assist the warden in carrying out their jobs more effectively.



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### W17 WARDENS ARE NOT FULLY CONSULTED BY FUNCTIONS 4W

Although Wardens work for all Functions, they feel they are not fully consulted by the Functions about issues which they have to deal with. Their opinions are not taken into consideration when dealing with solving problems etc.

See W15 above.

### W18 LACK OF CONCISE GOALS FOR WARDENS 2W

Wardens are always working for someone else's targets. They feel ambivalent about ownership of these targets. Often, there are clashes between the priority of the different Functions' targets. This confuses and demoralizes Wardens who lack clear guidance on priorities. (See also W4 above).

### W19 WARDENS ARE UNDERVALUED AND UNDERPAID 7W

Wardens feel that they have to take on the responsibility of the Function Field Staff but are less well paid than those staff and have no proper recognition of their status in carrying out these responsibilities. They feel that they have to cope with the rough, stressful jobs at the sharp point of the interface with the public and are not rewarded adequately for this burden. They have a feeling that the Functions deliberately use them to do the 'dirty work' (arduous, stressful and in poor working conditions).

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### W20 CAREER PROGRESSION IS LIMITED FOR WARDENS

SW 1P

Within the Warden Service itself, Wardens feel there is no career structure for their progression, with only one post of Superintendent Warden in each Area. Wardens have moved into other Functions but this has happened infrequently and the Wardens feel barred from some Functions because of the academic qualifications required to enter them. Wardens feel left out of the appointment process by the Functions who appoint from within the Function.

See however, O8 below.

### W21 WARDENS HAVE DIFFERENT CONDITIONS OF SERVICE FROM OTHER FIELD STAFF

1P

Wardens are paid contractual overtime with an agreed annual sum for weekend working and callout. This amounts to 15% on top of their salaries. They receive time off in lieu for any time worked over the contractual overtime hours. However, they may work alongside other Field Staff who are receiving full payment for all overtime in the same hours. This has lead to resentment in the past.

### W22 WARDENS LACK STATUS

5P 7W

Wardens feel that they are very often used as 'dogsbody's' by the Functions, are not given the responsibility they deserve and can cope with. Because of this menial approach by the Functions and because they do not belong to any particular

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

Function, Wardens feel they lack status. This has lead to a loss of morale amongst Wardens.

See also W19, W23 and, for contrast S12 and S13.

### W23 WARDENS LACK IDENTITY

7W

Wardens do not form part of a Function, are "Jacks of all trades and Masters of none" and feel they lack identity within the Authority. Moreover, they feel they do not belong to any particular team, having a conflict of loyalties between the various Functions for which they work. As with W22 above, this lack of identity has lead to a loss of morale for Wardens.

See, however S12 and S16 above.

### W24 WARDENS ARE NO LONGER COMMITTED TO THEIR WORK

3F 1W

When Wardens worked in the Fisheries Function, they were fully committed to the work, which was almost on a vocational level. Now, because of their multifunctional role, their confused management, divided and unclear targets and priorities, Fisheries Staff feel that the commitment has gone and the Wardens are now cynical about their work.

Contrast with S5 above.

### W25 WARDENS ARE NO LONGER SPECIALISTS

1F 2W

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

As Wardens now work for all functions and have training in the work of a variety of functions, whilst their knowledge and experience may be broader, there is a feeling that it has become more generalised. Functions feel that without constant exposure to and practice at a particular Function's work and problems, the Wardens are less valuable than if they worked within a specific function and had knowledge of all the details of that work.

See also W22 above.

### W26 FUNCTIONS GET THE ACCOLADES, NOT THE WARDENS 2W

There is a feeling that Functions keep the glory and credit for success and good work to themselves, rather than sharing it with the Wardens who actually carry out the work.

### W27 FUNCTIONS DO NOT WANT TO MAKE THE SYSTEM WORK 1F 1W

As there are problems in making the system work for the Functions (they have no direct control over staff and do not have the status of having large armies of staff at their command) it is asserted that Functional Staff have not been willing to ensure the Warden System works properly and efficiently and that some have deliberately exacerbated and magnified its faults.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### OPPORTUNITIES

#### O1 POTENTIAL FOR A LARGE POOL OF LOCAL KNOWLEDGE FOR USE WITHIN THE NRA 1F 1W

See S1 above and O3 below.

The benefit gained from Wardens having knowledge of all NRA Functional problems and issues in a catchment represents an important information resource for all Functions to take advantage of. Individual Functions also have the opportunity of having their specific problems put into perspective in this broader view of NRA issues within a catchment.

#### O2 INTERFACE BETWEEN THE NRA AND THE PUBLIC 1F

See S8 above.

The multifunctional Wardens, based locally and possessing a knowledge of all NRA work, provide the potential for an excellent ambassadorial service for the NRA. Maintaining direct contact with the public (the customers) on a day to day local level is vitally important for the NRA.

#### O3 FOCAL POINT ON THE RIVER 1W

See S8 and O2 above.

Wardens act as a focal point in each catchment, both for the public in their dealings with the NRA, and for NRA Functions

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

who require detailed ground information about each catchment.

### O4 OPPORTUNITY TO MEET A BROADER SPECTRUM OF PEOPLE 3W

See S1 above.

As Wardens deal with all aspects of the whole of the NRA, they now come into contact with a much wider proportion of the public than when working for a single Function. This opportunity makes work more interesting for the Warden, leading to greater job satisfaction, but also gives the Warden a better perspective of the catchment and allows him to gather information from a much broader range of sources. This wider information is of more use to the NRA as a whole than is the limited functional feedback from the catchment.

### O5 OPPORTUNITY TO WORK WITH A VARIETY OF OUTSIDE AGENCIES

1W

See S1 and O4 above.

As with O4, the range of contacts the Wardens make is also broader in the context of the range of organizations that the Wardens work with, eg MAFF, Police, Sea Fisheries Committees, NFU, ADAS, National Parks etc. This again, gives the Warden a broader perspective of work leading to greater interest and job satisfaction and better information for the NRA.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### O6 OPPORTUNITY FOR COST SAVING

2W

See S18 for a discussion of the issues involved here.

### O7 OPPORTUNITY TO DEVELOP A BROAD SKILL BASE

13W 1F

As Wardens work for all Functions, they develop a knowledge and experience of all aspects of the Authority's work. Allied to this is the development of an understanding of the whole aquatic ecosystem. There is the opportunity to obtain formal training and professional qualifications in all aspects of NRA work, which gives the opportunity for greater flexibility in choice of progression.

See also, S11 above and O8 below. However, contrast with W20 and W25 above.

### O8 POTENTIAL FOR PROGRESSION INTO ALL FUNCTIONS

3W

As the Wardens work for all Functions at some stage and are trained in the work of all Functions, they then have the opportunity to progress into better posts within the Functions. There is a feeling that progression opportunities are thus enhanced, compared with staff who are functionally dedicated.

However, see W20 above.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### O9 OPPORTUNITY FOR GREATER PERSONAL FREEDOM IN ORGANISING WORK 4W

As Wardens work from home and have a high degree of flexibility in the way they organize their work, there is the opportunity to have greater personal control over their working lives and hence a greater degree of personal freedom than in a 9 to 5 office job. There is the opportunity for enhanced job satisfaction here. This attribute may, however, be limited to the home-base system of work and a general management philosophy, rather than strictly to the multifunctional system.

See also S17 but contrast with W4, W5 and W6.



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### THREATS

#### T1 WARDENS DO NOT BELONG TO A FUNCTION AND ARE VULNERABLE IN ANY REORGANISATION 6W 1F

The NRA is currently under pressure as a result of cuts in Government funding and a need to reduce staff numbers. The NRA is being merged with other Agencies to form the Environment Agency (Envage) in 1996. There is uncertainty about the future and the integrity of the NRA in Envage. It is felt that, as cuts in staff numbers are made, the Functions will protect their own staff, in preference to the Wardens who do not belong to a particular function. It is also felt that the Functions will fight for their own survival within the new Agency but will not feel under any obligation to support the Wardens in the same way.

#### T2 THE WARDENS ARE VULNERABLE UNDER MARKET TESTING 1W

The NRA is currently undergoing a process of market testing, where the costs of carrying out activities using in-house staff are compared with the costs of using private sector contractors. Where savings are identified, activities (and staff) are transferred to contractors from the private sector. The Wardens see themselves already as contractors in an internal market. They feel vulnerable under the market testing process because of this feeling of being contractors (rather than core staff) and because they perceive their charges to be higher than those of private sector contractors.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### T3 WARDENS FEEL THEIR JOBS ARE BEING THREATENED BY PART-TIMERS 2W 2F

As a result of frustration within the Fisheries Function at the difficulties in obtaining continuous cover from the Wardens for anti-poaching patrols and as a result of public pressure for greater fisheries policing, the Fisheries Function initiated a system of employing casually paid staff to carry out certain tasks. The Wardens feel that this system, using cheap, casually employed staff, is eroding their position as providers of a service to the Fisheries Function and are concerned that the principal could be extended to tasks in other Functions, to the further detriment to the Warden Service.

See also T2 above.

### T4 THE WARDEN SYSTEM COULD DISAPPEAR AS A RESULT OF THE CURRENT REVIEW 1W

The multifunctional warden system is currently under review. The feeling of the Wardens is that it will be disbanded and the Wardens will be dispersed amongst the Functions. All but one of the Wardens asked, want to end up in the Fisheries Function if this happens. They recognise this is not a practical option and, rather than not work for Fisheries, they would prefer to remain multifunctional.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### T5 WARDENS ARE JACKS OF ALL TRADES

2W

Wardens feel that, because they are not fully qualified and experienced in the work of a particular function, then there is no future for them in the Functions, either in the case of promotion or a major reorganisation like the impending Envage, because the Functions could always find somebody with better specific experience and qualifications.

See also W20 and W25 above and contrast with S11, 07 and 08.

### T6 THE WARDENS HAVE TO DEAL WITH TOO GREAT A RANGE OF TECHNICAL SKILLS

1W

There is a feeling that the Wardens have too great a range of technical skills to deal with and not enough time to practise these skills until they are perfect. As a consequence, there is always the threat that they will get something wrong in their work, either because they have not assimilated all the necessary knowledge for a particular task or problem, or as a result of forgetting skills that they learned some time ago and have forgotten through lack of use.

Contrast with S10, S11 and 07 above and compare with W9 and W11.

A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

- T4 THE WARDEN SYSTEM COULD DISAPPEAR AS A RESULT OF THE  
CURRENT REVIEW
- T5 THE WARDENS ARE JACKS OF ALL TRADES
- T6 THE WARDENS HAVE TO DEAL WITH TOO GREAT A RANGE OF  
TECHNICAL SKILLS
- T7 THE WARDEN SYSTEM THREATENS THE FISHERIES FUNCTION  
BECAUSE STAFF ARE NOT ALWAYS AVAILABLE
- T8 SOME FISHERIES WORK IS DIFFICULT TO DEFINE AND IS  
THEREFORE DIFFICULT TO JUSTIFY FOR WARDEN TIME  
ALLOCATION
- T9 THE WARDEN SYSTEM UNDERMINES THE AUTHORITY AND STATUS OF  
FISHERIES STAFF
- T10 FUNCTIONS ARE CONCERNED THAT WARDENS ARE TAKING OVER  
THEIR JOBS
- T11 DECREASING FISHERIES BUDGET THREATENS THE WARDENS'  
EXISTENCE

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### EXPANSION OF ISSUES RAISED IN SWOT ANALYSIS

#### STRENGTHS

##### S1 LOCAL KNOWLEDGE

16W 1F \*

Wardens (and Fisheries staff) identified local knowledge as one of the major strengths of the system. This local knowledge encompasses a knowledge of the catchment and its problems together with a wide range of contacts within the catchment. The multifunctional approach has undoubtedly meant that Wardens have extended their bank of local information through having to deal with work and problems associated with other Functions, eg an intimate knowledge of the farms in the area through the water quality orientated farm campaign, knowledge of abstractions through water licensing work. This work has also taken them throughout the whole catchment into areas that would not normally be visited by the fisheries staff. It has also brought them into contact with people who would not normally be visited by fisheries staff, eg farmers. As a result of this wide range of contacts and broad yet intimate knowledge of the catchment, the Wardens act as a focal point for the river for all the functions. Their extended bank of knowledge can be drawn on by all Functions.

But, see W10 below.

\* Figures refer to the numbers of staff who identified each issue; W: Warden, F: Fisheries Staff

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### T7 THE WARDEN SYSTEM THREATENS THE FISHERIES FUNCTION BECAUSE STAFF ARE NOT ALWAYS AVAILABLE 1F

As the multifunctional staff are not freely available for fisheries work, (see W2 above for instance), this means that the Fisheries Function is not able to carry out its work effectively and efficiently. This in turn adversely affects the credibility of the Fisheries Function in the eyes of the public and indeed, other sections of the NRA.

T8 SOME FISHERIES WORK IS DIFFICULT TO DEFINE AND IS THEREFORE DIFFICULT TO JUSTIFY FOR WARDEN TIME ALLOCATION 1F

Anti-poaching patrols (APP's) are a vital element of Fisheries work. However, there is no simple output measure or result from these patrols which can be put forward to justify them. Indeed, the commonly used measure, numbers of prosecution cases resulting from such work, actually decreases as APP's increase, because of the deterrent effect of APP's. Where this happens, it is difficult to justify Warden time on this work by a simple increasing index and it is hard to get staff allocated to this work against tasks which have increasing output measures with increasing staff time. Lack of staff for APP's again threatens the effectiveness and credibility of the Fisheries Function.

### T9 THE WARDEN SYSTEM UNDERMINES THE AUTHORITY AND STATUS OF THE FISHERIES STAFF 2F

As the Wardens are not in the Fisheries Structure under the

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

direct management of the Senior Fisheries Inspectors (SFI's) as in the structures in other Areas and other Regions, the SFI's feel that their status as staff with management responsibilities is undermined. Furthermore, their direct authority is undermined as the SFI's have no say in appointment, discipline procedures, training needs, performance appraisal etc, for the Wardens, (see W14 above).

### T10 FUNCTIONS ARE CONCERNED THAT WARDENS ARE TAKING OVER THEIR JOBS 1F

Fisheries Staff are concerned that, as Wardens are becoming better trained in all aspects of NRA work, and as the Fisheries Staff have only indirect control over the Wardens (see T8 above), that the Wardens are a threat to their jobs. In other words, more cheaply paid multifunctional semi-skilled labour is taking over the work of the better qualified and better paid Functional Staff.

See T3 and T5 above, however.

### T11 DECREASING FISHERIES BUDGET THREATENS THE WARDENS EXISTENCE 1W

This a threat to all staff involved in Fisheries work and not a problem restricted to the multifunctional system per se, although it can be linked with T3 and T5 above.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### COST EFFECTIVENESS OF THE MULTIFUNCTIONAL WARDEN SYSTEM

Although the Multifunctional Warden system was devised under the Price Waterhouse Review in order to produce a cost-saving in the Authority's field operations, such a saving is difficult to identify. The main areas where the system would save money were identified by Price Waterhouse as:

- i) having one member of the Authority making site visits on behalf of the Functions, rather than a number of people, each from a different Function, visiting the same site,
- ii) having one member of the Authority patrolling rivers on behalf of all Functions, rather than different Functional staff patrolling the same section of river at different times,
- iii) a reduction in travel time as a result of having staff living in a specified area and working from home.

Numbers (i) and (ii) sound like powerful positive reasons for the multifunctional approach. However, Wardens have identified in the SWOT analysis that, once they have made an initial visit, responsibilities for further work are often removed from them and taken over by the Functions. This means that Functional staff are involved in site visits etc, possibly negating any cost savings that could be made under



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

multifunctionalism. Further, Wardens who have been with the Authority long enough to have worked as Fisheries Wardens, identified that they would patrol rivers with a view to picking up all matters related to the Authority - they were not functionally blinkered and acted in a multifunctional manner as a matter of course. The home-base argument is not a product of multifunctionalism - Functional field staff throughout the Region work under the home-base system with identified patches.

It had been expected that some sort of cost-comparison could have been made between the activities of the Wardens in Devon and the Fisheries Inspectors in North and South Wessex. However, a number of factors prevented this comparison from being made.

The Authority has a system of Output Performance Measures (OPMs) which are intended to give an indication of quantities of work, and thus a link with efficiency, from Area to Area and between Regions. Whilst the categories of products used in OPMs at first sight seem comparable from Area to Area in the South Western Region, eg Numbers of Rod Licences Checked, Number of Sites Surveyed for Fish, the method by which the Areas carry out the tasks to give the products varies widely as a result of environmental and social differences between Areas.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

Further, the Areas use a variety of staff other than Wardens and Fisheries Inspectors to carry out the tasks. To take rod licence checks as an example, these are easier to carry out in large quantities in coarse fishing areas (North Wessex particularly) than salmonid areas (Devon and Cornwall). Coarse anglers congregate in large numbers at particular locations whilst salmonid anglers are spread out on long sections of river at a very low density. Cost differences will reflect this concentration difference, rather than a difference attributed to the type of staff used in the checks. Further, checks in Devon and Cornwall are carried out by paid casual staff (Fisheries Assistants) and in North Wessex by unpaid volunteers.

The OPMS have, in the past, been collected for the old Regions, ie South West and Wessex, rather than on an Area basis. Thus data are not available for the Areas in readily obtainable form before 1994.

The OPMS are widely recognized as being inadequate in making proper comparisons between Areas and Regions - for this reason they are currently being reviewed at a National level.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

In order to make a proper assessment of the cost-effectiveness of the Multifunctional Warden system in comparison with the other systems used in the South Western Region, a clearly defined economic study needs to be carried out.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### ALTERNATIVE MODELS

During the reorganization associated with the South West/Wessex merger, two alternative models for the multifunctional system were proposed in Devon and Cornwall.

#### i) Multifunctional Wardens in the FRC Function.

The FRC Function is the major user of the Multifunctional Wardens (See Table 1) with a 52% share in their time. The public's perception of the Wardens is that they fulfil the role of the old Fisheries Wardens. This perception still lingers amongst NRA staff too, many of whom assume, wrongly, that the Wardens work in the Fisheries section. The great majority of Wardens themselves regard their Fisheries duties as the most important and the most enjoyable part of their work. Given these factors, it seemed that there are good reasons for the Multifunctional Wardens to be located as a body in the FRC Function, rather than in the Environmental Section of the Area structures.

It was felt that this model would go some way to solving the problems inherent in the multifunctional system, particularly where the FRC Function was concerned, eg communication between Function and Wardens, availability of Wardens, Wardens' identity and divided management problems (see Weaknesses above in SWOT analysis). However, the model may

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

exacerbate these problems for other Functions, eg Water Quality, the next major user of the Wardens.

This model was not adopted in the new structure.

### ii) Secondment of Wardens to the Functions.

During the Financial Year 1993/94, Wardens in Cornwall were seconded to Functions on the basis of their time allocation to the Functions. Thus, FRC in Cornwall had a secondment of 5 Wardens between April and December inclusive (January-March is the slack period in Cornwall salmonid Fisheries work). This system, it was hoped, would help in solving some of the problems that Cornwall FRC encountered with the multifunctional system, particularly those of communication, direct management, continuity of staff and work and staff availability. However, the system was abandoned after one year, mainly because communications were still routed tortuously through the Superintendent Warden and because Wardens were still called away to other Functions for emergency and peak-load work.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### DISCUSSION AND CONCLUSIONS

There are three options for the Authority concerning the methods of working within the FRC sections in the Region:-

- i) Maintain the different systems as they are operating now  
- the status quo.
- ii) Abandon the multifunctional Warden system and apply the Functional approach throughout the Region.
- iii) Extend the multifunctional Warden system throughout the Region.

#### i) Maintain the Status Quo

The underlying premise that the Areas should have a constant structure in the FRC Function may not be a sensible one, given that the Areas have different environmental and social conditions to deal with. If the Areas achieve their work targets within the time required with the resources allocated, then the Areas could be left to carry on with the structures and methods of working that they currently operate. Further, if the Authority's customers feel that they are being given a satisfactory service in each of the Areas then this would add weight to the argument to retain the status quo.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

However, the Authority is not at present in a position to assess whether the Areas are producing the necessary outputs in the most efficient, cost-effective manner, nor whether customer satisfaction is being met. Along with the examination of systems recommended in the above section (cost-effectiveness of the Multifunctional Warden system), a study should be undertaken to ascertain whether customer — satisfaction is being met by the current disjointed system and where changes can be made to improve this, if necessary.

The SWOT analysis has highlighted a number of serious deficiencies in the Multifunctional system which must be rectified if this method of working is to be retained. Three broad areas of concern need to be examined:-

- (a) Communications.
- (b) Management Issues.
- (c) Task Priorities.

### (a) Communications

This is a concern on a day to day basis, ie the convoluted system of routing all communications via the Superintendent Warden, and on a more general level in communication of Functional issues to the Wardens and proper consultation with the Wardens. There is a need for a more direct system of communication between Functional field staff and the Wardens. The Functions

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

must reassess the way in which they use the Wardens and involve them more in the Functional management process, (eg as in Devon Area where FRC Devon have regular meetings with the Wardens).

### (b) Management Issues

Functional staff must have a better direct link into the management of the Wardens. This includes the important areas of appointment, disciplining, performance appraisal (target setting and monitoring) and training needs assessment.

### (c) Task Priorities

A constant problem identified by staff (both Wardens and Functional Staff) is the lack of staff to carry out an increasing workload. Given that Fisheries finances are being reduced on a National level, the NRA is not in a position where it can employ more staff to cover the work. Thus the Functions must examine their work and put proper working priorities on tasks, so that Wardens know exactly what they should be doing and Functional Staff have a realistic expectation of what the Wardens can do for them. Where staff time and other resources are not available to carry out low priority tasks then these tasks must be dropped. Dropping of tasks should be clearly stated so that all staff are clear on this issue. The public must be informed of this process so



## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

that they have realistic expectations of the NRA.

- ii) Abandon the Multifunctional approach and apply the Functional approach throughout the Region.

Before the Authority can contemplate taking this step, it must be sure that the Functional model that it is applying is satisfactory, both from the point of view of cost-effectiveness, and from the point of view of operational suitability. It has become apparent in this study that the North and South Wessex Area FRC Functions are operating in fundamentally different ways. These differences must be resolved before the Functional model can be applied to Devon and Cornwall.

In Devon, in particular, the issue of staff numbers must be resolved before a Functional Model can be applied. The FRC Functional allocation of the current Warden complement in Devon is 52% of 15 staff, which equates to 8 members of staff. This is insufficient to allow the current FRC level of service to be delivered in the Devon Area (the ideal number is 10 Wardens in FRC - funds will not allow this, however) particularly when relatively large numbers of staff are required for emergency work (fish rescues, poaching incidents etc). This problem could be overcome with the use of casual staff, provided they are properly funded and trained for all FRC operations (there use is currently restricted to surveillance work and certain habitat

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

improvement tasks). The issue of the traditional early spring slack time has to be addressed if there is a return to Functionally based Fisheries Staff.

iii) Extend the Multifunctional System throughout the Region. This can only be carried out if it is shown that the multifunctional system is actually more efficient than the Functional System. The pitfalls of the Multifunctional System must be ironed out as in (i) above. Studies and comparison between the two systems must be extended to all other Functions before this option can be contemplated.

There are still areas of uncertainty surrounding the different options discussed here. It is essential that sufficient time is taken to examine these areas of uncertainty before any final decision is taken as to which option can be adopted. A final decision on which option can be taken is thus beyond the scope of this report.

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### RECOMMENDATIONS

- 1 A study should be undertaken to examine the economic and operational benefits of the two systems discussed here, ie use of multifunctional or functional staff.
- 2 The differences in the operational approach to FRC work in the North and South Wessex Areas should be investigated more closely. These differences should be resolved if the Functional system is to be retained here and before any Functional model is adopted for FRC work throughout the Region.
- 3 The problems of communications, staff management and task prioritization associated with the multifunctional Warden system should be further examined and resolved before the multifunctional model is retained in the Devon and Cornwall Areas or adopted throughout the Region.
- 4 Studies on the comparisons between the multifunctional and functional approaches to organization should be extended to embrace staff at all levels in all Functions of the Authority that use the multifunctional system.
- 5 Customer opinion should be canvassed throughout the Region to determine satisfaction levels with the current

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

delivery of service achieved under the various organisational structures. Information from this study should be used in determining whether changes in the structures are necessary and where these changes should take place.

**A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS**

**APPENDIX 1**

**PRICE WATERHOUSE REVIEW**

**1984**

**TERMS OF REFERENCE**

## SOUTH WEST WATER

## TERMS OF REFERENCE FOR A REVIEW OF THE SCIENTIFIC SERVICES AND FISHERIES AND RECREATION FUNCTIONS

- 1 To examine the present workload of the departments and to establish the component of that workload which is (by virtue of statute, EC Directive or otherwise) necessary. To assess the service levels at which this work is carried out: to advise as to whether such levels are appropriate and, if they are not, to suggest alternative levels. In carrying out this exercise, to take into account future increases in workload such as may follow from the full implementation of Part II of the Control of Pollution Act 1974 and the coming into being of impending EC Directives and any other requirements or regulations.
- 2 To review the balance of the workload: to assess its value to the Authority: to advise on how much of it should continue or be extended and at what service levels. For any work recommended for discontinuation, to identify as far as possible, the likely consequences for the Authority of taking such action.
- 3 To assess the resources required to carry out the total workload of the departments (as identified in 1 and 2 above): to review the present organisation structures: to consider the relative merits of alternative approaches and to design revised organisation structures aimed at achieving optimum efficiency.
- 4 To suggest the numbers and profiles for the various levels of staff for the selected organisations in accordance with the service levels recommended and, in collaboration with the personnel department, to make recommendations for staff grades.
- 5 To consider the potential for the further introduction of new technology and to cost justify any recommendations.
- 6 In the light of 5 above, to review the systems and procedures of the departments and to make recommendations for improving efficiency.
- 7 To review existing training needs of the department and to indicate future training requirements and career structures.
- 8 To compare the costs and benefits of the proposed new organisation with the present departments.
- 9 To indicate an outline timetable for the implementation of any proposed changes.
- 10 To report our findings in writing at the conclusion of our work.

A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

APPENDIX 2

PRICE WATERHOUSE REVIEW

1984

RECOMMENDATIONS

### Comparison of section workloads

55. Our review of individual section workloads has identified three principal functions which cover the tasks undertaken by the department. These functions are operational fieldwork tasks, data production tasks and recreation management. In the following paragraphs we allocate the tasks of the existing sections to each of the proposed functions.

#### Operational fieldwork function:

56. We identified a strong correlation between the workloads of field staff of Fisheries, Pollution and Environmental sections. We noted that there was evidence of overlap and duplication of workload caused by the sectional organisation of the area management and the separation of Fisheries from Scientific Services at the area level. For example, both fisheries wardens and assistant pollution inspectors carry out routine patrols of river systems to ensure water quality is of a standard to support fish life, and similarly that pollution incidents are contained or prevented. Parallel work is undertaken by environmental staff who sample river systems and carry out surveys of fish stocks with the same objective of ascertaining water quality and monitoring the longer term effects of pollution. Numerous examples were cited of Fisheries, Pollution and occasionally Environmental staff responding independently to pollution incidents and thereby duplicating much of the initial fieldwork required. Similarly management workloads are duplicated in each section as a result of the separate administration and supervision of these field staff.
57. Comparison of pollution staff workloads and those of sample staff attached to laboratories showed unnecessary division of duties in the sampling of waters after pollution incidents or auditing discharge consent levels. On some occasions separate visits were made by sampling officers to take samples following site inspection by pollution staff or river wardens.
58. In both areas of activity outlined above, the overlap or duplication of activities between sections results in an inefficient use of field resources, and in many cases creates a poor public image for the Authority resulting from the multiple attendance at incident sites.
59. We consider that Fisheries, Pollution and Environmental field staff undertake comparable operational fieldwork functions. In order to eliminate the instances of duplication and overlap of work identified, we recommend that the area based elements of these sections should be reorganised under a single, task orientated function of operational fieldwork. This function would combine under a single structure the following tasks currently undertaken by the three sections:



(1) In Fisheries:

- routine patrolling of river and coastal waters
- fish stock surveys and mitigation
- catchment surveys and maintenance of river systems
- conservation of aquatic life.

(2) In Pollution:

- pollution prevention from farms, industry and Authority treatment works
- discharge consent regulations
- incident control and mitigation
- sampling.

(3) In Environmental:

- catchment surveys in river systems
- fish and invertebrate surveys
- pollution incident evaluation
- sampling
- conservation of flora and fauna.

(4) In all three sections:

- liaison with local public and private bodies and committees
- field data collection for monitoring programmes

Data production and analysis function:

60 The second principal task undertaken by the department is the production and analysis of data collected by field based sections or by specialist staff. Tasks associated with this function meet the Authority requirements for:

(1) Internal data

- to assess operational performance of Authority water treatment works
- to provide environmental and water quality data
- to provide data on river quality and pollution levels
- to provide data on discharge consents
- to provide base data and for monitoring of major Authority schemes such as Roadford.

**A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS**

**APPENDIX 3**

**WARDEN JOB PROFILE**

NATIONAL RIVERS AUTHORITY

SOUTH WEST REGION

JOB DESCRIPTION

1. POSITION IN THE ORGANISATION

Department: Environmental Protection  
District/Section: Field Control  
Designation: Warden (Upper Taw)  
Grade: 3/4  
Location: Home based in the Catchment of the Upper Taw

2. QUALIFICATIONS AND EXPERIENCE OF POST HOLDER

Essential:

Preferred: An interest in all aspects of conservation and protection of the natural environment.

3. DUTIES AND RESPONSIBILITIES

Responsible to: Superintendent Warden (Exeter)

Responsible for:

Staff:

Function: All routine fieldwork aspects of the environmental protection function.

Main Duties: Patrolling the area numbered 16 on the attached map to protect the Authority's environmental and other interests.

Provision of field assistance to the Water Quality Planner in his/her and other catchments.

Provision of field assistance to the Fisheries Controller in his/her and other catchments.

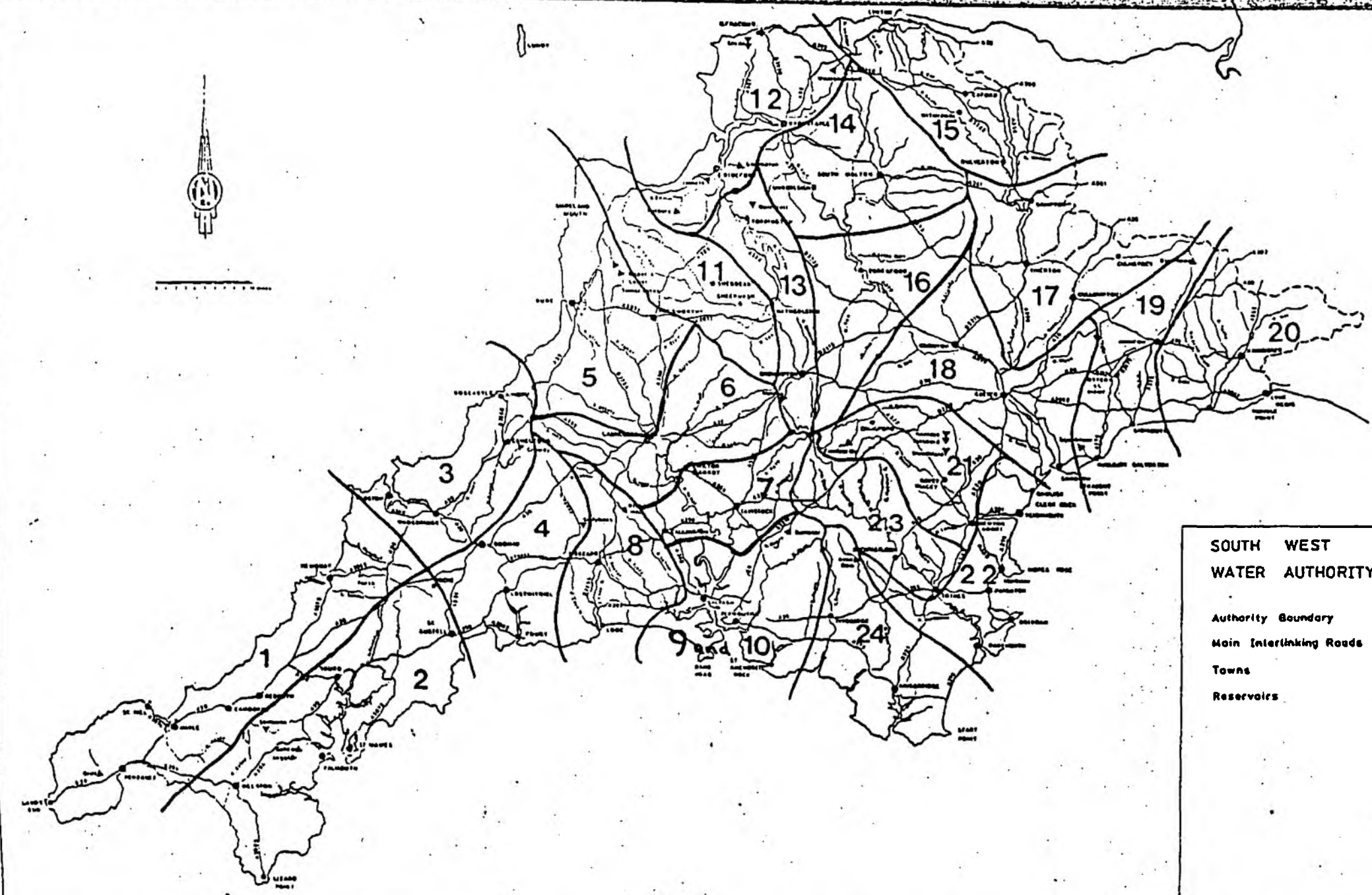
Provision of field assistance to the Pollution Controller in his/her and other catchments.

Provision of field assistance to the Water Resources Planner within his/her and other catchments.

Submission of appropriate reports.

Ensuring the proper care and maintenance of equipment under his/her control.

Performance of such other duties as are allocated by the Authority.



**SOUTH WEST  
WATER AUTHORITY**

Authority Boundary

Main Interlinking Roads

Towns

Reservoirs

**A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS**

**APPENDIX 4**

**SUPERINTENDENT WARDEN JOB PROFILE**

# **NATIONAL RIVERS AUTHORITY**

## **SOUTH WESTERN REGION**

### **JOB PROFILE**

#### **1. POSITION IN THE ORGANISATION**

Department: Environmental (Devon/Cornwall Area)  
Designation: Superintendent Warden  
Grade: 7  
Location: Exeter/Bodmin

#### **2. QUALIFICATIONS AND EXPERIENCE OF POST HOLDER**

Essential: Wide experience of multifunctional approach to environmental field work.  
Preferred: A qualification in an appropriate subject and a proven record of effective supervision.

#### **3. DUTIES AND RESPONSIBILITIES**

Responsible to: Area Environmental Manager  
Responsible for:  
Staff: The Area warden service.  
Function: Effective planning, organisation and control of Warden Service.  
Manage the effective implementation of the Authority's duties and powers where appropriate.  
Main Duties: Participate in the corporate management of the Environmental Protection section.  
The overall management of the provision of multifunctional field support to operational units at all times.  
Ensuring effective care and maintenance of equipment under his/her control.  
Prepare routine or special reports where appropriate.

Prepare statements and give evidence in court when required.

Ensure that budgets are met and all financial regulations complied with.

Maintain appropriate data, controls and provide management information to demonstrate compliance with targets and standards of service and take any required corrective actions.

**4. COMMUNICATIONS, LIAISON AND PUBLIC RELATIONS**

Maintain a high level of awareness on public relations and customer service, particularly that queries and complaints are dealt with promptly as detailed in the Authority's Standards of Service.

**5. HEALTH AND SAFETY**

Ensure that employees are competent for their tasks and all accidents, dangerous occurrences, near misses are investigated and preventative measures implemented.

**6. TRAINING**

Ensure employees are trained and appraised to a consistent and fair manner in line with national and regional policies.

**7. OTHER DUTIES AND RESPONSIBILITIES**

To carry out such other relevant duties as may be assigned from time to time by the Authority.

August 1993



**A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS**

**APPENDIX 5**

**SENIOR FISHERIES INSPECTOR**

**JOB PROFILE**

# **NATIONAL RIVERS AUTHORITY**

## **SOUTH WESTERN REGION**

### **JOB PROFILE**

#### **1. POSITION IN THE ORGANISATION**

Department: Fisheries, Recreation and Conservation (Devon Area)  
Designation: Senior Fisheries Inspector (E. Devon)  
Grade: 4 or 5  
Location: Manley House, Exeter

#### **2. QUALIFICATIONS AND EXPERIENCE OF POST HOLDER**

Essential: Field experience in the Fisheries Function.  
Preferred: IFM Certificate in Fisheries Management.

#### **3. DUTIES AND RESPONSIBILITIES**

Responsible to: Fisheries Officer  
Responsible for:  
Staff: Fisheries Assistants  
Wardens - where appropriate  
Function: Assisting the Fisheries Officer in implementation of the fisheries management and enforcement programmes.  
Main Duties: Assisting in the planning and implementation of the fisheries management and enforcement programmes.  
Assisting in the management of fisheries owned or leased by the Authority.  
Provision of a fisheries advisory service to members of the public.  
Managing a fisheries response to emergencies in the Area eg. pollution incidents, fish rescues, enforcement problems.  
Ensuring the proper care and maintenance of equipment and installations.

4. **COMMUNICATIONS, LIAISON AND PUBLIC RELATIONS**

Maintain a high level of awareness on public relations and customer service, particularly that queries and complaints are dealt with promptly as detailed in the Authority's Standards of Service.

5. **HEALTH AND SAFETY**

Ensure that employees are competent for their tasks and all accidents, dangerous occurrences, near misses are investigated and preventative measures implemented.

6. **TRAINING**

Ensure employees are trained and appraised to a consistent and fair manner in line with national and regional policies.

-7. **OTHER DUTIES AND RESPONSIBILITIES**

To carry out such other relevant duties as may be assigned from time to time by the Authority.

August 1993.

**A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS**

**APPENDIX 6**

**FISHERIES INSPECTOR**

**JOB PROFILE**

# **NATIONAL RIVERS AUTHORITY**

## **SOUTH WESTERN REGION**

### **JOB PROFILE**

#### **1. POSITION IN THE ORGANISATION**

Department: Fisheries, Recreation and Conservation (N. Wessex/  
S. Wessex Areas)

Designation: Fisheries Inspector

Grade: 3 or 4

Location: Bridgwater/Blandford

#### **2. QUALIFICATIONS AND EXPERIENCE OF POST HOLDER**

Essential: Field experience in enforcement and management

Preferred:

#### **3. DUTIES AND RESPONSIBILITIES**

Responsible to: Senior Fisheries Inspector

Responsible for:

Staff:

Function: To provide support for the Senior Fisheries Inspector and to participate in field work of the Fisheries Section.

- Fisheries enforcement
- Fisheries response to emergencies
- Fisheries advice
- Fish stocking
- Recreation site management
- Assist with fisheries surveys
- Equipment maintenance

#### **4. COMMUNICATIONS, LIAISON AND PUBLIC RELATIONS**

Maintain a high level of awareness on public relations and customer service. particularly that queries and complaints are dealt with promptly as detailed in the Authority's Standards of Service.

5. **HEALTH AND SAFETY**

Ensure that employees are competent for their tasks and all accidents, dangerous occurrences, near misses are investigated and preventative measures implemented.

6. **TRAINING**

Ensure employees are trained and appraised to a consistent and fair manner in line with national and regional policies.

7. **OTHER DUTIES AND RESPONSIBILITIES**

To carry out such other relevant duties as may be assigned from time to time by the Authority.

August 1993

**A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS**

**APPENDIX 7**

**TERMS OF REFERENCE**

**FOR THIS REPORT**

## A REVIEW OF THE USE OF MULTIFUNCTIONAL WARDENS

### TERMS OF REFERENCE

To review the current use of multifunctional Wardens in the Devon Area, comparing this use with the method of operation in the Cornwall Area and the use of Fisheries Inspectors in the North and South Wessex Areas.

To assess the operational and economic advantages of each system and to make recommendations for the best use of the Wardens in the Devon Area.